

1	2	3	4
	Revenue Rs.	Capital Rs.	Revenue Rs. Capital Rs.
PARLIAMENT, DEPARTMENT OF PARLIAM- MENTARY AFFAIRS, SECRETARIATS OF THE PRESIDENT AND VICE-PRESIDENT AND UNION PUBLIC SERVICE COMMIS- SION			
106. Lok Sabha	1,57,95,000		7,59,76,000
107. Rajya Sabha	54,45,000		2,72,23,000
108. Department of Parliamentary Affairs	5,50,000		27,53,000
109. Secretariat of the Vice-President	1,45,000		7,25,000

SHRI SATYASADHAN CHAKRA-
BORTY (Calcutta South) : Sir, this has
been recorded ?

MR. SPEAKER : What ?

SHRI SATYASADHAN CHAKRA-
BORTY : You said 'No'. Your conscience
was speaking, Sir, because the House is voting
a huge amount of money without discussion.
And your conscience came out.....

MR. SPEAKER : My conscience is not
so weak. The 'Ayes' have it, the 'Ayes' have
it. The Outstanding Demands for Grants
relating to the Ministries and Departments are
passed.

SHRI SATYASADHAN CHAKRA-
BORTY : We are very sorry that no discus-
sion took place on them.

MR. SPEAKER : That is because you
took more time on the other Demands.

APPROPRIATION (No. 3) BILL*

THE MINISTER OF FINANCE (SHRI
PRANAB MUKHERJEE) : Sir, I beg to

move for leave to introduce a Bill to authorise
payment and appropriation of certain sums
from and out of the Consolidated Fund of
India for the services of the financial year
1983-84.

MR. SPEAKER : The question is :

“That leave be granted to introduce a
Bill to authorise payment and appro-
priation of certain sums from and out of
the Consolidated Funds of India for the
services of the financial year 1983-84.”

The Motion was adopted

SHRI PRANAB MUKHERJEE : Sir,
I introduce** the Bill. Sir, I beg to move** :

“That the Bill to authorise payment and
appropriation of certain sums from and
out of the Consolidated Fund of India
for the services of the financial year
1983-84, be taken into consideration.”

MR. SPEAKER : Motion Moved :

“That leave be granted that the Bill to
authorise payment and appropriation of

* Published in Gazette of India Extraordinary, Part II, Section 2 dated 26.4.1983.

** Introduced/Moved with the recommendation of the President.

(Mr. Speaker)

certain sums from and out of the Consolidated Fund of India for the services of the financial year 1983-84, be taken into consideration.”

DR. SUBRAMANIAM SWAMY (Calcutta South): I have three points to make.

You see this Appropriation Bill. It is an authorisation for Rs. 1,22,927 crores, plus some extra amount, whereas the Budget is for Rs. 34,000 crores. Obviously, there has been a lot of double counting, and there should have been an explanation given as to why he is seeking authorisation for Rs. 1,22,927 crores, and showing a Budget for only Rs. 34,000 crores. This is one point I would like to make.

Somehow I feel that -- I would not say of being cheated; that would be too strong-- I have been short-changed in this matter. (Interruptions) They say they are preparing for mid-term elections. I don't believe it.

Secondly, the Constitution is very specific on what is to be voted, and what is to be charged. The 'charged' items are listed thus: "The following items are 'charged'". Items which are under the 'charged' category cannot be subject to vote; but it says in the Constitution that the House shall not be prevented from discussing them. I have got the Appropriation Bill, and I am not able to figure out why certain sums are under 'charged' and why certain sums are under 'voted'. For example, it says that the President's salary should be a 'charged' item. That I accept; we don't have to discuss it. The Finance Minister's salary is under 'voted'. That is also OK; if he wants a raise in salary, we may say OK. He is doing his job well.

But I am surprised to see that the Home Ministry has got Rs. 130 crores in the 'charged' category. What do you do with this 'charged' category? There is no explanation.

About the 'voted' items, we know what they are for. But the 'charged' item is a mysterious item. Then Rs. 4384 crores are "Transfers to State Governments"--also under

'charged' items. We have not had an opportunity to discuss it. We find that this Budget is slowly slipping out of the hands of parliament. To-day, the Consolidated Fund is a very small fraction of the total finances of the Government--the Contingency Fund, of course is only Rs. 50 crores, but the public account which Government does not ever bring before us becomes larger and larger and in the Consolidated Fund of India, over which we need some control, we find that slowly, 77% of the money has gone into the 'charged' item, which means that we cannot vote on it; and only 23% is brought to us for our vote. I would like to say to the Minister: 'If you want completely to deprive Parliament of a say on how public money should be used then why bring in a Budget at all?'

