



*The*  
Indian Parliament

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# *The* Indian Parliament

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*Secretary-General  
Lok Sabha*

**Lok Sabha Secretariat**  
New Delhi

# Foreword

In the over six decades that our Parliament has served its exalted purpose, it has witnessed India change from a feudally administered colony to a liberal democracy that is today the world's largest and also the most diverse. For not only has it been the country's supreme legislative body it has also ensured that the individual rights of each and every citizen of India remain inviolable.

Like the Parliament building itself, power as configured by our Constitution radiates out from this supreme body of people's representatives. The Parliament represents the highest aspirations of the people, their desire to seek for themselves a better life, dignity, social equity and a sense of pride in belonging to a nation, a civilization that has always valued deliberation and contemplation over war and aggression. Democracy, as we understand it, derives its moral strength from the principle of Ahimsa or non-violence. In it is implicit the right of every Indian, rich or poor, mighty or humble, male or female to be heard.

The Parliament, as we know, is the highest law making body. It also exercises complete budgetary control as it approves and monitors expenditure. The Executive derives its legitimacy from it and is accountable to it.

A lesser known but undoubtedly very important function of the Indian Parliament has been its outstanding capacity to bring about social change, especially in a society that has been traditionally riven with stratifications. It is within the walls of this building that India has taken giant leaps towards becoming a modern and progressive society. This it has done by framing laws that have struck at the very root of its deepest taboos and obscurantist practices.

This book is a tribute to India's abiding faith in its democracy, it is also a tribute to this extraordinary Temple of the People which resonates with the sound of their collective will. The pictures contained in it showcase different aspects of the Indian Legislature, the grace and beauty of its magnificent architecture as well as the spirit that dwells within it. It also refers to the various procedural devices and institutional processes which regulate the functioning of this vibrant institution.

I compliment Shri T. K. Viswanathan, Secretar-General of Lok Sabha, and his team for bringing out the seventh edition of the 'The Indian Parliament' I hope those in academia: political scientists and students and the people at large find it interesting.

New Delhi  
September 2012



Meira Kumar  
Speaker, Lok Sabha

# Preface

*The* Indian Parliament is the highest deliberative body and supreme representative institution of the largest working democracy in the world. It is in its Chambers that the destiny of a nation of a billion plus people is shaped, and their expectations, concerns, problems and dreams are fulfilled. It is in this temple of democracy that the members of the two Houses of Parliament keep the Executive accountable at all times and closely monitor the policies and programmes for national welfare.

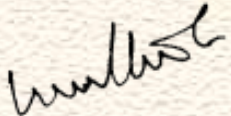
The institution of Parliament, since India's Independence, is in a continuous state of evolution, adopting and adapting itself to the changing times and striving to actualize the aspirations of the people. Needless to say, it is imperative that the performance of Parliament, its operational dynamics and its varied activities should be communicated to the people so as to sustain their trust and confidence in its efficacy as the people's institution par excellence.

This publication provides basic and essential information about our parliamentary heritage, the functioning of Parliament, the practices and procedures that are followed therein, support services for members, etc. Several photographs of Parliament House and its Chambers, Parliament House Annexe, Parliament Library Building, and those of high dignitaries connected with the Houses of Parliament, have also been incorporated in the publication.

We are deeply grateful to the Hon'ble Speaker, Lok Sabha, Smt. Meira Kumar, for contributing an illuminating Foreword to the publication. The Hon'ble Speaker has been a great source of inspiration and guidance in bringing out this volume, and we are immensely indebted to her for that.

We hope the publication will be found useful and informative by all readers.

New Delhi  
September 2012

  
T. K. VISWANATHAN  
Secretary-General  
Lok Sabha



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**MAHATMA GANDHI**  
(2 October 1869 – 30 January 1948)

The 16-feet high bronze statue of Mahatma Gandhi faces Building Gate No. 1 of Parliament House. The statue, sculpted by Shri Ram V. Sutar, was unveiled by Dr. Shanker Dayal Sharma, the then President of India, on 2 October 1993.

## Towards the Establishment of Modern Parliament

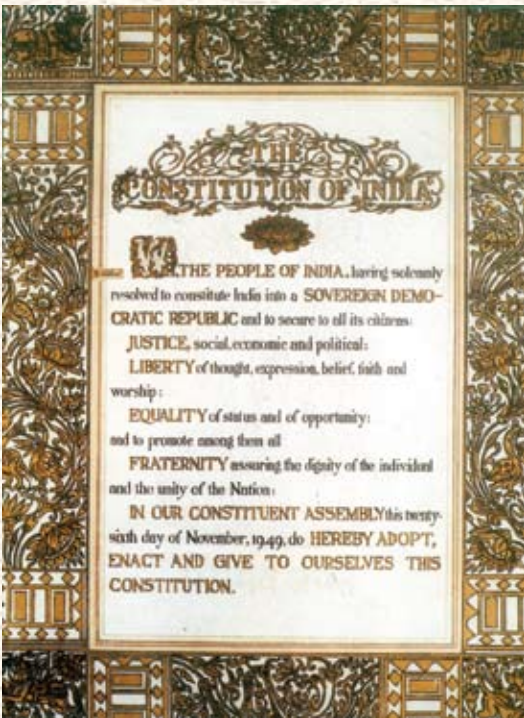
### Our Democratic Heritage

A full-fledged parliamentary system of government with its concomitant institutional framework is a gift of the Republican Constitution of 1950. However, representative institutions and democratic traditions have all along been an integral part of India's rich heritage. The roots of our democratic institutions date back to the Vedic period, about 3000 B.C., when popular assemblies and elective monarchies were prevalent. The tradition of republicanism flourished in various parts of the country for nearly sixteen centuries from 1000 B.C. to 600 A.D. Popular assemblies like the *Samiti*, an assembly of people's representatives, and the *Sabha*, a smaller selected body of elders, functioned for disposing of public business through consultation, discussion and debate. Democracy at the grassroots thrived in the form of *Panchayats* and *Gram Sabhas* which continued to flourish through the ancient and medieval periods till the advent of the British Rule and even thereafter, in one form or the other.

### Development of Parliamentary Institutions

The growth of modern parliamentary institutions in India can be traced to our struggle against foreign rule and the urge for establishing democratic institutions. The democratic foundations dating back to several millennia, the democratic norms and ethos that evolved over those centuries, and above all, the inherent faith of the people in democratic functioning have greatly facilitated the adoption of parliamentary democracy through a gradual process. The Charter Act of 1833, for the first time, provided that the Governor-General's Government may be known as the Government of India and his Council as the Indian Council and introduced centralization in the legislative sphere. There was, however, no legislative body distinct from the Executive until 1853. The Charter Act of 1853 provided some sort of a separate 'Legislature' in the form of a 12-member Legislative Council which included the Governor-General, four members of his Executive Council, the Chief Justice and another Judge of the Supreme Court and others.

The First War of Independence in the year 1857 represented a watershed event in the history of modern India, as it shook the foundations of the century-old British Rule and compelled them to usher in legislative reforms and establish closer contact with the people of the country. As a result, the Government of India Act, 1858 was enacted which was perhaps the first statute



▲ Preamble to the Constitution of India as it appears in the original calligraphed copy

towards governance of India under the direct rule of the British Government. The Indian Councils Act of 1861 set in motion the scheme of legislative devolution and the Indian Councils Act of 1892, for the first time, provided for the filling up of some seats in the Legislative Councils through elections. The expansion of the Legislative Councils and the enlargement of their powers were provided for by the Government of India Act of 1909, which implemented the Morley-Minto Reforms.

The Government of India Act, 1919 which gave effect to the Montague-Chelmsford Reforms, was a landmark in the constitutional history of India as it introduced a bicameral Legislature at the Centre and introduced some elements of responsible Government in the Provinces. The Central Legislature consisted of the Governor-General and the two Houses—the Legislative Assembly and the Council of State. The first Legislative Assembly constituted under the 1919 Act came into being at the Centre in 1921. Even after the enactment of the Government of India Act, 1935, which introduced federal features and provincial autonomy in the system and also made provisions for the distribution of legislative powers between the Centre and the Provinces, the constitution of the Central Government in India, by and large, remained what it was under the Act of 1919 since the federal part of the 1935 Act never came into operation. The Central Legislature continued to function for over a quarter century from 1921 to 1947.

### The Constituent Assembly

The Constituent Assembly, the first representative body of the people of India, which was entrusted to function as the Constitution-making body for independent India, commenced the momentous task on 9 December 1946. The members of the Constituent Assembly were chosen through indirect election by the members of the Provincial Legislative Assemblies. The Indian Independence Act of 1947 enacted by the British Parliament declared the Constituent Assembly to be a fully sovereign body and the Central Legislative Assembly and the Council of States ceased to exist from 14 August 1947. With the dawn of Independence on the midnight of 14-15 August 1947, the Constituent Assembly assumed full powers and took over as the Legislative Assembly of Independent India. The two functions of the Constituent Assembly, that is Constitution-making and Legislation, were clearly separated and the Constituent Assembly (Legislative) commenced functioning from 17 November 1947.

The Constituent Assembly, with Dr. Rajendra Prasad as its President and Dr. B.R. Ambedkar as the Chairman



*A view of the Central Hall from the Gallery*

of the Drafting Committee, held intensive deliberations in the Central Hall of Parliament House for a long period of 2 years, 11 months and 17 days spread over eleven Sessions and gave an outstanding parchment, an ideal for a resurgent India. The Constitution was adopted by *We, the People of India*, on 26 November 1949 and the members of the Constituent Assembly appended their signatures to it on 24 January 1950. The Constitution which came into force on 26 January 1950 had 395 Articles and 8 Schedules and the distinction of being the lengthiest Constitution in the world. Immediately before the commencement of the Constitution, the Constituent Assembly became the Provisional Parliament of India and functioned as such until the first General Elections based on adult franchise were held in 1952. The Parliament so constituted was in accordance with the provisions of the new Constitution. Ever since, the nation has been guided by the ennobling ideals laid down in the Constitution which has turned out to be one of the greatest and finest republican Constitutions.

### The Constitution

India, a Union of 28 States and 7 Union territories is a Sovereign, Socialist, Secular, Democratic Republic, governed by the Constitution—the supreme law of the land. The Constitution envisages a parliamentary form of Government in which the Executive is drawn from both the Houses of Parliament and is collectively responsible to the elected representatives of the people. The Constitution of India is federal in form but unitary in character. It is, in fact, a federation with strong unitary features.

Under the scheme of the Constitution, the three main organs of the State are the Legislature, the Executive and the Judiciary. The Constitution defines their powers, delimits their jurisdictions, demarcates their responsibilities and regulates their relationship with one another and the people. The Constitution envisages separation of powers among the three organs of State and each functions within its limits; what is envisaged is a harmonious relationship among them. The relationship between the Executive and the Legislature is one that is most intimate and is envisaged as representing inseparable partners in the business of the Government. The Judiciary, on



A closer view of the dais of the Central Hall

the other hand, is an independent authority empowered by the Constitution to consider the legality and constitutionality of the orders of the Executive and the laws enacted by the Legislature.

The Indian Constitution is rightly described as partly flexible and partly rigid due to its inherent amending procedure which provides for amendment by simple majority, special majority and in exceptional cases special majority with ratification by at least one-half of the State Legislatures. The Constitution has been amended ninety-five times thereby bringing in socio-economic changes towards building an egalitarian society.

### Electoral System

India, a constitutional democracy with a parliamentary system of Government, is committed to holding regular, free and fair elections. The superintendence, direction and control of the preparation of the electoral rolls for, and the conduct of, all elections to the Parliament and to the State Legislatures and of elections to the Offices of the President and the Vice-President are vested in the Election Commission by the Constitution. The Election Commission, an independent electoral machinery, consists of the Chief Election Commissioner and two Election Commissioners.

The Parliament, from time to time, makes provisions with respect to all matters relating to, or in connection with, elections to the Parliament and the State Legislatures, including the preparation of electoral rolls, the delimitation of constituencies and all other matters necessary for securing the due constitution of the Houses. The Representation of the People Act, 1950 incorporates extensive provisions, especially relating to disqualification of electors, and the Representation of the People Act, 1951 deals with the overall conduct of elections, including provisions and procedure for disqualification of elected representatives on certain specified grounds.

The electoral pattern of first-past-the-post system based on adult franchise ensures that direct elections, held every five years, are truly participatory in both form and content. For the Lok Sabha elections, the country is divided into 543 parliamentary constituencies and the electors (18 years and above) cast one vote each for the candidate of their choice.



*Voters waiting to exercise their franchise in the General Election*



*An elderly lady being guided on how to use the Electronic Voting Machine*

The Parliament of India is a bicameral Legislature consisting of the President and the two Houses—the Rajya Sabha (Council of States) and the Lok Sabha (House of the People). Though the President is not a member of either House of Parliament, he/she is an integral part of the Parliament and performs certain functions relating to its proceedings.

### The President

The President of the Republic is directly elected by an electoral college consisting of the elected members of both the Houses of Parliament and the elected members of the Legislative Assemblies of the States for a period of five years and is eligible for re-election to that office. The President is the Constitutional Head of State and in the discharge of all functions, the President acts on the aid and advise of the Prime Minister and the Council of Ministers, which is responsible to the House of the People, that is, the Lok Sabha.



Though the President is a constituent part of the Parliament, the President does not sit or participate in the discussions in either of the two Houses. As part of the constitutional functions with respect to the Parliament, the President summons and prorogues the two Houses from time to time and also has the power to dissolve the Lok Sabha. At the commencement of the first Session after each General Election to the Lok Sabha and at the commencement of the first Session of Parliament each year, the President addresses members of both the Houses assembled together in the Central Hall of Parliament House.



The President, among other things, is empowered to send messages to either House, whether with respect to a Bill pending in Parliament or otherwise. Certain Bills can be introduced and proceeded only after the recommendation of the President has been so obtained. Not only that, when both the Houses are not in Session and the President is satisfied that circumstances exist which render it necessary to take immediate action, the President promulgates Ordinances having the same force and effect as a law passed by the Parliament. The President's assent is essential for a Bill passed by both Houses to become a law.

There are certain other functions which the President performs under the Constitution in relation to the Parliament. The President appoints the Speaker *pro tem* of the Lok Sabha and the acting Chairman of the Rajya Sabha, as and when the need arises. The President summons the joint sitting of both the Houses in case of a disagreement between them on a Bill. The President causes to be laid, every year, before the Parliament, the Budget of the Government. Besides, the President is empowered to

decide, after obtaining the opinion of the Election Commission, whether any member, duly elected, attracts disqualifications laid down in the Constitution. The President's decision in this matter is final.

In the event of the occurrence of any vacancy in the Office of the President by reason of death, resignation or removal, or otherwise, the Vice-President acts as the President until the date on which a new President is elected in accordance with the Constitution. The Vice-President of India is also the Chairman of Rajya Sabha.

### Rajya Sabha

The Rajya Sabha, the Council of States, is an indirectly elected House consisting of not more than 250 members, out of which 238 members represent the States and the Union territories while the remaining 12 are nominated by the President for their special knowledge or practical experience in literature, science, art and social service. The members of the Rajya Sabha from each State are elected by the elected members of the Legislative Assembly of the respective State in accordance with the system of proportional representation by means of single transferable vote. Each State is, however, represented by at least one member. The members of the Union territories in the Rajya Sabha are chosen in such manner as Parliament may by law prescribe. The Rajya Sabha at present consists of 245 members, out of which 233 represent the States and Union territories and 12 are nominated members. The minimum qualifying age for the membership of Rajya Sabha is 30 years.

The Rajya Sabha is a permanent body not subject to dissolution but one-third of its members retire rotationally after every two years and are replaced by newly-elected members. The term of an individual member of the Rajya Sabha is six years.

The Rajya Sabha was constituted for the first time on 3 April 1952 and the first sitting of the House was held on 13 May 1952.



# Presidents of India



**Shri Pranab Mukherjee**  
(25 July 2012–Till date)



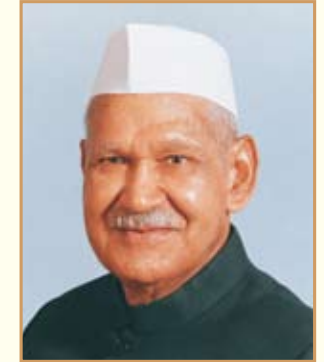
**Smt. Pratibha Devisingh Patil**  
(25 July 2007–25 July 2012)



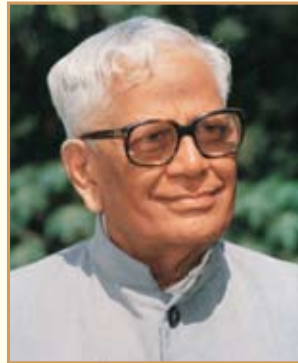
**Dr. A.P.J. Abdul Kalam**  
(25 July 2002–25 July 2007)



**Shri K.R. Narayanan**  
(25 July 1997–25 July 2002)



**Dr. Shanker Dayal Sharma**  
(25 July 1992–25 July 1997)



**Shri R. Venkataraman**  
(25 July 1987–25 July 1992)



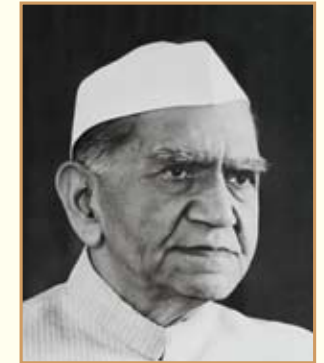
**Giani Zail Singh**  
(25 July 1982–25 July 1987)



**Dr. Neelam Sanjiva Reddy**  
(25 July 1977–25 July 1982)



**Shri Basappa Danappa Jatti**  
(11 February 1977–25 July 1977) (Acting)



**Shri Fakhruddin Ali Ahmed**  
(24 August 1974–11 February 1977)



**Shri M. Hidayatullah**  
(20 July 1969–24 August 1969) (Acting)



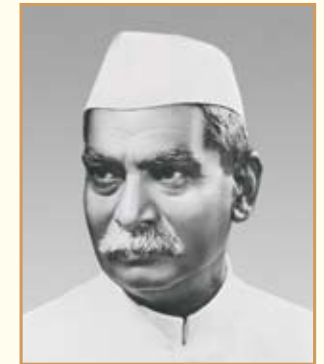
**Shri Varahagiri Venkata Giri**  
(24 August 1969–24 August 1974,  
3 May 1969–20 July 1969) (Acting)



**Dr. Zakir Husain**  
(13 May 1967–3 May 1969)

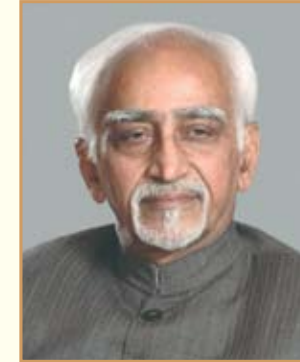


**Dr. Sarvepalli Radhakrishnan**  
(13 May 1962–13 May 1967)

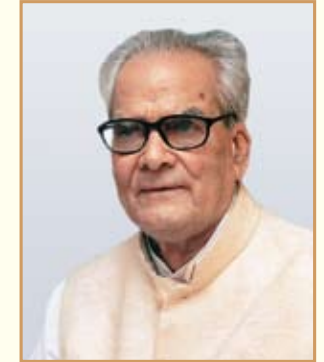


**Dr. Rajendra Prasad**  
(26 January 1950–13 May 1962)

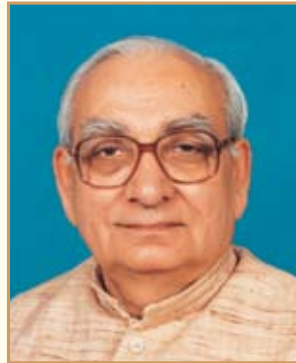
*Vice-Presidents of India & Chairmen of Rajya Sabha*



**Mohammad Hamid Ansari**  
(11 August 2007–Till date)



**Shri Bhairon Singh Shekhawat**  
(19 August 2002–21 July 2007)



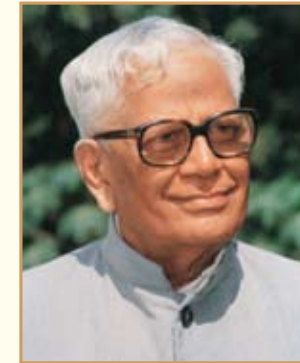
**Shri Krishan Kant**  
(21 August 1997–27 July 2002)



**Shri K.R. Narayanan**  
(21 August 1992–24 July 1997)



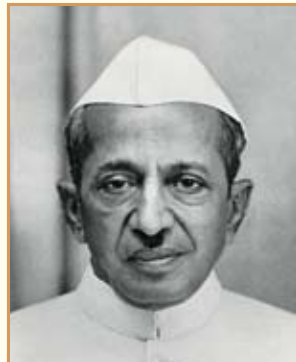
**Dr. Shanker Dayal Sharma**  
(3 September 1987–24 July 1992)



**Shri R. Venkataraman**  
(31 August 1984–24 July 1987)



**Shri M. Hidayatullah**  
(31 August 1979–30 August 1984)



**Shri Basappa Danappa Jatti**  
(31 August 1974–30 August 1979)



**Shri Gopal Swarup Pathak**  
(31 August 1969–30 August 1974)



**Shri Varahagiri Venkata Giri**  
(13 May 1967–3 May 1969)



**Dr. Zakir Husain**  
(13 May 1962–12 May 1967)



**Dr. Sarvepalli Radhakrishnan**  
(13 May 1952–12 May 1962)

## Lok Sabha

The Lok Sabha, the House of the People, as the name signifies, is the body of the representatives of the people. Its members are directly elected, once in five years, on the basis of adult suffrage. The maximum strength of the Lok Sabha, as envisaged by the Constitution, is 552. Out of this, 530 members represent the States and 20 members represent the Union territories and 2 members are nominated by the President from the Anglo-Indian community if the President is of the opinion that the community is not adequately represented in the House.

