

THE APPROPRIATION (NO. 3) BILL,  
1960

THE DEPUTY MINISTER OF FINANCE (SHRI B. R. BHAGAT): 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, 1958, in excess of the amounts granted for those services and for that year, as passed by the Lok Sabha, be taken into consideration."

Sir, this Bill arises out of the Demands for Excess Grants relating to the year 1957-58 voted by the Lok Sabha on the 16th August, 1960. Copies of the Demands were circulated to the hon. Members of this House on the 10th August, 1960. The reasons which led to the excesses have been explained in the foot-notes below each Demand or appropriation. As hon. Members are aware, these excesses are, in the first instance, required to be examined by the Public Accounts Committee, and it is only after the Public Accounts Committee has looked into the facts of each case and recommended their regularisation that the matter is brought before Parliament. The Public Accounts Committee have, in their 23rd and 27th Reports recommended regularisation of these excesses. I do not, therefore, propose to take the time of the House to explain these excesses in detail except briefly to mention that out of a total number of 140 grants and appropriations for the year 1957-58, excesses occurred only in 11 voted grants and 7 charged appropriations. The total excess amount is Rs. 4.12 crores which is just 0.07 per cent. of the total final grants and appropriations of about Rs. 5,905 crores for the year.

I may also add that every effort is made to avoid or reduce such excesses to the minimum, but cases arise sometimes either as a result of inevitable

payments late in the year or of book adjustments made after the close of the year when such excesses become unavoidable.

Sir, with these words, I move.

*The question was proposed.*

MR. DEPUTY CHAIRMAN: Half an hour is the time allotted. There are four speakers. Each Member will take five minutes.

SHRI M. S. GURUPADA SWAMY (Mysore): Mr. Deputy Chairman, I wish to offer a few remarks on this Bill. First of all, I want to say something about the inordinate delay on the part of the Minister in taking sanction for excess expenditure. Sir, these cases relate to the financial year 1958, but now we are in 1960. There has been a delay of more than two years.

It does not disturb the Finance Minister because he thinks that this extra expenditure is so infinitesimal a quantity. It is only .0004 or so of the budgeted figure and it does not require him to come to the Houses of Parliament to get these things regularised. Sir, the main thing that I want to stress is, whether the amount involved is small or big, whether the expenditure was unavoidable or avoidable, the Minister has forgotten his responsibility.

SHRI B. R. BHAGAT: May I point out just factual information?

SHRI M. S. GURUPADA SWAMY: I have heard him enough.

SHRI B. R. BHAGAT: I am only telling the facts because he said that we made inordinate delay in coming to Parliament. The Public Accounts Committee submitted the Report to Parliament only in April, 1960 and only after that we could come. So there is no delay. That is a point of fact.

SHRI M. S. GURUPADA SWAMY: The Public Accounts Committee came

[Shri M. S. Gurupada Swamy.]  
to know all these things in 1960. It is true. But my submission is that it was not necessary for the hon. Minister to wait so long till the Public Accounts Committee could find this out. My hon. friend has been a Minister for long and I am sure he is aware of such instances even previously also when I had pointed out such lapses on his part. This is being repeated again and again and I just want to tell him that this should not be repeated hereafter.

Regarding the various items in the Bill, I would only say one or two points about Manipur. In the other House some hon. Members raised the issue of self-government in Manipur. I have read carefully the reply of the Minister also and I found it was not very satisfactory. Sir, the agitation for self-government in Manipur . . .

THE MINISTER OF STATE IN THE MINISTRY OF HOME AFFIARS (SHRI B. N. DATAR): Sir, can he raise questions of policy in this Demand?

MR. DEPUTY CHARMAN: This is about excess amounts already spent. The Public Accounts Committee has approved of them.

SHRI M. S. GURUPADA SWAMY: It has got direct relationship with the administration in Manipur.

MR. DEPUTY CHAIRMAN: This is only an Appropriation Bill.

SHRI M. S. GURUPADA SWAMY: But it has got a direct relationship with the administration there and why I am saying this is . . .

