

15.21 hrs.

APPROPRIATION (NO. 3) BILL, 1967
—contd.

THE MINISTER OF STATE IN THE
MINISTRY OF FINANCE (SHRI K.
C. PANT) : On behalf of Shri Morarji
Desai, I beg to move† :

"That the Bill to authorise pay-
ment and appropriation of certain
further sums from and out of the
Consolidated Fund of India for the
services of the financial year 1967-
68, be taken into consideration."

MR. CHAIRMAN : The question is :

"That the Bill to authorise pay-
ment and appropriation of certain
further sums from and out of the
Consolidated Fund of India for the
services of the financial year 1967-68,
be taken into consideration."

The motion was adopted.

MR. CHAIRMAN : The question is :

"That clauses 1, 2, 3, the Schedule,
the Enacting Formula and the
Title stand part of the Bill."

The motion was adopted.

*Clauses 1, 2, 3, the Schedule, the
Enacting Formula and the Title were
added to the Bill.*

SHRI K. C. PANT : I move :

"That the Bill be passed."

MR. CHAIRMAN : The question is :

"That the Bill be passed."

The motion was adopted.

15.22 hrs.

APPROPRIATION (NO. 4) BILL, 1967
—contd.

THE MINISTER OF STATE IN THE
MINISTRY OF FINANCE (SHRI K.
C. PANT) : On behalf of Shri Morarji
Desi, I beg to move† :

"That the Bill to provide for the
authorisation of appropriation of

moneys out of the Consolidated
Fund of India to meet the amount
spent on certain services during the
financial year ended on the 31st
day of March, 1965, in excess of the
amounts granted for those services
and for that year, be taken into
consideration."

MR. CHAIRMAN : The question is :

"That the Bill to provide for the
authorisation of appropriation of
moneys out of the Consolidated Fund
of India to meet the amount spent
on certain services during the fi-
nancial year ended on the 31st day
of March, 1965, in excess of the
amounts granted for those services
and for that year, be taken into
consideration."

The motion was adopted.

MR. CHAIRMAN : The question is :

"That clauses 1, 2, 3, the Schedule,
Enacting Formula and the Title
stand part of the Bill."

The motion was adopted.

*Clauses 1, 2, 3, the Schedule, the
Enacting Formula and the Title were
added to the Bill.*

SHRI K. C. PANT : I move :

"That the Bill be passed."

MR. CHAIRMAN : The question is :

"That the Bill be passed."

The motion was adopted.

15.23 hrs.

†DEMAND FOR SUPPLEMENTARY
GRANT (MANIPUR), 1967-68

MR. CHAIRMAN : The House will
now take up discussion and voting on
the Supplementary Demand for Grant
in respect of the Budget of the Union
Territory of Manipur for the year
1967-68. There are no cut motions.

Motion moved :

DEMAND No. 38—CAPITAL OUTLAY ON
FLOOD CONTROL

"That a supplementary sum not
exceeding Rs. 3,00,000 be granted to

†Moved with the recommendation of the President.

the President out of the consolidated fund of the Union Territory of Manipur to defray the charges which will come in course of payment during the year ending the 31st day of March, 1968, in respect of 'Capital Outlay on Flood Control'."

SHRI M. MEGHACHANDRA (Inner Manipur): Mr. Chairman, Sir, it is very rare that Manipur is discussed in this House. A simple problem is being discussed today, that is, about the supplementary demand for grant of Rs. 3 lakhs. I am getting this opportunity to refer to the problems of Manipur when this particular demand for grant is taken up in the House. The amount of demand for grant is not so big. It is only Rs. 3 lakhs. The purpose for which the amount is demanded is an important one. So, as for me, I do not want to oppose the demand. But what I fear is whether this particular amount of Rs. 3 lakhs will be able to solve that particular problem.

There is the problem of flood control works. It is stated that there is already a provision for Rs. 4 lakhs. Now, it is also stated that there is a scheme drawn up for Rs. 14,75,900. But the supplementary demand for grant is only for Rs. 3 lakhs. I am not sure how the expenditure will be met. It is said that further Demand for Grants will come before this House if the expenditure so demanded is not met.

I take this opportunity to raise before this House the point as to why the Demand has come at all before this House. This Demand has come before the House! This is a Demand which should have been discussed and which should have been passed in the Assembly of Manipur. I want to assert that such a Demand could be properly discussed only in the Assembly there because the people in the Assembly will know what is the

programme, what is the work and what is the amount needed. But here, in the Parliament, the hon. members will not be able to know what is the work and whether the amount of Rs. 3 lakhs will be enough.

What has necessitated bringing the discussion of this Demand here? In this connection, I beg to refer to the President's Order of 25th October. That Order has suspended some provisions of the Government of Union Territories Act, 1963. The Order has suspended, not all, but only some of the provisions. It has suspended the Assembly for some purposes but it has kept the MLAs of the Manipur Assembly as such without any work for them. This has done some harm to the cause of Manipur. I submit that the suspension of the Assembly as such has not done any good to democracy, to the honest working of the Government. The President's Order suspending the Assembly only helps—and only helps a particular thing which I shall explain.