For the purpose of allocation of seats, each State is divided into territorial constituencies in such a manner 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 the States. The Constitution specifically restricts any increase in the number of seats in the Lok Sabha till the year 2026. The Lok Sabha presently consists of 545 members, including two nominated members.

The minimum qualifying age for membership of the Lok Sabha is 25 years. Every citizen of India, male or female, who is 18 years of age, is entitled to vote in the elections to the Lok Sabha, unless otherwise disqualified by the Constitution.

The Lok Sabha, unless sooner dissolved, continues for five years from the date appointed for its first sitting. But while a Proclamation of Emergency is in operation, the term of the Lok Sabha may be extended by law by the Parliament for one year at a time and not exceeding in any case beyond a period of six months after the Proclamation has ceased to operate.

The First Lok Sabha was constituted on 17 April 1952 and the House met for the first time on 13 May 1952; so far, Fifteen Lok Sabhas have been constituted.

## Constitutional Scheme

As in other parliamentary democracies, the Indian Parliament has the cardinal functions of legislation, overseeing of administration, passing of the Budget, ventilation of public grievances, discussion of national policies, etc.

The scheme of distribution of powers between the Union and the States, followed in the Constitution, emphasises in many ways the general predominance of Parliament in the legislative field. Apart from the wide range of subjects allotted to it in the Seventh Schedule of the Constitution, even in normal times, Parliament can, under certain circumstances, assume legislative power over a subject falling within the sphere exclusively reserved for the States.

Further, in times of grave emergency when the security of India or any part thereof is threatened by war or external aggression or armed rebellion, and a Proclamation of Emergency is made by the President, Parliament acquires the power to make laws for the whole or any part of the territory of India with respect to any of the matters enumerated in the State List. Similarly, in the event of the failure of the constitutional machinery in a State, the powers of the Legislature of that State become exercisable by or under the authority of Parliament.

Besides the power to legislate on a very wide field, the Constitution vests in the Parliament the constituent power or the power to initiate amendment of the Constitution.

Under the Constitution, the Council of Ministers is collectively responsible to the Lok Sabha. One of the effective methods by which Parliament exercises check over the Executive is through its control over finance. Besides, the procedures of Parliament afford ample opportunities for the enforcement of ministerial responsibility, for assessing

and influencing governmental policies as well as for ventilating public grievances. The procedure of Questions, with possibilities of supplementaries, and, in case of inconclusive or unsatisfactory answer Half-an-Hour Discussions, Calling Attentions, Motions, Short Duration Discussions, Matters under Rule 377, etc. enable information to be elicited and attention focused on various aspects of governmental activities.

The more significant occasions for review of administration are provided by the discussions on the Motion of Thanks on the Address by the President, the Budget, including Demands for Grants from various Ministries and Departments, and the proposals to raise funds to meet the expenditure. These apart, specific matters may be discussed through motions on matters of urgent public importance, private members' resolutions and other substantive motions. In extreme cases, the Government can be censured or a motion of No-confidence can be moved against the Council of Ministers. Along with these, a close and continuous check on governmental activities is exercised through a comprehensive system of Parliamentary Committees.

### Relative Roles

As between the two Houses, the Lok Sabha has supremacy in financial matters. It is also the House to which the Council of Ministers, drawn from both the Houses, 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 in 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 amendments to a Bill is resolved at a joint sitting of both the Houses where questions are decided by a majority vote.

## How Parliamentary Democracy Works

Ours is a representative parliamentary democracy in which the people exercise their sovereign will through periodic elections and in which the directly elected representatives choose a Government that remains answerable to Parliament at all times. In this system, the political Executive heading the administration has the mandate of the people and it is through the Parliament that its accountability to the citizens is ensured.

### The Prime Minister and the Council of Ministers

In India, the Executive powers are vested in the President, who is the Head of the State. The Constitution envisages that the President shall exercise the Executive powers with the aid and advise of the Council of Ministers, with the Prime Minister as its head.

The Prime Minister, who is the Head of the Government, is appointed by the President, and the other Ministers are appointed by the President on the advise of the Prime Minister. The President appoints such person as the Prime Minister who is the leader of the largest political party who commands the majority support in the Lok Sabha after the elections. The term of the Council of Ministers is five years; however, it may remain in office only while enjoying the majority support of the Lok Sabha. The Opposition can move a No-confidence Motion in the Council of Ministers to express the want of confidence of the Lok Sabha and if such a motion is adopted, it results in the fall of the Government. The Government of the day can prove its majority in the House by moving a Motion of Confidence and winning the confidence of the Lok Sabha.

Collective responsibility is the essence of Indian parliamentary democracy. There are two aspects to Executive responsibility: the Council of Ministers is collectively responsible to the Lok Sabha and the Ministers are individually responsible to Parliament for the work of the Ministries under their charge. Under ministerial responsibility, the Ministers owe responsibility for all matters and performance of the Departments they head. The accountability of the Council of Ministers involves a constant control of the Parliament over the Government as control and accountability go together.

One of the basic objectives of a representative democracy is to see that governance is carried out according to the wishes of the people and it strives to meet their needs, fulfil their aspirations and promote their welfare. Parliamentary control over the





*A view of the colonnades along the first floor of Parliament House*

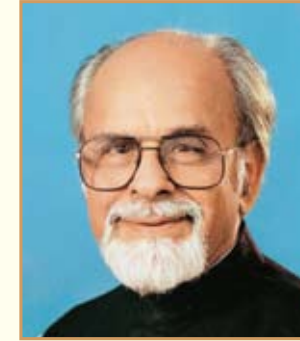
# Prime Ministers of India



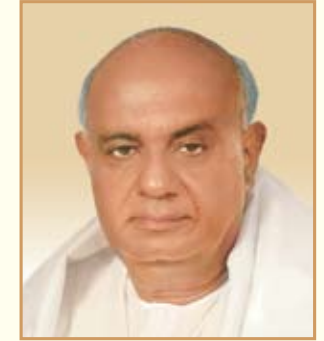
**Dr. Manmohan Singh**  
(22 May 2004–Till date)



**Shri Atal Bihari Vajpayee**  
(19 March 1998–22 May 2004,  
16 May 1996–1 June 1996)



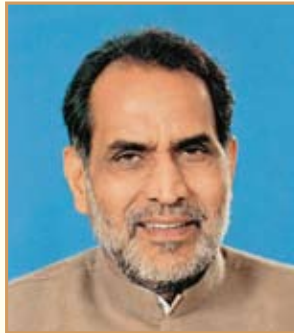
**Shri I.K. Gujral**  
(21 April 1997–18 March 1998)



**Shri H.D. Deve Gowda**  
(1 June 1996–21 April 1997)



**Shri P.V. Narasimha Rao**  
(21 June 1991–16 May 1996)



**Shri Chandra Shekhar**  
(10 November 1990–21 June 1991)



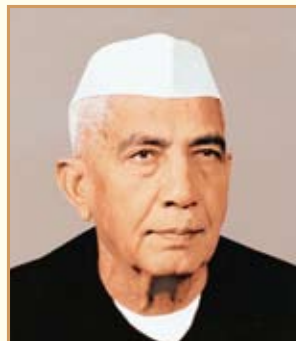
**Shri Vishwanath Pratap Singh**  
(2 December 1989–10 November 1990)



**Shri Rajiv Gandhi**  
(31 October 1984–1 December 1989)



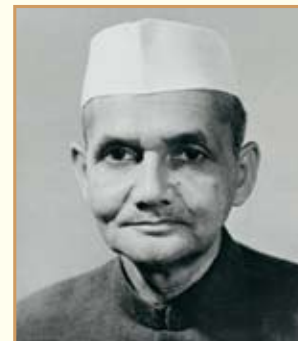
**Smt. Indira Gandhi**  
(14 January 1980–31 October 1984,  
24 January 1966–24 March 1977)



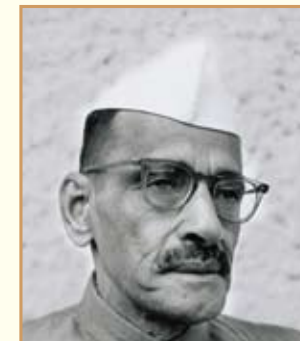
**Chaudhary Charan Singh**  
(28 July 1979–14 January 1980)



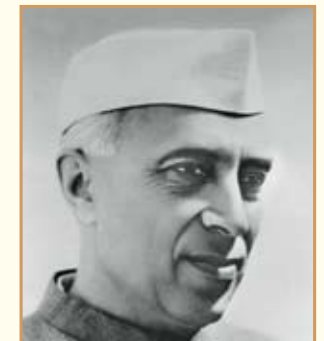
**Shri Morarji Desai**  
(24 March 1977–28 July 1979)



**Shri Lal Bahadur Shastri**  
(9 June 1964–11 January 1966)



**Shri Gulzari Lal Nanda**  
(11 January 1966–24 January 1966 (Acting)  
27 May 1964–9 June 1964)



**Pandit Jawaharlal Nehru**  
(15 August 1947–27 May 1964)

Executive aims at ensuring that the Government of the day delivers and performs to the best of its ability for public good. Parliamentary surveillance is essential to ensure that Executive power is not misused or abused, as also a guarantee against misgovernance and malgovernance. Thus, the policies and programmes of the Executive are constantly subjected to parliamentary scrutiny.

## The Government and the Opposition

Indian democracy is a system of alternatives—of alternative parties, alternative policies, principles, approaches and alternative leaders. In this system, today's Opposition party could be tomorrow's ruling party and vice-versa. A vigilant and functioning Opposition, therefore, has a positive and constructive role to play in the parliamentary system. The existence and effectiveness of the Opposition, in fact, accords greater legitimacy and strength to the Government. The Opposition provides constructive criticism of the policies and programmes of the Government and also keeps an unremitting vigil on the ruling party by highlighting any of its acts of commission or omission. The success of democracy thus depends not only on how the Government performs but also on how responsive the Opposition is. Both the Government and the Opposition are aware that their authority rests on electoral support; thus, while criticizing the governmental policies, the Opposition pursues a supportive approach and extends its constructive cooperation in carrying out those policies, which are dictated by national interests and particularly those which involve the principle of continuity of policies.

The Indian Parliament provides a forum to all members through several procedural devices to keep a constant and continued vigil on the Government. The members of the Opposition make use of such parliamentary devices to compel the Government to admit mistakes, if any, and adopt appropriate remedial measures. The General Discussion on the Budget and the Demands for Grants provide yet another opportunity to the Opposition to critically evaluate the performance of the Government. The other significant weapon in the armoury of the Opposition is the Motion of No-confidence.

## The Member of Parliament

Every member of Parliament, before taking his/her seat in the House, is required to make the prescribed oath or affirmation as laid down in the Constitution.

As an elected representative of the people, a member of Parliament is entrusted with onerous responsibilities. He is the representative and the leader of the people at one and the same time. As a representative, he reflects the hopes and aspirations of the people in the House and also conveys the message of the Government to the people. As a leader, it is his bounden duty to make the voice of the people heard, their expectations fulfilled, grievances redressed, and urges understood by the Government. He is the vital link between the Government and the society. A member of Parliament therefore fulfils a wide variety of roles and performs several functions, both inside and outside the House. Within the House, of course, he performs the classical roles ascribed to him by virtue of his elected position. In the constituency role, he functions as a safety valve, allowing citizens to express themselves in a way that might not otherwise be possible. He is an information provider to those who approach him seeking advice or information. A member is also a prominent local/regional dignitary. He functions as an active advocate too for local and provincial causes. In a different role, a member is a benefactor serving as the provider of some benefits or other to the needy. He is at once a powerful and influential friend to his constituents. Over and above all those, he is the promoter of constituency interests. How successful a parliamentarian is, depends ultimately on how well he is able to categorize priorities and then discharge the functions to the satisfaction of all concerned.



## Political Parties

Political parties are an inseparable part of modern democracy, and the conduct of elections is largely dependent on their behaviour. Although a large number of candidates contesting the elections are independent, political parties offer candidates organizational support and a broader election campaign to help the voters make choices.

In India, political pluralism prevails and is all pervasive in the Government as well as the Opposition. Over the years, the party system in the country has undergone an evolution from the one-party dominance of the 1950s and early 1960s to plurality and the coalition politics of the present. The prevalence of a multi-party system, including small and regional parties, enables a large number of political entities to participate in the elections to the Lok Sabha and the State Legislative Assemblies. Parties that wish to contest local, State or national elections are required to be registered by the Election Commission.

There are as many as 38 political parties represented in the Fifteenth Lok Sabha with a strength of 545 members. The Indian National Congress (207), the Bharatiya Janata Party (115), the Samajwadi Party (22), the Bahujan Samaj Party (21), Janata Dal (United) (20), All India Trinamool Congress (19), Dravida Munnetra Kazhagam (18), Communist Party of India (Marxist) (16), Biju Janata Dal (14) and the Shiv Sena (11) are the major political parties in the House.

## Coalition Governance

In the last twenty years or so, the political situation in India has undergone a dramatic change which has led to the emergence of an entirely new scenario. The changing political composition of Parliament and State Legislatures has led to the advent of coalition Governments. Both at the Union and the State levels, the country has witnessed parties or coalition of parties forming the Government, with the major political parties sitting in the Opposition. There are several parties which are not part of the coalition, but extend support to the Government from outside on the basis of specific issues.

In the Thirteenth Lok Sabha, a coalition Government of the National Democratic Alliance led by the Bharatiya Janata Party was at the Centre. In the Fourteenth Lok Sabha, a coalition Government of the United Progressive Alliance led by the Indian National Congress was at the Centre. The Fifteenth Lok Sabha again threw up a coalition of the United Progressive Alliance headed by the Indian National Congress.





*A view of the lawns outside the Rajya Sabha Chairman's Gate in Parliament House*

## Parliament—Role and Functions

The Parliament of India, the supreme legislative and deliberative institution, occupies a pre-eminent and pivotal position in the country's democratic set-up. The sovereign will of the people of India finds its full meaning and expression in the Chambers of this august institution. It encompasses into its fold a variety of roles to fulfil the hopes, aspirations and concerns of the millions of people of the country. Like other Parliaments, our Parliament too is not merely a law-making body. Over the decades, it has become more and more of a multi-functional institution performing an array of roles. It is the political nerve centre of the country, acting as a mirror of the society, accommodating the needs of the changing times, shouldering responsibilities and engaging itself fully in the process of running our parliamentary polity.

As regards its leadership role, the Parliament has provided the right forum for the national leadership to guide the nation on the path of peace and prosperity and also as a training ground for elected representatives. On another plane, the Parliament, representing the diversity and plurality of the nation, also facilitates resolution of various conflicts within the polity and society and strengthens national unity and integrity. Thus, the Parliament has been rendering yeoman's service in its conflict resolution and national integration roles.

One of the important functions of the Parliament is to ensure that the administration and the Executive are accountable to the supreme representative body. This surveillance of administration is achieved through different procedural devices which provide sufficient opportunities to members to bring the Executive to book in case of any omission or commission on their part.

### Sessions and Parliamentary Business

Parliament holds three Sessions in a year: (i) Budget Session—February-May; (ii) Monsoon Session—July-September; and (iii) Winter Session—November-December.

The normal hours of sitting are from 11.00 to 13.00 hours and from 14.00 to 18.00 hours. There are, however, occasions when the Houses decide to sit late depending on the volume and importance of the business before them. The quorum to constitute a sitting of the House is one-tenth of the total members of the House.



Parliamentary Business is broadly divided into Government Business and Private Members' Business. The Government Business is further divided into two categories: (i) items of business initiated by the Government, including Legislative and Financial Business; and (ii) items of business initiated by private members but taken up in Government time.

### Address by the President

The President addresses both the Houses of the 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 each year to inform the Parliament of the causes of its summons.

The President's Address is a solemn occasion. The President arrives at the Parliament House, where the President is received at the gate by the Presiding Officers and the Secretaries-General of both the Houses and conducted in a formal procession along with the Prime Minister and the Minister of Parliamentary Affairs to the Central Hall of Parliament House. As the procession enters the Hall, the Marshall announces the arrival of the President, and the members rise in their respective seats. With the President reaching the seat on the dais, a band positioned in the Lobby of the Central Hall to the right of the President, plays the National Anthem. Thereafter, as the President takes seat, the Presiding Officers occupy and the members resume their seats. The President then addresses the gathering. After the conclusion of the Address, the President rises, followed by the members when the National Anthem is played again. The President, thereafter, leaves the Hall in procession; the entire ceremony is marked by decorum and dignity befitting the occasion.



*The President Smt. Pratibha Devisingh Patil arriving in procession to address Members of Parliament on 21 February 2011.*

The Address by the President contains, *inter alia*, information about the policies and programmes which the Government intends to pursue and implement. A major occasion for discussion on Government policies and the review of administration by the Parliament is provided by the discussion on the Motion of Thanks on the Address by the President.

### Procedural Devices

The Indian parliamentary system has developed several procedures and processes to help members to effectively participate in the proceedings and to ensure greater accountability of the Executive to the Parliament. Over the years, new procedures and reforms have become inevitable to meet the demands of the times and to make the Parliament perform its functions more effectively and purposively. Successive Lok Sabhas have introduced several new devices which have proved to be of immense value and have enabled the members to voice the grievances of the people; to draw the attention of the Government to important developments; to elicit information from the Executive; and to facilitate expeditious transaction of business.

### Questions

The first hour of every sitting in both the Houses is normally devoted to Questions which are the most potent and effective device in the hands of the members. Questions are primarily asked to elicit information from the Government to ensure accountability and to ventilate the grievances of the public in matters concerning administration.

There are three types of Questions: Starred, Unstarred and Short Notice. A Starred Question is one to which a member desires an oral answer in the House and answer to such a Question may be followed by Supplementary Questions, germane to the main one and arising out of the reply given by the Minister. In the case of an Unstarred Question, a written answer is laid on the Table of the House by the Minister concerned. 20 Questions are included in the List of Business for oral answers in both the Houses. 230 Questions are listed for written answers in the Lok Sabha whereas in the Rajya Sabha, upto 155 such Questions are listed each day during the Session.

Certain initiatives have been taken by the Hon'ble Speaker of Lok Sabha, Smt. Meira Kumar, to further streamline the Question Hour. According to the amended/modified provisions: (i) for giving notices of Questions, a uniform period of 15 days is prescribed by doing away with the minimum and maximum period of 10 and 21 days, respectively; (ii) 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; (iii) 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.; and (iv) the number of notices of Questions which a member is entitled to give, both for oral and written answers, has been limited to 10.

A Short Notice Question pertains to a matter of urgent public importance and can be asked on a shorter notice than the normally prescribed period for Questions. A Short Notice Question is answered after the Question Hour and may, as in the case of any Question for oral answer, give rise to supplementaries.

### Half-an-Hour Discussion

Closely connected with the Question Hour is the provision for Half-an-Hour Discussion. When a member feels that the answer given to a recent Question, oral or written, is not complete and does not give the desired information or needs further elucidation, he can raise the matter under the device of Half-an-Hour Discussion for getting more information from the Minister.

### Calling Attention

Calling Attention, an Indian procedural innovation, enables a member to draw the attention of a Minister to any matter of urgent public importance to which the Minister makes a brief Statement. There is no debate at the time the Statement is made by the Minister, but the members concerned may raise points for clarification and elucidation by the Minister. Although the process does not involve any censure of the Government as there is no discussion or voting, it helps members to point out any shortcoming in the actions of the Government in dealing with the matter.

### Matters under Rule 377/Special Mentions

Another device for the ventilation of public grievances is what is known as 'Matters under Rule 377' in the Lok Sabha or 'Special Mentions' in the Rajya Sabha. A member who wishes to bring to the notice of the House any matter which is not a point of order can do so if he has given a notice thereof in writing to the Secretary-General and the Speaker has permitted him to raise such a matter in the House. Normally 20 members are permitted to raise such issues in the House every day; members are also permitted to read the text of the matter which should not ordinarily exceed 150 words. The relevant proceedings regarding matters raised under Rule 377 are sent to the Ministers concerned for replying directly to the respective members.