MR. DEPUTY CHAIRMAN: We are not concerned with what happened in 1958.

SHRI M. S. GURUPADA SWAMY: I know. I have raised this issue of self-government because many of the things that are being done by the Administration in Manipur are not done in a way which could be justified. There are a lot of complaints about the Administration and that is why

incidentally I have to bring in this matter of self-government. Sir, in Manipur . . .

MR. DEPUTY CHAIRMAN: That would not be relevant, Mr Gurupada Swamy. You must have gone through the Public Accounts Committee Report.

SHRI BHUPESH GUPTA (West Bengal): On a point of order, Sir. The Public Accounts Committee can make its Report; it is not his business to go into what it says. This is excess expenditure and we are entitled to point out and ask why such excess expenditure had been incurred. It could have been necessary because of certain wrong things done by the Administration.

MR. DEPUTY CHAIRMAN: Only so far as the comments of the Public Accounts Committee are concerned, on this Appropriation Bill . . .

SHRI BHUPESH GUPTA: Sir, he is referring to the Administration part of it. After all, we have been discussing these all these eight years and many a time . . .

MR. DEPUTY CHAIRMAN: But we are not concerned now with . . .

SHRI BHUPESH GUPTA: We may or may not agree with the Public Accounts Committee.

(Interruption.)

SHRI M. S. GURUPADA SWAMY: Anyway, I will avoid referring to the issue of self-government. I want to point out to the Minister some of the problems of Manipur, call them administrative or call them whatever you like, which have not been solved properly. Sir, Manipur is a small State in the eastern part of the region; the whole area is underdeveloped. The greatest need of the Manipuris is to have some necessary minimum services like drinking water, primary education institutions, facilities for hospitals and the like. (Time bell rings.) Sir, I have only just begun.

MR. DEPUTY CHAIRMAN: Five minutes each. There are four speakers and the Minister has to reply. Half an hour is the time for the Bill.

SHRI AKBAR ALI KHAN (Andhra Pradesh): Sir, may I request you to allow some more time?

MR. DEPUTY CHAIRMAN: But we are exceeding on almost every Bill.

SHRI M. S. GURUPADA SWAMY: Sir, you have taken much of my time. Anyway, the greatest problem in Manipur is that the Administration is not responsive to the needs of the area and many projects which have been started—public works and other projects in other sectors—have not been completed. The net result is that there has been a feeling of frustration. That feeling is growing in the State. That may be justified, that may not be justified. The hon. Minister has given certain figures in the other House and I take it that his figures are true; but there is a feeling that the Manipuris are governed by outsiders and there is a feeling that officers belonging to other areas are taken to Manipur and then they are asked to administer the State. And these outside people are not generally aware of the peculiar conditions prevailing there. So they are not responsive to their demands, to their needs. So this feeling is growing that they are being ruled by outside administrators, that a rule is imposed on them from outside. So I wish that the Home Minister would take steps to see that more and more Manipuris are associated with the Administration. I know there may be difficulties. There may not be technical people available from among them. But subject to these, I think it is very very necessary indeed that the Manipuris should be more and more associated with the Administration. Sir, there have been complaints even now that the Administration is corrupt and that the Central Government has not taken steps to cleanse the Administration. I would very much wish that the hon. Minister would take proper steps to cleanse

the Administration from these corrupt elements. I am not having much time. Anyway, thank you for the time given to me.

