

MR. CHAIRMAN: I shall now put the Supplementary Demands for Grants (General) to vote.

The question is:

"That the respective Supplementary sums not exceeding the amounts on Revenue Account and Capital Account shown in the third column of the Order Paper be granted to the President out of the Consolidated Fund of India to defray the charges that will come in course of payment during the year ending the 31st day of March, 1978 in respect of the following demands entered in the second column thereof—

Demands Nos. 2, 4, 6, 7, 9, 12, 14 to 16, 21 to 23, 26, 30, 32, 33, 38 to 43, 46; 49; 53, 54, 56 to 61, 63, 64, 66, 69, 73, 81 to 84, 86, 89, 92, 95, 97 and 104."

The motion was adopted

APPROPRIATION (NO. 2) BILL* 78

MR. CHAIRMAN: We take up the next item; the Appropriation Bill.

The Minister to introduce the Bill.

THE MINISTER OF STATE IN THE MINISTRY OF FINANCE (SHRI SATISH AGARWAL): Sir, I beg to move for leave to introduce a Bill...

SHRI HARI VISHNU KAMATH (Hoshangabad): I rise on a point of order. I invite your attention to rule 76. I dare say that you will agree with me and so will the House that the rules of procedure and the provisions of the Constitution should not be violated or even bypassed either by the Treasury Benches or by the Opposition, neither by the left, nor by the right, nor by the centre of the House.

Rule 76 has been expressly made so that an air of desultory casualness

should not creep into the proceedings of the House. It says:

"No motion that a Bill be taken into consideration or be passed shall be made by any member other than the member in charge of the Bill...."

I am taking the two stages together so that it applies to the second stage also. It further says:

"...and no motion that a Bill be referred to a Select Committee or the House, or a Joint Committee of the Houses... shall be made by any member other than the member in charge...."

The member in charge is Mr. H. M. Patel; the Minister in charge is Mr. Patel...."

MR. CHAIRMAN: I have followed it. Instead of taking the time of the House, I would just let you know that there is the next proviso under which a permission can be sought. It has been done. For your information, I may tell you that it was addressed to the Speaker. It has been done already.

SHRI HARI VISHNU KAMATH: The House would like to know what has been done.

MR. CHAIRMAN: Permission has been given by the Speaker.

SHRI HARI VISHNU KAMATH: What is the reason?

MR. CHAIRMAN: It is the discretion of the Speaker. I need not tell you; it is not necessary.

15 hrs.

PROF. P. G. MAVALANKAR (Gandhinagar): I am on a different point of order. The Hon. Minister, according to Item No. 11, is about to

*Published in Gazette of India Extraordinary, Part II, section 2, dated 21-3-78.

introduce and thereafter move for passing of the Appropriation No. 1(2) Bill. That is Item No. 11 in the List of Business for today. He is going to do this with regard to the Appropriation Bill. My point of order is with regard to the procedure adopted. I invite attention to Rule 210. I will read out the relevant portions:

"218. (1) Subject to the provisions of the Constitution, the procedure in regard to an Appropriation Bill shall be the same as for Bills generally with such modifications as the Speaker may consider necessary.

(2) At any time after the introduction in the House of an Appropriation Bill, 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, at 17.00 hours on the allotted day or the last of the allotted days . . ." etc.

MR. CHAIRMAN: I think you will have to repeat it again as the Hon. Speaker has come.

15.02 hrs.

[MR. SPEAKER in the Chair]

PROF. P. G. MAVALANKAR: If I may repeat what I have said, I am on a point of order with regard to the procedure adopted for introduction, consideration and passing of the Appropriation (No. 2) Bill as per Item No. 11 of the List of Business for today. I invite attention to Rule 218 which says:

(1) Subject to the provisions of the Constitution, the procedure in regard to an Appropriation Bill shall be the same as Bills generally with such modifications as the Speaker may consider necessary.