### Short Duration Discussion

To provide opportunities to members to discuss matters of urgent public importance, a convention was established in 1953 whereby members could raise discussion for a short duration without a formal motion or vote thereon. Under the Short Duration Discussion, which later became part of the Rules, any member desirous of raising a discussion on a matter of urgent public importance may give notice 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 the discussion and supported by the signatures of at least two other members. The discussion concludes with a reply from the Minister concerned.

### 'Zero Hour'

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, is referred to as the 'Zero Hour'. During this period, members try to focus the attention of the House on recent developments of public interest. Although the term does not find place in the *Rules of Procedure*, it has become a popular device in practice. Considering that members cutting across party lines have found this practice useful, the 'Zero Hour' has been streamlined recently and is conducted in two phases. In the first phase, about five matters of urgent national and international importance are taken up after the Question Hour and in the second phase, the remaining matters for the day are taken up after all the listed business of the House is over. The Government is, however, under no obligation to respond to the matters raised during the 'Zero Hour'.

### Adjournment Motion

The primary objective of an Adjournment Motion is to draw the attention of the House to a recent matter of urgent public importance having serious consequences and in regard to which a motion or a resolution with proper notice will be too late. The Adjournment Motion is an extraordinary procedure. If admitted, it leads to setting aside the normal business of the House for discussing a definite matter of urgent public importance. While giving his consent to an Adjournment Motion, the Speaker is guided by the principles that the matter sought to be raised should be of recent occurrence, definite, urgent and of sufficient public importance to warrant interruption of the normal business of the House. Individual matters or matters pertaining to local grievances cannot be raised by way of an Adjournment Motion. Further, matters that are *sub judice* or do not involve direct or indirect responsibility of the Union Government cannot be raised under this device. It is also not permissible to raise a question of privilege by way of an Adjournment Motion.

An Adjournment Motion involves an element of censure against the Government. In the event of an Adjournment Motion being adopted, the House automatically stands adjourned.

### **No-Confidence Motion**

Collective responsibility is the essence of parliamentary democracy. The Council of Ministers must enjoy the confidence of the House at all times to remain in power. The Opposition Parties in Lok Sabha can move a No-confidence Motion in the Council of Ministers to express the lack of confidence of the House and such a motion, if adopted, results in the fall of the Government.

### **Motion of Confidence**

The Motion of Confidence has come up as a new procedural device to cope with the emerging situations of fractured mandates resulting in hung Parliaments, minority Government, etc. in the last two decades or so. Governments formed with wafer-thin majority have been, in recent times, called upon by the President to prove their majority on the floor of the House. The Government of the day, sometimes, on its own, seeks to prove its majority by moving a Motion of Confidence and winning the confidence of the House. If the Confidence Motion is negated, it results in the fall of the Government.

### **Resolutions**

A member or a Minister may move a Resolution in the House relating to a matter of general public interest. It 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. The subject matter of a Resolution relates to a matter of general public interest, and only those matters which are primarily the concern of the Government of India form its subject matter. Resolutions are broadly divided into three categories: (i) Government Resolution; (ii) Statutory Resolution; and (iii) Private Members' Resolution.

### **Statements by Ministers**

In order to keep the House informed about matters of public importance or to state the Government's policy in regard to matters of topical national interest, Ministers, from time to time, make Statements in the House.

### **Papers Laid on the Table of the House**

Papers are laid on the Table of each House of Parliament either in compliance with specific provisions contained in the Constitution (Budget and other documents; Ordinances promulgated and Proclamations issued by the President; and Reports of various authorities constituted under the Constitution); various Union statutes (rules, sub-rules, regulations, by-laws framed by Executive authorities in exercise of the delegated powers of legislation, annual reports and audited accounts of public undertakings, reports of statutory bodies constituted under specific laws of Parliament) and the *Rules of Procedure* (reports of Select or Joint Committees on Bills, reports of Standing Parliamentary Committees, Petitions, Bills as passed by the Rajya Sabha, Bills returned by the President for reconsideration, etc.); or in pursuance of the directions issued by the Presiding Officers from time to time or in pursuance of the recommendations of Parliamentary Committees. These documents supply authoritative facts and information with a view to preparing ground for discussion pertaining to various matters in the House.

## The Legislative Process

Legislation is the predominant function of Parliament. All legislative proposals are initiated in Parliament in the form of Bills. A Bill is the draft of a legislative proposal which, when passed by both the Houses of Parliament and assented to by the President, becomes an Act. Bills can be categorized as: (i) Ordinary Bills; (ii) Constitution Amendment Bills; and (iii) Money Bills.

A Bill has to pass through the following three Readings in each House before it is sent to the President for assent:

### First Reading

The legislative process starts with the introduction of a Bill in either House of Parliament—Lok Sabha or Rajya Sabha. A Bill can be introduced 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 called as a Private Member's Bill.

It is necessary for a member-in-charge of the Bill to ask for leave to introduce the Bill. If leave is granted by the House, the Bill is introduced. This stage is known as the First Reading of the Bill. If the motion for leave to introduce a Bill is opposed, the Presiding Officer may, in his/her discretion, allow a brief explanatory statement to be made by the member who opposes the motion and the member-in-charge who moved the motion. Where a motion for leave to introduce a Bill is opposed on the ground that the Bill initiates legislation outside the legislative competence of the House, the Presiding Officer may permit a full discussion thereon. Thereafter, the question is put to the vote of the House.

### Reference of Bill to Standing Committee

After a Bill has been introduced, the Presiding Officer can refer the Bill to the Standing Committee concerned for examination and make report thereon.

If a Bill is referred to the Standing Committee, the Committee shall consider the general principles and clauses of the Bill and make report thereon. The Committee can also take expert opinion or the opinion of the general public who are interested in the measure.

### Second Reading

The Second Reading consists of consideration of the Bill which is in two stages.

*First Stage:* The first stage consists of general discussion on the Bill as a whole when the principle underlying the Bill is discussed. At this stage, it is open to the House to refer the Bill to a Select Committee of the House or a Joint Committee of the two Houses or to circulate it for the purpose of eliciting opinion thereon or to straightaway take it into consideration.

If a Bill is referred to a Select/Joint Committee, the Committee considers the Bill clause-by-clause just as the House does. Amendments can be moved to the various clauses by members of the Committee. The Committee can also take evidence of associations, public bodies or experts who are interested in the measure. The Committee submits its report to the House which considers the Bill again as reported by the Committee.



If a Bill is circulated for the purpose of eliciting public opinion thereon, such opinions are obtained through the Governments of the States and Union territories. Opinions so received are laid on the Table of the House and the next motion in regard to the Bill must be for its reference to a Select/Joint Committee. It is not ordinarily permissible at this stage to move the motion for consideration of the Bill.

*Second Stage:* The second stage of the Second Reading consists of clause-by-clause consideration of the Bill as introduced or as reported by Select/Joint Committee. Discussion takes place on each clause of the Bill and amendments to clauses can be moved at this stage. Amendments to a clause having been moved but not withdrawn are put to the vote of the House before the relevant clause is disposed of by the House. The amendments become part of the Bill if they are accepted by a majority of members present and voting. After the clauses, the Schedules, if any, clause 1, the Enacting Formula and the Long Title of the Bill are adopted by the House, the Second Reading is deemed to be over.

### **Third Reading**

Thereafter, the member-in-charge can move that the Bill be passed. This stage is known as the Third Reading of the Bill. At this stage, the debate is confined to arguments either in support or rejection of the Bill without referring to the details thereof further than that are absolutely necessary. Only formal, verbal or consequential amendments are allowed to be moved at this stage.

In passing an ordinary Bill, a simple majority of members present and voting is necessary.

### **Bill in the other House**

After the Bill is passed by one House, it is sent to the other House for concurrence with a message to that effect, and there also it goes through the stages described above, except the introduction stage.

### **Money Bills**

Bills which exclusively contain provisions for imposition and abolition of taxes, for appropriation of moneys out of the Consolidated Fund, etc., are certified as Money Bills. Money Bills can be introduced only in the Lok Sabha. Rajya Sabha cannot make amendments in a Money Bill passed by the Lok Sabha and transmitted to it. It can, however, recommend amendments in a Money Bill, but must return all Money Bills to the Lok Sabha within fourteen days from the date of their receipt. It is open to the Lok Sabha to accept or reject any or all of the recommendations of the Rajya Sabha with regard to a Money Bill. If the Lok Sabha accepts any of the recommendations of the Rajya Sabha, the Money Bill is deemed to have been passed by both Houses with amendments recommended by the Rajya Sabha and accepted by the Lok Sabha and if the Lok Sabha does not accept any of the recommendations of the Rajya Sabha, the Money Bill is deemed to have been passed by both Houses in the form in which it was passed by the Lok Sabha without any of the amendments recommended by the Rajya Sabha. If a Money Bill passed by the Lok Sabha and transmitted to the Rajya Sabha for its recommendations is not returned to the Lok Sabha within the said period of fourteen days, it is deemed to have been passed by both the Houses at the expiration of the said period in the form in which it was passed by the Lok Sabha.

## **Constitution Amendment Bill**

The Constitution vests in Parliament the power to amend the Constitution. A Constitution Amendment Bill can be introduced in either House of Parliament by a Minister or a Private Member.

While the motion for introduction of a Constitution Amendment Bill is adopted by simple majority, a majority of the total membership of the House and a special majority of not less than two-thirds of the members present and voting is required for the adoption of effective clauses and motions for consideration and passing of these Bills. In certain cases, where the Constitution amendment affects vital provisions of the Constitution, the Constitution amendment, after having been passed by the Houses of Parliament, has also to be ratified by not less than one-half of the State Legislatures.

## **Joint Sitting**

If a Bill passed by one House is: (i) rejected by the other House, or (ii) the Houses have finally disagreed as to the amendments to be made in the Bill, or (iii) more than six months elapse from the date of the receipt of the Bill by the other House without the Bill being passed by it, the President may call for a joint sitting of the two Houses to resolve the deadlock. At the joint sitting of the Houses, presided over by the Lok Sabha Speaker, if the Bill is passed by a majority of the total number of members of both the Houses present and voting, with the amendments, if any, accepted by them, the Bill is deemed to have been passed by both the Houses.

This provision of joint sitting of both Houses does not apply to a Money Bill or a Constitution Amendment Bill.

## **Assent by the President**

When a Bill is passed by both the Houses, it is presented to the President for his/her assent.

The President may give his/her assent or withhold his/her assent to a Bill. The President may also return the Bill (except a Money Bill) with his/her recommendations to the Houses for reconsideration, and if the Houses pass the Bill again with or without amendments, the President cannot withhold his/her assent to the Bill. The President, however, is bound to give his/her assent to a Constitution Amendment Bill passed by the Houses of Parliament by the requisite special majority and, where necessary, ratified by the States.

A Bill becomes an Act only after it has been assented to by the President and published in the Gazette of India Extraordinary.

## **Financial Accountability**

Parliamentary control over Government's expenditure is an essential feature of an accountable and responsible administration. It is imperative that the expenditure made from public funds be prudently made, and no waste of resources occurs. Although all the Demands for Grants and taxation proposals emanate from the Executive, expenditure can only be sanctioned by the Parliament. The Constitution has, therefore, vested the power over the purse in the hands of the chosen representatives of the people, thus sanctifying the principle 'no taxation without representation'.

To safeguard the rights and interests of the tax-payer, the Constitution makes three fundamental provisions, namely: (a) no tax can be levied or collected except by the authority of law; (b) no expenditure can be incurred from public funds except in the manner provided in the Constitution and in accordance with law, *i.e.* unless it has been sanctioned by the Parliament; and (c) the Executive is bound to spend money in the manner as sanctioned by the Parliament.

### ***The Budget***

The powers and functions of the Parliament in respect of the Budget originate from the Constitution and several other procedural devices that have evolved over the years. In respect of every financial year, the President causes to be laid before both Houses of Parliament an Annual Financial Statement, known as the 'Budget' of the Government. The Statement embodies the receipts and expenditure of the Government for the financial year which commences in India on 1<sup>st</sup> April each year.

The Budget is presented to the Lok Sabha in two parts: the General Budget and the Railway Budget. The Finance Minister presents the General Budget in the Lok Sabha usually on the last working day in February, *i.e.* about a month before the commencement of the next financial year. The Railway Budget is presented by the Railway Minister sometime in the third week of February, usually after the Question Hour, in the Lok Sabha. Simultaneously, a copy of the respective Budgets is laid on the Table of the Rajya Sabha.

No discussion takes place on the day the Budget is presented to the House. Budget is discussed in two stages—the General Discussion followed by detailed discussion and voting on the Demands for Grants.

### ***General Discussion on the Budget***

During the General Discussion, which lasts for about 4 to 5 days, the House is at liberty to discuss the Budget as a whole or any question of principles involved therein but no motion can be moved. The scope of discussion is confined to an examination of the general scheme and structure of the Budget, whether the items of expenditure ought to be increased or decreased, and the policy of taxation as expressed in the Budget and in the speech of the Finance Minister. The Finance Minister or the Railway Minister, as the case may be, has the general right of reply at the end of the discussion.

### ***Consideration of the Demands for Grants by Departmentally-Related Standing Committees***

With the creation of the Departmentally-Related Standing Committees of Parliament in 1993, the Demands for Grants of all the Ministries/Departments are required to be considered by these Committees. After the General Discussion on the Budget is over, the two houses are adjourned for a fixed period. During this period, the Demands for Grants of the Ministries/Departments are considered by the Committees. These Committees are required to make their reports to the House within the specified period without asking for more time and make separate report on the Demands for Grants of each Ministry.

### ***Discussion on Demands for Grants***

The Demands for Grants are presented to the Lok Sabha along with the Annual Financial Statement. These are not generally moved in the House by the Minister concerned. The demands are assumed to have been moved and are proposed from the Chair to save the time of the House. After the reports of the Standing Committees are presented to the House, the House proceeds for discussion and voting on the Demands for Grants, Ministry-wise.

As the whole process of discussion and voting on the Demands for Grants and the passage of the Appropriation Bill and the Finance Bill is to be completed within a specified time, the Demands for Grants relating to all the Ministries/Departments cannot be discussed and demands of some Ministries get voted without discussion.

The scope of discussion at this stage is confined to matters which are under the administrative control of the Ministry and to each head of the demand as is put to the vote of the House. It is open to members to disapprove a policy pursued by a particular Ministry or to suggest measures for economy in the administration of that Ministry or to focus attention of the Ministry to specific local grievances. At this stage, cut motions can be moved to reduce any Demand for Grant but no amendment to a motion seeking to reduce any demand is permissible.

### **Guillotine**

On the last of the allotted days for discussion and voting on the Demands for Grants, at the appointed time, the Speaker puts every question necessary to dispose of all the outstanding matters in connection with the Demands for Grants. This is known as guillotine. The guillotine concludes the discussion on the Demands for Grants.

### **Vote on Account**

The discussion on the Budget begins a few days after its presentation. In a democratic set-up, the Government is anxious to give Parliament full opportunity to discuss the budgetary provisions and the various proposals for taxation. Since Parliament is not able to vote the entire Budget before the commencement of the new financial year, the necessity to keep enough finance at the disposal of the Government in order to allow it to run the administration of the country, remains. A special provision is, therefore, made for 'Vote on Account' by which the Government obtains the vote of Parliament for a sum sufficient to incur expenditure on various items for a part of the year. The Vote on Account is passed by the Lok Sabha after the general discussion on the Budget (General and Railways) is over and before the discussion on the Demands for Grants is taken up.

Normally, the Vote on Account is taken for two months only. But during election year or when it is anticipated that the main Demands and the Appropriation Bill will take longer time than two months, the Vote on Account may be for a period exceeding two months. As a convention, the Vote on Account is treated as a formal matter and is passed by the Lok Sabha without discussion.

### **Appropriation Bill**

After the General Discussion on the Budget proposals and voting on Demands for Grants have been completed, the Government introduces the Appropriation Bill which gives it authority to incur expenditure from and out of the Consolidated Fund of India. The procedure for passing this Bill is the same as in the case of other Money Bills. The introduction of such Bill cannot be opposed. The scope of discussion is limited to matters of public importance or administrative policy implied in the grants covered by the Bill and which have not already been raised during the discussion on the Demands for Grants. However, no amendment can be proposed to an Appropriation Bill which will have the effect of varying the amount or altering the destination of any grant so made or of varying the amount of any expenditure charged on the Consolidated Fund of India, and the decision of the Speaker as to whether such an amendment is admissible, is final. An amendment to an Appropriation Bill for omission of a demand voted by the House is out of order.

### **Finance Bill**

The Finance Bill seeking to give effect to the taxation proposals of the Government is introduced immediately after the presentation of the Budget. The Finance Bill is not referred to the Departmentally-Related Standing Committee or Select Committee or Joint Committee of the Houses.

Since the Finance Bill contains taxation proposals, it is taken up for consideration only after the Demands for Grants have been voted and the Appropriation Bill is passed. However, certain provisions in the Bill relating to levy and collection of fresh duties or variations in the existing duties come into effect immediately on the expiry of the day

on which the Bill is introduced. After the Finance Bill is passed by the Lok Sabha, the Bill is transmitted to the Rajya Sabha, where a General Discussion takes place. The Rajya Sabha does not vote on the Demands for Grants. The Finance Bill has to be passed by the Parliament and assented to by the President within 75 days of its introduction.

### **Supplementary/Excess Grants**

No expenditure in excess of the sums authorised by Parliament can be incurred without the sanction of Parliament. Whenever a need arises to incur extra expenditure, a Supplementary estimate is laid before Parliament. If any money has been spent on any service during a financial year in excess of the amounts granted for that service and for that year, the Minister of Finance/Railways presents a Demand for Excess Grant. The procedure followed in Parliament in regard to Supplementary/Excess Grants is more or less the same as is adopted in the case of estimates included in the General Budget. With the passing of the Finance Bill, the budgetary process in Parliament culminates.

### **Decision of the House**

Any matter requiring the decision of the House is decided by means of a question put by the Chair on a motion made by a member. At the conclusion of a debate, the Chair puts the question to the House. Those in favour of the motion are invited to say 'Aye' and those against to say 'No'; and then the Chair says 'I think the Ayes (or the Noes, as the case may be) have it'. If the opinion of the Chair as to the decision goes unchallenged, the Chair repeats twice: "The Ayes (or the Noes, as the case may be) have it"; and the question before the House is determined accordingly. If the opinion of the Chair is challenged by any member or members exclaiming 'The Noes (or Ayes) have it', the Chair directs that the Lobbies be cleared. Thereupon, the Division Bells are rung. After a lapse of three and a half minutes, the Chair puts the question a second time and declares whether in the Chair's opinion, the 'Ayes' or the 'Noes' have it. In case the opinion so declared is again challenged, the Chair directs that votes be recorded by Division.

### **Division**

There are three methods of holding a Division, *i.e.* by operating the Automatic Vote Recorder (AVR) or by distributing slips in the House or by members going into the Lobbies.

In the case of recording of votes through the AVR system, members cast their votes from their respective seats, by pressing according to their choice one of the 'Aye'/'No'/'Abstain' push buttons with one hand and vote initiation switch with the other hand simultaneously. After the results of the voting appear on the indicator boards, any member who may not have been able to cast his vote by pressing the button on account of any reason considered sufficient by the Chair, may, with the Chair's permission, have his vote recorded through slips. Any member having by mistake pressed the wrong button may also be allowed by the Chair to correct his mistake through such slips. The final result of the Division is prepared at the Table of the House and thereafter the same is declared by the Chair.

When the Chair directs that votes would be recorded on slips, each member is supplied by the Division Clerks, at his seat, an 'Aye' or a 'No' or 'Abstain' slip according to the choice indicated by him. On these slips, members are required to record their votes by writing their Division Numbers and signing them at the appropriate place. After the members have recorded their votes, these are counted by the Officers at the Table and the totals of 'Ayes' and 'Noes' and 'Abstentions' are presented to the Chair. The result of the Division is then announced by the Chair.

When the Chair decides that the votes should be recorded by members going into Lobbies, the Chair directs the members for 'Ayes' to go to the right Lobby and those for 'Noes' to the left Lobby. For the purpose of recording votes, four booths each are provided in the 'Ayes' Lobby and in the 'Noes' Lobby with consecutive division numbers.

After the recording of votes is completed in the Lobbies, the division lists are brought to the Table where the votes are counted by the officers at the Table and the totals of 'Ayes' and 'Noes' are presented to the Chair. Division lists once brought to the Table cannot be taken back to the Lobbies without the Chair's permission. The result of the division is then announced by the Chair and it cannot be challenged by any member. This procedure is, however, no more in use now.