श्री नवार्बासिंह चौहान ( उत्तर प्रदेश ):

उपसमापति महोदय, समय थोड़ा है, उसमें जो कुछ कहा जा सकता था, कहाँ तक कहना सम्भव है, मुझे प्रतीत नहीं होता है। पांच मिनट का जो आपने समय दिया है उसमें एक आध बात ही मैं कह सकूंगा और उस पर प्रकाश डालने का प्रयत्न करूंगा।

इसमें जो अधिक खर्च हुआ है, उस के संबंध में सिविल वर्क्स के बारे में कुछ बातें कही गई हैं। ठीक है, मैं इस बात से ऐतराज नहीं करता। इतना बड़ा काम हुआ। कहीं ज्यादा हुआ और कहीं कम। जब इस बारे में और अधिक जानकारी प्राप्त हुई कि उस में इधर से उधर कमी रह गई तो उसको दूर करने के लिए अधिक खर्च लिया जा सकता है। यह कोई बुरी बात नहीं है। लेकिन मेरा यह कहना है कि जिन कामों के लिए सरकार रुपया लेती है, सरकार को यह देखना चाहिये कि उन कामों में उस रुपये का उचित उपयोग होता है या नहीं। जितने सिविल वर्क्स सेंट्रल पी० डब्ल्यू डी० के जरिये बनते हैं, इसकी एक ग्राम तौर से शिकायत रहती है कि उन के ऊपर जितना खर्चा होता है या जितना रुपया सरकार कंसालिडेटेड फंड से ले कर इस महकमे को देती है कि इसको इस्तेमाल करो, उसका दुरुपयोग होता है। इधर सरकार रुपये की कमी की वजह से बाहर से और इधर उधर से कर्जा लेती है, लेकिन उधर सेंट्रल पी० डब्ल्यू० डी० के कर्मचारी और उसके ठेकेदार उस रुपये का दुरुपयोग कर डालते हैं। इसी जमाने की एक मिसाल सब के सामने है कि धौलपुर के पास चम्बल नदी का पुल बनता गया और शायद उस पर ४०, ४५, या ५० लाख रुपया खर्च हुआ . . .

MR. DEPUTY CHAIRMAN: There is nothing about Chambal in this Appropriation Bill. You must refer to some item in the Appropriation Bill. Your speech must be relevant.

SHRI NAWAB SINGH CHAUHAN: Sir, item No. 94 "Other Civil Works" has been given in this Bill here.

MR. DEPUTY CHAIRMAN: Probably you must have gone through the Public Accounts Committee's Report and the explanation given therein.

SHRI NAWAB SINGH CHAUHAN: I have got only this Bill with me.

MR. DEPUTY CHAIRMAN: I am sorry, you are simply making a speech at random.

SHRI NAWAB SINGH CHAUHAN: I am sorry then I cannot proceed any further.

MR. DEPUTY CHAIRMAN: You can proceed, but let it be relevant.

SHRI NAWAB SINGH CHAUHAN: I have got only this Bill with me.

MR. DEPUTY CHAIRMAN: You should speak on some item in the Bill.

SHRI B. R. BHAGAT: The Notes relating to the Demands for Excess Grants have been circulated.

SHRI NAWAB SINGH CHAUHAN: If you rule in this manner, then I am sorry I cannot continue. I have got the Demand here.

MR. DEPUTY CHAIRMAN: Every item is explained in the note.

श्री नवाबसिंह चौहान : ठीक है, कुछ भी सही ।

श्री उपसभापति : आप किसी आईटम के बारे में बोलिये ।

श्री नवाबसिंह चौहान : अगर आपकी यह हलिंग है कि इस के आईटम के बारे

में ही कहा जा सकता है, तो ठीक है, मैं उसी समय के एक आईटम के बारे में कह रहा था और यह सब कहने का मतलब और किसी खास आईटम के बारे में नहीं था ।

श्री उपसभापति : यह भी कवर होता है ?

श्री नवाबसिंह चौहान : यह भी कवर होता है । एक शिकायत जो आम तौर से सेंट्रल पी० डब्ल्यू० डी० के बारे में की जाती है, उसी के बारे में मैं कह रहा हूँ और इस डिमांड में जो जो आईटम दिए हुए हैं वे उस से अलग नहीं होंगे ।

MR. DEPUTY CHAIRMAN: You can speak at the time of discussion on the General Budget or on some other occasion, if you have to speak about the C.P.W.D. But this Appropriation Bill is for a pointed purpose.

