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## EDITORIAL NOTE

The Thirteenth General Election is behind us. The month-long (September–October 1999) democratic exercise was conducted in a free, fair and peaceful manner, observing necessary restraint and discipline. Once again, we have proved that we are a democracy in its widest sense. On 10 October 1999, the Thirteenth Lok Sabha was constituted, making yet another milestone in further strengthening the best democratic traditions established in our country over the last 50 years. On behalf of *The Journal of Parliamentary Information*, we convey our warmest congratulations to all the newly-elected members of the Thirteenth Lok Sabha. This issue of the *Journal* carries a Short Note titled 'The Thirteenth Lok Sabha: Another Commitment to Democratic Values', highlighting major developments since the General Election was announced by the Election Commission.

Under the provisions of art. 93 of the Constitution, the Lok Sabha chooses one of its members to be the Speaker thereof, in accordance with the procedure prescribed in Rule 7 of the Rules of Procedure and Conduct of Business in Lok Sabha. On 22 October 1999, Shri Ganti Mohana Chandra Balayogi was unanimously re-elected as the Speaker of the Thirteenth Lok Sabha. Shri Balayogi was warmly felicitated on his unanimous election to the office of the Speaker by the Prime Minister, the Leader of the Opposition, Leaders of Parties and Groups and several other members. Accepting the felicitations, Speaker Balayogi congratulated all the members on their election to the Thirteenth Lok Sabha and said that unanimity in the election of the Presiding Officer is the first step that would lead to the cordial and smooth functioning of the House. We extend the warmest congratulations to Shri Balayogi on his re-election as the Speaker of the Thirteenth Lok Sabha on behalf of the *Journal of Parliamentary Information*. This issue of the *Journal* carries a Short Note titled 'The Election of the Speaker of the Thirteenth Lok Sabha'.

Another important event has been the election of the Deputy Speaker of the Lok Sabha. On 27 October 1999, Shri P.M. Sayeed, ten times consecutively elected to the Lok Sabha from the Lakshadweep

constituency and who has held a number of responsible offices in his illustrious career, was re-elected unanimously to the office of the Deputy Speaker. On his election, he was warmly felicitated by the Prime Minister, the Lok Sabha Speaker, the Leader of the Opposition and the Leaders of Parties and Groups and several other members. Replying to the felicitations, the newly-elected Deputy Speaker, Shri Sayeed assured the House that the unanimity of his election would always condition his reflexes in the conduct of the House. He urged the members to demonstrate the same spirit of unanimity in co-operating with him on a day-to-day basis in facilitating the peaceful and efficient transaction of the business of the House. On behalf of the *Journal of Parliamentary Information*, we extend our hearty felicitations to Shri Sayeed on his assuming the office of the Deputy Speaker of the Lok Sabha. We include in this issue of the *Journal* a Short Note on the election of the Deputy Speaker.

It was a defining moment in the history of the 110-year-old Inter-Parliamentary Union (IPU) when Dr. (Smt.) Najma Heptulla, Deputy Chairman, Rajya Sabha, was unanimously elected as the first-ever woman President of the Inter-Parliamentary Council. She was elected to this post for a three-year mandate on 16 October 1999 at the 165<sup>th</sup> session of the Inter-Parliamentary Council held in Berlin. As President of the Council, Dr. Heptulla would be responsible for promoting world-wide parliamentary dialogue and would work for peace and co-operation among peoples and for the strengthening of representative democracy. On her election, she was warmly felicitated by the Leader of the House, the Leader of the Opposition, Leaders of Parties and Groups and several other members of the Rajya Sabha. Accepting the felicitations, Dr. (Smt.) Heptulla said that her main motivation would be to uphold the dignity and the legacy of India and the thousands of years of ethos that Indians are so proud of. She said she would endeavour to uphold the democratic principles and strengthen the democracies of the world and also work for those nations which are still deprived in the world of their rightful position. On 30 November 1999, the Government of India with the approval of the Prime Minister, decided to accord the status of a Cabinet Minister to Dr. (Smt.) Heptulla in her capacity as the Chairperson of the IPU. On behalf of the *Journal of Parliamentary Information*, we convey our heartiest congratulations to Dr. (Smt.) Heptulla on her becoming the head of the governing body of one of the most influential organisations of world parliamentarians—the IPU. A Short Note

titled 'Dr. (Smt.) Najma Heptulla—the First Woman President of the Inter-Parliamentary Union' is included in this issue of the *Journal*.

On 15 November 1998, the Ethics Committee, Andhra Pradesh Legislative Assembly, adopted their Report on Code of Conduct for Legislators in and outside the Legislature. This report was presented by the Committee to the Legislative Assembly on 17 November 1998. The Rules Committee of the State Legislative Assembly considered the recommendations of the Committee on Ethics at their sittings held on 19, 23 and 25 November 1998. Finally, the Report was presented to the Legislative Assembly on 28 November 1998 by the Rules Committee, suggesting certain amendments. This issue of the *Journal* carries a Short Note titled 'Summary of the Report of the Ethics Committee, Andhra Pradesh Legislative Assembly on Code of Conduct for Legislators in and outside the Legislature' which briefly describes the salient features of the report particularly relating to Rules of Conduct for members while speaking in the House and outside the House; during their visits as part of Delegations to foreign countries; general rules of etiquette, etc.

All over the democratic world, the Committee System has proved to be the most effective tool through which Parliament as an institution and MPs as its representatives can fulfil their constitutional duties. A Conference on the subject 'Parliamentary Committee Systems' was organised in Dhaka, Bangladesh on 27-28 May 1999 under the UNDP project titled 'Strengthening Parliamentary Democracy' by the Institute of Parliamentary Studies, Dhaka. During the deliberations, participants shared their views on the Committee System in different countries and gave recommendations for future improvements. A Short Note titled 'Parliamentary Committee System in Bangladesh' highlighting salient features of the parliamentary committee system in Bangladesh has been included in this issue of the *Journal*.

Besides, we carry in this issue our other regular Features, viz. Parliamentary Events and Activities, Parliamentary and Constitutional Developments, Sessional Review, Summaries of Books, Recent Literature of Parliamentary Interest and Appendices.

We would like to felicitate Smt. Kiran Choudhary and Shri Martin Dauggo on their election as the Deputy Speaker of the Delhi Vidhan Sabha and the Meghalaya Legislative Assembly, respectively.

It has been our constant endeavour to make the *Journal* more useful and informative. We would greatly welcome suggestions for its further improvement. We also welcome practice and problem-oriented non-partisan articles in the field of parliamentary procedures and institutions from members of Parliament and State Legislatures, scholars and others interested in the field of parliamentary political science.

—G.C. Malhotra  
*Editor*

## THE THIRTEENTH LOK SABHA: ANOTHER COMMITMENT TO DEMOCRATIC VALUES

LARRDIS\*

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The longest ever electoral exercise in India's history during September-October 1999 to elect the Thirteenth Lok Sabha was another milestone in further strengthening the best democratic traditions established in our country over the last 50 years. The month-long democratic exercise was conducted in a free, fair and peaceful manner, observing necessary restraint and discipline.

*Dissolution of the Twelfth Lok Sabha:* On 26 April 1999, the President, Shri K.R. Narayanan dissolved the Twelfth Lok Sabha.

*Schedule for General Elections:* The General Elections for constituting a new House of the People (Thirteenth Lok Sabha) were held on 5, 11, 18 and 25 September 1999 and also on 3 and 28 October 1999. Polling passed off peacefully barring stray incidents of violence.

*Election results:* The Bharatiya Janata Party (BJP) and its allies in the National Democratic Alliance (NDA) obtained a clear majority in the Thirteenth General Elections. The BJP emerged as the single largest party, followed by the Indian National Congress. (For party position in the Lok Sabha, see Table.)

*Constitution of the Thirteenth Lok Sabha:* On 10 October 1999, the Thirteenth Lok Sabha was constituted with the Election Commission issuing a notification under Section 73 of the Representation of the People Act, 1951.

*New Prime Minister:* On 11 October 1999, the President, Shri K.R. Narayanan invited the Leader of the single largest party in the Lok Sabha, Shri Atal Bihari Vajpayee of the BJP, to form the Government. A 70-member Council of Ministers headed by Shri Atal Bihari Vajpayee was sworn in on 13 October 1999. The Council of Ministers and their portfolios are as under:

Shri Atal Bihari Vajpayee: (*Prime Minister*): Prime Minister and also

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\* Parliament Library and Reference, Research, Documentation and Information Service



*in charge of the Ministries/Departments not specifically allocated to the charge of any Minister.*

*Cabinet Ministers:* Shri L.K. Advani: *Home*; Shri Ananth Kumar: *Culture, Youth Affairs and Sports*; Shri T.R. Baalu: *Environment and Forests*; Ms. Mamata Banerjee: *Railways*; Shri George Fernandes: *Defence*; Shri Jagmohan: *Urban Development*; Dr. Satya Narayan Jatiya: *Urban Employment and Poverty Alleviation*; Shri Ram Jethmalani: *Law, Justice and Company Affairs*; Shri Manohar Joshi: *Heavy Industries and Public Enterprises*; Dr. Murlī Manohar Joshi: *Human Resource Development and Science and Technology*; Shri R. Kumaramangalam: *Power*; Shri Pramod Mahajan: *Parliamentary Affairs and Water Resources*; Shri Murasoli Maran: *Commerce and Industry*; Shri Ram Naik: *Petroleum and Natural Gas*; Shri Nitish Kumar: *Surface Transport*; Shri J. J. Oram: *Tribal Affairs*; Shri Ram Vilas Paswan: *Communications*; Shri Naveen Patnaik: *Mines and Minerals*; Shri Sunder Lal Patwa: *Rural Development*; Shri Suresh Prabhakar Prabhu: *Chemicals and Fertilizers*; Shri Kashiram Rana: *Textiles*; Shri Shanta Kumar: *Consumer Affairs and Public Distribution*; Shri Jaswant Singh: *External Affairs*; Shri Yashwant Sinha: *Finance*; and Shri Sharad Yadav: *Civil Aviation*.

*Ministers of State (Independent Charge):* Ms. Maneka Gandhi: *Social Justice and Empowerment*; Shri Arun Jaitley: *Information and Broadcasting*; Shri M. Kannappan: *Non-conventional Energy Sources*; Shri Dilip Ray: *Steel, in addition will assist Minister of Parliamentary Affairs*; Smt. Vasundhara Raje: *Small Scale Industries, Agro and Rural Industries; in addition will be Minister of State assisting the Prime Minister in the Ministry of Personnel and Public Grievances and Pensions, Department of Atomic Energy and Department of Space*; Shri N.T. Shanmugam: *Health and Family Welfare*; Ms. Uma Bharti: *Tourism*.

*Ministers of State:* Shri Ramesh Bais: *Chemicals and Fertilizers*; Ms. Bijoya Chakravarty: *Water Resources*; Shri Shriram Chauhan: *Parliamentary Affairs*; Shri Bandaru Dattatraya: *Urban Development*; Shri Santosh Gangwar: *Science and Technology, in addition will assist Minister of Parliamentary Affairs*; Shri Jaysingrao Gaikwad Patil: *Human Resource Development*; Prof. Chaman Lal Gupta: *Civil Aviation*; Shri Syed Shahnawaz Hussain: *Food Processing*; Dr. Vallabh Bhai Ramjibhai Kathiria: *Heavy Industries and Public Enterprises*; Shri Faggan Singh Kulaste: *Parliamentary Affairs*; Shri V. Dhananjaya Kumar: *Finance*; Shri Bangaru Laxman: *Planning and Programme Implementation*; Ms. Sumitra Mahajan: *Human Resource Development*; Shri Subhash Maharia: *Rural Development*; Shri Babu Lal Marandi: *Environment and Forests*; Ms. Jayawanti Mehta: *Power*; Shri Muni Lall:

**Labour and Employment**, Shri Omar Abdullah: **Commerce and Industry**, Shri Ajit Kumar Panja: **External Affairs**; Shri Harin Pathak: **Defence**; Dr. Debendra Pradhan: **Surface Transport**; Shri E. Ponnuswamy: **Petroleum**; Shri A. Raja: **Rural Development**; Shri O. Rajagopal: **Law, Justice and Company Affairs**; Dr. Raman: **Commerce and Industry**; Shri Gingee N. Ramachandran: **Textiles**; Shri Chennamaneni Vidya Sagar Rao: **Home**; Shri S.B.P.B.K. Satyanarayana Rao: **Agriculture**; Shri Bachi Singh Rawat: **Defence**; Shri Tapan Sikdar: **Communications**; Shri Digvijay Singh: **Railways**; Shri Th. Chaoba Singh: **Culture, Youth Affairs & Sports**; Shri V. Sreenivasa Prasad: **Consumer Affairs and Public Distribution**; Shri I.D. Swami: **Home**; Dr. (Smt.) Rita Verma: **Mines and Minerals**; Shri EV alias Balasaheb Vikhe-Patil: **Finance**; and Shri Hukumdeo Narayan Yadav: **Agriculture**.

**Leader of the Opposition:** The Leader of the Indian National Congress in the Lok Sabha, Smt. Sonia Gandhi was recognised as the Leader of the Opposition in the Lok Sabha, with effect from 13 October 1999

**Speaker Pro tem:** On 15 October 1999, the President of India, Shri K.R. Narayanan appointed Shri Indrajit Gupta, as Speaker *pro tem* in exercise of the powers conferred upon him by clause (1) of article 95 of the Constitution of India. He performed the duties of the Speaker and presided over the sittings of the Lok Sabha on 20 and 21 October 1999 and till the new Speaker was elected on 22 October 1999.

**Appointment of Persons before whom members made and subscribed Oath or Affirmation:** The President of India, Shri K.R. Narayanan vide an order dated 15 October 1999 appointed Shri Indrajit Gupta, Shri P.M. Sayeed, Shri Somnath Chatterjee and Shri Madhavrao Scindia as persons before any of whom members of the Thirteenth Lok Sabha could make and subscribe oath or affirmation in accordance with the provisions of article 99 of the Constitution of India.

**Vacation of seats:** On 19 October 1999, the Speaker accepted the resignation of Smt. Sonia Gandhi of her seat from Bellary parliamentary constituency and Shri Mulayam Singh Yadav of his seat from the Kannauj parliamentary constituency.

**Vacation of Office by Speaker of the Twelfth Lok Sabha:** Shri G.M.C. Balayogi vacated the office of the Speaker of the Twelfth Lok Sabha in the forenoon of 20 October 1999 under the second proviso to article 94 of the Constitution of India.

**First Session of the Thirteenth Lok Sabha:** The First Session of the Thirteenth Lok Sabha commenced on 20 October 1999 with the Speaker *pro tem*, Shri Indrajit Gupta administering oath or affirmation to the

newly-elected members. There were 8 sittings in all during the Session.

*Address by the President:* On 25 October 1999, the President, Shri K. R. Narayanan, addressed both the Houses of Parliament assembled together in the Central Hall of Parliament House.

*Election of Speaker:* On 22 October 1999, the Prime Minister, Shri Atal Bihari Vajpayee moved that Shri Ganti Mohana Chandra Balayogi be chosen as the Speaker of the Lok Sabha. The Leader of the Opposition in the Lok Sabha, Smt. Sonia Gandhi seconded the motion. Thirteen other motions proposing the name of Shri Balayogi were also moved. The motion moved by Shri Atal Bihari Vajpayee and seconded by Smt. Sonia Gandhi was put to vote of the House. Shri G.M.C. Balayogi was unanimously re-elected as the Speaker of the Lok Sabha.\*

*Panel of Chairmen:* Under rule 9 of the Rules of Procedure and Conduct of Business in Lok Sabha, the Speaker *pro tem* Shri Indrajit Gupta nominated Shri P.M. Sayeed, Shri Somnath Chatterjee and Shri Madhavrao Scindia on the Panel of Chairmen on 20 October 1999.

*Election of Deputy Speaker:* On 27 October 1999, the Prime Minister, Shri Atal Bihari Vajpayee moved that Shri P.M. Sayeed be chosen as the Deputy Speaker of the House. The Leader of the Opposition in the Lok Sabha, Smt. Sonia Gandhi seconded the motion. Sixteen other motions, also proposing the name of Shri Sayeed, were moved. The motion moved by Shri Atal Bihari Vajpayee and seconded by Smt. Sonia Gandhi was adopted unanimously and Shri P.M. Sayeed was chosen as the Deputy Speaker.\*\*

*Lok Sabha prorogued:* The Thirteenth Lok Sabha which commenced its First Session on 20 October 1999 and adjourned *sine die* on 29 October 1999, was prorogued by the President on 1 November 1999.

*Election results:* On 28 October 1999, elections were held in six parliamentary constituencies which were not held earlier along with the rest of the constituencies. The results of these constituencies are as under: Bhagalpur: Shri Subodh Roy (CPI-M); Purnea: Shri Rajesh Ranjan alias Pappu Yadav (Independent); Rajmahal (ST): Shri Thomas Hansda (Congress-I); Khagaria: Smt. Renu Devi (JD-U); Dhubri: Shri Abdul Hamid (Congress-I); and Outer Manipur (ST): Shri Holkhomang Haokip (Nationalist Congress Party).

\* For details of the election of the Speaker, see Short Note "The Election of the Speaker of the Thirteenth Lok Sabha", pp. 291-298

\*\* For details of the election of the Deputy Speaker, see Short Note "The Election of the Deputy Speaker of the Thirteenth Lok Sabha", pp. 299-307

**TABLE**

**PARTY POSITION IN THE THIRTEENTH LOK SABHA**  
(as on 17 November 1999)

<b>Name of the Party</b>	<b>No. of Seats</b>
1. Bharatiya Janata Party	182
2. Indian National Congress	113
3. Communist Party of India (M)	33
4. Telugu Desam Party	29
5. Samajwadi Party	25
6. Janata Dal (United)	21
7. Shiv Sena	15
8. Bahujan Samaj Party	14
9. Dravida Munnetra Kazhagam	12
10. All India Anna Dravida Munnetra Kazhagam	10
11. Biju Janata Dal	10
12. All India Trinamool Congress	8
13. Rashtriya Janata Dal	7
14. Nationalist Congress Party	8
15. Indian National Lok Dal	5
16. Pattali Makkal Katchi	5
17. Marumalarchi Dravida Munnetra Kazhagam	4
18. Communist Party of India	4
19. J & K National Conference	4
20. Revolutionary Socialist Party	3
21. Akhil Bharatiya Loktantrik Congress	2
22. All India Forward Bloc	2
23. Muslim League Kerala State Committee	2
24. Rashtriya Lok Dal	2
25. Shiromani Akali Dal	2
26. All India Majlis-e-ittihadul Muslimeen	1
27. Bharipa Bahujan Mahasangh	1
28. Communist Party of India (M-L) Liberation	1
29. Himachal Vikas Congress	1
30. Janata Dal (Secular)	1
31. Kerala Congress	1

32. Kerala Congress(M)	1
33. Manipur State Congress Party	1
34. M.G.R. Anna Dravida Munnetra Kazhagam	1
35. Peasants and Workers Party of India	1
36. Shiromani Akali Dal (S.S. Mann)	1
37. Sikkim Democratic Front	1
38. Samajwadi Janata Party (Rashtriya)	1
39. Independents	6
40. Nominated	2
⊙ vacant	2
<b>Total</b>	<b>545</b>

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⊙ vacant due to resignation of Smt. Sonia Gandhi from the Bellary and of Shri Mulayam Singh Yadav from the Kannauj constituencies with effect from 19 October 1999.

## THE ELECTION OF THE SPEAKER OF THE THIRTEENTH LOK SABHA

LARRDIS\*

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Under the provisions of art. 93 of the Constitution, the Lok Sabha chooses one of its members to be the Speaker thereof, in accordance with the procedure prescribed in Rule 7 of the Rules of Procedure and Conduct of Business in Lok Sabha. The Speaker is elected by a simple majority of members present and voting in the House.

The Thirteenth Lok Sabha was constituted on 10 October 1999. The newly constituted House met for the first time on 20 October 1999. The date for holding the election to the office of the Speaker was fixed as 22 October 1999. The members were accordingly informed of the procedure and programme thereof through the Lok Sabha *Bulletin Part-II* on 16 and 18 October 1999. Members were required to give notices of motions for the election in the prescribed form before noon on 21 October 1999.

Fourteen notices of motions were received by the prescribed time. All of them proposed the name of Shri Ganti Mohana Chandra Balayogi. All the motions were found to be in order and were included in the *List of Business* for 22 October 1999. These motions were also included in the *Revised List of Business* for 22 October 1999 in the order in which they were received in point of time. Ballot was held to determine *inter se* priority in respect of notices which were received at the same point of time.

On 22 October 1999, when the item was taken up, the Speaker *pro tem*, Shri Indrajit Gupta, who was in the Chair, called upon the Prime Minister, Shri Atal Bihari Vajpayee to move the motion standing in his name. Shri Vajpayee then moved the motion "That Shri G.M.C. Balayogi, member of this House, be chosen as the Speaker of this House". The Leader of the Opposition in the Lok Sabha, Smt. Sonia Gandhi seconded the motion. Later, the thirteen other motions were also moved. Subsequently the motion moved by Shri Vajpayee was put to the vote

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\* Parliament Library and Reference, Research, Documentation and Information Service

of the House and was unanimously adopted and Shri G.M.C. Balayogi was chosen as the Speaker of the Thirteenth Lok Sabha. The Speaker, *pro tem*, Shri Indrajit Gupta then invited Shri Balayogi to occupy the Chair. The Leader of the House and the Prime Minister, Shri Atal Bihari Vajpayee and the Leader of the Opposition in the Lok Sabha, Smt. Sonia Gandhi then conducted Shri Balayogi to the Chair.

Shri Balayogi was warmly felicitated on his election to the office of the Speaker by the Prime Minister, the Leader of the Opposition and Leaders of various Parties and Groups in the Lok Sabha. At the end, the Speaker replied to felicitations.

Felicitating the Speaker of the Lok Sabha, Shri G.M.C. Balayogi, the Prime Minister, Shri Atal Bihari Vajpayee said that the election of Speaker was itself a significant event but this time it had become unique as Shri Balayogi had been elected as the Speaker for the second term. It was gratifying that Shri Balayogi's election as Speaker had been unanimous. In the past, there was a convention that the Speaker would belong to the ruling party and the Deputy Speaker would belong to the main Opposition party. This convention had been revived. This convention must continue as it would strengthen democracy. The Prime Minister felt that once again an onerous responsibility had been thrust on Shri Balayogi's shoulders. He was confident that the House would discharge its responsibility under the new Speaker's able guidance. It was essential that we should always maintain the highest tradition of the House while presenting arguments and differences of opinion, the Prime Minister added.

The Leader of the Opposition in the Lok Sabha, Smt. Sonia Gandhi expressed her great pleasure on Shri Balayogi's unanimous election to the high office of the Speaker of the Lok Sabha. Since Shri Balayogi's elevation to the high office in 1998, in a short period of time, he found his way through the maze of rules and regulations and conventions and dealt fairly and impartially with each section of the House. She added that just as it would be the Speaker's task to be the custodian of the traditions of the House, so it would be the task of all parliamentarians to set examples of dignified debate and productive discussion. The deliberations would be followed and watched by vast numbers of people. It was, therefore, imperative that we adhered to the highest traditions of parliamentary decorum and language.

Shri Somnath Chatterjee conveyed heartiest felicitations, greetings and also best wishes on Shri Balayogi's re-assumption of the high office of the Speaker. His unanimous choice not only would reflect the composition of the present House but also the respect, faith and confidence

that he earned during his short tenure in the Twelfth Lok Sabha as the Presiding Officer.

Shri K. Yerrannaidu extended warm felicitation to Shri Balayogi on his unanimous election which is a rare honour. He requested senior parliamentarians of the House to guide the newcomers about parliamentary etiquette.

Shri Mulayam Singh Yadav welcomed Shri Balayogi and expressed happiness on his election to the office of the Speaker. Shri Yadav expected him to continue to protect the rights of Opposition members.

Kumari Mayawati expressed her happiness on Shri Balayogi's election as the Speaker of the House. She hoped that Shri Balayogi would look after the interests of the society from which he came from.

Shri P.H. Pandian offered the warmest felicitations to Shri Balayogi and hoped that the Speaker would maintain the tradition of independence of thinking, of action, and of conduct in the House.

Shri Indrajit Gupta, expressing his pleasure at the unanimous election of Shri Balayogi as Speaker, said that the entire House had got confidence and faith in his capacity to run the House. One of the main casualties of late had been that of the decorum and dignity of the House. There had been adverse comments about it in the Press. Under Shri Balayogi's stewardship, Shri Gupta sincerely hoped that this chapter would be closed and everybody would conduct themselves in a dignified manner.

Shri Sharad Pawar congratulated Shri Balayogi and said that the Speaker of the Lok Sabha leads all parliamentary institutions of the country. The Speaker's rulings or directions would guide the nation to a new path. Shri Pawar assured wholehearted cooperation to Shri Balayogi.

Dr. Raghuvansh Prasad Singh congratulated the Speaker on his being elected unanimously to the office a second time. Besides being an able and impartial person, Shri Balayogi possessed the elements of tolerance also. He was confident that Shri Balayogi would continue to uphold the dignity of the House and protect the honour and interests of the society he belonged to.

Shri Sanat Kumar Mandal warmly congratulated Shri Balayogi on his election as the Speaker. He hoped that Shri Balayogi would give members more time to air their views on various burning problems.

Felicitating Shri Balayogi, Shri Chandrashekhar assured him full cooperation in upholding high ideals and traditions. He expressed



confidence that Shri Balayogi would be able to find a solution to the problems likely to be faced in future and succeed in upholding the dignity of the House.

Congratulating Shri Balayogi, Shri G.M. Banatwalla said that his unanimous election to the office a second time shows that every section of the nation had full faith in him.

Shri Amar Roy Pradhan extended his congratulations to Shri Balayogi and appealed to him to take care of small parties and groups.

Shri Ali Mohd. Naik felicitated Shri Balayogi on his election and assured full cooperation to the newly elected Speaker.

Shri P.C. Thomas said that Shri Balayogi would be able to do justice to the diversities in the House as well as in the nation.

Shri K. Francis George also congratulated Shri Balayogi on his assuming the Speakership of the Thirteenth Lok Sabha.

Accepting the felicitations, Shri G.M.C. Balayogi said:

Honourable members, I congratulate all of you individually and collectively on your election to this House, the Thirteenth Lok Sabha.

I thank the Honourable Prime Minister, Shri Atal Bihari Vajpayee and the Leader of the Opposition, Shrimati Sonia Gandhi in having respectively proposed and seconded my candidature for election to the office of the Speaker. I have great pleasure too in placing on record my sincere gratitude to the Leaders of all Parties and Groups in facilitating my unanimous election as Speaker. Unanimity in the election of the Presiding Officer, as I see it, is the first step that would lead to the cordial and smooth functioning of the House. My special thanks to the father of the House, Shri Indrajit Gupta for his graceful presence in the Chair and his dignified conduct of the proceedings of the House as *pro tem* Speaker over the last two days.

The Thirteenth General Election is behind us. It has been generally peaceful, apart from being free and fair. We have once again proved that we are a democracy in its widest sense and that in our region, our democracy is of a durable brand as well. No doubt we have gone through an unusually long spell of election campaign of which, I am sure, all of us—and more importantly, the people of our country—are tired. Let us sincerely hope that this House will complete its full term. While democracy stands ingrained in our people, they want political stability too.

The election has been a massive mandate for the forces of federalism. This is reflected in the composition of this House; in the structure of the Government. I would consider that in our country of a billion people and strong regional identities, this liberal mandate for federalism is a welcome development. I hope that this House would see in this mandate a golden opportunity to strengthen the Union of India that we are by harmonising the competing, and sometimes conflicting, regional interests and by forging the highest common measure of agreement amongst these interests.

A vital lesson of the election has been that the only ideology the people understand and appreciate is the ideology of development. Removal of poverty, removal of regional disparities, equity and social justice are the subjects that our people want to be placed high on the national agenda. I hope that this message informs and guides the honourable members in the performance of their duties and their functions in the House.

I am advised that more than 40 per cent of the members of this House are newcomers. It is necessary that they learn and play by the Rules of Procedure and Conduct of the Business of the House. Failure in this regard may render time management in the House a very difficult task for all of us. The newcomers could learn from senior parliamentarians, who in turn, can guide them. It is needless for me to point out that the parliamentary parties themselves have a significant role to play in the education of the newcomers.

It has been my experience as the Speaker of the Twelfth Lok Sabha that the junior members of the House, particularly the youth amongst them, cutting across political parties, feel aggrieved that they do not get adequate opportunities to articulate themselves due to non-assignment of time for the purpose. Assignment of party time in the House is the responsibility of the parties themselves. Parliamentary parties may like to find a solution to this problem.

Politicians all over the world have been debating the case of the missing women in position of power including in legislative bodies. In our country also, we have not lagged behind in debates. In this House too, we do miss women members significantly. They are 46 in number accounting for 8.6 per cent of the total strength of the House. I hope that the limited number of women members in the House would make up for their missing numbers by the quality of their performance. This, again, would be dependent upon the pro-active interest of the parliamentary parties in the encouragement they give to their women members.

It is a tradition in parliamentary democracies for the Treasury Benches to be tolerant to criticism by the Opposition and for the Opposition to be constructive and responsible in holding the Government accountable. It is the mindless breach of this tradition which disrupts dignity and decorum in the House. I would call upon the Treasury Benches and the Opposition to help me to run the House in an environment of mutual cooperation and consensus among the members, particularly as there are as many as 38 political parties which have their presence in this House, apart from independents.

Honourable members, in the present day world of expanding media, Legislatures all over the world are coming under close scrutiny. Particularly, with the growth in electronic media and live coverage of the proceedings of the House, every movement of yours is being closely watched by the people. It calls for sobriety and restraint on our part. People are very rational in their judgment of what is genuine and what is not. Playing to the gallery will really not help. We are being watched for the genuineness.

Media is an important pillar of democracy. It provides us an effective interface with the people. I am confident that the media will continue to perform its duties with a high degree of responsibility in their coverage of the proceedings of the House.

It is the fundamental duty of the Presiding Officer to uphold the supremacy of the Constitution in a non-partisan way. I shall perform my duty accordingly. In this endeavour, I seek the understanding, cooperation and support of all the members.

I am beholden to all the felicitations showered on me in the House today.

I thank you all most heartily.

### **SHRI GANTI MOHANA CHANDRA BALAYOGI—A LIFE-SKETCH**

Son of Shri Ganniyya Ganti and Smt. Satyamma, Shri Ganti Mohana Chandra Balayogi was born on 1 October 1951 at Yedurulanka in the East Godavari District of Andhra Pradesh. He was educated at the Andhra University, Visakhapatnam. He is a Post Graduate (Political Science) with a Degree in Law. He married Smt. Vijaya Kumari Ganti on 16 April 1982. They have one son and three daughters.

Shri Balayogi, who has worked as an Advocate, social worker, agriculturist and trade unionist, started his political career in 1987 as the Chairman of the Zilla Praja Parishad, East Godavari, a position he held till 1991. Shri Balayogi has also held the position of District Munsif



The Speaker of the Lok Sabha, Shri G.M.C. Balayogi

of Kakinada. He was the Vice-Chairman, Cooperative Town Bank, Kakinada, Andhra Pradesh in 1986-87. As Chairman of the District Selection Committee, he was instrumental in providing employment to teachers and legal heirs of deceased Government employees.

Shri Balayogi's association with the Parliament began in 1991 when he was elected to the Tenth Lok Sabha from the Amalapuram constituency in Andhra Pradesh.

In 1996, Shri Balayogi was elected to the Andhra Pradesh Legislative Assembly. Later on, he was appointed the Minister of Higher Education in the Government of Andhra Pradesh.

Shri Balayogi was returned to the Twelfth Lok Sabha in the General Elections in 1998 and was elected the Speaker of the Lok Sabha on 24 March 1998. During the Twelfth Lok Sabha, Shri Balayogi was the Chairman of Business Advisory Committee; Rules Committee; General Purposes Committee; and the Standing Committee of the Conference of Presiding Officers of Legislative Bodies in India. He was also the President of the Indian Parliamentary Group in which capacity he was the President of the National Group of Inter-Parliamentary Union (IPU) and the India Branch of the Commonwealth Parliamentary Association (CPA). He was re-elected to the Thirteenth Lok Sabha in the 1999 General Elections and was unanimously re-elected Speaker on 22 October 1999.

Shri Balayogi has travelled widely all over the world as well as in India. He led the Indian Parliamentary Delegations to the 99th Inter-Parliamentary Conference held at Windhoek in Namibia in April 1998; the 100th Inter-Parliamentary Conference at Moscow in September 1998; and the 101st Inter-Parliamentary Conference at Brussels in Belgium in April 1999. Shri Balayogi was the leader of the Indian Delegations to the 44th Commonwealth Parliamentary Conference at Wellington in New Zealand in October 1998; the 45th Commonwealth Parliamentary Conference at Port of Spain in Trinidad and Tobago in September 1999 and the 7th Asia-Pacific Parliamentarians Conference on Environment and Development in Chiang Mai Province in Thailand in November 1999. He has also led several Parliamentary Delegations to foreign Parliaments on goodwill visits. While leading Parliamentary Delegations abroad, he addressed the Russian State Duma in November 1998 and the Turkish Grand National Assembly in June 1998. During his visit to Morocco, leading a Parliamentary Delegation, Shri Balayogi was honoured with a decoration "Wissam Alaouite of the Order of Grand Officer."

Shri Balayogi has been closely associated with various social and cultural activities and has organised relief and medical camps for the

poor and the cyclone affected. He has also worked for the uplift of the poor and the downtrodden, particularly concentrating on developmental programmes in rural areas. He has been actively involved in solving drinking water problem in villages, improving communication facilities, and organising song and drama competitions among pupils in High Schools in Andhra Pradesh. He has also organised several sports events at District level in Andhra Pradesh and was President of the Cricket Association of East Godavari District. He was also closely associated with the Dr. Baba Saheb Ambedkar Jayanti celebrations.

## THE ELECTION OF THE DEPUTY SPEAKER OF THE THIRTEENTH LOK SABHA

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Under the provisions of art. 93 of the Constitution, the Lok Sabha chooses one of its members to be Deputy Speaker thereof, in accordance with the procedure prescribed in Rule 8 of the Rules of Procedure and Conduct of Business in Lok Sabha. The Deputy Speaker is elected by a simple majority of members present and voting in the House.

The Speaker, Lok Sabha, Shri G.M.C. Balayogi, fixed 27 October 1999 as the date for holding of the election to the office of the Deputy Speaker of the Thirteenth Lok Sabha. The members were accordingly informed of the procedure and programme thereof through the Lok Sabha Bulletin Part-II on 22 October 1999. Members were required to give notices of motions for the election of Deputy Speaker in the prescribed form before noon on 26 October 1999. The item on 'Election of Deputy Speaker' was included in the List of Business of 27 October 1999.

On 27 October 1999, when the item was taken up, the Speaker, Lok Sabha, Shri G.M.C. Balayogi, who was in the Chair, called upon the Prime Minister, Shri Atal Bihari Vajpayee to move the motion standing in his name. Accordingly the Prime Minister, Shri Atal Bihari Vajpayee moved the motion, "That Shri P.M. Sayeed, a member of this House, be chosen as the Deputy Speaker of this House". The Leader of the Opposition in the Lok Sabha, Smt. Sonia Gandhi, seconded the motion. The other identical motions at Sl. Nos. 2 to 17 were also moved in favour of Shri P.M. Sayeed to be chosen as the Deputy Speaker of the Lok Sabha.

The motion moved by Shri Atal Bihari Vajpayee and seconded by Smt. Sonia Gandhi was then put to the vote of the House and was unanimously adopted. The Speaker, Shri Balayogi, then declared that Shri P.M. Sayeed was chosen as the Deputy Speaker of the Thirteenth

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\* Parliament Library and Reference, Research, Documentation and Information Service.

Lok Sabha. The Deputy Speaker was later conducted to his seat by the Prime Minister and the Leader of the Opposition.

Shri P.M. Sayeed was warmly felicitated on his election to the office of the Deputy Speaker by the Prime Minister, the Speaker of the Lok Sabha, the Leader of the Opposition and Leaders of Parties and Groups. At the end, the Deputy Speaker replied to the felicitations.

The Prime Minister, Shri Atal Bihari Vajpayee, extending his congratulations and felicitations to Shri P.M. Sayeed on his election to the office of Deputy Speaker, said that Shri Sayeed was elected to the office unanimously in the previous Lok Sabha also but this time the unanimity was more pleasant. He is one of the senior-most members of the House, having made his debut as a member of the Lok Sabha in 1967; since then, he had been member of each consecutive Lok Sabha. In the past, he had carried out various duties very efficiently. The Prime Minister wished Shri Sayeed success in his endeavours.

Felicitating Shri Sayeed on his being elected to the office of the Deputy Speaker unanimously, the Leader of the Opposition in the Lok Sabha, Smt. Sonia Gandhi said that Shri Sayeed had been a member of the Lok Sabha for the last 33 years and over these years he had voiced the feelings of the far-flung Lakshadweep Islands in the House and raised many important issues. His election is a token of honour to his long experience, his intellect, goodwill and significant contribution in the proceedings of the House.

Shri Somnath Chatterjee (CPI-M) said that the people of Lakshadweep are very proud today for having selected and elected continuously a very worthy representative of theirs who had adorned the House for decades. He is one of the friendliest of members and a good guide who had maintained excellent relationship with everybody in the House. He had already made his mark and shown his undoubted capacity to be a very worthy Presiding Officer of the House.

The former Prime Minister of India, Shri Chandrashekhar (Samajwadi Janata Party—(Rashtriya) congratulated Shri Sayeed on being elected to the highly esteemed office. Shri Sayeed had been sympathetic towards the poor and had been raising their voice from time to time. He represented all the deprived, rejected, downtrodden and exploited sections of humanity, Shri Chandrashekhar added.

Shri Mulayam Singh Yadav (Samajwadi Party) felicitated Shri P.M. Sayeed and felt sure that he would take special care to safeguard the



interests of the poor peasants and labourers and people belonging to the minority communities.

Shri M.V.V.S. Murthi (TDP) congratulated the newly elected Deputy Speaker and said that Shri Sayeed had mastered the art of winning the election and maintaining the dignity of the House.

Shri Indrajit Gupta (CPI) said that nobody can match Shri Sayeed in his long parliamentary record. He is the most amiable, most friendly and most affectionate Deputy Speaker apart from being the most efficient.

Kumari Mayawati (BSP) congratulated Shri P.M. Sayeed on being elected as the Deputy Speaker and hoped that he would take care of and safeguard the interests of Muslims and other minorities.

Shri P.H. Pandian (AIADMK) congratulated and felicitated Shri P.M. Sayeed on being elected unanimously as the Deputy Speaker of the Lok Sabha. He hoped that Shri Sayeed would be able to guide them in their parliamentary work.

Dr. Raghuvansh Prasad Singh (RJD) congratulated Shri Sayeed on his being unanimously elected as the Deputy Speaker of the House.

Shri Amar Roy Pradhan (AIFB) described Shri P.M. Sayeed as a perfect gentleman and sincere to his duties and hoped that he would do justice to the members and uphold the prestige of the House.

Shri G.M. Banatwala (Muslim League Kerala State Committee) expressed his happiness on the election of Shri P.M. Sayeed as the Deputy Speaker and hoped that he would perform his duties efficiently and maintain the principles of secularism.

Congratulating Shri Sayeed, the Speaker of the Lok Sabha, Shri G.M.C. Balayogi said:

Honourable members, I have pleasure in joining the Prime Minister, the Leader of the Opposition and other honourable members in extending my felicitations to Sayeed Saheb on his election as the Deputy Speaker once again. His unanimous election for a second term is yet another testimony to the collective commitment of this House to the well established democratic values and traditions.

Shri Sayeed is one of those few privileged members who have virtually played most of the roles associated with being a member of this House. The whole House, particularly, the new members, stand to gain enormously from his long and varied

experience in Parliament, in several of its Committees, in the Council of Ministers and most importantly, as the Deputy Speaker in the previous Lok Sabha.

He is already a role model for our parliamentarians. To be returned to the House ten consecutive terms from the same constituency in itself is a remarkable feat. To be accepted by the whole House, unopposed as its Deputy Speaker for the second consecutive term, definitely adds colour to that achievement.

With the humility and simplicity, symbolic of our beautiful island population whose most consistent and authentic spokesperson he has been for more than three decades, Sayeed Saheb has earned a wide circle of friends and admirers within this House. As a Presiding Officer, he has been able to combine the right degree of firmness with flexibility and a high degree of objectivity in dealing with the members on either side of the Chair; this, as you know, is the most difficult test for a Presiding Officer to pass. This House has indeed been very prudent in its choice.

I wish Shri Sayeedji all the very best.

Replying to the felicitations, the newly elected Deputy Speaker, Shri P.M. Sayeed said:

It is a great honour and privilege in being elected a member of this House, which is the popular chamber of the largest working democracy in the world. My hearty felicitations to all of you in having been able to secure this honour and privilege.

That I am your unanimous choice for the office of the Deputy Speaker is a matter of honour for me. That I am your choice for the second time over is doubly so. I feel touched. I feel humble.

Today's political trend in the country is one of inclusiveness. The politics of exclusion appears to me to be behind us. I see inclusiveness in the composition of this House, in the structure of the Government. I see in my election as Deputy Speaker of the House that the islanders of the country in general and the people of my constituency, Lakshadweep, in particular, are also beneficiaries of this inclusiveness. I take this opportunity to convey to the House the compliments of the people of Lakshadweep, to place on record my gratitude to them but for whose faith in me through ten General Elections, I would not have accessed the office of the Deputy Speaker in repetition.

In my long experience as a member of this House which has

given me interface with members of the Houses of other countries, I have found that all over the world, parliamentarians are becoming increasingly professional in serving their constituents. Attaching value for the time of the House, facilitating orderly conduct of parliamentary proceedings, display of mutual respect for the views of one another, rising above partisan considerations on matters of basic national interests, knowledge-based performance in the Parliament are all various dimensions of this professionalism. I call upon all the honourable members to be professional in the discharge of their duties and functions.

Even as I emphasize professionalism, I do concede that the honourable members should be equipped with the necessary infrastructure for the purpose. Members of Parliament elsewhere in the world, even in comparatively smaller countries, have full-fledged offices with adequate supporting staff and modern equipment, including computers with the latest configuration and interconnectivity. I am aware that the honourable Speaker is also for modernising the service capabilities of parliamentarians. The House, as a whole, needs to innovate in this regard.

While I see that a significant percentage of the members of the House are newcomers, I am sure that many of them would be bringing with them new experiences and new ideals. We should collectively facilitate articulation of the lessons of these experiences and reflection of these ideals.

There is an annual allocation of more than Rs. 1,000 crore under the MPs Local Area Development Scheme. My experience is that there are lots of inadequacies in the implementation of the Scheme. Those should be rectified. The Scheme should itself be made more flexible. I have no doubt that if the honourable members would take serious interest in the Scheme, they could bring about significant improvement in the lot of the poor masses of the country. This is the least that could be done to them who, in fact, account for substantial voter turn-out.

Our media has been very vibrant in projecting Parliament business. Because of the electronic revolution, visual images, *inter alia*, about the performance of the Parliament have come to have outreach into remote parts of the country. A balanced media projection of the Parliament in action, including the constructive work done by the members, would go a long way in its preservation as a democratic institution and in strengthening peoples' faith in democratic values.

While the level of representation of women in the House remains static, for the first time in the history of our country, we are having a lady Leader of the Opposition. Madam, I hope that your presence in this vital office of the House will strengthen the forces of women's empowerment, particularly women's parity with men in the Parliament and other legislative bodies in the country.

Prime Minister, Sir, I wish you well in carrying our country into the next century.

Mr. Speaker, Sir, I had the privilege of working closely with you in the 12th Lok Sabha which you presided. It was a pleasurable experience. I look forward for working in closer cooperation with you as your deputy in this House as well.

### **SHRI P.M. SAYEED—A LIFE-SKETCH**

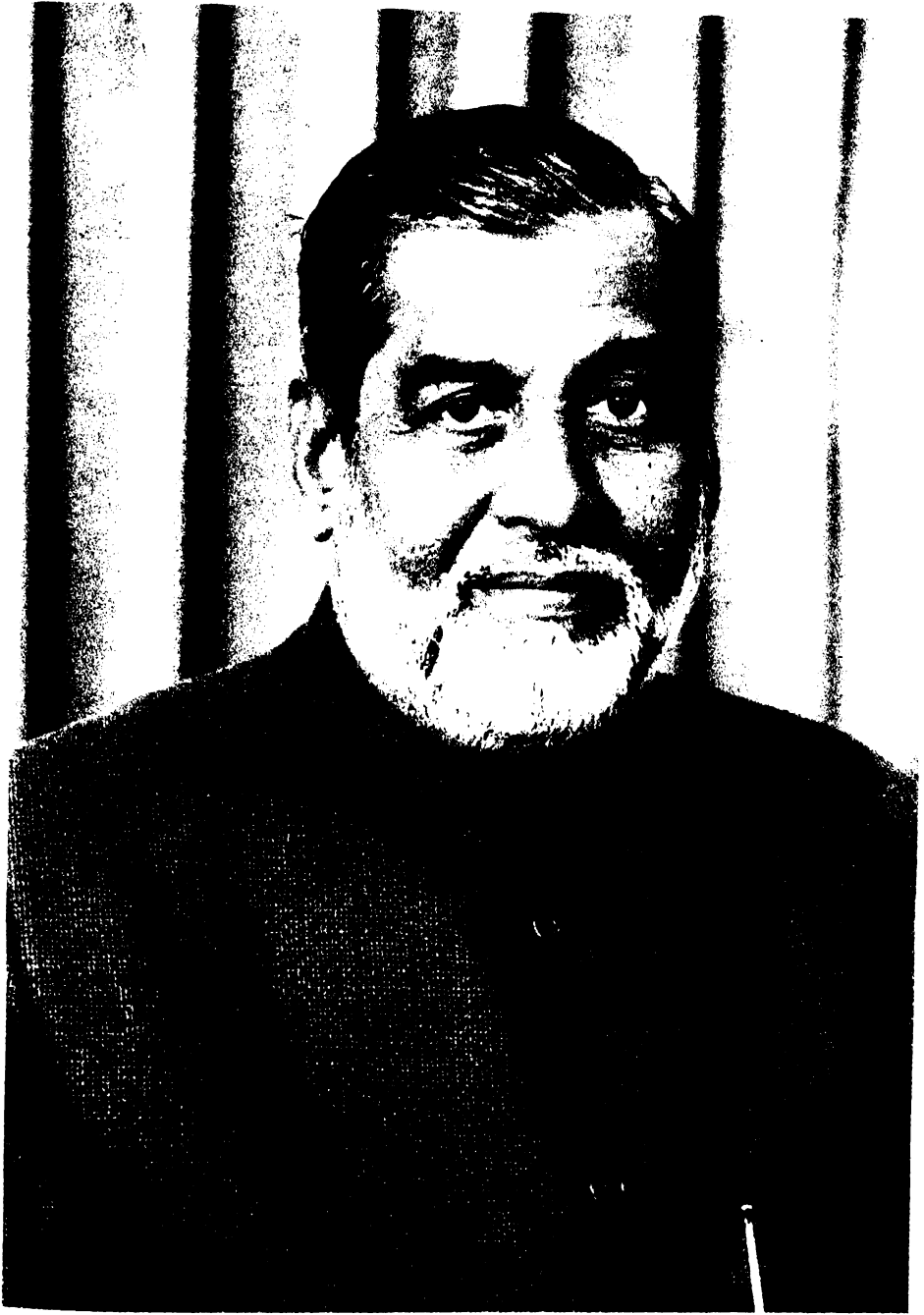
Shri Padannatha Muhammed Sayeed, son of Late Shri A.B. Atta Koya Thangal, was born on 10 May 1941 at Androth Island in the Union territory of Lakshadweep. He obtained Bachelors Degree in Commerce from the Government Arts College, Mangalore and LL.B. from the Sidhartha College of Law, Bombay.

