

# SIXTY YEARS OF RAJYA SABHA (1952-2012)

न सा सभा यत्र न सन्ति वृद्धा,  
वृद्धा न ते ये न वदन्ति धर्मम्।  
धर्मः स नो यत्र न सत्यमस्ति,  
सत्यं न तद्यच्छलमभ्युपैति॥

*(महाभारत, सभा पर्व)*

That's not an Assembly where there are no eldersmen,  
Those are not elders, who do not speak with righteousness,  
That's no righteousness where there is no truth,  
That's not the truth which leads one to deceit.

*(Mahabharat, Sabha Parv)*

RAJYA SABHA SECRETARIAT  
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## PREFACE

The Council of States was constituted on 3 April 1952. Its Hindi equivalent as Rajya Sabha was adopted on 23 August 1954. As a permanent House, Rajya Sabha has special significance in the parliamentary, constitutional and federal setup of India. It, *inter alia*, acts as a revising body and as a guardian of the rights of the States. This publication seeks to present the unique position of the Rajya Sabha as an Upper House of the Indian Parliament in our constitutional scheme and the political system. It also gives, in brief, the origin, powers and functions, its relationship with the Lok Sabha, as also the contribution made by this House to the consolidation of parliamentary democracy in India.

The publication titled 'Fifty Years of Rajya Sabha (1952-2002)' was brought out earlier on the occasion of Golden Jubilee Celebrations of Parliament of India. It has been updated by incorporating subsequent developments relating to procedural and technological innovations, significant legislative initiatives, changes in qualifications/disqualifications for membership, parliamentary committees, etc. during the last one decade. Statistical data relating to the main activities undertaken by the Rajya Sabha during the sixty years of its existence have also been updated and appended with a view to giving the readers an idea about the quantum of work done by this House.

I would like to appreciate the efforts put in by the officers and staff of the LARRDIS, Rajya Sabha Secretariat, in preparing the manuscript of this publication. I would also like to compliment the officers and staff of the Printing & Publications Service for coordinating the printing work in a very short time.

I hope that this revised edition will give the readers an insight into various aspects of the functioning of the Rajya Sabha as a distinct entity and the crucial role it plays in the affairs of the nation.

New Delhi;  
April 2012

DR. V.K. AGNIHOTRI  
*Secretary-General*



## SIXTY YEARS OF RAJYA SABHA (1952-2012)

### Origin and History

The demand for popular government and representative institutions such as Parliament remained central to our struggle for independence. The stalwarts of our epic fight for freedom and the founding fathers of our Republic had thus conjured up the vision of Parliament as the institutional embodiment of our democracy and sovereign authority of our people. The Council of States, the Second Chamber of the Indian Parliament, exemplifying that grand and challenging vision, was constituted in the year 1952. However, the origin of the idea for a Second Chamber can be traced to the "Montague-Chelmsford Report of 1919". In its proposals for constitutional reforms for India, the Report recommended the establishment of such a chamber which, of course, was not in consonance with the avowed objectives and spirit of democracy and bicameralism as are understood in political theory and practice. Translating the proposals of this Report into action, the Government of India Act, 1919, as passed by the then Imperial Parliament, created the Second Chamber, the nomenclature of which was the Council of State and which did not reflect the federal features in true sense and was in many ways a truncated and deformed version of a Second Chamber prevailing then in many democracies. Based on restricted franchise and consisting of large number of members nominated by the Government, the Council functioned as a part of a calculated strategy to go against many of the decisions of the Central Assembly which was largely an elected House. The narrow and restricted conception of the Council was evident from the fact that women were neither given the right to cast their votes in the elections to the Council nor were they permitted to stand as candidates in such elections. This decision of colonial rulers stood in sharp contrast to the submission of a petition in 1917 to the British Parliament, by a delegation of women led by Shrimati Sarojini Naidu, demanding voting rights for women of our country on the basis of equality with men. The Council, empowered with overriding authority over the Assembly, was viewed as a mechanism to protect colonial interests and, therefore, contrary to the spirit of our struggle for independence. The Second Chamber in colonial era thus could be called a Government Chamber and, therefore, was not based on the well expounded governing principles of bicameralism. The Simon Commission assessing the functioning of the Council went deep into the method of its formation and stated the following which brought to focus the kind of a convoluted Second Chamber we had in India and against the backdrop of

which we strove to establish a genuine Second Chamber of the Indian Parliament:

The electorate for the Council of State has been so framed as to give the Upper House a character distinct from that of the Legislative Assembly, and indeed the franchise is extremely restricted. Property qualifications have been pitched so high as to secure the representation of wealthy landowners and merchants; previous experience in a Central or Provincial Legislature, Service in the Chair of a Municipal Council, membership of a University Senate, and similar tests of personal standing and experience in affairs qualify for a vote. Electors are for the most part grouped in communal constituencies... women are not entitled to vote at elections to the Council of State or to offer themselves for elections...

As stated earlier, right from the days of freedom struggle, attempts were made to set up a Second Chamber suited to the genius and ethos of our country and in tune with the ideals of bicameralism. In 1928, seven years after the Council of State was established, a report drafted by a Committee under the Chairmanship of Shri Motilal Nehru gave an outline of the future Constitution of India. Popularly hailed as the Nehru Committee Report, it advocated the adoption of parliamentary democracy and sharply focussed attention on the necessity of a bicameral legislature for India.

However, the Council of State continued to function till India became independent and thereby firmly giving us a tradition of bicameralism which was later reformed and reformulated taking into account the challenges of development in the context of independence from centuries of foreign rule.

The Constituent Assembly thoroughly debated the issue of the Second Chamber and established a Committee called the Union Constitution Committee under the Chairmanship of Shri Jawaharlal Nehru to submit a detailed report about the structure and function of the future legislature of our country. The Report suggested for establishment of a bicameral legislature, which the Assembly adopted after serious deliberations. Even though Shri Jawaharlal Nehru was sceptical about the effectiveness of the Second Chamber and had expressed his opinion on this issue in 1936 stating that such "... Chamber will be reactionary and will... check any forward tendencies in the Lower House", he remained a moving force behind the establishment of the Council of States for independent India. His vision was amply manifested in the Report of the Union Constitution Committee which has been dealt with above. Shri Ananthaswamy Ayyangar's remarks in support of the establishment of the Council of States summed up the vision of the founding fathers of our Republic in infusing the spirit of bicameralism in our



legislative framework and the need to "... find opportunity for various people to take part in politics". Referring to the buoyant mood of the people immediately after independence, he said, "... it is necessary that we should have another House where the genius of the people may have full play". Outlining the rationale for such a House he noted that "... whatever hasty legislation is passed by the Lower House may be checkmated by the go-slow movement of the Upper House." Further adding that "the Upper House is a permanent body while the Lower House is not", he argued for a Second Chamber which remained permanent beyond the scope of dissolution "in the interests of the progress of this country".

Replying to the discussion on the Report of the Union Constitution Committee in the Constituent Assembly on 28 July 1947, Shri Gopalaswami Ayyangar observed:

The need for Second Chamber had been felt practically all over the world wherever there are federations of any importance. After all, the question for us to consider is whether it performs any useful function. The most that we expect the Second Chamber to do is perhaps to hold dignified debates on important issues and to delay legislation which might be the outcome of passions of the moment until the passions have subsided and calm consideration could be bestowed on the measures which will be before the Legislature; and we shall take care to provide in the Constitution that whenever on any important matter, particularly matters relating to finance, there is conflict between the House of the People and the Council of States, it is the view of the House of the People that shall prevail. Therefore, what we really achieve by the existence of this Second Chamber is only an instrument by which we delay action which might be hastily conceived, and we also give an opportunity, perhaps to seasoned people who may not be in the thickest of political fray, but who might be willing to participate in the debate with an amount of learning and importance which we do not ordinarily associate with the House of the People. That is all that is proposed in regard to this Second Chamber. I think, on the whole, the balance of consideration is in favour of having such a Chamber and taking care to see that it does not prove a clog either to legislation or administration.

