

SHRI M. C. SHAH: I have nothing to add.

MR. DEPUTY CHAIRMAN: The question is:

"That the Bill to authorise payment and appropriation of certain further sums from and out of the Consolidated Fund of the State of Andhra for the service of the financial year 1954-55, as passed by the Lok Sabha, be taken into consideration."

The motion was adopted.

MR. DEPUTY CHAIRMAN: Now we will take up clause by clause consideration of the Bill.

Clauses, 2, 3 and the Schedule were added to the Bill.

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

SHRI M. C. SHAH: I beg to move:

"That the Bill be returned."

MR. DEPUTY CHAIRMAN: The question is:

"That the Bill be returned."

The motion was adopted.

THE ANDHRA APPROPRIATION (VOTE ON ACCOUNT) BILL, 1955

THE MINISTER FOR REVENUE AND CIVIL EXPENDITURE (SHRI M. C. SHAH): Sir, I beg to move:

"That the Bill to provide for the withdrawal of certain sums from and out of the Consolidated Fund of the State of Andhra for the service of a part of the financial year 1955-56, as passed by the Lok Sabha, be taken into consideration."

This is, Sir, a Vote on Account, the demands asked by the Lok Sabha and this Bill contains those demands and this is an Appropriation Bill for a

Vote on Account. As I have already mentioned, Sir, there have been elections in Andhra, but the new legislature will take some time before considering the budget. We have already presented the Budget before the Lok Sabha as well as here, but that Budget will be considered by the Andhra Legislature when it meets after some time. But in order to carry on the administration and to provide for the expenditure that will have to be met from out of the Consolidated Fund we have asked for a Vote on Account because under the proclamation of the President it is the Parliament that can pass this Vote on Account and therefore, Sir, I move that this Vote on Account Appropriation Bill may be taken into consideration by this House.

MR. DEPUTY CHAIRMAN: Motion moved:

"That the Bill to provide for the withdrawal of certain sums from and out of the Consolidated Fund of the State of Andhra for the service of a part of the financial year 1955-56, as passed by the Lok Sabha, be taken into consideration."

SHRI KISHEN CHAND. (Hyderabad): Sir, I shall just raise a question to which I want a reply from the hon. Minister. If the Andhra Budget for 1955-56 is examined, it will be found that it is a deficit budget and therefore in the Vote on Account also there will be the assumption that it will be on the basis of a deficit budget. I beg to point out, Sir, that there is a tendency among the State Governments to present a deficit budget and then come to the Centre for aid, for help and subventions. Sir, I think all State Governments should try to balance their budgets out of their own income and it is a very bad practice if they always look forward to the Centre to make good their deficit.

In this connection I may point out, Sir, that two years back when food

[Shri Kishen Chand.]

was being imported from foreign countries and the Central Government was giving subsidy on food, every State was asking for extra food.

4 P.M. As soon as it was announced that there will be no further subsidy on food grains, every State declared that they were self-sufficient and they did not take any food grains from the Centre. Likewise if the Central Government announced that as far as possible the State Governments should balance their own budgets and that no credit or help will be given from the Centre in addition to what they are entitled to under the Income Tax and Excise Duties, it will set up a healthy practice. Therefore I will request the hon. Minister that in framing the Andhra Budget he should try to frame it in such a way that it is balanced.

MR. DEPUTY CHAIRMAN: The Finance Ministry in Andhra will have to do that hereafter.

SHRI M. C. SHAH: This Budget has been prepared on the basis of the standing sanctions and on the basis of certain new schemes which are considered to be inescapable. The other aspect about deficit will be considered by the Andhra Ministry that will soon be formed in the Andhra State. They will place the Budget before the Andhra Legislature and it will be for the Andhra Legislature to consider that. Today we are asking for a Vote on Account till the demands are voted upon by the Andhra Assembly which may take two or three months.

SHRI H. P. SAKSENA (Uttar Pradesh): May I enquire why this big amount of Rs. 22 crores and odd has been asked for if it is only a matter of month or two? I would like to know in this connection what the expected income of the State will be. Unless of course it is two or three *arabs*, you cannot come up for a vote

on account for Rs. 22 crores and odd. It looks like at least half the entire Budget.

SHRI M. C. SHAH: We are asking for a Vote on Account to cover expenditure for six months. It is not just like the Central Budget where we ask only for one month for most of the items of expenditure, three months in a few cases. Here in this case it is to cover expenditure for the next six months because the position there is that the Ministry has yet to be formed and the legislature may take some time. (Shri Bhupesh Gupta tries to interrupt). I do not yield. I have not finished yet. And when I have finished, you have no chance to say anything. It will be put to vote. Therefore.....

SHRI BHUPESH GUPTA (West Bengal): On a point of order, Sir. Now, Sir, he has placed a demand for six months before us, but.....

SHRI JASPAT ROY KAPOOR (Uttar Pradesh): On a point of order on this point of order, Sir. Can disorder be created on the pretext of a point of order?

MR. DEPUTY CHAIRMAN: Order order.

SHRI BHUPESH GUPTA: Sir, it is known that an Assembly has come into existence and very likely a Government will be formed. It is all in the air. Now, if we pass a vote on account for six months, I think it would be prejudicing the independence of the Andhra Legislature. I do not think it is a right procedure.

SHRI M. C. SHAH: Sir, it is.....

MR. DEPUTY CHAIRMAN: He is on a point of order. Let him finish.