Shri Sayeed is married to Smt. A.B. Rahmath Sayeed and has one son and seven daughters.

Shri P.M. Sayeed has the unique distinction of having been elected ten times in a row to the Lok Sabha. An advocate by profession, Shri Sayeed was first elected to the Lok Sabha (Fourth) representing Lakshadweep constituency in 1967. His association with Lakshadweep began right from the time it was declared a parliamentary constituency and he became eligible to contest as a member of Parliament. In the year 1971, he was the lone member who was returned unopposed to the Lok Sabha. He was re-elected to the Lok Sabha in the years 1977, 1980, 1984, 1989, 1991, 1996, 1998 and 1999 from Lakshadweep.

Shri Sayeed became a member of the Union Council of Ministers as the Minister of State for Steel, Mines and Coal during the year 1979-80. Later, he was Minister of State in the Ministry of Home Affairs from January 1993 to September 1995 and also in the Ministry of Information and Broadcasting from September 1995 to May 1996.

During his long and distinguished parliamentary career, Shri Sayeed has been a member of several important Parliamentary Committees and has made valuable contributions. He was a member of the Committee on Public Undertakings (1967 to 1971); Committee on



The Deputy Speaker of the Lok Sabha, Shri P.M. Sayeed

Petitions (1971-72); Committee on Government Assurances (1974-76 and again from (1977-79); Rules Committee (1990-96); General Purposes Committee (1991-92); Estimates Committee (1984-88) and (1990-91); Committee on Transport and Tourism (1996-97), Select Committee on Salaries and Allowances of Members of Parliament (1971-74), and Joint Committee on Offices of Profit (1985-86).

Shri Sayeed also served on several other Committees including the Joint Committee on the Contract Labour (Regulation and Abolition) Bill, 1967; Joint Committee on the Companies (Amendment) Bill, 1972; Joint Committee on the Constitution (Thirty-second Amendment) Bill, 1973, re. amendment in the Ninth Schedule of the Constitution; the Consultative Committee constituted under the Tamil Naidu State Legislature (Delegation of Powers) Act, 1976; Joint Committee on Shipping Agents (Licensing), Bill (1984-86), Joint Committee on the Constitution (Seventy-second Amendment) Bill 1991 on Panchayats, Committee on Official Language (1991-95); Joint Parliamentary Committee to Enquire into Irregularities in Securities and Banking Transactions (1992-94). He was also a member of the Parliamentary Consultative Committees attached to the Ministry of Communications and the Ministry of Surface Transport.

He was appointed member, Panel of Chairmen during the year's 1991-92, 1996-97 and 1998-99.

During the Twelfth Lok Sabha, of which he was elected the Deputy Speaker, Shri Sayeed was the Chairman of the Committees on Provision of Computers to members of Parliament, Private Members' Bills and Resolutions, and the Library Committee.

During the Thirteenth Lok Sabha, Shri Sayeed was nominated as a member on the Panel of Chairmen. Later, he was re-elected unanimously as the Deputy Speaker of the Thirteenth Lok Sabha on 27 October 1999

Shri Sayeed has been associated with the Advisory Council for the Union territory of Lakshadweep; Advisory Committee (Lakshadweep) attached to the Ministry of Home Affairs; Central Haj Committee (1968-70); Central Haj Advisory Board (1970-71); National Welfare Board of Seafarers (1974-77); the Island Development Authority (1984-88); and Court, Jamia Millia Islamia since 1990.

From time to time, Shri Sayeed has held various positions in the Congress party of which he is a member. He has been a member of the Standing Committees of the Congress Party in Parliament. He was

appointed as General-Secretary of the All India Youth Congress during the year 1969-70; and was Treasurer of the Parliamentary Forum for Scheduled Castes and Scheduled Tribes (1973-74). He has been a member of the Lakshadweep Territorial Congress Committee from 1980 onwards and a member of the A.I.C.C.(I) from 1986 onwards. He was elected Secretary of the Congress Parliamentary Party (I) during 1991-93 and was appointed the Deputy Chief Whip of the Congress Parliamentary Party in 1996. He was the Chairman, Advisory Board, Non-aligned Congress of Youth. He has also represented the AICC in the Silver Jubilee Celebrations of the Arab Baath Socialist Party held in Baghdad and was a member of India-China Friendship Society Delegation to China.

As a political and social worker, Shri Sayeed always raised the voice of the depressed classes of the society in the House. He has championed the cause of the welfare of the labour and the poor. He has endeavoured to bring peace and communal harmony, equality and happiness in the scattered islands of Lakshadweep. The progress in the fields of education, communication, health, housing, shipping and fisheries in Lakshadweep owe much to Shri Sayeed.

Shri Sayeed has also been associated with various cultural activities of Lakshadweep. He has been instrumental in conducting several inter-State cultural programmes. He has also organised 'Lakshadweep festivals' in various places and promoted folk arts, Parichakkali, Kolkali, Lava dances, etc.

Shri Sayeed has widely travelled in India and abroad. He has visited Algeria, Australia, Austria, Bahrain, Canada, China, Denmark, Egypt, France, Germany, Iraq, Italy, Kenya, Kuwait, Lebanon, Maldives, the Netherlands, Pakistan, Saudi Arabia, Sri Lanka, Sweden, Switzerland, Syria, Thailand, Togo, U.A.E., U.K, U.S.A. and the erstwhile U.S.S.R.

Shri Sayeed has represented the country as a member in several important Indian Delegations abroad. He was a member of the Delegation that represented India at the United Nations General Assembly in 1969 and again in 1982. He was also the Leader of a Goodwill Delegation to the then G.D.R. in 1970. He was a member of the Delegation to the Inter-Parliamentary Conferences held in Paris in 1971, Lome (Togo), 1985 and Moscow, 1998. He attended the International Solidarity Conference of World Peace Council, Basel, Switzerland in 1979. He was also a member of the Indian Delegation to the Non-Aligned Youth Conference held in Algiers. He was a member of the

Government of India Haj Delegation, 1988 and its Leader in 1993. He was also a member of the Indian Parliamentary Delegation to the SAARC Speakers and Parliamentarians Conference in Islamabad in 1997.

Shri Sayeed is a lover of chess, soccer and badminton. His hobbies are reading, listening to music, computer networking, and public service.



**DR. (SMT.) NAJMA HEPTULLA—  
THE FIRST WOMAN PRESIDENT OF THE  
INTER-PARLIAMENTARY UNION**

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It was a defining moment in the history of the 110-year-old Inter-Parliamentary Union (IPU) when Dr. (Smt.) Najma Heptulla, Deputy Chairman, Rajya Sabha was unanimously elected as the first-ever woman President of the Inter-Parliamentary Council. She was elected to this post for a three-year mandate on 16 October 1999 at the 165th session of the Inter-Parliamentary Council held in Berlin.

Founded way back in 1889, the IPU presently has a membership of 138 countries, roughly spread over six geographical regions—Asia-Pacific, Latin America, Africa, Arab, Eurasia and 12+ (OECD and European countries). Each of these six regional groups unanimously supported Dr. (Smt.) Najma Heptulla's candidature for the post of the President of the Inter-Parliamentary Council. Her candidature was also endorsed by the Women Parliamentarian's Group of the IPU.

The Inter-Parliamentary Council is the governing body of the IPU. In the Council, every member country is represented by two of its members of Parliament. The members of the Council elect the President for a term of three years. The President of the Inter-Parliamentary Council is virtually the head of the Organization who directs the Secretariat to implement the decisions taken by the Council. The President also represents the IPU in all its conferences and negotiations. As President of the Council, Dr. Heptulla would be responsible for promoting world-wide parliamentary dialogue and would work for peace and co-operation among peoples and for the firm establishment of representative democracy. On 30 November 1999, the Government of India with the approval of the Prime Minister, decided to accord the status of a Cabinet Minister to Dr. (Smt.) Heptulla in her capacity as the Chairperson of the IPU.

**Felicitations in the Rajya Sabha:** On 21 October 1999, members of the Rajya Sabha warmly congratulated the Deputy Chairman, Dr. (Smt.) Najma Heptulla on her election as the President of the IPU.

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\* Parliament Library and Reference, Research, Documentation and Information Service

Felicitating Dr. (Smt.) Heptulla, the Leader of the House and the Minister of External Affairs, Shri Jaswant Singh said that India would be holding the Presidentship of this very important institution after a gap of considerable years. In the annals of the IPU, this was the first time when a woman had been elected the President. Another unique feature was that this was the first time that the election to the IPU presidency had been unanimous, he added.

Congratulating Dr.(Smt.) Heptulla, the Leader of the Opposition, Dr. Manmohan Singh observed that it was a matter of intense pride that she would be going to head the governing body of one of the most influential organisations of world parliamentarians. She had served our country with great distinction in this House as well as outside the House, and in international fora too. He expressed confidence that the world community would gain by her vast knowledge, wisdom and experience. Dr. Singh wished her a most successful tenure as the President of the IPU.

Dr. Biplob Dasgupta and Shri Solipeta Ramachandra Reddy congratulated Dr. (Smt.) Heptulla on her being elected unanimously as the President of the IPU. Shri Jalaludin Ansari congratulated Dr.(Smt.) Heptulla on her election and Shri Ram Gopal Yadav expressed his good wishes to her. Shri Ranjan Prasad Yadav felt proud of the fact that the Deputy Chairman of the Rajya Sabha was unanimously elected to the highest office of the IPU.

Shri Viduthalai S. Virumbi (D.M.K.) congratulated Dr. (Smt.) Heptulla and wished her a successful tenure. Maulana Obaidulla Khan Azmi (J.D.) also felicitated Dr. (Smt.) Heptulla on her election.

Congratulating Dr. (Smt.) Heptulla, Shri R. Margabandu (A.I.A.D.M.K.) said it was a matter of pride that she would be representing India and the voice of the women and the downtrodden people. Shri Gandhi Azad (I.N.C.) and Shri Satish Sitaram Pradhan (S.S.) also congratulated Dr. (Smt.) Heptulla on her being elected as the President of IPU.

Expressing his happiness, Dr. Arun Kumar Sarma (A.G.P.) said that the great personality and talent inherent in Dr. (Smt.) Heptulla had been recognised by the world community. Shri Sukh Dev Singh Dhindsa (S.A.D.) and Smt. Malti Sharma (B.J.P.) congratulated Dr. (Smt.) Heptulla on her unanimous election to the office of the President of IPU.

Congratulating Dr. (Smt.) Heptulla on behalf of the women of the country, Smt. Chandresh Kumari (I.N.C.) said that it was a great honour that a lady from India had become the President of IPU. Expressing his happiness, Shri Balkavi Bairagi (I.N.C.) said that Dr. (Smt.) Heptulla's

election to the office of the President of IPU had brought new glories. Smt. Kamla Sinha (J.D.) congratulated the Deputy Chairman, Rajya Sabha on her being elected as the President of IPU. On behalf of all women in the country, Smt. Sarla Maheshwari C.P.I.(M) congratulated Dr. (Smt.) Heptulla wholeheartedly on her election to the office of the President of the IPU.

Accepting the felicitations, Dr. (Smt.) Najma Heptulla *inter alia* said:

...I am really thankful to all of you for your good wishes...I would like to say that this definitely is a singular honour to the country...We have to play our role in world politics. I remember some words that are attributed to John F. Kennedy,... "Ask not what your country can do for you; ask what you can do for your country". That is my motto that whatever I do should bring some honour to my country. That was the motivation for me to work hard... This was the main motivation to uphold the dignity and the legacy of India and the thousands of years of ethos that we are so proud of that when I preside over the world assembly of parliamentarians of about 140 countries, I should remember that I represent a country which believes in democracy. In today's world, in our neighbourhood, we see democracy is no more there and we see that many other countries that are still to come back to democracy. My desire would be to uphold the democratic principles and strengthen the democracies of the world and also work for those nations which are still deprived in the world of their rightful position. I would also work and see to it that world resources and wealth, whether it is technological or economic, should be shared equally among all the partners of the world. My desire would also be to uphold the human rights and humanitarian laws and also to keep the gender parity as the prime responsibility of the Inter-Parliamentary Union. When I was speaking as the President of this organisation, I ended my speech with Tagore's very famous poem in which he writes about the head being held high. And I really want to hold not only my head also high but keep my country's head high in the world. That would be my desire. I also quoted from our concept of world as one nation, as one family, "*Vasudhaiva Kutumbakam*," which is the one thing we believe in. I would like that India's ethos, our beliefs—today the world is talking of democracy, but we had a tradition of democracy thousands of years old—I hope will inspire all. I will be able to translate this to the rest of world and bring credit to my country. I thank all of you; I thank the Leader of the House, the Leader of the Opposition and the Prime Minister once again for saying such nice words about me. As for the women's reservation Bill, this Session is very short.

But our pressure would be there and I am sure that along with the pressure, we will be able to make the people understand that no democracy is complete if it does not have the participation of the 50 per cent of the population of the world... This, I am sure, everyone of you, not only the Prime Minister and the Leader of the Opposition, but the rest of the Leaders would understand and would try to follow the trend. Democracy is not stationary; democracy is a movement and it should change with the times. The time has come when, in the next millennium, we should have more participation of women and their contribution. It is no fight against men. It is a partnership between men and women which we are asking for. Thank you very much.

### **DR. (SMT.) NAJMA HEPTULLA—A LIFE-SKETCH**

Dr. (Smt.) Najma Heptulla was born in Bhopal on 13 April 1940. She received her education at the Motilal Nehru Vigyan Mahavidyala. She completed her M.Sc. in Zoology in 1960 with First Division and also stood first in the University. At the young age of 22, she was awarded Ph.D. in 1962 for her thesis on Cardiac Anatomy. Married to Shri Akbarali Heptulla, she has three daughters.

Dr. (Smt.) Heptulla's parliamentary career began in 1980 when she was first elected to the Rajya Sabha. Within a short span of time, she had made her presence felt in the House as an effective and able parliamentarian. She was a member of the Joint Committee on Marriage Law (Amendment) Bill, 1981 during the period 1980-81 and a member of the Committee on Rules during 1981-82.

Dr. (Smt.) Heptulla was nominated to the Panel of Vice-Chairmen, Rajya Sabha during 1982-84. She also served as a member of the Committee on Petitions and the General Purposes Committee during this period. During 1984-85, she was associated with the Committee on Public Accounts of the Parliament.

In January 1985, Dr. (Smt.) Heptulla was elected for the first time as the Deputy Chairman of Rajya Sabha, a post which she held till January 1986. In July 1986, she was elected to the Rajya Sabha for the second time. She was unanimously re-elected Deputy Chairman, Rajya Sabha on 18 November 1988, a post she held till her term expired on 4 July 1992. She was re-elected to the Rajya Sabha in June 1992 and again elected as the Deputy Chairman for a record third term on 10 July 1992. In July 1998, she was re-elected for a fourth consecutive term in the House and was subsequently re-elected as the Deputy Chairman of Rajya Sabha.

Dr. (Smt.) Heptulla has also been the Chairperson of Committee on Privileges (Rajya Sabha); Provision of Computers for Members of Parliament (Rajya Sabha); Parliamentary Committee on Empowerment of Women; and Committee on Members of Parliament Local Area Development Scheme (Rajya Sabha).

Dr. (Smt.) Najma Heptulla has been closely associated with the Indian National Congress and has held various political posts. In particular, she served as the General Secretary of the All India Congress Committee (I) (AICC) during 1986-87. She was also in-charge of youth activities of AICC and National Students Union of India (NSUI), the student wing of Congress Party, and was also appointed the Spokesperson of AICC during 1986-87 and again in 1998.

Dr. (Smt.) Heptulla has had a long and distinguished association with the IPU. She has been a member of the Executive Committee of the IPU since 1995 and the Vice-President of that body since 1999, as well as the acting President of the IPU Council from 15 July 1999 till 16 October 1999 when she was elected President of the IPU Council. Within IPU, Dr. (Smt.) Heptulla chaired the Meeting of Women Parliamentarians in 1993 and has been a member of the Co-ordinating Committee of that body since then. In 1995, she was the Leader of the Indian Parliamentary Delegation to the Special Session of the IPU on the occasion of the Fourth World Women's Conference held in Beijing. Further, she was Vice-President of the Specialised IPU Conference on "Towards Partnership between Men and Women in Politics" held in New Delhi in 1997. She is a member of the Union's Gender Partnership Group, set up in 1997. She was also appointed Chairperson of the IPU's Committee on Environment and Sustainable Development. She is also a member of the Preparatory Coordination Meeting Committee of the Presiding Officers' Conference of the IPU coinciding with the UN General Assembly Session for the Millennium 2000 and has also attended its meeting at Vienna. At IPU, she has remained the focal point for the questions relating to the status of women. At home, she is the Vice-President of the Indian Parliamentary Group (IPG).

Dr. (Smt.) Heptulla has also led the Indian Delegation or was a member of the Delegation to the Inter-Parliamentary Conferences and other specialised meetings. She was a member of the Indian Delegation to the IPU Conferences held in Punta Del Este (1990); Santiago (1991); New Delhi (1993); Paris (1994); Bucharest (1995); Moscow (1998); and Brussels (1999). She was also a delegate to the Asia-Pacific Regional Conference on Economic Cooperation in Bangkok (1991); Special Session of the IPU on the occasion of the UN Population Summit in



The Deputy Chairman of the Rajya Sabha and the President of the Inter-Parliamentary Union, Dr. (Smt.) Najma Heptulla

Cairo (1994); Special Session of the IPU on the occasion of the UN Social Summit in Copenhagen (1995); Specialised Conference on Food Security organised by the IPU-FAO in Rome (1998); and Meeting of the IPU-UNAIDS Working Group on the drafting of a Hand Book on HIV/AIDS Prevention for Legislatures, Geneva (1999).

Dr. (Smt.) Heptulla led the Indian Delegation to the IPU Conferences held in Nicosia (1990); Copenhagen (1994); and Istanbul (1996).

Dr. (Smt.) Najma Heptulla has also been closely associated with the Commonwealth Parliamentary Association (CPA). In 1987, she became the first woman to be elected as the Vice-President of the Executive Committee of the CPA. In 1990, she was elected as the President of the Women's Group of the CPA. She was also a member of the Commonwealth Observers' Group to the General Elections in Zambia in 1991. Dr. (Smt.) Heptulla presided over the Conference of Women Parliamentarians of the CPA held in New Delhi in 1992. She has also been member of the Standing Committee on the Presiding Officers of the CPA. She also led the Indian Delegation or was a member of the Indian Delegation to the meetings of the CPA held at: Saskatchewan, Canada, Executive Committee Meeting, 1985; London, UK, Executive Committee Meeting, 1985; Regina, Canada, Annual Conference, 1986; Jersey Island, Executive Committee Meeting, 1986; Nicosia, Cyprus, Annual Conference, 1986; Kuala Lumpur, Malaysia, Annual Conference, 1987; Port of Spain, Trinidad & Tobago, Executive Committee Meeting, 1988; Canberra, Australia Executive Committee Meeting and Annual Conference, 1989; Tasmania, Australia, Executive Committee Meeting and Annual Conference, 1989; Harare, Zimbabwe, 1990; and New Delhi, India Annual Conference, 1992.

Dr. (Smt.) Heptulla has always been interested in women's issues. As a crusader in the cause of women's uplift and welfare, Dr. (Smt.) Heptulla has organised several Seminars on the status of women in India. At the State level, she has remained a member of the Maharashtra State Government Committee for the Implementation of the National Plan for Action for Women and the Maharashtra State Government Committee on the Status of Women. She also submitted a 17-point plan for the betterment of the condition of women in the country. She has also been associated with the National Committee for International Women's Year (1975) and the National Committee on Women (1989). President since 1985 of the Indian Housewives' Federation, she has organised several national-level meets for identification and redressal of women's problems.

Dr. (Smt.) Heptulla has also raised Indian women's voice at various international Conferences. She attended the Asia-Pacific Conference on

Women held in Islamabad in 1984. In 1989, she attended the women's meet held in Tashkent. She also headed the Indian Delegation to the United Nations Commission on the Status of Women in 1997. She was special invitee at the Nordic Women Parliamentarians' Meet on Population (1994) from the Asia -Pacific Region and at the World Women's Forum at Harvard (1997).

Dr. (Smt.) Heptulla also participates actively in the work of the United Nations. She is the Founder President of the Parliamentarians' Forum for Human Development, established in 1993 and sponsored by the United Nations Development Programme (UNDP). She is also a Distinguished Human Development Ambassador for the UNDP. She has attended several sessions of the UN General Assembly and its Committees as a member of the Indian Delegation.

As a Special Envoy of the Prime Minister of India, Dr. (Smt.) Najma Heptulla has visited Saudi Arabia, Iraq, Kuwait, Jordan, United Arab Emirates and Fiji. On the invitation of the Speaker of the Senate of Malaysia, she visited Kuala Lumpur in 1989. She was also a member of the Indian Parliamentary Delegation to Sophia, Bulgaria in 1993. On the invitation of the Grand National Assembly of Turkey, she visited Turkey in 1994. She was also on the Indian delegation to attend the celebration of the 75th year of the establishment of the Parliament of Turkey at Ankara.

In 1985, Dr. (Smt.) Heptulla attended the 4th Ruling National Party Conference at Cairo in 1985 on behalf of the Indian National Congress. The same year, she attended the Science & Technology meetings in U.S. and Japan. As a delegate of the Indian National Congress, she attended the 27th Communist Party of Soviet Union (CPSU) meeting in Moscow in 1986. She was a delegate to the inaugural ceremony of the Science & Technology Exhibition as part of the Indian Festival in Moscow in USSR in 1987. She led the delegation of Fellowship of former Scouts and Guides in Yogyakarta, Indonesia, in 1993. The same year, on the invitation of the Ministry of Waqf, Government of Egypt, she attended a Seminar on Contribution of Islam to Civilization and was honoured by the Egyptian President Hosni Mubarak as one of the 15 selected intellectuals of the world in Alexandria, Egypt. She also led the National Delegation representing the Rajiv Gandhi Foundation to the Seminar on Strategic Environment and Disarmament at Moscow in 1993.

In 1994, Dr. (Smt.) Heptulla led the National Delegation sponsored by the Minerals and Metals Trading Corporation to the Jewellery Exhibition in Singapore. She also attended the Advisory Board Meeting of the Centre for Middle Eastern Studies, University of Harvard in 1994. In



1996, she went to Casablanca, Morocco to inaugurate the Indian Expo.

A committed social worker, Dr.(Smt.) Heptulla has been closely associated with several national and international social organisations in varied capacities. She has been a member of the National Integration Council. She has also been Patron, Indo-Turkish Cultural Association; President, Indian Council for Social Marketing; President, Azad Foundation for Research and Development; President, Indian Scouts and Guides Fellowship; President, Institute of Directors, an apex voluntary organisation for Total Quality Management and ISO-9000 Series Certification; President, Rasaja Foundation, a voluntary organisation for the promotion of modern art; President, Indo-Arab Society; Vice-President, Society for Communal Harmony; Vice-Chairperson, Maulana Azad Centre for Asian Studies, Ministry of Human Resource Development, Government of India; Member Central Waqf Council, Ministry of Welfare; Member, Jawaharlal Nehru Memorial Trust; Member, Board of Trustees, India Islamic Cultural Centre; Member, Bombay City Social Education Committee; and Treasurer, Society for Latin America. She has been closely associated with the Indian Council for Cultural Relations (ICCR) as member of its General Body and Executive Committee. She has also been associated with the India Haj Advisory Board.

Promotion of education, particularly scientific education, is Dr. (Smt.) Heptulla's special interest. She was a member of the Courts of the Jawaharlal Nehru University, New Delhi and the Aligarh Muslim University, Aligarh. She is a Fellow of the Academy of Zoology, India and of the Zoological Society, London and is also a Professor of Zoology. She was a Visiting Faculty Member at the Woodrow Wilson Centre, Brookings Institution and Carnegie Foundation, Washington, D.C. in 1993. She was also appointed Advisor to the Centre for Middle Eastern Studies, University of Harvard from 1992 to 1996. She has been a member of the Indian Science Congress for nearly two decades. She was also the General Secretary of the Science Forum of Parliament. She is also the founder of the Maulana Azad Multi-purpose Higher Secondary School.

An author of repute, Dr. (Smt.) Heptulla has presented a number of research papers at the Indian Science Congress. She has published many research papers in foreign and Indian journals. She has also contributed to Indian and foreign magazines on issues related to women and social development. Some of her publications include: *India's Progress in Science & Technology: Continuity & Change*; *Reforms for Women: Future Options*; *Indo-West Asian Relations—The Nehru Era*; *Environment Protection in Developing Countries*; *Human Social Security and Sustainable Development*; and *AIDS: Approaches to Prevention*. She

was a member of the Advisory Committee and of the Editorial Board of two renowned research journals, *The Indian Journal of Zoology* and *The Journal of Anatomy*. She has been the Editor and publisher of the international quarterly magazine, *Dialogue Today*, since 1986.

Dr. (Smt.) Heptulla's special interests are promotion of scientific knowledge, economic cooperation, international understanding, uplift of women and secular values. During her pastime and recreation, she remains engrossed in reading and writing, freelance journalism, collecting music of various languages and countries and sports and games.

Dr. (Smt.) Najma Heptulla has a keen interest in cultural activities. She has been the Vice-President, Constitution Club, Delhi; Life Member, India International Centre, Delhi; and a Member of the Radio Club, Bombay; India Habitat Centre, Delhi; and Delhi Gymkhana.

## PARLIAMENTARY COMMITTEE SYSTEM IN BANGLADESH

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All over the democratic world, the committee system has been recognised as the most notable innovation for strengthening the legislative role of Parliament. It has proved to be the most effective tool through which Parliament as an institution and MPs as its representatives can fulfil their constitutional duties.

Within months of the birth of Bangladesh, the people were given a Constitution that incorporated a Committee system within Parliament. While periods of military rule and Presidential form of Government did not allow the Committee system to function effectively, a new and significant journey began with the reintroduction of the parliamentary system.

In article 67 of the Constitution and Rules 187-266 of chapter 27 of the Rules of Procedure of Parliament, the Committee structure, its scope of work, jurisdictions, etc. have been described.

### **The Committee Structures and Systems of Bangladesh Parliament**

The Rules of Procedure provide for three types of committees:

**1. Select Committee:** Established to examine Bills referred to it and report to Parliament. Its tenure ends with the submission of the report based on its specific terms of reference.

**2. Special Committee:** Its composition and functions are specified in the motion for its appointment. Its tenure ends with the submission of the final report based on its specific terms of reference.

**3. Standing Committee:** This generally takes two forms: (a) those nominated by the Speaker; and (b) those appointed by the House.

### **Standing Committees and their Functions: Appointment of Committee and Chairman**

Parliament shall, as soon as may be, after the inauguration of each new Parliament, appoint the Standing Committees on each Ministry which may, subject to the Constitution and to any other law:

- (a) examine draft Bills and other legislative proposals;

(b) review the enforcement of laws and propose measures for such enforcement;

(c) examine any other matter referred to them by Parliament under article 76 of the Constitution [Rule 246].

No member shall be appointed to a Committee who has a personal, pecuniary or direct interest in any matter which may be considered by that Committee nor shall a member be appointed to a Committee if he is not willing to serve on it. The proposer shall ascertain whether the member whose name is proposed by him is willing to serve on that Committee [Rule 188].

The Chairman of the Committee shall, unless designated by the House, be elected by the Committee from amongst the members of that Committee [Rule 191].

In fact, Standing Committees are permanent Committees and they have regular functions in overseeing the governmental activities. In 1974, there were only 11 Committees in Parliament. Today, 46 parliamentary standing committees are working.

Out of this number, only the following four Committees are nominated by the Speaker.

#### **Composition of the Standing Committees by the Speaker:**

Sl. No.	Name of the Committee	Number of Members	Chairperson
1.	Business Advisory	15	Speaker ( <i>ex officio</i> )
2.	House Committee	12	Nominated by Speaker
3.	Library Committee	10	Deputy Speaker ( <i>ex officio</i> )
4.	Committee on Petitions	10	Nominated by Speaker

The salient and distinctive features of the Standing Committees nominated by the Speaker are as follows:

- A Minister cannot sit as a Chairman or as a member of the Committee on Petitions.
- The Speaker and Deputy Speaker act as *ex officio* Chairperson of two Committees.
- The other two Committees' Chairpersons are also nominated by the Speaker.
- Members of the Committees are nominated by the Speaker only.

**Composition of the Standing Committees Appointed by the House**

Sl. No.	Committees	Number of Members	Chairperson
1.	Privileges	10	Appointed by Parliament
2.	Public Accounts	15	Appointed by Parliament
3.	Public Undertakings	10	Appointed by Parliament
4.	Estimates	10	Appointed by Parliament
5.	Government Assurances	08	Appointed by Parliament
6.	Private Member's Bills and Resolutions	10	Appointed by Parliament
7.	Rules of Procedure	12	Speaker ( <i>ex officio</i> )
8.	Standing Committees on Ministries (one on each Ministry)	10 (in each Committee)	Appointed by Parliament

**Functions of the Committees**

Each Standing Committee for a Ministry shall meet at least once in a month and the functions of the Committee shall be to examine any Bill or other matter referred to it by Parliament, to review the works relating to a Ministry which fall within its jurisdiction, to inquire into any activity or irregularity and serious complaint in respect of the Ministry and to examine, if it deems fit, any such other matter as may fall within its jurisdiction and to make recommendations.

It shall be the function of the Committee to recommend the time that should be allocated for the discussion of the stage or stages of such Government Bills and other business as the Speaker, in consultation with the Leader of the House, may direct for being referred to the Committee [Rule 220].

The *functions* of the Parliamentary Committees in a nutshell, are to:

- examine draft bills and legislative proposals.
- inquire into any activity or irregularity or complaint in respect of the Ministry.
- review the work relating to the Ministry.
- examine any other work within its jurisdiction.

- submit reports to the Parliament as per their specific terms of reference.
- ensure transparency and accountability in the working of the Ministries.
- ensure reflection of the people's hopes and aspirations in the appropriate manner to the implementing Ministries.
- suggest and recommend measures relating to its functions to the Speaker, Parliament and Leader of the House, as it deems fit, under the purview of the Committee.
- maintain cooperation among the Committee members, government organizations and people on matters relating to public interest.

### **Disposal of the Committee Business and Powers**

• *Quorum*: The quorum to constitute a sitting of a Committee shall be, as near as may be, one-third of the total number of members of the Committee [Rule 192].

• *Voting*: All questions at any sitting of a Committee shall be determined by a majority of votes of the members present and voting [Rule 194].

• In the case of an equality of votes on any matter, the Chairman, or the person acting as such, shall have a second or casting vote [Rule 195].

*The salient and significant features of the committees of the House are as follows:*

• No Minister will sit as a chairperson or as a member of the Standing Committees on Public Accounts, Estimates and Public Undertakings.

• A member elected to any of these three Committees vacates his/her position in the committee if he/she is appointed as a Minister.

• The Standing Committees on Ministries are known as Departmentally Related Standing Committees. These Committees form the largest group and perform identical functions relating to Ministries.

• Each Committee is required to meet at least once a month.

• These Committees have powerful functions by virtue of their powers under the Constitution and the Rules of Procedure.

• Every Standing Committee, other than the Committees on Public Accounts and Rules of Procedure, as referred to in Rule 246 shall consist of not more than ten members, including the Chairman.

- **Members, including the Chairman, shall be appointed by the House, provided that a Minister shall not be the Chairman of the Committee.**

- **If a member, after being elected as Chairman, is appointed as Minister, he shall cease to be the Chairman of the Committee from the date of such appointment.**

- **The Minister-in-Charge, or if there is no Minister, the Minister of State or if there is no Minister of State, the Deputy Minister of a Ministry, shall be the *ex officio* member of the Committee provided he is a Member of Parliament.**

- **Even if the Minister-in-Charge or the Minister of State or the Deputy Minister of a Ministry is not a member of Parliament, he may remain present in the meeting of the Committee and take part in the proceedings but shall abstain from voting.**

- **If there is no Minister-in-Charge or Minister of State or Deputy Minister of a Ministry, the Leader of the House shall nominate a member of the Cabinet to the Standing Committee of such Ministry and if he is a member of Parliament, he shall be a member of the Committee and if he is not a member of Parliament, he may remain present in the meeting and take part in its proceedings but shall abstain from voting [Rule 247].**

- **All the Chairmen of the Committees are elected together with members directly by the Parliament.**

- **The sittings of a Committee shall be held on such days and at such hours as the Chairman of the Committee may fix. Provided that, if the Chairman of the Committee is not readily available, the Secretary may fix the date and time of a sitting. Provided further that in the case of Select Committee on a Bill, if the Chairman of the Committee is not readily available, the Secretary may, in consultation with the Minister concerned, fix the date and time of a sitting [Rule 197].**

- ***Power to make suggestions on procedure:* A Committee shall have power to regulate its own procedure. A Committee may obtain co-operation and advice from any expert in its respective field, if deemed necessary [Rule 213].**

- ***Power to send for persons, papers and records:* A Committee shall have power to send for persons, papers and records. If any question arises as to whether the evidence of a person or the production of a document is relevant for the purposes of the Committee, the question shall be referred to the Speaker whose decision shall be final. Government may decline to produce a document on the ground that its disclosure**

would be prejudicial to the safety or interest of the State [Rule 203].

- *Sitting of Committee in private:* The sittings of a committee shall be held in private [Rule 199].

- A witness may be summoned by an order signed by the Secretary and shall produce such documents as are required for the use of a Committee.

- It shall be in the discretion of the Committee to treat any evidence given before it as secret or confidential.

- No document submitted to the Committee shall be withdrawn or altered without the knowledge and approval of the Committee [Rule 202].

An analysis of the existing Committee system in order to identify the perceived needs can be effectively undertaken once the actual working of the Committee system is discussed in the light of the constitutional and legislative provisions.

The existing provisions for the Parliamentary Committees in the Rules of Procedure would show that the Business Advisory Committee, the Committee on Private Member's Bill and Resolutions, and the Standing Committee on Rules of Procedure are primarily concerned with the regulation of the Business of the House with the Committees on Private Member's Bills and Resolutions and Rules of Procedure entrusted with some legislative functions.

The Committee on Public Accounts, Estimates and Public Undertakings are financial committees with special focus on ensuring transparency and accountability of the Government and other public authorities/agencies and recommending measures for improvement of economy and efficiency in management.

The Committee on Government Assurances is there to perform review and monitoring functions.

The grievances of petitioners reach the House through the Committee on Petitions.

The Standing Committees on Ministries have both a legislative and an oversight function.

The Standing Committee on Privileges is exclusively concerned with ensuring that the privileges to which the members of Parliament are entitled under law are not interfered with or denied.



The Select Committee on Bills has a purely legislative function.

The House Committee and the Library Committee are Committees which are entrusted with the responsibility of ensuring and overseeing that necessary domestic facilities are provided to the members of Parliament.

## **SUMMARY OF THE REPORT OF THE ETHICS COMMITTEE, ANDHRA PRADESH LEGISLATIVE ASSEMBLY ON CODE OF CONDUCT FOR LEGISLATORS IN AND OUTSIDE THE LEGISLATURE\***

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The Ethics Committee, Andhra Pradesh Legislative Assembly adopted their Report on 'Code of Conduct for Legislators in and outside the Legislature' at their sitting held on 15 November, 1998. This Report was presented by the Committee to the Andhra Pradesh Legislative Assembly on 17 November 1998.

The pertinent recommendations made in the Report are reproduced below:

### **Rules of Conduct of members while present in the House**

The following Rules shall be added to Rule 277 after sub-rule (x) of the Assembly Rules. Some of these Rules were already adopted by the Lok Sabha as early as in 1989. Whilst the House is sitting, (a member):

- (xi) shall not shout slogans in the House;
- (xii) shall not sit or stand with his back towards the Chair;
- (xiii) shall not approach the Chair in person in the House. He may send chits to the Officers at the Table, if necessary;
- (xiv) shall not wear or display badges of any kind in the House;
- (xv) shall not bring or display arms in the House;
- (xvi) shall not display flags, emblems or any exhibits in the House without the permission of the Speaker;
- (xvii) shall not normally leave the House immediately after delivering his speech;
- (xviii) (a) a non-member by himself shall not hold Press Conference within the precincts of the House nor any pamphlets or literature shall be distributed within the precincts of the House by him;  
(b) a member may hold Press Conference along with a non-member only in their Legislature Party Office;

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\* Contributed by Legislative Branch-I of the Lok Sabha Secretariat

- (c) a member shall not distribute within the precincts of the Assembly any literature, leaflets or questionnaire without the permission of the Speaker;
- (xix) shall not carry walking stick into the House unless permitted by the Speaker on health grounds;
- (xx) shall not tear off documents in the House in protest;
- (xxi) shall not bring cellular phones, pagers or play cassette or tape recorder either in the House or in the Galleries. If they are brought they will be seized; and
- (xxii) shall not sit on *Satyagraha* or *Dharna* inside the House.

### **Rules of Conduct for Members while speaking**

The freedom of speech for members in the House is subject to other provisions of the Constitution and standing orders regulating the procedure in the House. Rule 280 of Rules of Procedure of the Andhra Pradesh Legislative Assembly lays down certain rules to be observed by members while speaking in the House. The existing sub-rule (xi) in Rule 277, viz., "shall not while speaking make any reference to the strangers in any of the galleries" appropriately belong to Rule 280. Accordingly, the said sub-rule may be deleted from Rule 277 and added as sub-rule (xi) in Rule 280.

The Committee also recommended that a new sub-rule may be added to Rule 280 to prevent comments being made on a Ruling of the Speaker. The following is the new sub-rule to be added to Rule 280: A member shall not—

"(IV-I) question or comment on the ruling of the Speaker except on a substantive motion"

### **Supplementary Norms**

It is felt that the members of the House should follow some more supplementary norms of etiquette, in addition to those existing in the Rule book, enabling them to conduct themselves in a more dignified manner. These norms, similar to those of the Lok Sabha, though not incorporated in the Rules, are meant to be observed by convention and as a matter of etiquette. The following supplementary norms of etiquette are recommended accordingly:

- (i) During a meeting, a member may, if necessary, go out quietly by a back-door close to his seat without causing any disturbance to the House.
- (ii) Members should not talk amongst themselves when the House

- is at work, but, if indispensably necessary, they may do so only in very low voice so as not to disturb the proceedings.
- (iii) Every member should resume his seat as soon as the Speaker rises to speak, or calls out 'Order' and also when any other member is in possession of the floor (*i.e.*, speaking with the permission of the Chair) or has interposed in the course of the debate to raise a Point of Order, or to offer a personal explanation.
  - (iv) Members, when in the Lobby, should avoid talking or laughing loud enough to be heard in the Chamber.
  - (v) Members wishing to address the House or ask a question should raise their hands until they succeed in catching the eye of the Speaker. No member should speak unless he or she has caught the eye of the Speaker, and has been called upon by him by name or so by a sign to address the Chair or to put the question.
  - (vi) As members enjoy freedom from prosecution for statements made by them in the House, allegation should not be made by them against any individual or public body, unless there is *prima facie* evidence.
  - (vii) Words containing insinuations, and offensive and unparliamentary expressions should be carefully avoided by all when addressing the Chair.
  - (viii) When the Speaker holds that a particular word or expression is unparliamentary, it should be immediately withdrawn by the member who has used it, without trying to raise any debate over it.
  - (ix) No member is to argue with another member or oppose him directly when the latter is speaking. He may, however, put through the Chair questions with a view to obtaining information from the member who is speaking. But a member who is addressing the House with the permission of the Chair should not, as a general rule, be interrupted by another member. It is open to the former not to give way by resuming his seat, but to go on with his speech if the interruption is not due to the raising of a Point of Order.
  - (x) A Document cited by a member in the course of his speech, which is not available to other members, should be placed by him on the Table of the House, if he is so directed.
  - (xi) A statement made by a Minister from the records in his possession should be accepted as correct, unless a point is deliberately raised to challenge it.

- (xii) If any statement is imputed to another member and the latter says that he did not make the statement, the contradiction should be accepted without demur; and
- (xiii) When any member offers a criticism of the speech of another member, the latter is entitled to expect that the critic should be present in the House to hear the reply of the member criticised. To be absent when the latter is replying is a breach of parliamentary etiquette.

### **Governor's Address**

When the Governor addresses the Legislative Assembly under Article 175 or Article 176 of the Constitution, he delivers his Address in his capacity as the Head of the State and as part of Legislature and in pursuance of his constitutional duty. It is as much a constitutional obligation on the part of the members to listen to the Governor's Address with solemnity, dignity and decorum as it is on the part of the Governor to address members of the Assembly. Therefore, observance of solemnity, dignity and decorum by each and every member present on the occasion of the Governor's Address is of utmost importance.

### **Criminal Acts**

"We feel that in the event of grave offences being committed by any member on the floor of the House, the Speaker shall initiate appropriate action in consultation with the Ethics Committee House."

### **Damages to Property**

"When a member deliberately causes damage to the property of the House, the value thereof as determined by the Honourable Speaker or an Officer authorised by him shall be recovered from the member."

### **Rules of Conduct for Members—Outside the House**

The Code prepared by the R.D. Bhandari Committee on the Code of Conduct for members outside the Legislature be adopted with minor modifications. The following are the 10 guidelines suggested for the purpose:

- (i) Information given to members in confidence or by virtue of their being members of Committees of Legislature should not be divulged to anyone nor used by them directly or indirectly in the profession in which they are engaged, such as in their capacity as Editors or correspondents of newspapers or proprietors of business firms and so on.
- (ii) A member should not try to secure business from Government

for a firm, company or organisation with which he is directly or indirectly connected.

- (iii) A member should not give certificates which are not based on facts.
- (iv) A member should not make profit out of a Government residence allotted to him by sub-letting the premises.
- (v) A member should not unduly influence the government officials or the Ministers in a case in which he is interested financially either directly or indirectly.
- (vi) A member should not receive hospitality of any kind for any work that he desires or proposes to do from a person or organisation on whose behalf or for whose benefit the work is to be done by him.
- (vii) A member should not in his capacity as a lawyer or a Legal Advisor or a Counsel or a Solicitor appear before a Minister or an officer exercising quasi-judicial powers.
- (viii) A member should not endorse incorrect certificates on bills claiming amounts due to him.
- (ix) A member should not write recommendatory letters or speak to Government officials for employment or business contacts for any of his relations or other persons in whom he is directly or indirectly interested.
- (x) A member of the House is entitled to approach an officer at his office to obtain information and make representation on public matters and the officer shall strive to furnish the required information as expeditiously as possible.

### **Study Tours**

During study tours of Legislature Committees, members may observe the following Code of Conduct:

- (i) Intermediate journeys should be avoided during the tours.
- (ii) When transport is provided by Government/undertakings during the tours of the Committee, such transport should be used for Committee work and not by individual members for distant private visits.
- (iii) During tours, members should take particular care to maintain proper dignity and decorum so that no criticism is made of the Committee in any manner.
- (iv) No member should give Press statements regarding Committee proceedings. Whenever any briefing of the Press is required to

be done, the same should be done by the Chairman of the Committee.

- (v) The member should not accept any costly gifts during the tour. Inexpensive mementoes connected with the organisation visited could, however, be accepted.
- (vi) The Committee or Sub-Committee or study group, while on tour, should not accept any invitation for lunch or dinner or other hospitality that might be extended by any private party connected with the subject of the study tour.
- (vii) No member should take any other person during official tours. An attendant or member's spouse may accompany a member on medical grounds with the prior permission of the Speaker. In such cases, the member may bear all expenses, including hotel charges, in respect of his/her spouse or attendant. In case a member is found having any accompanying person without prior permission, he/she would not only bear all expenses of such a person but would also stand automatically debarred from undertaking any Committee tour thereafter.
- (viii) The spouse or attendant of a member should in no case accompany Committee members during official study visit to any installation, undertaking, office or establishment and during informal discussions with officials of the concerned establishment, undertaking, etc.

#### **Code of Conduct during visits of Delegations to Foreign Countries:**

- (ix) Members of a delegation during their official tours/visits should not give any Press interview or issue statement. Only the Leaders of the delegations are authorised to make Press statements or give interviews.

#### **General Rules of Etiquette**

To maintain high standards of public life, legislators may follow the following rules of etiquette also:

- (i) Every member should declare his/her assets and liabilities to the Speaker within 30 days from taking of oath and continue to do so, on or before 15th of January every year while in office and such declaration shall be treated as a public documents.
- (ii) Every member while taking the oath as a member of the House should also take a separate oath as prescribed by the House to follow and abide by the Rules of the House and Code of Ethics as formulated by the House from time to time.

- (iii) Where a member of a Committee has personal, pecuniary or direct interest in a matter which is to be considered by the Committee, he/she shall state his/her interest therein to the Speaker through the Chairman of the Committee by means of an affidavit.
- (iv) The proceedings of a Committee shall be treated as confidential and it shall not be permissible for either the Chairman or any member of the Committee or any one who has access to its proceedings to communicate directly or indirectly to the Press or anybody else, including any other media, any information regarding its proceedings, including its Report or any conclusions arrived at, finally or tentatively before the Report has been presented to the House.

Provided that this will not apply to the Committee on Ethics.

- (v) The system of the live telecast of the Assembly proceedings should continue, subject to the conditions; if any, laid down by the House/Speaker.
- (vi) Every member should take decisions solely in terms of public interest, but not in order to gain financial or other material benefits for himself/herself, their family members or friends.

### **Office for Legislator**

The constituents have a right to meet and bring their grievances, if any, to the notice of their elected representatives. It is, therefore, necessary that the legislator should be available to them at a known place, at all reasonable times. It is therefore, necessary to provide an office to him at the headquarters of his constituency with required staff and infrastructure.