The main purpose behind the creation of a legislative structure for India was to provide a democratic forum for people's representatives and to restore the political and social unity of our country. Granville Austin in his book 'The Indian Constitution: Cornerstone of a Nation' articulated this idea when he wrote that "The goals of the Constituent Assembly when drafting the legislative provisions of the Constitution were to bring popular

opinion into the halls of Government and, by the method of bringing it there, to show Indians that although they were many people, they were but one nation". The Council of States as a unit of the legislative structure was entrusted with the historic responsibility of unifying the nation. It did so by representing the States and Union territories and voicing their interests. Dr. B.R. Ambedkar, the Chairman of the Drafting Committee of our Constitution while clarifying an important point in the Constituent Assembly about the role of the Council of States acknowledged that "...*ex hypothesi*" it "represented the States".

The Council representing the units of federation, in fact, also represented in a more fundamental and deeper sense the unity of our country as expressed through its many States and diversities of cultures, religions, languages and customs. In fact, the establishment of the Council of States and its functioning for the last six decades must be seen in a much more broader and deeper context than is usually understood.

The first Vice-President of India and the first Chairman of the Rajya Sabha, Dr. S. Radhakrishnan while responding to the felicitations of the Members of the Council of States on 13 May 1952, defined in broad terms the function of the House and stated:

There is a general impression that this House cannot make or unmake governments and, therefore, it is a superfluous body. But there are functions, which a revising Chamber can fulfil fruitfully. Parliament is not only a legislative but a deliberative body. So far as its deliberative functions are concerned, it will be open to us to make very valuable contributions, and it will depend on our work whether we justify or do not justify this two Chamber system, which is now an integral part of our Constitution. So, it is a test to which we are submitted. We are for the first time starting under the parliamentary system, with a second Chamber in the Centre and we should try to do everything in our power to justify to the public of this country that a second Chamber is essential to prevent hasty legislation. We should discuss with dispassion and detachment proposals put before us.

Functioning within the parameters of the Constitution to carry out its mandate to legislate and deliberate, the Council of States has engaged itself incessantly to translate into action the lofty vision of the founding fathers of the Republic.

### **Position of Rajya Sabha in Indian Polity and its Composition**

Parliament of India consists of the President of India and the two Houses known as the Council of States *i.e.*, Rajya Sabha and the House of

the People, *i.e.*, Lok Sabha\*. The President thus is an integral part of Parliament. The Rajya Sabha, the Hindi nomenclature of the Council of States was adopted on 23 August 1954.

Membership of Rajya Sabha, as provided in the Constitution cannot be more than two hundred and fifty - two hundred and thirty-eight members representing the States and Union territories and twelve members nominated by the President. The representatives of the States are elected by the elected members of State Assemblies in accordance with the system of proportional representation by means of the single transferable vote. The representatives of the Union territories in Rajya Sabha are chosen in accordance with law enacted by Parliament. There are twelve members nominated by the President from amongst the persons having special knowledge or practical experience in respect of such matters as literature, science, art and social service. Presently, the Rajya Sabha has two hundred and forty five members. This membership has changed from time to time since its inception in 1952. It has gradually increased from 216 in 1952 to 245, its present membership. At present, two Union territories, namely the National Capital Territory of Delhi and Puducherry are represented in Rajya Sabha.

### **Distribution of seats among different States/Union territories**

Rajya Sabha being a federal chamber, States and Union territories have been allocated seats in this House on the basis of population. As a result, number of seats allocated to its federating units is not uniform as is the case in other federal chambers. The founding fathers of the Indian Constitution did not favour the idea of providing equal representation to the constituent units of the Indian Union. The size and population of different States and Union territories in India vary considerably. If all these States are provided equal representation in the Rajya Sabha, the smaller States and Union territories, which are greater in number, may sometimes prevail

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\* The House of the People (Lok Sabha) which is the Lower House of Indian Parliament consists of five hundred and fifty-two members out of which five hundred and thirty members are directly elected from territorial constituencies in the States and twenty from the Union territories. The President nominates two members from the Anglo-Indian Community, if that community is not adequately represented in Lok Sabha. Seats are also reserved in Lok Sabha for the Scheduled Castes and the Scheduled Tribes who are elected from constituencies specially earmarked for them all over the country. The Representation of the People Act, 1950 makes provision for allocation of seats to various States and Union Territories. The actual strength of Lok Sabha at present is five hundred and forty-five, which includes the Speaker and the two nominated members. Lok Sabha, unless sooner dissolved, continues for five years from the date appointed for its first meeting. However, while a Proclamation of Emergency is in operation, this period may be extended by Parliament by law for a period not exceeding one year at a time and not in any case beyond a period of six months after the Proclamation has ceased to operate.

upon the wishes of the bigger States. Moreover, the special circumstances, which existed in the United States of America and Australia, which led them to provide equal representation to the federating Units in the Senate, did not exist in India. Indian federation was not formed out of any contract between the constituent units. The allocation of seats in the Rajya Sabha to be filled by the representatives of the States and of the Union territories as laid down in the Fourth Schedule to the Constitution is as follows:-

States	No. of Seats
Andhra Pradesh	18
Arunachal Pradesh	1
Assam	7
Bihar	16
Chhattisgarh	5
Goa	1
Gujarat	11
Haryana	5
Himachal Pradesh	3
Jammu and Kashmir	4
Jharkhand	6
Karnataka	12
Kerala	9
Madhya Pradesh	11
Maharashtra	19
Manipur	1
Meghalaya	1
Mizoram	1
Nagaland	1
Odisha	10
Punjab	7
Rajasthan	10

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Sikkim	1
Tamil Nadu	18
Tripura	1
Uttarakhand	3
Uttar Pradesh	31
West Bengal	16
<b>Union territories</b>	
The National Capital Territory of Delhi	3
Puducherry	1
<hr/>	
TOTAL	233

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Rajya Sabha is a permanent body and is not subject to dissolution. However, one-third of its members retire biennially. A member who is elected for a full term retains his membership for six years. He is eligible for re-election. A member elected to a seat rendered vacant due to resignation, etc., serves for the remaining term only. After Rajya Sabha was constituted for the first time in 1952, the term of office of some of the members then chosen was curtailed as per the provisions contained in the Council of States (Term of Office of Members) Order, 1952, made by the President in order that as nearly as may be, one-third of the members holding seats in the House would retire every second year. As per this Order, one-third of the members retired in 1954 and 1956 and on each occasion, elections were held and nominations made to fill the seats thus vacated.

### Qualifications for membership

A person for being chosen a member of Rajya Sabha must be a citizen of India and must not be less than thirty years of age. Besides, the Representation of the People Act, 1951 also mandated that he/she should be registered as a voter in the State from which he was seeking election to the Rajya Sabha. In other words, a candidate had to be a resident of the State from where he/she sought to contest election to the Council of States. However, the Representation of the People (Amendment) Act, 2003, has done away with the requirement of being a resident of the State or Union territory from which a person seeks to contest election to Rajya Sabha. He/she has to be an elector in a parliamentary constituency anywhere in India. Any Indian citizen can now contest the Rajya Sabha

elections irrespective of the State in which he/she resides. The Amended Act also dispensed with the provision of secret ballot. It provided that the election to fill a seat in the Council of States shall be by open ballot.

### **Disqualifications for membership**

A person could be disqualified for being chosen a Member of Rajya Sabha—

- a. if he holds any office of profit under the Government of India or the Government of any State, other than an office declared by Parliament, by law, not to disqualify its holder;
- b. if he is of unsound mind and stands so declared by a competent court;
- c. if he is an undischarged insolvent;
- d. if he is not a citizen of India, or has voluntarily acquired the citizenship of a foreign State, or is under any acknowledgement of allegiance or adherence to a foreign State; and
- e. if he is so disqualified by or under any law made by Parliament.

