

1765 *Appropriation* BHADRA 4, 1890 (SAKA) D.E.G. General 1766
(No. 3) Bill 1965-66

Demands Nos. 8, 26, 45, 55, 56,
58, 66, 67, 71, 78 and 113."

The motion was adopted.

17.08 hrs.

APPROPRIATION (No. 3) BILL, *
1968

THE DEPUTY MINISTER IN THE
MINISTRY OF FINANCE (SHRI
JAGANNATH PAHADIA) : I beg
to move for leave to introduce a Bill
to authorise payment and appropri-
ation of certain further sums from and
out of the Consolidated Fund of India
for the services of the financial year
1968-69.

MR. DEPUTY SPEAKER : The
question is :

"That leave be granted to intro-
duce 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 1968-69."

The motion was adopted.

SHRI JAGANNATH PAHADIA :
I introduce †the Bill.

Now, 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 1968-69,
be taken into consideration."

MR. DEPUTY-SPEAKER : 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 1968-69,
be taken into consideration."

The motion was adopted.

MR. DEPUTY-SPEAKER : The
question is :

"That clause 2, clause 3 and the
Schedule stand part of the Bill."

The motion was adopted.

*Clause 2, Clause 3, and the Schedule
were added to the Bill.*

*Clause 1, the Enacting Formula
and the Title were then added to the
Bill.*

SHRI JAGANNATH PAHADIA :
I move :

"That the Bill be passed."

MR. DEPUTY-SPEAKER : The
question is :

"That the Bill be passed."

The motion was adopted.

17.10 hrs.

DEMANDS †FOR EXCESS GRANTS
(GENERAL), 1965-66

MR. DEPUTY-SPEAKER : The
House will now take up discussion on
the Demands for Excess Grants in
respect of the Budget (General) for
1965-66.

DEMAND No. 3—AVIATION

MR. DEPUTY-SPEAKER : Mo-
tion moved :

"That a sum of Rs. 8,43,983 be
granted to the President to make
good and excess on the grant in
respect of 'Demand No. 3—Avia-
tion' for the year ended the 31st
day of March, 1966."

DEMAND No. 11—DEFENCE SERVICES,
EFFECTIVE —ARMY

MR. DEPUTY-SPEAKER : Motion
moved :

* Published in Gazette of India Extraordinary, Part II, Section 2, dated 26-8-68.

† Introduced with the recommendation of the President.

‡ Moved with the recommendation of the President.

"That a sum of Rs. 4,81,43,495 be granted to the President to make good an excess on the grant in respect of Demand No. 11—Defence Services, Effective—Army, for the year ended the 31st day of March, 1966."

DEMAND NO. 12—DEFENCE SERVICES, EFFECTIVE—NAVY

MR. DEPUTY SPEAKER: Motion moved :

"That a sum of Rs. 1,33,62,489 be granted to the President to make good an excess on the grant in respect of Demand No. 12—Defence Service, Effective—Navy for the year ended the 31st day of March, 1966."

DEMAND NO. 22—TRIBAL AREAS

MR. DEPUTY-SPEAKER: Motion moved :

"That a sum of Rs. 56,09,269 be granted to the President to make good an excess on the grant in respect of Demand No. 22—Tribal Areas for the year ended the 31st day of March, 1966."

DEMAND NO. 23—EXTERNAL AFFAIRS

MR. DEPUTY-SPEAKER: Motion moved :

"That a sum of Rs. 10,25,075 be granted to the President to make good an excess on the grant in respect of Demand No. 23—External Affairs for the year ended the 31st day of March, 1966."

DEMAND NO. 26—CUSTOMS

MR. DEPUTY-SPEAKER: Motion moved :

"That a sum of Rs. 3,23,488 be granted to the President to make good an excess on the grant in respect of Demand No. 26—Customs for the year ended the 31st day of March, 1966."

DEMAND NO. 27—UNION EXCISE DUTIES

MR. DEPUTY-SPEAKER: Motion moved :

"That a sum of Rs. 14,34,746 be granted to the President to make good an excess on the grant in respect of Demand No. 27—Union Excise Duties for the year ended the 31st day of March, 1966."

DEMAND NO. 29—STAMPS

MR. DEPUTY-SPEAKER: Motion moved :

"That a sum of Rs. 26,25,973 be granted to the President to make good an excess on the grant in respect of Demand No. 29—Stamps for the year ended the 31st day of March, 1966."

DEMAND NO. 30—AUDIT

MR. DEPUTY-SPEAKER: Motion moved :

"That a sum of Rs. 96,871 be granted to the President to make good an excess on the grant in respect of Demand No. 30—Audit for the year ended the 31st day of March, 1966."

DEMAND NO. 35—TERRITORIAL AND POLITICAL PENSIONS

MR. DEPUTY-SPEAKER: Motion moved :

"That a sum of Rs. 41,728 be granted to the President to make good an excess on the grant in respect of Demand No. 35—Territorial and Political Pensions for the year ended the 31st day of March, 1966."

DEMAND NO. 36—OPIUM

MR. DEPUTY-SPEAKER: Motion moved :

"That a sum of Rs. 83,313 be granted to the President to make good an excess on the grant in respect of Demand No. 36—Opium for the year ended the 31st day of March, 1966."

DEMAND NO. 48—MINISTRY OF HEALTH

MR. DEPUTY-SPEAKER : Motion moved :

“That a sum of Rs. 70,283 be granted to the President to make good an excess on the grant in respect of Demand No. 48—Ministry of Health for the year ended the 31st day of March, 1966.”

DEMAND NO. 62—LACCADIVE, MINICOY AND AMINDIVI ISLANDS

MR. DEPUTY-SPEAKER : Motion moved :

“That a sum of Rs. 1,77,076 be granted to the President to make good an excess on the grant in respect of Demand No. 62—Laccadive, Minicoy and Amindivi Islands for the year ended the 31st day of March, 1966.”