(2) At any time after the introduction in the House of an Appropriation Bill, 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, 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 to dispose of all the outstanding matters in connection with the stage or stages for which the day or days have been allotted.

Sir, if you read these two paragraphs my submission is that what the House did yesterday evening, towards the lag end of the day, and what we are about to do now is, in my opinion, not in accordance with part (2) of Rule 218 because it clearly says that after the introduction in the House of an Appropriation Bill, the Speaker shall allot time. But here is a Minister who is doing everything together, in the same breath he is introducing the Bill and is moving it for consideration and for passing.

MR. SPEAKER: He is doing it with the permission of the Chair.

PROF. P. G. MAVALANKAR: I know, but if the Chief goes on giving permission like this, what happens? In this particular case, you may have given the permission, but, with great respect, I invite attention to sub-rule (2). The whole purpose of it is to see that it is not guillotined, but now the whole discussion is guillotined. You must have seen that yesterday the House was caught unaware because nobody knew, from the opposition benches or other benches. The ruling Party may be happy, naturally, that without discussion the demand is being passed but surely, the Opposition cannot be taken unawares like that. Immediately, I spoke yesterday and the matter went on today. But before he does that today again, I would like you to kindly reconsider the matter and see that only the introduction of the Appropriation Bill is done today in the House. He is introducing the

Bill now and immediately, in the same breath, within a matter of minutes, he would be moving it for consideration and also for passing. This is a dangerous practice. It amounts to guillotining the discussion. I can understand guillotining at the end of the various Demands towards the end of April, but not at this stage. Why should Government hurry up like this? They can introduce the Appropriation Bill today and have the discussion tomorrow.

THE MINISTER OF STEEL AND MINES (SHRI BIJU PATNAIK): The Rajya Sabha is adjourning after tomorrow, and this has to be passed before the end of this month. I agree with what the hon. Member says and what the normal practice should be, but because of the urgency of the situation, I would request the hon. Members of the Opposition and others to bear with us. Only this would have been the consideration.

श्री नाथू सिंह (दौसा) : अध्यक्ष महोदय, मैं रूल 218 के सब-रूल 2 के अन्तर्गत बोल रहा हूँ— इस रूल में लिखा है—

“सभा में विनियोग विधेयक के पुर-स्थापित होने के बाद किसी भी समय, अध्यक्ष सभा द्वारा विधेयक के पारण में अंतर्प्रस्त सभी या किसी प्रक्रम को पूरा करने के लिये संयुक्त रूप से या अलग-अलग एक या कई दिन नियत कर सकेगा...”

इस लिये जिस दिन बिल इंट्रोड्यूस किया जाता है, उसी दिन उस को पास नहीं किया जा सकता है और जैसा कि मंत्री महोदय ने कहा कि राज्य सभा के कारण ऐसा किया जा रहा है, अगर यह प्रेक्टिस हाउस के अन्दर प्रारम्भ कर दी जायगी, तो आगे इस रूल के अन्तर्गत गड़बड़ पैदा होगी। चाहे कितनी ही जल्दी क्यों न हो, हम रूल को तोड़ नहीं सकते हैं.....

SHRI BIJU PATNAIK: With the Speaker's permission, it can be done.

श्री नाथू सिंह : राज्य सभा को बढ़ाया जा सकता है, लेकिन इस तरह से एक गलत परम्परा पड़ जायगी। यह ठीक है कि स्पीकर चाहें तो ऐसा कर सकते हैं, लेकिन इस तरह से एक गलत परम्परा पड़ेगी।

SHRI VASANT SATHE (Akola): Sir, the object first to introduce the Appropriation Bill and then to fix a day to discuss it subsequently is to give sufficient time to the Members to consider it and only then express their views on it. Kindly look to sub-clause (4) of Rule 218:

“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.”

What is the object? After the grant of the various Ministries have been discussed and debated upon, if anything relating to policy or other public importance is left, that is discussed in the Appropriation Bill. We are putting the cart before the horse; we have not yet debated the demands. This is for 1977-78.