However, being a Minister either of the Union or of any State does not amount to holding an office of profit. Parliament has enacted laws exempting holders of certain offices from being disqualified as Members of Parliament on this ground.

### **Disqualification on the ground of defection**

Besides, the Constitution provides for disqualification of Members on the ground of defection. As per the provisions contained in the Tenth Schedule to the Constitution, a person shall be disqualified for being a Member, if he has voluntarily given up the membership of his political party; or if he votes or abstains from voting in the House contrary to any direction issued by the political party to which he belongs, unless such voting or abstention has been condoned by the political party within fifteen days.

An elected Member who has been returned to the House as an independent candidate shall incur disqualification, if he joins any political party after such election.

A nominated Member of the House shall be disqualified from the membership of the House, if he joins any political party after the expiry of six months from the date of his taking seat in the House. He can join a political party, if he so chooses within the first six months of his term.

The disqualification on ground of defection, however, does not apply in case of merger of political parties in the House under the provisions contained in the Tenth Schedule to the Constitution. 'Merger' of original political party of a Member is deemed to have taken place only if not less than two-thirds of the members of the party have agreed to such merger.

It may be mentioned that the Constitution (Ninety-first Amendment) Act, 2003 sought *inter alia* an amendment to the Tenth Schedule by omitting paragraph 3 pertaining to the exemption from disqualification in case of split in a legislature party.

The provisions of disqualification, under the Tenth Schedule, will not apply to a Member who on his election as the Speaker or the Deputy Speaker of Lok Sabha and the Deputy Chairman of the Rajya Sabha or the Chairman or the Deputy Chairman of the Legislative Council of a State or the Speaker or the Deputy Speaker of the Legislative Assembly of a State, voluntarily gives up his membership of the political party to which he belonged immediately before his election or rejoins such political party after he ceases to hold such office. The Chairman or, as the case may be, the Speaker has been given the final authority to decide questions of disqualification of a Member of a House under the provisions of the Tenth Schedule to the Constitution.

### **Presiding Officers**

The dignity and prestige of this House is evident from the fact that the Vice-President of India is its *ex officio* Chairman. When the Vice-President acts as the President of India or otherwise performs the duties of the President, the duties of the Chairman of the Rajya Sabha are performed by the Deputy Chairman who is elected by the Members of the Rajya Sabha from amongst themselves. The Deputy Chairman presides over the sittings of the Rajya Sabha in the absence of the Chairman. There is also a 'Panel of Vice-Chairmen' in Rajya Sabha. In the absence of Presiding Officers, a member from the Panel of Vice-Chairmen presides over the proceedings of the House. The Presiding Officers play an important role in the smooth functioning of the House and their offices are of great authority and dignity. They function in the House with total impartiality, which is an indispensable concomitant for successful working of parliamentary democracy.

### **Secretary-General**

Apart from the Presiding Officers, the Secretary-General is another functionary whose contribution to the smooth functioning of the House is of great importance. The Secretary-General is appointed by the Chairman of Rajya Sabha and holds rank equivalent to the Cabinet Secretary, the

highest civil servant of the Union Government. The Secretary-General works with near anonymity and is readily available to the Presiding Officers as also the Members for advice on parliamentary matters. The Secretary-General is also the custodian of the records of the House. He heads the Rajya Sabha Secretariat, whose officials work behind the scene under his guidance and control.

### **Federal Chamber**

The Indian Constitution envisages a federal polity where the Lower House is directly elected by the people and the Upper House is elected by elected Members of the Legislative Assemblies of the States and the two Union territories except for the twelve Members who are nominated by the President under the provisions of article 80(1)(a) of the Constitution. As the Legislative Assemblies are directly elected by the people, the democratic character of Rajya Sabha has been fully maintained by having its Members elected by these legislative bodies.

As the term of office of Members of Rajya Sabha is longer than those of the Members of Lok Sabha and one-third Members of Rajya Sabha retire every second year, sometimes it happens that the majority party in Lok Sabha may not have the majority in Rajya Sabha as well. There have been some occasions in the past when the Government of the day did not enjoy majority in Rajya Sabha. Rajya Sabha has played its role effectively in providing checks and balances in the legislative machine. Under article 75(3) of the Constitution, the Government of the day is responsible to Lok Sabha alone; Rajya Sabha cannot make or unmake the Government. The Government, however, is equally accountable to this House as well and this function becomes quite prominent particularly when the party in power does not enjoy majority in Rajya Sabha. In such a situation, sometimes there may arise a deadlock between the two Houses. Of course, in the case of a Money Bill, there cannot be a deadlock between Lok Sabha and Rajya Sabha. Lok Sabha clearly enjoys pre-eminence over Rajya Sabha in financial matters. As regards the Constitution Amendment Bill, it has been provided in the Constitution that such a Bill has to be passed by the specific majority, as prescribed under article 368 of the Constitution, by both Houses. There is, therefore, no provision for resolving a deadlock between the two Houses in regard to a Constitution Amendment Bill. In fact, in 1970, the Constitution (Twenty-fourth Amendment) Bill, which aimed at abolishing the privy purses, etc., of the erstwhile rulers, was passed by Lok Sabha. The Bill, however, was defeated in Rajya Sabha. Similarly, the Constitution (Sixty-fourth Amendment) Bill, 1989 which intended to insert in the Constitution provisions relating to Panchayats and the Constitution (Sixty-fifth Amendment) Bill, 1989, which intended to introduce provisions relating to Nagar Panchayats



and Municipalities, though passed by Lok Sabha fell through in Rajya Sabha. In one of the most recent cases the Prevention of Terrorism Bill, 2002, as passed by Lok Sabha was defeated in the Rajya Sabha. However, as stated in the following paragraph subsequently the Bill was passed in a joint sitting of both the Houses.

In case of an ordinary legislation, however, to resolve a deadlock between the two Houses, a provision has been made in article 108 of the Constitution, for the joint sitting of both Houses. In fact, there have been three occasions in the past when the Houses of Parliament had met in a joint sitting to resolve the differences. In 1961, a joint sitting of Lok Sabha and Rajya Sabha was convened to resolve deadlock on the Dowry Prohibition Bill, 1959. Again, in 1978, the two Houses had met in a joint sitting on the Banking Service Commission (Repeal) Bill, 1977. In 2002, both the Houses met in joint sitting to pass the Prevention of Terrorism Bill, 2002.

### **President's Address**

Under article 87 of the Constitution, President addresses both the Houses of Parliament assembled together at the commencement of the first session after each general election to Lok Sabha and at the commencement of the first session of each year. In this Address, President informs Parliament of the causes of its summons. The discussion on the Address is initiated through a Motion of Thanks moved by a Member and seconded by another Member both of whom are from the ruling party. Amendments can be moved to the Motion of Thanks and if an amendment is carried, the Motion of Thanks as amended is put to the House and adopted. A Motion of Thanks when passed in an amended form clearly reflects that the Government of the day is not enjoying majority in the House. There had been three occasions when the Motion of Thanks on the President's Address was adopted with amendments in Rajya Sabha viz. 30 January 1980, 29 December 1989 and 12 March 2001. Such amendments to the Motion of Thanks on the President's Address constitute unique landmarks in the evolution of our democracy and impart distinct identity to the Council of States and enhance its importance as a legislative and deliberative chamber.