DEMAND NO. 69—MINISTRY OF INFORMATION AND BROADCASTING

MR. DEPUTY-SPEAKER : Motion moved :

“That a sum of Rs. 35,318 be granted to the President to make good an excess on the grant in respect of Demand No. 69—Ministry of Information and Broadcasting for the year ended the 31st day of March, 1966”.

DEMAND NO. 70—BROADCASTING

MR. DEPUTY-SPEAKER : Motion moved :

“That a sum of Rs. 43,37,385 be granted to the President to make good an excess on the grant in respect of Demand No. 70—Broadcasting for the year ended the 31st day of March, 1966.”

DEMAND NO. 72—MINISTRY OF IRRIGATION AND POWER

MR. DEPUTY SPEAKER : Motion moved :

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“That a sum of Rs. 3,829 be granted to the President to make good an excess on the grant in respect of Demand No. 72—Ministry of Irrigation and Power for the year ended the 31st day of March, 1966”.

DEMAND NO. 82—MINISTRY OF PETROLEUM AND CHEMICALS

“That a sum of Rs. 17,487 be granted to the President to make good an excess on the grant in respect of Demand No. 82—Ministry of Petroleum and Chemicals for the year ended the 31st day of March, 1966.”

DEMAND NO. 83—OTHER REVENUE EXPENDITURE OF THE MINISTRY OF PETROLEUM AND CHEMICALS

MR. DEPUTY SPEAKER : Motion moved :

“That a sum of Rs. 29,95,487 be granted to the President to make good an excess on the grant in respect of Demand No. 83—Other Revenue Expenditure of the Ministry of Petroleum and Chemicals for the year ended the 31st day of March, 1966”.

DEMAND NO. 87—GEOLOGICAL SURVEY

MR. DEPUTY-SPEAKER : Motion moved :

“That a sum of Rs. 34,43,028 be granted to the President to make good an excess on the grant in respect of Demand No 87—Geological Survey for the year ended the 31st day of March, 1966”.

DEMAND NO. 91—COMMUNICATIONS (INCLUDING NATIONAL HIGHWAYS)

MR. DEPUTY-SPEAKER : Motion moved :

“That a sum of Rs. 19,12,945 be granted to the President to make good an excess on the grant in respect of Demand No. 91—Communications (Including National Highways) for the year ended the 31st day of March, 1966”.

DEMAND No. 94—OTHER REVENUE EXPENDITURE OF THE MINISTRY OF TRANSPORT

MR. DEPUTY-SPEAKER : Motion moved :

“That a sum of Rs. 1,00,854 be granted to the President to make good an excess on the grant in respect of Demand No. 94—Other Revenue Expenditure of the Ministry of Transport for the year ended the 31st day of March, 1966”.

DEMAND No. 98—OTHER REVENUE EXPENDITURE OF THE MINISTRY OF WORKS AND HOUSING

MR. DEPUTY-SPEAKER : Motion moved :

“That a sum of Rs. 1,15,844 be granted to the President to make good an excess on the grant in respect of Demand No. 98—Other Revenue Expenditure of the Ministry of Works and Housing for the year ended the 31st day of March, 1966”.

DEMAND No. 103—POSTS AND TELEGRAPHS—WORKING EXPENSES

MR. DEPUTY-SPEAKER : Motion moved :

“That a sum of Rs. 1,40,20,088 be granted to the President to make good an excess on the grant in respect of Demand No. 103—Posts and Telegraphs—Working Expenses for the year ended the 31st day of March, 1966.”

DEMAND No. 115—CAPITAL OUTLAY OF THE MINISTRY OF COMMERCE

MR. DEPUTY-SPEAKER : Motion moved :

“That a sum of Rs. 1,32, 767 be granted to the President to make good an excess on the grant in respect of Demand No. 115—Capital Outlay of the Ministry of Commerce for the year ended the 31st day of March, 1966”.

DEMAND No. 116—CAPITAL OUTLAY OF THE MINISTRY OF COMMUNITY DEVELOPMENT AND COOPERATION

MR. DEPUTY-SPEAKER : Motion moved :

“That a sum of Rs. 2,801 be granted to the President to make good an excess on the grant in respect of Demand No. 116—Capital Outlay of the Ministry of Community Development and Cooperation for the year ended the 31st day of March 1966.”

DEMAND No. 117—DEFENCE CAPITAL OUTLAY

MR. DEPUTY-SPEAKER : Motion moved :

“That a sum of Rs. 4,27,85,359 be granted to the President to make good an excess on the grant in respect of Demand No. 117—Defence Capital Outlay for the year ended the 31st day of March, 1966”.

DEMAND No. 119—CAPITAL OUTLAY OF THE MINISTRY OF EXTERNAL AFFAIRS

MR. DEPUTY-SPEAKER : Motion moved :

“That a sum of Rs. 18,75,379 be granted to the President to make good an excess on the grant in respect of Demand No. 119—Capital Outlay of the Ministry of External Affairs for the year ended the 31st day of March, 1966”.

MR. DEPUTY-SPEAKER : The Demands are now before the House.

SHRI S. KANDAPPAN (Mettur) : On a point of order, Sir. This matter has already been referred to, but still I would like to have your ruling on two points. Firstly, the expenditure was incurred in 1965-66. After 3 years, Government is coming before Parliament—that is the respect they show to Parliament—to regularise their anomalies and excess expenditure. Never in this Parliament has this happened before.

Secondly, on page 6 of the Excess Grants, it is mentioned :

“The excess disclosed in the Appropriation Accounts was Rs. 11,97,443, but the actual excess, which has been recommended for regularisation by the PAC is Rs. 10,25,075. The difference of Rs. 1,72,368, which represents the arithmetical error in calculating the value....”