SHRI BIJU PATNAIK: The supplementary grants have already been discussed.

SHRI VASANT SATHE: Here is an Appropriation Bill for leave to introduce a Bill to authorise payment and appropriation of certain further sums from and out of the Consolidated Fund...for the Services of the financial year 1977-78.

PROF. P. G. MAVALANKAR: That we have already discussed.

SHRI VASANT SATHE: Even then kindly consider...

MR. SPEAKER: I have understood your point.

SHRI VASANT SATHE: The idea is that we should have enough time to study; the time should be fixed under sub-rule (2).

SHRI HARI VISHNU KAMATH: I request you to kindly bear this in mind that in view of the special circumstances that have been just now set forth before the House by the Steel Minister, by the strong Minister for Steel—after all he is a Steely Minister—and if at all you concede what he says, and if the Rajya Sabha session cannot be extended—I do not know why it cannot be extended; if it can be extended, well and good, otherwise, if it cannot be really extended, I would request you to give a ruling that this will not be a precedent, and this is an exception in the circumstances. Only as an exception he will be allowed to move.

SHRI BIJU PATNAIK: It is an acceptable proposal. . . .

MR. SPEAKER: Now I have understood your point. . . .

SHRI VAYALAR RAVI (Chirayinkil). There is some other government business listed here and if you want to take up your own Bill, it cannot be allowed.

SHRI BIJU PATNAIK: In the Rajya Sabha most of the members are about to go. . . .

MR. SPEAKER: I have understood the point.

Sub-rule (2) of Rule 218 leaves the discretion in the hands of the Speaker to see whether in an appropriate case, a separate day should be allotted or not. It is not mandatory that a separate day should be allotted because the rule says:

"At any time after the introduction in the House of an Appropriation Bill, the Speaker may allot a day or days, jointly or severally, for the completion of all or any of the stages. . . ."

So normally after the introduction of a Bill, a gap must be there so that Members can study the Bill and come prepared. But there are occasions; occasions have arisen in the past and occasions may arise in future also, when, for reasons of urgency of government work, the Speaker may find it proper to waive that. It is not correct to say that this is not a supplementary demand. It is supplementary demand and the fact that the Rajya Sabha is adjourning shortly is also an important consideration. The Bill has to be passed by the Rajya Sabha and then it must become a law before 31st March. In these circumstances, I overrule the objection and as a special case, allow this discussion to go on.

THE MINISTER OF STATE IN THE MINISTRY OF FINANCE (SHRI SATISH AGRAWAL): On behalf of Shri H. M. Patel, 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 1977-78.

MR. SPEAKER: 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 1977-78".

The motion was adopted.

SHRI SATISH AGRAWAL: I introduce/ of the Bill.

†On behalf of Shri H. M. PATEL: 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 1977-78, be taken into consideration".

†Introduced/moved with the recommendations of the President.

MR SPEAKER 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 1977-78 be taken into consideration

SHRI DHIRENDRANATH BASU (Katwa) This is practically a Supplementary Budget. The point is that considerable amount of money (crores of rupees) have been spent for the Agricultural Research Institute. The Demands of the Ministry of Agriculture and other Ministries have not yet come up before the Parliament for discussion. But we would like to know how the money has been spent.

I had an opportunity to visit the Agricultural Research Institute the other day. I have seen many equipments and small machineries have been built up but the unfortunate part is that they have no sales organization and no marketing organization. What the Ministry of Agriculture does in this regard we should know. Otherwise crores of rupees have already been sanctioned and spent up and we do not know how usefully they have been spent. That is why I feel these points should be discussed. Unless these points are discussed and unless we know if the hon. Members sitting here will be voting the demands only blindly. Sir, the fact remains that most of the equipment and most of the machineries—they have got very nice machinery and I must congratulate our engineers for that—are lying there but no sales organization has been built up. They cannot sell these to the village farmers. So we want to know what they propose to do in this regard. I will request you to direct the Ministry to place all these facts before the Bill is passed. Our Minister of Steel who is steel at heart has said that this should be passed now. There is no time to discuss it. I want to bring it to his notice that things are going in such a way as if there is no objective Plan. There is no plan for sales promotion, Agricultural

equipments are rotting there. Those should go to the villages. So a Sales Organisation be set up so that the village farmers for whom this machinery has been built can get the benefit. That is my request.