### **Legislative Functions**

Social change and promotion of welfare of the people through measures emerging out of clash of opinions and passing of legislations in representative bodies remain at the core of democratic method of transforming a society. Such an approach which India adopted immediately after independence was considered by many as formidable and indeed impossible in the context of the situation prevailing then, marked by low levels of social and economic

development, rampant poverty and backwardness and massive drain of our resources arising out of centuries of colonial rule. The twin forces of our nationalism and democracy acted as the liberating force and heralded a renaissance for our country and activated us for dedicating ourselves for all round development of the country. Our constitutional apparatus, of which representative institutions formed the central lever, directed its efforts for the gigantic task of uplifting India from the depths of deprivation, illiteracy, ill-health and host of other maladies gravely retarding our progress for ages. No wonder Prof. Granville Austin described our Constitution as "first and foremost a social document". This social document enabled us to generate impulses for democratic upsurge of modern India. Dr. B.R. Ambedkar, the principal architect of our Constitution, urged everyone to avoid the unconstitutional path and adopt constitutional methods to achieve social and economic objectives. Infused by the spirit of the Constitution and democracy, the legislative bodies produced legislations behind which, for the first time, remained people's authority for change and progress. Such a democratic method of transforming India against the background of the intimidating problems we confronted, constituted a unique adventure, the scale and immensity of which is unprecedented in history. The way social and economic changes were brought about by protecting the political rights of our people and the way in which the issue of social justice was integrated with civil liberties of the citizens, make India a role model of democratic governance. India's emergence as a democratic republic and the social transformation we have hitherto experienced without causing violent upheavals and bloodshed attest to the success of democracy which has suffered serious erosion and even obliteration in many countries of the world.

The success of a legislature depends on the extent to which it becomes the spokesperson of the people. Articulation of people's interests, the redressal of their grievances and the manner in which its proceedings become relevant for their lives remain at the root of a legislature's popularity, relevance and effectiveness. Rajya Sabha as part of our Parliament initiated, deliberated and passed such legislations, which have contributed to the emergence of what former President Shri K.R. Narayanan, called "a Legislative State for the first time in our history". The people of India as a whole and the instrument of State apparatus have been enabled through such legislations to bring about desired and momentous changes in society. It has since its inception witnessed the introduction of numerous legislations the depth and content of which encompassed the interests of the common and suffering sections of our society. For instance, introduction of legislations in Rajya Sabha such as the Hindu Marriage and Divorce Bill, 1952; the Hindu Succession Bill, 1954; the Medical Termination of Pregnancy Bill, 1969; the Indecent Representation of Women (Prohibition) Bill, 1986; the Indian

Succession (Amendment) Bill, 1991; the Marriage Laws (Amendment) Bill, 1999, etc., indicates the sensitivity of the House and its Members towards the problems of women who have remained victims of society and outmoded social practices. The introduction of the Pre-Natal Diagnostic Techniques (Regulation and Prevention of Misuse) Amendment Bill, 2001 in the Council is a step which recognises the fact that a woman, what to speak of society, is not even safe in her mother's womb. The historic Constitution (108th Amendment) Bill, 2008 popularly known as Women's Reservation Bill, providing for one-third reservation of seats for women in Lok Sabha and State Legislative Assemblies was also introduced in May 2008 and passed by the Rajya Sabha in March 2010. The Bill has since been transmitted to Lok Sabha and is pending therein. The Bill aims at taking forward the cause of political empowerment of women. Such legislations take up the cause of women at the highest forum of our democracy and deliberations on them educate and sensitise public opinion about the problems and make people aware of the necessity of solving them by their own initiatives. Meaningful discussions on the floor of the House on path breaking legislative proposals are of paramount significance in influencing the Government, the people and civil society for effective action outside legislature. Host of other legislations introduced in the Council of States with a view to preventing food adulteration (the Prevention of Food Adulteration (Amendment) Bill, 1974); abolishing bonded labour system (the Bonded Labour System (Abolition) Bill, 1976); prohibiting and regulating child labour (Child Labour (Prohibition and Regulation) Bill, 1986); rehabilitating the physically challenged people (the Rehabilitation Council of India Bill, 1992), enabling the concerned people to get organs from the brain dead persons for transplantation purposes (The Transplantation of Human Organs Bill, 1994), making child marriage punishable (The Prohibition of Child Marriage Bill, 2006), empowering the crores of workers in the unorganised sector (The Unorganised Workers' Social Security Bill, 2008), making education a fundamental right of every child in the age group of six to fourteen years (The Right of Children to Free and Compulsory Education Bill, 2009), protecting children against sexual abuse (The Protection of Children from Sexual Offences Bill, 2011), point out the vision of the Council in taking appropriate measures for the welfare of the underprivileged and the vulnerable. Such efforts of the Council to remain connected with the ordinary people's problems inspire confidence among them that their representatives with their mandate are there to safeguard their interests.

The close correspondence between the functioning of the House pulsating with problems of society and people is a pointer towards the vitality of democracy. The vitality of the Council of States is reflected by the way it addressed one of the predominant concerns of our age - dwindling wildlife and degradation of environment. Introduction of the Wildlife Protection (Amendment) Bill, 1991 in Rajya Sabha is an exemplification of the concerns of the House for one of the overriding issues of our time.

The examples cited above are not exhaustive but expressive of numbers of such measures initiated in the Council of States. In fact, espousal of an issue by the Members and approval accorded to it by the House through its variety of procedural devices imparts importance and strength to it which otherwise would not have been obtained in any other forum. Therefore, legislative functions of the Council of States are of supreme importance.

### **Legislative Initiatives**

Rajya Sabha's record in initiating legislative measures is a testimony to the fact that while it may be a Second Chamber, it cannot be treated as a secondary chamber. In matters of ordinary legislation, it has equal powers with that of Lok Sabha. In a number of cases, Rajya Sabha had recommended changes in the Bills passed by Lok Sabha and those changes were, in fact, carried out eventually. The Income Tax (Amendment) Bill, 1961; the Prevention of Insults to National Honour Bill, 1971; the Urban Land (Ceiling and Regulation) Bill, 1976; the Government of Union territories (Amendment) Bill, 1977; and the Delhi Administration (Amendment) Bill, 1977 are such instances in which the amendments made by Rajya Sabha were accepted by Lok Sabha. Several legislations were amended by the Rajya Sabha. Some of the recent examples are the Agricultural and Processed Food Products Export Development Authority (Amendment) Bill, 2009; the Carriage by Air (Amendment) Bill, 2009; the Trade Marks (Amendment) Bill, 2010; the State Bank of India (Subsidiary Banks) Amendment Bill, 2011 and the Academy of Scientific and Innovative Research Bill, 2011.

Rajya Sabha has not remained content with its role merely as a revisory chamber. In a number of cases it has, in fact, asserted itself. Rajya Sabha was able to introduce amendments in the Constitution (Forty-fifth Amendment) Bill in 1978, which were accepted by Lok Sabha and it became the Constitution (Forty-fourth Amendment) Act, 1978. This amending Act, *inter alia*, took away from the category of Fundamental Rights, the right to property and put the right to life and liberty on a secure footing. This Act also provided safeguards against the misuse of emergency provisions and guaranteed the right of the media to report freely the proceedings of Parliament and the State Legislatures. In 1989, the Constitution (Sixty-fourth Amendment) Bill and the Constitution (Sixty-fifth Amendment) Bill pertaining to the Panchayati Raj and Nagar Palika institutions, respectively which had earlier been passed by Lok Sabha were defeated in the Rajya Sabha. In the year 2002, Rajya Sabha rejected the Prevention of Terrorism Bill, 2002 as passed by Lok Sabha.

On many occasions some of the Bills passed by the Lok Sabha and sent to the Rajya Sabha for consideration and passage have been referred by the Rajya Sabha to its Select Committee for examination and report. It may be

worthwhile to mention here that the Prevention of Torture Bill, 2010 was passed by the Lok Sabha in May 2010 to allow India to ratify the United Nations' Convention Against Torture and other Cruel, Inhuman and Degrading Treatment or Punishment. However, the Rajya Sabha did not take up this Bill straightway for passing. Rather, Rajya Sabha in its wisdom referred this Bill to a Select Committee of the House for examination and report in August 2010 after a motion was adopted by the House. The Committee made an extensive scrutiny of the Bill and had wider consultations and interactions with eminent jurists, legal experts, reputed organisations and civil society, etc. The Committee in its report presented to the House in December 2010 has made several changes/amendments in the various provisions of the Bill. Writing about the good job done by the Select Committee of Rajya Sabha on examining and submitting a report on the Prevention of Torture Bill, Dr. Tarunabh Khaitan, a Fellow in Law, Christ Church, University of Oxford, observed the following:

By the time, the Bill reached the Rajya Sabha, after the Lok Sabha passed it, the civil society had had a chance to examine its deplorable provisions. At least some Rajya Sabha Members of Parliament listened and were convinced that the provisions of the Bill needed to be scrutinised more closely. The Government wisely conceded their demand and a Select Committee was set up under the Chairmanship of Shri Ashwani Kumar. The December 2010 Report of the Rajya Sabha Select Committee on the Prevention of Torture Bill is remarkable for the sincerity and seriousness with which it treats the issues of torture. The Committee's recommendations, if accepted, will fix most of the infirmities of the original Bill. Although the entire report is worth commending upon, its discussion and recommendations with regard to impunity provisions are particularly noteworthy...The Rajya Sabha Committee's work deserves commendation.