### **Procedure for Complaints**

The Ethics Committee, after going into the procedure obtaining in other countries and also the suggestions of the Study Group of the Committee of Privileges (Eleventh Lok Sabha), recommends the following broad parameters on which the rules governing the ethics complaints may be based:

- (a) A complaint relating to the unethical conduct of a member, including a Minister other than the Speaker, relating to any matter whether inside or outside the House may be made to the Speaker who may refer it to the Committee on Ethics for inquiry and report.
- (b) Any person may make a complaint.
- (c) It shall be incumbent upon the complainant to ensure that the



complaint is not false, frivolous or vexatious and is made in good faith. An affidavit sworn to the effect shall accompany the complaint.

- (d) The House may also refer complaints relating to unethical conduct of members, on a motion, to the Committee on Ethics for inquiry and report.
- (e) The Committee may also *suo motu* take up for inquiry matters relating to ethics wherever felt necessary.
- (f) The Committee shall examine all the matters referred to it.
- (g) Complementary to the above, the Committee may follow the same procedure, as far as possible, for inquiry and determination of any question as in the case of a breach of privilege of the House.
- (h) While conducting the inquiry, the Committee shall follow the principles of natural justice, equity and good conscience.
- (i) In the event of the Committee finding that there is no *prima facie* case, the same may be rejected summarily. Those who file false, frivolous or vexatious complaints are liable to be punished by the House.
- (j) The Committee is free to requisition the services of any investigating agency for the purpose of inquiry into the complaints.

### **Publication of the contents of the complaint**

Publication of the contents of the complaint or any part thereof before the presentation of the verdict of the Committee to the House is contempt of the House.

### **Training Programme**

The unprecedented developments in the realm of information technology and communication are enabling nations to exchange knowledge of governance and innovations in the system of parliamentary democracy. It is, therefore, advisable that Refresher Courses are conducted for the legislators every year. To the new legislators, immediately after their election and oath taking induction training programme to impart basic knowledge of the functioning of the Legislature should be conducted. Video tapes may be prepared by the Legislature or an agency authorised by it under the guidance of the senior-most legislator.

### **Accountability**

Assurances given on the floor of the House should be given

effect to. There should be total transparency in providing information sought by members through various provisions under the Rules of Procedure and Conduct of Business.

### **Criminalisation of Politics**

"The perceptible lack of morality in the conduct of some people in public life has brought the realm of politics to disrepute. People seem to think that some persons seek public offices only to amass wealth and to perpetrate their hegemony in the area of operation. This clearly is the consequence of the growing milieu of criminalisation of politics. No wonder that the representative institutions are coming under shadow. Therefore, there is an urgent need to take steps to stop the degradation."

"The Vohra Committee too highlighted the nexus between the politician and the criminals in its report."

"When we talk of forbidding candidates with criminal background from contesting elections we should not lose sight of the fact that the R.P. Act itself permits persons convicted of offences to enter the election fray provided the sentence is less than a specific period; such persons are eligible to contest after a lapse of 6 years from the date of release from the jail and hence the need to amend the R.P. Act if this trend of criminalisation is to be checked and reversed. Also, it is incumbent on the political parties to consider the issues from the ethical angle and take all possible steps to prevent persons with criminal records from entering Legislatures."

### **Protocol**

"In order to discharge their functions effectively, the members of the Legislative Assembly may require to have access to and information from the Government machinery. To facilitate this, the Government of Andhra Pradesh have issued instructions from time to time known as 'Courtesies and Protocol to Members'. Members have very often complained that these instructions were observed more in breach than in practice. The present instructions do not provide for punishment for their breach. The Committee is of the opinion that these instructions may be modified in such a way making the infraction punishable. The Committee recommends that the cases of violation of the instructions and furnishing untrue or false information/replies to members should be taken up by the Committee on Ethics for examination and report. The Committee feels that the instructions on courtesies and protocol to the members of the

**Legislative Assembly should be issued for guidance to Government servants as an annexure to the Conduct Rules."**

**"There have been several instances of complaints from members regarding the breach of guidelines on protocol during functions arranged by both the Central and State Governments, and by the Local Bodies in particular. Any violation of protocol norms may also be taken up by the Ethics Committee for consideration and report to the House."**

#### **Report of the Rules Committee**

**Subsequently, the Rules Committee, Andhra Pradesh Legislative Assembly considered the recommendations of the Committee on Ethics at their sittings held on 19, 23 and 25 November 1998. The Rules Committee presented their Report to the Legislative Assembly on 28 November 1998 suggesting amendments to the existing Rules and insertion of new Rules to give effect to the recommendations made in the Report of the Ethics Committee.**

## PARLIAMENTARY EVENTS AND ACTIVITIES

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### CONFERENCES AND SYMPOSIA

**101st Inter-Parliamentary Conference:** The 101st Inter-Parliamentary Conference was held at Brussels in Belgium from 10 to 16 April 1999. The Indian Delegation to the Conference was led by the Speaker, Lok Sabha, Shri G.M.C. Balayogi. The other members of the Delegation were: the Deputy Chairman, Rajya Sabha and the Vice-President of the IPU Executive Committee, Dr. (Smt.) Najma Heptulla; Sarvashri S. Mallikarjunaiah, Ranjib Biswal, Th. Chaoba Singh, Ajmeera Chandulal, Kartar Singh Duggal, K. Rosaiah, Dr. Bikram Sarkar, Dr. Shafiqur Rahman Barq, Dr. (Ms) P. Selvie Das and Shrimati Sushma Swaraj, all members of Parliament and the Additional Secretary, Lok Sabha Secretariat, Shri G.C. Malhotra (presently Secretary-General, Lok Sabha). Shri U.S. Saxena, Deputy Secretary, Lok Sabha Secretariat, was the Secretary to the Delegation.

The Conference mainly discussed and adopted Declarations/Resolutions on the following subjects:

- (i) Parliamentary action to encourage all countries to sign and ratify the Comprehensive Test Ban Treaty prohibiting all nuclear testing, to encourage universal and non-discriminatory nuclear non-proliferation measures and to work towards the eventual elimination of all nuclear weapons;
- (ii) The problem of metropolitan areas: a global challenge to which parliamentarians must respond in terms of urban civilisation and democracy; and
- (iii) Writing off the government debt of Heavily Indebted Poor Countries (HIPC).

Besides, the Conference held a General Debate on the political, economic and social situation in the world in which 141 speakers took part.

**Meetings of the Executive Committee of the Commonwealth Parliamentary Association:** The mid-year meetings of the Executive Committee of the Commonwealth Parliamentary Association (CPA) were held in Singapore from 2 to 8 May 1999.

The Speaker, Andhra Pradesh Legislative Assembly, Shri Y. Ramakrishnudu, attended the meeting in his capacity as the Regional Representative for the Asia Region.

*Third North-East Region Commonwealth Parliamentary Association Conference:* The Third North-East Region Commonwealth Parliamentary Association Conference was organised by the Manipur CPA Branch at Imphal from 16 to 19 May 1999.

The Speaker, Lok Sabha, Shri G.M.C. Balayogi inaugurated\* the Conference on 17 May 1999 in the Chamber of the Manipur Legislative Assembly. The Welcome Address was delivered by the Speaker, Manipur Legislative Assembly, Shri K. Babudhon Singh. The Chief Minister of Manipur, Shri W. Nipamacha Singh; the Speaker, Assam Legislative Assembly, Shri Ganesh Kutum; and the Speaker, Nagaland Legislative Assembly, Shri Z. Lohe also addressed the delegates on the occasion. In all, 51 delegates from Arunachal Pradesh, Assam, Manipur, Meghalaya, Mizoram, Nagaland and Tripura State CPA Branches attended the Conference. The Secretary-General, Rajya Sabha, Shri R.C. Tripathi, and the Additional Secretary, Lok Sabha Secretariat, Dr. A.K. Pandey, also attended the Conference as special invitees.

The Plenary Session of the Conference discussed the subject, "The Root Causes for Emergence of Regionalism and Unrest in North-East Region".

At the Panel Session, the subject "Role of North-East Region CPA in Forging Co-operation and Understanding Amongst the North-Eastern States is Crucial for Integrated Development of the Region" was discussed.

On the concluding day, the Governor of Manipur, Shri O.N. Srivastava, delivered the Valedictory Address. The Vote of Thanks was proposed by the Deputy Speaker, Manipur Legislative Assembly, Shri T.T. Haokip.

*CPA Workshop for Nigerian Parliamentary Staff:* A Workshop for the Nigerian Federal and State Parliamentary Staff was held in Abuja, Nigeria from 17 to 21 May 1999. A team of officials from Australia, Canada, India, Kenya, U.K. and Zimbabwe addressed the participants on the occasion.

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\* For the text of the Address by the Speaker, Lok Sabha, see *The Journal of Parliamentary Information*, Vol. XLV, No. 2, June 1999, pp. 133-136

Shri G.C. Malhotra, Additional Secretary, Lok Sabha Secretariat (presently Secretary-General, Lok Sabha), attended the Workshop as a Resource Person and addressed the participants.

*Eleventh Commonwealth Parliamentary Seminar:* The Eleventh Commonwealth Parliamentary Seminar was held in Malta from 28 May to 2 June 1999.

The Deputy Speaker, Manipur Legislative Assembly, Shri T.T. Haokip; the Speaker, Mizoram Legislative Assembly, Shri R. Lalawia; and the Speaker, Uttar Pradesh Legislative Assembly, Shri Keshari Nath Tripathi attended the Seminar from the State CPA Branches.

### **BIRTH ANNIVERSARIES OF NATIONAL LEADERS**

On the birth anniversaries of those national leaders whose portraits adorn the Central Hall of Parliament House, functions are organised under the auspices of the IPG to pay tributes to the leaders. Booklets containing profiles of these leaders, prepared by the Library and Reference, Research, Documentation and Information Service (LARRDIS) of the Lok Sabha Secretariat are also brought out on the occasion.

The birth anniversaries of the following leaders were celebrated during the period 1 April to 30 June 1999.

*Dr. B.R. Ambedkar:* On the occasion of the birth anniversary of Dr. B.R. Ambedkar, a function was held on 14 April 1999. The Speaker, Lok Sabha, Shri G.M.C. Balayogi; the Leader of the Opposition in the Lok Sabha, Shri Sharad Pawar, the Leader of the Opposition in the Rajya Sabha, Dr. Manmohan Singh; Union Ministers; members of Parliament; and former members of Parliament and others paid floral tributes to Dr. Ambedkar.

*Pandit Motilal Nehru:* On the occasion of the birth anniversary of Pt. Motilal Nehru, a function was held on 6 May 1999. The Leader of the Opposition in the Rajya Sabha, Dr. Manmohan Singh; the Deputy Chairman, Rajya Sabha, Dr. (Smt.) Najma Heptulla; members of Parliament; Smt. Sonia Gandhi; and former members of Parliament and others paid floral tributes to Pt. Motilal Nehru.

*Gurudev Rabindranath Tagore:* On the occasion of the birth anniversary of Gurudev Rabindranath Tagore, a function was held on 9 May 1999. The Home Minister, Shri L.K. Advani; members of Parliament; and former members of Parliament and others paid floral tributes to the Gurudev.

**EXCHANGE OF PARLIAMENTARY DELEGATION****INDIAN PARLIAMENTARY DELEGATION GOING ABROAD**

*Bangladesh:* A Delegation of India-Bangladesh Parliamentary Forum led by the Chairman, Public Accounts Committee. Lok Sabha, Shri Manoranjan Bhakta, M.P. visited Bangladesh from 8 to 11 April 1999. The other members of the Delegation were: Sarvashri Moinul Hassan, Promotes Mukherjee, Dipankar Mukherjee, Amar Roy Pradhan, Dr. B.B. Datta and Smt. Veena Verma, all members of Parliament. Shri T.K. Mukherjee, Under Secretary, Lok Sabha Secretariat, accompanied the Delegation.

**BUREAU OF PARLIAMENTARY STUDIES AND TRAINING**

During the period 1 April to 30 June 1999, the Bureau of Parliamentary Studies and Training (BPST), Lok Sabha Secretariat, organised the following Courses/Programmes:

*Orientation Programme:* An Orientation Programme for members of the Mizoram Legislative Assembly was organised from 21 to 23 April 1999 in Parliament House Annexe, New Delhi. The Programme, inaugurated by the Speaker, Lok Sabha, Shri G.M.C. Balayogi\*, was attended by 25 members of the Mizoram Legislative Assembly, including the Deputy Speaker of the Assembly and Ministers of the Government of Mizoram.

*Appreciation Courses:* Appreciation Courses in Parliamentary Processes and Procedures were organised for the following:

- (i) Probationers of Indian Railways Service of Electrical Engineers (19 to 23 April 1999);
- (ii) Probationers of Indian P & T Finance and Accounts Service; Indian Railway Accounts Service; Indian Civil Accounts Service; and Indian Defence Accounts Service (17 to 21 May 1999);
- (iii) Probationers of Indian Railways Institute of Signal Engineers & Telecommunication (24 to 28 May 1999); and
- (iv) Probationers of Indian Foreign Service (14 to 18 June 1999).

*Training Course:* A Training Course was organised for the Watch & Ward Officials of Parliament and State Legislature Secretariats from 7

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\* For the text of the Address by the Speaker, Lok Sabha, see *The Journal of Parliamentary Information*, Vol. XLV, No. 2, June 1999, pp. 137-139

to 11 June 1999. As many as 50 officers from 13 States and 9 officers from the Watch & Ward Service of the Lok Sabha and the Rajya Sabha Secretariats attended the Programme.

***Attachment Programme:*** An Attachment Programme was organised for Shri N.S.T. Khongji, Joint Secretary, Meghalaya Legislative Assembly from 3 to 7 May 1999 to enable him to study the functioning of the Departmentally-Related Standing Committees of the Lok Sabha.

***Study Visits:*** Nine Study Visits were organised for the participants from various leading training/educational institutions.



## PARLIAMENTARY AND CONSTITUTIONAL DEVELOPMENTS

(1 APRIL TO 30 JUNE 1999)

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Events covered in this Feature are based primarily on reports appearing in the daily newspapers and, as such, the Lok Sabha Secretariat does not accept any responsibility for their accuracy, authenticity or veracity.

—Editor

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### INDIA

#### DEVELOPMENTS AT THE UNION

*Political developments:* On 3 April 1999, the General Council of the AIADMK passed a resolution demanding the dismissal of the Union Defence Minister, Shri George Fernandes and the reinstatement of Admiral Vishnu Bhagwat as Chief of the Naval Staff.

On 6 April 1999, the two Union Ministers belonging to the AIADMK, Shri M. Thambi Durai and Shri K.R. Janarthanan, resigned from Office. The President, Shri K.R. Narayanan accepted the resignations on 8 April 1999.

On 9 April 1999, the AIADMK pulled out from the Coordination Committee of the BJP and its allies.

On 14 April 1999, the AIADMK withdrew support from the Government. Thereafter, the President, advised the Prime Minister, Shri Atal Bihari Vajpayee to seek Vote of Confidence from the Lok Sabha.

On 15 April 1999, the Prime Minister moved the Confidence Motion as the Lok Sabha re-assembled for its Budget Session.

On 17 April 1999, the Vajpayee Government was defeated in the Lok Sabha when the Confidence Motion was lost by a single vote.

Subsequently, the Prime Minister, submitted his resignation to the President who asked him to continue in office until alternative arrangements were made.

On 25 April 1999, the Congress President, Smt. Sonia Gandhi during

a meeting with the President, apprised him that the Congress Party had the support of 239 members of the Lok Sabha and it would not support any Third Front alternative.

On 26 April 1999, the President, dissolved the Twelfth Lok Sabha on the recommendation of the Union Cabinet and ordered for fresh elections.

*Expulsion of MPs* : On 17 April 1999, the Rashtriya Janata Party expelled Shri Anand Mohan from the party for voting in favour of the BJP-led Government during the vote on the Motion of Confidence.

On 19 April 1999, the National Conference expelled Prof. Saifuddin Soz from the primary membership of the party for defying the party whip to vote for the Vajpayee Government.

*Ministry renamed* : On 23 April 1999, the Ministry of Urban Affairs and Employment was renamed as the Ministry of Urban Development.

*Minor changes in portfolios* : On 9 April 1999, the Minister of Power and Parliamentary Affairs, Shri P.R. Kumaramangalam was given the additional charge of the Ministry of Law, Justice and Company Affairs. The Union Railway Minister, Shri Nitish Kumar was given the additional charge of the Ministry of Surface Transport. The Minister of State for Foreign Affairs, Smt. Vasundhara Raje was given the additional charge of the Ministry of Personnel, Public Grievances and Pensions.

On 8 June 1999, the Union Minister of Communications, Shri Jagmohan relinquished the charge of the Office and assumed the charge of the Ministry of Urban Development. The Minister of Urban Development, Shri Ram Jethmalani relinquished the charge of Office of Minister of Urban Development and assumed the charge of Law, Justice and Company Affairs.

## **AROUND THE STATES**

### **ARUNACHAL PRADESH**

*Governor removed*: On 13 May 1999, on the recommendation of the Union Cabinet, the President, Shri K.R. Narayanan removed the Governor of Arunachal Pradesh, Shri Mata Prasad from Office.

The Governor of Assam, Lt. Gen.(Retd.) S.K. Sinha was given the additional charge of Governor of Arunachal Pradesh.

## BIHAR

*Change of Party* : On 8 May 1999, an MLA, Shri Neil Dirkey belonging to the Jharkhand Mukti Morcha, joined the Congress(I).

*Expansion of Cabinet* : On 19 May 1999, the Chief Minister, Smt. Rabri Devi expanded the State Cabinet by inducting five new Ministers, including two in the Cabinet rank. They are :

*Cabinet Ministers* : Shri Brishan Patel: *Labour, Planning and Training*; and Shri Rakesh Kumar Chaudhary : *Agriculture and Horticulture*.

*Ministers of State* : Shri Surendra Ram: *Water Resources*; Shri Awadhesh Kumar Singh: *Labour, Planning and Training*; and Shri Shyam Bihari Prasad: *Cooperatives*.

## DELHI

*Election of Deputy Speaker* : On 7 April 1999, Smt. Kiran Choudhary of the Congress(I) was elected unopposed the Deputy Speaker of the Delhi Vidhan Sabha.

## GOA

*MLA elected unopposed* : On 20 May 1999, Shri Alexis Sequiera of the Congress(I) representing Loutalian constituency was elected unopposed to the Legislative Assembly.

*Election of Speaker* : On 15 June 1999, Shri Pratap Sinh Rane of the Congress(I) was elected Speaker of the State Legislative Assembly.

## GUJARAT

*Expansion of Cabinet* : On 15 May 1999, the Chief Minister, Shri Keshubhai Patel expanded the State Cabinet. The new Ministers and their portfolios are:

Shri Keshubhai Patel (*Chief Minister*): *General Administration Department, Home, Rural Development, Ports, Information and Broadcasting, Roads and Building (Excluding Capital Project and Works under Panchayats), Policies with regard to Planning, Industry, Energy, Narmada, Mines and Minerals and Subjects not allotted to other Ministers*.

*Cabinet Ministers* : Shri Suresh Chandra Rupshanker Mehta: *Industries (Excluding Salt Industry), Legislative and Parliamentary Affairs, Tourism and Civil Aviation*; Shri Vajubhai Roodabhai Vala : *Finance and Revenue*; Shri Ashok Chandulal Bhatt: *Health and Family Welfare, Food and Civil Supplies*; Shri Fakirbhai Raghabhai Vaghela: *Social Justice*

*and Empowerment including Welfare of Scheduled Castes, Prohibition and Excise and Development of Salt Industry ; Shri Kanjibhai Maganbhai Patel : Forests and Environment ; Shri Nitinbhai Ratibhai Patel : Small and Medium Irrigation, Road and Building Works of Panchayats; Shri Jaynarayan Narmadashankar Vyas: Narmada and Major Irrigation Projects; Shri Narottambhai Trikamdass Patel: Water Supply, Capital Project, Urban Housing; Shri Ghabhaji Mangaji Thakore: Welfare of Socially and Educationally Backward Classes; Shri Kaushik Kumar Jamnadas Patel: Energy, Petro-Chemicals and Planning; Shri Jaspal Singh: Jail and Rural Housing; and Smt. Anandiben Mafatbhai Patel: Education (Primary, Secondary and Adult), Women and Child Welfare.*

*Ministers of State : Shri Mahendra Shantilal Trivedi: Youth Services, Cultural Activities and Sports (Independent Charge); Shri Haren Pandya: Border Security (Independent Charge), Home, Information and Broadcasting; Shri Bharat Barot: Higher and Technical Education (Independent Charge), and protocol; Shri Dilipbhai Manibhai Patel: Mines and Minerals (Independent Charge); Shri Mangubhai Chhaganbhai Patel: Welfare of Scheduled Tribes (Independent Charge) ; Shri Ramanlal Ishwarbhai Vora: Co-operation (Independent Charge) and Administrative Reforms; Shri Hemantbhai Champaklal Chapatwala: Law and Justice (Independent Charge); Shri Narayanbhai Lalludas Patel: Panchayats (Independent Charge); Shri Babubhai Bhimabhai Bokhiriya: Fisheries (Independent Charge) and Police Housing; Shri Harjivanbhai Hirabhai Patel: Water Supply, Capital Projects and Urban Housing; Shri Becharbhai Virjibhai Bhadani: Agriculture (Independent Charge); Shri Mulubhai Hardasbhai Bera: Non-Conventional Energy (Independent Charge), Small and Medium Irrigation; Shri Kiritsinh Jitubhai Rana: Animal Husbandry (Independent Charge); Shri Bimal Shah: Transport (Independent Charge), Information Technology and Non-Resident Gujarati Division; Shri Bhupendrabhai Gatulal Lakhawala: Labour and Employment (Independent Charge), Civil Defence, Home Guards and Gram Rakshak Dal; Shri Bipinbhai Ishwarlal Shah: Education (Primary, Secondary and Adult); Shri Parmanand Vishandas Khattar: Urban Development (Independent Charge); Shri Ranjitsinh Naharsinh Chavda: Cottage Industries, including Shri Vajpayee Swarojgar Yojna (Independent Charge); Shri Chimanlal Dharmshibhai Sapariya: Roads and Buildings (Panchayat Works); Shri Liladharbhai Khodaji Vaghela: Consumer Affairs (including Weights and Measures) (Independent Charge) and Rural Development; Shri Khodabhai N. Patel: Industries and Tourism; Shri Prabhatsinh Pratapsinh Chauhan: Forests and Environment; Shri Parshottambhai Odhavjibhai Solanki: Labour and Employment, Welfare of Socially and Educationally Backward Classes; Shri Karsanbhai Bhikhabhai Patel:*

*Social Justice and Empowerment (including Welfare of Scheduled Castes), Prohibition and Excise; and Shri Jashwansinh Sumanbhai Bhabhor: Food and Civil Supplies.*

## ✓ HARYANA

**MLA unseated :** On 21 April 1999, the Punjab and Haryana High Court unseated an MLA of the BJP, Shri R. Kashyap representing the Gharaunda constituency, and declared Shri Ramesh Kumar Rana of the Samata Party, now Haryana Lok Dal (Rashtriya), elected in his place.

**Ministers dropped :** On 13 May 1999, the Chief Minister, Shri Bansi Lal dropped the Cooperation Minister, Shri Rao Narbir Singh and the Health Minister Shri Brij Mohan Singh from the State Cabinet.

On 16 June 1999, the Agriculture Minister, Shri Jagannath was also dropped from the State Cabinet.

**Expansion of Cabinet :** On 7 June 1999, the Chief Minister, Shri Bansi Lal expanded the State Cabinet by inducting Dr. Dharamvir Yadav as a Cabinet Minister and Shri Ram Bhai as a Minister of State.

On 15 June 1999, Shri Jaswant Singh Bawal was inducted as a Minister of State.

**Withdrawal of support :** On 22 June 1999, the eleven-member BJP Legislature party withdrew support from the Government headed by Shri Bansi Lal. Subsequently, the Governor, Shri Mahabir Prasad asked the Chief Minister to prove the majority on the floor of the House by 25 June 1999.

The Chief Minister, won Vote of Confidence on 25 June 1999.

## JAMMU AND KASHMIR

**Death of MLA :** On 15 May 1999, the National Conference MLA, Shri Abdul Ahad Kar was shot dead in Kalam Chakla Village in Kupwara District.

## KARNATAKA

**Allocation of portfolio :** On 7 May 1999, Shri M. Varade Gowda was given the portfolio of *Planning, Institutional Finance and Statistics*.

## MAHARASHTRA

**Resignation of Minister :** On 27 April 1999, the Minister of Social Welfare, Shri Babanrao Gholap, charged with receiving kickbacks in the Awami Bank Scam, resigned from Office.

**Split in Congress Party :** On 3 June 1999, 45 MLAs and 14 MLCs of the Congress(I) formed a separate group and named it the Nationalist Congress Party (NCP).

On 12 June 1999, the Speaker of the Legislative Assembly and the Chairman of the Legislative Council recognised the breakaway group of the NCP in the State Legislature.

### MEGHALAYA

**Expansion of Cabinet :** On 24 June 1999, the Chief Minister, Shri B.B. Lyngdoh expanded the State Cabinet. The new Ministers and their portfolios are:

**Cabinet Ministers :** Shri Simon Siangsai: *Soil Conservation*; and Shri Kyremen Susngi: *Mining and Geology*.

**Ministers of State :** Shri R.L. Tariang: *Finance (Independent Charge), Border Area and Border Trade*; and Shri P.W. Muktiah: *Soil Conservation, Geology, Mining and Art and Culture (Independent Charge)*.

### ORISSA

**Death of MLA :** On 4 April 1999, Shri Jadab Majhi, former Minister and an MLA belonging to Biju Janata Dal passed away.

**By-election result :** In the by-election to the State Legislative Assembly held on 21 June 1999, the Chief Minister, Shri Giridhar Gamang of the Congress (I) won from the Laxmipur constituency.

### TAMIL NADU

**MLA suspended from party :** On 26 June 1999, Shri V. Ranganathan an MLA, of the Tamil Maanila Congress (Moopanar), was suspended from the party for anti-party activities.

### UTTAR PRADESH

**MLA suspended from party :** On 1 May 1999, Shri Rajpal Tyagi an MLA, of the Samajwadi Party was suspended from the party for anti-party activities.

### WEST BENGAL

**Resignation of Governor :** On 11 May 1999, the Governor, Shri A.R. Kidwai resigned from Office.

On 18 May 1999, the acting Chief Justice of the Calcutta High Court, Justice Shyamal Kumar Sen was sworn-in as the new Governor.

## **DEVELOPMENTS ABROAD**

### **ALGERIA**

*Election of President:* On 9 April 1999, Mr. Abdelaziz Bouteflika was elected the new President of Algeria.

### **AUSTRALIA**

*Resignation of Deputy Prime Minister:* On 30 June 1999, the Deputy Prime Minister and Trade Minister, Mr. Tim Fischer resigned from Office.

### **EL SALVADOR**

*New President:* On 2 June 1999, Mr. Francisco Flores was sworn-in as the President. Mr. Carlos Quintanilla was sworn-in as the Vice-President.

### **GERMANY**

*New President:* On 23 May 1999, Mr. Johannes Rau was elected as the new President of Germany.

### **ISRAEL**

*Election results:* On 18 May 1999, the Labour Party leader, Mr. Ehud Barak won the Prime Ministerial election securing 56 per cent of votes defeating outgoing Prime Minister, Mr. Benjamin Netanyahu who received 44 per cent of votes.

### **ITALY**

*New President:* On 13 May 1999, the Treasury Minister, Mr. Carlo Azeglio Ciampi was elected as the President.

### **KYRGYSTAN**

*Death of Prime Minister:* On 4 April 1999, the Prime Minister, Mr. Zhumabek Ibraimov passed away.

### **LATVIA**

*New President:* On 18 June 1999, Ms. Vaira Vike-Freiberga was elected as the country's first woman President.

### **NEPAL**

*New Prime Minister:* On 31 May 1999, Mr. Krishna Prasad Bhattarai of the Nepali Congress was sworn-in as the new Prime

Minister. In the General Election, the Nepali Congress had won 110 seats in the 205-member *Partinidhi Sabha*.

### **NIGER**

*President killed:* On 9 April 1999, the President of Niger, Mr. Ibrahim Barre Mainassara was killed at a military base in Niamey.

### **RUSSIA**

*Prime Minister dismissed:* On 12 May 1999, the President, Mr. Boris Yeltsin removed the Prime Minister, Mr. Yevgeny Primakov from Office. Mr. Sergei Stephasin was appointed as the new Prime Minister.

On 19 May 1999, the Duma endorsed the appointment of Mr. Stephasin.

On 25 May 1999, the President, Mr. Boris Yeltsin appointed Mr. Alexander Zhukov as the first Deputy Prime Minister.

### **SOUTH AFRICA**

*Resignation of Minister:* On 11 June 1999, the Minister of Posts and Telecommunications, Mr. Jay Naidoo resigned from Office.

*New President:* On 14 June 1999, Mr. Thabo Mbeki was elected unopposed as the new President of South Africa.

*New Cabinet:* On 17 June 1999, the 42-member Council of Ministers consisting of 29 Cabinet Ministers and 13 Deputy Ministers was sworn-in. Mr. Jacob Zuma was appointed as the Foreign Minister.

### **TURKEY**

*Election results:* On 23 April 1999, the Prime Minister, Mr. Bulent Ecevit's Democratic Left Party emerged winner in the parliamentary elections with 22 per cent of votes and the Nationalist Movement Front came second with 18 per cent of votes.

### **TUVALU**

*Government voted out:* On 14 April 1999, the twelve-member Parliament passed a no-confidence vote against the Prime Minister, Mr. Bikenibeu Paeniu.

### **U.K.**

*Scottish Parliamentary election:* On 7 May 1999, the Labour



Party won 38.8 per cent of votes when the Scots voted to elect their first Parliament. The Scottish National Party won 28.8 per cent of the votes.

On 12 May 1999, the newly-elected members of Scotland's first Parliament were sworn in.

#### **U.S.A.**

*Resignation of Treasury Secretary:* On 12 May 1999, the Treasury Secretary, Mr. Robert Rubin resigned from Office. Mr. Lawrence Summers was appointed the new Treasury Secretary.

#### **YUGOSLAVIA**

*Deputy Prime Minister removed:* On 28 April 1999, the Deputy Prime Minister, Mr. Vuk Draskovic was removed from Office.

## SESSIONAL REVIEW

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### STATE LEGISLATURES

#### ASSAM LEGISLATIVE ASSEMBLY\*

The Assam Legislative Assembly commenced its Budget Session on 22 March 1999; after a recess from 7 April to 3 May, the House was adjourned *sine die* on 14 May 1999.

*Obituary references:* During the Session, obituary references were made on the passing away of some well known personalities.

#### KARNATAKA LEGISLATIVE COUNCIL\*\*

The Karnataka Legislative Council commenced its Ninetieth Session on 23 June 1999. The House was adjourned *sine die* on 12 July 1999. There were 14 sittings in all.

*Legislative business:* During the Session, fourteen Bills were introduced in the Legislative Council, out of which 11 Bills were passed. Four Bills as passed by the Legislative Assembly were also passed by the Council.

*Financial business:* On 5 July 1999, the Supplementary Estimates (First Instalment) for the year 1999-2000 were presented, discussed and approved.

*Obituary references:* During the Session, obituary references were made on the passing away of the jawans, officers and officials of the defence services during the Kargil conflict.

#### NAGALAND LEGISLATIVE ASSEMBLY\*\*\*

The Ninth Nagaland Legislative Assembly, which commenced

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\* Material contributed by the Assam Legislative Assembly Secretariat

\*\* Material contributed by the Karnataka Legislature Secretariat

\*\*\* Material contributed by the Nagaland Legislative Assembly Secretariat

its Fourth Session on 16 March 1999, was adjourned *sine die* on 31 March 1999. The House had 4 sittings in all.

**Address by the Governor:** The Governor of Nagaland, Shri Om Prakash Sharma addressed the House on 16 March 1999. The Motion of Thanks to the Governor for his Address, which was moved by Shri Khuosatho and seconded by Shri Atovi Sumi, was adopted by the House on 18 March 1999.

**Legislative business :** During the Session, the following Bills were passed by the House: (i) The Nagaland (Sales of Petroleum & Petroleum Products, including Motor Spirit & Lubricants) Taxation Amendment Bill, 1999; (ii) The Nagaland Sales Tax (Amendment) Bill, 1999; (iii) The Nagaland Appropriation (No. 1) Bill, 1999; and (iv) The Nagaland Appropriation (No.2) Bill, 1999.

**Financial business:** During the Session, the Chief Minister, Shri S.C. Jamir presented the Vote on Accounts for the year 1999-2000.

**Obituary references:** During the Session, obituary references were made on the passing away of former Deputy Speaker of Lok Sabha, Prof. G.G. Swell, former Minister, Shri Bangjak Phom and Shri G.C. Paira and Shri Tongpangnungshi, both former members of the Legislative Assembly.

### **WEST BENGAL LEGISLATIVE ASSEMBLY\***

The Twelfth West Bengal Legislative Assembly which commenced its Seventh Session on 10 March 1999, was adjourned *sine die* on 20 July 1999. The House was prorogued on 21 July 1999. There were 43 sittings in all.

**Obituary references:** On 11 March 1999, obituary references were made on the passing away of King Hussain of Jordan, Shri Kshudiram Mahata, a member of the Provisional Parliament; former member of Parliament Dr. Maitreyee Bose; former Ministers, Sarvashri Radhika Ranjan Banerjee, Ardhendu Sekhar Naskar and Niharendu Dutta Mazumdar; and sitting members of the Legislative Assembly, Sarvashri Sukumar Das, Gopal Krishna Dey, Nirode Roychowdury, and

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\* Material contributed by the West Bengal Legislative Assembly Secretariat

Naren Hansda. Obituary references were also made on the passing away of Sarvashri Pannalal Das Gupta, Gopal Basu, Daud Khan, Prabhakar Mandal, Keshab Chandra Bhattacharjee, Panchanan Sinha, Jagannath Majumdar and Smt. Ila Roy all former members of the State Legislative Assembly. Obituary references were also made to the passing away of some other eminent personalities.

## SUMMARIES OF BOOKS

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MAHAJAN, Gurpreet, *Identities and Rights—Aspects of Liberal Democracy in India* (Delhi: Oxford University Press), 1998 (Pages 190), (Price: Rs. 395/-)

Conflicts and individual differences exist in almost all multicultural societies showing that the liberal democratic State is not entirely value free or morally neutral. A liberal democracy gives the appearance of being neutral because it formulates norms and an ethic that apply to all citizens equally. In other words, the apparent neutrality of the liberal State stems from the uniformity of its legal codes. However, uniformity of this kind is almost entirely blind to the unequal ways in which communities are affected by the common cultural code developed and imposed by the liberal State.

Liberalism respects the right to individual conscience but remains uncomfortable in its dealings with religious communities and organisations. Liberals generally believe that protecting individual autonomy would ensure religious tolerance and diversity in society. A similar thinking is applied to the issue of cultural diversity. Consequently, in 1950, when the Constitution of India was adopted, it devised a two-fold policy. On the one hand it tried to ensure that no community is outrightly excluded from or systematically disadvantaged in the public arena and, on the other, it provided autonomy to each religious community to pursue its own way of life.

The value around which the entire edifice of democracy was constructed in India is non-discrimination. The framers of the Indian Constitution wanted to dismantle the structure of social discrimination perpetuated by the caste system; they were also concerned about the possibility of religious discrimination in independent India. To ensure that the existing social prejudices did not result in the continued exclusion of some caste/communities from the social and public life of the polity, the Constitution envisaged a system of reservations. In a similar vein, to safeguard against the possibility of religious discrimination, the Constitution provided special cultural rights to minority communities.

Within the framework of Indian democracy, the Judiciary has played an important role in restricting state intervention in religious and cultural matters. Indeed, the Supreme Court has frequently adjudicated in favour of religious communities and institutions. It has restricted the ability of the State to regulate and redefine religious practices. In the process, the Court has often taken up the responsibility of interpreting religious texts and determining essential aspects of religious practices.

The need to separate religion from politics is the central motif of the secularist perspective in India. Almost all adherents of this perspective maintain that 'religious identity, and religion itself, do provide a certain irreducible basis for communalism in India.' Some theorists of this persuasion also argue that the mobilization of citizens on the basis of religion and community identities has altered the nature of democratic politics. It has encouraged the politics of vote banks, wherein political parties nurse communities and sets of castes in the hope of winning electoral support among groups. Since caste, tribe and religion are the dominant and most persistent forms of social identities in India, political parties often tend to direct attention to issues that appeal to the collective interests of these communities.

The concept of religious freedom endorsed in the Constitution has three dimensions. One, it sought to ensure non-discrimination on religious grounds; two, it allowed religious communities to pursue their distinctive forms of worship and religious practices; and three, it granted religious communities the freedom to pursue a variety of other activities in society, including the right to mobilize and participate in politics. The interpretation of the Supreme Court has affirmed the autonomy of religious domain, including its right to participate in the political domain. Thus, religious communities may form political parties and political parties may express religious sentiments, as long as these enunciations do not provoke hatred among communities.

India, unlike some of her neighbours, sought to ensure that as a nation-state, it would not reflect any one religious or cultural identity. Instead, its public life would express cultural plurality. To this end, the Constitution incorporated three important provisions. It assured that: (i) the State would not discriminate between the people of various communities and equal degree of freedom would be provided to each religious community; (ii) all communities would have the freedom to establish religious, cultural and educational institutions of their choice;

(iii) and that denominational educational institutions would not be deprived of, or disqualified from, receiving state funding.

The Constitution of India provided cultural rights to religious minorities, but it did not offer any special consideration or privileges to them in the political domain. Seats were neither reserved for them in the Legislature, nor were they guaranteed special consideration in public services. Article 332 of the Indian Constitution provided reservations for the Scheduled Castes and Scheduled Tribes in Legislatures, and Article 334 stated that seats were to be reserved for both these groups in public services and government jobs.

In India, caste has remained the primary basis for identifying the Backward Class. In this context, the First Backward Classes Commission was set up in 1953 under the Chairmanship of Kaka Kalelkar to identify the social backwardness of a Class. The Second Backward Classes Commission, headed by B.P. Mandal, provided caste as the primary basis for identifying the social, educational and economic backwardness of a group. However, caste-based differentiation was criticized on the grounds that in a democracy only the individual must be the unit of reference. The use of the caste principle has been defended on the grounds that caste is a reliable and valid indicator for determining social and educational backwardness in Indian society. Non-discrimination is the fundamental and inviolable principle of democracy. More than anything else, a democracy sets aside differences that stem from social attributes such as religion, race and gender. It grants equal rights of citizenship to all individuals, irrespective of their ascriptive identity. Not discriminating against any person on account of community affiliation is in this form the quintessential feature of democracy. Thus, in India, reservations were not merely a remedy for backwardness, they were an alternative path of social transformation.

The peculiarity of democratic thought in India is that it conceived groups in terms of ascriptive social identities and in this context caste, religion and language were the three distinct categories of communities that were considered. Each group was treated as a homogeneous entity and differences within the communities were generally ignored. Besides advocating the same treatment for all groups—the majority and the minority—the principle of group equality has also been used, in contemporary times, to justify group representation in political institutions and to raise the issue of adequate representation. In India, unlike most

western democracies, liberty was neither a political nor a primary social concern. Although the Constitution guaranteed individual political rights and civil liberties,—e.g. freedom of speech, thought, association and movement—almost all these rights were severely circumscribed.

At the same time, through a variety of provisions, the Constitution accorded a secondary position to the issue of individual liberty. Besides serving the interest of public safety and order, it made utterance of libellous, seditious, obscene, slanderous and defamatory matter punishable by law. The Fundamental Rights are subject to be curtailed in the context of preventive detention and during Emergency. Thus, on the one hand, the interest of the nation state prevailed over individual liberty and, on the other, community practices received priority. On both counts, individual autonomy was restricted and the principle of equal rights of citizenship fell by the wayside. In place of the individual, the community—religious or political—was privileged.

But in the final analysis the existence of individual rights is entirely dependent upon community practices. These are, in this sense, no limits on cultural diversity and, relatively speaking, little value is attached to the protection of individual rights. The experience of democracies in general, and India in particular, also shows that individual rights are, and have been a primary instrument of democratization. Hence, these rights may be justifiably curtailed only in pursuit of the essential ideals of democracy.

**KHANNA, S.K.**, *Crisis of Indian Democracy* (New Delhi: Commonwealth Publishers), 1998, (Pages 324), (Price: Rs. 650/-)

Democracy in India is in a state of flux. Although conditions in many parts of the country are tending towards the anarchic, one would still hesitate to call it a state of chaos. If, in spite of constant buffeting, the edifice of democracy still holds, it is only because some of the pillars that provide it foundational stability continue to be reliable. Hence, whatever the means adopted to stem the rot in the body politic, it has to be ensured that the pillars that provide it a modicum of stability are not allowed to be weakened any further.

The Constitution of India provided a parliamentary system of Government both at the Centre and in the States. Though the Constitution vests all the executive powers of the Centre and the States in the President and the Governors, respectively, in reality they act merely as



constitutional rulers, as the real power is exercised by the Council of Ministers.

The actual operation of parliamentary democracy in India for over three decades has demonstrated that the system has not worked that successfully. There are generally two views expressed for its failure—one view which is generally expressed by politicians is that the system itself has failed and is not suitable for a vast country like India; the other view, expressed by legal experts, statesmen and impartial observers, holds that it is not the system which has failed but the politicians who have failed the system. The reasons for its unsuccessful working are many like, lack of proper conventions and traditions, lack of education among the public, absence of collective responsibility, lack of effective Opposition, attitude of the Centre towards States, frequent dismissal of popular Ministries in States, growing resort to agitations for meeting demands, lack of adequate control over delegated legislation, and above all, the bid to undermine the Judiciary.

India has had the experience of coalition governments in the States as well as at the Centre in recent times. There has been a gradual shift from the pattern of one dominant party rule. The growing political, social, economic and regional tensions gave rise to the emergence of different parties which wielded varying influences in States. In course of time, an uneven political pattern evolved. What is needed is not the dismantling of the system of parliamentary democracy, but introducing electoral reforms to lend more stability to the coalition governments.

The experience of coalition governments in India has not been very encouraging. Once in power, the members of the coalition have fought for offices and portfolios and did not mind pulling down the credibility of other partners in public estimation to further their own interests. Individual members as well as groups frequently indulged in horse trading and changed their loyalties. This gave rise to the evil of defection. The coalition governments also failed to follow any clear cut policies. Most of the time these governments continued to make compromises on various principles and failed to take any definite steps or actions because they were more concerned with their existence and survival rather than carrying out set principles or policies.

The Indian political system is not a duplicate copy of the western system as it contains many indigenous elements. In the first place, the political system is based on two seemingly contradictory principles of

centralization and decentralization. The political leaders occupy an important position. Indians have great respect for their religious and cultural leaders. Here, we have political parties which are based on linguistic and religious basis. The Opposition in India has not played an effective role. Another notable feature of the Indian political system is its highly caste-ridden character. Despite the best efforts of the government to discourage caste feeling by banishing it from the census schedules, the caste system continues to be a dominant factor. Though the framers of the Constitution provided a secular polity in the country, communalism continues to dominate Indian politics. Ever since Independence, there have been growing incidents of communal violence. Communalism, has tended to widen over the years. The society is also divided into a number of "vertical structures of power cutting across castes and divisions" which affect the political stability of the government structure at the Centre as well as in the States. Regionalism has been another important feature of the political system. It indicates an agglomeration of all those forces which are generally considered to be centrifugal, polarised to centralism and nationalism.

Political corruption is yet another feature of the political system. Often the personal, group and party considerations have come to influence the decisions of the government. Finally, political defection or floor crossing has also been an important element of the system.

Among the contributing factors leading to the present mess, caste, corruption, communalism and criminalisation have been widely identified. Undoubtedly, social stratification along caste lines is repugnant to the very concept of democracy. Exploiting caste sentiments and playing off one caste combination against the other with a political axe to grind is the very antithesis of the idea of nationalism. The last three decades have marked the slide blown in value-based politics in the country.

The crisis India and the world are experiencing is that instead of turning to divine guidance, we have been aping the popular culture of rampant materialism that is rapidly penetrating even the remotest corners of our planet. Any attempt to reverse the present crisis and to reconstruct the democratic polity will have to be seen as the task of not just political parties or some leaders but in which all sectors and all those who have the country's future in mind will need to play a role. The deterioration that has set in is all round and hence the effort to arrest it too will have to be all round. As a matter of fact, rebuilding a nation

and reconstructing a society is fundamentally a task that critical minds and the intelligentsia have to perform. Those in power do not change the course of history. For tackling the problem of high level political corruption in India, the institution of Lokpal can help in maintaining our basic values and reflect upon larger issues of morality in public places.

Any attempt to resolve the acute crisis in India must squarely address the issue of religion which is considered as a "faculty of human nature". That the perversion of this faculty in man has contributed to much of the confusion in our society and the resultant conflict in and between individuals and communities is the root cause of the world crisis. So, our survival and happiness now depend on our recognition of the openness and the wholeness of the entire human family and of the essential oneness of religion and the fundamental unity of its founders.