श्री नवाबसिंह चौहान : प्वाइंटेड परपज के जो आईटम दिए हुये हैं, मैं उन्हीं के बारे में कह रहा हूँ । उन आईटम पर जो खर्चा हुआ है . . .

श्री उपसभापति : जो खर्चा हुआ है उस के बारे में बोलिये ।

श्री नवाबसिंह चौहान : यही तो मैं कह रहा हूँ कि जो खर्च इन आईटम में दिये हुये हैं, जिन के लिये सरकार एक्सेस रुपया ले रही है, उसकी जरूरत ही नहीं पड़ती अगर सरकार ठीक ढंग से इंतजाम करती और पूरा नियंत्रण रखती । आम तौर से यह होता है कि नियंत्रण ठीक ढंग से नहीं होता है जिस से ठेकेदार मनमाने ढंग से जो रुपये सरकार मंजूर करती है उनको खा जाते हैं । इस लिए यह एक आम बात है जो मुझे खास तौर से इन आईटम के सिलसिले में कहनी है । इस के साथ साथ मैं यह प्रार्थना करूंगा कि बजाय इस के कि सरकार एक्सेस रुपया इधर उधर से मांगती फिरे अगर वह जरा नियंत्रण कर

ले तो जो करोड़ दो करोड़ या लाखों में एक्सेस ग्रांट लेने की आवश्यकता पड़ती है उसकी पूर्ति एक या दो आइटम्स से हो जाय ।

श्री उपसभापति : पब्लिक एकाउंट्स कमेटी ने मंजूर किया है ।

श्री नवार्बासिंह चौहान : पब्लिक एकाउंट्स कमेटी ने मंजूर किया है, तो ठीक है, उसे जरूर मंजूर करना चाहिये । यह मैं ने पहले कह दिया है कि रुपये की कमी अगर हो जाय तो सरकार दस साल बाद ले सकती है । लेकिन मेरा यह कहना है कि ऐसी कमी होगी नहीं अगर सरकार जो मैं उपाय बतला रहा हूँ उस पर अमल करे ।

इस से और अधिक इस वक्त कहना मुमकिन नहीं है और मैं सम्भवताः अपने पांच मिनट भी समाप्त कर चुका हूंगा ।

SHRI BHUPESH GUPTA: Sir, I would like you to refer to item No. 60, Manipur. The excess has occurred under two heads. One is for Police, that is to say, the Eastern Frontier Rifles which had been deployed there during the period under question. The other is for 'Public Health'. These are the two excess grants. In this connection, I would like to make a few observations, because I cannot justify the expenditure under the head 'Police'. There the Eastern Frontier Rifles are kept and they are supposed to be used for dealing with the Naga hostiles. But actually what is happening is that they are being used against the people of Manipur for suppressing their movement. That has been going on for a number of years. It started in 1954 and in that year also it was there. Now, the question arises here and the Public Accounts Committee should go into it. If it were a question of dealing with the Naga hostiles, this should go under certain other heads. Now, the Central Government's N.E.F.A. Admi-

nistration can take it up that way, and I do not see why this police force should be kept there, having got the Assam Rifles. Now, they have taken the Armed Constabulary from Bihar and the Armed Police Force belonging to West Bengal. The Assam Rifles, The Eastern Frontier Rifles and so on—four organised armed police forces—are there. We are told that they are being used against the Naga hostiles. I am not saying that they are not at all being used for that purpose, but actually we find that they are used against the local people, for suppressing their demand for responsible Government, for suppressing the *Satyagraha* movement, for suppressing agitations of that kind, for terrorising the people. Now, we find . . .

SHRI AKBAR ALI KHAN: Has the Communist Party got a branch there?

SHRI BHUPESH GUPTA: Yes, I had been twice there, if you like. Therefore, I am speaking.

SHRI AKBAR ALI KHAN: Not you. I am asking about your Party.