Yet another example is the Wakf (Amendment) Bill, 2010 which was brought before the Parliament by the Government which also took into account the recommendations of the Joint Parliamentary Committee contained in its 9th Report. The Bill was passed by the Lok Sabha in May 2010. However, in Rajya Sabha, the Bill was referred to a Select Committee by a motion adopted by the House for examination and report. These examples testify the relevance and importance of the second chamber in our parliamentary system as a vigilant chamber and to have a second look at the legislations passed by the other House.

As stated earlier, Rajya Sabha has on occasions amended the Motion of Thanks on the Address by the President. On 30 January 1980, an amendment to the Motion of Thanks on the Address by the President was adopted in

Rajya Sabha for the first time. This happened again on 29 December 1989, when Rajya Sabha adopted six amendments to the Motion of Thanks on the President's Address. On 12 March 2001, once again, the Motion of Thanks on the Address by the President was adopted in amended form.

### **Private Members' Bills and Resolutions**

Since in the parliamentary system, Government enjoys majority in the House and a large part of the time of Parliament is devoted to the handling of Government legislative business, legislative initiatives by Private Members often do not succeed. Since 1952 upto the end of the two hundred and twenty-fourth Session (December, 2011), 1713 Private Members' Bills have been introduced out of which 329 were considered. So far, only fourteen Private Members' Bills have found place in the statute book, out of which five were introduced in the Rajya Sabha. These are: (i) The Ancient and Historical Monuments and Archaeological Sites and Remains (Declaration of National Importance) Bill, 1954; (ii) The Hindu Marriage (Amendment) Bill, 1956; (iii) The Indian Marine Insurance Bill, 1959; (iv) The Orphanages and other Charitable Homes (Supervision and Control) Bill, 1960; and (v) The Indian Penal Code (Amendment) Bill, 1963. The measure of success of a Private Member's legislation cannot be reckoned in terms of the number of Bills becoming Acts of Parliament. The strength of the procedure of Private Member's Bills lies in the opportunity they provide to Members to actively participate in proposing legislative measures and in influencing the Government thinking on such issues which are of great national and public importance. In fact, many Private Members' initiatives have actuated the Government to bring in comprehensive legislations on many subjects. For instance, the Bill introduced by nominated Member, Shrimati Rukmini Devi Arundale to prevent the cruelty against animals influenced the Government to introduce such a legislation which eventually became an Act.

Through the instrumentality of the Private Members' Resolution, Members of Parliament belonging to Rajya Sabha have produced such parliamentary work which made lasting impact on the lives of our people. In fact, Private Members' Resolutions are described as "...mirrors with high reflectance value". A survey of the Resolutions adopted in Rajya Sabha educates us about their significance in sensitising Government and the people on many crucial issues of our society. Adoption of many Resolutions gave rise to important measures for taking socially useful steps. Some of the adopted Resolutions which influenced the Government to bring about important changes have been noted below:

Prohibiting exhibition of undesirable films, moved by Shrimati Lilavati Munshi (Cinematograph Act was amended in 1959); enfranchisement of displaced persons from Pakistan, moved by Shri B.C. Ghose (Citizenship Act was amended in

1955); widening the scope of NCC/ACC, moved by Dr. (Shrimati) Seeta Parmanand; giving preference to Indian owned/controlled advertising agencies for advertisements by Railways, Government companies, etc., moved by Shrimati Violet Alva; full mechanisation of coal and ore port on the West Bank of lower Hooghly, moved by Prof. Humayun Kabir; appeal to governments in world to suspend nuclear tests, moved by Shri Mulka Govinda Reddy; appointment of a committee to enquire into procedures for sanctioning exhibition of films, moved by Shri S.B. Bobdey (Khosla Committee was appointed); abolition of privy purses and privileges of ex-rulers, moved by Shri Banka Behary Das (Constitution Amendment Bill for the purpose fell in the Rajya Sabha; later it was re-introduced and passed); advertisement to Indian owned/controlled advertising agencies moved by Shri Joachim Alva (this was in furtherance of the earlier resolution moved by Shrimati Violet Alva); improvement of urban slums, moved by Shrimati Monika Das; appealing to world community to stop blood-shed in Afghanistan, moved by Shri Chaturanan Mishra; atrocities on women, moved by Shri Viren J. Shah\*.

There are several such Resolutions which can be referred to for underlining the role of the Rajya Sabha in influencing the thinking of the Government and people on current and crucial problems of national and international significance.

### Constituent Power

As far as the constituent power of Parliament is concerned, Rajya Sabha has equal power with Lok Sabha. A Constitution Amendment Bill can be introduced in either House of Parliament and has to be passed by each House. In case there is any disagreement between Lok Sabha and Rajya Sabha, a Constitution Amendment Bill naturally falls through. There is no provision for a joint sitting of both the Houses to resolve a deadlock on a Constitution Amendment Bill. The joint sitting of both Houses can be convened to iron out differences between the two Houses only on an ordinary legislation. Some of the important Constitution amendment Bills introduced in Rajya Sabha were the Constitution (Twenty-first Amendment) Bill, 1967, which aimed to add Sindhi as a language in the Eighth Schedule; the Constitution (Fifty-ninth Amendment) Bill, 1988 relating to the extension of President's Rule in Punjab beyond specified time, as the State was facing the worst kind of terrorism; the Constitution (Sixty-second Amendment) Bill, 1989, which sought to amend article 334 of the Constitution proposing

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\* Dr. Yogendra Narain (ed.), *Rajya Sabha at Work* (Rajya Sabha Secretariat, New Delhi, 2006) p. 615.



to continue reservation for a further period of ten years beyond 20 December 1989 for members of the Scheduled Castes and the Scheduled Tribes in the Legislatures; the Constitution (Seventy-sixth Amendment) Bill, 1992 which aimed at providing representation to the legislators of the Legislatures of the Union territories in the matter of election of the President; the Constitution (Eighty-first Amendment) Bill, 1994, which sought to include land reform laws of various States in the Ninth Schedule; and the Constitution (Eighty-sixth Amendment) Bill, 1999, which ought to provide a legal and constitutional basis for Panchayati Raj Institutions in Arunachal Pradesh in accordance with the socio-political ethos of the State.

### **Some Special Powers of Rajya Sabha**

#### *(i) Powers when Lok Sabha is dissolved*

Apart from making laws and amending the Constitution, in several other matters also, Rajya Sabha enjoys equal powers with Lok Sabha. In approving a Proclamation of Emergency (article 352) and in case of failure of constitutional machinery in States (article 356) and any other subsequent Proclamations issued by the President during that period, Rajya Sabha has been assigned equal powers with Lok Sabha. It has been granted special powers in these matters especially when Lok Sabha has been dissolved or the dissolution of Lok Sabha takes place within the period allowed for the approval of the Proclamation. The Proclamation can remain effective if a resolution approving it is passed by Rajya Sabha. For instance, Rajya Sabha met in a brief Session on 28 February and 1 March 1977 to extend the period of President's Rule in the States of Tamil Nadu and Nagaland. At that time, Lok Sabha stood dissolved. Due to the dissolution of Lok Sabha, a Session of Rajya Sabha was convened on 3-4 June 1991 to approve the Proclamation issued by the President under article 356 of the Constitution in relation to the State of Haryana. The Proclamation was approved by Rajya Sabha on 4 June 1991.