If the Finance Ministry commits an arithmetical error in budget calculation, are we to rely on this Government and pass the budgets they are bringing before us? Can't they have a few arithmeticians who can calculate properly? This is ridiculous. I shudder to think what arithmetical errors they have committed which have gone unnoticed or which they are likely to commit in future. This is a very serious issue. I would seek your ruling on these two points.

SHRI LOBO PRABHU (Udipi) : This point was raised by me a few days ago when the Excess Grants for Railways came before the House. There was then occasion to refer to a ruling of the Speaker that these demands should be put up as soon as possible, without the intervention of the PAC. It is very necessary that we get an explanation from the ministry why they are disregarding this clear ruling of the Speaker. For a delay of three years, there can be no explanation except that the ministry does not care for Parliament and it is allowing its officers as much latitude as possible.

Secondly, these amounts which are in excess can be rectified at various stages. There is review of these amounts at least twice a year and at the end of the year, there is appropriation of the amount. Why should an excess of as much as Rs. 16.40 crores arise in this manner is very difficult to understand. There may be one excuse that in 1965-66, we were engaged in a war with Pakistan and that the expenditure under the navy

and army could not have been foreseen. But a scrutiny of the items even of the army would disclose that the expenditure was not of an emergent nature. Many of them are debits on account of customs, which would indicate that all the departments of Government take it in a very leisurely way.

Thirdly, budget is a very important part of the work of this House. Today we had the junior most minister present for the supplementary demands. The Finance Minister himself has not cared to come and the junior most minister has brushed aside everything saying that this has been discussed before. I would impress on you, as the custodian of the rights of the House, that you should allow members to make their points and insist that the ministers do not by pass them.

SHRI SHRI CHAND GOYAL (Chandigarh) : Mr. Deputy-Speaker Sir, I also join the other two learned speakers and I wish to remind that you were pleased to give a ruling or you were pleased to make an observation when this issue was raised on the occasion when we were discussing the Excess Grants in respect of the Railways. There also a reference was made to a very early ruling of your learned predecessor where it was clearly laid down that the Government is not at all to wait for the report of the Public Accounts Committee and as soon as it comes to the notice of the Government the Government has to bring the whole matter before the House. The excesses in respect of the Railways was a small amount but here we are confronted with a much larger amount and the House has been kept in ignorance for a period of three years. I want to make a humble submission in this behalf, that it is rather a serious matter and the Ministry need to be pulled up and told that they are not to conceal this matter for a considerable time from the House and at the earliest opportunity they should place all facts before the House. They should never wait

[Shri Shri Chand Goyal]

for the report of the Public Accounts Committee. I appeal to you that you uphold the old ruling already given by your predecessor and give a warning to the Minister to be more careful in future and as soon as it is pointed out by the Committee or as soon as it comes to their notice through some other source they must inform the House of that amount.

MR. DEPUTY-SPEAKER : A reference was made to the ruling that I gave the other day when the Excess Demands in respect of Railways were brought before the House. I made an observation while giving the ruling that I did not know what the practice was that was being followed in the House since that ruling was given. We have got the whole matter examined. The question was raised on a point of order by Shri Srinibas Misra and others. He referred to the Speaker's ruling and thereupon I upheld the objection in principle but allowed the Demands to be voted upon. Then we have got the whole position examined in consultation with the Public Accounts Committee Branch. The Public Accounts Committee Branch has said that after the Speaker's ruling in 1956 the matter was examined by the Public Accounts Committee and the Public Accounts Committee presented its 21st Report on 30-11-1956 laying down the procedure in regard to Excess Grants and according to that Excess Grants should be taken up in the House in the session in which the Public Accounts Committee presents its report thereon or in the following session. If we apply this test to the present delay I will have to say something. I will listen to the hon. Minister if he has any submission to make. If we apply this test, the Excess Grants for Railways were in time whereas these General Excess Grants which are being taken up today have been delayed. They should have been taken up during the last session at the latest.

THE MINISTER OF STATE IN THE MINISTRY OF FINANCE, (SHRI K. C. PANT) : Sir, I am very

grateful to you for clarifying the position in regard to the Speaker's ruling which was quoted here on the last occasion, and I hope the hon. Members will have noticed that we are following the correct procedure as approved by the Public Accounts Committee and as approved by the House also....

SHRI LOBO PRABHU : Does the Public Accounts Committee have power to override the Speaker ?

SHRI K. C. PANT : If I may explain the position, after the Speaker gave this ruling it was agreed that a note on the subject be sent in consultation with the Comptroller and Auditor General of India.

It did not end with the Speaker's ruling. This is what happened after that. A note was prepared accordingly and it was sent to the Lok Sabha on the 22nd November, 1956. Thereafter the PAC went into this and the revised procedure was also approved and recommended by the PAC, as the Deputy-Speaker just now mentioned, in their Twenty-first Report dated the 27th November 1956. He has already given us the gist of the new procedure and I need not go into that.

All I have to say is that the Government has been following the revised procedure since then and the presentation of the Excess Demands for 1965-66 is in accordance with the procedure approved by the PAC after the ruling of 22nd August 1956 referred to above.

The second point is that the PAC has recommended that the House should adopt these excesses. The PAC in their Twelfth, Thirteenth and Nineteenth Reports (Fourth Lok Sabha) presented to Parliament on the 12th December, 1967, 14th February, 1968 and 8th March, 1968, respectively have recommended that necessary grants be made by Parliament to regularise the expenditure in excess of the Grants voted and the appropriations made during the year 1965-66. That clears another point that Members may have in mind.