Why was the Assembly suspended? The Assembly was suspended because there was a tie between the Congress Party and the United Front. Out of 32 members, 16 belonged to Congress and 16 to the United Front. When there was a tie, what was the course to be adopted? The course to be adopted was not suspending the Assembly. The Order of the President of 25th October has given a way; the way is that it encourages defections. After the 25th October, you will find that there have been defections, there has been this wave of defection going on. This process has been there and as a result of that, now the Congress Party says that they have a majority. But my submission is that this temporary gain made by the Congress Party will not end, what is called, defection and defection is going on. There has been a degeneration in the political life of Manipur and the wave of defection is still going on. There will be no end to this defection even when the Congress Party claims a majority. As a

result, there will be no stable democratic Government responsible to the Assembly and responsible to the people. The people feel demoralised because there has been this defection not once, not even twice, but three times to the credit of some MLAs. If defection like this goes on, then I am sure the democratic life cannot function and as a result, people will not have faith in the working of democracy. I feel that the President's Order of 25th October does not do any good to the cause of the people, to the honest working of democracy. The suspension of the Assembly is not the way-out. The way-out is that the Assembly should have been dissolved, it should not have been suspended, and there should have been mid-term elections, a reference to the people, so that there will be a stable Council of Ministers, responsible to the Assembly. In that case, the supplementary demands for grants which have been brought in this House should have been discussed and passed in the Assembly of Manipur and that opportunity should have been given. Today because the Assembly has been suspended, the matter has been brought in this House. I submit, Sir, this particular order of the President of 25th October must be vacated and the way out is the dissolution of the Assembly and a reference to the people should be made so that these things might be taken up in the Assembly of Manipur. With these few words I do not want to oppose the particular demand.

SHRI SEQUEIRA (Marmagao): Mr. Chairman, Sir, Manipur is a Union Territory and like all Union Territories it was formed for the express purpose of accelerating the development in those areas. But, in effect, the rules and procedures that have been adopted do not help the acceleration that the Government of India once felt necessary in the development of these areas. I will give examples from my own Union Territory because I am not familiar with Manipur as I would have liked to be. Sir, the

budget of the Union Territory is discussed with the Central Government right down to the last comma and full stop and only when it has been so approved, is it placed before the legislature of the Union Territory and passed. Again one would take after this that the Union Territory would be free to spend the money, but that is not so. There are provisions in the Union Territories Act for Rules to be made for spending out of the Consolidated Fund of the Union Territory. But, in effect, these rules have not been drafted and what have been adapted are the rules of the Central Government which are not suitable for a territorial administration. For example, if you have a medical college and say, you have a Rs. 1 lakh demand passed by the Parliament and by the Territorial Assembly, in that one lakh, Rs. 30,000 is for the purchase of a bus. Now one would think that whoever is responsible in the territorial administration would be able to sanction this purchase, but he cannot. He has to come back here and get it sanctioned from here. That results in delays and very often in the lapse of the grants.

Then, Sir, for example, on the question of electricity, there is the budget, there is the power, but, on one occasion, there are no poles because the DGS&D which has been asked to buy them 8 months ago, has done nothing about that. Then, on the question of medicines, there are hospitals run by the Government, but there are no medicines. Why are there no medicines? Because they have to be bought by the Central Drugs Organization. You ask them, they take 4 months to give a certificate that medicines are not available. Once you have that certificate, the Lt. Governor, who usually has got the status of a Secretary to the Government of India, has got permission to buy, but he has powers to buy upto Rs. 1000 or 3000 worth of medicines which may not last even for 10 days. Then take the question of tenders. I learnt to my surprise the other day that some tenders in my Union Territory have

[Shri Sequeira]

not been opened because the documents could not be printed because they have to be printed by the central printing organization in Calcutta. No purchases can be made in my territory, of course, we have an added disadvantage of an inefficient Government—of course, that has to be solved there, not here. But, as far as the matter of decentralisation of powers is concerned, I would like to make with reference to Union Territories the following concrete suggestions :

(i) Initially only the total amount to be granted to the Union Territory should be approved by the Central Government with the Territorial Administration being left free to allocate it in detail within the general principles discussed.

Secondly, once this grant has been made, whatever further sanctions are required for the spending of the money should be given not by the Central Government but by the officers in the territorial administration and its administrator. All powers necessary should be available within that group.

Thirdly, in the case of supplementary grants, only in case additional funds are required and only to the extent of those additional funds should Central sanction be required. If it is merely a question of transferring from one head to another, the Territorial Assembly should be fully competent to do this and the Government there should be competent to introduce a Bill and get it passed.