The business in the Lok Sabha is transacted either in Hindi or in English. The Speaker of Lok Sabha may, however, permit any member to address the House in any of the following scheduled languages as given in the Constitution, namely, Assamese, Bengali, Kannada, Malayalam, Maithili, Manipuri, Marathi, Nepali, Oriya, Punjabi, Sanskrit, Tamil, Telugu and Urdu. Any member intending to make a speech in any of these languages is required to give at least half-an-hour's notice to the Officer at the Table so that his speech is simultaneously interpreted into English and Hindi.

The *Rules of Procedure* require that the Secretary-General has to arrange for the preparation of a full report of the proceedings of each sitting of the House, and as soon as practicable, get it published. Accordingly, everything said in the Lok Sabha and the Rajya Sabha—every question, remark and speech—is meticulously recorded. However, certain words or expressions, which are specifically expunged from the proceedings of the House or ordered not to be recorded by the Presiding Officer, do not form part of the record. The entire proceedings of the day's sitting is edited, compiled and distributed to the members the same evening. Besides, the data of the day's proceedings of both the Houses is released on the official website of the Parliament. However, these are the uncorrected version of the Debates which are not for publication. Since the official record has to be a correct reproduction of speeches actually delivered, the next day, the transcript of every speech delivered, question asked and interruption made by a member is sent to him for confirmation or correction of inaccuracies, if any.

The Lok Sabha and the Rajya Sabha Debates, which are printed and published, constitute the permanent official record of the proceedings of the House. The proceedings of each House are divided into two parts. Part-I contains answers to Questions—both oral and written and answers to the supplementary questions. Part-II consists of Papers Laid on the Table, Messages, Discussions, etc. and other business transacted by the House. The Debates and proceedings of the Lok Sabha are brought out in English, Hindi and Original (Floor) version whereas in the Rajya Sabha, it is brought out in Hindi and Original version.

The Debates of the Lok Sabha are later bound in volumes and ten days' debates make one volume. The volumes and series of the published debates run concurrently with the term of each Lok Sabha. The Debates of 4 to 5 days make one volume in the Rajya Sabha.

The copyright for the reproduction of any material from the Debates vests in the Lok Sabha/Rajya Sabha Secretariat under the Copyright Act, 1957. The permission of the Presiding Officer is required for reproduction of any material from the Debates.





*The Main Committee Room in Parliament House Annexe*



## Parliamentary Committees

In India, as in other democracies, the work done by Parliament is not only varied in nature, but also considerable in volume. A good deal of parliamentary business is, therefore, transacted in the Committees, which are, in fact, microcosms and extensions of the House. These Parliamentary Committees have emerged as useful instruments for facilitating greater administrative accountability towards the Parliament. Besides performing those functions which are delegated to them and which the House by itself is not well-equipped to perform, viz. finding out the facts of a case, examining witnesses, sifting evidence and drawing up reasoned recommendations, the Committees act as a vital link among the Parliament, the Executive and the general public. Both the Houses of Parliament have a similar Committee structure with marginal variations.

There are two kinds of Parliamentary Committees: Standing Committees which are elected or appointed every year or periodically and are permanent in nature as their work goes on, more or less, on a continuous basis; and *Ad hoc* Committees which are appointed on an *ad hoc* basis as and when the need arises for a specific purpose, and they cease to exist as soon as they have submitted their reports on the tasks assigned to them.

### Standing Committees

Broadly, the Standing Committee are categorised into: (i) Financial Committees; (ii) Departmentally-Related Standing Committees; and (iii) Other Standing Committees.

### Financial Committees

Among the Standing Committees, the three Financial Committees—the Committee on Estimates, the Public Accounts Committee and the Committee on Public Undertakings—constitute a distinct group. While the members of the Rajya Sabha are associated with the Committees on Public Accounts and Public Undertakings, the Members of the Committee on Estimates are drawn entirely from the Lok Sabha. The control exercised by these Committees is of a continuous and thorough nature. They gather information through questionnaires, memoranda from representative non-official organizations, experts in their respective fields and knowledgeable individuals, on-the-spot studies of organizations and oral examination of official and non-official witnesses. Together, they investigate a fairly large area of multifarious activities of the Union Government.

These Committees have adequate procedures to ensure that their recommendations are given due consideration by the Government. The progress in the implementation of the recommendations as well as any unresolved differences between the

Committees and the Government are set out in the Action Taken Reports which are presented to the House from time to time.

### **Departmentally-Related Standing Committees**

Three Subject Committees, namely, Committee on Agriculture, Committee on Science and Technology and Committee on Environment and Forests, were constituted in August 1989 to make the Committee System more specialized and subject-oriented. A full-fledged system of 17 Departmentally-Related Standing Committees (DRSCs) came into being in April 1993, covering the entire gamut of governmental activities. Each of these Committee had 45 members—30 from the Lok Sabha and 15 from the Rajya Sabha.

The DRSC System was re-structured in July 2004, whereby the number of Committees was increased from 17 to 24 and the membership of each was reduced from 45 to 31. Out of the 24 Committees, 8 Committees are serviced by the Rajya Sabha Secretariat and 16 Committees by the Lok Sabha Secretariat. Each of these Standing Committees consists of not more than 31 members—21 from the Lok Sabha and 10 from the Rajya Sabha. A Minister is not eligible to be nominated to these Committees.

These Committees, *inter alia*, consider the Demands for Grants of the Ministries/Departments concerned; consider the Annual Reports of the Ministries/Departments; consider national basic long term policy documents presented to the House; and examine Bills pertaining to the Ministries/Departments as are referred to the Committee by the Rajya Sabha, Chairman, or the Lok Sabha, Speaker; and make reports thereon to submit to the House.

The DRSCs, however, do not consider matters of day-to-day administration of the Ministries/Departments concerned. They also do not generally consider matters which are under consideration by other Parliamentary Committees. These Standing Committees also do not consider the working of the Public Undertakings as they exclusively fall within the jurisdiction of the Committee on Public Undertakings.

With a view to ensuring timely implementation of the recommendations made by the DRSCs, a new Direction 73A was issued by the Speaker on 1 September 2004 which provides that the Minister concerned shall make, once in six months, a Statement in the House regarding the status of implementation of the recommendations contained

## **Departmentally-Related Standing Committees**

### **Committees under Rajya Sabha**

- Committee on Commerce
- Committee on Health & Family Welfare
- Committee on Home Affairs
- Committee on Human Resource Development
- Committee on Industry
- Committee on Personnel, Public Grievances, Law & Justice
- Committee on Science & Technology, Environment & Forests
- Committee on Transport, Tourism & Culture

### **Committees under Lok Sabha**

- Committee on Agriculture
- Committee on Chemicals & Fertilizers
- Committee on Coal & Steel
- Committee on Defence
- Committee on Energy
- Committee on External Affairs
- Committee on Finance
- Committee on Food, Consumer Affairs & Public Distribution
- Committee on Information Technology
- Committee on Labour
- Committee on Petroleum & Natural Gas
- Committee on Railways
- Committee on Rural Development
- Committee on Social Justice & Empowerment
- Committee on Urban Development
- Committee on Water Resources

in the Reports of the DRSCs of the Lok Sabha with regard to his/her Ministry presented to the House. The Chairman of Rajya Sabha also issued a similar Direction on 24 September 2004.

The Departmentally-Related Standing Committee System is a path-breaking endeavour of parliamentary surveillance over administration. With the emphasis of their functioning to concentrate on long-term plans, policies and the philosophies guiding the working of the Executive, these Committees are in a very privileged position to provide necessary direction, guidance and inputs for broad policy formulations and in the achievement of the long-term national perspective by the Executive.

### Other Standing Committees

The other Standing Committees in each House, divided in terms of their functions, are:

#### (i) Committees to inquire

- The *Committee on Petitions* examines petitions on Bills and on matters of general public interest and also entertains representations on matters concerning the Central subjects; and
- The *Committee of Privileges* examines any question of privilege referred to it by the House or the Speaker/Chairman.

#### (ii) Committees to scrutinize

- The *Committee on Government Assurances* keep track of all the assurances, promises, undertakings, etc. given by the Ministers in the House and pursues them till they are implemented;
- The *Committee on Subordinate Legislation* scrutinizes and reports to the House whether the powers to make regulations, rules, sub-rules, bye-laws, etc. conferred by the Constitution or statutes are being properly exercised by the authorities so authorized; and
- The *Committee on Papers Laid on the Table* examines all the papers laid on the Table of the House by the Ministers, other than statutory notifications and orders which come within the purview of the Committee on Subordinate Legislation, to see whether there has been compliance with the provisions of the Constitution, Act, rule or regulation under which the paper has been laid.

#### (iii) Committees relating to the day-to-day business of the House

- The *Business Advisory Committee* recommends the allocation of time for items of Government and other business to be brought before the House;
- The *Committee on Private Members' Bills and Resolutions* of the Lok Sabha classifies and allocates time to Bills introduced by private members, recommends allocation of time for discussion of private members' resolutions and examines the Constitution Amendment Bills before their introduction by private members in the House.

The Rajya Sabha does not have such a Committee. It is the Business Advisory Committee of that House which recommends the allocation of time for the discussion of stage or stages of Private Members' Bills and Resolutions;

- The *Rules Committee* considers matters of procedure and conduct of business in the House and recommends amendments or additions to the Rules; and
- The *Committee on Absence of Members from the Sittings of the House of the Lok Sabha* considers all applications from the members for leave of absence from the sittings of the House.

There is no such Committee in the Rajya Sabha. Applications from members for leave of absence are considered by the House itself.

#### (iv) Committees concerned with the provision of facilities to Members

- The *General Purposes Committee* considers and advises the Speaker/Chairman on matters concerning the affairs of the House, which do not appropriately fall within the purview of any other Parliamentary Committee; and
- The *House Committee* deals with residential accommodation and other amenities for members.

#### (v) Some other Committees

- The *Committee on the Welfare of Scheduled Castes and Scheduled Tribes*, on which members from both the Houses serve, considers all matters relating to the welfare of the Scheduled Castes and the Scheduled Tribes which come within the purview of the Union Government and monitors the proper implementation of the constitutional safeguards in respect of these classes.
- The *Committee on Empowerment of Women*, which comprises members from both the Houses, considers matters with a view to securing, among other things, status, dignity and equality for women in all fields.

#### (vi) Joint Committees

- The *Joint Committee on Salaries and Allowances of Members of Parliament*, constituted under the Salary, Allowances and Pension of Members of Parliament Act, 1954, apart from framing rules for regulating payment of salary, allowances and pension of the members, frames rules in respect of amenities like medical, housing, telephone, postal, constituency and secretarial facilities.
- The *Joint Committee on Offices of Profit* examines the composition and character of the Committees, Commissions and other bodies appointed by the Union and State Governments and Union Territories Administrations and recommends what offices ought to or ought not to disqualify a person from being a member of either House of Parliament.
- The *Library Committee*, consisting of members from both the Houses, considers matters concerning the Parliament Library.

#### Ad hoc Committees

*Ad hoc* Committees are broadly classified under two heads: (i) Committees which are constituted from time to time, either by the two Houses on a motion adopted in that behalf, or by the Speaker, Lok Sabha/Chairman, Rajya Sabha, to inquire into and report on specific subjects (e.g. Committee on the Conduct of certain Members during the President's Address, Committees on Draft Five-Year Plans, Joint Committee to suggest Facilities and Remuneration to Members of Parliament); and (ii) Select or Joint Committees on Bills which are appointed to consider and report on particular Bills. These Committees are distinguishable from the other *ad hoc* Committees inasmuch as they are concerned with Bills and the procedure to be followed by them is laid down in the *Rules of Procedure* and the *Directions by the Speaker/Chairman*.

Presently, the following *ad hoc* Committees are functional:

- The *Railway Convention Committee* reviews the rate of dividend which is payable by the Railway Undertaking to the General Revenues as well as other ancillary matters in connection with the Railway Finance *vis-a-vis* General Finance, etc. and makes recommendations thereon.
- The *Committee on Member of Parliament Local Area Development Scheme (MPLAD Scheme)* monitors and reviews periodically the performance and problems in the implementation of the MPLAD Scheme and considers complaints of members in regard to the Scheme. Each House has a separate Committee on MPLADS.
- The *Committee on Ethics* oversees the moral and ethical conduct of a member, examines every complaint relating to unethical conduct of member or connected with his parliamentary conduct referred to it; and also frames rules specifying acts which constitute unethical conduct. The Lok Sabha and the Rajya Sabha have separate Committees on Ethics.
- The *Committee on Installation of Portraits/Statues of National Leaders and Parliamentarians in Parliament House Complex* decides, *inter alia*, proposals for portraits/statues of national leaders/parliamentarians to be put up in the Central Hall or in Parliament Complex.
- The *Committee on Security in Parliament House Complex* reviews the progress of work relating to installation of security equipment in Parliament House Complex; considers the security aspects pending for consideration/decision; and prepares a comprehensive report on security for Parliament thereby defining the threat perception and the likely security scenario in the future as also the steps being taken to meet the same.
- The *Committee on Provision of Computers for Members of Parliament, offices of Political Parties and offices of Lok Sabha Secretariat* considers all matters relating to computer equipment, including hardware, software and financial entitlements, etc.
- The *Committee on Food Management in Parliament House Complex* considers matters relating to canteen services to members, including the revision of rates, the level of subsidy and other related issues.
- A *Joint Committee on Maintenance of Heritage Character and Development of Parliament House Complex* was constituted on 15 December 2009. The Committee *inter alia* formulates policies, guidelines and programmes on conservation, restoration, rehabilitation and maintenance works in the Parliament House complex.





▲ A view of the lawns in Parliament House from the Speaker's Gate

## Parliamentary Forums

Various Parliamentary Forums have been constituted in the Indian Parliament starting with the Fourteenth Lok Sabha, with the objective of equipping members with information and knowledge on specific issues of national significance, besides providing a platform to the members to have interaction with subject experts and senior officials from the nodal Ministries.

The Forums sensitize the members about the key areas of concern and also about the ground level situation and supply them the latest information, knowledge, technical know-how and valuable inputs from experts, both from the country and abroad, to enable them to raise these issues effectively on the floor of the House. The Forums also prepare a data-base through collection of data from Ministries concerned, reliable NGOs, United Nations Organisations, newspapers, internet, etc. and circulation thereof to the members so that they can meaningfully participate in the discussions of the Forums and seek clarifications from experts or officials from the Ministry. The Parliamentary Forums, however, do not interfere with or encroach upon the jurisdiction of the Departmentally-Related Standing Committees or the Ministries/Departments concerned.

At present, there are five Parliamentary Forums:

- Parliamentary Forum on Water Conservation and Management
- Parliamentary Forum on Youth
- Parliamentary Forum on Children
- Parliamentary Forum on Population and Public Health
- Parliamentary Forum on Global Warming and Climate Change

A proposal to constitute a Parliamentary Forum on Disaster Management has been approved and the Forum is under constitution.

Each Forum consists of not more than 31 members, 21 from the Lok Sabha and 10 from the Rajya Sabha. The Lok Sabha Speaker is the *ex officio* President and the Deputy Speaker, Lok Sabha; Deputy Chairman, Rajya Sabha; Ministers in-charge of the Ministries concerned with the subject; and the Chairman of the Departmentally-Related Standing Committee concerned are the *ex officio* Vice-Presidents of the Forums.





*A gathering of symmetrically planted Fishtail Palm trees along with a chain of Jamun trees displaying a dense green shield in Parliament Estate*



The functions of the *Parliamentary Forum on Water Conservation and Management* are:

- to identify problems relating to water and make suggestions/recommendations for consideration and appropriate action by the Government/organizations concerned;
- to identify the ways of involving members of Parliament in conservation and augmentation of water resources in their respective States/constituencies;
- to organise Seminars/Workshops to create awareness for conservation and efficient management of water; and
- to undertake such other related task as it may deem fit.

The functions of the *Parliamentary Forum on Youth*, which has four sub-Forums, viz. *Sports & Youth Development; Health; Education; and Employment* are:

- to have focused deliberations on strategies to leverage human capital among the youth for accelerating development initiatives;
- to build greater awareness amongst public leaders and at the grass roots level on the potential of youth power for effecting socio-economic change;
- to interact on a regular basis with youth representatives and leaders, in order to better appreciate their hopes, aspirations, concerns and problems;
- to consider ways for improving Parliament's outreach to different sections of youth in order to reinforce their faith and commitment in democratic institutions and encourage their active participation therein; and
- to hold consultations with experts, national and international academicians and Government agencies concerned on redesigning of public policy in the matter of youth empowerment.

The functions of the *Parliamentary Forum on Children* are:

- to further enhance awareness and attention of parliamentarians towards critical issues affecting children's well-being so that they may provide due leadership to ensure their rightful place in the development process;
- to provide a platform to parliamentarians to exchange ideas, views, experiences, expertise and practices in relation to children in a structured manner through Workshops, Seminars and Orientation Programmes;
- to provide parliamentarians an interface with civil society for highlighting children's issues, including, *inter alia*, the voluntary sector, the media and the corporate sector and thereby fostering effective strategic partnership in this regard;
- to enable parliamentarians to interact, in an institutionalized manner, with specialised UN agencies like the UNICEF and other comparable multilateral agencies on expert reports, studies, news and trend-analyses, etc., world-wide, which are germane to developments in the sector; and
- to undertake any other tasks, projects and assignments, as the Forum may deem fit.

The functions of the *Parliamentary Forum on Population and Public Health* are:

- to have focused deliberations on strategies relating to population stabilisation and matters connected therewith;
- to discuss and prepare strategies on issues concerning public health;
- to build greater awareness in all sections of society, particularly at the grass-roots level, regarding population control and public health; and
- to hold comprehensive dialogue and discussion in the matter of population and public health with experts at the national and international levels and to have interactions with multilateral organizations like the WHO, United Nations Population Fund, academicians and Government agencies concerned.

The functions of the *Parliamentary Forum on Global Warming and Climate Change* are:

- to identify problems relating to global warming and climate change and make suggestions/recommendations for consideration and appropriate action by the Government/Organizations concerned to reduce the extent of global warming;
- to identify the ways of involving members of Parliament to interact with specialists of national and international bodies working on global warming and climate change with increased effort to develop new technologies to mitigate global warming;
- to organise Seminars/Workshops to create awareness about the causes and effects of global warming and climate change among the members of Parliament;
- to identify the ways of involving members of Parliament to spread awareness to prevent global warming and climate change; and
- to undertake such other related task as it may deem fit.



## *Inter-Parliamentary Relations*

The establishment and development of cooperative relations among Parliaments constitute part of the regular activities of National Parliaments. Although promotion of inter-parliamentary relations has for many years been a significant part of the work of parliamentarians, recently it has received a new thrust due to the increased inter-dependence of nations in a global environment. It is imperative that parliamentarians join hands to safeguard democracy and work in synergy to confront the challenges before the world and convert them into opportunities to facilitate peace and prosperity in their countries and globally too. Parliamentarians from different parts of the world, therefore, require platforms where they can meet to discuss and find out solutions to their common problems and where some cross-fertilization of ideas can take place not only between the older and the younger Parliaments, but also among parliamentarians working under different political systems. These problems are no doubt discussed in inter-governmental conferences but those discussions may be different from deliberations that can take place at a conclave of legislators.

Inter-parliamentary relations assume greater importance when the world is beset with many pressing issues. The problems which are faced by one Parliament today may confront another tomorrow. It is, therefore, essential that a link should exist between various Parliaments. Hence, parliamentarians from different parts of the world have formed various fora such as the Inter-Parliamentary Union (IPU), the Commonwealth Parliamentary Association (CPA), etc. for facilitating exchange of ideas among Parliaments and for discussing common problems with a view to finding solutions to them.

### **Indian Parliamentary Group**

India maintains cordial and cooperative links with sister Parliaments and international parliamentary bodies by means of participation in parliamentary conferences, exchange of delegations, goodwill missions, etc. through the Indian Parliamentary Group which acts both as the National Group of the Inter-Parliamentary Union and as the India Branch of the Commonwealth Parliamentary Association.

The Indian Parliamentary Group (IPG) is an autonomous body formed in the year 1949 with the objective to promote personal contacts between members of Parliament; arrange visits to foreign countries; and organize lectures/seminars on political, defence, economic, social and educational issues for members of Parliament. In addition, addresses by visiting Heads of State



and Government are arranged under the auspices of the Group. Seminars and Symposia on parliamentary subjects of topical interest are also organised periodically at national as well as international levels.

The membership of the IPG is open to all members of Parliament and ex-MPs. The Speaker of Lok Sabha is the *ex officio* President of the IPG and the Executive Committee. The Deputy Chairman of Rajya Sabha and Deputy Speaker of Lok Sabha are the *ex officio* Vice-Presidents. The Secretary-General of Lok Sabha is the *ex officio* Secretary-General of the IPG and its Executive Committee.

Indian parliamentarians attend the Commonwealth Parliamentary Conferences/Seminars/Workshops to enhance knowledge and understanding of democratic governance and to further strengthen democratic commitments. India has successfully hosted the 5<sup>th</sup>, 21<sup>st</sup>, 37<sup>th</sup> and 53<sup>rd</sup> Commonwealth Parliamentary Conferences in 1957, 1975, 1991 and 2007, respectively.