Coming to your point, Sir, which is quite valid, the Excess Demands are generally presented to Parliament in the Budget session but this year due to rush of Budget work connected with the Budgets of the Central and the State Governments and the delay in obtaining further information from the State Governments relevant to the classification of the items constituting one of the Excess Demands and the need for subsequent consultation with the Comptroller and Auditor-General, it was not possible to present the Excess Demands for 1965-66 in the last session. The demands for which Parliament is being approached for regularisation relate to Civil Departments, Defence and Posts and Telegraphs, 1965-66, and follow the above recommendations of the PAC.

MR. DEPUTY SPEAKER : He says that because of pressure of work it could not be done. But he has admitted that they ought to have been presented during the last session. That is enough.

SHRI S. KANDAPPAN : This pressure of work may be there in future years also. Will it be taken as an excuse in future also and they will not be presenting the Excess Demands in the Budget session? In case they are pressurised, is it not proper for them to extend the session for a while so that the convention is adhered.

SHRI K. C. PANT : The House is the master of its own procedure. If Shri Kandappan's view prevails, certainly.

SHRI LOBO PRABHU : Why was adjustment not done within the year in spite of revenues being available? It is a very large amount of Rs. 16.5 crores.

MR. DEPUTY SPEAKER : He has already said that they are going to adhere to this procedure laid down after the PAC examined the whole position and the Speaker accepted that position. Though he had given a ruling, that practice prevails here.

The only delay, as the Minister has admitted, is that it ought to have been presented during the last session.

SHRI S. KANDAPPAN : What about the arithmetical error? Is it also normal?

MR. DEPUTY SPEAKER : That is not a point of order.

Now we shall take up discussion and voting of the Excess Demands for Grants. I have explained last time that the scope of the debate is very limited. It is not a general debate. If anybody wants to make an observation, I will give him time subject to that.

Then, there are some cut motions given notice of by Shri Lobo Prabhu. Is he moving them?

SHRI LOBO PRABHU : I am moving all of them.

I beg to move :

"That the demand for an excess grant of a sum of Rs. 8,43,983 in respect of Aviation be reduced to Re. 1."

[Censuring the bad anticipation in two reviews of the grant on expenditure payable to other departments of Government (1)]

"That the demand for an excess grant of a sum of Rs. 4,81,43,495 in respect of Defence services, Effective-Army be reduced to Re. 1."

[Censuring an excess expenditure of nearly 5 crores due to failure to review the grant (2)]

"That the demand for an excess grant of a sum of Rs. 1,33,62,489 in respect of Defence Services, Effective-Navy be reduced to Re. 1."

[Censuring bad anticipation in two supplementary budgets, particularly in respect of customs duty the delay in respect of which upsets the budget also on the income side (3)]

"That the demand for an excess grant of a sum of Rs. 10,25,075 in respect of External Affairs be reduced to Re. 1."

[Censuring the unsatisfactory reporting of supplies made for many years to Bhutan and Sikkim (4)]

"That the demand for an excess grant of a sum of Rs. 43,37,385 in respect of Broadcasting be reduced to Re. 1."

[Censuring the considerable excess expenditure of 43 lakhs which should have been anticipated (5)]

"That the demand for an excess grant of a sum of Rs. 19,12,945 in respect of Communications (including National Highways) be reduced to Re. 1."

[Censuring the inexplicable delay in adjustment of accounts of works taken up during 1964-65 (6)]

"That the demand for an excess grant of a sum of Rs. 1,40,20,088 in respect of Posts and Telegraphs -Working Expenses be reduced to Re. 1."

[Censuring particularly the expenditure of 66.24 lakhs on contingencies which could have waited (7)]

MR. DEPUTY SPEAKER: The cut motions are also before the House.

श्री श्रीचन्द्र गोयल : उपाध्यक्ष महोदय, 31 अनुदानों पर जो 16 करोड़ 55 लाख रुपये अधिक खर्च किये गये हैं, आज उन को नियमित कराने के लिये यह प्रस्ताव सदन के सामने आया है। इस में कुछ रकमें वे हैं जो दिसम्बर, 1965 से सरकारी कर्मचारियों को भत्ते के रूप में दी गई हैं। मैं समझता हूँ कि यह उचित और मुनासिब प्रकार का व्यय है, क्योंकि सरकारी कर्मचारियों की जो लम्बे अर्से से चली आ रही मांग थी उस को पूरा करने के लिये वह रकम खर्च

की गई है। लेकिन वह समस्या आज भी हमारे सामने है—आगे इस प्रकार की स्थिति पैदा न हो, समय पर ही हमें सरकारी कर्मचारियों की मांगों को महसूस कर के, इस मंहगाई के जमाने में उनकी मांगों को पूरा कराना आवश्यक है। लेकिन मुझे दुख है कि सरकार का ध्यान अभी इस ओर पूरी तरह से नहीं गया है ताकि इस प्रकार की स्थिति आगे न आये और आन्दोलन के जरिये उन की बात को मान कर फिर इस पर अधिक रुपया खर्च करना पड़े। मैं समझता हूँ कि सरकार को आज इस बजट से शिक्षा लेने की आवश्यकता है।

इस में डिमाण्ड नं० 3—एवियेशन के सम्बन्ध में जो रकमें खर्च की गई हैं वे हवाई अड्डों पर पानी, बिजली और स्वच्छता के सिलसिले में खर्च की गई हैं। मैं नहीं समझता कि हवाई अड्डों पर जहां तक पानी, बिजली और स्वच्छता पर व्यय करने का प्रश्न है—वह कोई ऐसी मांग है जिसकी पहले से कल्पना न की जा सकती हो, अनुमान न लगाया जा सकता हो। इस प्रकार का व्यय करना, जिसके लिये सरकार को पहले से ही अनुमान लगाना चाहिये था, पहले से ही व्यवस्था करनी चाहिये थी—उचित नहीं था। अगर इस पर अंकुश नहीं रखा जायगा तो कोई भी महकमा चाहे जब फालतू रकम खर्च करके यहां पर मन्जूरी के लिये आने लगेगा। इस ओर सरकार को विशेष ध्यान देना चाहिये।