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**APPENDIX I**  
**STATEMENT SHOWING THE WORK**  
**TRANSACTIONED DURING THE FOURTH SESSION**  
**OF THE TWELFTH LOK SABHA**

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1.	PERIOD OF THE SESSION	22 February 1999 to 22 April 1999	
2.	NUMBER OF SITTINGS HELD		24
3.	TOTAL NUMBER OF SITTING HOURS	137 Hours and 25 minutes	
4.	NUMBER OF DIVISIONS HELD		2
5.	GOVERNMENT BILLS		
	(i) Pending at the commencement of the Session		22
	(ii) Introduced		17
	(iii) Laid on the Table as passed by the Rajya Sabha		Nil
	(iv) Referred by Joint Committee		Nil
	(v) Referred to Departmentally-related Standing Committees by Speaker/Chairman, Rajya Sabha		5
	(vi) Reports by Standing Committees		10
	(vii) Discussed		17
	(viii) Passed		17
	(ix) Withdrawn		2
	(x) Returned by the Rajya Sabha without any recommendation		12
	(xi) Pending at the end of the Session		22
6.	PRIVATE MEMBERS' BILLS		
	(i) Pending at the commencement of the Session		109
	(ii) Introduced		10
	(iii) Part-discussed	1 (Part-discussed during 3rd Session of 12th Lok Sabha)	
	(iv) Removed from the register of Pending Bills		1
	(v) Pending at the end of the Session		118
7.	NUMBER OF DISCUSSIONS HELD UNDER RULE 193 (Matters of Urgent Public Importance)		
	(i) Notices received		117
	(ii) Admitted		3
	(iii) Part-discussed		1
8.	NUMBER OF STATEMENTS MADE UNDER RULE 197 (Calling Attention to Matters of Urgent Public Importance)		2

9. STATEMENTS MADE BY MINISTERS UNDER RULE 372	8
10. STATUTORY RESOLUTIONS	
(i) Notices received	105
(ii) Admitted	9
(iii) Moved	6
(iv) Adopted	2
(v) Negatived	4
11. GOVERNMENT RESOLUTIONS	
(i) Notices received	1
(ii) Admitted	1
(iii) Moved	1
(iv) Adopted	1
12. PRIVATE MEMBERS' RESOLUTIONS	
(i) Received	8
(ii) Admitted	8
(iii) Discussed	1
(iv) Part-discussed	1
13. GOVERNMENT MOTIONS (Motion of Confidence in the Council of Ministers)	
(i) Notices received	1
(ii) Admitted	1
(iii) Discussed	1
(iv) Negatived	1
14. PRIVATE MEMBERS' MOTIONS	
(i) Notices received	243
(ii) Admitted	83
(iii) Moved	Nil
(iv) Discussed	Nil
15. NUMBER OF PARLIAMENTARY COMMITTEES CREATED, IF ANY, DURING THE SESSION	One (Committee on Members of Parliament Local Area Development Scheme, Lok Sabha on 22.2.1999)
16. TOTAL NUMBER OF VISITORS' PASSES ISSUED DURING THE SESSION	14,780
17. MAXIMUM NUMBER OF VISITORS' PASSES ISSUED ON ANY SINGLE DAY AND THE DATE ON WHICH ISSUED	1,185 on 17.4.1999
18. NUMBER OF ADJOURNMENT MOTIONS Consent withheld by the Speaker outside the House	5 5
19. TOTAL NUMBER OF QUESTIONS ADMITTED	
(i) Starred	380
(ii) Unstarred	3,902
(iii) Short Notice Questions	Nil

**20. WORKING OF PARLIAMENTARY COMMITTEES**

Sl. No.	Name of the Committee	No. of sittings held during the period 1 April to 30 June 1999	No. of Reports presented
1	2	3	4
i)	Business Advisory Committee	3	2
ii)	Committee on Absence of Members	—	—
iii)	Committee on Public Undertakings	3	5
iv)	Committee on Papers Laid on the Table	—	—
v)	Committee on Petitions	1	—
vi)	Committee on Private Members Bills and Resolutions	—	—
vii)	Committee on the Welfare of Scheduled Castes and Scheduled Tribes	1	—
viii)	Committee on Privileges	—	—
ix)	Committee on Government Assurances	—	—
x)	Committee on Subordinate Legislation	1	—
xi)	Estimates Committee	—	—
xii)	General Purposes Committee	—	—
xiii)	House Committee	—	—
	a) Accommodation Sub-Committee		
	b) Sub-Committee on Amenities		
xiv)	Public Accounts Committee	2	1
xv)	Railway Convention Committee	—	—
xvi)	Rules Committee	—	—

**JOINT/SELECT COMMITTEES**

i)	Joint Committee on Offices of Profit	—	—
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**STANDING COMMITTEES**

i)	Committee on Agriculture	—	—
ii)	Committee on Communications	5	4
iii)	Committee on Defence	—	—
iv)	Committee on Energy	5	4
v)	Committee on External Affairs	5	1
vi)	Committee on Finance	—	—
vii)	Committee on Food, Civil Supplies and Public Distribution	1	3
viii)	Committee on Labour and Welfare	1	3
ix)	Committee on Petroleum and Chemicals	1	3
x)	Committee on Railways	3	1
xi)	Committee on Urban and Rural Development	—	—
xii)	Committee on the Empowerment of Women	2	1
21.	NUMBER OF MEMBERS GRANTED LEAVE OF ABSENCE		—
22.	PETITIONS PRESENTED		—
23.	NUMBER OF NEW MEMBERS SWORN IN, WITH DATE		—

## APPENDIX II

**STATEMENT SHOWING THE WORK TRANSACTED  
DURING THE ONE HUNDRED AND EIGHTY-SIXTH  
SESSION OF THE RAJYA SABHA**

1. PERIOD OF THE SESSION	22 February 1999 to 23 April 1999	
2. NUMBER OF SITTINGS HELD		23
3. TOTAL NUMBER OF SITTING HOURS	70 hours and 07 minutes	
4. NUMBER OF DIVISIONS HELD		Nil
5. GOVERNMENT BILLS		
(i) Pending at the commencement of the Session		36
(ii) Introduced		1
(iii) Laid on the Table as passed by the Lok Sabha		16
(iv) Returned by the Lok Sabha with any amendment		1
(v) Referred to Select Committee by the Rajya Sabha		Nil
(vi) Referred to Joint Committee by the Rajya Sabha		Nil
(vii) Referred to the Departmentally related Standing Committees		4
(viii) Reported by Select Committee		Nil
(ix) Reported by Joint Committee		Nil
(x) Reported by the Departmentally related Standing Committees		10
(xi) Discussed		10
(xii) Passed		16* <sup>⊙</sup>
(xiii) Withdrawn		Nil
(xiv) Negatived		Nil
(xv) Part-discussed		Nil
(xvi) Returned by the Rajya Sabha without any recommendation		6
(xvii) Discussion postponed		Nil

\* Including the Patents (Amentment) Bill, 1999, on which the amendments made by the Lok Sabha were agreed to.

⊙ Also including six money Bills which could not be passed by the Rajya Sabha and were later deemed to have been passed by the Houses of Parliament under provisions of article 109(5) of the Constitution

(xviii) Pending at the end of the Session	34
<b>6. PRIVATE MEMBERS' BILLS</b>	
(i) Pending at the commencement of the Session	136
(ii) Introduced	6
(iii) Laid on the Table as passed by the Lok Sabha	NI
(iv) Returned by the Lok Sabha with any amendment and laid on the Table	NI
(v) Reported by Joint Committee	NI
(vi) Discussed	1
(vii) Withdrawn	NI
(viii) Passed	NI
(ix) Negatived	NI
(x) Circulated for eliciting opinion	NI
(xi) Part-discussed	1
(xii) Discussion postponed	NI
(xiii) Motion for circulation of Bill negatived	NI
(xiv) Referred to Select Committee	NI
(xv) Lapsed due to retirement/death of Member-in-charge of the Bill	NI
(xvi) Pending at the end of the Session	142
<b>7. NUMBER OF DISCUSSIONS HELD UNDER RULE 176 (Matters of Urgent Public Importance)</b>	
(i) Notices received	67
(ii) Admitted	2 (on 1 subject)
(iii) Discussions held	1
<b>NUMBER OF STATEMENTS MADE UNDER RULE 180 (Calling attention to Matters of Urgent Public Importance)</b>	
<b>8. STATEMENTS MADE BY MINISTERS</b>	NI
<b>9. HALF-AN-HOUR DISCUSSIONS HELD</b>	NI
<b>10. STATUTORY RESOLUTIONS</b>	
(i) Notices received	36
(ii) Admitted	36 (on 7 subjects)
(iii) Moved	4
(iv) Adopted	1
(v) Negatived	3
(vi) Withdrawn	NI
<b>11. GOVERNMENT RESOLUTIONS</b>	
(i) Notices received	1
(ii) Admitted	1

(iii) Moved	1
(iv) Adopted	1
12. PRIVATE MEMBERS' RESOLUTIONS	
(i) Received	8
(ii) Admitted	8
(iii) Discussed	Nil
(iv) Withdrawn	Nil
(v) Negatived	Nil
(vi) Adopted	Nil
(vii) Part-discussed	1
(viii) Discussion postponed	Nil
13. GOVERNMENT MOTIONS	
(i) Notices received	Nil
(ii) Admitted	Nil
(iii) Moved	Nil
(iv) Adopted	Nil
(v) Part-discussed	Nil
14. PRIVATE MEMBERS' MOTIONS	
(i) Received	55
(ii) Admitted	55
(iii) Moved	Nil
(iv) Adopted	Nil
(v) Part-discussed	Nil
(vi) Negatived	Nil
(vii) Withdrawn	Nil
15. MOTIONS REGARDING MODIFICATION OF STATUTORY RULE	
(i) Received	Nil
(ii) Admitted	Nil
(iii) Moved	Nil
(iv) Adopted	Nil
(v) Negatived	Nil
(vi) Withdrawn	Nil
(vii) Part-discussed	Nil
(viii) Lapsed	Nil
16. NUMBER, NAME AND DATE OF PARLIAMENTARY COMMITTEE CREATED, IF ANY	Nil
17. TOTAL NUMBER OF VISITORS' PASSES ISSUED	939
18. TOTAL NUMBER OF VISITORS	2,084
19. MAXIMUM NUMBER OF VISITORS' PASSES ISSUED ON ANY SINGLE DAY, AND DATE ON WHICH ISSUED	74 on 9.3.99

20. MAXIMUM NUMBER OF VISITORS ON ANY SINGLE DAY AND DATE	269 on 11.3.99
21. TOTAL NUMBER OF QUESTIONS ADMITTED	
(i) Starred	400
(ii) Unstarred	3100
(iii) Short Notice Questions	Nil
22. DISCUSSION ON THE WORKING OF THE MINISTRIES	Nil
23. WORKING OF PARLIAMENTARY COMMITTEES	

S.I No.	Name of the Committee	No. of meetings held during the period 1 April to 30 June 1999	No. of Reports presented during the 186th Session
1	2	3	4
i)	Business Advisory Committee	—	—
ii)	Committee on Subordinate Legislation	4	—
iii)	Committee on Petitions	3	—
iv)	Committee on Privileges	—	—
v)	Committee on Rules	—	—
vi)	Committee on Government Assurances	11	—
vii)	Committee on Papers Laid on the Table	2	—
viii)	General Purposes Committee	—	—
ix)	House Committee	2	—
DEPARTMENTALLY-RELATED STANDING COMMITTEES ON:			
x)	Commerce	2	—
xi)	Home Affairs	4	—
xii)	Human Resource Development	2	—
xiii)	Industry	3	—
xiv)	Science & Technology, Environment & Forests	5	—
xv)	Transport and Tourism	2	—
OTHER COMMITTEES			
xvi)	Ethics Committee	4	—
xvii)	Committee on Provision of Computers to the Members of the Rajya Sabha	1	—
xviii)	Committee on Members of Parliament Local Area Development Scheme	2	—
xix)	Joint Committee on the functioning of Wakf Boards	3	—
24.	NUMBER OF MEMBERS GRANTED LEAVE OF ABSENCE		—
25.	PETITIONS PRESENTED		—



## 26. NAME OF NEW MEMBERS SWORN IN WITH DATES

Sl.No.	Name of Member	Party	Date
Nil			

## 27. OBITUARY REFERENCES

Sl.No.	Name	Sitting member/Ex-member/dignitary
1.	King Hussain of Jordan	Dignitary
2.	Shri Baleshwar Dayal	Ex-member
3.	Shrimati C. Ammanna Raja	-do-
4.	Dr. Z.A. Ahmed	-do-
5.	Prof. G.G. Swell	-do-
6.	Shri Mohammad Rahamathulla	-do-
7.	Shri Gaddam Narayana Reddy	-do-
8.	Shri Hayat Ulla Ansari	-do-
9.	Sardar Raghbir Singh Panjhazari	-do-
10.	Shri H.R. Basavaraj	-do-
11.	Shri A.K.A. Abdul Samad	-do-

**APPENDIX III**  
**STATEMENT SHOWING THE ACTIVITIES OF THE LEGISLATURES OF THE STATES AND UNION TERRITORIES DURING THE PERIOD 1 APRIL TO 30 JUNE 1999**

Legislature	Duration	Sittings	Govt. Bills	Private Bills	Starred Questions	Unstarred Questions	Short Notice Questions
1	2	3	4	5	6	7	8
<b>STATES</b>							
Andhra Pradesh L.A.	—	—	—	—	178(34) <sup>(a)</sup>	76	—
Andhra Pradesh L.A.*	—	—	—	—	—	—	—
Assam L.A.	22.3.99 to 14.5.99	11	10(10)	—	626(220)	365(61) <sup>(b)</sup>	27(21)
Bihar L.A.	17.3.99 to 24.6.99	23	3(3)	—	(758) <sup>(c)</sup>	(692)	(86)
Bihar L.C.*	—	—	—	—	—	—	—
Delhi L.A.*	—	—	—	—	—	—	—
Goa L.A.**	—	—	—	—	—	—	—
Gujarat L.A.	—	—	—	—	—	905(566)	—
Haryana L.A.	25.6.99 to 25.6.99	1	—	—	9	—	—
Himachal Pradesh L.A.**	—	—	—	—	—	—	—
Jammu & Kashmir L.A.	22.2.99 to 16.4.99	39	14(14)	—	860(814)	541(501)	1(1)
Jammu & Kashmir L.C.**	—	—	—	—	—	—	—
Karnataka L.A.	8.3.99 to 3.4.99	—	6(8)	—	(222) <sup>(a)</sup>	(1,046) <sup>(a)</sup>	2
	23.3.99 to 12.7.99	—	—	—	—	—	—
Karnataka L.C.	20.6.99 to 12.7.99	14	14(15)	—	189	454	—



**Notes:**

- a) Includes unstarred question received
- b) 319 converted to unstarred questions
- c) Total notice received—2,108, Total notice admitted—1,536
- d) lind 210
- e) 743 lind
- f) Questions as starred—167, Questions as unstarred—804
- g) Questions as short notices—42, Questions as starred—111, Questions as unstarred—170
- h) Includes notices received for starred questions but admitted as unstarred

APPENDIX III (Contd.)

COMMITTEES AT WORK/NUMBER OF SITTINGS HELD AND NUMBER OF REPORTS PRESENTED DURING THE PERIOD 1 APRIL TO 30 JUNE 1999

	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24
Business Advisory Committee																
Committee on Govt. Assurances		13	15	—	5	14	11	11	10	—	—	19	20	—	—	
Committee on Petitions																
Committee on Private Members Bills and Resolutions																
Committee on Privileges																
Committee on Public Undertakings																
Committee on Subordinate Legislation																
Committee on the Welfare of SC and ST																
Estimates Committee																
General Purposes Committee																
House/Accommodation Committee																
Library Committee																
Public Accounts Committee																
Rules Committee																
Joint Select Committee																
Other Committees																15 <sup>(a)</sup>

STATES

Andhra Pradesh L.A.	—	13	15	—	5	14	11	11	10	—	—	19	20	—	—		15 <sup>(a)</sup>
Arundhachal Pradesh L.A.*	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—		—



	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24
Orissa L.A.	—	8	9	—	3	10	9	6	7	—	7	5	16	—	—	36 <sup>(m)</sup>
Punjab L.A.	—	8	7	—	6	11	7	9	13	—	3	8	12	—	—	6 <sup>(m)</sup>
Rajasthan L.A.*	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Sikkim L.A.**	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Tamil Nadu L.A.	—	10	1	—	—	4	4	—	5	—	2	—	4	—	—	—
Tripura L.A.	—	2	3	—	3	4	2	5	—	2	—	6	—	—	—	—
Uttar Pradesh L.A.	5(5)	24	12	—	—	12	20(1)	16	11	—	—	—	44(2)	2	—	15 <sup>(m)</sup>
Uttar Pradesh L.C.	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	98 <sup>(w)</sup>
West Bengal L.A.	18(13)	1(1)	4	1(1)	—	5(6)	7(1)	9(2)	2	—	—	—	9(14)	—	—	110(31) <sup>(n)</sup>
<b>UNION TERRITORY</b>																
Pondicherry L.A.**	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—

\* Information received from the State/Union territory Legislatures contained NIL report

\*\* Information not received from the State/Union territory Legislatures

Notes:

- (a) Committee on Welfare of Women and Children—6 sittings; Sub-Committee on Rules—8 sittings; and Sub-Committee on Ethics—1 sitting
- (b) Act Implementation Committee—1 sitting; Departmentally-related Standing Committees on Education—6 sittings; on Works Department—7 sittings; on Development Department—15 sittings; and on Empowerment of Women—3 sittings
- (c) Question and Calling Attention Committee—27 sittings; Zila Panchayat/Zila Parishad Committee—34 sittings; Nivedan Committee—36 sittings; Woman and Child Development Committee—24 sittings; Internal Resources Committee—34 sittings; and Land Scam (Special) Committee—23 sittings
- (d) Committee on Panchayati Raj—4 sittings; and Committee on Welfare of Socially and Educationally Backward Classes—2 sittings

- (e) Committee on Suicide Committed by Farmers in Haryana-3 sittings and 1 report
- (f) House Committee on Promotion of Urdu-4 sittings; House Committee to look into the Default in the Advancement and Recovery of Loans by State Financial Corporation-3 sittings; and House Committee on Revival of Sick Public Sector Undertaking-3 sittings
- (g) Committee on the Welfare of Backward Classes and Minorities-7 sittings and 3 reports; and Committee on the Welfare of Women and Child Development-6 sittings and 1 report
- (h) House Committee on Reviewing Government Purchase Policy-18 sittings and 1 report
- (i) Women and Children Welfare Committee-1 sitting
- (j) Committee on Welfare of Vimukta Jatis and Nomadic Tribes-13 sittings and 1 report; Committee on Employment Guarantee Scheme-14 sittings and 1 report; Committee on Leave of Absence of Members from Sittings of the House-1 sitting and 1 report; Committee on Panchayati Raj-18 sittings and 2 reports; and Catering Committee-5 sittings
- (k) Committee on Welfare of Vimukta Jatis and Nomadic Tribes-13 sittings and 1 report; Committee on Employment Guarantee Scheme-14 sittings and 1 report; Committee on Panchayati Raj-18 sittings and 2 reports; and Catering Committee-5 sittings
- (l) Committee on Empowerment of Women-1 sitting
- (m) Committee on Paper laid on the Table-1 sitting
- (n) Research Sub-Committee-1 sitting; Women and Child Welfare Committee-9 sittings; Committee on Environment-2 sittings; House Committee on Drought-9 sittings; Sub-Committee on Drought-1 sitting; House Committee to Enquire into the Matter of Breach of Privilege for Alleged Service of Show-Cause Notice on Shri S.N. Nayak, MLA by Executive Magistrate, Bhubaneswar-1 sitting; House Committee on K.B.K.-2 sittings; Committee on Jagannath Temple Administration-1 sitting; Speaker's Advisory Committee -2 sittings; Select Committee on Maharshi Vedic-2 sittings; Sub-Committee of Select Committee on University Technology-2 sittings; Committee on Prawn Culture-1 sitting; Sub-Committee on Prawn Culture-2 sittings; and Linguistic Committee-1 sitting
- (o) Committee on Papers laid/no be laid on the Table-6 sittings
- (p) Question and Reference Committee-15 sittings
- (q) Vitiya Evam Prash-ashkiya Vilamb Samiti-13 sittings; Awasiya Parivad Janch Samiti-3 sittings; Ashwasan Samiti-5 sittings; Prashan Evam Sandarbh Samiti-13 sittings; Vinishchay Sankalan Samiti-6 sittings; Prashnon Ka Kram Nirddharan Aur Prakriya Niyaman Samiti-13 sittings; Vidhayi Samadhikar Samiti-5 sittings; Niyam Punarikshan Samiti-6 sittings; Visheshadhikar Samiti-10 sittings; Sansadiya Evam Samajik Sadbhav Samiti-11 sittings; Sansadiya Adhyan Samiti-5 sittings; and Yachika Samiti-8 sittings



- (r) Committee on the Entitlements of the Members—4 sittings; Subject Committees on Health—12 sittings and 1 report; on Environment and Cooperation—9 sittings and 3 reports; on Panchayat, Rural Development, Land Reform and Animal Resources Development—8 sittings and 1 report; on Education and Information and Cultural Affairs and Sports and Youth Services—11 sittings and 2 reports; on Transport and Public Health Engineering—6 sittings and 2 reports; on Irrigation and Waterways and Water Investigation and Development—6 sittings and 2 reports; on Social Welfare—5 sittings and 2 reports; on Reform and Functioning of the Committee System—2 sittings and 2 reports; on Power and Commerce and Industries, Science and Technology and Non-Conventional Energy Sources—8 sittings and 1 report; on Agriculture, Agriculture (Marketing), Food and Supplies, Food Processing, Horticulture and Fisheries—9 sittings and 7 reports; on Urban Development, Municipal Affairs, Housing and Public Works and Tourism—8 sittings and 3 reports; on Labour—5 sittings and 1 report; on Relief, Refugee Relief and Rehabilitation and Forest—10 sittings and 4 reports; and on Industrial Reconstruction, Cottage and Small Scale Industries—7 sittings and 1 report

**APPENDIX IV**  
**LIST OF BILLS PASSED BY THE HOUSES OF**  
**PARLIAMENT AND ASSENTED TO BY THE**  
**PRESIDENT DURING THE PERIOD**

**1 APRIL TO 30 JUNE 1999**

Sl. No.	Title of the Bill	Date of assent by the President
1	2	3
1.	The Companies (Amendment) Bill, 1999	1.4.1999
2.	The Appropriation (Vote on Account) Bill, 1999	1.4.1999
3.	The Appropriation Bill, 1999	1.4.1999
4.	The Appropriation (No. 2) Bill, 1999	1.4.1999
5.	The Appropriation (Railways) No. 3 Bill, 1999	11.5.1999
6.	The Appropriation (No. 3) Bill, 1999	11.5.1999
7.	The Finance Bill, 1999	11.5.1999

**APPENDIX V**  
**LIST OF BILLS PASSED BY THE**  
**LEGISLATURES OF THE STATES AND THE**  
**UNION TERRITORIES DURING THE PERIOD**

**1 APRIL TO 30 JUNE 1999**

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**BIHAR VIDHAN PARISHAD**

1. The Bihar State Women's Commission Bill, 1999
2. The Bihar Appropriation (No. 2) Bill, 1999
3. The Dayan Partha Prohibition Bill, 1999

**HARYANA VIDHAN SABHA**

1. The Haryana Rural Development (Amendment) Bill, 1999
2. The Haryana General Sales Tax (Amendment) Bill, 1999

**KARNATAKA LEGISLATIVE ASSEMBLY**

1. The Karnataka Public Premises (Eviction of Unauthorised Occupants) (Amendment) Bill, 1999
2. The Karnataka Housing Board (Amendment) Bill, 1999
3. The Karnataka Stamp (Amendment) Bill, 1999
4. The Karnataka Appropriation (Vote on Account) Bill, 1999
5. The Karnataka Motor Vehicles Taxation (Amendment) Bill, 1999
6. The Karnataka Taxation Laws (Amendment) Bill, 1999
7. The Karnataka Stamp (Second Amendment) Bill, 1999
8. The Karnataka Parliamentary Secretaries Allowances (Amendment) Bill, 1999
9. The Karnataka Taxation (Second Amendment) Bill, 1999
10. The Karnataka Panchayati Raj (Amendment) Bill, 1999
11. The Karnataka Appropriation Bill, 1999
12. The Bangalore Development Authority (Amendment) Bill, 1999
13. The Karnataka Ceiling on Government Guarantees Bill, 1999
14. The Karnataka Stamp (Third Amendment) Bill, 1999
15. The Karnataka Appropriation (No. 2) Bill, 1999
16. The Karnataka Co-operative Societies (Amendment) Bill, 1999
17. The Karnataka Appropriation (No. 3) Bill, 1999

18. The Registration (Karnataka Amendment) Bill, 1999
19. The Karnataka Scheduled Castes and Scheduled Tribes (Prohibition of Transfer of Certain Lands) (Amendment) Bill, 1999
20. The Karnataka Taxation Laws (Third Amendment) Bill, 1999

#### **MEGHALAYA LEGISLATIVE ASSEMBLY**

1. The Meghalaya Appropriation (No. II) Bill, 1999

#### **UTTAR PRADESH VIDHAN SABHA**

1. The U.P. Electricity (Duty) (Amendment) Bill, 1999
2. The U.P. Appropriation (Supplementary 1999-2000) Bill, 1999
3. The U.P. Panchayat Raj (Amendment) Bill, 1999
4. The U.P. Shanti Suraksha Bal (Nirsan) Vidheyak, 1999
5. The Code of Criminal Procedure (Uttar Pradesh Amendment) Bill, 1999
6. The U.P. Motor Vehicles Taxation (Second Amendment) Bill, 1999
7. The U.P. Public Services (Reservation for Physically Handicapped, Dependents of Freedom Fighters and Ex-Servicemen) (Amendment) Bill, 1999
8. The U.P. Secondary Education Services Selection Board (Second Amendment) Bill, 1999
9. The U.P. Panchayat Laws (Amendment) Bill, 1999
10. The U.P. Taxation and Land Revenue Laws (Amendment) Bill, 1999
11. The U.P. District Planning Committee Bill, 1999

#### **WEST BENGAL LEGISLATIVE ASSEMBLY**

1. The West Bengal Appropriation Bill, 1999
2. The West Bengal Appropriation (Vote on Account) Bill, 1999
3. The West Bengal Finance Bill, 1999
4. The West Bengal Taxation Tribunal (Amendment) Bill, 1999
5. The West Bengal Sales Tax (Settlement of Dispute) Bill, 1999
6. The West Bengal Motor Vehicles Tax (Amendment) Bill, 1999
7. The West Bengal Additional Tax and One Time Tax on Motor Vehicles (Amendment) Bill, 1999
8. The City Civil Court (Amendment) Bill, 1999
9. The Presidency Small Cause Courts (West Bengal Amendment) Bill, 1999
10. The West Bengal Regulation of Recruitment in State Government Establishments and Establishments of Public Undertakings, Statutory Bodies, Government Companies and Local Authorities Bill, 1999
11. The Howrah Municipal Corporation (Amendment) Bill, 1999
12. The West Bengal Primary Education (Amendment) Bill, 1999

13. **The West Bengal University of Juridical Science Bill, 1999**
14. **The Land Acquisition (West Bengal Amendment) Bill, 1999**
15. **The West Bengal Appropriation (No. 2) Bill, 1999**



: 2.	The Haryana General Sales Tax (Amendment) Ordinance, 1999	2.6.99	25.6.99	25.6.99	—
<b>KARNATAKA</b>					
1.	The Karnataka University (Amendment) Ordinance, 1999	20.4.99	—	—	—
2.	The Karnataka Electricity Reform Ordinance, 1999	3.5.99	—	—	—
3.	The Karnataka Co-operative Societies (Amendment) Ordinance, 1999	6.5.99	—	—	—
<b>MAHARASHTRA</b>					
1.	The Maharashtra Protection of Interest of Depositors (in Financial Establishments) Ordinance, 1999	29.4.99	—	—	—
2.	The Maharashtra Municipal Council, Nagar Panchayat and Industrial Townships (Amendment) Ordinance, 1999	30.4.99	—	—	—

3.	The Maharashtra Contingency Fund (Amendment) Ordinance, 1999	21.5.99	—	—	—
4.	The Bombay Entertainment Duty (Amendment) Ordinance, 1999	29.5.99	—	—	—
5.	The Maharashtra Universities (Amendment) Ordinance, 1999	14.6.99	—	—	—
6.	The Maharashtra Metropolitan Planning Committees (Constitution and Functions) Ordinance, 1999	29.6.99	—	—	—
<b>UTTAR PRADESH</b>					
1.	The U.P. Shanti Suraksha Bal (Nirvan) Adhyadesh, 1999	5.5.99	13.7.99	27.7.99	—
2.	The U.P. District Planning Commission Ordinance, 1999	19.5.99	13.7.99	28.7.99	—



3.	The U.P. Secondary Education Services Selection Board (Amendment) Ordinance, 1999	20.5.99	13.7.99	28.7.99	—
4.	The U.P. Public Service (Reservation for Handicapped Dependents of Freedom Fighters and Ex-Serviceman) (Amendment) Ordinance, 1999	21.5.99	13.7.99	27.7.99	—
5.	The U.P. Motor Vehicles Taxation (Second Amendment) Ordinance, 1999	21.5.99	13.7.99	27.7.99	—
6.	The U.P. Basic Education (Amendment) Ordinance, 1999	21.6.99	13.7.99	24.8.99	—
7.	The U.P. Panchayat Raj (Amendment) Ordinance, 1999	27.6.99	13.7.99	18.7.99	—

## APPENDIX VII

A. PARTY POSITION IN LOK SABHA  
(AS ON 31 MARCH 1999)

Sl. No.	States	Seats	BJP	INC	JD	CFM	TMC(M)	DMK	SP	TDP	SHIV SENA	BSP	CPI	SAD	SMP	ORS	ORS	IND/NOMI- NATED	TOT- AL	VACAN- CIES
1.	Andhra Pradesh	42	4	22	1	—	—	—	—	12	—	—	2	—	—	—	1(a)	—	42	—
2.	Arunachal Pradesh	2	—	—	—	—	—	—	—	—	—	—	—	—	—	—	2(b)	—	2	—
3.	Assam	14	1	10	—	—	—	—	—	—	—	—	—	—	—	—	2(c)	1	14	—
4.	Bihar	54	20	5	1	—	—	—	—	—	—	—	—	—	10	18(d)	—	—	54	—
5.	Goa	2	—	2	—	—	—	—	—	—	—	—	—	—	—	—	—	—	2	—
6.	Gujarat	26	19	7	—	—	—	—	—	—	—	—	—	—	—	—	—	—	26	—
7.	Haryana	10	1	3	—	—	—	—	—	—	—	1	—	—	—	—	5(e)	—	10	—
8.	Himachal Pradesh	4	3	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—	4	—
9.	Jammu & Kashmir	6	2	1	—	—	—	—	—	—	—	—	—	—	—	—	3(f)	—	6	—
10.	Karnataka	28	13	9	3	—	—	—	—	—	—	—	—	—	—	—	3(g)	—	28	—
11.	Kerala	20	—	8	—	6	—	—	—	—	—	—	2	—	—	—	4(h)	—	20	—
12.	Madhya Pradesh	40	30	10	—	—	—	—	—	—	—	—	—	—	—	—	—	—	40	—
13.	Maharashtra	48	4	33	—	—	—	—	—	—	6	—	—	—	—	—	5(i)	—	48	—
14.	Manipur	2	—	—	—	—	—	—	—	—	—	—	1	—	—	—	1(j)	—	2	—
15.	Meghalaya	2	—	2	—	—	—	—	—	—	—	—	—	—	—	—	—	—	2	—
16.	Mizoram	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	1	1	—
17.	Nagaland	1	—	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—	1	—
18.	Orissa	21	7	5	—	—	—	—	—	—	—	—	—	—	—	—	9(k)	—	21	—



- (e) Haryana Vikas Party-1; Indian National Lok Dal-4
- (f) National Conference-3
- (g) Lok Shakti-3
- (h) Muslim League-2; Revolutionary Socialist Party-1; Kerala Congress (M)-1
- (i) Republican Party of India-4; Peasants and Workers Party-1
- (j) Manipur State Congress Party-1
- (k) Biju Janata Dal-9
- (l) All India Indira Congress (Secular)-1
- (m) Sikkim Democratic Front-1
- (n) All India Anna Dravida Munnetra Kazhagam-18; Pattali Makkal Katchi-4; Marumalarchi Dravida Munnetra Kazhagam-3; Janata Party-1
- (o) Samajwadi Janata Party (Rashtriya)-1
- (p) West Bengal Trinamool Congress-7; Revolutionary Socialist Party-4; All India Forward Bloc-2

B. PARTY POSITION IN RAJYA SABHA  
(AS ON 20 JULY 1999)

Sl. No.	State/Union Territories	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	
		Seats	INC	BJP	CPI(M)	TDP	JD	RJD	SP	CPI	DMK	AIA-DMK(I)	Shiv Sena	SAD	Others	Indep-ents	Total	Vacancies	
<b>STATES</b>																			
1.	Andhra Pradesh	18	3	1	1	11	—	—	—	1	—	—	—	—	—	1	18	—	
2.	Arunachal Pradesh	1	—	—	—	—	—	—	—	—	—	—	—	—	—	1	1	—	
3.	Assam	7	3	—	—	—	—	—	1	—	—	—	—	—	2(a)	—	6	1	
4.	Bihar	22	2	3	—	—	3	9	—	3	—	—	—	—	1(b)	1	22	—	
5.	Goa	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	1	
6.	Gujarat	11	5	5	—	—	—	—	—	—	—	—	—	—	—	1	11	—	
7.	Haryana	5	3	—	—	—	—	—	—	—	—	—	—	—	2(c)	—	5	—	
8.	Himachal Pradesh	3	2	—	—	—	—	—	—	—	—	—	—	—	1(d)	—	3	—	
9.	Jammu & Kashmir	4	1	—	—	—	—	—	—	—	—	—	—	—	3(e)	—	4	—	
10.	Karnataka	12	6	1	—	—	5	—	—	—	—	—	—	—	—	—	12	—	
11.	Kerala	9	1	—	4	—	—	—	1	—	—	—	—	—	3(f)	—	9	—	
12.	Madhya Pradesh	16	10	6	—	—	—	—	—	—	—	—	—	—	—	—	16	—	
13.	Maharashtra	19	6	4	—	—	—	—	—	—	—	5	—	—	1(g)	3	19	—	
14.	Manipur	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	1	—	
15.	Meghalaya	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	1	—	
16.	Mizoram	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	1	—	
17.	Nagaland	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	1	—	
18.	Orissa	10	6	—	—	—	1	—	—	—	—	—	—	—	3(h)	—	10	—	

	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	
19. Punjab		7	—	1	—	—	—	—	—	—	—	—	—	5	—	1	7	—	
20. Rajasthan		10	4	6	—	—	—	—	—	—	—	—	—	—	—	—	10	—	
21. Sikkim		1	—	—	—	—	—	—	—	—	—	—	—	—	1(l)	—	1	—	
22. Tamil Nadu		18	—	—	—	—	—	—	—	—	6	6	—	—	4(l)	2	18	—	
23. Tripura		1	—	—	1	—	—	—	—	—	—	—	—	—	—	—	1	—	
24. Uttar Pradesh		34	3	15	—	—	—	—	8	—	—	—	—	—	4(k)	4	34	—	
25. West Bengal		16	1	—	11	—	—	—	—	1	—	—	—	—	3(l)	—	16	—	
<b>UNION TERRITORIES</b>																			
26. Delhi		3	—	3	—	—	—	—	—	—	—	—	—	—	—	—	3	—	
27. Pondicherry		1	—	—	—	—	—	—	—	—	1	—	—	—	—	—	1	—	
Nominated		12	3	—	—	—	—	—	1	—	—	—	—	—	—	8	12	—	
<b>TOTAL</b>		<b>245</b>	<b>63</b>	<b>45</b>	<b>17</b>	<b>11</b>	<b>9</b>	<b>9</b>	<b>9</b>	<b>7</b>	<b>7</b>	<b>6</b>	<b>5</b>	<b>5</b>	<b>28</b>	<b>22</b>	<b>243</b>	<b>2</b>	

(a) A.G.P.-1; A.S.D.C.-1

(b) J.M.M.-1

(c) I.N.L.D.-1; H.V.P.-1

(d) H.V.C.-1

(e) J&amp;K N.C.-3

(f) M.L.-2; K.C.-1

(g) M.V.A.-1

(h) B.J.D.-3

(i) S.S.P.-1

(l) T.M.C.-3; A.I.A.D.M.K. (l)-1

(k) B.S.P.-4

(l) F.B.-2; R.S.P.-1

C. PARTY POSITION IN STATE LEGISLATURES

State/Union territories	Seats	Cong. (I)	Janata Dal	BJP	CPI (M)	CPI	Others Parties	Ind.	Total	Vacancies
1	2	3	4	5	6	7	8	9	10	11
Andhra Pradesh L.A. (1.7.99)	295	27	—	2	15	18	220(e)	11	293	2
Arunachal Pradesh L.A. (1.7.99)	60	35	—	—	—	—	13(b)	11	59*	—
Assam L.A. (1.7.99)	126	36	—	4	2	3	70(c)	11	126	—
Bihar L.A. (30.6.99)	325	29	17	43	6	26	189(d)	13	323*	1
Bihar L.C.*	—	—	—	—	—	—	—	—	—	—
Delhi L.A. (1.7.99)	70	53	1	14	—	—	—	2	70	—
Goa L.A.**	—	—	—	—	—	—	—	—	—	—
Gujarat L.A. (1.7.99)	182	54	4	116	—	—	5(e)	3	182	—
Haryana L.A. (30.6.99)	90	12	—	11	—	—	56(f)	10	89*	—
Himachal Pradesh L.A.**	—	—	—	—	—	—	—	—	—	—
Jammu & Kashmir L.A.	89	8	5	8	1	—	64(g)	2	88	1
Jammu & Kashmir L.C.**	—	—	—	—	—	—	—	—	—	—
Karnataka L.A.** (23.6.99)	225	44	105	37	1	—	10(h)	19	216*	8
Karnataka L.C.** (1.7.99)	75	22	29	12	—	—	7(i)	4	74	—





● Excluding Speaker

- \* Information received from the State/Union territory Legislatures contained NIL report
- \*\* Information not received from the State/Union territory Legislatures
- a) Telugu Desam Party-215; Majlis Batcheo Tahreek-1; All India Majlis-Itehad-Ul-Muslimeen2; NTR Telugu Desam Party (LP)-1; and Nominated-1
- b) Arunachal Congress-13
- c) Asom Gana Parishad-63; Autonomous State Demand Committee-5; and Independents-11
- d) Rashtriya Janata Dal-151; Jharkhand Mukti Morcha (Soren)-16; Samata Party-4; Jharkhand Mukti Morcha (Maradi)-2; Marxist Coordination Committee-2; Bahujan Samajwadi Party-2; Jharkhand Party-1; Champaran Vikas Party-1; Samata Party (Patel)-1; CPI (Male)-6; and Nominated-1
- e) All India Rashtriya Janata Party-4; and Samajwadi Party-1
- f) Haryana Vikas Party-34; and Haryana Lok Dal (Rashtriya) Party-22
- g) National Conference-56; B.S.P.-4; Panthers Party-1; Awami League-1; and Nominated-2
- h) Karnataka Congress Party (Pragathipara)-4; Kannada Chaluvali Vatal Paksha-1; Karnataka Raja Raita Sangha-1; Bahujan Samaj Party-1; and Bharatiya Republican Party-1
- i) Separate Legislature Group of Janata Dal-5; and Lok Shakti-2
- j) Bahujan Samaj Party-11; Samajwadi Party-4; Bharatiya Republican Party-1; Gondwana Ganatantra Party-1; and Nominated-1
- k) Congress (R)-45; Peasants and Workers Party-6; Samajwadi Party-4; Maharashtra Vikas Congress-1; Nagvidarbha Andolan Samiti-1; and Nominated-1
- l) Shiv Sena-16; Congress (R)-14; Republican Party of India-1; Akhil Bahiyana Maratha Mahasangh-1; Samajwadi Party-1; and Bharipa Bahyan Mahasangh-1
- m) MPF-36; UPF-11; MCLP-9; and PDM-3
- n) Mizo National Front (MNF)-21; and Mizoram People's Conference (MPC)-12
- o) Biju Janata Dal-26; J.M.M.-4; and J.P.P.-1
- p) Shiromani Akali Dal-74; Shiromani Akali Dal (Mann)-1; and Bahujan Samaj Party-1

- q) DMK-165; TMC (Moopnar)-36; Indian National League-5; Pattali Makkal Katchi-3; AIADMK-3; All India Forward Bloc-2; MGRADMK-1; Puthia Tamilagam-1; Unattached-1; and Nominated-1
- r) RSP-2; and TUJS-4
- s) Samajwadi Party-107; Bahujan Samaj Party-48; Jantantrik Bahujan Samaj Party-19; Uttar Pradesh Loktantrik Congress-18; Lok Dal-8; Janata Dal (Raja Ram Pardey)-3; Samata Party-2; Samajwadi Janata Party (Rashtriya)-1; Nominated-1; and Unattached-4
- t) Samajwadi Party-24; Bahujan Samaj Party-9; Bhartiya Kisan Kamgar Party-1; Bhartiya Loktantrik Congress-1; and Shikshak Dal (Non-Political)-10
- u) All India Forward Bloc-21; Revolutionary Socialist Party-18; Democratic Socialist Party-2; Marxist Forward Bloc-2; Biplabi Bangla Congress-2; Socialist Party-3; Socialist Unity Centre of India-2; Gorkha National Liberation Front-3; Forward Bloc (S)-1; West Bengal Trinamool Congress-1; and Nominated-1

## EDITORIAL NOTE

The provision for an Address by the Head of State to Parliament goes back to the year 1921 when the Central Legislature was set up for the first time under the Government of India Act, 1919. The President may address both Houses of Parliament assembled together or either House of Parliament separately as per provisions of article 86 (1) of the Constitution. Article 87(1) provides that at the commencement of the First Session after each General Election to the House of the People and at the commencement of the First Session of each year, the President shall address members of both Houses of Parliament assembled together and inform Parliament of the causes of its summons.

On 25 October 1999, the President of India, Shri K.R. Narayanan addressed the members of the two Houses of Parliament assembled together in the Central Hall of Parliament House at the commencement of the First Session of Parliament after the General Elections held in September-October 1999. We reproduce in this issue of the *Journal* the text of the Address by the President.

Parliaments all over the world have created, apart from other devices, a system of Committees so as to ensure effective surveillance over the administration. The Public Accounts Committee (PAC) enjoys a pride of place in the Committee System in our country. In his Article, 'Public Accounts Committee—Its Role in Ensuring Executive Accountability', included in this issue of the *Journal*, the Editor evaluates the effectiveness of the Public Accounts of Indian Parliament. The Editor observes that the PAC, at the beginning of its term every year, selects about 30 to 35 Paragraphs for in-depth examination, out of an average of over 400 Paragraphs included in various Annual Reports of the C & AG laid on the Table of the House. The PAC also calls for, within a period of four months, notes showing remedial or corrective action taken on all the Audit Paragraphs of the C & AG Reports that are not selected by the PAC.

After the reports on the selected Paragraphs are presented by the PAC, the concerned Ministries and Departments are required to furnish

action taken notes on the recommendations contained in the reports. On the basis of this action taken replies, the PAC presents Action Taken Reports (ATRs). The Government is further required to intimate the Committee, within six months of the ATR, the action taken or proposed to be taken by it on the recommendations contained in the ATR. The action taken so reported by the Government is laid on the Table of the House in the form of an Action Taken Statement without any further comments by the Committee.

The Editor observes that some of the recommendations of the Committee are treated as a body of 'case law' on financial administration as they have effected important changes in this field. In many cases the Government has taken corrective action even before the Committee presented its Report to the House while in others, amendments in laws have been made following recommendations of the PAC. The Government has also appointed Enquiry Committees to look into cases of irregularities pointed out by the Committee.

The Article reveals that, on an average, more than 60 per cent of the recommendations of the Committee are accepted by the Government in the first instance itself. Of the remaining 40 per cent, about 9 to 10 per cent recommendations are dropped at the ATR stage in consultation with the PAC, while about 10 per cent are reiterated by the Committee. In another about 20 per cent recommendations, extension of time is sought by the Government. Some of the pending recommendations are also later accepted by the Government. In effect, on an average, more than three-fourths of the recommendations of the PAC are accepted by the Government.

The Parliament of India has ever been fully conscious of the socio-economic needs of the nation. The adoption of the Scientific Policy Resolution by the Parliament in 1958 was a landmark in the legislative history of India. Over the years, comprehensive pronouncements and decisions in the form of acts and resolutions have come into being with a view to evolving effective mechanisms and machinery for the formulation and implementation of science policy programmes. An Article titled 'Development Discourse on Science Policy in India: The Role of Parliament' authored by Smt. Nirmal Haritash and Shri S.A. Nabi, included in this issue of the *Journal*, presents an overview of the development discourse on Science and Technology (S&T) policy related issues in Parliament. The authors observe that the nature of Science and Technology policy related issues raised and discussed in Parliament

at any point of time has primarily depended upon the then prevailing political environment, *i.e.* the political ideology of the party in power; approaches of the Opposition parties towards science; their strength in Parliament; the status which science has acquired at the national and the international level, etc. The study reveals that the concern of members of Parliament has been quite widespread. The Opposition members have time and again pointed out various perceived lacunae in the Science and Technology policies of the Government. Members of Parliament have also asked critical questions and suggested alternative strategies to deal with particular problems of S & T policy. The authors suggest that the emergence of organised public opinion is building up enough pressure on Parliament to direct the fruits of development in S & T towards greater social relevance. In such a scenario, Parliament could play a more meaningful role, they conclude.

This issue of the *Journal* also carries a Review by the Hon'ble Minister of State for Railways, Shri Digvijay Singh, of the title *The Crisis of a Hung Parliament—The Role of the President*, authored by Ms. Archana Sinha.

Besides, we carry in this issue our other regular Features, *viz.* Parliamentary Events and Activities, Parliamentary and Constitutional Developments, Sessional Review, Summaries of Books, Recent Literature of Parliamentary Interest and Appendices. A comprehensive Index to Vol. XLV of 1999 also finds place in this issue.

We would like to convey our warmest congratulations to all the newly-elected members of the Rajya Sabha. Besides, we also extend our hearty felicitations to Shri Ulhas Gopal Asnodkar on his election as the Deputy Speaker of the Goa Legislative Assembly.

It has been our constant endeavour to make the *Journal* more useful and informative. We would greatly welcome suggestions for its further improvement. We also welcome practice and problem-oriented non-partisan articles in the field of parliamentary procedures and institutions from members of Parliament and State Legislatures, scholars and others interested in the field of parliamentary political science.

—G.C. Malhotra  
Editor

## ADDRESS BY THE PRESIDENT TO PARLIAMENT

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The Constitution of India provides for an Address by the President to either House of Parliament or both Houses assembled together. The provision for an Address by the Head of State to Parliament goes back to the year 1921 when the Central Legislature was set up for the first time under the Government of India Act, 1919. The President may address both Houses of Parliament assembled together or either House of Parliament separately as per provisions of articles 86(1) and 87(1) of the Constitution. Under art. 86(1), the President may address either House of Parliament or both Houses assembled together, and for that purpose require the attendance of members. Art. 87(1) provides that at the commencement of the First Session after each General Election to the House of the People and at the commencement of the First Session of each year, the President shall address members of both Houses of Parliament assembled together and inform Parliament of the causes of its summons.

The Address by the President is a statement of policy of the Government. It contains a review of the activities and achievements of the Government during the previous year and sets out the policies which it wishes to pursue with regard to important national and international issues. It also indicates the main items of legislative business which are proposed to be brought before Parliament during the Sessions to be held that year.

On 25 October 1999, the President of India, Shri K.R. Narayanan addressed the members of the two Houses of Parliament assembled together in the Central Hall of Parliament House at the commencement of the First Session of Parliament after the General Elections held in September-October 1999.

We reproduce below the text of the Address.

—Editor

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*Honourable Members,*

I am pleased to address this First Session of both Houses of Parliament after the elections to the 13th Lok Sabha. I extend a warm welcome to all of you, including the newly-elected members.