SHRI BHUPESH GUPTA: Yes, we have our branch there. It may be uncomfortable for you, but we have it. Now, this Rs. 6.85 lakhs is a wasteful expenditure and the Public Accounts Committee—I submit in all humility—should pass strictures on the Home Ministry that year after year it is incurring an expenditure of this kind which has no valid justification and which is used for suppressing the people there. In the name of dealing with the Naga hostiles, they are used against the Nagas. I have seen with my own eyes how the Eastern Frontier Rifles and others are kept in Imphal itself and are being used against a legitimate movement and it was done in the year under review also. At that time there was not such a mass movement. Therefore, here the question comes of administration. Unless you give them responsible Government, such demonstrations will continue and year after year we would be called upon to sanction ex-

[Shri Bhupesh Gupta.]  
cess sums. Therefore, I say that we do not support it. We oppose this thing. And I have given the reasons why we oppose this. The solution in this matter is to give them responsible Government, so that you do not have to keep them under terror and under this kind of administration. You will save money. I do not know if they are interested in saving money. There they seem to be interested in beating up people.

The other expenditure is about water supply. Here again, you will see that about Rs. 3 lakhs or so have been provided for it. I saw the water mains lying there. The people of Manipur want water. There is a scheme for the improvement of Imphal Water Supply, but the scheme is not being implemented. The pipes were brought and they are lying all about the town of Imphal. Nobody uses them and people do not know when the water supply scheme is coming into operation. An announcement has been made, but nothing is being done. Year after year this thing goes on, whereas there is very great scarcity of water in Manipur. There again the taps are being given to the favourites, whereas the common people do not get these water taps. I have seen with my own eyes big queues near public taps outside in the street for some water. That is the position. It is a terrific condition there. Yet money we sanction and excess grant we give. But the water tap is not installed properly and the water supply scheme remains in abeyance. That, again, is an example of how the Manipur administration is run by this blessed, irresponsible, oppressive, haughty Government. Therefore, I think it is relevant, if you want to save money, if you want to save public funds, that you will have to go into this question of administration. I agree with you that we should not deal with the broader policy. But certainly at least in this matter I should think we should offer very strong criticisms against the

Manipur administration for wasteful expenditure and, what is more, this waste is being made with a view to suppressing the people through this kind of regime which relies on the armed constabulary to suppress the proud people of Manipur in their legitimate demand for a responsible government. That is all I have to say.

**श्री निरंजन सिंह (मध्य प्रदेश) :**

उपसभापति महोदय, मैं एक ही डिमाण्ड पर बोलना चाहता हूँ और वह है डिफेंस। इस में लिखा हुआ है :

“Charged on the Consolidated Fund of India under article 112(3) of the Constitution, but through an oversight such expenditure was also treated as voted until 1956. The correct classification has been followed from 1956-57.”

मैं यह जानना चाहता हूँ कि जब १९५६-५७ के साल में यह क्लासिफिकेशन सरकार को मालूम हो गई थी तो अब उस के लिये सप्लीमेंटरी माँगने की जरूरत क्या है। इसलिये मैं दो तीन चीजें आप के सामने कह देना चाहता हूँ जो पब्लिक एकाउन्ट्स कमेटी ने आप के डिपार्टमेंट के संबंध में कही हैं।

“The Committee were concerned over the increase in the expenditure held under objection from year to year.”

यह पब्लिक एकाउन्ट्स कमेटी १९५६-६० की २६वीं रिपोर्ट के बाईसवें पैराग्राफ में दिया हुआ है। इसी तरह से दूसरी जगह उन्होंने यह कहा है कि हमारे पास में जो रुपया आया है वह खर्च तो हो जाता है लेकिन एकाउन्ट नहीं किया जाता है :

“The Committee deplore that the persons responsible for the preparation of overtime documents resorted to malpractices taking advantage of inadequate supervision.”