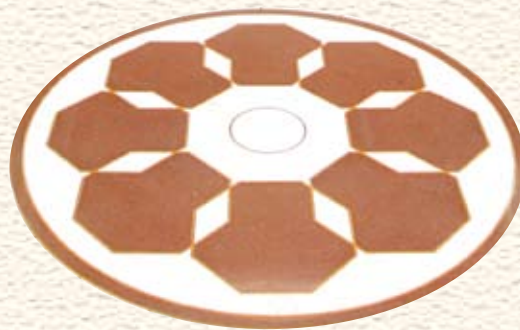
India is a proactive member of the Inter-Parliamentary Union (IPU) since 1949 and has hosted the 57<sup>th</sup> and the 89<sup>th</sup> IPU Conferences in 1969 and 1993, respectively. Besides, the India Group also hosted a specialised IPU Conference on *Towards Partnership between Men and Women in Politics* in 1997.

India is also a member of the Conference of Speakers and Presiding Officers of the Commonwealth which provides an opportunity to the Presiding Officers to interact and discuss matters of mutual interest. The Indian Parliament hosted the 2<sup>nd</sup>, 8<sup>th</sup> and the 20<sup>th</sup> Conferences in 1970-71, 1986 and 2010, respectively.

The South Asian Association for Regional Cooperation (SAARC) is an economic and political organization of countries in South Asia. The Association of SAARC Speakers and Parliamentarians was established in November 1992 with the aim to provide a forum for exchange of ideas and information on parliamentary practices and procedures and to support the work of SAARC and promote knowledge of its principles and activities among parliamentarians of South Asia. India hosted the 1<sup>st</sup> Conference in 1995 and will host the 5<sup>th</sup> Conference in July 2011.

### Parliamentary Friendship Groups

In order to have more focused and continuous interactions with Parliaments of other countries and to encourage bilateral relations, Parliament of India has set up Parliamentary Friendship Groups with 73 countries. The aims and objectives of the Parliamentary Friendship Groups are to maintain political, economic, social and cultural contacts between the two countries; to create favourable conditions for continuous development of inter-parliamentary contacts, especially in the organization of talks, mutual exchanges and cooperation between the two Parliaments; to assist in having exchange of information and experiences on issues related to parliamentary activities; to promote cooperation between the delegations of the two countries while participating in the deliberations on issues of mutual interest, as and when such opportunity arises; and to increase ties between member countries.



## Parliamentary Functionaries

The Indian Parliament has a distinct group of parliamentary functionaries who play a crucial role in promoting parliamentary culture and democratic debate. They are held in high esteem and both the Opposition and Treasury Benches repose complete faith in their functioning. As the conscience-keepers of parliamentary democracy, they help to develop and preserve healthy traditions and conventions of parliamentary practices and procedures, and to strengthen and deepen the contents and contours of democracy.

### The Chairman, Rajya Sabha

The Vice-President of India, who is also the *ex officio* Chairman of Rajya Sabha, is elected for a term of five years by an electoral college consisting of the members of both the Houses of Parliament in accordance with the system of proportional representation by means of single transferable vote. The Vice-President presides over the sittings of the Rajya Sabha. He is not a member of either House of Parliament or of a House of Legislature of any State.

### The Speaker, Lok Sabha

The Speaker of Lok Sabha occupies a pivotal position in our parliamentary polity. The Speaker is elected by the members of Lok Sabha from amongst themselves by a simple majority of the members present and voting in the House. As the constitutional head of the Lok Sabha and its principal spokesperson, the Speaker represents the collective voice of the House. The Speaker enjoys vast authority and powers, under the Constitution and the Rules, as well as inherently. The Speaker is the guardian of the rights and privileges of the House, its Committees and the members. The Speaker is also the ultimate arbiter and interpreter of all those provisions which relate to the functioning of the House. For this, the Speaker is invested with wide disciplinary powers under the Rules. Within the precincts of the House, the Speaker's authority is supreme and the decisions are final and binding. The Speaker's conduct cannot be discussed except on a substantive motion.

The Speaker decides on the admissibility of notices of questions, motions, resolutions, bills, amendments, etc. and no business may be brought up before the House without Speaker's consent. The Speaker regulates the debates and proceedings of the House and is charged with the maintenance of order in the House. The Speaker enforces the observance of rules by





the members and may direct any member guilty of disorderly conduct to withdraw from the House and name him for wilful disregard of the authority of the Chair or obstruction of the proceedings. The Speaker may also adjourn or suspend the business of the House in case of grave disorder.

The Speaker also determines the question as to whether the members of the House have become subject to disqualification on ground of defection in terms of the Tenth Schedule to the Constitution.

All the Committees of the House function under the overall control and direction of the Speaker. The Speaker nominates their Chairmen and issues such directions as may be considered necessary pertaining to the procedure to be followed in the Committees. The Business Advisory Committee, the General Purposes Committee and the Rules Committee work directly under the Speaker's Chairmanship.

The Speaker enjoys a special position insofar as the relations between the two Houses of Parliament in certain matters are concerned. The Speaker certifies the Money Bills and has the final say on money matters. The Speaker presides over the joint sitting called in the event of a disagreement between the two Houses on a legislative measure. Though a member of the Lok Sabha, the Speaker does not vote in the House except on those rare occasions when there is a tie at the end of a decision.



◀ *The Speaker's Chair in the Lok Sabha Chamber*

# Speakers of Lok Sabha



**Smt. Meira Kumar**  
(3 June 2009–Till date)



**Shri Somnath Chatterjee**  
(4 June 2004–1 June 2009)



**Shri Manohar Joshi**  
(10 May 2002–2 June 2004)



**Shri G.M.C. Balayogi**  
(22 October 1999–3 March 2002,  
24 March 1998–20 October 1999)



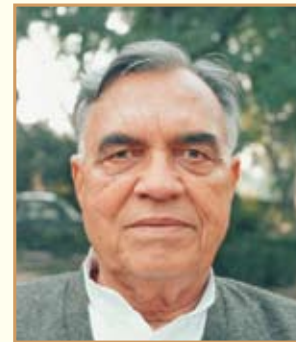
**Shri P.A. Sangma**  
(23 May 1996–23 March 1998)



**Shri Shivraj V. Patil**  
(10 July 1991–22 May 1996)



**Shri Rabi Ray**  
(19 December 1989–9 July 1991)



**Dr. Bal Ram Jakhar**  
(16 January 1985–18 December 1989,  
22 January 1980–15 January 1985)



**Shri K.S. Hegde**  
(21 July 1977–21 January 1980)



**Shri Bali Ram Bhagat**  
(5 January 1976–25 March 1977)



**Dr. G.S. Dhillon**  
(22 March 1971–1 December 1975,  
8 August 1969–19 March 1971)



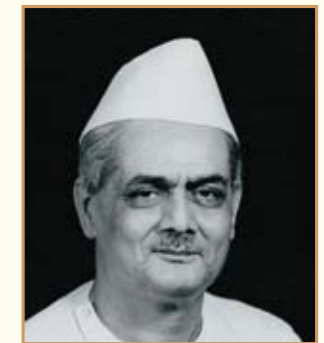
**Dr. Neelam Sanjiva Reddy**  
(26 March 1977–13 July 1977,  
17 March 1967–19 July 1969)



**Sardar Hukam Singh**  
(17 April 1962–16 March 1967)



**Shri M. Ananthasayanam Ayyangar**  
(11 May 1957–16 April 1962,  
8 March 1956–10 May 1957)



**Shri G .V. Mavalankar**  
(15 May 1952–27 February 1956)

## Leader of the House

The Prime Minister, the Leader of the majority party in the Lok Sabha, functions as the Leader of the House except when he is not a member of the Lok Sabha. Similarly, the seniormost Minister, who is a member of the Rajya Sabha, is appointed by the Prime Minister as the Leader of the House in the Rajya Sabha.

The Leader of the House is an important parliamentary functionary who exercises direct influence on the business of the House. He draws up the programme of the official business to be transacted during a Session of the Parliament, namely bills, motions and discussions on specific subjects. He also fixes *inter se* priorities for various items of business to ensure their smooth passage. Under the Rules, the Leader of the House is consulted by the Presiding Officer with regard to the arrangement of Government Business in the House and allotment of days and allocation of time for discussion of various business. He also makes proposals for the dates of the summoning and prorogation of the House.

The responsibility of the Leader of the House is not only to the Government but to the Opposition and the House as a whole. He maintains liaison between the Government and the Opposition parties in the House. His foremost duty is to assist the Speaker in the conduct of the business.

## Leaders of the House (Rajya Sabha)



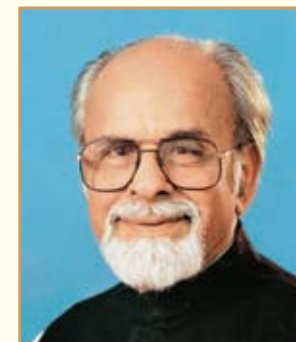
**Dr. Manmohan Singh**  
(29 May 2009–Till date,  
1 June 2004–18 May 2009)



**Shri Jaswant Singh**  
(October 1999–May 2004)



**Shri Sikander Bakht**  
(March 1998–October 1999,  
20 May 1996–31 May 1996)



**Shri I. K. Gujral**  
(April 1997–March 1998,  
June 1996–November 1996)



**Shri H.D. Deve Gowda**  
(November 1996–April 1997)



**Shri S.B. Chavan**  
(July 1991–April 1996)



**Shri Yashwant Sinha**  
(December 1990–June 1991)



**Shri M.S. Gurupadaswamy**  
(December 1989–November 1990)



**Shri P. Shiv Shanker**  
(July 1988–December 1989)



**Shri N.D. Tiwari**  
(April 1987–June 1988)



## *Leaders of the House (Rajya Sabha)*



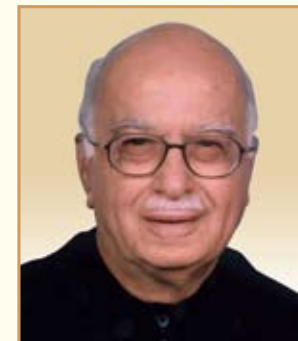
**Shri Vishwanath Pratap Singh**  
(December 1984–April 1987)



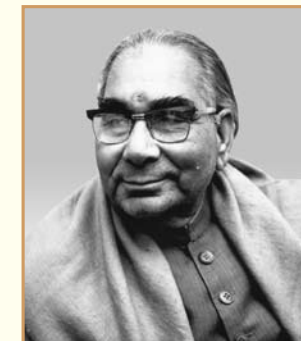
**Shri Pranab Mukherjee**  
(August 1981–December 1984,  
January 1980–July 1981)



**Shri K.C. Pant**  
(August 1979–January 1980)



**Shri L.K. Advani**  
(March 1977–August 1979)



**Shri Kamalapati Tripathi**  
(December 1975–March 1977)



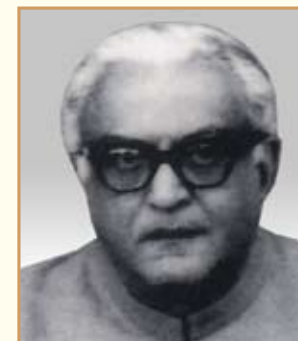
**Shri Uma Shankar Dikshit**  
(May 1971–December 1975)



**Shri Kodradas Kalidas Shah**  
(November 1969–May 1971)



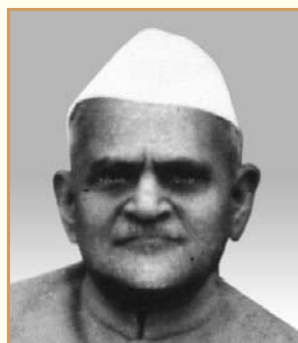
**Shri Jaisukhlal Hathi**  
(November 1967–November 1969,  
February 1964–March 1964)



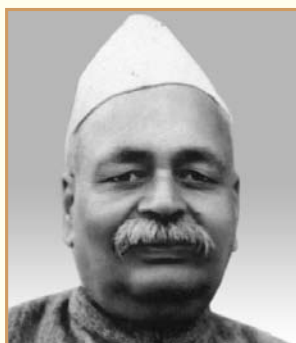
**Shri Mahomadali Currim Chagla**  
(March 1964–November 1967)



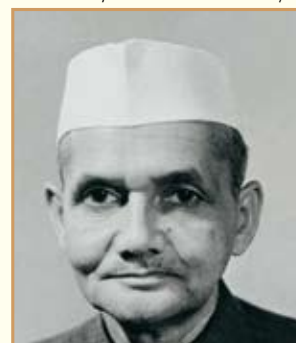
**Shri Y.B. Chavan**  
(August 1963–December 1963)



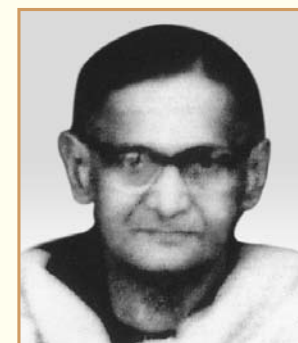
**Hafiz Mohammad Ibrahim**  
(February 1961–August 1963)



**Shri Govind Ballabh Pant**  
(March 1955–February 1961)



**Shri Lal Bahadur Shastri**  
(November 1954–March 1955)



**Shri Charu Chandra Biswas**  
(February 1953–November 1954)



**Shri N. Gopalaswami Ayyangar**  
(May 1952–February 1953)

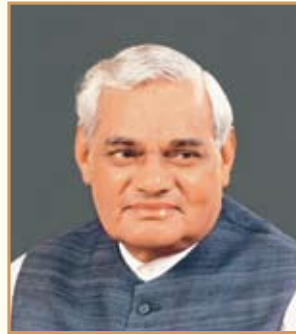
# Leaders of the House (Lok Sabha)



**Shri Sushil Kumar Shinde**  
(3 August 2012–Till date)



**Shri Pranab Mukherjee**  
(3 June 2009–June 2012,  
25 May 2004–18 May 2009)



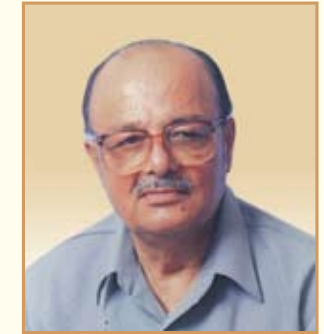
**Shri Atal Bihari Vajpayee**  
(13 October 1999–6 February 2004, (11 June 1996–4 December 1997),  
19 March 1998–26 April 1999,  
16 May 1996–1 June 1996)



**Shri Ram Vilas Paswan**



**Shri P.V. Narasimha Rao**  
(6 December 1991–10 May 1996)



**Shri Arjun Singh**  
(10 July 1991–6 December 1991)



**Shri Chandra Shekhar**  
(10 November 1990–13 March 1991)



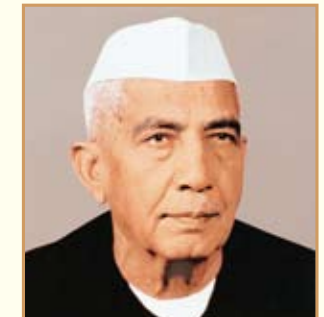
**Shri Vishwanath Pratap Singh**  
(2 December 1989–10 November 1990)



**Shri Rajiv Gandhi**  
(31 December 1984–27 November 1989,  
31 October 1984–31 December 1984)



**Smt. Indira Gandhi**  
(10 January 1980–31 October 1984,  
15 March 1971–18 January 1977,  
14 March 1967–27 December 1970)



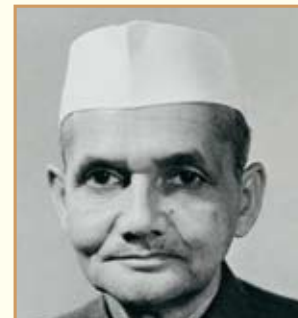
**Chaudhary Charan Singh**  
(28 July 1979–22 August 1979)



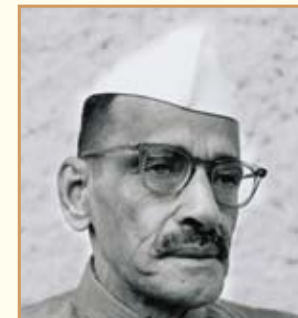
**Shri Morarji Desai**  
(23 March 1977–28 July 1979)



**Shri Satya Narayan Sinha**  
(14 February 1966–3 March 1967)



**Shri Lal Bahadur Shastri**  
(9 June 1964–11 January 1966)



**Shri Gulzari Lal Nanda**  
(11 January 1966–24 January 1966,  
27 May 1964–9 June 1964)



**Pandit Jawaharlal Nehru**  
(2 April 1962–27 May 1964,  
5 April 1957–31 March 1962,  
13 May 1952–4 April 1957)

## Leader of the Opposition

The status of the Leaders of the Opposition in the Lok Sabha and the Rajya Sabha has been formally recognized and accorded a due place in our parliamentary system. The Leader of the Opposition in the Lok Sabha is considered as a shadow Prime Minister with a shadow Cabinet, ready to take over the administration if the Government resigns or is defeated on the floor of the House. As the parliamentary system is based on mutual forbearance, the Leader of the Opposition lets the Prime Minister govern and is, in turn, permitted to oppose. His/her proactive role in facilitating smooth functioning of the business of the House is as important as that of the Government.

The Leader of the Opposition occupies a seat in the front row left to the Chair. He/she also enjoys certain privileges on ceremonial occasions like escorting the Speaker-elect to the rostrum and a seat in the front row at the time of the Address by the President to both the Houses of Parliament. He/she is given salary and certain other facilities and amenities under the Salary and Allowances of Leaders of Opposition in Parliament Act, 1977.

## *Leaders of the Opposition (Rajya Sabha) (since 1969)*



**Shri Arun Jaitley**  
(3 June 2009–Till date)



**Shri Jaswant Singh**  
(5 July 2004–16 May 2009,  
3 June 2004–4 July 2004)



**Dr. Manmohan Singh**  
(15 June 2001–22 May 2004,  
21 March 1998–14 June 2001)



**Shri Sikander Bakht**  
(1 June 1996–19 March 1998,  
10 April 1996–15 May 1996,  
7 July 1992–9 April 1996)



**Shri S.B. Chavan**  
(23 May 1996–31 May 1996)



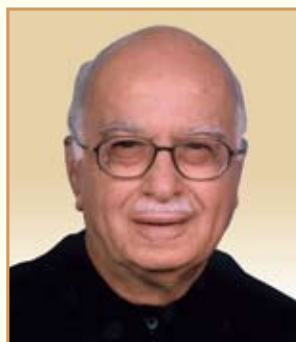
**Shri S. Jaipal Reddy**  
(22 July 1991–29 June 1992)



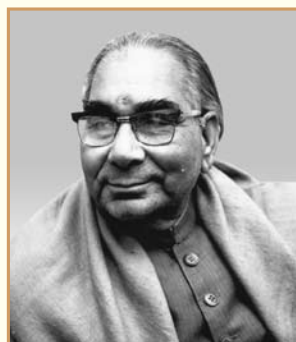
**Shri M.S. Gurupadaswamy**  
(28 June 1991–21 July 1991,  
March 1971–April 1972)



**Shri P. Shiv Shanker**  
(18 December 1989–2 January 1991)



**Shri L.K. Advani**  
(21 January 1980–7 April 1980)



**Shri Kamalapati Tripathi**  
(18 April 1978–8 January 1980,  
23 March 1978–2 April 1978,  
30 March 1977–15 February 1978)



**Shri Bhola Paswan Shastri**  
(24 February 1978–23 March 1978)



**Shri Shyam Nandan Mishra**  
(December 1969–March 1971)

# Leaders of the Opposition (Lok Sabha) (since 1969)



**Smt. Sushma Swaraj**  
(21 December 2009–Till date)



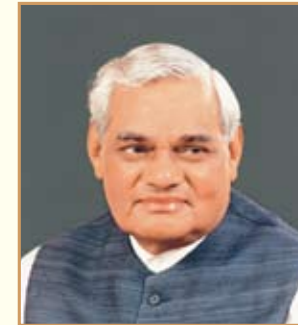
**Shri L.K. Advani**  
(22 May 2009–21 December 2009,  
22 May 2004–18 May 2009,  
21 June 1991–25 July 1993,  
24 December 1990–13 March 1991)



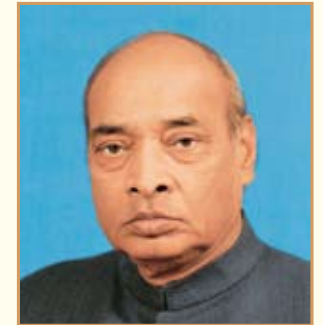
**Smt. Sonia Gandhi**  
(13 October 1999–6 February 2004)



**Shri Sharad Pawar**  
(19 March 1998–26 April 1999)



**Shri Atal Bihari Vajpayee**  
(1 June 1996–4 December 1997,  
26 July 1993–10 May 1996)



**Shri P.V. Narasimha Rao**  
(16 May 1996–1 June 1996)



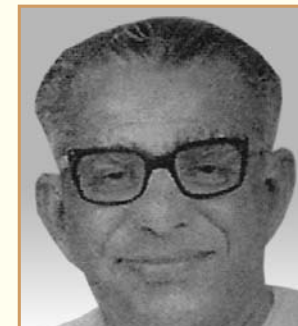
**Shri Rajiv Gandhi**  
(18 December 1989–24 December 1990)



**Shri Jagjivan Ram**  
(28 July 1979–22 August 1979)



**Shri Y.B. Chavan**  
(10 July 1979–28 July 1979,  
23 March 1977–12 April 1978)



**Shri C.M. Stephen**  
(12 April 1978–10 July 1979)



**Dr. Ram Subhag Singh**  
(17 December 1969–27 December 1970)

## Deputy Chairman, Rajya Sabha

The Deputy Chairman is elected by the members of the Rajya Sabha from amongst themselves and remains in office till the expiry of his term as the member of the Rajya Sabha. He/she performs the duties of the Chairman of the Rajya Sabha when the Office of the Chairman is vacant or during any period when the Vice-President acts as or discharges the functions of the President of India.