SHRI BHUPESH GUPTA: I can understand this procedure being adopted in this Parliament because even if we pass a vote on account for six months, we can go into that again. But suppose here we pass this thing

now, what will happen is that the Andhra Legislature will be prejudiced. The Andhra Legislature should be absolutely free to decide about the extent of their expenditure, revenue and everything. We should not come in its way. That would be encroaching upon whatever limited autonomy the States enjoy under the Constitution. This is a point which has to be taken note of because such a situation never arose before.

MR. DEPUTY CHAIRMAN: You cannot go on making a speech.

SHRI BHUPESH GUPTA: If I speak, then it becomes a speech.

MR. DEPUTY CHAIRMAN: You said you were raising a point of order, but now you are making a speech.

SHRI BHUPESH GUPTA: Unfortunately, I have to speak to make the point of order clear. If that becomes a speech, I am in a very unfortunate position. I would not like to make it look like a speech.....

MR. DEPUTY CHAIRMAN: At the same time you want to make a speech.

SHRI BHUPESH GUPTA: I think it is improper. Parliament should not behave in such a manner as to suggest an encroachment upon the jurisdiction of the States.

MR. DEPUTY CHAIRMAN: I am sorry; that is no point of order.

SHRI M. C. SHAH: As a matter of fact, the authority of the Andhra legislature is not restricted at all. When they consider their Budget they can make any change they like. It is only with regard to certain sanctioned sums we are.....

SHRI BHUPESH GUPTA: Still it might prejudice.

MR. DEPUTY CHAIRMAN: Order, order. This is only an enabling measure.

SHRI M. C. SHAH: The Andhra Government is free to spend or not to spend. If Mr. Gupta takes the trouble of looking into the White paper he will find that the total expenditure is about Rs. 64 crores and we are only asking for about Rs. 22 crores. There are certain items already sanctioned, certain salaries to be paid, certain schemes already sanctioned and under progress and expenditure for all these has to be incurred. He need have no apprehension whatever. The Andhra Legislature is at perfect liberty to change the Budget in any way. The Ministry has yet to be formed and it will take some time to look into the Budget and formulate their proposals if they desired to do so. Then they will place them before the Andhra Legislature and it will take some time to vote upon their demands. So I submit, Sir, there is no point of order.

MR. DEPUTY CHAIRMAN: I have already held that there is no point of order.

SHRI M. C. SHAH: Therefore I request the House to proceed with the Bill.

MR. DEPUTY CHAIRMAN: The question is:

"That the Bill to provide for the withdrawal of certain sums from and out of the Consolidated Fund of the State of Andhra for the service of a part of the financial year 1955-56, as passed by the Lok Sabha, be taken into consideration."

The motion was adopted.

MR. DEPUTY CHAIRMAN: We shall take up clause by clause consideration.

Clauses 2, 3 and the Schedule were added to the Bill.

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

SHRI M. C. SHAH: Sir, I move:
"That the Bill be returned."

MR. DEPUTY CHAIRMAN: The question is:

"That the Bill be returned."

The motion was adopted.

THE APPROPRIATION (RAILWAYS) BILL, 1955

THE DEPUTY MINISTER FOR RAILWAYS AND TRANSPORT (SHRI O. V. ALAGESAN): Sir, I beg to move:

"That the Bill to authorise payment and appropriation of certain sums from and out of the Consolidated Fund of India for the service of the financial year 1955-56 for the purposes of Railways, as passed by the Lok Sabha, be taken into consideration."

Sir, I do not think it is necessary for me to say anything by way of preliminary remarks. I should like to hear hon. Members and with your permission I may be permitted to say a few words at the end.

MR. DEPUTY CHAIRMAN: Motion moved:

"That the Bill to authorise payment and appropriation of certain sums from and out of the Consolidated Fund of India for the service of the financial year 1955-56 for the purposes of Railways, as passed by the Lok Sabha, be taken into consideration."

SHRI S. N. MAZUMDAR (West Bengal): Mr. Deputy Chairman, We have already discussed the Railway Budget and the different aspects of the Railway Budget were thoroughly brought out. Still I take this opportunity to deal with some more aspects, rather it would be better to

say, to draw pointed attention to some of the points which were made in the earlier discussion, and mainly I shall deal with the question of railway employees, staff amenities, and their grievances. But before I proceed to do that, I shall deal with a reference by the Railway Minister, Mr. Lal Bahadur Shastri, made in the course of his reply to the debate. There he made a reference to the Soviet Railways and compared them with our railways, and then he also, for our benefit, referred us to the Report of the Indian Railway Delegation that visited the railway systems of the U.S.S.R. and other European countries. I have taken the trouble of going through the Report and after going through the Report I have come to the conclusion that Mr. Lal Bahadur Shastri has not drawn the proper conclusions from that Report. It is not my intention to decry the efforts which are being made for rehabilitating the railways in India, but we must always draw their attention to the defects. And I find that recently a new line has been taken by the Ministers of the Congress Government, both at the Centre as well as in the States, that whenever any defects or deficiencies are pointed out, they try to avoid their responsibilities by referring to certain supposed defects in the state of affairs in Soviet Russia. Now, Sir, that is, I think, very unfair. Rather I should say, let us try to surpass the achievements of the Soviet Union and if there are bad features one should not imitate those bad features. When the Government of India also says that they are prepared to take what is good from other countries, including the Soviet Union, and a delegation is sent there to study the conditions of the railways there, proper lessons should be drawn from the Report of that delegation and it is no use trying to shirk responsibility by this sort of oblique methods. I must say that the Report of the delegation is more or less a very objective one. In that Report it has been mentioned clearly that in