अनुदान 11-12 में 10 करोड़ 43 लाख रुपया अधिक खर्च किया गया है। यह रकम प्रतिरक्षा के सिलसिले में खर्च की गई है और किस स्थिति में खर्च की गई है, जब कि 22 करोड़ रुपये की सप्लीमेन्ट्री डिमाण्ड इस महकमे

के लिये पहले मांगी जा चुकी है। मैं इस बात को तब तो समझ सकता था कि शत्रु के आक्रमण के कारण कोई इस प्रकार की स्थिति पैदा हो गई होती जिसके कारण यह रुपया खर्च करना पड़ता, उस समय इस को स्वीकार करने में मुझे संकोच न होता, लेकिन यह खर्च किन चीजों पर किया गया है—मशीनरी पर किया गया है, मैन्यूफैक्चरिंग एण्ड रिसर्च इस्टैब्लिशमेन्ट्स पर किया गया है, जिसकी कल्पना सरकार को पहले से ही हो सकती थी, अकस्मात् यह विषय सरकार के सामने आ गया हो, ऐसी स्थिति नहीं है। जहां तक आज इस प्रतिरक्षा के महकमे का ताल्लुक है—इस में आज भी अनेकों चीजें ऐसी हैं, जिन पर ध्यान नहीं दिया गया है। पिछले दिनों जब रूस ने पाकिस्तान को शस्त्र देने का निश्चय किया, तब से मैं समझता हूँ कि हमारे देश के लिये जहां तक नये शस्त्र तैयार करने, नये शस्त्रों की सामग्री तैयार करने का प्रश्न है—वह एक महत्वपूर्ण प्रश्न है। खास तौर से आज दूसरे देशों का जो रवैया भारत के प्रति है—उस सिलसिले में क्या आज इस प्रकार की मांग मैं इस हाउस में नहीं कर सकता कि आज हमें अणु बम बनाने की भी आवश्यकता है, नये नये शस्त्र बनाने की आवश्यकता है। एमर-जैसी-कमीशन्ड अफसरों का मामला भी बहुत देर से चला आ रहा है, उन लोगों की शिकायतों को हम आज तक दूर नहीं कर पाये हैं, उन को आज तक रोजगार नहीं दे पाये हैं। आज इस माध्यम से मैं मंत्री महोदय से प्रार्थना करना चाहूंगा कि उन की मांगों की तरफ वे विशेष ध्यान दें।

इस में एक अनुदान नं० 22 है—जिसमें ट्राइबल एरियाज के लिये कुछ रुपया अधिक खर्च किया गया है। मैं

माननीय मंत्री जी से यह पूछना चाहता हूँ कि लाहौल और स्पिति के जो इलाके हिमाचल प्रदेश के कांगड़ा जिले में हैं, वे मुद्दत से ट्राइबल एरिया के तौर पर चले आ रहे थे, लेकिन पिछले दिनों एक नोटिफिकेशन के द्वारा सरकार ने इन इलाकों को ट्राइबल एरिया से अलग कर दिया है और जो लाभ या जिस प्रकार की रियायतें दूसरे ट्राइबल एरिया के लोगों को मिलती हैं, उन से इस एरिया के लोगों को वंचित कर दिया गया है। इस मौके पर मैं मंत्री महोदय से प्रार्थना करूंगा कि लाहौल और स्पिति के लोगों की आवश्यकताओं की तरफ, उन के जीवन की स्थिति का विचार करते हुए उन के लिये भी उचित प्रोव्जिजन रखने की आवश्यकता है। धन्यवाद!

SHRI LOBO PRABHU : Mr. Deputy-Speaker, Sir, in order to save time, I would like to comprehend my cut motions with my general objections.

I would begin by making an enquiry as to whether the Finance Ministry has any drill to take officers to account for their failure to make adjustments within the year, that is, the officers of the Finance Ministry, and, secondly, if they have any drill for taking explanations of officers who spend beyond the budgetary provisions. If these checks do not exist, you have a state of things that the budget is one thing and the working of the same is another. It does not reflect well on the Government and it is not fair to the Parliament or to the people that expenditure should be incurred like this. In respect of the grants, I am only choosing those on which I have moved cut motions.

The first grant is of Rs. 8 lakhs in respect of Aviation. This grant is rather a bad one because after two reviews the grant on this continued. Why the expenditure which was not of an emergent nature like execution

[Shri Lobo Prabhu]

by the CPWD and expenditure on water and electricity should not have been foreseen, calls for an explanation from the Ministry which was responsible, and now from the Finance Ministry. If there is any kind of leniency by the Finance Ministry in respect of such items which are easily avoidable or, if they are not avoidable, easily adjustable within the year, you will have the Ministries becoming independent of the Finance Ministry.

The second Cut Motion which I have is in respect of Defence Services—a very substantial amount of Rs. 4.81 crores. This also could be excused on the ground that we were engaged in hostilities, but when one peruses the items, one finds that they are by no means such as were involved in the actual front or in the actual emergencies of war. Rs. 4 crores were in respect of ordnance factories; they seem to have received more supplies than they anticipated. Rs. 9 lakhs were in respect of Military Farms, which were not at all involved in the hostilities. Therefore, it would appear that the Defence Ministry had not cared very much for the authority to spend.

Similarly, the next Demand for Navy includes items like provisions and water, oil and fuel, provision for customs duty, etc., which are not of an emergent nature and which cannot be forgiven on the ground that there were hostilities.