As the hon. Minister is aware, there is a study team which is going into these matters, and I have had occasion to speak before them. But I would like him to think about making these changes even before the report is available, because the difficulties that are being experienced are quite genuine, and if these changes are made, the money that is available will be much better utilised and fully utilised.

THE MINISTER OF STATE IN THE MINISTRY OF FINANCE (SHRI K. C. PANT) : I have had the benefit of listening to two hon. Members. The purpose of this Demand is one with which no one can quarrel. In 1966 there were floods which washed away part of the town of Imphal and flooded the surrounding agricultural area. As a result of that, and in order to forestall the recurrence of this, a scheme was evolved to protect this area. In the Fourth Five Year Plan a certain amount of money was kept apart for it. In the current year a sum of Rs. 14.76 lakhs is likely to be required for this purpose. It envisages a number of schemes. Out of this, Rs. 4 lakhs were appropriated in 1966-67, and Rs. 4 lakhs for 1967-68 when it was found that this amount of money was not sufficient; then, there was an expenditure of Rs. 7 lakhs committed, and it is as a result of this that now the House is called upon to sanction this extra Rs. 3 lakhs for this purpose, with which, as I said, no one can quarrel. So, as far as the Demand goes, I am sure that I shall have the support of the House.

My hon. friend Shri M. Meghachandra raised the general issue of why this Demand was being discussed in the House. He went into the history of what happened in Manipur, which led to the President issuing that Proclamation. This is an old story really and I need not go into it. But I think he himself has argued in very strong terms in favour of the steps that the President had taken, when he has said that there have been so many defections, and democratic life could not function in these circumstances. He has said that people lose faith in democracy in these circumstances. He was really arguing my case when he said all this. I would only remind him that the step taken by the President was taken most reluctantly and it was taken under circumstances which I shall briefly recall.

The Congress Ministry was functioning in Manipur, and then it came in a

minority, and another Government formed by the Opposition was set up, and the Congress Party moved a no-confidence motion, and that no-confidence motion was taken up for discussion. On that day, the Deputy-Speaker resigned, and all the members of the Panel of Chairman also resigned. The discussion was to be taken up the next day. The Speaker also resigned. So there was nobody to take the Chair. After that, the commissioner called the leaders of both the parties and asked them if they could suggest the name of a Member for the Speaker's post so that the House could meet. Both of them expressed their inability to do so. In these circumstances it was impossible for the Assembly there to function, and it was only after that this Proclamation was issued, and, therefore, we are today called upon to vote upon this Supplementary Demand. If the situation is normalised there and if it is seen that Government and the Assembly can function there normally, I am sure this Government will be only too happy to see the normal situation restored.

My hon. friend Shri Sequeira has made various suggestions, and he has criticised the existing rules in relation to Union Territories. Really speaking, that does not strictly arise from the Demand we have before us. But since he had given a cut motion on the Demands (General), I would like to enlighten him on some of the steps that have been taken more recently.

Over the years, the Union Territories have been given more and more powers, but particularly, more recently, these powers have gone up. In March, 1965, the financial powers delegated to the administrators were considerably enhanced, and the power to sanction expenditure on schemes other than works was enhanced to Rs. 25 lakhs, on works up to Rs. 15 lakhs, on purchases up to Rs. 10 lakhs, and for contracts up to Rs. 10 lakhs with the approval of the Works Ad-

visory Board. Some powers were also delegated to the Chief Commissioner of Delhi who is now the Lt. Governor here. On a reference from the Lt. Governor of Goa, the question of delegating further powers to the administrators of Union Territories with legislatures was taken up recently. As a result of this review, enhanced powers have been delegated to the administrators on a number of items. The powers for sanctioning schemes have been enhanced up to Rs. 50 lakhs. Powers for creation of posts, reappropriation of funds, conveyance allowances, write-off of losses, grant deputation allowance etc. have been enhanced.

Apart from this, I may point out that the earlier administrators of Union Territories did not have the power to convert temporary posts into permanent ones. Recently, the Ministry of Finance have delegated the necessary powers in this regard also to the administrators. So, this matter is constantly under review and as the hon. Member himself has stated, a study team is going into it, and, therefore, I do not think that I need add anything more at this moment.

MR. CHAIRMAN : प्रश्न यह है कि :

"That a Supplementary sum not exceeding Rs. 3,00,000 be granted to the President out of the Consolidated Fund of the Union Territory of Manipur to defray the charges which will come in course of payment during the year ending the 31st day of March, 1968, in respect of Demand No. 38—Capital Outlay on Flood Control."

The motion was adopted.

14.52 hrs.

MANIPUR APPROPRIATION BILL.*
1967

THE MINISTER OF STATE IN THE
MINISTRY OF FINANCE (SHRI K.
C. PANT) : On behalf of Shri Morarji
Desai, I beg to move for leave to

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