SHRI SATISH AGRAWAL: Whatever the hon. member has said, I shall bring it to the notice of the Minister.

SHRI VAYALAR RAVI (Chirayinkeil): I shall bear in mind the limitation of the time. I shall not take much of the time of this House.

All the items are there. It starts from the Ministry of Agriculture to the Department of Electronics. In every item there is a problem. Money had to be spent. I do not want to go into the details of each. I shall mention one or two points.

Village and small scale industries have been mentioned and some money has been spent. This Government has pronounced from the house top that their policy is to eradicate unemployment within ten years. When you proclaim eradication of unemployment within ten years, there should be direction in such a way that people may understand that you are moving in that way. The policy of the Government should be to give more employment and see that people should not be thrown out of employment especially in the rural sector.

Myself hon. Speaker and many people have come from the area where coconut trees are in plenty, fibre is in plenty and there is a very flourishing industry called the coir industry.

MR SPEAKER In Appropriation Bill

SHRI VAYALAR RAVI: I am raising a policy matter.

MR SPEAKER In Appropriation Bill this is not allowed. Be brief.

SHRI VAYALAR RAVI: I am referring to the policy matter of the rural employment.

[Shri Vayalar Ravi]

This industry is giving rural employment, in different sectors—3/4th sector of the coir industry and it is employing 1.3 lakhs of people. Mechanisation in the rural sector is the policy of the Government or not, this point I am raising. Unfortunately during the regime of the previous Government licence had been obtained saying that for making mats, a licence had to be applied for. The Coir Board admitted that they made a mistake. It has been manipulated and licence has been issued by the Commerce Ministry and that of the mattings also. Fraud takes place. It has been admitted before the Coir Board Enquiry Commission. Now machine has been installed in some places. It means about fifteen thousand rural people employed in weaving have been thrown out of employment. This product is 50 per cent of the ordinary price of the coir product. We had already spent money last year. I want to know what is your policy in regard to the rural employment? Is it your policy to throw people out of employment? I am talking of the rural sector. Do you want to give them employment? The argument put forth by the Minister is not convincing because you do not get foreign exchange. It is all manipulated by one gentleman, with the collaboration of some people in the Ministry. So far as policy of the Industry Ministry is concerned, I question it. I wish that a categorical statement may be made.

The total number of employees in the Ministry of Communication is about 6 lakhs. Out of this 2.3 lakhs are called Extra Departmental Employees. They are getting a salary of Rs. 81 to Rs. 110. They work more than eight hours a day. They cannot take leave. They have to apply in advance and all that. They work like slaves. It was a practice which was there in the British days and this is being continued all along. I only want to know this: Will you continue to treat these people

as your slaves? No other facilities of a Government servant are there for them. No other protection as a Government servant is available for them. They are at the mercy of the officers. They are not regularised so far. When you speak of your employees, what is your policy towards these Extra Departmental Personnel, who are clamouring for various things? You should be magnanimous. I want to know one thing more about the P&T Board. Sir, the P&T Board is a purely technical institution. Now, they have introduced a new system. They have posted a man who does not know anything about the P&T Technicalities and so on. A raw man from the IAS Cadre has been posted there. It is a very dangerous thing, I may tell you, Sir. The P&T Board as a whole has to do a technical job, and the person should be a technical person, who should manage this institution in an efficient way. Therefore, Sir, I completely disapprove of this arrangement. They are putting this outsider who is in the IAS Cadre, as Chairman of the P&T Board. Sir this practice should be discontinued.

With these words I conclude.