The next Demand which also deserves to be censured is that of the External Affairs Ministry. This relates to various accounts of supplies to Bhutan and Sikkim running over four to five years. Our administration must be in a bad way that for four to five years this expenditure could be incurred without anybody bringing it to account. It means that the External Affairs Ministry is rather external to the Government of this country and can go on in its own way.

The next item belongs to the Broadcasting Ministry which also includes items which are by no means of an emergent nature. The upward revision in dearness allowance for staff artistes, issue of more stores, all these items were within the knowledge of the Ministry when it was making up its appropriation statement in March and could have been brought to account at that time. There was no question of any emergency.

In respect of communications, including national highways—it is my luck that the Minister of Transport has just arrived—there has been quite a freedom to spend as much as the Ministry liked on the maintenance of national highways—Rs. 24 lakhs were spent at the end of the year and the excuse given was that it was due to flood damage to Delhi, Bihar and Mysore. The flood damage, if any, must have occurred in the monsoon time, and since then much water must have dried up to enable the Ministry to have obtained sanction for the works before the end of the year.

So this entry means that the Transport Ministry did not care at all for the budget of the Finance Ministry.

Adjustment of cost of materials for works taken up in Andhra Pradesh : I do not know why an exception is made in respect of Andhra Pradesh that it should take up works which are not sanctioned. At that time, we did not even have a Speaker from there to give any such treatment for Andhra !

So there are unanticipated deficits because of the rise in the cost of labour and materials all of which are items which any Ministry which took care of its work, took care of its spending officers, would have avoided.

Lastly, there is a demand in respect of Posts and Telegraphs involving a very large amount of Rs. 1.4 crores. One is quite accustomed to the Posts and

Telegraphs spending as much as it likes in the confidence that rates can be raised, but these particular items are more abnoxious than any in the ordinary budget. In respect of contingencies, no less than Rs. 66.24 lakhs, is involved. Expenditure on contingencies is always a suspicious type of expenditure and when it is in this large amount, it is one thing that the Finance Ministry should pay special attention to. Then printing and stationery, petty and other works are also items which should not have treated on the excess side, but should have been brought to account during the year.

I therefore say that generally speaking, the Finance Ministry has been treating other Ministries with a kind of motherly leniency. This may be good for their relations, but it is not good for the interests of the country, and I do hope that on this occasion the protests which have been registered will not be lost and that in future the Ministries will respect the Finance Ministry and the Finance Ministry will see that they do so.

SHRI K. RAMANI (Coimbatore) : I want to speak a few words in connection with the excess demands of the Commerce Ministry. The Ministry is functioning in a most unsatisfactory way.

Recently, the Ministry sponsored a special legislation and got it passed for taking over all sick textile mills. But no such mill has been taken over. That means they are not looking into what is happening in the textile industry in the country.

Some days ago, I had asked a question on this subject and I got a reply from the Minister that only 52 textile mills have been closed in the country. This figure is completely wrong, because in my own district of Coimbatore, more than 23 mills have been closed, and more have to be closed as the owners have given notice of closure. Throughout Tamil Nadu, more than 50 mills have been closed

or are on the verge of closure. The Government had even assured the Madras Government that they are prepared to help financially to purchase cotton yarn and create a buffer stock as they wanted to alleviate the distress of the workers.

MR. DEPUTY-SPEAKER : The scope of the discussion on the Demands for Excess Grants is very limited. You had some grievance and I allowed you. But on this point, the Minister would not be able to reply. If you have anything to say—as some other hon. Members have said—on these demands, why that expenditure was incurred, why it was not anticipated, etc. that will be within the scope of the discussion. Last time too, I had given my ruling on these lines. I gave more time to the discussion on supplementary demands because there you can raise so many issues. You have already said something about the closure of mills. But you should be relevant and refer only to excess demands.

SHRI K. RAMANI : Without expecting all these things, they are making such promises and ultimately they are not able to fulfil those promises. Now they have come before the House with these excess demands. This kind of functioning of the Commerce Ministry is not acceptable and no useful purpose would be served if it is allowed more money to be spent from the Exchequer. Therefore, I oppose these demands.

श्री मधु लिमये (मुंगेर) : उपाध्यक्ष महोदय, एक इन के वित्त मंत्रालय की मांग है और वह कस्टम के बारे में है। कस्टम ड्यूटी उस माल पर लगती है जोकि समुद्र से आता है, हवाई जहाज से आता है या जमीन से आता है। जमीन से जो माल आता है नैपाल का उस के बारे में केवल एक बात मैं कहना चाहता हूँ। नैपाल के साथ हमारा करार हुआ था और उस करार के तहत नैपाल में जो माल पैदा होता है वह बिना

[श्री मधु लिमये]

ड्यूटी दिये हमारे देश में आ सकता है। लेकिन इस संधि में और उस के साथ दूसरे जो करार हुए उनमें में यह बात बहुत साफ़ शब्दों में लिखी हुई है कि नैपाल में जो कच्चा माल उत्पन्न होता है उस के आधार पर जो कारखाने या उद्योग वहां पर चलते हैं उन उद्योगों का माल बिना ड्यूटी देश में आ सकता है। इस का मतलब यह है कि वह चीजें जोकि नैपाली कच्चे माल से पैदा नहीं होती हैं उन चीजों के लिए असल में यह छूट नहीं है। लेकिन वित्त मंत्रालय ने व्यापार मंत्रालय से गठबंधन करके उन की सलाह से इस तरीके का नोटिफिकेशन जारी किया है कि जो कच्चा माल बाहर से आता है जापान से कहिये, जर्मनी से कहिये और उस से जो चीजें बिराटनगर में बनती हैं उन पर केवल ड्यूटी की चोरी करने के लिए ऐसा किया गया है। अब जैसे कि यह नायलोन फ़ैब्रिक्स और यह स्टेनलैस स्टील ही को लेलें आप जानते हैं कि उन में क्या हो रहा है? एक जो स्टेनलैस स्टील की शीट आती है उस को थोड़ा मोड़ देते हैं। और फिर युटैसिल्ल के नाम पर वह हमारे देश के अन्दर आता है। अब युटैसिल्ल या बर्त्तन बनाने के लिए, तथाकथित बर्त्तन, स्टेनलैस स्टील यह कच्चा माल है, क्या यह नैपाल में तैयार होता है? लेकिन मैं यह कहना चाहता हूं कि हिन्दुस्तान के कुछ पूंजीपतियों ने वित्त और व्यापार मंत्रालय के अधिकारियों से मिल करके, जानबूझकर यह नोटिफिकेशन प्रकाशित करवाया है। इस का परिणाम यह हो रहा है कि 8 लाख का घाटा एक दिन में होता है। 8, 10 और 15 दिन हो गये। मैं ने प्रधान मंत्री को एक चिट्ठी लिखी, कोई जवाब नहीं आया। इसलिए 4 दिन पहले मैंने एक और चिट्ठी लिखी