I would not talk about how there could be levies one week before the Budget; but I would say that an explanation is necessary as to why Rs. 130 crores for the Home Ministry's budget are under 'charged' item, and why slowly we find that the proportion of money is getting to be more and more under the 'charged' items.

SHRI G.M. BANATWALLA (Ponnani): Dr. Subramaniam Swamy was just speaking. This is what will happen when you have a Seminar on budgetary allocations right at this time when the Budget is debated. So, he has come out with the same speech here also. (Interruptions) It is a compliment.

Sir, I rise to stress the need for better control on expenditure vis - a - vis the allocations that are authorized under the Appropriation Bill. Even the Public Accounts Committee in its 121st Report has been constrained to observe that financial discipline remains still a distant goal. This Committee, with respect to the year 1980-81 observed that there was an excess of expenditure in the Grants and appropriations of certain Ministries like Defence and Railways on the one hand; and substantial savings on the expenditure in various developmental and welfare activities of the Government, on the other.

It is disheartening to know that there was saving to the extent of Rs. 1,641.76 crore in such developmental and welfare activities

as agriculture Rs. 26.13 crores, irrigation Rs. 11.41 crores, energy Rs. 112.95 crores, village and small industry Rs. 12.73 crore, rural reconstruction Rs. 10.46 crores, social welfare Rs. 24 crores and so on.

Let us take up another head of expenditure which is called No. 265 other administrative services. I find a very shocking state of position. During the year 1981-82, the actual expenditure was Rs. 67.63 crore. The budget estimate for 1982-83 was placed at Rs. 414.49 crore, but the revised estimate came only to Rs. 60.78 crore. Once again, in the present budget estimate for 1983-84, we have the estimate at Rs. 350.15 crores. What a situation is this? I need hardly stress that it can be readily appreciated that such large variations seriously dilute and encroach upon the very significance and the meaning of budgetary exercise. Similarly, there is an item called "general economic services". We find a saving of nearly Rs. 15 crore as per the budget and the revised estimate for 1982-83. May I submit that this is a failure to utilize this amount with respect to general economic services? If the term of general economic services relates to such important items as foreign trade, export promotion, cooperation, expenditure on backward areas, this all represents a sad commentary on the government that claims to work.

The budget allocation for agriculture could not be utilized for 1982-83; and there is a saving of Rs. 27 crores. The budget and revised estimate speak of Rs. 313.51 crores and Rs. 286.88 crores respectively. At present the budget appropriation for 1983-84 has been placed at Rs. 332.24 crores. Further, there is a substantial increase in the budget and revised estimate for 1982-83 in respect of urban development, fiscal revenue, public works, dairy development, ports, light houses, shipping, etc. The point I am making is that these represent defective estimation of the requirement of funds. Therefore, I have risen to stress upon the need for timely review and monitoring of the expenditure and the progress of the expenditure, if the concept of budget and the allocation authorised under the Appropriation Bill are to have any significance whatsoever.

A few departments demands for grants have been guillotined. I am first referring to

the Department of Tourism. Here, I must say in fairness to the Department of Tourism that it had acquitted itself very commendably during the Asian games and the Seventh Non-Aligned Summit. Our hearties congratulations to the Department. However, tourism industry needs a greater attention, specially in view of our facing an unfavourable balance of position; and tourism stands fourth as export industry. We have a very conscientious Minister, a diligent and reasonable Minister. And therefore, we hope that greater attention will be paid to the Tourism Industry.

DR. SUBRAMANIAM SWAMY : If you do the same things for me, I will also praise you.

SHRI G. M. BANATWALLA : Further, it is said that as a tourist destination, India trails far behind such small countries like Hong Kong, Nepal and Bahamas. We have a large area—and we have innumerable centres—of tourist interest. Still, we attract a meagre 0.28 per cent of the world tourists. Not only that : Mr. Speaker, Sir, there is a persistent decline in the annual growth rate of the international tourist traffic to India. I draw the attention of the Government to the dismal picture we got when we look at the annual percentage increase in the tourist arrivals. It was 19.9 per cent in 1977 ; 16.8 per cent in 1978 ; 2.2 per cent in 1979 ;—all this was Janata Government time. Then when the present Government came, in 1980 it was 4.6 per cent ; in 1981 it was 6.6 per cent and in 1982 it was 0.5 per cent.