SHRI VASANT SATHE (Akola): I would like to draw the attention of the Government to certain policy matters concerning Family Welfare Ministry, Works and Housing Ministry and the Ministry of Electronics. I would like to know one thing about Family Planning. They have now dropped that word Family Planning and now they say, it is Family Welfare. Now, while the Government has spent this amount during their dynamic year, what is the policy pursued by the present Government? It is common knowledge that population explosion was threatening this country and certain measures were to be taken. Under certain fobia, the present Government thought that there were large-scale sterilisations, vasectomy and all that and therefore, they cried halt to all the family planning programmes. It is common knowledge in this country that now the birth rate is

again on the increase. By the turn of the century our country's population will be nearly 100 crores. Land being limited, how are you going to feed the population? How are you going to provide these people with additional employment? He have seen the fanciful policies of our Health Minister.

MR. SPEAKER: Regarding this, you will have an opportunity to speak on this subject.

SHRI VASANT SATHE: They should give up these fanciful notions about the rhythm method and this and that. This will land us in very great difficulties. This is my first submission.

The second thing which I want to submit is this. I would like to know as to what is their policy regarding Works and Housing. Only today we have seen this in the newspapers. With a vengeance they have demolished two temples. Now, Sir, this Government with a vengeance, has started demolishing even the temples, I would like to know what is their policy. Are they going to demolish the temples, mosques, churches and everything constructed under the so-called Public Property Act? This is one thing.

On the subject of science and technology again....

MR. SPEAKER: The Minister will not be able to reply. (*Interruptions*)

SHRI VASANT SATHE: To-day, Sir, the entire scientific world and the scientists of this country are feeling disheartened.

MR. SPEAKER: He won't be able to answer that.

SHRI VASANT SATHE: Sir, the matter is urgent.

MR. SPEAKER: In fact, I have liberalised that a little.

SHRI VASANT SATHE: Sir, a man like Shri Ramanna (*Interruptions*)....

SHRI H. L. PATWARI (Mangaldoi)**

MR. SPEAKER: Don't record.

SHRI VASANT SATHE: I am only inviting your attention and the attention of this Government, through you, that a man like Shri Ramanna, an eminent scientist, a man of research, who brought about the explosion at Pokharan, which raised the image of India, throughout the world, as the Sixth Nation on Nuclear Explosion, has to be brought behind the Bureau here—it is a loss to the nation—without his consent; he was given two days—either he has to come here or to get out. What will he do? I do not understand the policy of the Government. Because these matters are of such importance, my point is to draw attention to this.

MR. SPEAKER: Shri Chandrappan, Please be brief.

SHRI C. K. CHANDRAPPAN (Cannanore): Sir, I thank you very much for allowing me to speak on this vitally important point.

My hon. friend, Shri Ravi, raised the question as to what is happening to the coir industry in the country. On the policy of mechanisation, Government says that they have not taken any decision finally. What is more objectionable is this. Government gave a solemn assurance to the Government of Kerala that it would take a final decision and then the Kerala Government would be informed about it. But, the decision, according to official sources has not yet been taken. But, before a decision has been taken about their policy, they have asked the Export Clearance Inspection Agency in Cochin to clear all those mats which have been illegally manufactured by the mechanised factory. That means before a decision has been taken, they

[Shri C. K. Chandrappan]

are trying to patronise these people who are manufacturing the mechanised mats for exports. (*Interruptions*). Another thing is this. There was a Conference held recently in Rome (FAO) and there was a delegation attending on behalf of the Government.

In that Conference, the very industrialist who is involved in the mechanised mat manufacture and other coir products Shri Ravi Karunakaran had been allowed. He was not selected for that Delegation by Government. I would like the Government to look into this matter. It is very important.

