

Shri B. R. Bhagat: About the Re-finance Corporation, a point was made by Mr. Patel as to whether the payments were grants or loans. The Government guarantees a minimum dividend and it is paid out of the Consolidated Fund of India. It is stipulated that, when the Corporation makes up a larger dividend, certainly it comes back; it can be used as a special reserve. As for the capital subscribed, there is no stipulation that capital will be refunded. The dividend increases. This is the standard pattern in all these enterprises.

With these words, I conclude.

Mr. Chairman: I now put Cut Motions 7, 8 and 9 to the vote of the House.

The Cut Motions were put and negatived.

Mr. Chairman: The question is:

"That the respective Supplementary sums not exceeding the amounts shown in the third column of the order paper be granted to the President to defray the charges which will come in course of payment during the year ending the 31st day of March, 1966, in respect of the following demands entered in the second column thereof—

Demands Nos. 16, 37, 39, 47, 83, 110, 121, 130, 133 and 140."

The motion was adopted.

16.40 hrs.

APPROPRIATION (No. 5) BILL,*
1965

The Minister of Planning (Shri B. E. Bhagat): I beg to move for leave to introduce a Bill to authorise payment and appropriation of certain

further sums from and out of the Consolidated Fund of India for the services of the financial year 1965-66.

Mr. Chairman: Motion moved:

"That leave be granted to introduce a Bill to authorise payment and appropriation of certain further sums from and out of the Consolidated Fund of India for the services of the financial year 1965-66."

Shri Ranga (Chittoor): I want to protest against the procedure that has been followed by Government in first of all taking up new services and then finding that they are in need of money and then straightway going to the Reserve Bank of India and drawing money from what is known as the Contingency Fund. There used to be the Consolidated Fund. But now they have created the Contingency Fund also. I do not know where and when through what authority this Contingency Fund has been brought into existence and operated. Even supposing it is there already in a duly constituted manner, I take objection to this procedure of Government depending upon themselves and drawing moneys from all these funds long before they come to Parliament and give any kind of information that they are creating a new service and, therefore, they are in need of money and so they are going to draw moneys from these funds.

We are accustomed to one thing. Sometimes, Government are obliged to spend very much more than what has been granted by Parliament. Therefore, they draw moneys from the Bank and later on they are regularised as excess grants; they come to the Public Accounts Committee later and ask for their sanction and support and then they come to this House and ask for its vote on those Demands.

But this innovation or procedure is one to which I take very strong objection, namely the idea of creating a

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new service and incurring expenditure on it and then coming to Parliament for its sanction. Properly speaking, at the time of the main budget or the supplementary budget they are expected to plan for one year, and come forward and say that these are the various items on which they want to spend and, therefore, they want the permission of the House in respect of those services. It is only on very rare occasions that they are allowed to think of new schemes and prepare new schemes and ask for additional amounts by way of supplementary grants. After those supplementary demands are passed, they can incur that expenditure in a legitimate manner. But we find now that all these procedures have been dismissed and Government have now taken upon themselves the freedom of thinking of a new service anytime they want. On the 25th September, they thought of a new service. Again during this month, they thought of a second service, namely the Institute of Russian Studies. The third one is the Institute of Constitutional and Parliamentary Studies. There was a supplementary budget which Government themselves had introduced during the last session, and surely it should have been possible for Government to think of all these things at that time. Instead of that, they seem to have taken upon themselves the freedom to think of any new item of expenditure any time they like and afterwards come to the House in a non-chalant manner and ask for the vote of the House on these supplementary grants, and in the meanwhile they begin to incur expenditure. I would like to know how they find money through this so-called Contingency Fund. All this smacks not only of financial luxury but also of financial irresponsibility and lack of respect towards the procedures of this House. Therefore, I trust that Government will make proper amends by at least assuring the House that hereafter they would be more careful in regard to the way in which they go about the public finance of this country.

Shri Hari Vishnu Kamath (Hoshangabad): On a point of order. Under rule 218(2) —

"At any time after the introduction in the House of an Appropriation Bill, the Speaker"

now you are Chairman, you have the powers of the Speaker—

"may allot a day or days, jointly or severally, for the completion of all or any of the stages involved in the passage of the Bill by the House, and when such allotment has been made"—

The Speaker shall allot a day or days; that means you have to fix a day or days, not just half an hour or one hour—

"the Speaker shall, at 17.00 hours on the allotted day or the last of the allotted days, as the case may be, forthwith put every question necessary"—

that is, at 17.00 hours, after the discussion on the allotted day or the last of the allotted days—

"to dispose of all the outstanding matters in connection with the stage or stages for which the day or days have been allotted."

Now the Bill has been introduced just now at the fag end of the day, at 4.40 p.m. I submit that under rule 218(2), it is not merely your duty but obligation to fix a day or days for the discussion of the Appropriation Bill and not rush the Bill through like this.

The Minister of Food and Agriculture (Shri C. Subramaniam): We are not considering the Bill. It is only being introduced now.