The just-concluded parliamentary election was the last of this century. It has given us the first Lok Sabha of the next century. As behoves a great nation with a history of many millennia, it is natural for India, at this historical juncture, to look at her past with pride and her future with hope and confidence. We must also look at our many missed opportunities that have prevented Free India from becoming a land of all-round progress and prosperity. Let us pledge today to use our col-



The President, Shri K.R. Narayanan, arriving in procession to address Members of Parliament on 25 October 1999.

lective strength, determination, and a sense of national purpose to meet the great future that beckons our country.

The coming year marks the 50th anniversary of the creation of the Indian Republic. The adoption of our great Constitution, authored by Dr. Babasaheb Ambedkar and other distinguished members of the Constituent Assembly, was a proud event in the history of this ancient nation reborn as a free and modern Republic. The majestic words of the Preamble, beginning with ***"We the People of India ....."*** and carrying the epochal message of unity, sovereignty, democracy, and equality, still reverberate in our ears. They motivate us to rededicate ourselves to the ideals of our glorious Freedom Struggle and the enlightened Constitution that it gave birth to.

They inspire us to work for the realisation of the ideal that Mahatma Gandhi set before the Constitution much before India became free. As far back as 1931, Gandhiji wrote: ***"I shall strive for a Constitution, which will release India from all thralldom and patronage. I shall work for an India in which the poorest shall feel that it is their country in whose making they have an effective voice; an India in which there shall be no high class and low class of people; an India in which all communities shall live in perfect harmony.... This is the India of my dreams. I shall be satisfied with nothing less."*** Can we be satisfied with anything less?

The just-concluded elections have again demonstrated the strength of Indian democracy and the maturity of the Indian voter. The electorate has put an end to the phase of instability at the Centre by giving a clear and decisive mandate to my Government. The participation of regional parties in managing the affairs of the country at the national level in a stable and coherent coalition augurs well for our democracy and federal polity.

I am happy to note that the ***"Agenda for a Proud, Prosperous India"***, which is the Government's common policy document, reaffirms its faith in the principles of Secularism, Social Justice, Federal Harmony, Probity, and Socio-economic equity. Rooted in the eternal values of our ancient civilisation, these are also the cornerstones of modern India. Government will fully implement the promises made in its common Agenda.

The interregnum between the dissolution of the last Lok Sabha and elections to the 13th Lok Sabha witnessed a grave challenge to our national security. The armed aggression in Kargil by Pakistan to occupy strategic territory on the Indian side of the Line of Control was deci-



sively foiled by our brave jawans, airmen, and officers. Pakistan suffered a double defeat—both on the battlefield and on the diplomatic front. Today, we pay our grateful tribute to the martyrs of the Kargil war. Their sacrifice and heroism will forever remain a source of inspiration and strength to the nation.

There was unprecedented support across the nation for our jawans fighting Pakistani intruders in Kargil. The entire nation stood as one. Common people, who have little to spare, made generous contributions for the welfare of our brave jawans and their families. We have been actively looking after the rehabilitation needs of the families of our brave soldiers who laid down their lives during “Operation Vijay”, or who have been invalidated due to injuries sustained during the war. A package of assistance for the welfare of such families is being implemented.

While there is every reason for us to rejoice at India's victory in the Kargil war, there is little room for complacency. This is evident from the sudden spurt in terrorism in Jammu and Kashmir and other parts of the country and the recent attacks on security forces following the Kargil conflict. Government is determined to thwart all disruptive activities and maintain vigil on all fronts. The Kargil conflict has also underlined the need for modernisation of our defence forces. Government will ensure that our defence forces are fully equipped to meet any challenge to our national security.

We remain firmly committed to global nuclear disarmament on a universal and non-discriminatory basis. At the same time, Government will ensure that India's strategic autonomy is preserved. This will be done in a way that India's legitimate security concerns are suitably addressed, in keeping with our own assessment of the evolving international security environment. The National Security Council will advise the Government in this regard and, also, in the establishment of a credible nuclear deterrent. A Draft Nuclear Doctrine has already been prepared and presented for public debate.

During the current year, the Indian economy is expected to grow over six per cent. Inflation as measured by the Wholesale Price Index is around two per cent, which is the lowest in the last two decades. Notwithstanding an adverse global economic environment last year, our balance of payments position has remained comfortable and our foreign exchange reserves are at a record level of nearly \$ 33 billion.

However, despite these achievements, the challenge to overcome the scourge of poverty remains a daunting one. Crores of our people,

particularly in villages, are still to be provided with basic services such as clean drinking water, reasonable shelter, primary education, health services, and roads. Illiteracy is still a curse for large masses of our people—especially among Scheduled Castes, Scheduled Tribes, OBCs, minorities, and rural women. Millions of young men and women continue to be victims of unemployment. We have failed to stabilise our population, despite being one of the first countries to initiate an official programme for this purpose. We must redress these serious inadequacies as we chart a new course for the future.

The broad theme guiding the policies and programmes of my Government is: **“Faster Growth with Employment and Equity.”** Government is committed to create one crore additional employment opportunities each year. These will be mainly in the areas of agriculture, agri-based businesses, small-scale and cottage industries, housing and construction, services, and self-employment. However, unless India grows in the coming years at a rate of at least seven to eight per cent, there is no way we can eradicate poverty and unemployment. Experience, both domestic and international, suggests that rapid and multi-sectoral growth is possible only by pursuing a bold strategy of economic reforms. The nation's re-oriented strategy of development will have to rest on a triad in which the Government provides a strong policy and regulatory leadership; the private sector brings the dynamism and efficiency of the competitive environment; and local democratic institutions and the civil society brings enthusiastic participation by the people. This strategy demands a new pro-development mindset in every section of society, polity, and administration, creating a strong national consensus for a bold departure from the past.

Guided by this overarching vision, Government has decided to give topmost priority to Social Sector development. In the field of education, a separate Department of Primary Education and Literacy has been created. An action plan to give greater thrust to female literacy and primary education will be shortly announced. Further, a programme for provision of primary school buildings for all unserved habitations will be formulated. Private sector participation in higher and technical education will be actively promoted.

A National Health Policy will soon be presented, whose twin aims will be the provision of adequate primary health services to all citizens and a stabilisation of population. Reproductive and Child Health services will be further strengthened through greater community participation. The use of Indian systems of medicine will be greatly encouraged. Greater attention will be paid to the welfare of the disabled and the aged

through joint Government and non-Government initiatives. Private sector participation will be encouraged in tertiary health services, including speciality hospitals, diagnostic centres, and related activities.

- Government will give renewed thrust to improving Rural Infrastructure. The newly-created Department of Drinking Water Supply in the Ministry Rural Development will implement a programme to provide clean drinking water to all villages in the next five years. A Programme for Rural Connectivity through construction of all-weather roads to connect all villages will soon be started. Fifty per cent of the diesel cess will be earmarked for this programme. A massive "Shelter for All" programme will be taken up to facilitate construction of twenty lakh additional housing units each year. On these, thirteen lakh will be built in rural areas.

Prosperity and employment generation in rural areas depend crucially on a fast-growing agricultural sector, complemented by a nationwide network of agro-based industries. In agriculture, Government will address issues such as development of rain-fed farming, soil conservation, wasteland development, watershed management, agriculture credit system, promotion of horticulture and floriculture, expansion of the cold-storage network, fertiliser pricing, balanced use of chemical fertilisers, and promotion of organic manure. Cooperative sector reforms, issues relating to crop insurance, post-harvest management, pricing and procurement policy for agricultural produce, forecasting and early warning systems, etc., will also be thrust areas in the new policy. An action plan for the early completion of pending irrigation projects in a time-bound manner will be taken up.

Scarcity of water is fast becoming a serious national problem. Unless water is conserved and managed properly, there will not be enough to meet the country's burgeoning demand from households, farms, and industries. Government will present a Water Policy that will facilitate the creation of appropriate administrative, commercial, and technological solutions to ensure that the present and future generations are not deprived of this life-sustaining resource. Inter-State water disputes will be equitably resolved. The needs of environmental protection and afforestation will be fully addressed in achieving the goal of sustainable development.

The most obvious constraint to rapid economic growth today is the inadequacy of our infrastructure. Government shall take urgent steps to improve the situation, guided by the principle of greater private investment within a strong regulatory mechanism. In the power and energy

sector, the Centre will work closely with State Governments for time-bound corporatisation of the State Electricity Boards. Generation, transmission, and distribution of electricity will be unbundled as separate activities. Tariff reform, privatisation of transmission and distribution of power, and setting up of State Electricity Regulatory Commissions will be accelerated. A Task Force under the Finance Minister was set up some time back to prepare a "Hydrocarbon - Vision 2020" report. The recommendations of this Group will be implemented. An accelerated timeframe for dismantling the administrative price regime will also be finalised quickly. The Coal Mines Nationalisation Act will be suitably amended to remove hurdles in the growth of this vital industry.

The Ministry of Surface Transport has been reorganised into the Department of Road Transport and Highways and the Department of Shipping. The Integrated Transport Policy shall be soon finalised. The National Highways Authority of India (NHAI) will be strengthened to enable it to quickly implement the National Highways Development Project, including the East-West and North-South corridors. A Dedicated Road Fund will be created. A Railway Reforms Commission will soon be set up to evolve a new resource mobilisation strategy, rationalise tariff, prioritise the project portfolio, and urgently fulfil the unmet needs of railway safety. High priority will be accorded to improving the efficiency of existing ports, corporatisation of some of our major ports, and private sector participation in setting up new ports. A new Civil Aviation Policy will be formulated, designed to secure India's needs in the 21st century. The programme for modernisation of our airports through private sector participation would also be implemented in a time-bound manner.

The New Telecom Policy-1999 shall be expeditiously implemented to achieve the objective of providing universal access to world-class telecom services at the lowest possible price to the public. Rapid spread of rural telephony will be promoted through a special plan to cover all the uncovered villages in a time-bound manner. Corporatisation of the Department of Telecommunications as India Telecom will be speedily implemented. As a first step, a new Department of Telecom Services has been created to separate the policy-making function from the service provision function. The Telecom Regulatory Authority of India (TRAI) will be strengthened to increase investor confidence and create a level playing field between public and private operators by suitably amending the TRAI Act. A Group of Experts will be constituted to recommend a new legislation in place of the Indian Telegraph Act, 1885 to enable India to seize the new opportunities created by the technological convergence between telecom, computers, television, and electronics.

A new Ministry of Information Technology has been created to be the nodal institutional mechanism for facilitating all the initiatives in the Central Government, State Governments, academia, the Indian private sector, and successful Indian IT professional abroad. The Ministry will implement a comprehensive action plan to make India an IT superpower in the early part of the next century and achieve a target of \$ 50 billion in software exports by 2008. It will accelerate the Internet revolution in India, emphasising the creation of useful content in Indian languages. IT-enabled services, IT education, hardware manufacturing and exports, e-commerce, and Internet-based enterprises will be actively promoted. These have the potential to create employment and business opportunities for hundreds of thousands of young Indians. A legislation to promote E-commerce will be introduced soon. A Task Force for the pharmaceutical and other knowledge-based enterprises will be constituted for making India a world leader in this sector. I am happy to note that India is well on the way to ensure Y2K compliance in all our critical computer systems before the end of this year.

All these infrastructure initiatives will lay a firm foundation for the revival and expansion of India's industrial base—especially the vast and hitherto neglected sector of small-scale and cottage industries, rural craftsmen and artisans, and the Khadi and Village Industries Commission (KVIC). Special emphasis will be laid to meet the multiple needs of this sector such as timely and adequate credit, including the implementation of a credit guarantee scheme, marketing, technological upgradation, skill improvement, and, above all, removal of bureaucratic harassment. Rules will be suitably modified in some carefully identified industries in the Small Scale Industries (SSI) sector, which have a huge potential for exports and employment generation. Government will make comprehensive and sustained efforts to solve the long-pending problems of India's textile industry, especially in view of the challenges in the post Multi Fibre Agreement (MFA) regime. Necessary steps for modernisation and restructuring will be taken to restore Indian textiles to their traditional pre-eminence in global markets.

Foreign Direct Investment (FDI) plays a crucial role in rapid economic development by bringing in modern technology and management practices. Government will review existing FDI regime in order to bring in greater transparency, cut delays in project implementation, and create an enabling policy to ensure FDI inflow of at least \$ 10 billion per year. There shall be an automatic route for FDI clearances except in a small list of carefully chosen areas.

We will evolve a programme for achieving fiscal rectitude through

improved expenditure management, undertake far-reaching tax reforms, and secure speedier restructuring and disinvestment of public sector undertakings, including strategic sales. The Expenditure Commission, which would be set up shortly, will review all direct and indirect subsidies, examine all on-going expenditure streams and schemes, as well as lay down the roadmap for downsizing of Government. A Task Force on Tax Reforms shall be constituted to recommend a time-bound programme of reforms of tax structures, both direct and indirect. Reform of banks and financial institutions would be accelerated by reducing non-performing assets and strict application of prudential norms. Necessary legislation on bankruptcy, foreclosure, debt recovery, and mergers would be enacted to underpin financial sector reforms.

We are fully committed to promote the interests of labour, especially those in the unorganised sector, in the new environment of economic reforms. The Second Labour Commission will study the changes needed in various labour laws in order to better achieve the welfare of labour, faster generation of additional employment, accelerated industrial growth and exports.

Government will institute effective measures to eliminate chronic delays in the dispensation of justice through suitable reforms in the judicial system. Independence of judges shall be fully respected and efforts made to attract the best talent to the Bench. Government had undertaken a study some time back on which of the existing laws, rules, and regulations have become obsolete and are proving an obstacle to rapid socio-economic development. Based on the recommendations of this study, all such outmoded and inessential laws will be repealed.

As a member of the World Trade Organisation (WTO), India will continue to interact with other nations to further protect and promote our national interests. Towards this objective, Government is preparing a well-thought out strategy for the forthcoming Seattle Conference. My Government will ensure that in any new round of WTO negotiations, India's national interests are fully protected, and that our gains from global trade are maximised.

Government will intensify the promotion of science and technology—in education, basic research, and application for meeting the critical challenges of socio-economic development. Interaction between Indian industry, Council for Scientific Industrial Research (CSIR) laboratories, universities, Indian Institute of Technology (IITs), Defence Research and Development Organization (DRDO), Indian Council for Agricultural

Research (ICAR), Indian Council for Medical Research (ICMR) and the Departments of Space, Atomic Energy, Biotechnology, and Ocean Development will be strengthened. In keeping with the message of *Jai Vigyan*, special efforts will be made to nurture scientific temper and problem-solving attitude among our children, and also to encourage promising young scientific talent.

Government will endeavour to give a new direction to urban India and bring about an orderly, healthy, and dynamic development of our cities, which is necessary to tackle the problem of urban poverty. Special efforts will be made to raise the quality of civic services and to carry out a fundamental restructuring of the administration of municipal bodies and public utilities.

Youth power provides the dynamo in the mission of nation-building. Government will focus and facilitate the efforts of thousands of youth and student organisations across the country to give a renewed thrust to their enthusiastic participation in constructive activities, sports, arts and culture. The main energising aim of these efforts will be to strengthen national integration, rekindle the spirit of voluntary work, and to enable our talented young men and women to achieve global excellence.

Internal security is an integral part of national security. Government is committed to ensuring the safety and security of all citizens of India, irrespective of their caste, religion, gender, or language. The incidence of communal violence last year was at its lowest in the last decade. Government is already engaged in taking effective steps to create a riot-free and terrorism-free India.

The past two years have seen a marked improvement in the situation in Jammu and Kashmir. Education, tourism, and other economic activities are fast returning to normal in this State. More than 110,000 pilgrims participated in the *Amarnath Yatra* this year. Nevertheless, terrorism continues to pose a challenge in Jammu and Kashmir. We will meet this challenge firmly and provide all assistance to the State Government to neutralise terrorists. After its crushing defeat in Kargil, Pakistan has stepped up its proxy war against India. The immediate objective of the Pakistan-sponsored terrorists was to disrupt the election process in Jammu and Kashmir, and also in the North-Eastern States. The people in these States, however, have once again opted for the ballot in the face of the terrorist's bullet. This is a ringing endorsement of their faith in India's unity, secular democracy, and a rejection of theocratic separatism.

The Prime Minister has announced that Government will follow the

principle of "Zero Tolerance" while dealing with terrorism. Simultaneously, Government will continue to focus international attention on the deadly impact of trans-border terrorism that has claimed countless lives all over the world. There is no dearth of evidence to show how state-sponsored terrorism has affected peace and stability in South Asia and beyond. India is actively working to initiate concerted international opinion and action against state-sponsored terrorism in any part of the world. The menace of illicit drug trafficking, money laundering, and narco-terrorism has also to be effectively countered through both national and international efforts.

Government will soon restructure the North-Eastern Council (NEC) for faster socio-economic development of the North-Eastern States. The NEC (Amendment) Bill, 1998 will be moved shortly. A special scheme to modernise police forces has been introduced in the North-East; it is expected that the States' police forces will soon be better equipped to tackle insurgency and law and order problems. The remaining portion of the India-Bangladesh border will be fenced shortly.

Harmonious Centre-State relations are fundamental to a healthy federal polity and to achieve balanced socio-economic development. The pending recommendations of the Sarkaria Commission's report in this regard will be considered for expeditious implementation. My Government believes that the States should have greater financial and administrative powers and that there should be decentralisation right up to the grassroots through the Panchayati Raj system. Necessary action will soon be initiated to give full Statehood to Delhi and for the creation of Uttaranchal, Jharkhand, and Chhattisgarh as new States.

A Commission comprising noted constitutional experts and public figures shall be appointed to study a half-century's experience of the Constitution and make suitable recommendations to meet the challenges of the next century. Government will also examine replacing the present system of no-confidence motion by a system of "Constructive Vote of Non-Confidence", and a fixed term to the Lok Sabha and the Vidhan Sabhas in order to prevent political instability, both at the Centre and in the States.

No nation can prosper unless there is a concerted effort to empower women and invest in the girl child. Some of the miracle stories of rapid development are hinged to economic, social, and political empowerment of women. Government proposes to reserve, through legislation, 33 per cent seats for women in Parliament and State legislatures. Further, we shall provide free education to the girl child up to college level, including professional courses, and set up a Development Bank for women en-



trepreneurs in the small-scale and tiny sectors. *Nari Shakti* shall fuel the engine of a modern, dynamic Indian society.

We are committed to safeguard the interests of Scheduled Castes, Scheduled Tribes, Backward Classes, and minorities through appropriate legal, executive, and societal efforts. Our focus will be on large-scale education and socio-economic empowerment. We are determined to wipe out the last vestiges of untouchability from our society. Reservations for Scheduled Castes and Scheduled Tribes will be extended for another ten years and reservation percentages above fifty per cent followed by some States will be sanctified through legislative measures. Government has already created a new Ministry of Tribal Affairs for better formulation, implementation, and monitoring of policies and programmes aimed at all-round welfare of our tribal brethren.

Comprehensive electoral reform is necessary if elections are to be made a truly democratic exercise, free from the clutches of muscle and money power. A board consensus already exists on the need for extensive reforms in our electoral laws. Government will soon bring forward a comprehensive electoral reform Bill to further strengthen our democracy. Government will also ensure the right to franchise of Defence and Security Forces by introducing the system of proxy voting.

The canker of corruption is eating into every institution of our nation. Government is determined to ensure probity in public life. Towards this end, the Lokpal Bill has already been introduced. It will, *inter alia*, also cover the office of the Prime Minister. Government will also soon enact the Central Vigilance commission Bill for conferring statutory status on the Central Vigilance Commission.

Continuity and consensus have always been the underpinnings of India's foreign policy. Successive Governments have demonstrated their commitment to secure for India a place, role, and position in the global arena, commensurate with its size and importance.

The recent military takeover in Pakistan is a matter of grave concern. Democracy alone can best guarantee peace, understanding, and cooperation among countries and peoples. We are watching the situation in Pakistan with careful attention. We had initiated the composite dialogue process and had sought to reinforce it through the Lahore Declaration. Pakistan must stop cross-border terrorism in Jammu and Kashmir and other regions of India, and also put an end to hostile propaganda against India.

The situation in Afghanistan demands a careful reassessment and a fresh approach. The world has unfortunately watched passively while

Afghanistan disintegrated into a source of terrorism, narcotics, and dangerous instability. As a result, India's security interests have been affected. We shall work together with like-minded countries for an early return to stability in Afghanistan. An essential requirement for this is the cessation of outside interference in the internal affairs of Afghanistan.

Recent years have seen significant strengthening of India's traditionally close friendship and cooperation with Bangladesh, Sri Lanka, Nepal, Bhutan, and Maldives, as well as our interaction with the South Asian Association for Regional Cooperation (SAARC). We shall continue to work actively with these neighbouring countries and within SAARC to reinforce the trend of cooperation in this region. India will also forge closer cultural and economic relations with South Africa, Mauritius, Guyana, Trinidad and Tobago, Fiji and such other countries where large numbers of people of Indian origin live.

India seeks to further deepen and broaden her relations with the United States of America, on the basis of the values and ideals we both share. We are also committed to further strengthen our traditionally close and friendly ties with Russia. We shall develop our links with France, Britain, Germany, along with other members of the European Union and Japan, in a spirit of goodwill and mutual benefit. We would continue our dialogue with China with a view to improving and broadening our relations. India highly values her cordial and steadily growing relations with the countries of Central Asia, West Asia, East and South-East Asia and the Pacific, as well as Africa, Latin America and the Caribbean. The forthcoming Commonwealth Heads of Government Meet (CHOGM) in Durban provides a useful forum for presenting India's views on a wide range of subjects of regional and global significance.

My Government will maintain and foster close understanding with our strategic partners and key interlocutors in order to strengthen our political and economic relations with the outside world. We also continue our efforts for a more equitable world order and for greater democratisation of the United Nations and its organs. A greater role for the developing countries in the councils of the world will bring in much-needed stability and justice in global affairs.

Honourable Members, you have a highly challenging, but equally rewarding task before you in the 13th Lok Sabha. The people who have elected you have high expectations from all of you. They hope that the proceeding in Parliament will be of high standards, marked by consensus and cooperation among all members, cutting across party lines. In this context, I would like to compliment the 13th Lok Sabha on the unanimous election of the Honourable Speaker. This, indeed, is a wel-

come development. I am confident that the coming Session, as also all the subsequent sittings of Parliament will witness constructive debate in both Houses, leading to successful conclusion of all the legislative and other scheduled business. I wish you the very best in your endeavour.

Jai Hind

# **PUBLIC ACCOUNTS COMMITTEE—ITS ROLE IN ENSURING EXECUTIVE ACCOUNTABILITY**

**G.C. MALHOTRA**

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## ***Introduction***

In a democratic set-up, Parliament is the embodiment of popular will and, therefore, must be able to oversee the way in which public policy is implemented and public money is spent by the Executive. Day-to-day administration, and for that matter, execution of any policy or programme does not fall under the domain of Parliament. Nevertheless, the Executive must be made accountable for its acts of omission and commission. The task of ensuring the accountability of the Executive to Parliament is, however, not that simple. It has become more complex in modern times due to the phenomenal proliferation of governmental activities. Parliaments all over the world have, therefore, created, apart from other devices, a system of Committees so as to ensure effective surveillance over the administration. The Public Accounts Committee (PAC) enjoys a pride of place in the Committee System.

Parliamentary control over public finance is exercised in two stages, viz., the 'proposals stage' and the 'results stage'. The first stage is at the time when the Government comes forth with a proposal for Parliament's approval. The Government must get the financial sanction of the Legislature to give effect to its policies and programmes. The second stage relates to the control of the money spent and the manner of its spending. This is the stage where the PAC comes into picture when it examines the accounts of the Union Government as compiled by the accounting authorities and the reports of the Comptroller and Auditor General (C & AG) on these accounts.

## ***Evolution and Growth***

Under the British rule, for a long time, the Secretary of State for India was the sole authority in respect of expenditure met out of the revenues of India and the Central and Provincial Governments acted only under the authority delegated by him. The Legislatures could discuss the budget in general and only pass resolutions which were not binding on the Government. The Auditor-General, with the right of inde-

pendent criticism, also submitted his reports to the Secretary of State, and not to the Legislatures. There was no institution like the Public Accounts Committee.

Public Accounts Committees, both at the Centre and in the Provinces, were constituted for the first time under the Montague-Chelmsford Reforms in 1921. Although the Government of India Act, 1919 did not provide for the laying of Audit Reports on the Table of the Legislatures, the Rules framed under the Act empowered the Central and Provincial Legislatures to appoint Public Accounts Committees to examine the Accounts of the respective Governments. Till the formation of the Interim Government at the Centre in the latter half of 1946, the Finance Member of the Executive Council was the Chairman of the Public Accounts Committee and the Committee was run by the Finance Department and had no separate office of its own. During the days of the Interim Government, the then Finance Minister acted as the Chairman of the Committee, and later on, after the attainment of Independence in August, 1947, the Finance Minister became the Chairman. This naturally restricted the free expression of views and criticism of the Executive. The Public Accounts Committee underwent a radical change with the Constitution coming into force. It became a Parliamentary Committee with a non-official Chairman appointed by the Speaker and its Secretariat functions were also transferred from the Ministry of Finance to the Parliament Secretariat (now the Lok Sabha Secretariat) in April, 1950. This enabled the Committee to function freely and to offer its criticism in an unrestricted manner.

### ***Composition***

Presently, the Committee consists of 22 members of which 15 members are elected by the Lok Sabha and 7 members are elected by the Rajya Sabha for being associated with the Committee. The election of members is carried out according to the principle of proportional representation by means of the single transferable vote. The term of office of members of the Committee does not exceed one year at a time. A Minister is not elected a member of the Committee, and if a member, after his election to the Committee, is appointed a Minister, he ceases to be a member of the Committee from the date of such appointment.

The Chairman of the Committee is appointed by the Speaker from amongst the members of the Committee from Lok Sabha. Till 1966-67, a senior member of the ruling Party used to be appointed by the Speaker as Chairman of the Committee. In 1967, however, for the first time a

member of the Opposition was appointed as the Chairman of the PAC by the Speaker and this practice is being followed to this day. One former Chairman of the PAC, Shri R. Venkataraman went on to become the President of India. Two of the former Chairmen of the PAC, namely Shri P.V. Narasimha Rao and Shri Atal Bihari Vajpayee, rose to become the Prime Minister of India. For the names of the Chairmen of the PAC since 1952, see Annexure I.

### ***Scope and Functions***

The main functions of the Committee, as enshrined in Rule 308 of the Rules of Procedure and Conduct of Business in Lok Sabha, include examination of accounts showing the appropriation of sums granted by Parliament for the expenditure of the Government of India, the annual finance accounts of the Government, and such other accounts laid before the House as the Committee may think fit. In scrutinising the Appropriation Accounts of the Government of India and the Report of the C & AG thereon, the Committee has to satisfy :

- (a) that the moneys shown in the accounts as having been disbursed were legally available for, and applicable to, the service or purpose to which they have been applied or charged;
- (b) that the expenditure conforms to the authority which governs it; and
- (c) that every re-appropriation has been made in accordance with the provisions made in this behalf under rules framed by competent authority.

### ***Selection of Audit Paras***

The Reports of the C & AG of India mainly form the subject matter of the deliberations of the Committee. At the beginning of its term every year, the Committee makes a selection of Audit Paragraphs included in the various Reports of the C & AG of India laid on the Table of the House for examination. After holding deliberations and taking note of the time available at its disposal, the Committee generally selects for in-depth examination about 30 to 35 Paragraphs arranged according to their relative importance, out of an average of over 400 paragraphs included in various Annual Reports of the C & AG.

### ***Treatment of Non-Selected Audit Paras***

Till 1981, there was no practice of ascertaining the action taken by the Ministries and Departments on the Audit Paragraphs not selected by the Committee for detailed examination. However, with a view to ensuring enforcement of accountability of the Executive in respect of all the

issues dealt with in various Audit Reports, the PAC (1981-82) decided to call for notes showing remedial and corrective action taken on all the Reports of the C & AG. Accordingly, the Lok Sabha Secretariat has issued instructions every year to the Ministries concerned requesting them to furnish to the Secretariat, generally within six months from the date of selection of subjects, notes indicating remedial and corrective action taken by them on the various Audit Paragraphs pertaining to them duly vetted by Audit through the Monitoring Cell in the Department of Expenditure.

There were, however, inordinate delays and persistent failures on the part of a large number of Ministries and Departments in furnishing the remedial and corrective action taken notes on the Audit Paragraphs relating to them. Taking a serious view in this regard, the Committee (Tenth Lok Sabha) in its 105th Report, recommended that the requisite notes duly vetted by Audit on all the pending Paragraphs of the Audit Reports pertaining to the period 31 March 1982 to 31 March 1993 be submitted to them within a period of three months from the date of presentation of the Report. Subsequent to the presentation of this Report, the Committee (1996-97, Eleventh Lok Sabha) observed that out of the 1,533 Paragraphs spanning the period 31 March 1982 to 31 March 1993 on which notes were outstanding, the replies on 81 Paragraphs only were submitted within three months, which constituted a mere 5.3 per cent. Even in March 1996, i.e. six months from the presentation of the Report of the Committee, notes in respect of more than 50 per cent of the pending Audit Paragraphs remained outstanding. Taking into account some difficulties brought to the notice of the Committee by a few Ministries, the Committee (Eleventh Lok Sabha) in its Ninth Action Taken Report (ATR) recommended that remedial and corrective action taken notes on all Paragraphs of the reports of the C & AG duly vetted by Audit, be furnished to them through the Ministry of Finance (Department of Expenditure—Monitoring Cell) within a period of four months from the date of laying of Audit Reports on the Table of the House, starting from the Reports of the C & AG of India for the year ended 31 March 1996 onwards. The Ministry of Finance accordingly, issued necessary instructions accepting the PAC's above-mentioned recommendation regarding submission of notes within the stipulated period of four months. The response of the Ministries and Departments in sending remedial and corrective action notes has since improved considerably.

### ***Examination of Selected Subjects***

After having made the selection of subjects for in-depth examination during a particular term, the Committee calls for detailed advance

information in respect of the selected Paragraphs from the Ministries concerned. On receipt of relevant information, the Committee takes oral evidence of the representatives of the Ministry concerned. The Secretaries of the Ministries or Head of Departments appear before the Committee when the matters relating to their Ministries/Departments are examined by the Committee. After obtaining elucidation on all points connected with the examination of the subject, the Committee frames its recommendations in the form of a Report which, after finalisation by the Committee, is presented to the Lok Sabha. A copy of the Report is also simultaneously laid on the Table of the Rajya Sabha.

### ***Evaluation***

#### ***Action Taken Statements***

A report has value if it is properly followed up and timely actions are initiated. Initially, the PAC watched the action taken by Government on its recommendations through action taken statements which were appended to the Committee's main Reports laid on the Table of the House subsequently.

#### ***Action Taken Reports***

For the first time, in 1965 the PAC presented a separate Report on action taken by Government on recommendations contained in ten Reports of the Committee presented during the previous years. Since then, the practice of presenting separate ATRs on each original Report is being followed. Under the present system, the Ministries and Departments concerned are required to furnish action taken replies on the recommendations contained in the original Reports within six months from the date of presentation of the relevant reports. The responsibility of the Government, however, does not cease with the presentation of the ATR. The Government is further required to intimate to the Committee, normally within another six months of the ATR, the action taken or proposed to be taken by it on the recommendations contained in the ATR. The action taken so reported by Government is laid on the Table of the House in the form of an action taken statement without any further comments by the Committee. This system not only ensures accountability of the Executive to Parliament but also enables Parliament and the people to know about the Government's final replies to the Committee's specific recommendations. [For the number of Reports submitted by the PAC during the tenure of each Lok Sabha, see Annexure II.]

### ***Impact***

As an instrument of legislative surveillance over the Executive, the



PAC has been performing its role effectively. This is evident from the fact that, on an average nearly 61 per cent of the recommendations of the PAC are accepted by the Government in the first instance itself. Of the remaining 39 per cent, about 9 to 10 per cent recommendations are dropped at the ATR stage in consultation with the PAC, while about 10 per cent are reiterated by the Committee. In another about 20 per cent recommendations, extension of time is sought by the Government. Some of the pending recommendations are also later accepted by the Government. Thus, in effect, on an average, more than three fourths of the recommendations of the PAC are accepted by the Government.

The table on next page based on the data contained in the Action Taken Reports presented by the PAC during the period between 1980 and 1999 (Seventh to Twelfth Lok Sabhas) gives the total number of the PAC recommendations accepted by the Government.

Ever since its inception, the PAC has made a large number of recommendations. A proper appreciation of the achievements of the Committee can be made by a study of the impact these recommendations had on the Administration. An attempt has been made in the succeeding pages to highlight the utility and effectiveness of the PAC in different areas.

### ***Changes in Financial Administration***

Some of the recommendations of the PAC that were accepted by the Government are treated as a body of 'case law' on financial administration as they have effected important changes in this field.

### ***Regularisation of Excess Grants***

The Committee of 1921-22 made a very important recommendation in the matter of regularisation of Excess Grants which marked the first milestone on the road to the evolution of parliamentary control over public expenditure and which in the later years became a rule. The Committee stated: "If after the accounts for the year are closed and the total grant under any demand has been exceeded, the excess ought to be regularised by a vote of the Assembly. The excess would in the first instance be examined by the PAC and in making a demand for an excess grant, the Government would place before the Assembly any recommendation that the Committee might desire to make." These changes in procedure were accepted by the Governor General-in-Council. Thereafter, the conduct of the business of the Committee began to be governed by the aforesaid recommendation.

The present provision in respect of excess grant as embodied in the

TABLE

**Acceptance by Government of PAC Recommendations (1980-1999)**

Lok Sabha	Year (ending 30 April)	Total No. of Recommendations	Total No. of Recommendations accepted by Govt.	Percentage of Recommendations accepted by Govt.
Seventh Lok Sabha (10.1.80 to 31.12.84)	1981	558	313	56.09
	1982	820	483	58.90
	1983	612	412	66.72
	1984	646	431	66.51
Eighth Lok Sabha (31.12.84 to 27.11.89)	1985	91	59	64.84
	1986	666	407	61.11
	1987	346	198	57.23
	1988	274	177	64.60
	1989	97	49	50.52
Ninth Lok Sabha (2.12.89 to 13.3.91)	1990	207	112	54.11
	1991	385	220	57.14
Tenth Lok Sabha (20.6.91 to 10.5.96)	1992	278	163	58.63
	1993	229	129	56.33
	1994	206	132	64.08
	1995	268	164	61.19
	1996	110	70	63.64
Eleventh Lok Sabha (15.5.96 to 4.12.97)	1997	156	106	67.95
Twelfth Lok Sabha (23.3.98 to 26.4.99)	1998	75	45	60.00
	1999	88	39	44.32
Seventh to Twelfth Lok Sabhas	1980-1999	6,112	3,709	60.68

Rules of Procedure and Conduct of Business in Lok Sabha says: "If any money has been spent on any service during a financial year in excess

of the amount granted by the House for that purpose, the Committee shall examine with reference to the facts of each case the circumstances leading to such an excess and make such recommendations as it may deem fit." [Rule 308(4)]

### ***Introduction of Administrative Audit***

In its Report on the Accounts of 1947-48, the Committee recommended that the Ministry of Finance, in consultation with the C & AG, should formulate comprehensive rules and regulations for introducing Administrative Audit in all large spending Departments such as the CPWD, etc. on the pattern of the Administrative Audit in vogue in the Military Engineering Service.

The Committee of 1951-52 also reiterated this recommendation. The Committee of 1952-53 recommended the introduction of this system in various River Valley Projects under the control of Government of India which was accepted by the Ministry of Irrigation and Power.

### ***Defence Expenditure***

The PAC of 1948-49, while examining the Accounts of the Defence Services and Audit Report thereon, decided that defence expenditure should, in future, be considered and dealt with by it and not by an *ad-hoc* Committee as was the practice. In pursuance of this decision, the Appropriation Accounts relating to the Defence Services are now being examined by the PAC in the same manner as Accounts of other Departments.

### ***Departmentalisation of Accounts***

The Third Report of the Committee (First Lok Sabha) on Exchequer Control over Public Expenditure made far-reaching recommendations in order to have effective control over financial transactions of the various Ministries and suggested the separation of Accounts from Audit. The Ministry of Finance had accepted in principle the separation of Accounts from Audit.

The Administrative Reforms Commission (ARC) had also recommended in January 1968 that as a matter of general policy the responsibility for the compilation of Central Accounts may continue to vest with the C & AG except in the case of Departments for which separate Accounts Offices had already been established. Government accepted in principle this recommendation in April 1969.

A group of Ministers was set up in January 1973 by the Government

to recommend changes required to improve the administrative performance in relation to the requirements of the Plan.

In July 1975, a decision was taken by Government that separation of Accounts from Audit be effected in a phased manner. In January 1976 Government approved a time table for separation of Accounts from Audit and installation of Departmental Accounts System in all the Ministries of India in three stages with effect from April, July, and October 1976.

Based on the reports of the inter-departmental groups, schemes of departmentalisation of Accounts in the Ministries of Industry and Civil Supplies, Tourism and Civil Aviation and Communications (Postal Wing) were prepared by the Government for implementation from April 1976. For the Ministries in which departmentalisation of Accounts was scheduled to be effected from July 1976 and October 1976, the schemes were finalised by the Government after obtaining the comments of the C&AG thereon.

An Office of Controller General of Accounts was created in November 1976 in the Department of Expenditure of the Ministry of Finance for establishing and maintaining a technically sound accounting system in the Ministries and Departments.

### ***Procedure for Regularisation of Excess Expenditure***

During the thirteenth Session (July-September 1956) of the First Lok Sabha, when the Government approached the Lok Sabha for regularising excesses relating to the year 1951-52, attention was drawn pointedly to the delay in seeking regularisation. The consensus of opinion that emerged in the House was that a procedure should be devised for expeditious regularisation of such excesses so as to ensure that the time-lag between detection of excesses and their regularisation by Parliament was reduced to the minimum.

The Public Accounts Committee (First Lok Sabha) had already considered the matter to some extent and had recommended in its 21st Report that as soon as excesses in Accounts relating to the year which had just closed came to the notice, the C & AG should, in advance of his main report on the Appropriation Accounts, report these excesses to Parliament in the prescribed manner. The Committee<sup>1</sup> (1969-70) decided that the work relating to approval for excesses over voted grants and charged

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1. 217th Report of the Public Accounts Committee (Fifth Lok Sabha).

appropriations should be centralised in the Budget Division of the Ministry of Finance which should coordinate the submission of explanations to the Committee in such a way that they should become available shortly after the presentation of the Appropriation Accounts to Parliament. The Committee also decided that there should be a consolidated report on excesses relating to all the Civil Ministries and Departments.

In view of certain practical difficulties experienced by the Ministry of Finance at various stages in adhering to the prescribed schedule, the date for submission of explanatory notes to the Committee for regularisation of excesses was extended by the PAC (1974-75) from 10 April to 31 May of every year. This procedure is in vogue even now.

### ***New Service/New Instrument of Service***

The Public Accounts Committee (1967-68) considered the question of prescribing guidelines for determining items of expenditure which would constitute expenditure on a "New Service" attracting the provisions of article 115 (1) (a) of the Constitution<sup>2</sup>. In their 11th Report (Fourth Lok Sabha), the PAC specified the items of expenditure that would constitute "New Service/New Instrument of Service" requiring the approval of the Parliament.

On the basis of the above recommendations made by the Public Accounts Committee in their 50th Report (Fourth Lok Sabha) on New Service/New Instrument of Service, the Ministry of Finance issued a circular Office Memorandum in July 1970 to all Ministries and Departments enclosing therewith a statement indicating the limits to be observed in deciding whether a case related to New Service/New Instrument of Service and for determining whether it was to be submitted to Parliament for prior approval or reported to Parliament under article 115 of the Constitution of India.

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#### 2. Art. 115(1) The President shall —

- (a) if the amount authorised by any law made in accordance with the provisions of article 114 to be expended for a particular service for the current financial year is found to be insufficient for the purposes of that year or when a need has arisen during the current financial year for supplementary or additional expenditure upon some new service not contemplated in the annual financial statement for that year, or

- (b) if any money has been spent on any service during a financial year in excess of the amount granted for that service and for that year,

cause to be laid before both the Houses of Parliament another statement showing the estimated amount of that expenditure or cause to be presented to the House of the People a demand for such excess, as the case may be.

***Spontaneous Impact of PAC Examination***

The response of the Executive in many cases has been exceptionally prompt and the Government has been found to have taken corrective action even before the Committee presented its Report to the House. Some such cases are given below.

***Irregular Exemptions and Wealth Escaping Assessment***

While examining audit paragraphs relating to the Irregular Exemptions and Relief and Wealth Escaping Assessment, the Committee, at their sittings held on 17 December 1982 and 12 January 1983, drew the attention of the representatives of the Ministry of Finance to the avoidance of tax through the medium of charitable and religious trusts which had assumed alarming proportions. The funds of such trusts were being invested in business concerns controlled by the groups who had created such trusts. Even before the Report ( 114th Report, Seventh Lok Sabha) was presented in April 1983, the Income Tax Act was amended to provide that all trust funds should be invested in specific modes, such as government securities, units of the Unit Trust of India, deposits with Scheduled Banks, approved financial corporations, etc. All charitable and religious trusts which did not divest their shareholdings and other investment in business concerns by 30 November 1983 were to lose the benefit of exemption from income tax.

***Variations between Budget Estimates and Actuals***

In yet another instance, the Committee, in the evidence held in November 1982, drew the attention of the representatives of the Ministry of Finance to the fact that several top companies which had been earning very high profits were paying no tax at all or paying only a nominal tax. They were doing this by taking advantage of various provisions relating to income tax concessions and rebates. One of the companies, which earned a net profit of Rs.16 crore in 1979-80 and Rs.26.71 crore in 1980-81 and distributed dividend to the tune of Rs.6.05 crore in each of the two years, reported no tax liability. Several other top companies which earned annual profits varying from Rs.0.17 crore to Rs.11.27 crore also had no tax liability. While presenting the Annual Budget on 28 February 1983, the Minister of Finance sought amendment of the Income Tax Act to provide that the aggregate amount to be allowed as deduction on account of various exemptions and rebates put together would be restricted to 70 per cent of the pre-incentive total income of assesseees. This action by Government preceded presentation of the Report (143rd Report, Seventh Lok Sabha) on the subject.

**Exemption of Union Excise Duties**

There was a major lacuna in the scheme of excise concessions to small scale sector in that the moment a unit crossed even marginally the maximum clearance limit, viz., Rs.30 lakhs, in the case of tariff items 68-Goods, the unit had to pay excise duty not only on the goods in excess of the maximum limit but on their entire production. This could quite often lead to a situation where the excise duty paid by a small scale unit was more than the net profit accruing to it from the excess production. It was pointed out by the Committee in evidence that such a situation compelled the small scale manufacturers near the maximum clearance limit eligible for duty concession to keep their production below the limit. Even before the Report of the Committee (180th Report, Seventh Lok Sabha) was presented to the House, the law was amended to provide that duty liability of a small scale manufacturer would be attracted only when his production crossed Rs.40 lakh in a year and in such a case the production upto Rs.30 lakh would be exempt from duty.

**Fraudulent Availment of MODVAT**

In one instance, the Committee (104th Report, Tenth Lok Sabha) examined a case wherein a Bangalore based manufacturer of motor cars took an amount of Rs.76.84 lakh as Modified Value Added Tax (MODVAT) credit that was more than the duty paid on the inputs during the period February 1991-March 1992. The excess credits so taken were utilised towards payment of duty on final products. The Committee found that there was an absolute breakdown of excise control and proper supervision and monitoring of the unit which was forging figures and availing undue MODVAT credit. There were vital lapses on the part of the departmental officers which enabled the assessee in perpetrating the fraud.

Although the irregularities in this case were initially detected in 1991, show-cause notice to the proprietor of the Company was issued only after the audit paragraph was selected for detailed examination by the Committee in 1993. Further, action against the defaulting officers and also for attachment of property of the party against the amount due to department was initiated by the Ministry only after the matter was taken up by the Committee for oral evidence.

In pursuance of the recommendations of the Committee, the Government subsequently made certain amendments in the Central Excise Law in order to prevent wrong/fraudulent availment of MODVAT credit.

***Irregular Expenditure on Local Insulation of G.I. Wire***

In another instance, the Audit Paragraph dealt with a case where the Chief General Manager, Telecommunications (CGMT), Assam Circle, unauthorisedly converted 9586 km bare GI wire on 2 mm dia and 12,409 km GI wire of 3.55 mm dia into PVC insulated GI wire locally during 1989-93 with a thickness of 1 mm and 1.5 mm dia respectively, against the Department of Telecommunications (DOT's) uniformly applicable specification of 0.5 mm thickness. The irregular action of CGMT, Assam Circle caused an extra expenditure of Rs.4.79 crore to the exchequer. The Audit had also pointed out several other irregularities in the working of the DOT. In the evidence held on the subject on 7 February 1997, while drawing the attention of the Ministry to the aforesaid irregularities, the Committee opined that the matter should be referred to the Central Bureau of Investigation (CBI) for a detailed investigation. Sensing the mood of the Committee, the Government took prompt action and engaged the CBI for a detailed investigation of the case even before the Report (15th Report, Eleventh Lok Sabha) on the subject was presented to Parliament by the Committee.

***Advance Licensing Scheme***

In the evidence held on the subject in February 1997, the Committee drew attention of the Government to several shortcomings in the implementation of the Duty Exemption Entitlement Certificate (DEEC) Scheme, apart from its gross misuse, particularly in relation to Value Based Advance Licensing Scheme (VABAL). While making submissions before the Committee, the Government informed that specific corrective steps had since been taken in the light of the shortcomings observed by the Committee during the course of examination of this subject. These included scrapping of VABAL and incorporating various provisions seeking tightening of export obligations. The Government thus initiated action even before the Report (24th Report, Eleventh Lok Sabha) was presented to Parliament.

***Impact on Taxation Laws***

The Public Accounts Committee has also made its mark as far as influencing the taxation laws is concerned. The Government has brought in amendments in many taxation laws following the recommendations of the PAC. One can get a clear picture by a study of the following instances.