है लेकिन न तो वित्त मंत्री जवाब देते हैं और न व्यापार मंत्री जवाब देते हैं। आप हम लोगों से हमेशा कहते हैं कि रचनात्मक मुझाव हम लोग दें तो मैं उन से जानना चाहूंगा कि यह जो इस तरह से सरकार को 8 लाख का घाटा एक दिन में हो रहा है उस के लिए उन के पास क्या जवाब है....

श्री कृष्णचन्द पन्त : माननीय सदस्य उत्तेजित न हों। उन्हें जवाब दिया जायेगा।

श्री मधु लिमये : आप की तरफ़ देखता हूं तो उत्तेजना कहां से आयेगी? आप का चेहरा देख कर तो खुशी होती है।

उपाध्यक्ष महोदय, मेरे कहने का यह मतलब है कि हिन्दुस्तान में जो हमारे उद्योग हैं उन को नुकसान हो रहा है। ड्यूटी की आमदनी हमारी ख़त्म हो रही है और नैपाल का भी कोई स्थायी फ़ायदा नहीं हो रहा है। अगर नैपाल का भी फ़ायदा हो जाता तो मैं समझ सकता था। नैपाल में जो कच्चा माल उत्पन्न होता है उस के आधार पर वहां कोई कारखाना खुलता है, औद्योगीकरण होता है तो मुझ को खुशी होती। लेकिन आज इस तरीके का काम हो रहा है और यह संधि में सारी बातें साफ़ होते हुए भी फिर भी मुझे जवाब नहीं मिल रहा है इसलिए मैंने उन को देख कर यह सवाल उठाया है।

THE MINISTER OF STATE IN THE MINISTRY OF FINANCE, (SHRI K. C. PANT) : Mr. Deputy-Speaker, Sir, first of all, I should like to point out that out of a total number of 154 grants and appropriations pertaining to the year 1965-66, excesses have occurred in 31 cases only. The total excess as is indicated in the document is Rs. 16.55 crores as against the final grants and appropriations amounting to Rs. 116,94.79 crores for the year; that is, the excess accounted for 0.14 per cent only.

I do not want to spell out the details of the excesses. They are given in the documents and the hon. Members have gone through them. I would like to say that the excesses in a majority of cases were due to late adjustments in accounts or unforeseen and urgent expenditure on security or operational needs or floods, droughts, etc. Some of the excesses relate to underestimation of the requirements, non-provision of funds for outstanding liabilities relating to previous years, and so on. There are also items like pensions and commutations where a precise estimation is not possible. Detailed explanations for the excesses have been incorporated in the footnotes below the respective demands.

This entire question of budgeting and financial control has been considered by the Government from time to time and has also come before this House on various occasions. Some years back, the Government had consultations with the Comptroller and Auditor-General, and it was decided to delegate financial powers to the administrative ministries and the subordinate formations with a view to securing speedy implementation of the development works. That has been followed up. A review has been undertaken, and new instructions have gone out in the light of the experiences of the past years. But broadly speaking, the Finance Ministry at any rate has impressed upon the ministries from time to time the need for seeing that these kinds of excesses do not occur. Every effort is being made to ensure that such excesses are reduced to the minimum.

But I would like to point out that excesses cannot be ruled out altogether particularly because of the system of latebook adjustments. Now, I would not like to go into the various detailed points that have been raised except to refer broadly to one or two specific items referred to by hon. Members. The item of contingencies was referred to by the hon. Member Shri Lobo Prabhu. This con-

sists of various items and I will not go into the break-up. But many of these are of a fixed nature and not susceptible of control. These items of payments could not possibly be held over for the next year as payments undisputably payable by Government should not ordinarily be left unpaid, and the payment already made during the year was not also to be kept out of account for incorporation in the next year's accounts. Therefore, the necessity for coming before this House with these excess grants has arisen.

The next point made by Shri Lobo Prabhu was in respect of defence services. He himself recognised the fact that this was the year in which Pakistan launched an attack on India, and that necessitated various steps being taken. But I would point out that the excess is only Rs. 4.81 crores—0.8 per cent of the sanctioned grant. The excess has occurred mainly due to larger materialisation of supplies than anticipated.

So far as customs side of defence demand is concerned, the excess is only Rs. 51 lakhs. The rest is for other purposes. It is not as though the excess is accounted for mainly by customs duty. It is a small part of the excess. The Comptroller and Auditor General and the Ministry of Finance have issued suitable instructions to the various Accountants General and Collectors of Customs for the prompt assessment of these duties and I hope my hon. friend will derive some satisfaction from the steps we have taken.