Shri Hari Vishnu Kamath: I thought we were proceeding with the consideration of the Bill.

Mr. Chairman: I thought at least Shri Kamath was quite attentive.

Shri Hari Vishnu Kamath: It was your mistake, partly. Shri Ranga was speaking on the merits of the Bill. At the introduction stage, that is not done. So I was within my rights to raise this objection.

Mr. Chairman: Prof. Ranga did not give me the impression that he was going to speak about those things.

Shri Hari Vishnu Kamath: You did not stop him either.

Mr. Chairman: I thought he was objecting to the introduction.

Shri Ranga: I opposed its very introduction.

Shri B. R. Bhagat: About the point raised . . .

Shri Hari Vishnu Kamath: Not now. After the introduction, that stage of consideration comes, the first stage.

Shri B. R. Bhagat: As for the objection to the Contingency Fund, I think it is contingent upon all the demands being passed as explained in the footnote. Everything is not contingent, including the substance of the supplementary grants. The Constitution itself under art. 267 makes provision for a special Contingency Fund of India from which in cases of urgent necessity we draw. When the Demands are voted, we reimburse the amount. So I do not think there is anything irresponsible about it.

Shri Ranga: No, no. You have not followed my speech, in which I made myself perfectly clear. There are two points. One is the objection I raised to the Contingency Fund. The other is about the creation of new services at any time, not at the time of the budget or even at the time of the supplementary budget, but any time and everytime you want.

Shri B. R. Bhagat: How can the hon. Member object to the Contingency Fund when it is provided for in the Constitution? Secondly, new services are created out of urgent necessity.

Shri Ranga: Not at any time.

Shri B. R. Bhagat: Not at any time but when it is considered urgently necessary, is the hon. Member contending that after the budget is passed in April nothing should happen?

Shri Ranga: No, no. There was another budget in September.

Mr. Chairman: These things can be discussed tomorrow.

Shri Hari Vishnu Kamath: Discussion is premature now.

Shri B. R. Bhagat: The world is too dynamic for Prof. Ranga.

Mr. Chairman: The question is:

"That leave be granted to introduce a bill to authorise payment and appropriation of certain further sums from and out of the Consolidated Fund of India for the services of the financial year 1965-66".

The motion was adopted.

Shri B. R. Bhagat: I introduce *the Bill.

I beg to move:

"That the Bill to authorise payment and appropriation of certain further sums from and out of the Consolidated Fund of India for the services of the financial year 1965-66 be taken into consideration."

Mr. Chairman: Motion moved:

"That the Bill to authorise payment and appropriation of certain further sums from and out of the Consolidated Fund of India for the services of the financial year 1965-66 be taken into consideration."

*Moved with the recommendation of the President.

†Introduced with the recommendations of the President.

Shri Hari Vishnu Kamath: Now I rise on a point of order under rule 218(2), which reads:

"At any time after the introduction in the House of an Appropriation Bill, the Speaker may allow a day or days, jointly or severally, for the passage of the Bill by the House . . ."

I hope he will be allotting two days at least for the completion of the several stages of the Bill. Certainly, within the meaning of the rule, today is ruled out. After the introduction of the Bill, you must fix a day or days. Tomorrow is the earliest day, and I hope it will go on for two days, till Monday. This is out of order. Discussion on this Bill will be out of order at this stage.

Mr. Chairman: He may read sub-rule (4) also. I hope he will find a satisfactory reply there. It reads:

"The debate on an Appropriation Bill shall be restricted to matters of public importance or administrative policy implied in the grants covered by the Bill which have not already been raised while the relevant demands for grants were under consideration."

Shri Hari Vishnu Kamath: That is admitted, but the fundamental point is that you will have to fix a day or days after the introduction of the Bill. You cannot fix today itself. The earliest is tomorrow for the discussion of the Bill. The rest is all right. You cannot move it today for discussion and pass it today. If the House passes it today it will be out of order.

Mr. Chairman: The Speaker, in his discretion, can allow it.

Shri Hari Vishnu Kamath: Where is it said? Unless it is a blanket rule, he cannot do it.

Mr. Chairman: Especially in an emergency.

Shri Hari Vishnu Kamath: You cannot override a specific rule. You can pass it tomorrow.

Shri H. N. Mukerjee (Calcutta Central): This is a mandatory rule as pointed out by Shri Kamath. The Speaker's discretion cannot come in, there being no reference to it in the rule. Of course, if you ask the House to waive every rule, that is a different matter.

Shri S. M. Banerjee (Kanpur): This question arose in this House in 1958 or 1959 if I remember aright, and the Speaker said that no discussion should be normally permitted on the Appropriation Bill on the ground that discussions take place exhaustively and conclusively on the Supplementary Demands for Grants. A point of order was raised by my learned friend Shri Naushir Bharucha and he argued that point, and ultimately it was ruled by the Speaker that discussion could take place. If I am given time, I can produce that ruling. We can discuss the Appropriation Bill, all the Clauses.