## *Deputy Chairmen of Rajya Sabha*



**Shri P.J. Kurien**  
(21 August 2012–Till date)



**Shri K. Rahman Khan**  
(12 May 2006–2 April 2012,  
22 July 2004–2 April 2006)



**Dr. (Smt.) Najma Heptulla**  
(9 July 1998–10 June 2004,  
10 July 1992–4 July 1998,  
18 November 1988–4 July 1992,  
25 January 1985–20 January 1986)



**Smt. Pratibha Devisingh Patil**  
(18 November 1986–5 November 1988)



**Shri M.M. Jacob**  
(26 February 1986–22 October 1986)



**Shri Shyam Lal Yadav**  
(28 April 1982–29 December 1984,  
30 July 1980–2 April 1982)



**Shri Ram Niwas Mirdha**  
(30 March 1977–2 April 1980)



**Shri Godey Murahari**  
(26 April 1974–20 March 1977,  
13 April 1972–2 April 1974)



**Shri B.D. Khobragade**  
(17 December 1969–2 April 1972)



**Smt. Violet Alva**  
(7 April 1966–16 November 1969,  
19 April 1962–2 April 1966)



**Shri S.V. Krishnamoorthy Rao**  
(25 April 1956–1 March 1962,  
31 May 1952–2 April 1956)

## Deputy Speaker, Lok Sabha

The members of the Lok Sabha elect the Deputy Speaker from amongst themselves who presides over the deliberations of the House during the absence of the Speaker. The Deputy Speaker is vested with the same powers as the Speaker when presiding over a sitting of the House. The Deputy Speaker, on being the member of a Parliamentary Committee, is appointed as the Chairman of that Committee. He, unlike the Speaker, can speak in the House, take part in its deliberations and vote as a member on any question before the House, but he can do so only when the Speaker is presiding.

## Panel of Chairmen

The Speaker nominates ten members to the Panel of Chairmen either at the commencement of the House or from time to time. In the absence of the Speaker and the Deputy Speaker, one of them presides over the sittings of the House.

Similarly, in the case of the absence of both the Chairman and the Deputy Chairman, one of the six members nominated by the Chairman on the Panel of Vice-Chairmen presides over the sittings of the Rajya Sabha.

The members of the Panel of Chairmen have similar powers as the Presiding Officers when they preside over the sittings of the House. Also, the rulings of Panel of Chairmen are not subject to any criticism nor open to any debate or appeal.

## Whips

In the parliamentary form of Government, a party has its own internal organization inside Parliament and is served by a number of officials known as the Whips, chosen from members of the party itself. The main function of the Whips is to keep members of their party within sound of the Division Bell whenever any important business is under consideration in the House. During sessions, the Whips of different parties send to their members periodic notices, also called 'Whips', apprising them when important Divisions are expected, telling them the hour when a vote will probably take place, and requesting them to be in attendance at that time.

Realising the vital role played by the Chief Whips and Leaders of Parties and Groups in Parliament as important party functionaries, the Leaders and Chief Whips of Recognised Parties and Groups in Parliament (Facilities) Act was passed in 1999 which *inter alia* provides additional secretarial assistance and telephone facilities to the Leaders and Chief Whips.

## Government Chief Whip

The Chief Whip of the Government Party in the Lok Sabha is the Minister of Parliamentary Affairs. In the Rajya Sabha, the Minister of State for Parliamentary Affairs holds this position. The Chief Whip is directly responsible to the Leader of the House. It is part of his duties to advise the Government on parliamentary business and to maintain a close liaison with the Ministers in regard to parliamentary business affecting their Departments. The Chief Whip is assisted by one or two Ministers of State and at times, by Deputy Ministers also.

# Deputy Speakers of Lok Sabha



**Shri Kariya Munda**  
(8 June 2009–Till date)



**Sardar Charnjit Singh Atwal**  
(9 June 2004–18 May 2009)



**Shri P.M. Sayeed**  
(27 October 1999–6 February 2004,  
17 December 1998–26 April 1999)



**Shri Suraj Bhan**  
(12 July 1996–4 December 1997)



**Shri S. Mallikarjunaiah**  
(13 August 1991–10 May 1996)



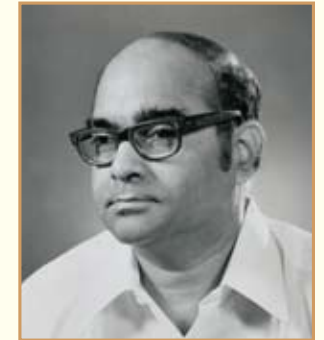
**Shri Shivraj V. Patil**  
(19 March 1990–13 March 1991)



**Dr. M. Thambi Durai**  
(22 January 1985–27 November 1989)



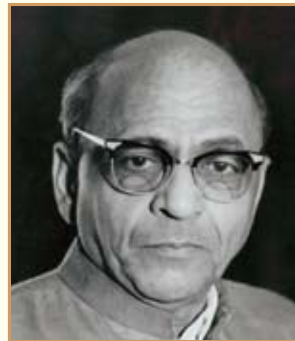
**Shri G. Lakshmanan**  
(1 February 1980–31 December 1984)



**Shri Godey Murahari**  
(1 April 1977–22 August 1979)



**Prof. G.G. Swell**  
(27 March 1971–18 January 1977,  
9 December 1969–27 December 1970)



**Shri R.K. Khadilkar**  
(28 March 1967–1 November 1969)



**Shri S.V. Krishnamoorthy Rao**  
(23 April 1962–3 March 1967)



**Sardar Hukam Singh**  
(17 May 1957–31 March 1962,  
20 March 1956–4 April 1957)



**Shri M. Ananthasayanam Ayyangar**  
(30 May 1952–7 March 1956)

## The Secretary-General

Each House of Parliament has an independent Secretariat which is headed by the Secretary-General who is appointed by the Presiding Officer of the House concerned and works under his/her overall control and supervision. The Secretary-General is the advisor to the Presiding Officer in all matters pertaining to the exercise of all powers and functions vested with him, and to the House, through the Presiding Officer. The Secretary-General extends his expert assistance to the Presiding Officers on matters relating to the interpretation of rules or precedents or conventions of parliamentary practices and procedures. The Secretary-General also serves as an advisor to the members of the respective Houses on all matters of practice and procedure in the House. In his capacity as the Secretary-General, he assumes the office of the Secretary of all the Parliamentary Committees functioning under the respective Houses. The Secretaries-General are also conventionally appointed the Returning Officer for conducting elections to the Office of the President and the Vice-President of India by rotation. The Secretary-General holds a rank equivalent to the highest civil servant of the Union Government, i.e. the Cabinet Secretary.

## *Secretaries/Secretaries-General of Rajya Sabha*



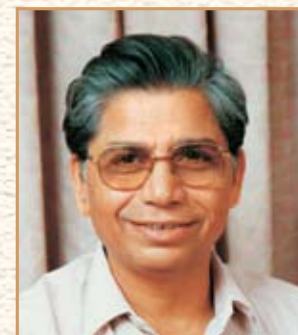
**Dr. Vivek Kumar Agnihotri**  
(29 October 2007–Till date)



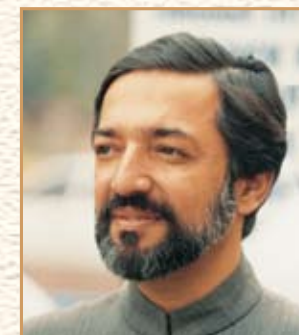
**Shri N.C. Joshi**  
(14 September 2007–28 October 2007)  
[Additional Secretary, looking after the work of the Secretary-General]  
[Secretary, w.e.f. 14 November 2007]



**Dr. Yogendra Narain**  
(1 September 2002–14 September 2007)



**Shri R.C. Tripathi**  
(3 October 1997–31 August 2002)



**Shri S.S. Sohoni**  
(25 July 1997–2 October 1997)



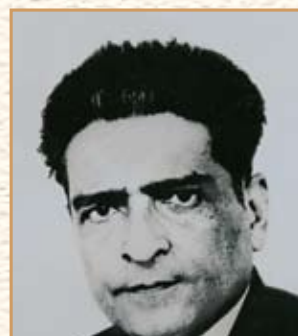
**Smt. V.S. Rama Devi**  
(1 July 1993–25 July 1997)



**Shri Sudarshan Agarwal**  
(1 May 1981–30 June 1993)



**Shri S.S. Bhalerao**  
(1 April 1976–30 April 1981)



**Shri B.N. Banerjee**  
(9 October 1963–31 March 1976)



**Shri S.N. Mukherjee**  
(13 May 1952–8 October 1963)



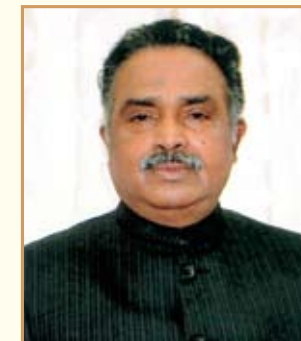
**Shri B.N. Kaul**  
(April–May 1952)



# *Secretaries/Secretaries-General of Lok Sabha*



**Shri T. K. Viswanathan**  
(1 October 2010–Till date)



**Shri P.D.T. Achary**  
(1 August 2005–30 September 2010)



**Shri G.C. Malhotra**  
(14 July 1999–31 July 2005)



**Shri S. Gopalan**  
(15 July 1996–14 July 1999)



**Shri S.N. Mishra**  
(1 January 1996–15 July 1996)



**Dr. R.C. Bhardwaj**  
(1 June 1994–31 December 1995)



**Shri C.K. Jain**  
(1 January 1992–31 May 1994)



**Shri K.C. Rastogi**  
(27 July 1990–31 December 1991)



**Dr. Subhash C. Kashyap**  
(31 December 1983–20 August 1990)



**Shri Avtar Singh Rikhy**  
(18 June 1977–31 December 1983)



**Shri S.L. Shakhder**  
(1 September 1964–18 June 1977)



**Shri M.N. Kaul**  
(24 July 1947–1 September 1964)



*A view of the lawns of Parliament House*



The Constitution recognizes a separate Secretariat for each House of Parliament and provides that Parliament may by law regulate the recruitment and the conditions of service of persons appointed to the secretarial staff of either House of Parliament. To ensure the independence of the Secretariats from the Executive Government, matters governing and regulating the recruitment and conditions of service of the officers and staff of the Lok Sabha and Rajya Sabha Secretariats are governed by their Recruitment and Conditions of Service Rules. The Executive has, therefore, no direct control over the conditions of service of the employees of the Secretariats which functions under the overall guidance and control of the Speaker of Lok Sabha and the Chairman of Rajya Sabha. Each Secretariat is headed by the Secretary-General.

The servicing of the Parliament of the largest democracy in the world is indeed an enormous task. The Officers and Staff of the Secretariat are expected to cater to the multifarious requirements of the members of Parliament with a view to rendering them timely assistance in the discharge of their parliamentary functions. The work of the two Secretariats is organized on a functional basis into different Services.

The Lok Sabha Secretariat presently has the following Services:

- *Legislative, Financial, Committee, Executive and Administrative Service*: deals with the work connected with the business of the House, besides manning the Parliamentary Committees. This Service also deals with members' salaries and allowances and their accommodation and other facilities. It also deals with the administration, protocol, pay and allowances, accommodation, medical, telephone, staff car facility, house-keeping jobs, general welfare of the staff, stationery, stores, record keeping and archives, sales and receipts, and distribution.
- *Parliament Library and Reference, Research, Documentation and Information Service*: keeps the members of Parliament well informed of the day-to-day developments in India and abroad, by maintaining an up-to-date and well-equipped Library and also provides intellectual support services through the Research

and Reference Divisions. These Divisions keep the members informed of current problems in various fields *inter alia* by the timely issue of specialized brochures, background notes, fact-sheets and information bulletins and also by bringing out periodicals, monographs and other publications. The Service also provides objective background data and information to members on various topics of current interest.

- *Verbatim Reporting Service*: deals with the verbatim reporting of parliamentary proceedings and those of the Committees, Seminars and Talks/Lectures organized by the Indian Parliamentary Group and the Bureau of Parliamentary Studies and Training.
- *Private Secretaries and Stenographers' Service*: provides secretarial and stenographic assistance to the offices of the Speaker, Deputy Speaker and Chairmen/Chairpersons of Parliamentary Committees, etc. and senior functionaries, Officers, Branches, etc. of the Secretariat.
- *Simultaneous Interpretation Service*: has the responsibility for simultaneous interpretation of the proceedings of the Lok Sabha as well as its Committees.
- *Printing and Publications Service*: covers related aspects of their working, including printing, rota-printing and bindery work.
- *Editorial and Translation Service*: edits debates, prepares their synopses and undertakes translation of debates, reports and parliamentary papers from English to Hindi and *vice versa*.
- *Parliament Security Service*: looks after security measures in the Parliament House Estate and ensures proper maintenance of the premises.
- *Clerks, Typists, Record Sorters and Daftaries Service*: renders clerical and typing assistance, sorting and maintenance of records.
- *Messengers Service*: deals with the distribution and delivery of parliamentary papers from one Branch/Section to another and also at the residences of members of Parliament and officers, etc.
- *Lok Sabha Television Service*: handles all activities relating to the Lok Sabha Television Channel.

The Rajya Sabha Secretariat has more or less analogous Services.





The image of democracy as a form of Government – of the people, by the people and for the people – depends upon the functioning of Parliament and the image of Parliament depends upon the functioning of people’s representatives. The core of parliamentary democracy is to effectuate a synergy between the Parliament and the people. As such, ‘Communicating Parliament’ to the people is a very crucial aspect of strengthening our democratic polity.

The Indian Parliament is in a continuous state of evolution, adapting itself to the changing conditions and to the needs and aspirations of the people. The people, therefore, have the right to know how Parliament functions, how their representatives discharge their duties as members, and how Parliament is striving towards translating the dreams and aspirations of the people into reality. The dissemination of information about Parliament helps in bringing about transparency, accountability and responsibility in the functioning of the members and also in building an informed citizenry. Several initiatives have been taken by the Indian Parliament to link the electorate with the elected representatives and to sustain people’s faith in the supreme institution of governance.

### Telecasting of Parliamentary Proceedings—LSTV Channel

With a view to imparting transparency and accountability to the functioning of the Parliament and bringing it closer to the people, the Indian Parliament took the first step towards televising of parliamentary proceedings on 20 December 1989 when the Address by the President to the members of the two Houses assembled together in the Central Hall was telecast and broadcast live for the first time. Over the years, many significant measures have been taken for telecasting the proceedings of Parliament to the nation at large.

In a path-breaking development, on 14 December 2004, two separate dedicated satellite channels were launched for telecasting live the entire proceedings of the two Houses of Parliament nationwide by *Doordarshan*. Going a step further, an independent 24-hour Lok Sabha Television Channel (LSTV) was launched from 24 July 2006 with various value added, interesting and informative programmes. The LSTV Channel is a unique channel since it is the only such channel in the world which is owned and operated by a House of Parliament.



The LSTV gives live telecast of the proceedings of the Lok Sabha and other significant events in Parliament. Parliamentarians are invited to participate in different programmes providing them an opportunity to articulate their views on political, economic, social as well as international issues. The Channel also features various interactive programmes of general interest on contemporary topics. Besides, the Channel telecasts various cultural programmes, films and documentaries on our heritage, beliefs, traditions, music and dance.

### Parliamentary Websites

Keeping pace with the rapid developments in the field of information and communication technologies, vast information databases about various activities of Parliament have been made available to the general public on the internet on the Parliament of India Home Page at <http://parliamentofindia.nic.in>

The Home Page provides instant access to the websites of the President of India (<http://presidentofindia.nic.in>), the Lok Sabha (<http://loksabha.nic.in>) and the Rajya Sabha (<http://rajyasabha.nic.in>). The Lok Sabha and Rajya Sabha websites are also available in Hindi (<http://loksabhadhindi.nic.in> and <http://rajyasabhadhindi.nic.in>)

The Lok Sabha Home Page makes available information on the profiles of members, business of the House, Questions and Answers, Parliamentary Committees, Bills and Acts, Debates of the Constituent Assembly, Lok Sabha and Rajya Sabha, Constitution of India, Rules of Procedure, Directions by the Speaker, Handbook for Members, Virtual tour of Parliament House and Parliament Library, and 24-Hour Lok Sabha TV Channel Web-cast, its schedule and important video clippings.



▲ Earth Station of LSTV Channel in Parliament Complex



▲ Production Control Room of LSTV in Parliament House

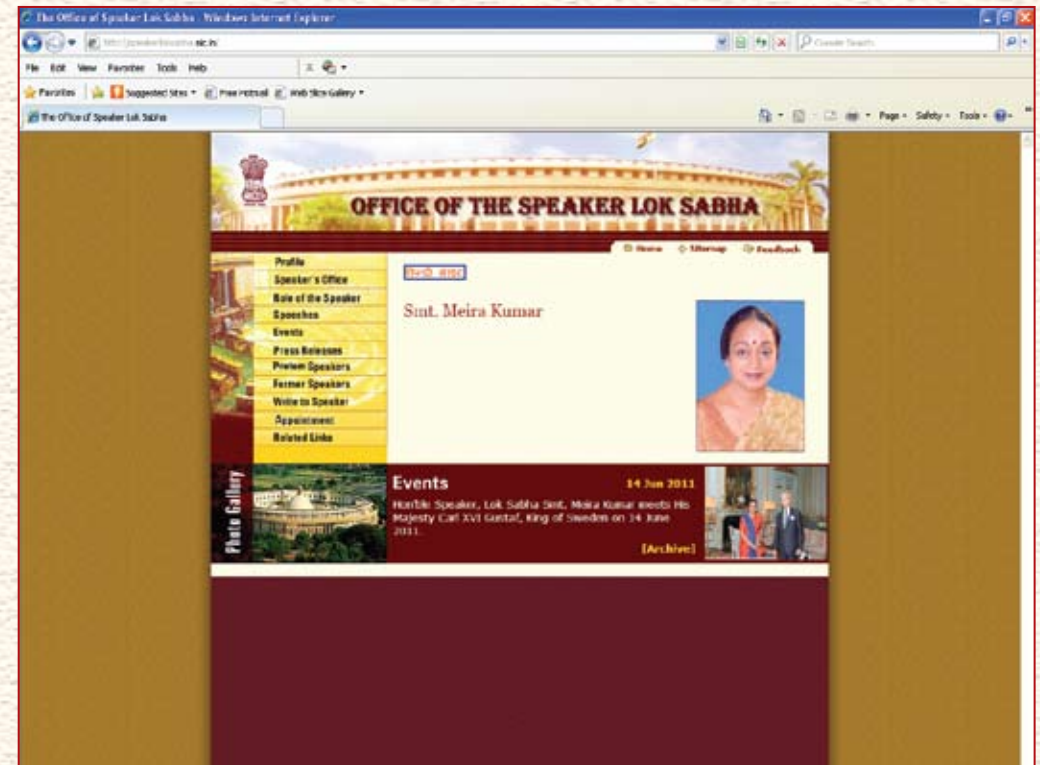
The Lok Sabha Home Page also provides linkage with the web-sites of the Prime Minister, Ministries of the Government of India, Election Commission and Supreme Court and High Courts, besides linkage with the Legislative Bodies in India, States and Union territories, other Parliaments, Inter-Parliamentary Union, Commonwealth Parliamentary Association, etc.

The Home Page of the Lok Sabha Speaker at internet address <http://speakerloksabha.nic.in> provides information which *inter alia* includes the role of the Speaker, the Speaker's profile, speeches and Press Releases, political and personal achievements, and events attended. The profiles of former Speakers, along with their respective terms of office, are also available in this section.