It is also disquieting that if you take the ITDC hotels and their occupancy rates, we find that the room occupancy percentage has declined from 73 per cent in 1979-80, to a budget estimate of 63 per cent during 1983-84.

We have a Transport Division which operates luxury cars, tourist cars and coaches. There has been an increase in the fleet strength from 263 in 1979-80 to 371 in 1982-83. Despite this increase in the fleet, the effective kilometres covered by the vehicles has declined : From 60.38 lakh kilometres in 1979-80 it has come down to 40.51 lakh kilometres in 1982-83. There is therefore a persistent increase in losses since the

(Shri G.N. Banatwalla)

year 1979-80. Here, I must also refer to another point.

I will hurry along a few ideas.

MR. SPEAKER : It is enough now. I have given you enough time.

SHRI G. M. BANATWALLA : Here I must also refer to the need for some schemes so that the tourist potentialities of Kerala are properly used. There is also a considerable delay in the execution of the project for an airport at Calicut. The tenders have now been invited for earthwork. I think that this project will now be taken up on a war footing.

We have some proposals for electoral reforms. A Cabinet Committee is considering them. Let them be expedited and let us have a system of proportional representation and a multi-member Election Commission.

I must refer to the report of the Gujral Committee for the Promotion of Urdu. The Committee was appointed in the year 1972 and the report was submitted in May 1975.

MR. SPEAKER : How do you bring that thing here ?

SHRI G. M. BANATWALLA : Still there is no implementation of it.

MR. SPEAKER : Now, please conclude.

DR. SUBRAMANIAM SWAMY : He must say something about Israel also.

SHRI G. M. BANATWALLA : Before I conclude, I must refer to an important problem that has come up and which needs the attention of the Government. The Government of Saudi Arabia have reportedly imposed severe restrictions on the entry of Haj pilgrims. All Haj pilgrims travelling by air can now enter Saudi Arabia after the fourth day of the month of Zil-Haj, while pilgrims going by sea will be allowed seven days before the Haj.

While we appreciate the difficulties that prompted the Saudi Government to impose these restrictions, the fact is that these restrictions will much adversely affect the number of Haj pilgrims from our country. About 21,000 pilgrims from India performed Haj last year. As a result of restrictions on the entry, the entire pressure of transport will be concentrated on just a few days. This will considerably reduce the number of pilgrims. I urge upon the Government to take up the matter with the Saudi Government. The Government of India must also see that adequate facilities for transport by air and sea are made available during the restricted period of time. As the situation now exists, the Moghul Lines from Bombay can hardly carry 11,000 pilgrims whereas formerly it could carry 15,000.

A final point and I will take my seat. Waqf property in several States is in illegal possession since long. I urge upon the Government to appoint special tribunals to vacate illegal possession at the earliest and all possible steps for the purpose be expedited.

THE MINISTER OF PARLIAMENTARY AFFAIRS, SPORTS AND WORKS AND HOUSING

SHRI BUTA SINGH : We have already completed it.

SHRI G. M. BANATWALLA : Have you got the vacation of the illegal possession? No, I only want that the whole process be expedited and special tribunals be appointed.

MR. SPEAKER : Now, Shri Mukherjee.

SHRI PRANAB MUKHERJEE : I will answer Dr. Swamy's question first.

DR. SUBRAMANIAM SWAMY : One day you will also become a Haji.

SHRI PRANAB MUKHERJEE : I would welcome that day.

SHRI SATYASADHAN CHAKRABORTY : One day you will also go to Haj.

SHRI PRANAB MUKHERJEE : I will take you along. (*Interruptions*)

DR. SUBRAMANIAM SWAMY : After you kill 1000 CPM rats you can go to Haj !

THE MINISTER OF ENERGY SHRI P. SHIV SHANKAR : Mr. Halder is restive.

SHRI PRANAB MUKHERJEE : I will leave it to them who will be a Haji by killing 1000 rats : (*Interruptions*)

The point which Dr. Swamy has mentioned is, why charged amount is shown at such an astronomical figure. I hope, he reads the Budget documents and the Demands for Grants carefully. If he looks at page 99, of Finance Ministry's Demands he will find that on debt repayment treasury bills account for Rs. 80,000 crores. This is both on the receipt side and on the expenditure side, which cancel each other. This is the mode of accounting and this is the concept of a gross budgeting. It is known to the hon. Members that it takes 91 days for the treasury bills to mature for discharge.