Shri Hari Vishnu Kamath: Cannot pass it today.

Mr. Chairman: It may not be passed, but we are considering the discussion. It has already been put on the Order Paper, and the Speaker, in his discretion, has allowed it. There are so many precedents.

Shri Hari Vishnu Kamath: An item appearing in the Order Paper does not mean that it is necessarily in order. We can raise a point of order at any stage, and prove to you that it is out of order, and that is what I have sought to show.

Mr. Chairman: For the guidance of the hon. Member, I am quoting this from the Manual of Business and Procedure in Lok Sabha. Clause IX says:

"In exceptional circumstances, however, the Speaker has allow-

[Mr. Chairman]

ed an Appropriation Bill to be introduced, considered and passed on the same day."

Shri Hari Vishnu Kamath: Where are the exceptional circumstances today? Are the heavens going to fall?

Mr. Chairman: I hope the Members will bear with me. I may point out that the Appropriation (No. 5) Bill, 1957 was introduced on 16th December, 1957 and considered and passed on the same day. It is for the Speaker to decide.

Shri Hari Vishnu Kamath: Let him decide.

Shri S. M. Banerjee: Let the House be adjourned.

Mr. Chairman: It may not be passed. The question is whether it can come up for discussion or not. We are considering that.

Shri Hari Vishnu Kamath: If you in your discretion allow it, well, I should say that the voting should not take place today; it could be passed only tomorrow.

Mr. Chairman: Is anyone wanting to participate?

Shri Hari Vishnu Kamath: Yes, Chairman Madam, I am sorry to note that the Minister of Finance and Planning has passed the buck—(Interruptions). I said buck, that is, buck passing, BUCK, not the bug—with regard to the Institute of Constitutional and Parliamentary Studies to higher quarters, to the Speaker. Naturally you cannot deal with it. But I do wish that he gives an assurance to the House that he would take up the matter of rack-renting with the Minister of Works and Housing and see to it that in the national interest the rent of Rs. 3,000 or Rs. 3,500 is not charged for the Institute,—Rs. 3,000 or so per month is the rent—we will not vote for that; will you?

Shri Ranga: No.

Shri Hari Vishnu Kamath: We shall not vote for it—I hope this matter will be pursued by the Minister, this otherwise competent Minister . . .

Shri B. R. Bhagat: I said that it was a matter between the Institute and the department.

Shri Hari Vishnu Kamath: Which department?

Shri B. R. Bhagat: I do not know. The point was raised by some hon. Members. It is a matter between the department concerned and the Institute. I do not come into the picture.

Shri Hari Vishnu Kamath: You have no locus standi there? The Minister of Works and Housing is the rack-renter. The Minister has fixed that rent. Certainly in the Council of Ministers, my hon. friend enjoys an equal status with the Minister of Works and Housing; both are Ministers of State, not Cabinet Ministers, unfortunately; he is at the top, he tops the Ministers of State, the Minister of Works and Housing and my hon. friend comes just below him, I believe, so that they are almost equal in status.

Shri B. R. Bhagat: We are not status-conscious.

Shri Hari Vishnu Kamath: Even though you are not, we are conscious, aware, of your status.

Mr. Chairman: Try to say something pertaining to the Bill.

Shri Hari Vishnu Kamath: I do not know, Chairman Madam, if this does not pertain to the Bill, what can or what will.

Mr. Chairman: Status of ministers and other things.

Shri Hari Vishnu Kamath: I raised the point, you were not in the House perhaps, I am sorry, at that time

when I raised those points. He has tried to answer them, but they are wholly unconvincing and unsatisfactory answers. I do not know whether Prof. Ranga is satisfied.

Shri Ranga: No, no.

Shri Hari Vishnu Kamath: I am still unsatisfied with the answer given to the points I raised about the Institute of Russian Studies also. I had raised a specific issue. While I welcomed its founding and establishment as a manifestation or symbol of increasing co-operation between India and the Soviet Union after the era of Stalin, during Khrushchev and Kosygin, I did raise a point whether the activities that are being outlined for the coming months, for the coming year, would include certain kinds which I specified in my brief observations, and I definitely asked him to give an assurance to the House that in spite of the increasing co-operation, friendship and what not that we are developing, or cultivating with the Soviet Union, I asked him to give an assurance and said that we should

be on guard against any kind of undesirable indoctrination. I do not think he remembered that point.

Shri B. R. Bhagat: I remembered that.

Shri Hari Vishnu Kamath: He glossed over that point.

Shri B. R. Bhagat: I remembered it; I do not think that the hon. Member expected an answer.

Shri Hari Vishnu Kamath: Oh, yes.

Mr. Chairman: Would he like to continue tomorrow?

Shri Hari Vishnu Kamath: We had better take it up tomorrow.

Mr. Chairman: The House stands adjourned.

17 hrs.

The Lok Sabha then adjourned till Eleven of the Clock on Friday, November 19th, 1965 | Kartika 28, 1887 (Saka).