***Refund of Central Excise Duties***

In its 72nd Report (1968-69, Fourth Lok Sabha), the Committee



observed that while the burden of excise duty was borne by customers, the benefit of refund of such duty accrued to the manufacturers. Pointing out that the manufacturers of excisable commodities get a fortuitous benefit out of the refunds made to them, the Committee had recommended that Government should examine the feasibility of retaining such excise collections so that Government could, with advantage, consider making such refunds available to a Government research organisation working for the benefit of industry and public. Ever since the presentation of the above mentioned Report, the Committee had been constantly pursuing for enactment of legislation to check unjust enrichment of manufacturers of excisable commodities arising out of refunds. Later, in its 22nd Report (Ninth Lok Sabha), which was presented to the House on 11 March 1991, the Committee pointed out that even while some State Legislatures had been able to make reasonably adequate provisions in the case of sales tax, it was unfortunate that the Union Government had not been able to make a similar provision in the case of excise and customs duties to check unjust enrichment due to refunds of duties. Observing that there had been neither will nor competence in dealing with the matter of such great public importance involving large refunds which had been pending since 1969, the Committee expressed its hope that at least after the presentation of the 22nd Report, the Government would wake up to their responsibilities and introduce suitable legislation within six months from the date of presentation of that Report to Parliament. Subsequently, the Central Excise & Customs Laws (Amendment) Bill, 1991 giving effect to the recommendations of the PAC was passed by Parliament and, thereafter, received the assent of the President on 18 September 1991 as an Act of 1991 and came into force with effect from 20 September 1991.

### ***Working of Inland Customs Bonded Warehouses***

Another Report (124th Report, Eighth Lok Sabha) of the PAC presented to the Lok Sabha on 18 April 1988 revealed several irregularities in the working of inland customs bonded warehouses. Some of the irregularities were in the nature of omission of delay in demanding duty, interest and other charges from defaulters under of the Customs Act, 1962, omission or delay in issuing notice for detention of goods sufficient to cover the amount due to Government, long delay in auctioning the detained goods resulting in accumulation of uncleared goods in the warehouses, sale proceeds of goods not ad-

equate to cover the duty and interest and irregular acceptance by the department of relinquishment of goods by the defaulters liable to action under the Act leading to loss of revenue to Government. The Committee recommended that the Ministry of Finance should undertake a comprehensive review of the working of the customs bonded warehouses and take effective steps for streamlining the working of such warehouses and for making of specific amendments in the Customs Act, 1962. The need for streamlining was further reiterated by the Committee in its Action Taken Report (7th Report, Ninth Lok Sabha) which was presented to the House on 6 September 1990. In pursuance of the recommendations of the Committee, the Customs (Amendment) Bill, 1991 was introduced in the Lok Sabha in December 1991. The Bill sought to curtail the period of warehousing, prescribe the increased rate of interest on duty leviable on the warehoused goods, ensure prompt payment of duty and impose interest on delayed payments of duty. The Bill was also intended to expedite the realisation of revenue and discourage indiscriminate warehousing of imported goods and ensure prompt payment of duties. During the course of debate on the Bill, the Minister of State for Finance repeatedly stated on the floor of the House that the Bill sought to give effect to the recommendations of the PAC for streamlining the functioning of the customs bonded warehouses. The Act received the assent of the President and became effective from 21 December 1991.

### ***Loss of Customs Duty on Account of Pilferage from Godowns***

The imported goods, after unloading, are allowed to be placed in the custody of Port Trust, Airport Authority or the Custodian in Land Customs Station, as the case may be, before these are cleared for home consumption or for warehousing. The accounting of such goods and their clearance is required to be monitored both by the custodian of the goods and the Customs Department. Section 13 of the Customs Act, 1962 provides that if any goods are pilfered after unloading thereof and before the proper officer has made an order for clearance, the importers shall not be liable to pay the duty leviable on such goods. There were no provisions in the Customs Act, 1962 for action against the recovery of customs duty on goods pilfered while in their custody. Similarly, the laws governing the functioning of custodians of the landed goods were also silent about their liability on the imported goods pilfered or lost while in their custody.

In its Report (83rd Report, Tenth Lok Sabha) presented to the House on 20 March 1995, the Committee recommended that suitable amendments should be made in the Customs Act, 1962 making the custodians liable for the loss of goods kept in their custody. Pursuant to the recommendations of the Committee, the Government amended Section 45 of the Customs Act, 1962 by the Finance Act, 1995 to provide for recovery of duty from the custodians in respect of imported goods which are pilfered while in their custody.

### ***Assessment of Religious and Charitable Trusts***

The PAC, in its 102nd Report (Tenth Lok Sabha), noted a number of inadequacies in the system of granting tax exemptions to income of religious and charitable trusts as well as deficiencies in the existing laws and their applicability. The Committee's examination revealed that although various concessions were allowed to the religious and charitable trusts in recognition of the contributions made by them towards social objectives, no effort had been made to monitor whether the trusts had been fulfilling the objectives under which they had been established and also for ensuring that there was no abuse of the concessions. The Committee took a serious note of the fact that incorrect grant of exemption granted in the past to the religious and charitable trusts had resulted in under-assessment of income and non-levy of tax involving huge amounts. They found that while it was a prerequisite under Section 12-A of the Income Tax Act that a trust must get itself registered before filing the claim of exemption, some of the trusts had been granted exemption even when these had either not come forward for registration at all or their applications for the same were pending. They also noted that under the Income Tax Act there was no time prescribed under which grant of registration was to be accorded by the Chief Commissioner of Income Tax as a result of which the applications remained pending for years together. The Committee, therefore, recommended that the applications seeking registrations for trusts must be disposed of expeditiously. Pursuant to their recommendations, the Ministry inserted a new section 12-AA in the Income Tax Act with effect from 1 April 1997 which provides that applications for registration of trusts must be disposed of within a stipulated period, *i.e.*, before the expiry of six months from the end of the month in which the application was received.

### ***Setting up of Enquiry Committees Pursuant to PAC Recommendations***

The impact of the PAC is not limited only to bringing changes in

laws or pointing out extravagance or waste in carrying out Governmental policies. In many cases, the Committee Reports have led to the appointment of Enquiry Committees by the Government to look into cases of irregularities pointed out by the Committee.

The First Report of the PAC on Appropriation Accounts (Civil) and (P&T) of 1948-49 and Unfinished Accounts (Civil) of 1947-48 was presented to Parliament in February 1952. In this Report, while dealing with a case of import of fertilizers in paper bags and the extra expenditure incurred on re-bagging in respect of the consignment, the Committee had recommended that an investigation should be made in the matter by the Ministry of Food & Agriculture in consultation with the Ministry of Works, Production and Supply. The Government intimated the Committee that in pursuance of the recommendations of the Committee, Shri G.S. Rajadhyaksha, a Judge of the Bombay High Court, was appointed to inquire into the various transactions relating to the purchases of fertilizers, etc.

In the 6th Report ( First Lok Sabha) relating to the Hirakud Dam Project, presented to Parliament in March 1953, the Committee recommended that an enquiry into the accounts relating to the Rail Road Bridge across Mahanadi river should be held by a team consisting of an independent Bridge Engineer drawn from Madras or Bombay or Hyderabad and a special Accounts Officer, with a view to ensuring that the cost of the Hirakud Dam Project was not inflated by any process of incorrect accounting. The Government, in its Action Taken Note, intimated the Committee that the Mahanadi Bridge Committee (Champhekar Committee) was appointed by the Ministry of Irrigation and Power in pursuance of the above recommendation of the Committee.

In its 28th Report (Second Lok Sabha), presented to Parliament in April 1960, the Committee recommended that the case pertaining to contract for supply of mechanical transport spares for the army required an impartial investigation with reference to various aspects like the justification for negotiating with a foreign firm without inviting open tenders; the safeguards taken to protect the interest of the Government against risk of high prices inherent in a single negotiated contract; the performance of the contract with reference to its terms and conditions; fixation of responsibility on individuals for lapses, if any, and introduction of remedial measures for future. In its Action Taken Note, the Government intimated the PAC about the appointment of a Committee to investigate into this case.

**Some Other Cases**

There are many other instances where the recommendations of the Committee led to effective action on the part of the Government.

In the 7th Report (First Lok Sabha) on Appropriation Accounts (Civil), 1949-50, presented to Parliament in May 1953, the Committee recommended that the Financial Adviser attached to the Indian High Commissioner in London should be independent of the control of the High Commissioner and responsible to the Ministry of Finance in so far as tendering of financial advice was concerned. The kinds of cases in which the concurrence of the Financial Adviser would be obligatory should also be clearly defined in the rules. The Government, in pursuance of the recommendation, demarcated cases where the High Commissioner must take the advice of the Financial Adviser.

In its 15th Report (First Lok Sabha) on Appropriation Accounts, 1951-52, which was presented to Parliament in August 1955, the PAC, *inter alia*, recommended the insertion of a mandatory clause in all the contracts whereby the contractors should notify vacancies to Employment Exchanges. Pursuant to the recommendation, the Employment Exchanges (Compulsory Notification of Vacancies) Act, 1959 was passed in 1959.

In yet another Report (22nd Report, Fourth Lok Sabha), presented to Parliament in February 1957, the PAC critically appraised the performance of the Railways *vis-à-vis* the Third Five-Year Plan targets. The Report of the Committee indicated that the planning machinery and methodology employed by the Government had been unrealistic and faulty and the over-investment in this sector had the effect of depriving other sectors of the economy of the much needed funds. The Committee urged the Government to ensure that the planning for rail capacity was done on a more realistic basis in the Fourth Plan. A review was undertaken by the Railways and, as a result, the Railway's Fourth Plan outlay was scaled down from Rs. 1,525 crore to Rs. 1,275 crore.

The PAC, in its 34th Report (Fourth Lok Sabha), relating to Wasteful Expenditure on Government Publications, recommended a change in policy in regard to the expenditure on Government publications. The Committee found that too many copies of the Government

publications were printed with the result that most of them had either to be given away or destroyed. Among other suggestions, the Committee recommended that all the Ministries and Departments should be made to bear the expenditure on their respective publications so as to effectively discourage the tendency towards reckless over-printing and wasteful expenditure. The Committee also recommended that the expenditure on publications should be provided for in the Budgets of all the Ministries and Departments under a separate sub-head in the relevant Demand for Grant with a specific mention in the Explanatory Notes so that it received the attention of Parliament. The recommendation was accepted and it was decided by the Government to implement the suggestions in respect of major Departments which had substantial printing work.

Another Report of the Committee (75th Report, Tenth Lok Sabha), presented to the House on 29 April 1994, revealed a number of inadequacies and disquieting features in the implementation of the disinvestment of government share holdings in 30 selected Public Sector Enterprises (PSEs) during 1991-92. These mainly included selection of some PSEs for disinvestment despite pleas made by some of them/certain administrative Ministries for their exclusion; inadequate functioning of the Suresh Kumar Committee appointed for formulating the guidelines for valuation of shares; incorrect method of "bundling" of shares of different PSEs in contravention of Government decisions; haste in accepting uncompetitive bids; re-fixation of reserve prices to accommodate those bids; failure to apprise the Cabinet of the effect of the revised reserve prices *vis-à-vis* earlier reserve prices; forward sale of shares before listing; and, above all, the incalculable losses due to under-realisation on the sale of the shares, etc. The Committee was convinced that the lack of transparency in the manner the whole exercise was undertaken required to be probed to find out the persons responsible for the glaring acts of omission and commission in order to fix responsibility for the same.

While reviewing the action taken by the Government on that Report, the Committee, in its 94th Report (Tenth Lok Sabha), presented to the House on 28 April 1995, reiterated its earlier recommendation and desired that the Government should take expeditious steps to initiate a probe in the manner in which the disinvestment exercise was undertaken during 1991-92.

In their subsequent replies to the Committee, the Department inti-

ated that a charge sheet based on the results of preliminary investigations had been issued to the then Secretary, Department of Public Enterprises (DPE), who challenged it in the Central Administrative Tribunal and the subject matter was subjudice. The Department also intimated that the cases of other officers involved in the disinvestment exercise had also been processed for appropriate action.

The Twelfth Report of the Committee (Eleventh Lok Sabha), dealt with a case relating to lower categorisation of the programme, "The World This Week" produced by the New Delhi Television Limited (NDTV) leading to a loss of Rs.352.30 lakh. The Committee's examination of this subject revealed that the producer was also extended undue favour in respect of programmes "News Tonight", "South Asia News Capsule" and "Today". The Committee further observed that the producer was also extended the facilities of microwave and satellite uplinking without proper record and realisation of charges leviable. The Committee accordingly recommended that the whole matter regarding the telecast of the programme "The World This Week" in *Doordarshan* should be entrusted to an appropriate investigating agency to be decided by the Cabinet Secretary for a thorough inquiry. Pursuant to the recommendation of the PAC, the case, as per reports appearing in the Press<sup>3</sup>, was entrusted to the CBI who filed an FIR against four former Directors-General and two Deputy Directors of *Doordarshan*, and the Managing Director of NDTV for causing loss of over six crore to the public exchequer.

### **Conclusion**

The manifold increase in the governmental expenditure over the years has further widened the scope of audit scrutiny. As a result, more and more cases of waste, loss, extravagant or nugatory expenditure as well as review of various departmental schemes are being included in the reports of the C & AG laid on the Table of the House. The scope of audit on revenue receipts has also widened considerably. There is, therefore, a corresponding increase in the work of the PAC.

Despite many constraints, the Committee has been trying to go into as many cases as possible that have been dealt with in the various

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3. *The Hindustan Times*, 20 January 1998.

reports of the C & AG. The consciousness of the Administration that there exists a parliamentary body to scrutinise what is being done by it, acts as a deterrent against any tendency towards slackness, negligence or arbitrariness on the part of the Executive while spending from the public fund. The examination of the accounts by the PAC has achieved the important objective of enforcing the accountability of the Executive to the Legislature and also the maintenance of reasonable standard of efficiency and financial propriety in the running of the administration. By its constant vigilance, the Public Accounts Committee has been able to introduce financial discipline not only in expenditure but also in the revenue side.



**ANNEXURE-I****Chairmen of the Public Accounts Committee—From the First Lok Sabha to the Twelfth Lok Sabha**

<b>Name</b>	<b>Party Affiliation</b>	<b>Year</b>
Shri B. Das	Indian National Congress	1952-53
Shri B. Das	Indian National Congress	1953-54
Shri B. Das	Indian National Congress	1954-55
Shri V.B. Gandhi	Indian National Congress	1955-56
Shri V.B. Gandhi	Indian National Congress	1956-57
Shri T.N. Singh	Indian National Congress	1957-58
Shri T.N. Singh	Indian National Congress	1958-59
Dr. P. Subbarayan	Indian National Congress	1959-60
Shri Upendranath Barman	Indian National Congress	
Shri Upendranath Barman	Indian National Congress	1960-61
Shri C.R. Pattabhi Raman	Indian National Congress	1961-62
Shri Mahavir Tyagi	Indian National Congress	1962-63
Shri Mahavir Tyagi	Indian National Congress	1963-64
Shri R.K. Khadiilkar	Indian National Congress	
Shri R.R. Morarka	Indian National Congress	1964-65
Shri R.R. Morarka	Indian National Congress	1965-66
Shri R.R. Morarka	Indian National Congress	1966-67
Shri M.R. Masani	Swatantra Party	1967-68
Shri M.R. Masani	Swatantra Party	1968-69
Shri Atal Bihari Vajpayee	Jansangh	1969-70
Shri Atal Bihari Vajpayee	Jansangh	1970-71
Shri Era Sezhiyan	DMK	1971-72
Shri Era Sezhiyan	DMK	1972-73
Shri Jyotirmoy Bosu	CPI(M)	1973-74
Shri Jyotirmoy Bosu	CPI(M)	1974-75
Shri H.N. Mukherjee	CPI	1975-76
Shri H.N. Mukherjee	CPI	1976-77
Shri C.M. Stephen	Congress (I)	1977-78

Shri P.V. Narasimha Rao	Congress (I)	1978-79
Shri T.A. Pai	Congress (I)	1979-80
Shri R. Venkataraman	Congress (I)	
Shri Chandrajit Yadav	Lok Dal	1980-81
Shri Satish Agarwal	Bharatiya Janata Party	1981-82
Shri Satish Agarwal	Bharatiya Janata Party	1982-83
Shri Sunil Maitra	CPI(M)	1983-84
Shri Sunil Maitra	CPI(M)	1984-85
Shri E. Ayyapu Reddy	TDP	1985-86
Shri E. Ayyapu Reddy	TDP	1986-87
Shri Amal Datta	CPI(M)	1987-88
Shri Amal Datta	CPI(M)	1988-89
Shri P. Kolandaivelu	AIADMK	1989-90
Shri Sontosh Mohan Dev	Congress (I)	1990-91
Shri Atal Bihari Vajpayee	Bharatiya Janata Party	1991-92
Shri Atal Bihari Vajpayee	Bharatiya Janata Party	1992-93
Shri B. S. Rawat	Bharatiya Janata Party	1993-94
Shri B. S. Rawat	Bharatiya Janata Party	1994-95
Shri Ram Naik	Bharatiya Janata Party	1995-96
Dr. Murli Manohar Joshi	Bharatiya Janata Party	1996-97
Dr. Murli Manohar Joshi	Bharatiya Janata Party	1997-98
Shri Manoranjan Bhakta	Congress (I)	1998-99
Shri Narayan Datt Tiwari	Congress (I)	1999-2000

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AIADMK—All India Anna Dravida Munnetra Kazhagam; CPI—Communist Party of India; CPI(M)—Communist Party of India (Marxist); DMK—Dravida Munnetra Kazhagam; TDP—Telugu Desam Party

**ANNEXURE-II****Number of Reports submitted by Public Accounts Committee From the First Lok Sabha to the Twelfth Lok Sabha**

<b>Lok Sabha</b>	<b>Period</b>	<b>No. of Reports</b>
First	17.04.52 — 04.04.57	25
Second	05.04.57 — 31.03.62	43
Third	02.04.62 — 03.03.67	72
Fourth	04.03.67 — 27.12.70	125
Fifth	15.03.71 — 18.01.77	239
Sixth	23.03.77 — 22.08.79	149
Seventh	10.01.80 — 31.12.84	231
Eighth	31.12.84 — 27.11.89	187
Ninth	02.12.89 — 13.03.91	22
Tenth	20.06.91 — 10.05.96	119
Eleventh	15.05.96 — 04.12.97	24
Twelfth	10.03.98 — 26.04.99	11
<b>Total</b>		<b>1247</b>

## **DEVELOPMENT DISCOURSE ON SCIENCE POLICY IN INDIA: THE ROLE OF PARLIAMENT**

**NIRMAL HARITASH AND S.A. NABI**

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The Parliament of India has ever been fully conscious of the socio-economic needs of the nation. The adoption of the Scientific Policy Resolution (SPR) by the Parliament in 1958 was a landmark in the legislative history of India. The 1950s witnessed a period when India was seen as an exemplary case of political support to science, and for assigning a cardinal role to it in the process of industrialisation and modernisation of the country. For the next four decades, the science policy making bodies espoused a developmental path and enacted various policy instruments which broadly reflect a framework of import substitution, self-reliance and endogenous processes in science and technology activities. As the country progressed into the 1990s, the new Industrial Policy of the Government, coupled with economic reforms leading to liberalisation and privatisation in the emerging era of globalism, opened up a new paradigm in science and technology (S&T). Given the centrality of science and technology activities in the changed economic conception, the transition towards a new science policy framework under the new policy directives of the Government was an inevitable process.

Over the years, comprehensive pronouncements and decisions in the form of acts and resolutions have come into being with a view to evolving effective mechanisms and machinery for the formulation and implementation of science policy programmes. Since Independence, the S&T Policy has undergone various modifications at different points of time. Undoubtedly, Parliament, being the supreme democratic institution of the country, has had a significant role in the formulation of the S&T policy. The development discourse on science policy in India has been studied in the following phases:

- **Infrastructure Building Phase (1947-1960s)**
  - Pre-Election Era (1947-1951)
  - Post-Election Era (1952 onwards till 1969)
- **- Assessment and Re-orientation Phase (1970-1977)**
- **- Evolution of Policy for Rural Development (1977-1979)**

- - Accountability and Performance Phase (1980-1990)
- - Research in the Frontier Areas of Science (1980-1984)
- - Innovation and Export Orientation Phase (1985-1990)
- - Economic Reforms and Major Transitions in S&T Policy (1991-onwards)

### **INFRASTRUCTURE BUILDING PHASE (1947-1960s)**

The parliamentary concern for science in India originated much before the formal inception of parliamentary system in the country after Independence. In fact, its roots are embedded in the pre-Independence period. The importance of science was recognised by our national leaders even before India achieved freedom from foreign rule. In 1939, the Indian National Congress appointed a National Planning Committee under the Chairmanship of Pt. Jawaharlal Nehru and invited leading scientists to participate in the formulation of plans of economic development and social betterment. A Study Group dealt with the problems of general and technical education and scientific research. Among other recommendations, this Study Group suggested that the programmes of industrial and educational development should be closely linked with the programmes of scientific research.

In its election manifesto of 1945, the Congress Party stressed the promotion of science as one of its priorities. The election manifesto paid special attention to the role of science and scientific research and declared that:

Science, in its instrumental fields of activity, has played an ever increasing part in influencing and moulding human life and will do so in ever greater measure in the future. Also, industrial, agricultural and cultural advance, as well as national defence, depend upon it. Scientific research is therefore a basis and essential activity of the state and should be organised and encouraged on the widest scale.

### ***Pre-Election Era (1947-1951)***

In India, governmental concern about development and promotion of science has been mainly a post-Independence phenomenon. Before Independence, India had only a limited organisational structure of science. Soon after Independence, the government had two possible alternatives for the development of S&T. The first alternative was presented by Mahatma Gandhi who emphasised the need for the development of indigenous resources and felt that modern technology would lead to monopoly in the hands of a few. The Gandhian philosophy was based

on the fact that a village should be developed as a self-supporting unit of society. The second alternative was offered by Pt. Jawaharlal Nehru who favoured the development of modern S&T and regarded industrialisation to be the quickest path for achieving self-reliance, keeping in view the scarcity of resources in the country. In the years to follow, Nehru was the major force in setting up the political and social tone for the development of S&T in India. During the period 1947-51, there was no well-defined plan for the development of science. Only those problems were taken up which needed immediate attention.

### ***Post-Election Era (1952 onwards till 1969)***

Since the Congress Party formed the Government after the First Lok Sabha elections in 1952, the ideologies of the ruling party prevailed with Pt. Jawaharlal Nehru at the helm of affairs. Considerably impressed by the Russian experiment, Nehru laid emphasis on planned utilisation of scientific resources for the rapid industrialisation of the country. In the successive Five Year Plans, he gave utmost consideration to the development of S&T.

The introduction of the Science Policy Resolution in Parliament was the outcome of the commitment of Prime Minister Nehru and the keen concern of scientists like Homi Bhabha. The Science Policy Resolution was debated and adopted by Parliament in 1958 with the consent and agreement of all the members. Nehru put the debate in the right perspective when he said: "I am glad that it (SPR) interests the House and I earnestly hope that the Government will be able to live up to this Resolution and will have the support of the House".

In pursuance of the SPR, the Government took steps to establish institutions for education and research and created conditions which could promote science and technology and the implementation of the results of research. It provided guidance by directing the attention of scientists to some of the critical problems in society for which S&T could provide the answer. It also invited scientists to deliberate on the progress of policies and their implementation.

During the First three Lok Sabhas, the members of Parliament belonging to both the ruling party and the Opposition parties were in favour of the development of science and were generally not critical about the developments in S&T. They were more interested in knowing about the policies and programmes of the Government as regards application of S&T for general welfare. During the period, parliament was more concerned with issues like exploration, development and utilisation of natural re-

sources. Research and Development (R&D) programmes pertaining to food, agriculture, health and nutrition featured prominently in the questions asked in Parliament. Another major area covered was transfer of technology and foreign consultancy programmes under various collaborative agreements. The significant issues raised in Parliament were self-reliance in technology, training and deputation of Indian scientists and engineers abroad, visits of foreign experts and science education programmes in Universities. Questions pertaining to application of science for rural welfare were also raised.

### **ASSESSMENT AND RE-ORIENTATION PHASE (1970-1977)**

When Smt. Indira Gandhi became Prime Minister in 1966, the building up of the scientific and technological structure had reached a crucial stage in achieving the goals before the nation. There was, however, a feeling that the indigenous R&D system did not have much impact on the society, giving rise to a public debate on the performance of Indian science.

By the late sixties and early seventies, the great optimism underlying the science policy perspective came under close scrutiny. Consequently, a shift in the perception of members about the role of scientific research and technological developments was also noticeable. There were more questions relating to the socio-economic relevance of R&D in the emerging areas of development, viz. space research programme, electronics and telecommunication, etc. The other issues which attracted the attention of the members included foreign technical collaboration, environmental pollution, exploitation of natural resources, etc. Questions pertaining to government policy regarding bringing Indian scientists back from abroad came up repeatedly for discussion. On several occasions, members were critical of industrialisation through foreign collaborations. They also repeatedly stressed the need for thorough scrutiny to find out what benefits had accrued by investing so heavily in the advanced areas of research and development. Time and again, members enquired about the progress made in the implementation of the SPR.

In tune with the times, the problems associated with the formulation and implementation of the S&T policy received greater attention and all national political parties provided alternative strategies for the development of science in their 1971 election manifestoes. While at one end of the spectrum the Swatantra Party wanted import of foreign technology as a basic element of development, at the other end the Communist Party of India gave priority to economic independence and democratisation

of science. The Congress Party talked of preparing a S&T plan to concentrate resources in priority areas, and involving scientists in the decision-making machinery.

With the Congress returning to power with an absolute majority in the 1971 Elections, the Prime Minister, Smt. Indira Gandhi pointed out that there was need for a fundamental change in the existing approaches to the management of scientific and technological institutions. During the Fifth Plan period, an attempt was made to restructure research programmes, as far as practicable, into projects with pre-determined time spans, costs and expected benefits. In addition, emphasis was laid on aligning research programmes to conform more closely to plan priorities and promoting quicker interaction between the users of research and the research agencies so that problems are more sharply defined and transfer of technology is facilitated.

Thus, from the beginning of the 1970s, Indian science policy in its phase of re-examination made recurrent recourse to technology. After the 1958 SPR, the science and technology plan made explicit reference to the question of technology absorption, assimilation and the development of indigenous capacity. The factor of technology and the concern for returns in science gained momentum after 1970s in the Science Policy discourse, thus adding a new dimension to the pre-1970 era.

#### **EVOLUTION OF POLICY FOR RURAL DEVELOPMENT (1977-1979)**

The victory of the Janata Party in the 1977 General Elections triggered a critical discourse over the developmental processes followed by the earlier Governments with the Gandhian philosophy of development finding expression in the policies and programmes adopted by the new Government. Decentralised development and the focus on cottage and small scale industries and rural development dominated the development discourse during this period. At the grass-root level, in the midst of the oil crisis, the concern for environment and ecology, and the rise of alternative and appropriate technology groups which drew inspiration from the Gandhian perspective and philosophical orientations, led to the emergence of what can be termed as a counter constituency to modern S&T.

During the Janata Party phase, several Government Departments initiated steps for promoting research in appropriate technology for rural areas. Accordingly, the Department of Rural Development, Department of Science and Technology (DST), Department of Industry, Ministry of Health, the Indian Council for Agricultural Research (ICAR), the Indian Council for Medical Research (ICMR), the Khadi and Village Industries



Commission (KVIC), etc. took measures towards programmes for promotion of appropriate technology to benefit the rural areas. The DST sponsored specific S&T programmes like the use of algae as bio-fertilisers, development of bio-gas technology, development of various types of grain storing oils, use of solar energy for grain drying, solar kiln for drying of timber, low cost solar cells for use in rural areas, wind mills for pumping water for electricity generation, etc.

During the period, issues in the areas like exploration, development and utilisation of energy and natural resources dominated the scene during the Question Hour in Parliament. The obvious driving force was the challenge posed by the energy crisis. The articulation of S&T programmes directed towards rural development had its repercussions on the nature of S&T issues discussed in Parliament. There was a noticeable increase in the number of questions regarding the programmes of introducing S&T in the rural areas. Also, there were repeated discussions on the adoption of alternative and appropriate technologies for rural development. There was a proportional increase in the number of questions on space research, nuclear energy and communication. This was obviously due to the advances made in these areas at the international level and the intention of the Government to develop national capabilities therein.

Moreover, there was an increase in the number of questions as also discussions on the operations of multinational corporations (MNCs). Members inquired about the profit-making activities of the MNCs through unauthorised excess production. The issues raised and discussed broadly included: increase in capacities beyond the licensed limit; production of unlicensed items; violation of export-import regulation Act; and violation of FERA rules.

## **ACCOUNTABILITY AND PERFORMANCE PHASE (1980-1990)**

### ***Research in the Frontier Areas of Science (1980-1984)***

In the 1980s, under the Prime Ministership of Smt. Indira Gandhi, it was stressed that the problems of rural development cannot be solved through the use of outdated S&T. Further, in addition to finding technical solutions, rural development required to be integrated with social conditions and economic constraints, besides requiring a proper delivery system. Consequently, the need for long-term and basic research interposing natural and social sciences was stressed.

Viewing the problems of development in a broader perspective, the Indira Gandhi Government initiated various steps to give a new direction to developments in science. They broadly included: integration of S&T

with social needs; development of excellence in the frontier areas of S&T; involvement of young scientists at various levels in the governmental decision-making machinery; and involvement of a large number of people in the development process for creating scientific temper and climate for science in the country.

Further, new dimensions also came to be incorporated in science policy as a result of past experience, emerging needs and the recommendations from the international forums. For instance, the UN Conference on Science and Technology for Development held in Vienna in 1979 laid special emphasis on the need to develop endogenous S&T capacity and underscored the need to pay attention to social and cultural conditions existent in the respective country. The importance accorded to environment related problems in the industrialised countries also had its influence on India's S&T policy. As a result of these perceptions, policies were evolved taking these into consideration and major changes were effected in the infrastructure of S&T. Sufficient resources and encouragement were provided to the developments in frontier technologies such as micro-electronics, bio-technology, nuclear energy, new and renewable sources of energy, space research, ocean research, etc. Also institutional requirements were fulfilled through creating Departments for Ocean Development and Environment, a Commission on Additional Sources of Energy and a National Bio-technology Board.

In order to give clear guidelines for technology development, especially for the growth of indigenous technology and acquisition of technology from outside, the Government issued a Technology Policy Statement (TPS) in 1983. The TPS provided a framework for achieving technological self-reliance. The Prime Minister reiterated in the Lok Sabha that the Government's policy aimed at achieving self-reliance and development of indigenous technology. She, however, clarified that there were certain areas where the country might have to resort to import of technology in order to keep pace with advances in other countries.

The people's science movement which was initiated in the '60s and gained momentum in the '70s got further strengthened in the '80s. These science movements influenced by diverse political ideological groups demonstrated the impact of mass politics in science. In such an environment, there was pressure on different political ideologies represented in Parliament to raise issues such as the role of modern science in the development process, role of science in the areas of education, health, housing, sanitation, etc. and neglect of cottage and small scale artisan based industries by the formal science institutions.

In Parliament, members asked as to why the Government had gone for foreign collaborations when similar technologies were available indigenously. They also made enquiries as to how far imported technologies in different sectors would utilise the already available technological capabilities in infrastructure building, in generating potential for foreign exchange earning, etc. They also asked about the relevant policy instruments and the mechanisms of indigenising imported technology. They enquired as to how far imported technologies are being assimilated and diffused in the S&T sector as a complementary process to achieve technological self-reliance. Apart from Question Hour, members used other parliamentary devices for pointing out various lacunae in the policies of the Government. Through such discussions, they made assessment of imported technologies for making better choices. They also suggested programming and budgeting of research themes for mobilisation of national resources in the priority areas of S&T development.

### ***Innovation and Export Orientation Phase (1985-1990)***

From 1985, with Rajiv Gandhi taking over as the new Prime Minister, Indian science policy entered yet another phase. During this period, Government gave a new thrust to export promotion as a part of the drive towards integrating new technologies in informatics and electronics. In an effort to balance the export promotion thrust with the other basic needs of the country, Government sought to implement the new programme on "Technology Missions". This programme had the major objective to deliver the fruits of S&T to a large majority of poor sections of the society in a 'mission mode'. This involved the networking of several R&D, Government and other concerned agencies to develop time-bound missions to tackle the pressing problems of water, immunisation, meeting edible oil shortages, illiteracy and communication.

During the period, public interest in the affairs of science got further empowered by the joining of specialists, intellectuals, social and political agencies and groups through popularisation of science and through evolving alternative development models. In Parliament, members were critical about the way developments in S&T were catering to the demands of certain sections of the society at the cost of a vast majority. The primary concern of such issues was to direct developments in S&T to serve the masses. Through these questions, members expressed concern about issues such as development of simple technologies for rural areas, development of modern information technology for rural people, upgradation of rural telecommunication network, computerisation of rural areas, etc. During this period, a significant amount of environment related information emerged from both Houses of Parliament in

response to queries and questions raised by members. In such issues, the concern of the members broadly was on causes and consequences of environmental degradation; planning and assessment for environment protection; mobilisation of resources for developing environment-friendly technologies; policies and programmes for land management and water management; environment conservation programmes through education and awareness; etc.

Various issues were raised in Parliament where there was emphasis on establishing linkages between the traditional knowledge system and modern S&T wherein modern knowledge could provide means of reviving and upgrading the indigenous knowledge which has deep historical, cultural and social roots. The issues raised in Parliament on these aspects included the development and utilisation of indigenous systems of medicine, agriculture and upgradation of local skills, etc. There was resistance by members belonging to various political ideologies over the installation of big industrial projects and dams, laying stress on traditional and cultural community rights over land and allowing the local people to safeguard natural environment through their localised view points and traditional knowledge systems.

The Government's special programme of Technology Missions for dealing with the most emerging problems of the society acquired considerable importance in the overall S&T related issues discussed in Parliament. There were questions on technology development issues belonging to different Technology Missions in various areas of development. Members also proposed other areas which, according to them, could be considered in the Technology Mission programme.

### **ECONOMIC REFORMS AND MAJOR TRANSITION IN S&T POLICY (1991 Onwards)**

As the country progressed into the 1990s, the new industrial policy of the Government, coupled with economic reforms of liberalisation, privatisation and globalisation, opened up new directions for the future S&T policy of the country. The Congress Party, after taking charge of the Government in 1991, embarked upon a massive programme of globalising the economy leading to structural and functional reforms in the industrial policy and consequently in the technology policy of the country. While announcing the programme, the Congress Party assured that these reforms were in conformity with the promises made in their election manifesto. It was also assured that the Government was determined to follow the Nehruvian lines without any deviation and continue the war on poverty.

The New Industrial Policy statement announced on 24 July 1991 generated heated debate in Parliament. There were lengthy discussions during the General Discussions on Budget (1991-92) and Discussions on the Demand for Grants of the Ministry of Industry (1991-92). These issues repeatedly came up for discussion in Parliament. During the discussions, members were keen to know from the Government the details of the proposed changes in the Industrial Policy. Members of almost all parties raised various issues regarding different aspects of the policy ranging from globalisation of R&D, foreign capital investments, de-regulations, role of non-resident Indians, domestic private investments and exit policy in the Public Sector. In almost all the discussions, members were eager to know the exact details of the proposed policy and the way this would be implemented. By and large, the Congress members welcomed the new policy options pertaining to globalisation of R&D and foreign capital investments, though a few members expressed concern on the issue of exit policy for Public Sector units. The members belonging to the BJP expressed their disapproval of the changes, particularly regarding opening of the doors to foreign investments and the Government proposal for closing down of Public Sector units. Several members strongly disapproved, the proposal regarding de-regulations in industry and increased equity participation of foreign capital. Almost all members, cutting across party lines, strongly opposed the closure of state owned Public Sector units.

The economic reforms, which accelerated change towards economic accountability of R&D, have had its corresponding impact on the S&T policies and its institutions. The Indian science policy making from the post-Independence period had been the domain of the scientific elite under the auspices of the Government science agencies. This elite worked closely with the ruling elite which was instrumental in the making of S&T policies through the bodies of Science Advisory Council or the Science Advisory Committee to either the Prime Minister or the Cabinet from time to time. The disbandment of the Science Advisory Committee to the Prime Minister after 1991 signalled a transition to a new institutional location of policy making related to S&T. Those who assumed a greater say in the S&T policy related matters now come from the Ministries of Finance, Industry and Commerce.

Such shifts in the initiatives of the new S&T policy directions coming from the non-scientific elites after 1991 were indeed a drastic shift from the evolutionary trends in the S&T policy of the country. Also, economic reforms led to structural adjustments in the public funded

R&D and academic structures related to S&T. The commercial basis for conducting scientific research, privatisation of higher education, the drive towards international competitiveness, etc., were some of the components of these emerging trends.

The economic reforms initiated by the Congress Government in 1991 continued under the United Front Government (in the Eleventh Lok Sabha) and the BJP-led Government (in the Twelfth Lok Sabha) with appropriate modification in line with their policy postulations. The National Agenda of the BJP-led Government was committed to continue the process of economic reforms (with foreign direct investment only in the core sector) with thrust on removal of poverty and employment; and to give greater stress to internal liberalization, carefully analyzing the effects of globalization.

As a result of the impact of the economic reforms, there had been a more pronounced shift in the perception of members about the role of S&T in the fulfilment of various socio-economic goals before the society. The issues relating to the globalization policy of Government in view of its relevance in the fulfilment of the sectoral priorities dominated the parliamentary deliberations since 1991. For instance, Lok Sabha members, cutting across party lines, raised the question whether the agriculture sector had benefited by the implementation of the reform measures and as to what had been the increase in the annual rate of production through the availability of imported inputs at more competitive prices.

On another plane, the greater representation of regional political parties at the Centre led to prominence of State-level inquiries, questioning the role of globalization policy of liberalized imports in fulfilling the requirements of the remote regions of the country. Consequently, there had been proportionately more stress by members belonging to different States inquiring about the impact of import of advanced technologies in the areas of telecommunication, electronics and information technology in benefiting the masses. In this context, the questions raised included; inquiries about the expansion of T.V. network in remote parts of the country and children's programmes telecast on T.V. channels to popularize distance education; plans of the Government for expansion of infrastructure network for electronic media in rural areas; capacity of T.V. transmitters and whether Government was going to increase their capacity, etc. As regards solar energy programmes, members were concerned about the State-wise financial assistance provided by the Central Government for such programmes and wanted to know whether Government had fixed any target for the implementa-

tion of these programmes. Some members demanded that agro-based and small-scale industries may be provided protection from multinational companies and other domestic private companies. One crucial issue of national importance in S&T raised in Parliament related to the consequences of India signing the General Agreement on Tariffs and Trade (GATT) and the World Trade Organisation (WTO) agreement.

The issue of revival of traditional knowledge in its different aspects and its upgradation through modern scientific knowledge was raised time and again during this period. Members proposed the development of the Ayurvedic system of medicine and scholarly studies in Vedic education, mathematics and astronomy and stressed the need to explore and revive the wealth of indigenous knowledge. There were inquiries in Parliament about the projects financed for computer-based education and research work in Sanskrit language and the infrastructure created for the same. There were also suggestions to involve voluntary organisations for the advancement of people's action and rural technology by different institutions and societies for rural development. The issue of dissemination of scientific knowledge by creating Krishi Vigyan Kendras and the setting up of district S&T centres in the country for implementation of various action plans in the rural areas were highlighted. Members also stressed the imperative of creating infrastructure for imparting scientific and technological education in local languages. In this context, proposals were made to research organisations to bring out popular writings about their achievements in different local languages.

The Trade Related Intellectual Property Rights (TRIPS) agreement of the WTO, signed in 1995, became a crucial issue of members' concern in the recent past. They have shown their disagreement over the contents of the TRIPS agreement and suggested amendments before signing it. These included to defer acceptance of TRIPS for a further period of another 10-15 years; patent rights, wherever granted, should be permitted in selected areas to protect the domestic industry; reduction of tariff barriers should be on reciprocal basis by mutual agreement among countries; and Exchange Market Rights (EMRs) should be permitted with corresponding export obligations.

In the Rajya Sabha, members expressed their concern over the increasing application of non-tariff and tariff barriers in global trade and asked the Government to ensure the protection of Indian interests at the WTO. In the Lok Sabha also, members belonging to different political parties joined together to inquire from the Government about the steps proposed to codify and patent the flora and fauna of the country and all

traditional forms of knowledge as embodied in Ayurveda and Unani. The controversies over the rules governing international transfer of knowledge have also been accompanied by the concern over environment protection at the global, national and local levels.

### **Conclusion**

An overall view of the development disclosure on S&T policy related issues in Parliament reveals that throughout the years since Independence, almost all aspects of S&T issues have been taken up for discussion using various procedural devices. It has been observed that the nature of S&T policy related issues raised and discussed in Parliament at any point of time has primarily depended upon the then prevailing political environment, *i.e.* the political ideology of the party in power; approaches of the Opposition parties towards science; their strength in Parliament; the general public perception about the role of science in the fulfilment of various socio-economic needs; and the status which science has acquired at the national and the international level.

The study reveals that the concern of members of Parliament has been quite widespread. Their concern has been expressed by asking informative questions on various problems and prospects of developments in science. The Opposition members have time and again pointed out various perceived lacunae in the S&T policies of the Government. They have been successful on several occasions in promoting appropriate alterations in the administrative policies of the research institutions and science Departments through the appointment of Parliamentary Committees for the concerned Departments. They have also asked critical questions and suggested alternative strategies to deal with particular problems of S&T policy, though, ultimately, the views of the ruling party have by and large prevailed.

It would augur well for S&T development in India if more and more members take greater interest in policy formulation and more importantly in its implementation. A bipartisan approach towards S&T development would be in the larger national interest. The setting up of the Departmentally-related Standing Committee on Science and Technology and Environment and Forests in a very important step in ensuring greater parliamentary scrutiny of concerned Ministries and Departments.

In the changed scenario of technological dynamism, the country is confronted with various issues involving S&T, nationally and internationally. The emergence of organised public opinion is building up enough pressure on Parliament to direct the fruits of development in S&T towards



greater social relevance. In such a scenario, Parliament could play a more meaningful role in effectively dealing with the two different conceptions of science: science as a marketable commodity, *i.e.* developing science for acquiring excellence of international standards; and science as cultural factor, *i.e.* developing science for its social relevance, especially in the context of the emerging S&T policy framework.

## PARLIAMENTARY EVENTS AND ACTIVITIES

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### CONFERENCES AND SYMPOSIA

*Meeting of the Asia-Pacific Group of the Inter-Parliamentary Union:* The meeting of the Asia Pacific Group of the Inter-Parliamentary Union was held at Ulaanbaatar, Mongolia from 26 to 31 July 1999 to deliberate on the question concerning cooperation in the Asia-Pacific Region. The meeting was organized at the invitation of the Chairman, State Great Hural (Parliament) of Mongolia.

The Deputy Chairman, Rajya Sabha, and the then acting President of the Inter-Parliamentary Council, Dr. (Smt.) Najma Heptulla, accompanied by Sarvashri K.R. Malkani; A. Vijaya Raghavan; Solipeta Ramachandra Reddy; C.P. Thirunavukkarasu; and Miss Mabel Rabello, all members of Parliament, attended the meeting. The Secretary-General, Lok Sabha, Shri G.C. Malhotra and the Deputy Secretary, Lok Sabha Secretariat, Shri S. Bal Sekhar, who was Secretary to the Delegation, also attended the meeting.

The Meeting mainly discussed the following subjects on the Agenda: (i) General debate on the political, economic, and social situation in the Asia-Pacific Region; and (ii) Regional cooperation in the Asia-Pacific Region.

*45th Commonwealth Parliamentary Conference:* The 45th Commonwealth Parliamentary Conference was held in Port of Spain, Trinidad and Tobago from 16 to 23 September 1999. The Indian Parliamentary Delegation to the Conference was led by the Speaker, Lok Sabha, Shri G.M.C. Balayogi. Besides, the Delegation consisted of Sarvashri Bhuvnesh Chaturvedi, Raghavji, and Kuldip Nayar, all members of Parliament. The Secretary-General, Lok Sabha, Shri G.C. Malhotra was the Secretary to the Delegation. The Secretary-General, Rajya Sabha, Shri R.C. Tripathi also attended the Conference as observer.

The Delegation also included the following delegates from the State CPA Branches in India: the Speaker, Andhra Pradesh Legislative Assembly (Regional Representative for the Asia Region in the CPA Executive

Committee), Shri Y. Ramakrishnudu; the Deputy Speaker, Andhra Pradesh Legislative Assembly, Shri N. Md. Farook; the Speaker, Assam Legislative Assembly, Shri Ganesh Kutum; the Deputy Speaker, Bihar Legislative Assembly, Shri Jagabandhu Adhikari; the Speaker, Goa Legislative Assembly, Shri Pratap Singh R. Rane; the Speaker, Gujarat Legislative Assembly, Shri Dhirubhai S. Shah; the Speaker, Haryana Legislative Assembly, Shri Ashok Kumar Arora; the Speaker, Himachal Pradesh Legislative Assembly, Shri Gulab Singh Thakur; the Chairman, Jammu and Kashmir Legislative Council, Shri H.S. Bali; the Chairman, Karnataka Legislative Council, Shri D.B. Kalmankar; the Speaker, Kerala Legislative Assembly, Shri M. Vijaya Kumar; the Chairman, Maharashtra Legislative Council, Prof. N.S. Pharande; the Speaker, Manipur Legislative Assembly, Shri K. Babudhon Singh; the Speaker, Mizoram Legislative Assembly, Shri R. Lalawia; the Speaker, Nagaland Legislative Assembly, Shri Z. Lohé; the Speaker, Orissa Legislative Assembly, Shri Chintamani Dyan Samantara; the Speaker, Punjab Legislative Assembly, Shri Charnjit Singh Atwal; the Speaker, Tamil Nadu Legislative Assembly, Shri P.T.R. Palanivel Rajan; the Speaker, West Bengal Legislative Assembly, Shri Hashim Abdul Halim; the Speaker, Pondicherry Legislative Assembly, Shri V.M.C. Sivakumar; the Speaker, Delhi Legislative Assembly, Ch. Prem Singh; and member, Rajasthan Legislative Assembly, Sh. Surendra Vyas.

The Secretary, Goa Legislative Assembly, Shri P.N. Rivankar; the Secretary, Kerala Legislative Assembly, Shri K.G. Unnithan; the Secretary, Orissa Legislative Assembly, Shri R.N. Swain; and the Secretary, Pondicherry Legislative Assembly, Shri S. Chandrasekaran were the four Secretaries from the State Branches who attended the Conference.

The Speaker, Punjab Legislative Assembly, Shri Charnjit Singh Atwal was elected the Regional Representative for the Asia Region on the CPA Executive Committee for a period of 3 years in place of Shri Neiba Ndong, MLA and the Minister of Health and Family Welfare, Government of Nagaland whose term expired in September 1999.

The Conference discussed the following subjects on the Agenda:

- (i) Responsibility, accountability and transparency: enhancing good governance by improving democratic standards in international and domestic decision-making.
- (ii) Has the globalization of justice superseded national legal systems?