If he takes into account this character of treasury bills, it will account for the bulk of the charged amounts, which he has referred to.

In regard to the point why certain amounts are being shown under the head 'Charged' under the Ministry of Home Affairs or the Ministry of Agriculture, the definition is given in the Constitution itself under Article 112. Particularly, I would refer to clause (3) (g) there of read with Article 293 (2) where the transfer of resources to the States in the form of loans and advance are to be shown as charged amount. It is known to the hon. Members that even under the Ministry of Home Affairs certain important items like tribal sub-plan, tribal component plan, Scheduled Castes plan, are shown under the head of the Ministry of Home Affairs and amount being transferred to the State Governments as grants or loan.

By other important Ministries like Agriculture and others also, you will find some amount being shown as Charged. That answers his question. The entire debt repayment provision is about Rs. 80,9000 crores.

Mr. Banatwalla has mentioned about some other points pertaining to certain other Ministries. I am not going to touch them. Definitely, the Ministers are present here, they will take note of his points. In respect of other administrative heads, specially mentioned by him, there are 265 other Administrative Services". He said why the amount is not being liquidated every year ; he referred to two years budget being shown. Perhaps he is aware of it that under this head we show the consolidated figure for the instalments of Dearness Allowance. It is not possible at the time of the budget to indicate what would be the quantum of Dearness Allowance to be disbursed to the employees, not to speak of distributing it to the various Departments. Therefore, we provide the consolidated amount under this head and when the Dearness Allowances are announced and instalments are released, the respective departments draw the money. They show it under the Supplementary Grants. Therefore, this amount remains unutilised. Actual money does not remain unutilised but under this head it remains unutilised. This is the normal practice. Every year we shall have to do it. On one general point I will definitely agree with him that at least we should try to be more accurate in projecting the estimates so that the gap in projection of estimates and expenditure is not too big.

Particularly, in certain areas he has mentioned about certain developmental aspects and here too, so far as the role of the Central agencies is concerned, hardly there are few areas where the Central Government itself is the implementing agency. They ought to depend on the performance of the various State Governments. One glaring example is IRDP programme which is directly anti-poverty. In certain States, the actual amount to be disbursed was more than Rs. 36 crores. If 600 families per block are identified and average Rs. 5,000 to Rs. 7,000 are given per family,

then in two years the amount disbursed in that State should have been around Rs. 36 crores but the actual disbursement was Rs. 6 crores to Rs. 7 crores because the machinery to identify the families and to prepare the project was not ready, but in certain other States we find that they have gone beyond the target. When we show the consolidated figure under the Centre, we have to depend totally on these projects and the performance of the States. Under Central Ministries you will find in certain areas some amount of money will remain unutilised or under-utilised.

One point which he mentioned is about Urdu and Gujral Committee Report. On this point which he wanted to mention and which I got from your secretariat, I tried to collect information and I got the information from Education Ministry. I am told that it was decided in the meeting of Urdu Board on 7th January 1983 that the Report may be considered by the Standing Committee before it is discussed by the Board and the next meeting of the Standing Committee is scheduled to be held on 10th May, 1983.

SHRI G. M. BANATWALLA : Since 1972, meetings and meetings have been going on.

MR. SPEAKER : I shall now put the Motion for consideration to the House. The question is :

“That the Bill to authorise payment and appropriation of certain sums from and out of the Consolidated Fund of India for the services of the financial year 1983-84, be taken into consideration.”

The Motion was adopted.

MR. SPEAKER : We shall now take up clauses. The question is :

“That clauses 2 to 4 and the Schedule stand part of the Bill.”

The Motion was adopted.

Clauses 2 to 4 and the Schedule were added to the Bill.

Clause I, the Enacting Formula and the Title were added to the Bill.

SHRI PRANAB MUKHERJEE : Sir, I beg to move :

“That the Bill be passed.”

MR. SPEAKER : The question is :

“That the Bill be passed.”

The motion was adopted.

18.30 hrs.

RE : MOTION FOR ADJOURNMENT

MR. SPEAKER : I have to inform the House that the Adjournment Motion by Shri B. D. Singh to which leave was granted by the House today, will be taken up tomorrow at 4 p. m.

18.31 hrs.

The Lok Sabha then adjourned till Eleven of the Clock on April 27, 1983/Vaisakha 7, 1905 (Saka).