#### *(ii) Legislation on a Subject in the State List*

The Constitution contains certain special provisions for Central intervention in the State legislative field. As an embodiment of the federal principle, the Rajya Sabha has been assigned two special powers in this regard. Under article 249 of the Constitution, if the Rajya Sabha adopts a resolution by a majority of not less than two-thirds of the Members present and voting, stating that it is necessary or expedient in the national interest that Parliament should make laws with respect to any matter enumerated in the State List specified in the resolution, Parliament will assume power to make laws for the whole or any part of the territory of India in respect of that subject. For the first time after its constitution, the Rajya Sabha



adopted in August 1986 by a requisite majority a resolution under article 249, conferring power on Parliament to make laws to deal with the problem of terrorism in Punjab. However, no legislation was passed by Parliament in pursuance of the resolution.

(ii) *Creation of All India Services*

Again, under article 312, if Rajya Sabha passes a resolution by a majority of not less than two-thirds of Members present and voting, declaring that it is necessary in the national interest to create one or more All-India Services common to both the Union and the States, Parliament will acquire the power to create by law such services. Thus, a resolution was passed by Rajya Sabha on 6 December 1961 to create the Indian Engineering Service, Indian Medical and Health Service and the Indian Forest Service. Pursuant to this resolution, Parliament amended the All-India Services Act, 1951 to incorporate these services in the statute. However, only the Indian Forest Service was created with effect from 1 July 1966. A similar resolution for the creation of the Indian Agricultural Service and the Indian Educational Service was passed by the House on 30 March 1965. The Constitution has given special powers to Rajya Sabha as the resolution adopted by it by a specified majority would tantamount to the giving of consent by the States. The two-thirds majority has been prescribed as there is no equality in respect of the representation of the States in Rajya Sabha.

### **Financial Functions**

Though Rajya Sabha has limited powers in financial matters, the role assigned to it in this regard is by no means insignificant. The Constitution provides that the Annual Budget of the Union Government is to be laid before both Houses of Parliament. Rajya Sabha discusses both the Union and the Railway Budgets, though it does not vote on the Demands for Grants of various Ministries- a matter exclusively reserved for Lok Sabha. No money, however, can be withdrawn from the Consolidated Fund of India, unless the Appropriation Bill has been approved by both Houses. The Finance Bill, no doubt, also passes through Rajya Sabha and Rajya Sabha can make its recommendations which may or may not be agreed to by Lok Sabha. A new practice was started in 1970 whereby the working of a few select Ministries is discussed every year by Rajya Sabha. Since these debates on Ministries entail no risk for the Government, the nature, character and efficacy of such debates differ vitally from those in the other House, bringing it to the notice of the public, the lapses and shortcomings, if any, of the Government. The debate on the Motion of Thanks on the Address by the President is also important in this connection, as it covers almost all aspects of the financial affairs of the country. The reports of the Comptroller and Auditor-General of India relating to the accounts of the Union are also

required to be laid before both the Houses of Parliament. Members of Rajya Sabha are also associated with two of the three Financial Committees, namely, the Committee on Public Accounts and the Committee on Public Undertakings. Besides, the Members of Rajya Sabha also serve on the twenty-four Department-related Parliamentary Standing Committees, which consider the Demands for Grants of related Ministries/Departments and report thereon. Though Money Bills are not introduced in Rajya Sabha, such Bills are sent to it for concurrence and it can recommend changes to such Bills. In fact, Rajya Sabha did recommend some amendments in some of the Money Bills. The amendments suggested by the Rajya Sabha to the Travancore-Cochin Appropriation (Vote on Account) Bill, 1956; the Union Duties of Excise (Distribution) Bill, 1957; and the Income Tax (Amendment) Bill, 1961 were accepted by Lok Sabha. Apart from Money Bills, there are also certain categories of financial Bills which cannot be introduced in Rajya Sabha. As regards other financial Bills, there is, however, no limitation on the powers of the Rajya Sabha and it has full power to reject or amend any such financial Bill, and, such Bill as in the case of any other Bill except a Money Bill, shall not be deemed to have been passed by the Houses of Parliament unless it has been passed by Rajya Sabha also.

### **Deliberative Functions**

Apart from law-making, the other important function of Parliament is to focus attention on matters of public importance, affecting policies of the Government and administration and to provide a forum for ventilation of public grievances. Various time tested procedural devices namely, questions, Half-an-hour Discussion, Short Duration Discussion, Calling Attention, Special Mention, etc. are available to Members for this purpose. As parliamentary institutions widen their scope of operation and seriously devote to the task of nation-building, the old rules and procedures need to be modified from time to time to meet the rising expectations of the people. Keeping pace with the time, Rajya Sabha has brought about changes in its rules of procedure.

### **Procedural Initiatives and Innovations**

Commencing in 1964, the first hour of every sitting of the House has been made available for the asking and answering of questions. Prior to this, questions were permitted only on some specified days of the week.

In the Rajya Sabha, the total number of questions included in the lists of questions for oral and written answers for any one day is limited to 175 including 20 questions for oral answers. As per earlier practice, very few questions were being taken up during Question Hour as many supplementaries were being raised. In order to ensure coverage of more questions during

Question Hour, the Chairman, Rajya Sabha stated in March 2008 that Members should ask crisp supplementaries and Ministers ought to give precise replies to the questions/supplementaries asked as question time is limited to one hour.

During the year 2010, certain amendments in the Rules of Procedure and Conduct of Business in the Council of States relating to questions asked by the Members of Rajya Sabha were brought into effect at the initiative of the Chairman, Rajya Sabha. The amendments in Rule 43 and Rule 54(3) of the Rules of Procedure and Conduct of Business in the Council of States were recommended by the Committee on Rules of Rajya Sabha in its Twelfth Report which were later adopted by the House. The amendments are intended to make the Question Hour more efficient as well as effective.

Under the earlier system, a Member's name could appear in the Starred List for a maximum of three times - once as a first questioner and twice by way of clubbing. It was generally observed that as a result, the average number of questions that were taken up for oral answer during the Question Hour were four to six only. As per the amended provisions of Rule 43, not more than one question distinguished by an asterisk by the same Member shall be placed on the list of questions for oral answer on any one day and questions in excess of one shall be placed on the list of questions for written answer. Further, each question included in the list of questions for oral answer will be in the name of one Member only by virtue of his position in the ballot.

It was also observed that on many occasions, during the Question Hour, the House did not get comprehensive information from Government on an issue of sufficient public importance sought by the Members through the question because the Member in whose name the question is listed happens to be absent or does not put the question. In order to address this problem, the Committee on Rules recommended amendments in Rule 54(3) of the Rules of Procedure prescribing that if on a question being called it is not put or the Member in whose name it stands is absent, the Chairman shall direct that the answer to it be given. Now, the Chairman has decided that two supplementaries may be allowed to the Member in whose name a starred question has been listed. Besides, three more Members may be allowed one supplementary each. In case of a starred question which is not put or the Member in whose name it is appearing is absent, three Members may be allowed one supplementary each. The time allotted for Question Hour can be effectively used if supplementary questions asked by the Members flow from the main question. The Chair often reminds the Members to put supplementary questions keeping in mind the original question. For instance, while presiding over the House during the Question Hour on

3 August 2011, Hon'ble Chairman, Rajya Sabha observed that supplementary questions must arise out of the main question and answer given to the main question. It cannot be the subject of an open ended debate. There are other avenues for such debates.