The interactive website of the Parliament Museum at the internet address <http://parliamentmuseum.org/indextry.html>, also linked with the Parliament of India Home Page, provides facility to visit different enclaves of the Museum, listen to patriotic songs, look at video clippings, virtual reality of the Dandi March, and animatronics of Pandit Jawaharlal Nehru delivering the "Tryst with Destiny" Speech on the midnight of 14-15 August 1947. The website also enables the visitor to take part in a quiz on parliamentary democracy in India, make suggestions and put questions and elicit their replies from the Parliament Museum. The facility to choose picture post cards and e-mail is also available.



▲ A view of the Home Page of Lok Sabha



▲ A view of the Home Page of the Speaker of Lok Sabha

## Parliament Library

With its present holdings of about 1.25 million volumes comprising books, reports, governmental publications, United Nations publications, debates, gazettes and other documents, and as many as 86 Indian and foreign newspapers and 472 periodicals in Hindi, English and other Indian regional languages being acquired regularly, Parliament Library is the second largest Library in the country. Books and publications are selected and added to the Library holdings from the entire field of human activities with special emphasis on legislative requirements of members.

The Parliament Library possesses a rich collection of rare books on politics, law and history, including books on art, painting, sculpture and architecture. A book titled *History of Late Revolution of the Great Mogol Empire* by Burnier, published in 1671, is one of the oldest books available in the Parliament Library. Another important rare document in the possession of Parliament Library is the original Calligraphed Constitution of India (in Hindi and English) which contains the signatures of the founding fathers of the Constitution. They are preserved in two special receptacles developed by the Getty Conservation Institute, USA, in collaboration with the National Physical Laboratory, New Delhi.

▼ A view of the Circulation Counter of Parliament Library





A separate *Gandhiana* section which was opened on 9 August 1978 makes available all the works by and on Mahatma Gandhi in English, Hindi and various Indian regional languages. Similarly, books on and by Pandit Jawaharlal Nehru, the first Prime Minister of India, in English, Hindi and various regional languages have suitably been stacked separately in the *Nehruana* section. A separate Unit containing books in different Indian languages has also been carved out in the Library.

The Parliament Library caters to the information needs of members of Parliament and other users primarily by way of issuing/providing books, reports, debates and other documents, attending to on-the-spot references and preparing select bibliographies on various subjects and personalities. Apart from members of Parliament, the use of Parliament Library has been extended to Press Correspondents accredited to the Press Galleries of Lok Sabha and Rajya Sabha, media persons and *bona fide* research scholars from India and abroad, officers of the Government of India, State Governments, Public Undertakings and Statutory bodies.

### Children's Corner

A Children's Corner was set up in the Parliament Library Building on 21 August 2007 to provide easy access to students and youth, especially from the underprivileged sections of society. The Children's Corner has a collection of more than 2000 books, magazines, newspapers, encyclopedia and e-literature, *i.e.*, CDs and DVDs. Events like drawing competition, story telling, story painting, cultural programmes and puppet shows make the Children's Corner an interactive hub of activities.

▼ A view of the Children's Corner



## Press and Public Relations

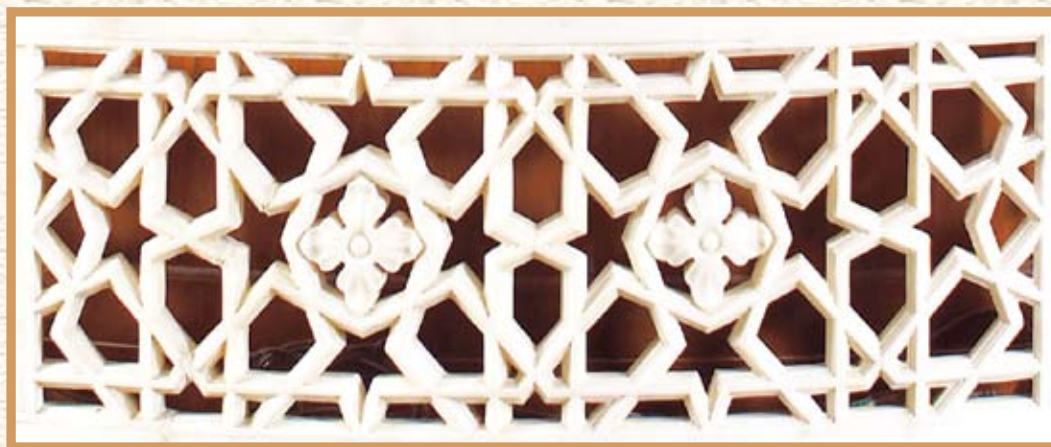
The Parliament, Government and the people communicate with each other through the Press and other mass media. It is, in fact, of paramount importance that the proceedings of Parliament are communicated to the people. The Press, in its relations with the Parliament, enjoys certain privileges and generally no restrictions are imposed upon the Press as far as the reporting of the proceedings of the House is concerned. The Parliament, however, has the power to control and, if necessary, to prohibit the publication of its debates or proceedings and to punish for the violation of its orders.

The Press and Public Relations Division of the Lok Sabha Secretariat maintains a close liaison with the Press and the various Government publicity organizations and communication media for the dissemination of information to the public on the business transacted by the Lok Sabha and by its Committees. The correspondents of the mass media covering Parliament are provided with several facilities, including Press Rooms in Parliament House and Parliament Library Building.

A Press Advisory Committee consisting of senior representatives of the media is nominated by the Lok Sabha Speaker every year to deal with matters relating to issuance of passes, etc. to the media representatives for reporting the proceedings of Parliament. The Division issues Press Releases on parliamentary functions and activities and also organizes Press Conferences of the Lok Sabha Speaker and Committee Chairmen. With the objective of wider dissemination of information about the working of parliamentary institutions, information folders on important parliamentary activities and various aspects of parliamentary practice and procedure are distributed to the visiting dignitaries.

## Right to Information

In order to promote transparency and accountability in administration, the Indian Parliament enacted the Right to Information Act, 2005 which empowers the citizens to seek information from a public authority, thus making the Government and its functionaries more accountable and responsible. The Act mandates timely response to citizen's request for government information, thereby bringing in a new regime of transparency. Consequent upon coming into force of the Act, proactive measures were taken by the Lok Sabha and Rajya Sabha Secretariats to frame rules, set up Information Cells and appoint Central Public Information Officers. An Appellate Authority has also been designated by the respective Secretariats in accordance with the provisions of the Act.



## Parliament Museum

### Parliament Museum

To highlight India's democratic heritage, a state-of-the-art, hi-tech Parliament Museum was set up in the Parliament Library Building on 14 August 2006. The Museum, which has attracted thousands of visitors from all over the world, depicts the continuum of democratic heritage in India, through walk-through period settings with sound-light-video synchronization, large screen interactive computer multi-media and immersive visualization with multi-screen panoramic projections, virtual reality and animatronics. The story of India's rich democratic and parliamentary heritage, various facets of democracy with its roots in ancient times, India's struggle for Independence, and the growth and working of parliamentary institutions in our country come alive before the visitors and involve them emotionally in virtual reality portrayals.

The Museum also has a Resource Centre with a fully computerized textual and visual information bank. In an effort to reach out further, an interactive website was launched on 19 December 2007.



A view of the Entrance Hall of Parliament Museum ▶



▲ A diorama in the Parliament Museum, showing Mahatma Gandhi at the Non-Cooperation Movement against the British in 1921.



▲ A diorama in the Parliament Museum, showing Netaji Subhas Chandra Bose addressing the Indian National Army in Singapore.



▲ Women political leaders from Egypt, on a study visit to the Indian Parliament through the BPST, calls on the Hon'ble Speaker of Lok Sabha, Smt. Meira Kumar, on 28 April 2010



▲ Members of the Women's Leadership Board of the Harvard Kennedy School, Boston, USA, on a Study visit to the Indian Parliament through the BPST, calls on the Hon'ble Speaker of Lok Sabha, Smt. Meira Kumar, on 14 March 2011

## *Bureau of Parliamentary Studies and Training*

### **Bureau of Parliamentary Studies and Training**

Orientation to the legislators and training of parliamentary staff are crucially important for the success of the Legislatures. This is an important aspect recognized by Parliaments all over the world. In India, the need for an institutionalized training arrangement was realized as early as in 1976, when the Bureau of Parliamentary Studies and Training (BPST) was set up with the objective of providing institutionalized opportunities for systematic training, orientation and practice-oriented studies in various disciplines of parliamentary institutions, processes and procedures, to all those responsible for the running of the democratic system—legislators, policy-makers, administrators and various other functionaries at different levels.

Ever since its inception, the Bureau has been successfully conducting a variety of programmes and courses in the field of parliamentary practices and procedures. Its activities include holding Orientation Programmes and Seminars for Members of Parliament and Training and Refresher Programmes for officers and staff of Parliament and State Legislatures in India. In addition, Appreciation Courses for Probationers and Officers of various All India and Central Services and for Senior and Middle level officers of the Government of India and Study Visits by media persons, government officials, academicians, scholars, students and others are organized by the Bureau.

The Bureau also conducts two regular International Training Programmes for foreign Parliamentary/Government officials, viz. the Parliamentary Internship Programme and the International Training Programme in Legislative Drafting. Study Visits/ Attachment Programmes for Presiding Officers, members and officers of foreign Parliaments are also organized by the Bureau from time to time.

In August 2005, a Lecture Series for Members of Parliament was initiated on subjects of topical interest with a view to helping the members to comprehend various dimensions of the subject under discussion. Experts in different fields from India and abroad, including various international bodies, and social activists, are invited to share their views with the members of Parliament.



The BPST also organizes the Prof. Hiren Mukerjee Memorial Annual Parliamentary Lecture instituted by the Lok Sabha Secretariat. The Inaugural Lecture was delivered by Nobel Laureate Professor Amartya Sen in the Central Hall of Parliament House on 11 August 2008 on the theme *Demands of Social Justice*. The 2nd Prof. Hiren Mukerjee Memorial Annual Parliamentary Lecture was delivered by Nobel Laureate and Founder/Managing Director of the Grameen Bank of Bangladesh, Professor Muhammad Yunus on 9 December 2009 on the theme *Social Business: A Step Toward Creating a New Economic and Social Order*. The 3rd Lecture was delivered by the University Professor in Economics and Law at the Columbia University and Senior Fellow in International Economics at the Council on Foreign Relations, USA, Professor Jagdish Bhagwati, on 2 December 2010 on the theme *Indian Reforms: Yesterday and Today*.

The Lok Sabha Internship Programme, started in January 2008, acquaints young men and women with outstanding academic and extra-curricular achievements on the working of parliamentary democracy and democratic institutions in general and specifically about the parliamentary system in the country. The year-long Programme provides an opportunity to five young post-graduates from recognized Indian or Foreign Universities to acquaint themselves with the functioning of the Indian parliamentary system. A monthly stipend is paid to the selected interns. The Lok Sabha Internship Programme is coordinated by the BPST.



▲ A view of the Main Lecture Hall of BPST

The Parliament Complex, situated in the heart of New Delhi, comprises three main buildings—Parliament House, Parliament Library Building and Parliament House Annexe.

### Parliament House

The Parliament House is one of the most magnificent buildings in the country, which has the brightest clusters of architectural gems. The two Houses of Parliament—the Lok Sabha and the Rajya Sabha—are located within its walls.

The Parliament building was designed by the renowned architect, Sir Herbert Baker, while Sir Edwin Lutyens was responsible for the planning and construction of the city of New Delhi. The foundation stone of Parliament House was laid on 12 February 1921 by H.R.H. the Duke of Connaught. The opening ceremony for the building was performed on 18 January 1927 by the then Governor-General of India, Lord Irwin. On the historic occasion, the British monarch, through his message, described the importance of the circular edifice of the building, thus:

*“The circle stands for something more than unity. From the earliest times it has been also an emblem of permanence, and the poet has seen in the ring of light a true symbol of eternity. May therefore, we and those who follow us witness, so far as we may, the fruition of these twin conceptions. As our eyes and thoughts rest upon this place, let us pray that this Council House may endure through the centuries, down which time travels towards eternity, and that, through all the differences of passing days, men of every race and class and creed may here unite in a single high resolve to guide India to fashion her future well.”*

The Parliament House is a massive circular building measuring 560 feet in diameter. Its circumference is one-third of a mile and it covers an area of nearly six acres. The open verandah on the first floor is fringed with a colonnade of 144 creamy sand-stone columns, each standing 27 feet high, lending a unique grace and charm to the building. The entire Parliament House is enclosed by ornamental red sand-stone wall with iron gates; the building has in all twelve gates among which Gate No. 1 on the Sansad Marg is the main gate.



The construction of the building took six years and the cost of construction was Rs. 8.3 million. Apart from the fact that the building was built with indigenous material and by Indian labour, the architecture of the building bears a close imprint of the native tradition. The layout of fountains both inside and outside the building, the use of Indian symbols “*Chhajjas*” which shade the walls and windows and the varied forms of “*Jali*” in marble, stone and wood are reminders of the story of the craftsmanship displayed in ancient monuments and memorials. With the ancient features of Indian art are mingled modern scientific achievements in acoustics, air-conditioning, simultaneous interpretation, automatic vote recording, etc.

The centre and focus of the building is the big circular edifice of the Central Hall. On the three axes radiating from this centre are placed the three Chambers—the Lok Sabha, the Rajya Sabha and the erstwhile Library Hall (formerly the Chamber of Princes) and between them lie garden courts. Surrounding these three Chambers is a four-storey circular structure providing accommodation for Ministers, Chairmen of Parliamentary Committees, Party Offices, Press Correspondents, important offices of the Lok Sabha and the Rajya Sabha Secretariats and also the Offices of the Ministry of Parliamentary Affairs. The building also houses three Committee Rooms for meetings of the Parliamentary Committees.







▲ One of the passages leading to the Central Hall of Parliament House



A view of the Central Hall from the Gallery

## Central Hall

The Central Hall is circular in shape and its dome, which is 98 feet in diameter, and 118 feet in height, is stated to be one of the most magnificent domes in the world.

The Central Hall is a place of historical importance. The transfer of power on the midnight of 14-15 August 1947 from British to Indian hands took place in this Hall. The Indian Constitution was also framed in the Central Hall.

The Central Hall was originally used as the Library of the erstwhile Central Legislative Assembly and the Council of States. In 1946, it was converted and refurnished into the Constituent Assembly Hall. The Constituent Assembly met there from 9 December 1946 to 24 January 1950 to frame the Constitution of India.

At present, the Central Hall is used for holding joint sittings of the two Houses. At the commencement of the First Session after each General Elections to Lok Sabha and at the commencement of the First Session of each year, the President addresses both the Houses of Parliament assembled together in the Central Hall. When the Houses are in Session, the Central Hall is used by members for informal discussions among themselves. The Central Hall is also used for special occasions and functions like the swearing-in ceremony of the President of India and for address to the members of Parliament by distinguished Heads of State of other countries.

## Portraits in the Central Hall

In keeping with its historical importance, the Central Hall is adorned with portraits of several important national leaders whose contributions to the national cause have been immeasurable. Overlooking the dais in the centre of the Central Hall is the portrait of Mahatma Gandhi, the Father of the Nation.

Gilded panels on the walls and arches on either side of the dais carry portraits of Sarvashri C. Rajagopalachari, Netaji Subhas Chandra Bose, Lokmanya Bal Gangadhar Tilak, Lala Lajpat Rai, Pandit Motilal Nehru, Smt. Indira Gandhi, Rajiv Gandhi, Sardar Vallabhbhai Patel, Deshbandhu Chittaranjan Das, Dr. B.R. Ambedkar, Morarji Desai, Gurudev Rabindranath Tagore, Smt. Sarojini Naidu, Chaudhary Charan Singh, Dr. Syama Prasad Mookerjee, Maulana Abul Kalam Azad, Dr. Rajendra Prasad, Dr. Rammanohar Lohia, Lal Bahadur Shastri, Pandit Jawaharlal Nehru, Pandit Madan Mohan Malaviya, Dadabhai Naoroji and Swatantryaveer Vinayak Damodar Savarkar.

There are also 12 gilded emblems on the walls of the Central Hall representing the 12 Provinces of undivided India. Surrounding the Central Hall are six lobbies which are suitably covered and furnished. One Lounge is reserved for the exclusive use of lady members, one as a First Aid Post, and another for the Panel of Chairmen of Lok Sabha.

The Central Hall has six Galleries on its first floor. At the time of Joint Sittings of the two Houses, the two Galleries which are towards the right of the dais are occupied by Press correspondents, the one facing the dais is set apart for distinguished visitors and in the other three, the guests of the members of the two Houses are accommodated.

## Rajya Sabha Chamber

The Chamber of the Rajya Sabha is semi-circular in horse-shoe shape. The Chair of the Chairman of Rajya Sabha is placed at a higher pedestal right at the centre of Chamber. Apart from the inscription *Dharma Chakra Pravartnaya*, the noble words, 'Heavens Light Our Guide' are inscribed on the Chairman's Chair.

The Rajya Sabha Chamber has a seating capacity for 250 members; the seats are divided into six blocks, each with seven rows. The seats on the right-hand side of the Chairman's Chair are occupied by members of the ruling party and those on the left-hand side by the members of the Opposition Parties or Groups. The Deputy Chairman of the Rajya Sabha occupies the first front row seat on the left-hand side of the Chairman's Chair. Overlooking the Chamber and facing the Chairman's Chair is the portrait of Dr. S. Radhakrishnan, who was the first Vice-President of India and Chairman of Rajya Sabha, before assuming the office of the President of India.

In the pit of the Chamber, just below the Chairman's Chair, is the seat of the Secretary-General, wherefrom he can have a full view of the House.

The maroon colour of the floor coverings, upholstery and furnishings of the Chamber and its adjoining Lobbies distinguishes Rajya Sabha from that of Lok Sabha's green colour.



A view of the Rajya Sabha Chamber

## Lok Sabha Chamber

The Chamber of the Lok Sabha is semi-circular in shape with a floor area of about 4800 sq. feet. The Chair of the Speaker is placed on a raised platform at the centre of the diameter connecting the two ends of the semi-circle. On the wooden panel just above the Speaker's Chair, which was originally designed by Sir Herbert Baker, is installed an electrically-lit motto in Sanskrit *Dharma Chakra Pravartnaya* which means 'for the rotation of the wheel of righteousness'. The Chamber has seating facility for 550 members. The seats are divided into six blocks, each with eleven rows. Block No. 1 on the right-hand side of the Speaker's Chair and Block No. 6 on the left-hand side have 97 seats each. The remaining four blocks have 89 seats each. One seat is allotted in the Chamber to each member, including Ministers who are members of Rajya Sabha. The seats on the right-hand side of the Speaker's Chair are occupied by the members of Government party and those on the left-hand side by members belonging to the Opposition Parties/Groups. The Deputy Speaker occupies the first front row seat on the left side of the Speaker's Chair.

Overlooking the Lok Sabha Chamber and fixed on the woodwork facing the Speaker's seat is the portrait of Shri Vithalbhai J. Patel, the first elected President (Speaker) of the Central Legislative Assembly and the first Indian to have ascended to that exalted position. In the pit of the Chamber just below the Speaker's Chair, is the seat of the Secretary-General of the House. In front of him is the Table of the House on which papers are formally laid by Ministers; Officers of the House and the Official Reporters sit at this Table.

The floor coverings, upholstery and furnishings of the Chamber and its adjoining lobbies are all green in colour.



A view of the Lok Sabha Chamber

## Lobbies and Galleries

Adjoining each Chamber and co-terminus with it are two covered corridors which are the inner and outer Lobbies. These Lobbies are well furnished to provide comfortable seating for members to have informal discussions among themselves. On the first floor of each Chamber is located various Galleries like the Distinguished Visitors' Gallery, Diplomatic Gallery, Press Gallery and Public Gallery.