Another important point he referred to was about broadcasting. Here the excess was mainly on account of the following unforeseen and unpredictable items of expenditure at the end of the year, viz., (a) DA—I will not go into the details of it; and (b) Increase in transmission hours due to the Pakistan hostilities. One other item is expenditure on power supply flowing from the increase in transmission hours. Then, again expenditure on works connected with security measures which became necessary

[Shri K. C. Pant]

on account of the conflict with Pakistan. It will be observed that largely the excess was on account of the unforeseen and unpredictable nature of the expenditure at the fag end of the year. You will recall, Sir, the timing of the Pakistani conflict. These are broadly some of the points raised by Mr. Lobo Prabhu.

Mr. Goyal referred to the need to manufacture arms in India. I could not agree with him more. Certainly we should be as self-sufficient as possible and stand on our own legs in this respect. If he has been following the progress made in this direction in the last few years, I think he will have cause for some satisfaction. We are now manufacturing in this country tanks, a wide range of weapons, some aeroplanes and soon we will manufacture some of the latest aircraft like MIGs, etc. So, on the whole, in relation to the position obtaining in 1962, today the country is certainly much better prepared and in a much sounder position in the matter of armament manufacture, used in the widest sense of the term.

He also referred to tribals living in Lahaul, Spiti, etc. I can assure him that the Government is as anxious as he is that the requirements of these tribals be met and they should be brought into the lifestream of the nation in every way. I cannot say precisely how much extra is being spent on them now and what the allocation is, but certainly this is a matter on which I think all sections of the House would agree that the maximum possible, considering the constraint on resources, should be done for them.

Lastly, Mr. Madhu Limaye, in spite of your repeated cautioning that this debate should be confined to the excess grants, has chosen to use the provision under customs to launch an attack on smuggling from Nepal, a subject which finds no place in the excess grants. I am used to these excesses and therefore, I shall take note of what he has said. I

should like to point out that this is a delicate matter and there is a certain amount of difficulty in this. Nepal is developing country. If Nepal goes in for manufacture of certain items on the basis of imported raw materials, we cannot in good conscience come in the way. We do so in our own country in various fields.

Therefore, it is not right to interpret the treaty, in my opinion, as meaning that only goods manufactured from indigenous raw materials will be free of duty and the same manufactured out of raw materials imported from other countries will be charged duty. That means we are coming in the way of developing their own industry. That is an aspect which he himself will recognise. He did in fact recognise it.

श्री मधु लिमये: ट्रेडी की जी परिभाषा है उस को सदन के सामने रखिये ।

SHRI K. C. PANT : It is a simple matter whether or not we charge duty on something manufactured in Nepal. Whether it is manufactured from indigenous raw material or imported raw material is the question. It is actually a delicate matter. I will not say what he has said has no substance. There is a certain area there where we need to discuss with the Government of Nepal as to how best we can solve certain difficulties that are arising. I myself called a meeting sometime back of the officers of the Ministry of Commerce and External Affairs and our own Ministry of Finance. We did go into this matter in considerable detail and we are looking into it at our level. Very soon we are going to have some discussions even with the Government of Nepal. These are periodic discussions which we have and such difficulties as we see in the present arrangement will be discussed with them. But surely we should do so while showing a very sympathetic attitude and we should do so without giving any impression that we are coming in the way of industrialisation of Nepal. That is all I would say on this particular subject.

MR. DEPUTY-SPEAKER : I shall put all the cut motions together.

SHRI LOBO PRABHU : Sir, let me point out one thing, because all the cut motions stand in my name. The Minister has taken much trouble to meet the discussion but he has not met one point I made, whether there is anything done to enforce responsibility on officers who default to make adjustments in time. I would add a further question and ask whether any officer has at all been punished for not taking action in time.

SHRI K. C. PANT : My hon. friend is an experienced administrator and as such he knows that it is not always easy to pinpoint responsibility in a manner in which one can punish people in matters like this. I am sure if he looks back at his own days of administration he would hardly find an officer whom he would have brought to book on a matter of this kind, but if he were to suggest an improved procedure by which officers can be brought to book on the basis of his experience we will be able to profit from it.

MR. DEPUTY-SPEAKER : I shall put all the cut motions together.

All the cut motions were put and negatived.

MR. DEPUTY-SPEAKER : The question is :

“That the respective excess sums not exceeding the amounts shown in the third column of the order paper be granted to the President to make good the amounts spent during the year ended 31st day of March, 1966 in respect of the following demands entered in the second column thereof —

Demands Nos. 3, 11, 12, 22, 23, 26, 27, 29, 30, 35, 36, 48, 62, 69, 70, 72, 82, 83, 87, 91, 94, 98, 103, 115 to 117 and 119.”

The motion was adopted.

17.59 hrs.

APPROPRIATION (No. 4) BILL,*
1968

THE MINISTER OF STATE IN THE MINISTRY OF FINANCE, (SHRI K. C. PANT) : Sir, I beg to move for leave to introduce a Bill to provide for the authorisation of appropriation of moneys out of the Consolidated Fund of India to meet the amounts spent on certain services during the financial year ended on the 31st day of March, 1966, in excess of the amounts granted for those services and for that year.

MR. DEPUTY-SPEAKER : The question is :

“That leave be granted to introduce a Bill to provide for the authorisation of appropriation of moneys out of the Consolidated Fund of India to meet the amounts spent on certain services during the financial year ended on the 31st day of March, 1966, in excess of the amounts granted for those services and for that year.”

The motion was adopted.

SHRI K. C. PANT : Sir, I introduce† the Bill.

18.00 hrs.

Sir, 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 amounts spent on certain services during the financial year ended on the 31st day of March, 1966, in excess of the amounts granted for those services and for that year, be taken into consideration.”

*Published in Gazette of India Extraordinary, Part II, section 2, dated 26-8-68.

†Introduced with the recommendation of the President.

‡Moved with the recommendation of the President.