Innovative procedural devices such as Calling Attention and Short Duration Discussion provide more opportunities to strengthen parliamentary control over the executive. Rules regarding petitions have also been changed. Previously, petitions relating to pending Bills only were allowed. The modified rules incorporated more subjects on which petitions could be addressed to the House. Now, petitions can be presented on any matter of general public interest, barring the subjects which fall within the jurisdiction of a court of law and judicial and quasi judicial bodies or matters which are not the concern of the Government of India and which can be raised through other procedural devices and for which remedy is available under the law. A cursory look at the various reports presented by the Committee on Petitions shows that the Committee has proved itself to be a valuable instrument for the redressal of public grievances. It has provided a forum for two way channel of communications between people and Parliament. The Committee on Rules, the Business Advisory Committee, the House Committee and the Committee of Privileges are important Committees of the House. Until July 2000, the General Purposes Committee which deals with matters concerning the affairs of the House did not find mention in the Rules of Procedure. Now the rules relating to this Committee have also been incorporated in the rule book.

Similarly opportunities for Members for raising matters of public importance have been provided through the method of Special Mention which was incorporated in the Rules of Procedure and Conduct of Business in the Council of States in the year 2000. A strict word limit of 250 words has been fixed in order to accommodate maximum number of Members for raising issues in the House. Moreover, it has been provided that no Member shall be allowed to make more than one Special Mention during a week and the total number of Special Mentions to be admitted for a day shall not ordinarily exceed seven. The Ministry of Parliamentary Affairs has issued instructions and guidelines to the Ministries/Departments regarding the follow-up action to be taken up by them with regard to the matters raised under the Special Mention procedure, including the time-limit for sending replies thereto.

Several formal parliamentary devices for raising matters of public interest notwithstanding, Members wish to raise informally matters of urgent public interest in the House after the Question Hour. This time has been colloquially termed as 'Zero Hour'. As such, there is no procedure prescribed in the

Rules of Procedure and Conduct of Business in the Council of States regulating the Zero Hour submissions. However, successive Chairmen have taken initiatives to regulate the 'Zero Hour' submissions. These submissions have come to be known as 'Matters raised with permission of the Chair'. As per the existing procedure, these matters will be raised after the questions and laying of papers, if any, on the Table and before any other item in the List of Business is taken up. For notices admitted by the Chairman, the concerned Member would be given three minutes to raise the matter in brief. Further, at the end of the period of 3 minutes assigned for making the submission and shown on the Electronic Display Board as a count-down manner, the mike is cut off. Not more than one submission as 'matter raised with permission' shall be permitted on one subject. No Member shall be allowed to make more than one submission as 'matter raised with permission' in a week. As decided in the Leaders' meeting held on the 11 March 2008 in the Hon'ble Chairman Chamber, not more than ten matters would be permitted to be raised with permission on a day.

Besides, various information technology tools have been developed to effectively manage time for discussions and debates that take place inside the Chamber of the Rajya Sabha. During the Budget Session of 2010, an Integrated Talk Time Management and Electronic Display System was installed in the Rajya Sabha Chamber. This is basically a time management software which is controlled by the Presiding Officer with the assistance of a touch screen placed on his table. It indicates the name of Members participating in various debates and discussions, their party affiliation, division numbers, total time allotted to different parties, time consumed and time left for Members individually and for political parties. The system, in addition to the Zero Hour Submissions (matters raised with permission of the Chair), also covers the Short Duration Discussion, Calling Attention and Discussion on Private Members' Bills and Resolutions. Besides, the Dashboard Application Software has also been developed and subsequently installed on the Chairman's table in the Rajya Sabha Chamber. On logging into the Dashboard Application, the opening screen displays a graphical presentation of the entire seating arrangement of the Members in the Chamber including their photographs, party affiliations, division numbers and other details, indicated in different colours. This helps the Presiding Officer to make informed selection of Members in giving them opportunities to ask supplementary questions. This system is of considerable assistance to the Chairman who earlier had to rely on the information provided to him manually.

### **Committee System**

Success of Parliamentary democracy depends on the way in which the legislative scrutiny of the executive work is carried out. As the parliamentary functions expand and the legislators remain busy in the activities of the

House they do not get enough time to apply themselves to the extended volume of work of the Government departments. To meet such challenges, Parliaments all over the world have broadened the committees to ensure the legislative surveillance over executive. The Indian Parliament has also been doing this by establishing new committees. For instance, the establishment of the Committee on Subordinate Legislation in 1960s reflected the concerns of the House to look into the rules made by the executive on the basis of many principal legislations passed by the House. The Committee on Government Assurances was set up essentially to follow up the assurances given by the Government on the floor of the House so that they are implemented in time. Another example regarding the expansion of the Committee System is the setting up of the Committee on Papers Laid on the Table of the House. Constituted in 1980, this Committee principally examines the papers laid on the Table of the House so as to help the House and its Members examine and follow up the volume and catalogue of papers submitted by the executive on crucial matters concerning national and international affairs.

(i) *Department-related Standing Committees*

Scrutiny of the executive work by the legislature remains at the heart of parliamentary democracy. In fact, further intensifying the scrutiny of the executive work can ensure accountability of the executive to the legislature. It is well stated that "better legislative scrutiny makes better Government". To further elevate the legislative scrutiny to a higher plane and to examine policies before they are executed, seventeen Department-related Standing Committees were set up on 29 March 1993. Members of both the Houses serve on these Committees. An important step was taken further to strengthen the Committee system in Parliament in July 2004 by increasing the number of these Committees to twenty-four. This was broadly done on the basis of the recommendations of a Joint Parliamentary Committee to look into the question of jurisdiction overlap amongst various Committees. The Rules of Procedures of both the Houses of Parliament were accordingly amended. The membership of these Committees was also reduced from 45 to 31, out of which 10 Members are from the Rajya Sabha and 21 Members are from the Lok Sabha. Out of twenty-four Committees, eight Committees namely Committees on Commerce; Home Affairs; Human Resource Development; Industry; Science and Technology, Environment and Forests; Transport, Tourism and Culture; Health and Family Welfare; and Personnel, Public Grievances, Law and Justice, function under the control and direction of the Chairman, Rajya Sabha. Sixteen Committees function under the direction and control of the Speaker, Lok Sabha. These Committees have the mandate to consider the Demands for Grants of the related Ministries/ Departments and report thereon; to examine Bills pertaining to the related

Ministries/Departments referred to the Committee by the Chairman or the Speaker, as the case may be and report thereon; to consider the annual reports of the Ministries/Departments and report thereon; and to consider national basic long term policy documents presented to the Houses, if referred to the Committee by the Chairman or the Speaker, as the case may be, and report thereon. These Committees shall not consider matters of day to day administration of the related Ministries/Departments. As a matter of fact, the functioning of these Committees has enabled the Parliament to carry out scrutiny of the executive in a detailed manner. The constructive criticism and considered recommendations made by these Committees have been found to be useful by the Ministries and Departments concerned to tone up their functioning and to formulate realistic budgets, plans and programme for the welfare of the people.

(ii) *Committee on Ethics*

Members of Parliament had on many occasions, expressed themselves in favour of evolving an internal self-regulatory mechanism for ensuring probity in public life. The Ethics Committee of Rajya Sabha, the first of its kind in any legislature in India, was thus constituted by the Chairman, Rajya Sabha on 4 March 1997, with the mandate to oversee the moral and ethical conduct of Members and to examine cases referred to it with reference to ethical and other misconduct of Members. Following recommendations of the Committee on Rules, as made in its Ninth Report, presented to the House on 20 July 2004, a new Chapter viz. Chapter XXIV, containing new rules from 286 to 303 on the Committee on Ethics was accordingly added in the Rules of Procedure and Conduct of Business in the Council of States. The Committee has prepared a comprehensive Code of Conduct for the Members of Rajya Sabha for maintaining high standards of public behaviour. The Committee also acts as the record-keeper and overseer of the declaration of assets and liabilities by Members under the Members of Rajya Sabha (Declaration of Assets and Liabilities) Rules, 2004 framed by the Chairman, Council of States, under sub-section(3) of section 75A of the Representation of the People Act, 1951. Under these Rules, every elected Member is required to furnish information regarding his/her assets and liabilities and the assets of his/her spouse and dependent children.