- (iii) 50 years on: The role of the Commonwealth in international security.
- (iv) Be it resolved: Debt relief is not an effective mechanism for eradicating world poverty.
- (v) Democracy and trade agreements.
- (vi) The role of Commonwealth Parliamentarians in defending and enhancing human rights.
- (vii) Be it resolved: Commonwealth Parliaments and Legislatures should reserve one-third of seats in Parliamentary Chambers to ensure a critical mass of representation by women.

### **BIRTH ANNIVERSARIES OF NATIONAL LEADERS**

On the birth anniversaries of those national leaders whose portraits adorn the Central Hall of Parliament House, functions are organized under the auspices of the Indian Parliamentary Group (IPG) to pay tributes to the leaders. Booklets containing profiles of these leaders, prepared by the Library and Reference, Research, Documentation and Information Service (LARRDIS) of the Lok Sabha Secretariat are also brought out on the occasion.

The birth anniversaries of the following leaders were celebrated during the period 1 July to 30 September 1999.

*Dr. Syama Prasad Mookerjee:* On the occasion of the birth anniversary of Dr. Syama Prasad Mookerjee, a function was held on 6 July 1999. The Home Minister, Shri L.K. Advani; members of Parliament; and former members of Parliament and others paid floral tributes to Dr. Syama Prasad Mookerjee.

*Lokmanya Bal Gangadhar Tilak:* On the occasion of the birth anniversary of Lokmanya Bal Gangadhar Tilak, a function was held on 23 July 1999. The Home Minister, Shri L.K. Advani; the Leader of the Opposition in the Rajya Sabha, Dr. Manmohan Singh; members of Parliament; and former members of Parliament and others paid floral tributes to Lokmanya Tilak.

*Shri Rajiv Gandhi:* On the occasion of the birth anniversary of Shri Rajiv Gandhi, a function was held on 20 August 1999. The Leader of the Opposition in the Rajya Sabha, Dr. Manmohan Singh; members

of Parliament; former members of Parliament; and Smt. Sonia Gandhi and others paid floral tributes to Shri Rajiv Gandhi.

*Dadabhai Naoroji* : On the occasion of the birth anniversary of Shri Dadabhai Naoroji, a function was held on 4 September 1999. Members of Parliament, former members of Parliament and others paid floral tributes to Dadabhai Naoroji.

## **EXCHANGE OF PARLIAMENTARY DELEGATION**

### **PARLIAMENTARY DELEGATION VISITING INDIA**

*Bangladesh*: On our invitation, the Speaker, Bangladesh Parliament, Mr. Humayun Rasheed Choudhury and party visited India from 9 to 15 August 1999. He was accompanied by his wife, Mrs. Mehjabeen Choudhury and the Chief Whip of the Bangladesh Parliament, Mr. Abul Hasanat Abdullah. The Delegation called on the Deputy Chairman, Rajya Sabha, Dr. (Smt.) Najma Heptulla on 10 August 1999. The former Speaker, Lok Sabha, Shri P.A. Sangma hosted a dinner in their honour the same evening. The Delegation also called on the Vice-President of India and Chairman, Rajya Sabha, Shri Krishan Kant and the Prime Minister, Shri Atal Bihari Vajpayee on 11 August 1999. The former Prime Minister, Shri I.K. Gujral hosted dinner in their honour the same evening. On 14 August 1999, the Delegation called on the Speaker, Lok Sabha, Shri G.M.C. Balayogi who hosted a dinner in their honour the same evening.

They also witnessed the Independence Day celebrations at the Red Fort on 15 August 1999.

Besides Delhi, the Delegation visited Jaipur and Ajmer.

### **BUREAU OF PARLIAMENTARY STUDIES AND TRAINING**

During the period 1 July to 30 September 1999, the Bureau of Parliamentary Studies and Training (BPST), organized the following Courses/Programmes:

*Fifteenth Parliamentary Internship Programme for foreign parliamentary officials*: The Fifteenth Parliamentary Internship Programme for foreign parliamentary officials was organized from 23 September to 10 November 1999. The Programme was inaugurated by the former Speaker, Lok Sabha, Shri Rabi Ray. Eighteen participants from eight Afro-Asians countries, viz. one each from Fiji, Kenya, Seychelles and South Africa, two from Bangladesh, three from Nigeria,

four from Sri Lanka and five from Indonesia attended the Programme. The aim of the Programme was to provide the parliamentary officials an opportunity to exchange their experiences in their Legislatures and to acquaint themselves with environment, culture, traditions, and the working of parliamentary institutions in India.

*Appreciation Courses:* Appreciation Courses in Parliamentary Processes and Procedures were organized for the following:

- (i) Senior Audit/Accounts Officers of C & AG of India and Probationers of Indian Postal Service (12 to 16 July 1999);
- (ii) Middle Level Officers of Defence Service (26 to 30 July 1999);
- (iii) Indian Forest Service Probationers (2 to 6 August 1999); and
- (iv) Probationers of Indian Ordnance Factories Service and; Indian Customs and Central Excise Service (23 to 27 August 1999).

*Attachment Programme:* An Attachment Programme was organized for Mr. Dhammika Kitulgoda, Secretary-General, Sri Lankan Parliament, from 26 July to 30 August 1999 to familiarise him with the working of our parliamentary institutions, practices and procedures. Mr. Kitulgoda called on the Deputy Chairman, Rajya Sabha, Dr. (Smt.) Najma Heptulla and also had detailed meetings with the Secretary-General, Lok Sabha, Shri G.C. Malhotra and the Secretary-General, Rajya Sabha, Shri R.C. Tripathy.

*Computer Training Programmes :* The following Computer Training Programmes were organized :

- (i) Familiarisation Course in Windows-95 and Lotus-96 for the staff of the Stenographers' Pool (16 to 20 August 1999);
- (ii) Computer Training for the staff of the Committee Branches (20 to 24 September 1999); and
- (iii) Computer Training Course for the staff of Committee Branches (27 September to 1 October 1999).

*Training Course:* A Training Course was organized for the newly recruited Translators and Hindi Assistants of the Lok Sabha Secretariat from 19 to 23 July 1999.

*Nomination for Conference Abroad:* Shri M. Rajagopalan Nair, Director,

Lok Sabha Secretariat, attended the 65th Annual Conference and pre-Conference of the International Federation of Library Associations (IFLA) in Bangkok from 19 to 28 August 1999.

*Study Visits:* Nine Study Visits were organized for participants from various leading training/educational institutions.

# PARLIAMENTARY AND CONSTITUTIONAL DEVELOPMENTS

(1 JULY TO 30 SEPTEMBER 1999)

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Events covered in this Feature are based primarily on reports appearing in the daily newspapers and, as such, the Lok Sabha Secretariat does not accept any responsibility for their accuracy, authenticity or veracity.

—Editor

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## INDIA

### DEVELOPMENTS AT THE UNION

*Election schedule:* On 11 July 1999, the Election Commission announced a five-phased schedule for the Lok Sabha elections to be held on 4, 11, 17 and 24 September 1999 and 1 October 1999. It also announced simultaneous Assembly elections in Andhra Pradesh, Karnataka and Sikkim.

*Election dates revised:* On 3 August 1999, the Election Commission revised the election dates. As per the rescheduling, the first phase of polling was to take place on 5 September 1999. The second phase of polling was to be held on 11 September 1999. The third and fourth phases were to be held on 18 and 25 September 1999, respectively. The fifth and last phase of polling was to take place on 3 October 1999.

*Elections to the Rajya Sabha:* On 17 July 1999, the following were declared elected to the Rajya Sabha from West Bengal: Gen.(Retd.) Shankar Roy Chowdhury (Independent); Shri Jibon Roy, Smt. Chandrakala Pandey and Smt. Sarla Maheshwari (CPI-M); Shri Abani Roy (RSP); and Shri Pranab Mookherjee (Congress-I).

On 19 July 1999, the following were elected to the Rajya Sabha from Gujarat: Shri Ahmed Patel (Congress-I); and Shri Lalitbhai Mehta and Smt. Savitaben Sharda (both BJP).

On 26 July 1999, Shri Eduardo Faleiro of the Congress (I) was declared elected to the Rajya Sabha from Goa.

On 23 August 1999, Dr. (Smt.) Joyasree Goswami Mahanta of the



Asom Gana Parishad was elected unopposed to the Rajya Sabha from Assam.

*Split in Janata Dal* : On 21 July 1999, the Janata Dal split with a section led by Shri Sharad Yadav joining the BJP-led National Democratic Alliance (NDA). Shri Yadav was expelled by the anti-BJP group and Shri H.D. Devegowda was elected the new party President in place of Shri Sharad Yadav.

*Resignation of Ministers* : On 5 August 1999, the Union Minister of Railways, Shri Nitish Kumar resigned from the Office in the wake of the railway accident at Gaisal in West Bengal.

On 6 August 1999, the Minister of State for Railways, Shri Ram Naik was given the Independent Charge of the Ministry of Railways.

On 14 August 1999, the Minister of State for Health and Family Welfare, Shri Dalit Ezhilmalai resigned from the Office.

On 18 August 1999, the Minister of State for Chemicals and Fertilizers, Dr. A.K. Patel was given the Independent Charge of the Ministry of Health and Family Welfare.

## **AROUND THE STATES**

### **ARUNACHAL PRADESH**

*Dissolution of Assembly*: On 27 July 1999, on the recommendation of the Chief Minister, Shri Mukut Mithi, the Governor Lt. Gen.(Retd.) S.K. Sinha dissolved the State Legislative Assembly.

*New Governor*: On 2 August 1999, Mr. Arvind Dave was sworn-in as the new Governor of Arunachal Pradesh.

*CM elected unopposed*: On 17 September 1999, the Chief Minister, Shri Mukut Mithi was elected unopposed to the 60-member State Legislative Assembly.

### **BIHAR**

*Minister dropped*: On 23 August 1999, the Chief Minister, Smt. Rabri Devi dropped the Minister for Law, Shri Deonath Prasad from the State Cabinet.

*Merger of parties*: On 23 August 1999, the Jharkhand Peoples' Party (JPP) merged with the Jharkhand Mukti Morcha (JMM) 'to strive unitedly for the creation of Jharkhand'.

**GOA**

*UGDP MLAs join Congress:* On 5 July 1999, two MLAs belonging to the United Goans Democratic Party (UGDP), Shri Jose Philip and Shri Suresh Parulekar, joined the Congress (I).

*Merger of parties:* On 5 August 1999, the Goa Rajiv Congress led by Shri Wilfred D'Souza merged with the Nationalist Congress Party (NCP).

*Expansion of Cabinet:* On 14 September 1999, the Chief Minister, Shri Luizinho Faleiro inducted five Ministers in the State Cabinet.

The Ministers and their portfolios are: Shri Subhash Shirodkar: *Urban Development and Education*; Shri Suresh Parulekar: *Revenue, Cooperation, Factories and Boilers*; Shri Somnath Zuwarkar: *Transport, Rural Development and RDA*; Shri Sanjay Bandekar: *Agriculture, Forests, Food and Civil Supplies, Art and Culture*; and Shri Prakash Velip: *Panchayat, Information, Non-conventional Energy and Administrative Reforms*.

**GUJARAT**

*Merger of parties:* On 1 July 1999, the Rashtriya Janata Party led by Shri Shankarsinh Vaghela merged with the Congress (I).

**HARYANA**

*Political developments:* On 5 July 1999, the Chief Minister, Shri Bansi Lal rejected the Congress proposal to dissolve the State Legislative Assembly.

On 18 July 1999, the Governor, Shri Mahavir Prasad asked the Chief Minister to seek a Vote of Confidence on the floor of the House before 21 July 1999.

On 20 July 1999, nineteen MLAs (16 of the HVP and three Independents) withdrew support from the Government.

On 21 July 1999, the Chief Minister, Shri Bansi Lal resigned from the Office. Thereafter, in a related development an 18-member breakaway group of the Haryana Vikas Party—called the Haryana Vikas Party (Democratic)—was formed under the leadership of Shri Kartar Singh Bhadana.

On 24 July 1999, Shri Om Prakash Chautala of the Indian National Lok Dal was sworn in as the new Chief Minister.

On 27 July 1999, the Chief Minister, Shri Om Prakash Chautala won a Vote of Confidence in the State Legislative Assembly.

On 28 July 1999, Shri Ashok Kumar of the Indian National Lok Dal (Rashtriya) was unanimously elected the new Speaker of the State Legislative Assembly.

On 29 July 1999, the Chief Minister expanded the State Cabinet. The new Ministers and their portfolios are: Shri Om Prakash Chautala (*Chief Minister*): *Home, Power, Excise, Taxation, Education and Health*.

*Cabinet Ministers*: Shri Sampat Singh: *Finance, Planning and Parliamentary Affairs*; Shri Dhir Pal: *Town and Country Planning and Urban Estates, Local Government and Housing*; Shri Jagannath: *Agriculture*; Shri Narbir Singh: *Transport*; Shri Brij Mohan Singla: *Industries*; Shri Kartar Singh Bhadana: *Cooperatives*; Shri Krishna Gehlawat: *Social Welfare and Welfare of Schedule Castes and Backward Classes*.

*Ministers of State*: Shri Jaswant Singla Bawal: *Public Health*; Shri Bhim Sen Mehta: *Printing and Stationery, Science and Technology and Electricity*; Shri Raj Kumar Saini: *Sports*; Shri Akram Khan: *Wakf and Fisheries*; Shri Kailash Chand Sharma: *Revenue, Rehabilitation and Consolidation*; and Shri Om Prakash Jain: *Tourism*.

*Resignation of Minister*: On 11 August 1999, the Agriculture Minister, Shri Jagan Nath resigned from the State Cabinet.

### **JAMMU AND KASHMIR**

*Resignation from Congress (I)*: On 25 July 1999, the former Union Home Minister, Shri Mufti Mohammad Sayeed resigned from the Congress (I).

### **KARNATAKA**

*Dissolution of Assembly*: On 22 July 1999, the Chief Minister, Shri J.H. Patel recommended the dissolution of the State Assembly and dropped eight Ministers from the State Cabinet. The Governor, Shri Khursheed Alam Khan accepted both the recommendations.

*Resignation of Ministers*: On 3 July 1999, the Infrastructure Development, Tourism and Waqf Minister, Shri R. Roshan Baig resigned from the State Cabinet and the Janata Dal. On 28 July 1999, the Forest Minister, Shri D. Manjunath resigned from the State Cabinet.

On 31 July 1999, the Minister for Municipal Administration, Shri Merajuddin Patel resigned from the State Cabinet.

On 2 August 1999, the Agriculture Minister, Shri D. Nagarajaiah resigned from the State Cabinet.

On 10 August 1999, the Law and Parliamentary Affairs Minister, Shri M.C. Nanaiah, the Higher Education Minister, Shri B.A. Mohideen and the Minister of State for Ports and Fisheries, Shri Jayaprakash Hegde resigned from the State Cabinet.

On 12 August 1999, the Minister for Large and Medium Industry, Shri B.L. Shankar and the Minister of State for Bangalore City Development, Shri V. Somanna resigned from the State Cabinet.

On 1 September 1999, the Excise Minister, Shri Premanand Jayavan resigned from the Office.

### **MAHARASHTRA**

*Political developments:* On 5 July 1999, the Governor, Dr. P.C. Alexander dissolved the State Legislative Assembly on the recommendation of the State Cabinet to facilitate simultaneous Assembly elections with that of the Lok Sabha.

On 21 July 1999, the Election Commission decided to hold Assembly elections along with the Lok Sabha elections on 4 and 11 September 1999.

On 24 July 1999, the Chief Minister, Shri Narayan Rane dropped five independent Ministers from the State Cabinet. They were: Sarvashri Dilip Sopal, Shivajirao Naik, Tukaram Dighjole, Vijay Gavit and Anil Deshmukh.

*Resignation of Ministers:* On 12 September 1999, the Minister of State for Revenue, Shri Udayan Raje Bhonsle resigned from the State Cabinet.

### **MEGHALAYA**

*Changes in party affiliation:* On 12 July 1999, eleven MLAs belonging to the Congress Party joined the Nationalist Congress Party.

*Election of Deputy Speaker:* On 3 August 1999, Shri Martin Danggo of the United Democratic Party Congress was elected the Deputy Speaker of the State Legislative Assembly.

### **NAGALAND**

*Resignation of Minister:* On 13 July 1999, the Roads and Bridges Minister, Shri I. Imking resigned from the Office.

### **PONDICHERRY**

*Withdrawal of support :* On 22 July 1999, the Communist Party of

India (CPI) withdrew support from the DMK-led coalition Government.

### **TAMIL NADU**

*Death of MLA* : On 28 August 1999, Shri Anbil Poyya Mozhi of the DMK passed away.

### **UTTAR PRADESH**

*Change in party affiliation* : On 18 July 1999, two MLAs, Sarvashri Raj Rai Singh and Shiv Ganesh belonging to the BJP and Jantantrik Bahujan Samaj Party (JBSP) respectively, joined the Congress (I).

### **DEVELOPMENTS ABROAD**

#### **BELGIUM**

*New Prime Minister* : On 13 July 1999, Mr. Guy Verhofstadt was appointed as the new Prime Minister.

#### **CANADA**

*New Governor-General* : On 10 September 1999, Ms. Adrienne Clarkson was appointed as the new Governor-General.

#### **EGYPT**

*President re-elected* : On 27 September 1999, Mr. Hosni Mubarak was re-elected as the President of Egypt.

#### **ISRAEL**

*New Foreign Minister* : On 4 July 1999, Mr. David Levy was appointed as the new Foreign Minister.

*Formation of Government* : On 7 July 1999, the Prime Minister, Mr. Ehud Barak presented the new Cabinet to the Parliament.

#### **ITALY**

*Political developments* : On 25 July 1999, the Christian Democratic Party severed its ties with the Centre-Left Government of the Prime Minister, Mr. Massimo D'Alema over the issue of the financing of private schools.

#### **JAPAN**

*Coalition Government* : On 24 July 1999, the New Komeito Party

agreed to join the ruling Liberal Democratic Party (LDP) and the Liberal Party to form a new coalition Government securing a majority in the 252-member Upper House.

### **KUWAIT**

*Election results:* On 3 July 1999, the elections were held for Parliament.

On 4 July 1999, the election results were declared. The Islamists won 20 seats and the Liberals won 16 seats while the others had 14 seats in the 50-member Assembly.

On 7 July 1999, the Emir of Kuwait re-appointed the Crown Prince Sheikh Saad al Abdullah al-Sabah as the Prime Minister and asked to form a 16 member new cabinet.

### **LATVIA**

*Resignation of Prime Minister:* On 5 July 1999, the Prime Minister Mr. Vilis Kristopans resigned from the Office.

### **MALAYSIA**

*New Monarch:* On 23 September 1999, Sultan Salahuddin Abdul Aziz Shah was formally appointed as the country's Monarch under a five-year rotational system.

### **MOROCCO**

*Death of King:* On 24 July 1999, King Hassan II of Morocco passed away. Crown Prince Sidi Mohammed was enthroned as the new King.

### **PANAMA**

*New President:* On 24 September 1999, Ms. Mireya Moscoso was sworn-in as the first woman President of Panama.

### **PAPUA NEW GUINEA**

*Resignation of Prime Minister:* On 7 July 1999, the Prime Minister, Mr. Bill Skarte resigned from the Office.

### **RUSSIA**

*Death of Minister:* On 1 August 1999, the Deputy Foreign Minister, Mr. Viktor Posovalyuk passed away.

*New Prime Minister:* On 9 August 1999, the President,

Mr. Boris Yeltsin removed the Prime Minister, Mr. Sergei Stepashin. Mr. Valadimir Putin was appointed the new Prime Minister.

### **SINGAPORE**

*New President:* On 2 September 1999, Mr. S.R. Nathan was sworn in as the new President.

### **VENEZUELA**

*Resignation of Finance Minister:* On 1 July 1999, the Finance Minister, Ms. Maritza Izaguirre resigned from the Office.

*Election results:* On 26 July 1999, the President, Mr. Hugo Chavez's Patriotic Pole Party won 123 seats in the new 131-member National Constitutional Assembly.

### **YUGOSLAVIA**

*Cabinet reshuffled:* On 12 August 1999, the Prime Minister, Mr. Momir Bulatovic reshuffled the federal Government by dropping seven Ministers and inducting 12 new members.

### **ZIMBABWE**

*Death of Vice-President:* On 1 July 1999, the Vice-President, Mr. Joshua Nkomo passed away.

## SESSIONAL REVIEW

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### STATE LEGISLATURES

#### ARUNACHAL PRADESH LEGISLATIVE ASSEMBLY\*

The Second Arunachal Pradesh Legislative Assembly, which commenced its Fourteenth Session on 23 July 1999, was adjourned *sine die* the same day. Later, the House was dissolved on 27 July 1999.

*Obituary references:* During the Session, obituary references were made on the passing away of former Minister, Shri Tadar Tang and to the soldiers who sacrificed their life in the Kargil war.

#### MADHYA PRADESH VIDHAN SABHA\*\*

The Eleventh Madhya Pradesh Vidhan Sabha commenced its Second Session on 5 July 1999 and was adjourned *sine die* on 15 July 1999. There were 9 sittings in all.

*Legislative business:* During the Session, eleven Bills were introduced by the Government and ten were passed by the House.

*Financial business:* On 12 July 1999, the Finance Minister, Shri Ajay Mushran introduced the First Supplementary Demands for the year 1999-2000 which were passed the next day.

*Obituary references:* During the Session, obituary references were made on the passing away of the former Chief Minister, Shri Virendra Kumar Sakhalecha; and Sarvashri Narayan Maniram Wadiva, Amar Singh Damar, Jagatpal Singh and Smt. Kalawati Dikshit, all former members of Parliament. Obituary references were also made on the passing away of a sitting member, Shri Magan Singh Patel, and Sarvashri Satyendra Prasad Mishra, Phool Singh Miri, Dulichand, Priyadarshan Dharmadhikari, all former members of the Legislative

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\* Material contributed by the Arunachal Pradesh Legislative Assembly Secretariat  
\*\* Material contributed by the Madhya Pradesh Vidhan Sabha Secretariat



Assembly; and to martyrs who laid down their lives at Kargil, Batalik, Drass and Maskoh Valley during the military operations against Pakistani intruders and to the victims of the earthquake at Chamoli and Rudra Prayag districts of Uttar Pradesh.

### **ORISSA LEGISLATIVE ASSEMBLY\***

The Eleventh Orissa Legislative Assembly, which commenced its Fifteenth Session on 15 March 1999, was adjourned *sine die* on 31 March 1999. The House was prorogued on 29 April 1999. There were 12 sittings in all.

*Legislative business:* During the Session, the following Bills were passed by the House: (i) The Indian Tolls (Orissa Amendment) Bill, 1999; (ii) The Orissa Appropriation Bill, 1999; (iii) The Orissa Appropriation (Vote on Account) Bill, 1999; and (iv) The Orissa Sales Tax (Amendment) Bill, 1999.

*Financial business:* On 16 March 1999, the Finance Minister presented the Second Supplementary Statement of Expenditure for the year 1998-99. Two Demands on the Supplementary Budget were discussed and Grants were made. The rest of the Demands were guillotined. The Appropriation Bill on the Supplementary Budget was passed. On 17 March 1999, the Finance Minister presented the Annual Budget Estimates for the year 1999-2000. The Appropriation Bill on the Vote on Account was also passed.

*Obituary references:* During the Session, obituary references were made on the passing away of Sarvashri Jhaduru Jhodia, Rama Chandra Praharaj and Pangsi Musuri Santa, all former members of the Legislative Assembly.

### **TRIPURA LEGISLATIVE ASSEMBLY\*\***

The Eighth Tripura Legislative Assembly which commenced its Fifth Session on 25 August 1999 and was adjourned *sine die* on 27 August 1999. The House had 3 sittings in all.

*Obituary references:* On 25 August 1999, obituary references were made on the passing away of Shri Kalpanath Rai, former Union Minister;

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\* Material contributed by the Orissa Legislative Assembly Secretariat

\*\* Material contributed by the Tripura Legislative Assembly Secretariat

a serving Minister of the State; and three former members of the State Legislative Assembly. The House also mourned the Indian soldiers who laid down their lives in Kargil; the death of hundreds of passengers in a train accident at Gaisal in West Bengal and the death of thousands of people due to an earthquake in Turkey in August 1999.

### **WEST BENGAL LEGISLATIVE ASSEMBLY\***

The Twelfth West Bengal Legislative Assembly which commenced its Seventh Session on 10 March 1999 and was adjourned *sine die* on 20 July 1999. The House was prorogued on 21 July 1999. The House had 43 sittings in all.

*Address by the Governor:* The Governor of West Bengal, Dr. A.R. Kidwai addressed the House on 10 March 1999. The Motion of Thanks to the Governor for his Address was moved the same day and was discussed on 15, 16, 17 and 18 March 1999 and adopted on 18 March 1999.

*Legislative business:* During the Session, fifteen Bills were introduced in the House and were discussed and passed.

*Financial business:* On 19 March 1999, the Minister of Finance, Dr. Asim Kumar Dasgupta presented the Budget for the year 1999-2000. The general discussion on the Budget which was initiated on 23 March 1999 continued till 26 March 1999. On the last day, the Finance Minister replied to the debate. The Supplementary Demands for Grants for the year 1998-99 were moved on 30 March 1999 and were passed by the House the same day. The West Bengal Appropriation Bill, 1999 and the West Bengal Appropriation (Vote on Account) Bill, 1999 were also introduced in the House and passed. Thereafter, on 5 April 1999, the House was adjourned for about two months for pre-voting Budget scrutiny of different Departments by the concerned Subject Committees. The Subject Committees submitted their reports soon after the House re-assembled. Sixty-four Demands for Grants were discussed in the House and voted. The remaining Demands were guillotined. On 17 July 1999, the Appropriation (No. 2) Bill, 1999 was passed by the House.

*Obituary references:* During the Session, obituary references were

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\* Material contributed by the West Bengal Legislative Assembly Secretariat

made on the passing away of King of Jordan, Hussain-Bin Talal; sitting members, Sarvashri Sukumar Das, Gopal Krishna Dey, Naren Hansda, Nirode Roy Chowdhury; former Minister, Shri Radhika Ranjan Banerjee; and Dr. Matreyee Bose, a former member of the State Legislative Assembly. Obituary references were also made on the passing away of the celebrated violinist, Yehudi Menuhin; choreographer and music composer, Shri Ananda Shankar; and some other eminent personalities.

**BOOK REVIEW**

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**Archana Sinha: *The Crisis of a Hung Parliament—The Role of the President* (New Delhi: Vikas Publishing House Pvt. Ltd.), 1999 pp. 202, (Price: Rs. 350/-)**

The book entitled *The Crisis of a Hung Parliament—the Role of the President* is an attempt to evaluate in general, the working of the Indian Constitution in recent years and in particular, the role of the President in the appointment of the Prime Minister in case of a hung Lok Sabha and dissolution of such a House. Highlighting the constitutional provisions and interpretations thereof by the Supreme Court, the author discusses the phenomenon of hung Parliament and the decisions taken by the successive Presidents in recent years in the formation of the Government. The author also gives comparative analyses and working of the presidencies of the U.K., the U.S.A. and France *vis-a-vis* India.

Briefly, the book contains five Chapters. The introductory Chapter deals with parliamentary system in India and also the working of other political systems in the world. The second Chapter provides the historical background of Indian parliamentary system and the Constituent Assembly. The powers and functions of the President of India are discussed in Chapter Three which also examines the prerogative powers and discretionary powers of the President with regard to the appointment of the Prime Minister and the dissolution of the Lok Sabha. Chapter Four deals with the various judicial interpretations given by the Indian courts pertaining to the position, powers and exercise of powers of the President *vis-a-vis* the Council of Ministers. Chapter Five discusses the working of the Constitution in relation to the President. The discussion centres on the practical and political situations, particularly the actions of the President in the exercise of his power in appointing the Prime Minister when there is an absence of clear majority to any political party, *viz.* a situation of hung Parliament. The final Chapter contains causes and effects of the controversial position of the President of India and situations arising in the country and solution

thereof within the preview of the Constitution. In an Annexure to this Chapter, the author has given some draft proposals for constitutional amendments. In addition, the author also suggests some guidelines for the President with regard to the exercise of power of dissolution of the House.

No doubt, over the years a number of books, publications and commentaries have come out on the working of the Constitution of India. However, only very few publications have made an in depth study of the role of the President *vis-a-vis* hung Parliament which has become a hotly debated subject in the country. Hung parliament is relatively a new phenomenon in Indian politics and this has led to the emergence of a coalition culture in India. It also resulted in political instability and the coalition experience is yet to stabilise. In the last 10 years since 1989 there have been as many as six Prime Ministers and five Lok Sabhas. The Eleventh and the Twelfth Lok Sabhas were dissolved in less than two years of their formation. The concept of majority support has been redefined to cover parliamentary strategies such as "support from outside". The concept of "support from outside" is causing more instability as such parties or members are relatively less obliged to continue to support a government and may withdraw support any time. In this context, the role of the President has acquired a greater significance and the present study is a timely and relevant one.

The author's assessment that in actual working the President of India is not a mere figure head or "rubber-stamp" in the hands of the Prime Minister or the Council of Ministers is quite significant. The President has enough discretionary powers which he derives from the oath of his office in which he undertakes 'to protect, preserve and defend' the Indian Constitution. In this way, the President is also his own master in a constitutional crisis and he may act as he considers the best in the interest of the nation in conformity with the terms of his oath of office. With regard to the appointment of the Prime Minister, the prerogative power of the President assumes a greater significance in a situation when no single party or a combination of parties/groups enjoys majority in the Lok Sabha. Often, it is difficult for the President to deal with such situations.

The author proposes constitutional amendments with regard to the appointment of the Prime Minister and also to incorporate guidelines in

the form of 'Instrument of Instructions' for dissolution of the House. It is difficult to agree with the conclusion that 'it is inevitable to convene a new Constituent Assembly which can provide arms to the office of the Indian Presidency in order to enable him to meet the challenges of the future crises'. But it may be premature to conclude that such amendments will provide a solution to future political crises as every situation will be a different one. Constitutional experts and analysts are generally of the view that the Constitution of India is a living document and there is no need to convene a fresh Constituent Assembly. In the existing set-up, Parliament represents the supreme will of the people and if there is need, it has enough power to amend the Constitution.

The proposed 'Draft Amendment' and "Instrument of Instructions for President" seem not appropriate at the first stance but the issues raised are debatable. The suggestions that the powers of the President enshrined in article 53 and functions in article 74 are different and are to be exercised by two different methods could lead to more confusion and may cast doubt on the wisdom of the President of India. Any piece-meal amendment will jeopardise the whole equilibrium of the parliamentary system in the country, especially since our system has been working well till date and has acquired a rare distinction of being the largest working democracy in the world.

The author further compares the Indian political instability of recent years with the French Constitution of 1940s and depicts a grim picture. No doubt, politics in India in the post Nehru-Shastri period has witnessed the gradual decline of the dominance of the one-party system. The emergence of regional parties who are playing a crucial role at the national level reflects a true manifestation of the Indian federal structure. With more and more parties making their way into the Legislatures, coalition government is a logical outcome which, to a large extent, also reflects our socio-cultural diversity. As such, political coalition in a country like ours generates a sense of power sharing among the various socio-cultural groups.

As a whole, the book makes a significant contribution to the study and the working of the Indian political system. Some of the suggestions given by author deserve the attention of constitutional experts and academicians. The author has made a modest attempt

to evaluate the role of the President in the light of the recent developments in Indian politics. Suggestions enlisted are thought-provoking and research scholars, political scientists, and other interested readers will find the book enlightening and informative.

—Digvijay Singh

## SUMMARIES OF BOOKS

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Kaur, Marvinder, *Challenges to Secularism in India—The Constitutional Ideal—Political Process and Prospects* (New Delhi, Deep and Deep Publications) 1998 (Pages 219) (Price: Rs. 380/-)

The significance of secularism for a plural society like ours emerging out of the holocaust of partition was self-evident. Secularism, accordingly, was accepted as the mainstay of the Constitution, but was not precisely defined. An analysis of the debates of the Constituent Assembly, however, reveals a rejection of the Western concept of secularism, i.e. absolute separation of State and religion, and acceptance of the Indian concept of *sarva dharma samabhava* or 'equal regard for all religions'. Secularism is thus one of the fundamental tenets of the Constitution, yet the express declaration of India as a secular State came only with the enactment of the 42nd Amendment to the Constitution (1976). The Preamble to the Constitution now proclaims India as a secular State.

Secularism, in the Indian context, has two connotations. The first and the most common connotation is 'equal regard for all religions' or *sarva dharma samabhava* and the second is *dharma nirpekshita* or religious neutrality as against the anti-religious or separating the two spheres of the temporal and the spiritual. Secularism may, then, be regarded as an ideological concept which attempts to keep State politics apart from religious considerations. It further aims to guarantee freedom of religious belief as well as provide fundamental human rights, regardless of religious belief.

An analysis of modern Indian history reveals that on the one hand the British laid the institutional framework for secularism and, on the other, contributed to religious divisions and dissensions through their policies which aimed at perpetuating their power through aggravation of communal tensions. Two trends may be noticed in the national movement. While the basic ideology of the national movement was declaredly secular and provided a basis for the adoption of secularism in independent India, it was also not free of religious appeal. Throughout the national



movement, there is evidence of leaders appealing to religious sentiments for attainment of political goals. During the initial years of the Indian national movement, the ideas of nationalism and secularism were inter linked, for, one represented a struggle against imperialism and the other a struggle against divisive forces and both were essential for a united free India. But the beginning of the twentieth century witnessed a conflict between the moderates and the extremists, with both showing a different response to the ideology of secularism as the foundation for nationalism. The moderates accepted the policy of State neutrality in religious matters, putting the nation above religion. The extremists, on the other hand, brought religion into play as an important factor in mass mobilization against the British.

The historical and cultural ethos of India, its plural society, and the social turmoil and political upheaval accompanying Independence formed the backdrop for the adoption of secularism as the cornerstone of the Constitutional set up. A perusal of the Constituent Assembly debates clearly reveals the secular foundation of the Indian State. Though the secular character of the Constitution was emphasised, the Constitution of India, in its original form, did not expressly declare India as a secular State. Nor did the Constitution clearly define secularism as adopted by it. Despite these, the basic secular character of the nascent Indian State becomes obvious from a perusal of the provisions of the Constitution of India. Not only does the Constitution not prescribe any official religion for India, but no special recognition is given to any religion. Religion is not a determinant of citizenship and the rights of citizen are not subject to any religious consideration. Moreover, the true spirit of secularism can be understood in the light of the judicial interpretation of the constitutional provisions. Secularism has been declared as a basic feature of the Constitution by the Supreme Court in the *Kesavananda Bharati* case. Recently, in the *Bommai* case, the Supreme Court actually set out the parameters of secularism as adopted in the Indian Constitution. The doctrine of secularism thus is firmly anchored in the Constitution of India.

Theoretically, secularism is a vital part of the constitutional structure. The question that arises, however, is how far has this ideal been actualised in practice? What has been the impact of State policies on secularism? How far do rising communalism and fundamentalism and related problems constitute a challenge to secularism in India?

Secularism in the multi-cultural, multi-lingual and plural society of India had a significant role to play in reducing religious conflicts and

persecution, upholding human rights and on the whole building a 'strong' and 'unified' nation. Both the ideology and practice of secularism are, however, being questioned today by various streams of thought. At the conceptual level, it is rejected as alien and incompatible with the Indian social ethos. Furthermore, its misinterpretation and distortions in practice have led to vehement criticism from various quarters. But the most potent assault on secularism emanates from some fundamentalists who reject it as pseudo-secularism and propound the thesis of positive secularism. As such, the validity of secularism is increasingly being questioned. The entire process has reinforced communalism which constitutes the most potent threat to secularism in India today.

One of the major factors in the strained relations between various communities is the emphasis on separate personal laws. This issue is emphasised, not because they are in fact beneficial to the respective communities, but because of their emotive appeal for political and electoral gains. In reality, these have led to an enhancement of divisive and fissiparous tendencies, and constitute serious challenges to secularism in India.

The Constitutional ideal of secularism can be actualised only if the State policies are in consonance with it. The policies adopted by the Indian State reveal a dual nature. On the one hand, there are occasional attempts on the part of the State to counter communalism, and on the other, the State is also indirectly involved in the activities of various religious organisations by providing funds, giving legitimacy to communal forces. For instance, it has provided funds for education, hospitals, etc. to religious organisations. But in practice these funds are used by communal organisations to consolidate their hold over their respective communities. Various political parties choose to operate within communal categories, failing thus to give adequate ideological grounds for gaining voter support.

The electoral process has clearly seen a shift from the primacy of socio-economic forces to the primacy of communal and chauvinistic ones. Clearly then, the challenges to secularism emanate from communalism and the divisive and fissiparous tendencies engendered by it. It may be legitimately asserted that the policies adopted by the State have not been able to effectively counter communalism, nor has the State been able to act as an agent of secularization. At the same time, religion has been used as a factor in the "electoral calculus" by various political parties. The challenges to secularism and the secular status of

India are thus many and varied, ranging from an attack on the concept itself, to its applicability and acceptability in the Indian situation.

On the threshold of a new millennium, India continues to have a medieval ethos, with a society mired in superstition, obscurantism and revivalism. Fissiparous tendencies are drawing sustenance from religion and ethno/communal/caste violence has become an everyday feature. As a result, even forty-eight years after secularism was affirmed as basic tenet of the Constitution, secularism is increasingly being vitiated through escalating ritualism, symbolism, revivalism, communalism, casteism and electoral and vote-bank politics, all of which constitute a potent threat to Indian secularism.

Secularism as an ideology too has come under attack from various quarters. While protagonists of majority communalism insist that Indian secularism is merely pseudo-secularism, minorities believe that secularism has not been able to protect them and safeguard their rights. At another level, the concept of *sarva dharma samabhava* has been misinterpreted to mean equal proximity to all religions. Besides this, a view is gaining ground that secularism in India has not worked and India needs an alternative ideology.

The question that arises is, can a multi-religious and plural society such as India survive as a single united entity in the absence of secularism? Obviously not. The partition of India on the basis of the two-nation theory and the emergence of Pakistan are sufficient indicators of this. The presence of a number of religions as well as the multiplicity of castes, sects, and sub-sects within each make secularism an absolute imperative in the Indian situation.

Secularism implies a state of mind where the spirit of tolerance, accommodation and compassion prevails. While education and educational institutions are one agency of secularisation, another is the media. The media has an important impact on public opinion and is the most significant vehicle used by fundamentalists to spread their communal venom. At the same time, it could serve as the most potent weapon in the hands of secularists to strengthen secularisation. The prevention and containment of the spread of communal ideology is an imperative for the promotion of secularism.

The challenges to secularism must also be met on the socio-economic plane, for socio-economic disparities are an important causative factor of communalism. Improvement of socio-economic conditions through decrease in disparities, expansion of employment oppor-

tunities and the like are vital for the success of secularism in India. An effective strategy for combating socio-economic backwardness may also be more effective in helping to meet the challenges from the anti-secular forces. The strengthening of democracy may also help in promoting secularism.

Negrine, Ralph, *Parliament and the Media—A Study of Britain, Germany and France* (London: The Royal Institute of International Affairs, 1998 (Pages 163), (Price: £ 11.99)

Have Parliaments become less important as a source of political news in recent years? Are members of Parliament less likely to be reported in the news media than a decade ago? There are several studies and research reports on these aspects in recent years. Most of the studies suggest the changing nature of media contents and coverage of the proceedings of Parliaments.

According to a research conducted in 1993 by Jack Straw, a Labour member of British Parliament, there has been a decline in press coverage of the British Parliament in recent years. Whatever may be the methodological weaknesses in the report, it received a fair amount of publicity and it helped to bring to public attention the ways in which the coverage of Parliament had changed over the years. He further concluded that the decline in the press coverage of the British Parliament represented a changing perception of its significance within the democratic process and by extension a changing perception of its significance in society and for the public as a whole.

Research from other European countries appears to point in the same direction. The extensive reports of proceedings were already in decline in both France and Germany. According to a study conducted in Germany for the period 1986-1996, the press reports of the parliamentary institution (Bundestag) were integrated into the normal domestic political coverage of newspapers. The situation in France is more or less similar to that in Germany.

The downgrading of parliamentary reporting in the press stretches back to several decades before the 1980s, but it may have accelerated once the television cameras moved into the debating Chambers. A pattern of decline in parliamentary coverage could be dated back to the 1920s and 1930s, and by the 1970s, parliamentary coverage was considerably lower than it had been in the period between the two World

Wars. According to a study conducted for the British Royal Commission in 1976, parliamentary debates constituted 3 per cent of the news sections of the broadsheet press in the 1970s. Although the 3 per cent given over to parliamentary debates may have been small, by the 1990s even that 3 per cent had disappeared. There have been changes in parliamentary coverage and the political coverage, more particularly as far as the print media content is concerned. The British press has gone through a process of change in terms of design, organisational set-up and in terms of the more competitive environment.

The underlying trend which has emerged over the years is for the print media to move away from parliamentary news-items and to place an increasing emphasis on human-interest stories. Moreover, newspapers have become more tabloid, both in their content and in their approach to news, with a greater emphasis being placed on personalities and conflict, and greater use of photographs, larger headlines, etc.

With respect to the British parliamentary coverage by the press, two very visible changes occurred between 1986 and 1996. The first is that the broadsheet newspaper of 1996 is considerably larger than its predecessor. The second is that it is also different in terms of layout and design. Both these changes are significant as these can have other effects too. They can reduce the number of items carried on any page since each item carried today is likely to occupy a larger space than ten years ago: a larger space because of larger headlines and inclusion of more, and larger photos. The introduction of television cameras into the House of Commons in 1989 had an enormous impact on the content of news programmes. With television increasing its political news output and improving channels of political communication, parliamentary debates are of little significance and have no place in a modern, competitive newspaper seeking to retain its readership.

By all accounts, the television coverage of Parliament has been generally considered a useful addition to the presentation of politics on television. Overall, the available data suggests the number of appearances made by key politicians such as the Prime Minister, Leader of the Opposition, Foreign Secretary and so on, remains fairly constant, although there are significant changes which can be attributed to the way different news-items gain/lose prominence.

The British data highlighted a change in newspaper coverage of Parliament and political institutions between 1986 and 1996. Some of those changes, it has been argued, were due to the changing pressures

which newspapers in Britain have been placed under in the past decade. Others, it was suggested, were the outcome of a change in the perceived importance of Parliament. Such a perception of change reflects a long-term concern about how Parliaments can adapt in an age where the media often do dictate the pattern, and the requirements, of political coverage.

Were these sorts of changes in evidence in other countries? To answer these questions, and in particular questions relating to changes in coverage, an attempt was made to replicate the British study in France and in Germany. The collected data do throw some light on the changes which have taken place in respect of parliamentary and political countries have proved more difficult. The Parliaments in question are not identical, the main traditions of journalism are different and the relationship between the worlds of politics and the media differ from one country to another. Yet, there appear to be some interesting common points between the countries investigated.

That there has been a change in the extent to which Parliament and politics are now covered is undeniable but different media shows different trends. What may continue to prompt individuals to complain is the disappearance of a form of journalism which appeared in the past—verbatim reporting—and, if not the disappearance of the form itself—the downgrading of political content, that is, fewer items, less information, and so on. From the point of view of the political actors, much of what they do never appears in the press. What does make an appearance is the newsworthy item. From the point of view of the interested reader, the same is true. Both a political actor and an interested reader now have less information about the institution and its work.

Despite these ups and downs in coverage, it is clear that political actors are by no means absent from newspaper or broadcast news coverage. They still occupy a prominent place in the media, even in Britain's though perhaps less so than in the recent past. A drop in the number of items is not a sign of total abandonment, perhaps more a sign of a realignment of readjustment in the pattern of coverage.

If the place of political coverage in the news media is changing, there is an urgent need to consider that change seriously and whether or not it will be detrimental to the legitimately elected political actors, to commentators and to the public at large. Few would suggest a dogmatic approach to this but with new technologies, such as wide-

spread access to the Internet, making different forms of communication possible, perhaps parliamentary actors themselves should consider what the most appropriate channels—or combination of channels—of communication should be.

Khanna, S.K., *Contemporary Indian Politics* (New Delhi: Discovery Publishing House), 1999 (Pages 297), (Price Rs. 525/-)

The progress that India has made in the fifty years after Independence does not meet India's needs or match its capacity and potential. The massive poverty, illiteracy and backwardness of our people can only be called a massive failure of government.

Good governance is a *sine qua non* for the restoration of democracy where the rules of the game are as important, if not more, as the game itself. In the contemporary context of India, good governance has to start with re-engineering the political institutions and processes. Such a re-engineering has to be built upon a restoration of the equations between individuals and the institutions, with primacy to the institutions as the more enduring stabilisers of democratic political power.

The Constitution provides a wide latitude for polity; there is a wide amplitude to formulate, fight, and translate alternative strategies and programmes, without having to change the Constitution and the rules, while the game is on. The rules of the game of Indian democracy are not immutable; there are appropriate and adequate provisions to bring about constitutional reforms.

The parliamentary form of government occupies a pivotal position in the Indian political system. It was not by sheer accident that the framers of the Constitution adopted parliamentary form of government for the country. Their decision was influenced both by historical considerations and practical necessities.

At the time of introduction of parliamentary democracy in India, doubts were expressed in certain quarters that the system would not work successfully because a majority of the people were illiterate and did not possess the requisite political experience to work out the system. Some even expressed the view that the spiritual and intellectual heritage of the Indian people was diametrically opposed to democratic thinking.

The specific aberrations in our democracy are inter-related and feed

on one another. The roots of each lie in the inherent hypocrisy of the Indian society and the mutual contradictions of our pretensions and practices. The lofty doctrines of liberty, equality, fraternity, social justice, secularism, fairplay and, above all, rule of law enshrined in our Constitution are yet to percolate into our daily lives. All these noble ideas have been imported from Western democracies and sought to be planted into our system of governance. The interplay of the powerful social forces on these ideas has inevitably led to the aberrations we see today.

Among the contributing factors leading to the present mess, caste corruption, communalism and criminalisation have been widely identified. Few would disagree with that, though may be some additional factors may also appear relevant to some people, *e.g.* hostility and intolerance towards all ideas; except our own. That is plainly the worst possible negation of the very idea of democracy.

Formidable as the crisis gripping our democracy may seem, such teething troubles are actually part of the growing up process. Fifty years in the history of an ageless India are perhaps equivalent to a fleeting moment in a man's life. With a greater involvement of the people in all facets of democracy in action and conscious efforts to improve the quality of our enormous human capital by inculcating the right attitudes and rational values through a sustained social campaign, democracy in India can be made more meaningful. In fact, having regard to the deep-rooted values and customs diametrically opposed to all that is democratic, the real surprise is not the aberrations but the degree to which we are already a vibrant democracy. A casual look at our neighbour with a common history and shared value orientations will be enough to see the point.