तो उपसभापति महोदय, असली बात यह है कि डिपार्टमेंट सोता रहता है और मोने के बाद जब हिसाब माँगा जाता है तब मालूम पड़ता है कि वे सो रहे थे। अर्थात्, आप के पास बजट में प्राविजन नहीं है, आपके पास में कॉन्ट्रिब्यूट्री फंड सिर्फ रहता है तो इतने दिन तक आप रुपया देते कहाँ से रहते हैं? कहाँ से देते हैं, किस फंड से देते हैं इस का आप के पास ईयर टू ईयर हिसाब होना चाहिये। यदि आप जनरल बजट से देते हैं तो आप के पास रुपया कहाँ से आता है? तो इस तरह से जो एप्रोप्रियेशन किया जाता है उस को मैं कहता हूँ फाल्स एप्रोप्रियेशन, उन मदों पर जिन पर आप ने रुपया खर्च कर दिया और खर्च करने के बाद आप को पता लगता है, और वह भी एकाउन्ट कमेटी के द्वारा, आडीटर जनरल के द्वारा। इसलिये यह एक घाँवली की चीज है। यह गवर्नमेंट का एडमिनिस्ट्रेशन नहीं कहा जा सकता, यह एडमिनिस्ट्रेशन तो घाँवलशाही है। तो इस नाते से जब यह रुपया आप इतने रोज तक, चार चार साल तक खर्च कर लेते हैं और इस के लिये बजट में प्राविजन भी नहीं हुआ रहता और जब बाद में प्वायन्ट आउट किया जाता है तब आप को मालूम होता है और फिर भी जब कई जगह पब्लिक एकाउन्ट कमेटी की रिपोर्ट में इस के बारे में लिखा हुआ है तो आप कहते हैं कि हम छः महीने में उस को ठीक कर लेंगे। एक चीज जिस को आठ दस साल हो गये, १९४७ में चलती रही उस के बाद १९५५ में चलती रही और उस के बाद १९५७ में भी आप उसका बजट में प्राविजन नहीं कर सके, यह सब आपके डिपार्टमेंट की नाकाबलियत है, यही मैं कहना चाहता हूँ। इसलिये जब आप पहले से प्राविजन नहीं कर सके और इतने सालों बाद आप एप्रोप्रियेशन करने के लिये आये हैं तो ऐसी हालत में ग्रान्ट नम्बर ६ बिलकुल निरर्थक चीज मालूम होती है और इस के लिये जो आदमी रिस्पॉन्सिबिल है उस के लिये पनिशमेंट होनी चाहिये।

SHRI B. N. DATAR: Mr. Deputy Chairman, two or three hon. Members made a reference . . .

MR. DEPUTY CHAIRMAN: You are intervening?

SHRI B. N. DATAR: I am intervening so far as the Manipur demand is concerned.

SHRI BHUPESH GUPTA: Let him intervene. We have no objection.

MR. DEPUTY CHAIRMAN: The Communist Party are represented on the Public Accounts Committee. They have not raised the point.

SHRI BHUPESH GUPTA: I have no objection to his intervention.

MR. DEPUTY CHAIRMAN: The Report is placed before the House and there is no minute of dissent.

SHRI BHUPESH GUPTA: The Public Accounts Committee cannot give a minute of dissent.

MR. DEPUTY CHAIRMAN: Your Member, Mrs. Renu Chakravartty, could have raised that point.

SHRI BHUPESH GUPTA: This is an internal matter. We cannot discuss it under the rules. On a point of order, Sir. You say something . . .

MR. DEPUTY CHAIRMAN: I say it from records.

SHRI BHUPESH GUPTA: Mrs. Renu Chakravartty does not come in here.

MR. DEPUTY CHAIRMAN: Is she not a member?

SHRI BHUPESH GUPTA: What a member says cannot go in the Report.

MR. DEPUTY CHAIRMAN: The Public Accounts Committee Report is there.

SHRI BHUPESH GUPTA: It is only the majority, the minority does not go in there.

SHRI B. R. BHAGAT: Sir, the hon. Member, Shri Gurupada Swamy, accused the Government of inordinately delaying the regularisation and of coming late to the House for regularisation of the excesses.

SHRI BHUPESH GUPTA: Sir, after that I will have to rise on a point of order. Please allow it.

MR. DEPUTY CHAIRMAN: Order, order.