Secondly, there is another problem—the problem of cashew distribution policy. I am not speaking about the new policy. Government have already established a well defined policy in regard to the distribution of raw cashewnuts to those factories which were in the industry for several years. Now, suddenly, the Government is going to revise the policy in such a manner by which already the industry which is not in a position to provide full employment to lakhs of people who are involved in it is being allowed to set up new factories. They are not new factories in the real sense of the term. These are the manufacturers in Kerala who want to scuttle the minimum wage, policy and other rights of the employees and they are going to the other States where such acts are not enforced and they are trying to make more profits. The Government, if they are interested in the well-being of the poor people and the workers, should not allow this process to take place. But I am sorry to say that the Government is allowing this process to take place and the industry to shift from Kerala to other places. I would like to take this opportunity to draw the attention of the Government to this important problem.

Sir, both the Finance Minister and the Steel Minister are present in the

House. Here is a Demand for Ministry of Finance. I would like the Minister to enlighten us as to what is their policy in regard to collection of revenue arrears which are increasing. According to one figure the arrears are to the tune of Rs. 1,002 crores which are still pending from big industrial houses and other big people who are tax-payers. Out of this Rs. 11 crores are from the House of Birlas. Whether the Government would like to take some action against these people so that this money can be utilised for creating a better situation in the country.

Lastly I would like to know from the Minister of Steel and Mines as to how he would utilise the valuable mineral resources like iron-ore etc. recently found in Kerala. Please enlighten the House whether you are going to utilise this industrially so that the people there will get some employment and the country additional wealth.

SHRI SATISH AGRAWAL: Sir, hon'ble Members Shri Vayalar Ravi and Shri Chandrappan have referred to the coir industry. I have already said that this matter will be brought to the notice of the Industry Minister.

Sir, as regards the point about tax arrears I would like to say that the figure quoted by the hon'ble Members is not correct. It is not more than rupees one thousand crores. It is near about Rs. 700 crores. Sir, majority of these arrears are pending adjudication in the courts and there are stay orders. The amount is increasing year by year. It is not that these arrears are only for the year 1977-78. They are coming over the last ten, fifteen and twenty years. We are realising the arrears but again they increase. Sixty to seventy per cent of these matters are pending in courts. We shall do our best to realise all the tax arrears wherever possible without the fear of anybody howsoever high he may be. This much assurance I can give to the House.

MR. SPEAKER: You will also inform the Health Minister about family planning.

SHRI SATISH AGRAWAL: Yes, Sir.

MR. SPEAKER: The question is:

"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 1977-78, be taken into consideration."

The motion was adopted.

MR. SPEAKER: The question is:

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

The motion was adopted.

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

SHRI SATISH AGRAWAL: I beg to move:

"That the Bill be passed."

MR. SPEAKER: The question is:

"That the Bill be passed."

The motion was adopted.

15.36 hrs.

MIZORAM BUDGET, 1978-79 DEMANDS* FOR GRANTS ON ACCOUNT (MIZORAM), 1978-79, AND SUPPLEMENTARY DEMANDS* FOR GRANTS (MIZORAM), 1977-78

MR. SPEAKER: Now, we take up General Discussion on the Mizoram Budget, Discussion and voting on the Demands for Grants on Account, Mizoram for 1978-79 and the Supplementary Demands for Grants (Mizoram) for 1977-78.

Motions moved:

"That the respective sums not exceeding the amounts on Revenue Account and Capital Account shown in the third column of the Order Paper, be granted to the President out of the Consolidated Fund of the Union Territory of Mizoram, on account for or towards defraying the charges during the year ending on the 31st day of March, 1979, in respect of the heads of demands entered in the second column thereof against Demands Nos 1 to 41."

"That the respective Supplementary sums not exceeding the amounts on Revenue Account and Capital Account shown in the third column of the Order Paper, be granted to the President out of the Consolidated Fund of the Union Territory of Mizoram to defray the charges that will come in course of payment during the year ending on the 31st day of March, 1978, in respect of the following demands entered in the second column thereof—

Demands Nos. 4, 5, 8, 11, 13, 14, 16, 17, 19 to 26, 31, 32, 34 to 37, 40, 42 to 44, 46, 47, 51 and 52."

*Moved with the recommendation of the President.