▼ A view of the Lok Sabha Lobby



▲ A view of the Rajya Sabha Lobby



## Statues and Busts in Parliament House Precincts

The Parliament House precincts have been a witness to the evolution of our parliamentary democracy. The Parliament House Complex has statues and busts of the following stalwarts from Indian history who have made immense contribution to the national cause:

- Mahatma Gandhi
- Chandragupta Maurya
- Pandit Motilal Nehru
- Shri Gopal Krishna Gokhale
- Dr. B.R. Ambedkar
- Shri Yashwantrao Balwantrao Chavan
- Pandit Jawaharlal Nehru
- Pandit Govind Ballabh Pant
- Babu Jagjivan Ram
- Pandit Ravi Shankar Shukla
- Smt. Indira Gandhi
- Maulana Abul Kalam Azad
- Netaji Subhas Chandra Bose
- Shri K. Kamaraj
- Prof. N.G. Ranga
- Sardar Vallabhbhai Patel
- Shri Birsa Munda
- Andhra Kesari Tanguturi Prakasam
- Loknayak Jayaprakash Narayan
- Shri S. Satyamurti
- Lokapriya Gopinath Bordoloi
- Shri Pasumpon Muthuramalinga Thevar
- Shri Conjeevaram Natarajan Annadurai
- Mahatma Basaveshwara
- Chhatrapati Shivaji Maharaj
- Shaheed Hemu Kalani
- Maharaja Ranjit Singh
- Chaudhary Devi Lal
- Mahatma Jyotirao Phule
- Acharya Narendra Deva
- Comrade Shripad Amrit Dange
- Comrade A.K. Gopalan
- Shaheed Durga Malla
- Gurudev Rabindranath Tagore
- Swami Vivekananda
- Sri Aurobindo
- Devi Ahilyabai Holkar
- Shri Vithalbhai Patel
- Comrade Indrajit Gupta
- Comrade Bhupesh Gupta
- Shri M.G. Ramachandran
- Shri Murasoli Maran
- Maharana Pratap
- Kittur Rani Channamma
- Shaheed Bhagat Singh
- Rajarshi Chhatrapati Shahu Maharaj

## Paintings

The walls of the outer circular corridor on the ground floor of the Parliament House have a large number of beautiful paintings that depict scenes from the long and chequered history of India, right from the Vedic age down to the British era, culminating in the attainment of Independence in 1947. Reminding the people of the great civilizations and empires that flourished in the past and of the great rulers, warriors and saints who glorified this land by their deeds and words of wisdom, the architects of modern India too deemed it important to decorate the Parliament House, the modern temple of democracy, with 58 paintings depicting great moments in the history of this country.







▲ Buddha turning the wheel of law (*Dharma-Chakra Pravartnaya*). It also shows the first five disciples of the Buddha at Sarnath and the symbol showing the Dharma Chakra with two couchant stags on either side

▼ Gopala elected King by the People (9th Century A.D.)





▲ Guru Nanak Dev Ji (1469–1539 A.D.). Guru Gobind Singh Ji (1666–1708 A.D.)

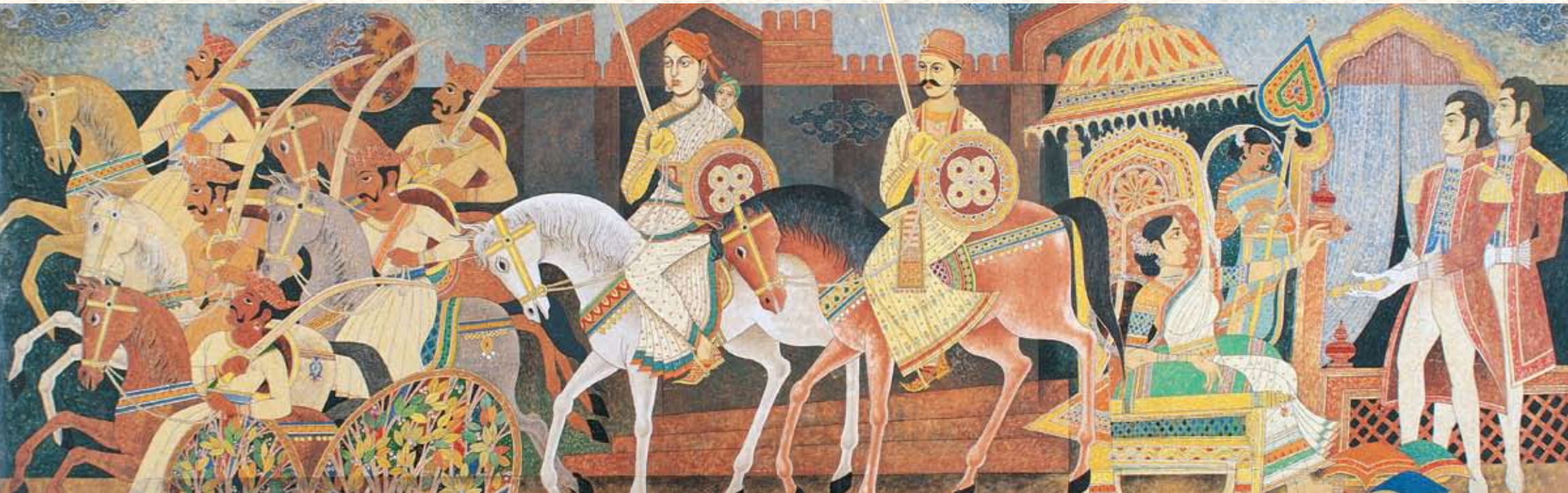
▼ Akbar, Todarmal, Tansen and Abul Fazal, Faizi and Abdur Rahim Khan-i-Khana in a court scene (16th Century A.D.)





▲ Chhatrapati Shivaji (1627 – 1680 A.D.) & Swami Samarth Ramdas (17th Century A.D.)

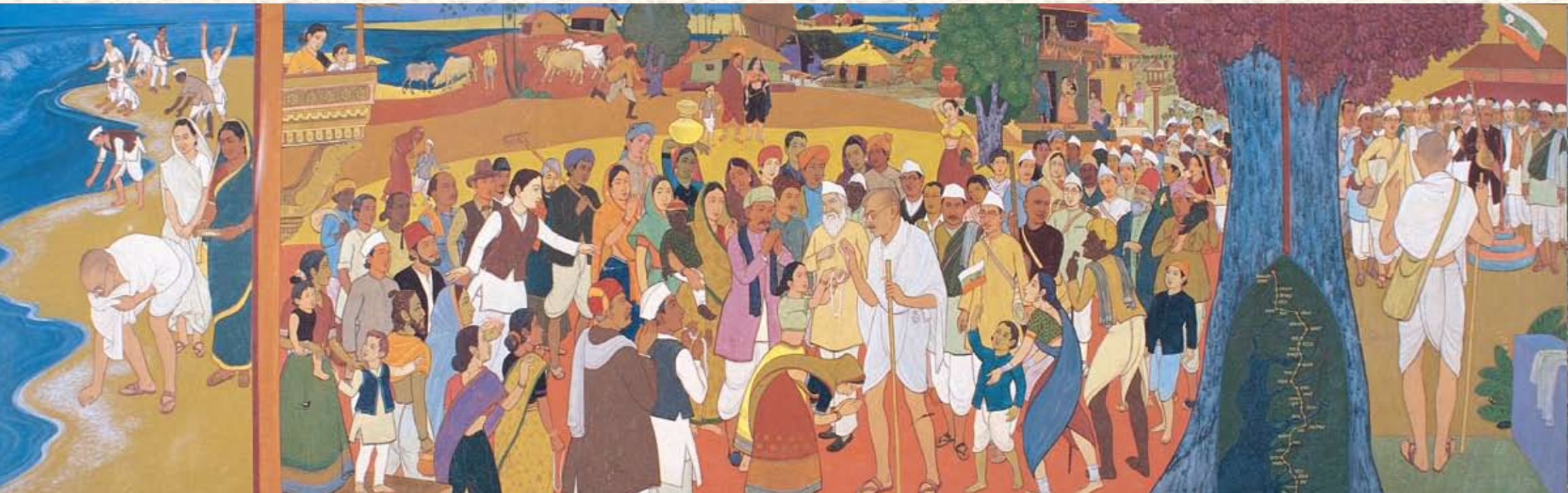
▼ Rani Laxmi Bai of Jhansi and Tantya Tope, both riding side by side (19th Century A.D.)





▲ Gurudev Rabindranath Tagore (1861-1941 A.D.)

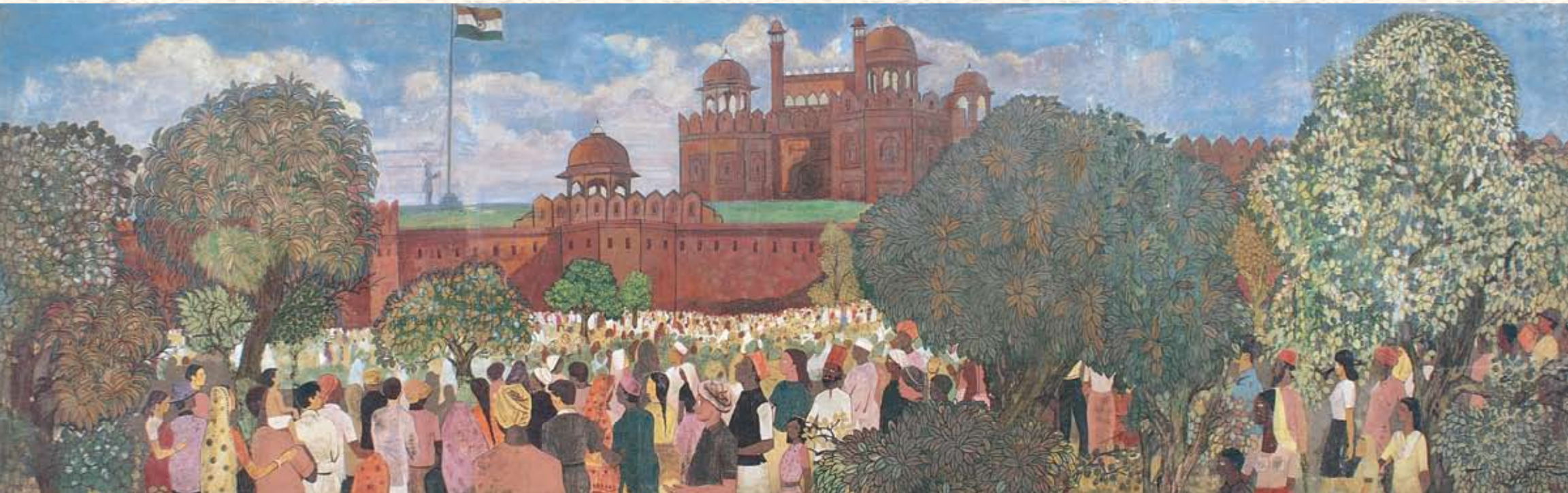
▼ The Dandi March (1930 A.D.)





▲ I.N.A. and Netaji Subhas Chandra Bose (1897 – 1945 A.D.)

▼ Hoisting of the Flag in the Red Fort



## Inscriptions

There are several passages of noble words inscribed in the Parliament building that serve as the guiding spirit for the deliberations in the two Houses, and which inevitably catches the attention of the visitors.

At the very entrance to the building, a Sanskrit quotation reminds one of the sovereignty of the nation of which the Parliament is the visible symbol. The following words are inscribed over Building Gate No. 1:

लो ३ कद्धारमपावा ३ णू ३३  
पश्येम त्वां वयं वैरा ३३३३३  
(हुं ३ आ) ३३ ज्या ३ यो ३  
आ ३२१११ इति ॥

(छंदो २/२४/८)

The English equivalent of the same is:

“Open the door to thy people  
And let us see thee  
For the obtaining of the  
Sovereignty”.

(Chando 2/24/8)

Entering the building and proceeding towards the right hand side as far as Lift No. 1, one comes across the arc-shaped outer Lobby of the Lok Sabha. Mid-way on this Lobby, a gate leads to the inner Lobby and another opposite to it to the Central Hall. Here again there are two inscriptions.

Over the gate of the inner Lobby, the quotation seen over Building Gate No. 1 is found repeated. Turning round and looking at the dome over the passage to the Central Hall, one sees the following Arabic quotation which says that it is the people themselves who can shape and mould their destiny.

इन्नलाहो ला युगय्यरो मा बिकौमिन् ।  
हत्ता युगय्यरो वा बिन नफसे हुम ॥

The English meaning of the above is:

“Almighty God will not change the condition of any people  
unless they bring about a change themselves”.

Inside the Lok Sabha Chamber, overlooking the Speaker’s Chair are inscribed the words:

धर्मचक्र – प्रवर्तनाय

“For the rotation of the wheel of righteousness”



▲ One of the Inscriptions in Parliament House

The path of righteousness is the ideal to which the rulers of India, since ancient times, dedicated themselves and the wheel which is symbolic of this path finds a prominent place in the National Flag and the National Emblem of India.

As one proceeds to the Central Hall from Gate No. 1 of Parliament House, the following stanza in Sanskrit from *Panchatantra* greets one's eyes from above the Gate of the Central Hall:

अयं निजः परोवेति गणना लघुचेतसाम् ।  
उदारचरितानां तु वसुधैव कुटुम्बकम् ॥

(पंचतंत्र ५/३८)

The English meaning of this stanza is:

“That one is mine and the other a stranger is the concept of little minds.  
But to the large-hearted, the world itself is their family”.

(Panchatantra 5/38)

Another set of inscriptions—some of them in gold coloured letters is seen on the domes near the Lifts. A clear view of these inscriptions can be had from the first floor of the building.

On the dome near Lift No. 1 is a stanza from the *Mahabharata* which reads:

न सा सभा यत्र न सन्ति वृद्धा,  
वृद्धा न ते ये न वदन्ति धर्मम् ।  
धर्मः स नो यत्र न सत्यमस्ति,  
सत्यं न तद्यच्छलमभ्युपैति ॥

(महाभारत ५/३५/५८)



▲ Another Inscription in Parliament House

The English translation of this is:

“That's not an Assembly where there are no eldermen,  
Those are not elders, who do not speak with righteousness,  
That's no righteousness where there is no truth,  
That's not the truth which leads one to deceit”.

(Mahabharata 5/35/58)

This and the inscription on dome near Lift No. 2 lay stress on the two cardinal virtues—truth and righteousness—that are to be observed by an assembly.

The inscription on the dome near Lift No. 2 reads:

सभा वा न प्रवेष्टव्या,  
वक्तव्यं वा समञ्जसम् ।  
अब्रुवन् विब्रुवन वापि,  
नरो भवति किल्बिषी ॥

(मनु ८/१३)

Its English rendering is:

“One must not enter either an Assembly Hall,  
Or he must speak there with all the righteousness.  
For one who does not speak or one who speaks falsely,  
Does himself in the equal sin involve”.

(Manu 8/13)

Towards Lift No.3, at the dome nearby, one comes across the following Sanskrit quotation:

न हीदृशं संवननं,  
त्रिषु लोकेषु विद्यते ।  
दया मैत्री च भूतेषु,  
दानं च मधुरा च वाक् ॥

Its English rendering is:

“Kindness, friendliness to all,  
Charity and sweet tongue.  
Such coincidence has not been found  
(in one object) in all the three worlds”.

The inscription on the dome near Lift No. 4, also in Sanskrit, refers to the qualities of a good ruler:

सर्वदा, स्यान्नृपः प्राज्ञः,  
स्वमते न कदाचन ।  
सम्याधिकारिप्रकृति ।  
सभासत्सुमते स्थितः ॥

The English translation of the same is:

“The Ruler must ever have true intelligence,  
And he must never be a self-willed man.  
All subjects to the councillors must he entrust,  
Must sit in Assembly and abide by good counsel”.

And finally, the Persian quotation on the dome near Lift No. 5:

बरी रूवाके ज़ेबर्जद नविशता अन्द बेज़र,  
जुज निकोई-ए-अहले करम नखाहद मान्द ॥

Its English meaning is:

“This lofty emerald like building bears the inscription in gold,  
Nothing shall last except the good deeds of the bountiful”.





## Parliament House Annexe

With the manifold increase in the activities of Parliament after Independence, accommodation available in Parliament House became too inadequate to meet the growing demand of parliamentary work. Considering that any additions or alterations to the main Parliament House would affect its unique architectural style and layout, a new building, the Parliament House Annexe, to the north of Parliament House was designed by Chief Architect, J.M. Benjamin and Senior Architect, K.R. Jani. The foundation stone of the building was laid on 3 August 1970 by Shri V.V. Giri, the then President of India. The building was formally inaugurated on 24 October 1975 by the then Prime Minister of India, Smt. Indira Gandhi.

The Parliament House Annexe was designed taking into account the varied requirements of the two Houses of Parliament with emphasis on economy, simplicity and functional utility. The building attempts to bridge the gap between the traditional and the modern, and radiates a new sense of aesthetics and a message of peace with its beautiful facade of mosaic jali, reminiscent of the Buddhist Chaitya arches. The complex provisions required to be made in a Legislature building have been fused in this structure which consists of a central block 7-storey structure and a terrace floor rectangular block rising above a 3-storeyed block in front and a 3-storeyed block at the rear. A plaza paved with red and white sandstone in traditional Indian pattern with a grassy plot interwoven with a water pool forms a podium for the building. Slender double-height free standing RCC columns in front of the mosaic jali, which support a projected roof above the podium, add a touch of grandeur to the entire structure. Ceramic and fire-brick tiles on the facade of the building lend a pleasing colour scheme and texture, besides giving a permanent finish requiring minimum maintenance.

▼ *Parliament House Annexe*



The Parliament House Annexe is located on a plot covering an area of over 9.8 acres with a total floor area of 35,400 sq. mtrs. The total cost of the project at the time of construction was about Rs. 37 million. The building attempts to bridge the gap between the traditional and the modern without disturbing the identity of the main Parliament House and radiates a new sense of aesthetics and a message of peace with its beautiful facade of mosaic *jali*.

The Ground Floor of Parliament House Annexe is one of the most functionally viable areas in the building and has been acknowledged as ideally suited for national and international Conferences. One of the walls of the Basement Floor is adorned with a painting by the eminent artist Shri Jatin Das depicting the *"Journey of India: From Mahenjodaro to Mahatma Gandhi"*. Similarly, one wall of the Ground Floor is decorated with a painting *"Transfer of Power"* by Shri V. S. Kulkarni.

In the rear block of the Ground Floor are three Committee Rooms and the Main Committee Room located around a square sunken court in the centre. The Centre Court with an overhead mosaic *jali* screen is landscaped with plants and paved with Haryana slate and river pebbles. Diffused light from the glass pyramids and the mosaic *jali* on all the four sides create a pleasing environment all around. The spacious lounge space provides comfortable seating arrangements for members of Parliament, delegates to Conferences, officials and the media.

▼ *The picturesque Central Staircase in Parliament House Annexe*



## Parliament Library Building

Till May 2002, the Parliament Library was functioning from the Parliament House. With time, the library service expanded into what is now familiarly known as LARRDIS (Library & Reference, Research, Documentation & Information Service). The accommodation available to the Parliament Library and its allied services in the Parliament building was too limited to cope with the volume of literature being acquired by it. Besides, there had been a growing demand for making available to the members of Parliament a more effective, efficient and modern Research, Reference and Information Service. In order to satisfy these requirements, the new Parliament Library Building was conceived. The foundation stone was laid by Shri Rajiv Gandhi, the then Prime Minister, on 15 August 1987 and the Bhoomi Poojan was performed by Shri Shivraj V. Patil, the then Speaker, Lok Sabha on 17 April 1994. This fully air-conditioned building was conceptualized by the eminent architect, Raj Rewal and constructed by the CPWD. The building, having a covered area of 60,460 sq. metres and constructed at the cost of Rs. 200 crore, was inaugurated by the then President of India, Shri K.R. Narayanan, on 7 May 2002.

Externally, the library building is related to the Parliament House and uses similar materials of red and beige sandstone. The general height is restricted to the podium of the Parliament, below the circular colonnade. The roof of the Library building has a series of low profile bubble domes sitting on steel structures complementing the existing domes of masonry on the Rashtrapati Bhawan.

The main entrance of the Library is directly linked to one of the Gates of the Parliament. It leads to an atrium covered with a circular roof lightly placed above a stainless steel ring, allowing muted light. The focal centre of the complex is built with sun reflecting, state-of-the-art, structural glass and stainless steel. It is composed of four petals. These petals are tied together with delicate tension rods. The upper part of the glass dome has a symbol of circle, representing the Ashok Chakra.

The Parliament Library Building which is equipped with all modern facilities consists of two basements and two floors above ground. The building accommodates the Parliament Library, Members' Reading Halls, Children's Corner, the high-tech Parliament Museum, Bureau of Parliamentary Studies and Training, the High Definition Lok Sabha T.V. Channel Studio, Computer Centre, Media Centre, Press Briefing Room, Press and Public Relations Service, Parliamentary Museum and Archives, Research and Reference Divisions, Audio-Visual Unit, Microfilming Unit and several branches of the Lok Sabha Secretariat. The building also houses an Auditorium with a sitting capacity of 1025 persons, Conference and Committee Rooms, Banquet Hall, etc.

## Extension to Parliament House Annexe

In order to meet the shortage in space due to the manifold increase in parliamentary activities, an extension to the Parliament House Annexe Building has been conceived. The foundation stone for the proposed extension was laid by the Vice-President of India and Chairman Rajya Sabha, Shri Mohammad Hamid Ansari and the then Lok Sabha Speaker, Shri Somnath Chatterjee, on 5 May 2009. The proposed building will have eight Committee Rooms, Seminar Hall, multi-utility audio-visual functionalities, offices of the Chairmen of Parliamentary Committees and the Lok Sabha and the Rajya Sabha Secretariats. Designed and being constructed by the CPWD, the building will have eco-friendly features like solar panel and rain water harvesting system.





*V.I.P. Foyer of Parliament Library Building*