SHRI BHUPESH GUPTA: Please do not order me like that. Let me have the point of order.

SHRI B. R. BHAGAT: You cannot have a point of order on my speech.

SHRI BHUPESH GUPTA: On certain other things.

SHRI B. R. BHAGAT: Sir, the hon. Member is quite familiar with the financial procedure, and I was surprised at the remarks he made because, as the present procedure stands, the accounts are completed some months after the end of the financial year and then they are compiled and submitted to the Public Accounts Committee which considers them at its convenience and submits its report to Parliament. In this particular case also the Public Accounts Committee submitted the report in April, 1960, and we took the earliest opportunity of coming to the House for regularisation of the excesses. So, there was absolutely no delay whatever. Any delay caused by procedure was unavoidable. I can understand that if we change the procedure, certainly the time-lag can be minimised. These excesses can be avoided if audit and accounts are completely separated and also if we introduce the system that all payments can be made after complete checks so that we know what expenditure has been incurred, what payments are made, and as soon as excess is committed the payment can be stopped. At present under the system as it stands we have not been

able to completely separate audit and accounts, nor is there any possibility of it in the near future because of various other matters. The Comptroller and Auditor-General who went into this matter at one time thought that we would be able to separate the two systems completely, and we tried this experiment in a few departments, but our experiences were not very encouraging. Even the Comptroller and Auditor General is not of the view that we should go ahead with this in a very rapid manner. So, if that system is not introduced, I do not know how we can avoid completely the excesses.

The hon. Member who spoke last said—I do not remember the actual words he expressed—"it is strange" or something of the sort. Usually it takes a long time to know when excesses are committed and the appropriations are exceeded. That is true. We are already trying our best to minimise that situation. The Public Accounts Committee have expressed their view to ensure that the expenditure is kept within the appropriation, and we have framed relevant rules and orders on more precise control of expenditure. For example, we have directed the spending authorities that there should be a proper reconciliation of figures booked in the account offices with those booked by departmental authorities; that a close liaison should be maintained between the indenting and the supplying departments to avoid excesses; that a liability register should be kept to watch the progress of expenditure and to assist in making adequate provision for all outstanding commitments. We are trying to make rules and enforce them so that all possible excesses may be minimised. We are ourselves conscious of it that it is not a very proper thing to come in with large excesses. The tendency over the past few years progressively is that such excesses are gradually being minimised. As I said, unless the audit and account systems are completely separated, it would not be possible to eliminate the chances of



excesses. While we are spending, we do not know at what point of time we will exceed the appropriation and we know that only when the accounts are completed. So, the accounts and the audit have to be completely separated so that we may know exactly at what point of time we exceed the appropriation. At present, it is not possible to know that. It usually happens that we come across excesses after the budget year is over and after the expenditure has been committed. So, there is no way out of this situation. But, apart from this, we are trying to minimise it as much as possible.

With these words, Sir, I move.

**SHRI NIRANJAN SINGH:** You have said that correct classification has been followed from 1956-57. But no provision was made in the Budget for 1957-58 to meet the cost of expenditure.

**SHRI B. R. BHAGAT:** What is the Demand No.? What page?

**SHRI NIRANJAN SINGH:** It is Demand No. 9.

The correct classification has been followed from 1956-57. When the Government knew that the classification has been made . . .

**MR. DEPUTY CHAIRMAN:** You may put a separate question. The question is:

“That the Bill to provide for the authorisation of appropriation of moneys out of the Consolidated Fund of India to meet the amounts spent on certain services during the financial year ended on the 31st day of March, 1958, in excess of the amounts granted for those services and for that year, as passed by the Lok Sabha, be taken into consideration.”

*The motion was adopted.*

**MR. DEPUTY CHAIRMAN:** We shall now take up the clause by clause consideration of the Bill.

*Clauses 2 and 3 were added to the Bill.*

*The Schedule was added to the Bill.*

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

**SHRI B. R. BHAGAT:** Sir, I move:

“That the Bill be returned.”