India has had the experience of coalition governments in the States as well as at the Centre in recent times. The growing political, social, economic and regional tensions gave rise to the emergence of different parties which wielded varying influences in States. Alarmed by the experiment of coalitions which became inevitable in certain conditions, some political analysts attribute their failure to attain stability to the parliamentary system and suggest the adoption of the presidential system. In this context, it is well to remember that in the parliamentary system, there might be less stability but it offers more accountability, whereas in the presidential system, there may be more stability but less of accountability. Let us not forget that the founding fathers of our



Constitution, who framed the Constitution in the most unstable conditions of communal violence and bloodshed in the post-partition period, did not give primacy to stability, but to accountability to make our democracy more meaningful.

Regionalism has been an important feature of Indian politics since the dawn Independence. But in the late sixties and seventies, the regional claims verging on parochial demands for separation and autonomy grew so strong that they became a serious threat to the unity of the country. In India, a number of factors have contributed to the growth of regionalism. The prevailing regionalism in the country is merely reflective of the diversity of a plural society and the new awakening among the people of India.

The role of the State as a religious reformer is, indeed, incompatible with the concept of a secular state. This role has been dictated by the exigencies of the Indian situation. The reform of religious practices by the State calls for a serious consideration of issues involved. Such reforms may endanger religious liberty. They have potential power to strike at the very root of our conception of a secular State, especially when our Constitution emphasises the basic neutrality of the State towards all religions.

It is necessary that the intelligentsia alerts itself to come up with solutions to arrest the general decline and turn the country around. In this age, we have a larger body of educated, self-aware and articulate people than ever before, and in this country, they are still free to speak and act without undue constraints. We can hope for a generally peaceful, harmonious, orderly and progressive national life under the aegis of representative and accountable institutions with the full participation of the people at all levels.

Fierlbeck, Katherine, *Globalizing Democracy—Power, Legitimacy and the Interpretation of Democratic Ideas* (Manchester and New York: Manchester University Press), 1998 (Pages 216), (Price: £ 40)

As the globalization of democracy becomes increasingly palpable, the political obstacles to its achievement become overshadowed by more vexing questions concerning the very nature of democracy itself; and the line between strategic and normative concerns, so much clearer during the Cold War, has collapsed as suddenly and unexpectedly as the Berlin Wall, leaving development theorists scrabbling in the rubble.

Too much attention has been focused in the Cold War period upon the political impediments and expedients that have resulted in the establishment of 'democratic' structures; and too little effort has been made to examine how the idea of democracy itself affects the political context within which it takes root.

As democracy becomes more widely accepted, as the political currency of legitimacy, the more broadly it is defined. But as agreement decreases regarding what, precisely, democracy is, the less we are able to evaluate how it is working or indeed whether it is working at all. What are the claims being made regarding how best to secure a democratic system in developing States?

The claims of culture, identity, and nation are being pushed too far, and the idea of democracy cannot make any sense unless it is firmly grounded upon at least a minimal amount of 'neutrality'. The fundamental attraction of democracy is that it permits the diffusion of power within a relatively ordered social environment. 'Democracy' has too quickly become, both academically and politically, all things to all people: it represents a philosophical ideal, a political strategy and an instrument of economic well-being.

A significant source of our current confusion is that democracy can be viewed both as a tantalizing ideal, and as a system of limits. One of the most powerful and evocative justifications grounding liberal democracy is the account of human beings as responsible individuals. Thomas Hobbes argues that securing individuals' own consent was the most effective means of controlling destabilizing social behaviour. 'Consent' as the basis of legitimate political authority thus has its roots in two quite disparate views. The first is that human autonomy ought to be respected because it is through the capacity to make decisions about our lives that we mature and develop into fully human individuals. The second is that we can enjoy freedoms only because we recognize that we will be punished if we transgress the limits of acceptable political behaviour. This ambivalence concerning precisely what we wish democracy to achieve underlies much of the confusion and ambiguity apparent in contemporary accounts of democratization and development.

Two of the most significant variables influencing the development of democracy are the role of (international) capital; and the role of civil society' (in relation to the State). It was the development of the modern State which facilitated the emergence of democracy in Europe: the new

theory of sovereignty underlying the nascent State system rested on 'a shared conception of legitimation, supported by the entirety of the Commonwealth, and precluding the privileging of any constituent component (the prince, the aristocracy, the people) of the political regime'.

The role of the State in contemporary development theory is no less ambivalent. It is the State which is expected to protect the interests of its citizens from the increasingly severe effects of transactional market relations; yet 'the problem of artificially created nation-states' imposed by European imperialist States is also seen as contributing to the ungovernability of many African countries.

A strong State is necessary to promote the interests of the weak against the powerful, the interests of women against men, of the economically marginalized against the entrepreneurs, of minority cultures against the dominant ethnic group.

The development of the modern State has been facilitated historically by the emergence of capitalism. But it is also capitalism itself—especially as a powerful international force—which is seen by some as an essential component of democracy and by others as a threat to democracy. It is claimed that a robust democracy depends upon our ability to 'strengthen civil society'.

The proliferation of grassroots organizations facilitates the participation of individuals at a local level and enhances the sense of civic responsibility of all. There are two major weaknesses with this account. The first is the question of viability: can the 'grassroots' strategy achieve these aims? The second weakness of the 'grassroots movement' model is that it fails to present a sound and persuasive theory of accountability. The only viable way of balancing the cultural claims of nations with the individual integrity of the individuals living within them is to insist upon a very basic conception of 'democratic neutrality' which preserves the ability of democracy to prevent the concentration of power based upon political or economic influence, even upon the *prima facie* ability of cultural elites to preserve their own sources of power. It is almost a truism to say that the legitimacy of contemporary states is judged according to the standard of democracy. It is essential to modify the definition of democracy so that it reflects cultural and political qualities unique to specific societies.

Existing theoretical tensions within democracy have been exacerbated by the trend to globalization. This has occurred in two pre-eminent ways: first, the dependence of States upon international trade has

imposed a series of constraints upon what a polity may collectively do without jeopardizing the level of material comfort to which it is accustomed, or to which it aspires. Second, the awareness that there exists an indefinite number of ways to make life comprehensible, and that people cling to their own familiar customs and values with some tenacity, has underscored the increasing role that 'cultural identity' plays within the moral language of democratic theory.

The two trends are emphatically dissociated: political economists study the former, and political philosophers concern themselves with the latter. But both issues are central to any robust and mature understanding of democracy, for democracy is, most fundamentally, about how to secure the inclusion of all members of a community in such a way that does not permit an overwhelming concentration of power. Contemporary economists tell us that democracies will not work in the absence of a healthy economy; yet early democrats such as Rousseau presented equally sensible arguments that democracy could not work where economic inequality became too extreme.

The conviction that the definition of 'democracy' can ever be conclusively set and, more naively, the belief that such an accepted understanding could solve entrenched political conflicts are expectations that have been effectively refuted by the challenges mounted against positivism from the mid-twentieth century on. Nonetheless, the uncritical acceptance of countless versions of 'democracy' claimed by numerous political elites threatens to undermine the very value of the institution which these same interests claim to be the basis of modern political relations.

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**APPENDIX I**

**STATEMENT SHOWING THE WORK  
TRANSACTIONED DURING THE FOURTH SESSION  
OF THE TWELFTH LOK SABHA**

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1. PERIOD OF THE SESSION	22 February 1999 to 22 April 1999	
2. NUMBER OF SITTINGS HELD		24
3. TOTAL NUMBER OF SITTING HOURS	137 Hours and 25 minutes	
4. NUMBER OF DIVISIONS HELD		2
5. GOVERNMENT BILLS		
(i) Pending at the commencement of the Session		22
(ii) Introduced		17
(iii) Laid on the Table as passed by the Rajya Sabha		Nil
(iv) Referred by Joint Committee		Nil
(v) Referred to Departmentally-related Standing Committees by Speaker/Chairman, Rajya Sabha		5
(vi) Reports by Standing Committees		10
(vii) Discussed		17
(viii) Passed		17
(ix) Withdrawn		2
(x) Returned by the Rajya Sabha without any recommendation		12
(xi) Pending at the end of the Session		22
6. PRIVATE MEMBERS' BILLS		
(i) Pending at the commencement of the Session		109
(ii) Introduced		10
(iii) Part-discussed	1 (Part-discussed during 3rd Session of 12th Lok Sabha)	
(iv) Removed from the register of Pending Bills		1
(v) Pending at the end of the Session		118
7. NUMBER OF DISCUSSIONS HELD UNDER RULE 193 (Matters of Urgent Public Importance)		
(i) Notices received		117
(ii) Admitted		3
(iii) Part-discussed		1
8. NUMBER OF STATEMENTS MADE UNDER RULE 197 (Calling Attention to Matters of Urgent Public Importance)		2

9. STATEMENTS MADE BY MINISTERS UNDER RULE 372		8
10. STATUTORY RESOLUTIONS		8
(i) Notices received		
(ii) Admitted		105
(iii) Moved		9
(iv) Adopted		6
(v) Negatived		2
11. GOVERNMENT RESOLUTIONS		4
(i) Notices received		
(ii) Admitted		1
(iii) Moved		1
(iv) Adopted		1
12. PRIVATE MEMBERS' RESOLUTIONS		1
(i) Received		
(ii) Admitted		8
(iii) Discussed		8
(iv) Part-discussed		1
13. GOVERNMENT MOTIONS		1
(Motion of Confidence in the Council of Ministers)		
(i) Notices received		1
(ii) Admitted		1
(iii) Discussed		1
(iv) Negatived		1
14. PRIVATE MEMBERS' MOTIONS		
(i) Notices received		243
(ii) Admitted		83
(iii) Moved		NH
(iv) Discussed		NH
15. NUMBER OF PARLIAMENTARY COMMITTEES CREATED, IF ANY, DURING THE SESSION	One (Committee on Members of Parliament Local Area Development Scheme, Lok Sabha on 22.2.1999)	
16. TOTAL NUMBER OF VISITORS' PASSES ISSUED DURING THE SESSION		14,780
17. MAXIMUM NUMBER OF VISITORS' PASSES ISSUED ON ANY SINGLE DAY AND THE DATE ON WHICH ISSUED		1,185 on 17.4.1999
18. NUMBER OF ADJOURNMENT MOTIONS		5
Consent withheld by the Speaker outside the House		5
19. TOTAL NUMBER OF QUESTIONS ADMITTED		
(i) Starred		380
(ii) Unstarred		3,902
(iii) Short Notice Questions		NH



**20. WORKING OF PARLIAMENTARY COMMITTEES**

Sl. No.	Name of the Committee	No. of sittings held during the period 1 July to 30 September 1999	No. of Reports presented
1	2	3	4
i)	Business Advisory Committee	—	—
ii)	Committee on Absence of Members	—	—
iii)	Committee on Public Undertakings	—	—
iv)	Committee on Papers Laid on the Table	—	—
v)	Committee on Petitions	1	—
vi)	Committee on Private Members Bills and Resolutions	—	—
vii)	Committee on the Welfare of Scheduled Castes and Scheduled Tribes	—	—
viii)	Committee on Privileges	—	—
ix)	Committee on Government Assurances	—	—
x)	Committee on Subordinate Legislation	—	—
xi)	Estimates Committee	—	—
xii)	General Purposes Committee	—	—
xiii)	House Committee	—	—
	a) Accommodation Sub-Committee		
	b) Sub-Committee on Amenities		
xiv)	Public Accounts Committee	—	—
xv)	Railway Convention Committee	—	—
xvi)	Rules Committee	—	—

**JOINT/SELECT COMMITTEES**

i)	Joint Committee on Offices of Profit	—	—
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**STANDING COMMITTEES**

i)	Committee on Agriculture	—	—
ii)	Committee on Communications	—	—
iii)	Committee on Defence	—	—
iv)	Committee on Energy	—	—
v)	Committee on External Affairs	—	—
vi)	Committee on Finance	—	—
vii)	Committee on Food, Civil Supplies and Public Distribution	—	—
viii)	Committee on Labour and Welfare	—	—
ix)	Committee on Petroleum and Chemicals	—	—
x)	Committee on Railways	—	—
xi)	Committee on Urban and Rural Development	—	—
xii)	Committee on the Empowerment of Women	—	—
21.	NUMBER OF MEMBERS GRANTED LEAVE OF ABSENCE		—
22.	PETITIONS PRESENTED		—
23.	NUMBER OF NEW MEMBERS SWORN IN, WITH DATE		—

APPENDIX II

**STATEMENT SHOWING THE WORK TRANSACTED  
DURING THE ONE HUNDRED AND EIGHTY-SIXTH  
SESSION OF THE RAJYA SABHA**

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1. PERIOD OF THE SESSION	22 February 1999 to 23 April 1999	
2. NUMBER OF SITTINGS HELD		23
3. TOTAL NUMBER OF SITTING HOURS	70 hours and 07 minutes	
4. NUMBER OF DIVISIONS HELD		Nil
5. GOVERNMENT BILLS		
(i) Pending at the commencement of the Session		36
(ii) Introduced		1
(iii) Laid on the Table as passed by the Lok Sabha		16
(iv) Returned by the Lok Sabha with any amendment		1
(v) Referred to Select Committee by the Rajya Sabha		Nil
(vi) Referred to Joint Committee by the Rajya Sabha		Nil
(vii) Referred to the Departmentally related Standing Committees		4
(viii) Reported by Select Committee		Nil
(ix) Reported by Joint Committee		Nil
(x) Reported by the Departmentally related Standing Committees		10
(xi) Discussed		16* ②
(xii) Passed		Nil
(xiii) Withdrawn		Nil
(xiv) Negatived		Nil
(xv) Part-discussed		6
(xvi) Returned by the Rajya Sabha without any recommendation		

- 
- \* Including the Patents (Amentment) Bill, 1999, on which the amendments made by the Lok Sabha were agreed to.
  - ② Also including six money Bills which could not be passed by the Rajya Sabha and were later deemed to have been passed by the Houses of Parliament under provisions of article 109(5) of the Constitution

(xvii) Discussion postponed	NI
(xviii) Pending at the end of the Session	34
<b>6. PRIVATE MEMBERS' BILLS</b>	
(i) Pending at the commencement of the Session	136
(ii) Introduced	6
(iii) Laid on the Table as passed by the Lok Sabha	NI
(iv) Returned by the Lok Sabha with any amendment and laid on the Table	NI
(v) Reported by Joint Committee	NI
(vi) Discussed	1
(vii) Withdrawn	NI
(viii) Passed	NI
(ix) Negatived	NI
(x) Circulated for eliciting opinion	NI
(xi) Part-discussed	1
(xii) Discussion postponed	NI
(xiii) Motion for circulation of Bill negatived	NI
(xiv) Referred to Select Committee	NI
(xv) Lapsed due to retirement/death of Member-in-charge of the Bill	NI
(xvi) Pending at the end of the Session	142
<b>7. NUMBER OF DISCUSSIONS HELD UNDER RULE 176 (Matters of Urgent Public Importance)</b>	
(i) Notices received	67
(ii) Admitted	2 (on 1 subject)
(iii) Discussions held	1
<b>NUMBER OF STATEMENTS MADE UNDER RULE 180 (Calling attention to Matters of Urgent Public Importance)</b>	
<b>8. STATEMENTS MADE BY MINISTERS</b>	NI
<b>9. HALF-AN-HOUR DISCUSSIONS HELD</b>	NI
<b>10. STATUTORY RESOLUTIONS</b>	
(i) Notices received	36
(ii) Admitted	36 (on 7 subjects)
(iii) Moved	4
(iv) Adopted	1
(v) Negatived	3
(vi) Withdrawn	NI
<b>11. GOVERNMENT RESOLUTIONS</b>	
(i) Notices received	1

(ii) Admitted	1
(iii) Moved	1
(iv) Adopted	1
<b>12. PRIVATE MEMBERS' RESOLUTIONS</b>	
(i) Received	8
(ii) Admitted	8
(iii) Discussed	NH
(iv) Withdrawn	NH
(v) Negatived	NH
(vi) Adopted	NH
(vii) Part-discussed	1
(viii) Discussion postponed	NH
<b>13. GOVERNMENT MOTIONS</b>	
(i) Notices received	NH
(ii) Admitted	NH
(iii) Moved	NH
(iv) Adopted	NH
(v) Part-discussed	NH
<b>14. PRIVATE MEMBERS' MOTIONS</b>	
(i) Received	55
(ii) Admitted	55
(iii) Moved	NH
(iv) Adopted	NH
(v) Part-discussed	NH
(vi) Negatived	NH
(vii) Withdrawn	NH
<b>15. MOTIONS REGARDING MODIFICATION OF STATUTORY RULE</b>	
(i) Received	NH
(ii) Admitted	NH
(iii) Moved	NH
(iv) Adopted	NH
(v) Negatived	NH
(vi) Withdrawn	NH
(vii) Part-discussed	NH
(viii) Lapsed	NH
<b>16. NUMBER, NAME AND DATE OF PARLIAMENTARY COMMITTEE CREATED, IF ANY</b>	
<b>17. TOTAL NUMBER OF VISITORS' PASSES ISSUED</b>	939
<b>18. TOTAL NUMBER OF VISITORS</b>	2,084
<b>19. MAXIMUM NUMBER OF VISITORS' PASSES ISSUED ON ANY SINGLE DAY, AND DATE ON WHICH ISSUED</b>	74 on 9.3.99

20. MAXIMUM NUMBER OF VISITORS ON ANY SINGLE DAY AND DATE	269 on 11.3.99
21. TOTAL NUMBER OF QUESTIONS ADMITTED	
(i) Starred	400
(ii) Unstarred	3100
(iii) Short Notice Questions	NIL
22. DISCUSSION ON THE WORKING OF THE MINISTRIES	NIL
23. WORKING OF PARLIAMENTARY COMMITTEES	

SJ No.	Name of the Committee	No. of meetings held during the period 1 July to 30 September 1999	No. of Reports presented
1	2	3	4
i)	Business Advisory Committee	NIL	NIL
ii)	Committee on Subordinate Legislation	3	—
iii)	Committee on Petitions	3	—
iv)	Committee on Privileges	—	—
v)	Committee on Rules	—	—
vi)	Committee on Government Assurances	1	—
vii)	Committee on Papers Laid on the Table	2	—
viii)	General Purposes Committee	1	—
ix)	House Committee	1	—
<b>DEPARTMENTALLY-RELATED COMMITTEES:</b>			
x)	Commerce	—	—
xi)	Home Affairs	—	—
xii)	Human Resource Development	—	—
xiii)	Industry	—	—
xiv)	Science & Technology, Environment & Forests	—	—
xv)	Transport and Tourism	—	—
<b>OTHER COMMITTEES</b>			
xvi)	Ethics Committee	1	—
xvii)	Committee on Provision of Computers to Members of Rajya Sabha	—	—
xviii)	Committee on Members of Parliament Local Area Development Scheme	—	—
xix)	Joint Parliamentary Committee on the functioning of Wakf Boards	—	—

**APPENDIX III**

**STATEMENT SHOWING THE ACTIVITIES OF THE LEGISLATURES OF THE STATES AND UNION TERRITORIES DURING THE PERIOD 1 JULY TO 30 SEPTEMBER 1999**

Legislature	Duration	Sittings	Govt. Bills	Private Bills	Starred Questions	Unstarred Questions	Short Notice Questions
1	2	3	4	5	6	7	8
<b>STATES</b>							
Andhra Pradesh L.A.	28.9.99 to 28.9.99	1	—	—	—	—	—
Arunachal Pradesh L.A.**	—	—	—	—	—	—	—
Assam L.A.*	—	—	—	—	—	—	—
Bihar L.A.	2.8.99 to 5.8.99	4	3(3)	—	—	50	—
Bihar L.C.**	—	—	—	—	—	—	—
Delhi L.A.	8.9.99 to 10.9.99	3	2(3)	1	60 <sup>th</sup>	76	—
Goa L.A.	14.6.99 to 3.8.99	22	8(8)	1	669(544)	16(16) <sup>(a)</sup>	1
Gujarat L.A.	27.9.99 to 1.10.99	5	2(2)	2	266(173)	108(81)	27(2)
Haryana L.A.**	—	—	—	—	—	—	—
Himachal Pradesh L.A.	17.8.99 to 20.8.99	4	3(3)	—	205(121)	30(20)	—
Jammu & Kashmir L.A.**	—	—	—	—	—	—	—
Jammu & Kashmir L.C.**	—	—	—	—	—	—	—
Karnataka L.A.	1.7.99 to 12.7.99	8	5(4)	—	—	—	—
Karnataka L.C.	1.7.99 to 12.7.99	8	3(3)	—	—	—	—
Kerala L.A.	21.6.99 to 22.7.99	24	6(5)	—	2,155 <sup>(a)</sup>	6,585	4(1)

Madhya Pradesh L.A.	5.7.99 to 15.7.99	9	11(10)	—	2,862(922)	1,593(735)	2
Maharashtra L.A.**	—	—	—	—	—	—	—
Maharashtra L.C.**	—	—	—	—	—	—	—
Manipur L.A.**	—	—	—	—	—	—	—
Meghalaya L.A.*	—	—	—	—	—	—	—
Mizoram L.A.	15.7.99 to 4.8.99	11	7(7)	—	196(169)	36(2)	—
Nagaland	13.7.99 to 16.7.99	3	9(9)	—	3(3)	—	—
Orissa L.A.	2.2.99 to 4.8.99	23	10(7) <sup>m</sup>	—	2,071(1396) <sup>m</sup>	1,979(2,076)(g)	11
Punjab L.A.	7.9.99 to 8.9.99	2	5(6)	—	75(58)	16(13)	—
Rajasthan L.A.	21.9.99 to 25.9.99	5	11(9)	—	319(316)	396(334)	5(5) <sup>m</sup>
Sikkim L.A.	9.9.99 to 9.9.99	1	—	—	—	—	—
Tamil Nadu L.A.	—	—	—	—	2,678(733)	(1,039)	—
Tripura L.A.	25.8.99 to 27.8.99	3	—	—	322(260)	26(52)	—
Uttar Pradesh L.A.	—	—	—	—	—	—	—
Uttar Pradesh L.C.	—	—	—	—	—	—	—
West Bengal L.A.**	—	—	—	—	825(425)	375(264)	119(20)
UNION TERRITORIES							
Pondichery L.A.*	—	—	—	—	—	—	—

\* Information received from the State/Union territory Legislatures contained NIL report

\*\*Information not received from the State/Union territory Legislatures

Notes:

a) Total notices received: 91

b) Total notices received: 165, Notices admitted: 64

- c) 77 starred question were converted into unstarred
- d) Total notices received (Starred and Unstarred): 9537
- e) Two Bills withdrawn and one Bill remained inconclusive
- f) 690 questions were put for oral answer
- g) laid: 1634  
Materials not ready: 442
- h) Non Session period:  
Notices received : 33  
Notices admitted: 33







	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24
Orissa L.A.	4	7(1)	6(1)	—	1	10(1)	4	1	4(1)	—	—	1	2(4)	3	—	16(7) <sup>a</sup>
Punjab L.A.	—	12	6	—	8	15	9	10	11(1)	—	1	13	18	—	—	6 <sup>a</sup>
Rajasthan L.A.	1(1)	15	21	—	12	12(9)	18	35	29	—	15	14	28(9)	19	—	37(2) <sup>a</sup>
Siikdim L.A.	—	—	—	—	—	—	—	—	—	—	—	—	(4)	—	—	—
Tamil Nadu L.A.	—	—	3	—	—	7	3	—	9	—	4	—	7	—	—	—
Tripura L.A.	1(1)	2	2	—	3	1	1	6	2	—	2	4	—	—	—	—
Uttar Pradesh L.A.**	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Uttar Pradesh L.C.	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
West Bengal L.A.**	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	49 <sup>a</sup>
UNION TERRITORY																
Pondicherry L.A.	—	9	—	—	—	—	—	—	26	—	—	—	27	—	—	—

<sup>a</sup> Information received from the State/Union territory Legislatures contained NIL report

\*\* Information not received from the State/Union territory Legislatures

Notes:

- (a) Committee on Women and Children-2 sittings; Sub-Committee on Rules-2 sittings; and Committee on Ethics-2 sittings
- (b) Act Implementation Committee-1 sitting; Welfare of OBC and MOC-1 sitting; and Employment Review Committee-2 sittings
- (c) Internal Resources Committee-42 sittings; Child and women Development-20 sittings; Zila Parishad and Panchayati Raj Committee-22 sittings; Question and Calling Attention Committee-17 sittings; and Nivedan Committee-19 sittings
- (d) House Committee on Mining Report-3 sittings
- (e) Committee on Panchayati Raj-3 sittings and Committee on Welfare of Socially and Educationally Backward Class-4 sittings

- (f) Forest Committee-7 sittings and 5 reports; Education Committee-7 sittings and 6 reports; Committee on General Administration-7 sittings; Revenue Committee-7 sittings and 1 report, Agriculture and Horticulture Committee-7 sittings and 5 reports; and Health Committee-5 sittings and 7 reports
- (g) Committee on papers laid on the Table-6 sittings; Committee on the Welfare of Women and Children-9 sittings and 2 reports; Committee on Environment-8 sittings and 1 report; Committee on the Welfare of Backward Class Communities-11 sittings and 3 reports, and Subject committees (I to X)-6 sittings and 10 reports
- (h) Committee on Examining paper laid on the Table-1 sitting and 2 reports; and Women and Children Welfare Committee-3 reports
  - (i) Committee on Empowerment of Women-1 sitting
  - (j) Committee on Papers laid on the Table-4 sittings and 1 report; Women and Child Welfare Committee-6 sittings and 1 report; Committee of Environment-1 report; House Committee on Drought-1 sitting and 1 report; House Committee to enquire into the matter of breach of Privilege for alleged services of show-cause notice on Shri S.N. Nayak, MLA by Executive Magistrate Bhubaneswar-1 report; Select Committee on University Technology-1 sitting and 1 report; Sub-Committee of Select Committee on University Technology-3 sittings
  - (k) Committee on paper laid to be laid on the Table-5 sittings
  - (l) Woman and Child welfare Committee-18 sittings and 1 report; and Question and Reference Committee-19 sittings and 1 report
  - (m) Vittiya Evam Prasheshkiya Vilams Samiti-5 sittings; Awasiya Parivad Janch Samiti-2 sittings; Ashwasan Samiti-4 sittings; Prashan Evam Sandarbh Samiti-5 sittings; Vinishchay Sankalan Samiti-2 sittings; Prashnoa Ka Kram Niradharan Aur Prakriya Niyaman Samiti-6 sittings; Niyam Punarikshan Samiti-4 sittings; Viasheeshadhar Samiti-3 sittings; Sansadiya Evam Samejik Sadbhav Samiti-4 sittings; Sansadiya Adhyayan Samiti-4 sittings; Yachika Samiti-6 sittings; and Vidhayi Samadhikar Samiti-4 sittings

**APPENDIX IV****LIST OF BILLS PASSED BY THE HOUSES OF  
PARLIAMENT AND ASSENTED TO BY THE  
PRESIDENT DURING THE PERIOD****1 JULY TO 30 SEPTEMBER 1999**

Sl. No.	Title of the Bill	Date of assent by the President
1	2	3

- Nil -

**APPENDIX V**  
**LIST OF BILLS PASSED BY THE**  
**LEGISLATURES OF THE STATES AND THE**  
**UNION TERRITORIES DURING THE PERIOD**

**1 JULY TO 30 SEPTEMBER 1999**

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**BIHAR LEGISLATIVE ASSEMBLY**

1. The Arbitration and Conciliation (Bihar Amendment) Bill, 1999
2. The Bihar Appropriation (No. 3) Bill, 1999
3. The Jharkhand Area Autonomous Council (Amendment) Bill, 1999

**DELHI VIDHAN SABHA**

1. The Members of Legislative Assembly of the National Capital Territory of Delhi (Salaries, Allowances, Pensions, etc.) (Amendment) Bill, 1999
2. The Delhi Sales Tax on Works Contract Bill, 1999
3. The Indraprastha Vishwavidyalaya (Second Amendment) Bill, 1999

**GOA LEGISLATIVE ASSEMBLY**

1. The Goa Appropriation Bill, 1999
2. The Goa Contingency Fund (Second Amendment) Bill, 1999
3. The Goa Supplementary Appropriation Bill, 1999
4. The Goa Municipalities (Amendment) Bill, 1999
5. The Goa Panchayati Raj (Second Amendment) Bill, 1999
6. The Goa Protection of Interests of Depositors (In Financial Establishments) Bill, 1999
7. The Goa School Education (Amendment) Bill, 1999
8. The Goa Tiltari Irrigation Development Corporation Bill, 1999

**GUJARAT LEGISLATIVE ASSEMBLY**

1. The Gujarat Infrastructure Development Bill, 1999
2. The Gujarat Tax on Sale of Electricity (Amendment) Bill, 1999

**HIMACHAL PRADESH VIDHAN SABHA**

1. The Himachal Pradesh Electricity (Duty) Amendment Bill, 1999
2. The Himachal Pradesh Bus Stands Management and Development Authority Bill, 1999
3. The Himachal Pradesh Ceiling on Land Holdings (Amendment) Bill, 1999

**KARNATAKA LEGISLATIVE ASSEMBLY**

1. The Karnataka Appropriation (No. 2) Bill, 1999
2. The Karnataka Appropriation (No. 3) Bill, 1999
- 3\* The Karnataka Scheduled Caste and Scheduled Tribes (Prohibition of Transfer of Certain Lands) (Amendment) Bill, 1999
- 4\* The Karnataka Taxation Laws (Third Amendment) Bill, 1999

**KERALA LEGISLATIVE ASSEMBLY**

1. The Kerala Appropriation (No. 8) Bill, 1999
2. The Payment of Salaries and Allowances (Amendment) Bill, 1999
3. The Kerala Finance Bill, 1999
4. The Kerala Stay of Eviction Proceedings Bill, 1999
5. The Kerala Appropriation (No. 9) Bill, 1999

**NAGALAND LEGISLATIVE ASSEMBLY**

1. The Nagaland Speaker's Salaries and Allowances (Amendment) Bill, 1999
2. The Nagaland Deputy Speaker's Salaries and Allowances (Amendment) Bill, 1999
3. The Nagaland Minister's Salaries and Allowances (Amendment) Bill, 1999
4. The Nagaland Legislative Assembly Members Salaries and Allowances and Pension Amendment Bill, 1999
5. The Nagaland Leader of Opposition Salaries and Allowances Amendment Bill, 1999
6. The Nagaland Professions, Trade Callings and Employment Taxation (Amendment) Bill, 1999
7. The Indian Stamp Duty (Nagaland Amendment) Bill, 1999
8. The Nagaland Motor Vehicle Taxation (Amendment) Bill, 1999
9. The Nagaland Appropriation (No. 3) Bill, 1999

**ORISSA LEGISLATIVE ASSEMBLY**

1. The Orissa Public Premises (Eviction of unauthorised occupants) Amendment Bill, 1999
2. The Utkal University of Culture, 1999
3. The Orissa Entry Tax Bill, 1999
4. The Orissa Universities (Amendment) Bill, 1999
5. The Orissa Legislative Assembly Members Salary Allowances and Pension (Amendment) Bill, 1999
6. The Orissa Appropriation (No. 2) Bill, 1999
7. The Orissa Appropriation (No. 3) Bill, 1999

**RAJASTHAN LEGISLATIVE ASSEMBLY**

- 1\* The Rajasthan Panchayat Raj (Amendment) Bill, 1999
- 2\* The Rajasthan Laws (Amendment) Bill, 1999

- 3.\* The Rajasthan Panchayati Raj (Modification of Provisions In Their Application to the Scheduled Areas) Bill, 1999
- 4.\* The Rajasthan Minister's Salaries (Second Amendment) Bill, 1999
- 5.\* The Rajasthan Municipalities (Amendment) Bill, 1999
- 6.\* The Rajasthan Tenancy (Amendment) Bill, 1999
- 7.\* The Rajasthan Relief Undertakings (Special Provisions) (Amendment) Bill, 1999
- 8.\* The Rajasthan Power Sector Reform Bill, 1999
- 9.\* The National Law University, Jodhpur Bill, 1999



**APPENDIX VI**  
**ORDINANCES PROMULGATED BY THE UNION AND STATE GOVERNMENTS DURING THE**  
**PERIOD 1 JULY TO 30 SEPTEMBER 1999**

Sl. No.	Subject	Date of Promulgation	Date on which laid before the House	Date of Cessation	Remarks
<b>UNION GOVERNMENT</b>					
1.	The Income Tax (Amendment) Ordinance, 1999	1.7.99	25.10.99	2.12.99	—
2.	The Representation of the People (Amendment) Ordinance, 1999	21.7.99	25.10.99	2.12.99	—
3.	The Contingency Fund of India (Amendment) Ordinance, 1999	28.7.99	25.10.99	2.12.99	—
<b>STATE GOVERNMENTS</b>					
<b>ANDHRA PRADESH</b>					
1.	The A.P. Panchayat Raj (Amendment) Ordinance, 1999	17.5.99	28.9.99	—	—

2.	The Hyderabad Municipal Corporations (Second Amendment) Ordinance, 1999	12.6.99	28.9.99	—	—
3.	The A. P. Private Aided Educational Staff (Regulation of Pay) Ordinance, 1999	27.6.99	28.9.99	—	—
			<b>ASSAM</b>		
1.	The Assam Contingency Fund (Amendment) Ordinance, 1999	—	29.10.99	—	—
			<b>HIMACHAL PRADESH</b>		
1.	The Himachal Pradesh Electricity (Duty) Amendment Ordinance, 1999	11.6.99	17.8.99	—	—
			<b>ORISSA</b>		
1.	The Utkal University of Culture Ordinance, 1999	9.6.99	5.7.99	—	—
			<b>RAJASTHAN</b>		
1.	The Rajasthan Ministers Salaries (Amendment) Ordinance, 1999	26.6.99	21.9.99	—	—

2.	The Rajasthan Panchayati Raj (Amendment) Ordinance, 1999	27.5.99	21.9.99	—	—
3.	The Rajasthan Panchayati Raj (Modification of Provisions in their Application to the Scheduled Areas) Ordinance, 1999	26.6.99	21.9.99	—	—
4.	The Rajasthan Laws (Amendment) Ordinance, 1999	17.6.99	21.9.99	—	—
<b>TAMIL NADU</b>					
1.	The Tamil Nadu Panchayats (Seventh Amendment) Ordinance, 1999	30.7.99	—	—	—
2.	The Tamil Nadu Co-operative Societies (Appointment of Special Officers) Second Amendment Ordinance, 1999	4.8.99	—	—	—
3.	The Tamil Nadu Panchayats (Eighth Amendment) Ordinance, 1999	16.9.99	—	—	—

UTTAR PRADESH

1.	The Uttar Pradesh Krishi Utpadan Mandli (Sanshodh) Adhyadesh, 1999	14.8.99	—	—	—
2.	The Uttar Pradesh Basic Siksha (Sanshodhan) Adhyadesh, 1999	22.8.99	—	—	—
3.	The Uttar Pradesh Lok Seva (Adhikaran) (Sanshodhan) Adhyadesh, 1999	9.9.99	—	—	—
4.	The Uttar Pradesh Vypar Kar (Sanshodhan) Adhyadesh, 1999	21.10.99	—	—	—
5.	The Uttar Pradesh Nagar Nigam (Sanshodhan) Adhyadesh, 1999	23.10.99	—	—	—

**APPENDIX VII**  
**A. PARTY POSITION IN LOK SABHA (AS ON 20 OCTOBER 1969)**

Sl. No.	Seats	INC	AIADMK	SP	CP(M)	CPI	CPIM(L)	RD	RSP	BSP	AM	MLL	KCM	RLD	KC	SJP(R)	FB	TDP	BJP	JDU	SAD	BJD	ATC
Andhra Pradesh	42	5									1							29	7				
Assam	13	2					1												2				
Bihar	50	9						7											23	17			
Goa	2	2																	2				
Gujarat	26	6																	20				
Haryana	10																		5				
Himachal Pradesh	4																		3				
Jammu & Kashmir	6																		2				
Karnataka	28	17																	7	3			
Kerala	20	8		8							2		1										
Madhya Pradesh	40	11																	29				
Maharashtra	49	10																	13				
Manipur	1																						
Meghalaya	2	1																					
Mizoram	1																						
Nagaland	1																						
Orissa	21	2																	9			10	
Punjab	19	8																	1			2	
Rajasthan	25	9					1													16			
Sikkim	1																						
Tamil Nadu	39	2	10		1															4			
Tripura	2																						
Uttar Pradesh	85	10		28					14					2		1			29				
West Bengal	42	3			21	3			3								2		2				8
<b>UNION TERRITORIES</b>																							
Andaman & Nicobar Islands	1																			1			
Chandigarh	1	1																					
Dadra & Nagar Haveli	1																						
Daman and Diu	1	1																					
The NCT of Delhi	7																			7			
Lakshadweep	1	1																					
Pondicherry	1	1																					
<b>Total</b>	<b>537</b>	<b>111</b>	<b>10</b>	<b>28</b>	<b>32</b>	<b>4</b>	<b>1</b>	<b>7</b>	<b>3</b>	<b>14</b>	<b>1</b>	<b>2</b>	<b>1</b>	<b>2</b>	<b>1</b>	<b>1</b>	<b>2</b>	<b>29</b>	<b>162</b>	<b>20</b>	<b>2</b>	<b>10</b>	<b>8</b>



## B. PARTY POSITION IN RAJYA SABHA

(AS ON 12 OCTOBER 1990)

Sl. No.	State/Union Territories	Seats	INC	BJP	CPI(M)	TDP	JD	RJD	SP	CPI	DMK	AIA-DMK(I)	Shtv SAD Sena	Others	Indep-Total	Vacancies		
1		2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18
<b>STATES</b>																		
1.	Andhra Pradesh	18	3	1	1	11	—	—	—	1	—	—	—	—	—	1	18	—
2.	Arunachal Pradesh	1	—	—	—	—	—	—	—	—	—	—	—	—	—	1	1	—
3.	Assam	7	3	—	—	—	—	—	—	1	—	—	—	3(a)	—	7	—	—
4.	Bihar	22	2	3	—	—	3	8	—	3	—	—	—	1(b)	1	21	1	—
5.	Goa	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	1	—
6.	Gujarat	11	4	6	—	—	—	—	—	—	—	—	—	—	1	11	—	—
7.	Haryana	5	3	—	—	—	—	—	—	—	—	—	—	2(c)	—	5	—	—
8.	Himachal Pradesh	3	2	—	—	—	—	—	—	—	—	—	—	1(d)	—	3	—	—
9.	Jammu & Kashmir	4	1	—	—	—	—	—	—	—	—	—	—	2(e)	—	3	1	—
10.	Karnataka	12	5	1	—	—	5	—	—	—	—	—	—	—	—	11	1	—
11.	Kerala	9	1	—	4	—	—	—	—	1	—	—	—	3(f)	—	9	—	—
12.	Madhya Pradesh	16	10	6	—	—	—	—	—	—	—	—	—	—	—	16	—	—
13.	Maharashtra	19	7	4	—	—	—	—	—	—	—	—	6	—	3	19	—	—
14.	Manipur	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	1	—
15.	Meghalaya	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	1	—
16.	Mizoram	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	1	—
17.	Nagaland	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	1	—
18.	Orissa	10	6	—	—	—	1	—	—	—	—	—	—	3(g)	—	10	—	—

	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	
19. Punjab		7	—	1	—	—	—	—	—	—	—	—	—	5	—	1	7	—	
20. Rajasthan		10	4	6	—	—	—	—	—	—	—	—	—	—	—	—	10	—	
21. Sikkim		1	—	—	—	—	—	—	—	—	—	—	—	—	1(h)	—	1	—	
22. Tamil Nadu		18	—	—	—	—	—	—	—	—	6	5	—	—	4(l)	2	17	—	
23. Tripura		1	—	—	1	—	—	—	—	—	—	—	—	—	—	—	1	—	
24. Uttar Pradesh		34	2	15	—	—	—	—	6	—	—	—	—	—	4(l)	4	31	3	
25. West Bengal		16	1	—	10	—	—	—	—	1	—	—	—	—	3(k)	1	16	—	
<b>UNION TERRITORIES</b>																			
26. Delhi		3	—	2	—	—	—	—	—	—	—	—	—	—	—	—	2	1	
27. Pondicherry		1	—	—	—	—	—	—	—	—	1	—	—	—	—	—	1	—	
Nominated		12	—	—	—	—	—	—	1	—	—	—	—	—	—	7	8	4	
<b>TOTAL</b>		<b>245</b>	<b>59</b>	<b>45</b>	<b>16</b>	<b>11</b>	<b>9</b>	<b>8</b>	<b>7</b>	<b>7</b>	<b>7</b>	<b>5</b>	<b>5</b>	<b>5</b>	<b>27</b>	<b>22</b>	<b>233</b>	<b>12</b>	

(a) A.G.P.-2; A.S.D.C.-1

(b) J.M.M.-1

(c) I.N.L.D.-1; H.V.P.-1

(d) H.V.C.-1

(e) J&K N.C.-2

(f) M.L.-2; K.C.-1

(g) B.J.D.-3

(h) S.S.P.-1

(l) T.M.C.-3; A.I.A.D.M.K. (l)-1

(j) B.S.P.-4

(k) F.B.-2; R.S.P.-1



## C. PARTY POSITION IN STATE LEGISLATURES

State/Union territories	Seats	Cong. (I)	Janata Del	BJP	CPI (M)	CPI	Others Parties	Ind.	Total	Vacancies
1	2	3	4	5	6	7	8	9	10	11
Andhra Pradesh L.A. (1.10.99)	296	27	—	2	15	18	220 <sup>M</sup>	10	292	3
Assam L.A. (1.10.99)	125	36	—	4	2	3	69 <sup>M</sup>	11	125	—
Bihar L.A.*	—	—	—	—	—	—	—	—	—	—
Bihar L.C.*	—	—	—	—	—	—	—	—	—	—
Delhi L.A. (1.10.99)	70	53	1	14	—	—	—	2	70	—
Goa L.A. (1.10.99)	40	25	—	10	—	—	4 <sup>M</sup>	1	40	—
Gujarat L.A. (1.10.99)	182	58	4	117	—	—	—	3	182	—
Haryana L.A.** (30.6.99)	—	—	—	—	—	—	—	—	—	—
Himachal Pradesh L.A.	68	29	—	34	—	—	3 <sup>M</sup>	1	67 <sup>o</sup>	—
Jammu & Kashmir L.A.**	—	—	—	—	—	—	—	—	—	—
Jammu & Kashmir L.C.**	—	—	—	—	—	—	—	—	—	—
Karnataka L.A.** (23.6.99)	225	44	107	37	1	—	10(e)	19	218 <sup>o</sup>	6
Karnataka L.C. (22.2.99)	75	22	29	12	—	—	7(f)	4	74 <sup>o</sup>	—
Kerala L.A. (1.10.99)	141	36	4	—	40	18	36 <sup>M</sup>	6	140 <sup>o</sup>	—

Madhya Pradesh L.A. (1.10.99)	321	168	1	118	—	—	20 <sup>M</sup>	8	315 <sup>o</sup>	5
Maharashtra L.A.**	—	—	—	—	—	—	—	1	—	—
Maharashtra L.C.**	—	—	—	—	—	—	—	—	—	—
Manipur L.A.**	—	—	—	—	—	—	—	—	—	—
Meghalaya L.A. (1.10.99)	60	—	—	—	—	—	59 <sup>M</sup>	1	60	—
Mizoram L.A. (1.10.99)	40	6	—	—	—	—	33 <sup>o</sup>	1	40	—
Nagaland L.A. (1.10.99)	60	52	—	—	—	—	—	7	59	1
Orissa L.A. (1.10.99)	147	81	13	10	—	—	31 <sup>M</sup>	9	144	3
Punjab L.A.*	—	—	—	—	—	—	—	—	—	—
Rajasthan L.A. (30.9.99)	200	153	3	33	1	—	3 <sup>o</sup>	7	200	—
Sikkim L.A. (1.10.99)	32	2	—	—	—	—	30 <sup>M</sup>	—	32	—
Tamil Nadu L.A. (30.9.99)	235	—	1	1	1	8	219 <sup>M</sup>	1	231 <sup>o</sup>	3
Tripura L.A. (1.10.99)	60	13	—	—	38	—	6 <sup>M</sup>	2	59	1
Uttar Pradesh L.A.**	—	—	—	—	—	—	—	—	—	—
Uttar Pradesh L.C.*	—	—	—	—	—	—	—	—	—	—
West Bengal L.A.**	—	—	—	—	—	—	—	—	—	—
UNION TERRITORY Pondicherry L.A. (1.10.99)	33	8	1	—	—	2	18 <sup>M</sup>	2	31 <sup>o</sup>	1

● Excluding Speaker

- Information received from the State/Union territory Legislatures contained NIL report
- \*\* Information not received from the State/Union territory Legislatures
  - a) Telugu Desam Party-215; Majlis Batchao Tahreek-1; All India Majlis-Ittehadul Musilmeen-2; NTR Telugu Desam Party (LP)-1; and Nominated-1
  - b) Asom Gana Parishad-62; Autonomous State Demand Committee-5; and UMF-2
  - c) Maharashtrawadi Gomantak Party-2; and Nationalist Congress Party-2
  - d) Himachal Vikas Congress-3
  - e) Karnataka Congress Party (Pragathi Para)-4; Kannada Chaluvali Vatal Pakasha-1; Karnataka Rajya Raitha Sangha-1; Bahujan Samaj Party-1; Bharatheeya Republican Party-1; AIADMK (T)-1; and Nominated-1
  - f) Separate Legislative Group of JD-5; and Lok Shakti-2;
  - g) Kerala Congress-6; Revolutionary Socialist Party-5; Indian Congress (Socialist)-3; Muslim League-13; Kerala Congress (M)-5; Kerala Congress (Jacob)-2; Kerala Congress (B)-1; and JSS-1
  - h) Bahujan Samaj Party-11; Samajwadi Party-4; Bharatiya Republican Party-1; Janata Party-1; Aajay Bharat Party-1; Gondwana Gantantra Party-1; and Nominated-1
  - i) MPF-36; UPF-11; MCLP-9; and PDM-3
  - j) Mizo National Front (MNF)-21; and Mizoram Peoples' Congress-12
  - k) Biju Janta Dal-26; Jharkhand Mukti Morcha-4; and JPP-1
  - l) Bahujan Samaj Party-2; and RJD-1
  - m) Sikkim Democratic Front-25; Sikkim Sangram Parishad-3; Unattached-1; and Associate Member of Indian National Congress-1
  - n) DMK-164; TMC-(Moopnar)-38; Indian National League-5; Pattail Makkal Katchi-3; AIADMK-3; All India Forward Bloc-2; MGRADMK-1; Puthia Tamitagam-1; Unattached-1; and Nominated-1
  - o) RSP-2; and TLUS-4
  - p) DMK-8; TMC (Moopnar)-6; AIADMK-2; Pattail Makkal Katchi-1; and AIADMK-1

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