*The question was proposed.*

**SHRI BHUPESH GUPTA:** Sir . . .

**MR. DEPUTY CHAIRMAN:** Not at this stage. We have already exceeded the time.

**SHRI BHUPESH GUPTA:** I think we can save the time . . .

**MR. DEPUTY CHAIRMAN:** The next Bill is coming.

**SHRI BHUPESH GUPTA:** Well, I do not want to speak on the next Bill necessarily. That is all that I want to say. I think I probably created a confusion. That is why he did not understand my point. Now the point that I want to make out is this. I am entitled to a reply from him. He may or may not give it. At least, I submit that you need not give directions to him not to give the reply because . . .

**MR. DEPUTY CHAIRMAN:** You have understood that, I think.

**SHRI BHUPESH GUPTA:** No. I tell you, you consider it. The position is this. You are quite right in reminding me that the matter should be raised in the Public Accounts Committee. As an advice, I have to take it. Unfortunately, we are not there from this House. Even assuming that it is a political advice which you give, how can we take it up in the other House? We are not concerned with the other House in the matter of procedure.

**MR. DEPUTY CHAIRMAN:** What I mean to say is, you are not right in criticizing the Public Accounts Com-

[Mr. Deputy Chairman.]  
mittee. Your Party members are there, and your policy is the same.

SHRI BHUPESH GUPTA: I am not being legalistic. Therefore, I will convey this to Shrimati Renu Chakravartty. But we are dealing with the procedure, as you see. But the difficulty arises as to what the Public Accounts Committee or the Estimates Committee thinks. We have been fighting there that we should be given the right of giving notes of dissent. That has not been accepted, and the procedures we cannot divulge. Certainly I cannot divulge the procedure of the Public Accounts Committee. As far as Shrimati Renu Chakravartty is concerned, you will bring that point out and you are absolutely right in doing so. Apart from that, we are concerned with certain expenditure and the manner in which it is incurred. We are not questioning the Public Accounts Committee's sanctioning at this stage, because they have done it.

MR. DEPUTY CHAIRMAN: Your speech was almost a criticism of the Public Accounts Committee.

SHRI BHUPESH GUPTA: We are not questioning their right. I said that in future the Public Accounts Committee should go into this question. This much we can say. It is a Committee of the Houses. I can submit to the Committee of the Houses as to what they should or they should not do.

MR. DEPUTY CHAIRMAN: Any-way . . .

SHRI BHUPESH GUPTA: Now, the point is this. The hon. Minister was willing to reply, and you could have allowed him two or three minutes. Nothing would have been lost.

MR. DEPUTY CHAIRMAN: A question of policy cannot be allowed. You could have criticised why the excesses were there. That is why I said that. You raised a question of policy which I did not allow.

SHRI BHUPESH GUPTA: I took your direction. It is not a question of policy being raised. Money is in danger of being wasted. I wanted a little reply. Year after year, the money is being spent. When I have made my position clear, I am satisfied even though a reply . . .

MR. DEPUTY CHAIRMAN: Both of us understand each other.

SHRI BHUPESH GUPTA: Sometimes we do not seem to.

MR. DEPUTY CHAIRMAN: The question is:

"That the Bill be returned."

*The motion was adopted.*

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THE APPROPRIATION (RAILWAYS)  
No. 4 BILL, 1960

THE DEPUTY MINISTER OF RAILWAYS (SHRI SHAH NAWAZ KHAN): Mr. Deputy Chairman, 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 service of the financial year 1960-61 for the purposes of Railways, as passed by the Lok Sabha, be taken into consideration."

Sir, this sum is required in connection with the construction of two new railway lines details of which have been fully explained in the explanatory remarks. The first line is the Madhopur-Kathua line which would cost approximately Rs. 1.78 crores and would be about 5.4 miles in length. This would also include a bridge over the river Ravi. The second line is from Bailadilla to Kottavalasa, a distance of approximately 310 miles, and the line would cost approximately Rs. 50 crores. This line has to be constructed mainly for