Similarly, as per Rule 294(1) of the Rules of Procedure and Conduct of Business in the Council of States, whenever a Member has a personal or specific pecuniary interest (direct or indirect) in a matter being considered by the Council or a Committee thereof, he shall declare the nature of such interest notwithstanding any registration of his interests in the Register, and shall not participate in any debate taking place in the Council or its Committee before making such declaration. The Committee on Ethics, in



its Fourth Report presented to the Council of States on 14 March 2005 and adopted by it on 20 April 2005, identified five pecuniary interests, viz. remunerative directorship; regular remunerated activity; shareholding of controlling nature; paid consultancy; and paid professional engagement. The recommendations of the Committee were enforced with effect from 2 May 2005. Members are required to declare their interests in the prescribed form for the registration in the Register of Members' Interests as provided in Rule 293 of the Rules of Procedure. Information about the assets and liabilities and pecuniary interests of the Members can be provided to the general public in accordance with such rules and procedures laid down by the Committee on Ethics or the Members of Rajya Sabha (Declaration of Assets and Liabilities) Rules, 2004. The Committee has so far presented nine reports to the House. These measures have been taken by the Rajya Sabha with the objective of bringing accountability and transparency in its functioning and to reinforce people's faith in our parliamentary institutions.

(iii) *Committee on Provision of Computer Equipment to Members of Rajya Sabha*

In the wake of the adoption of new information and communication technologies for meeting the information requirements of Members of Parliament in a more efficient manner and on a wider scale and to put the efforts of computerisation of the various services of Rajya Sabha in an institutional framework, a Committee on Provision of Computers to Members of Rajya Sabha was constituted by the Chairman, Rajya Sabha on 18 March 1997. The Committee now known as the Committee on Provision of Computer Equipment to Members of Rajya Sabha, *inter alia*, deals with matters relating to provision of computers and computer-related information to Members of Rajya Sabha, including Internet and other applications for their use. It also reviews the hardware and software requirements of Members.

(iv) *MPLAD Scheme and Committee on MPLADS*

Member of Parliament Local Area Development Scheme (MPLADS) introduced in 1993, provides the Members a unique opportunity to contribute in the task of development in the States. Through this Scheme, the Members can direct the District administration to take up developmental projects in his/her constituency based on locally felt needs to the creation of durable assets to the tune of rupees five crores annually. As a large number of complaints were being received from Members about the non-implementation of various items of work under MPLADS, it was felt that there should be some effective monitoring mechanism so that proper and quick implementation of projects under the MPLAD Scheme could be achieved. With this end in view, the Committee on MPLADS was constituted in Rajya Sabha on 5 September 1998 to undertake reviews with the



Ministry of Statistics & Programme Implementation for implementing the Scheme, and also conducts periodic site visits to assess the works executed or being executed under the MPLADS in special cases. The Committee also monitors the timely release of funds by the Ministry to the District Collectors, proper and timely execution of the works recommended by the Members and suggests measures for removal of bottlenecks. It forwards the grievances of the Members to the Ministry and suggests measures for their speedy disposal. The scheme is, therefore, a vital instrument in meeting the developmental needs of the constituents by the Members.

### **Dignified, Responsive and Responsible House**

One of the objectives of setting up of a Second Chamber is to provide opportunity for representation of seasoned and eminent people and thus facilitate a higher standard of debate. Since its inception, the functioning of Rajya Sabha has been marked by dignity and remarkable sensitiveness to public opinion. It has succeeded in combining dignity with intense activity. This is facilitated by providing opportunities to persons having special knowledge and experience in various fields of activity, who have contributed towards nation-building and socio-economic reconstruction of the society. Many eminent persons from different walks of life have served as Members of Rajya Sabha. Among them, we find a galaxy of scholars, educationists, historians, scientists, artists, poets, litterateurs, jurists, engineers, economists, administrators and social workers of outstanding eminence.

Rajya Sabha has indeed carved out an important place in the Indian parliamentary set-up. Its dignified atmosphere has been sustained among other factors, by the towering personalities of those who adorned the offices of Chairman and Deputy Chairman. Out of twelve Presidents that India has had so far, six of them had earlier served as the Chairman of Rajya Sabha.

Even though the Government depends for its survival on the confidence of Lok Sabha alone, there are instances when Members of Rajya Sabha have been appointed as Prime Ministers. In 1966, for example, when Shrimati Indira Gandhi was appointed as the Prime Minister, she was a Member of Rajya Sabha. Similarly, during the period of 1996-97, when Shri Deve Gowda and Shri Inder Kumer Gujral were appointed as Prime Ministers one after another, they were Members of Rajya Sabha. The current Prime Minister, Dr. Manmohan Singh is also a Member of Rajya Sabha. Though in financial matters, Lok Sabha has more powers compared to Rajya Sabha, several Cabinet Ministers incharge of the Ministry of Finance have come from among Members of Rajya Sabha. The former Finance Ministers, Shri Pranab Mukherjee (currently Finance Minister), Shri S.B. Chavan, Shri Narayan Dutt Tiwari, Shri V.P. Singh, Dr. Manmohan Singh,

Shri Yashwant Sinha and Shri Jaswant Singh belonged to Rajya Sabha. Other important portfolios like External Affairs, Agriculture, Industry, Commerce, Planning and Programme Implementation and Tourism have also been held, at times, by Members belonging to Rajya Sabha.

### **Women Members of Rajya Sabha**

Mahatma Gandhi used to say that all our works stop half way because women were not participants in them. Account of sixty years of Rajya Sabha would remain incomplete if no reference is made to the important contributions of women Members of the Rajya Sabha. Since the inception of Rajya Sabha in 1952, women Members, whether they were elected to the House or nominated by the President of India, have endearingly demonstrated, through their talents and abilities, their role as legislators. Their active and meaningful participation in proceedings of the House and its Committees attests to their phenomenal contributions to the enrichment of parliamentary work. Distinguished and renowned personalities representing different States and Union territories of our country and hailing from diverse walks of life adorned the Council and added lustre to its debates and discussions. Each woman Member of Rajya Sabha with her distinctive outlook and identity has enriched the parliamentary business. Names such as Dr. (Smt.) Najma Heptulla, Shrimati Violet Alva, Shrimati Lilavati Munshi, Dr. (Smt.) Seeta Parmanand, Shrimati Nandini Satpathy, Shrimati Indira Gandhi, Shrimati Margaret Alva, Shrimati Jayanthi Natarajan, Shrimati Sushma Swaraj, Shrimati Ambika Soni, Shrimati Nargis Dutt, Prof. (Smt.) Asima Chatterjee, Shrimati Amrita Pritam, Shrimati Shabana Azmi, Dr. (Smt.) Kapila Vatsyayan, Shrimati Mohsina Kidwai, Smt. Brinda Karat and others, take one to the long line of outstanding and admirable women Members of the Council, whose involvement in the business of the House is beyond the realm of their routine allegiance to parliamentary responsibilities and, therefore, more substantive and fundamental. One such concrete and vibrant manifestation was witnessed in the manifold parliamentary work of Dr. (Smt.) Seeta Parmanand who as a Member of Rajya Sabha blazed a new tradition in not only asking numerous questions and participating in many discussions but also introducing Bills, resolutions and amendments to several legislations. In fact, out of fourteen Private Members' Bills which have so far been enacted during sixty years of our Parliament, one such Bill was initiated by Dr. (Smt.) Parmanand. She discovered that provisions for judicial separation of a couple in the Hindu Marriage Act, 1955 were not at par with the provisions in the Special Marriage Act. Therefore, she moved an amendment to the Hindu Marriage Act, 1955 which was adopted by Parliament and eventually entered the statute book. After the Bill was passed, Members of the House and also the then Minister for Legal Affairs, Shri H.V. Pataskar, warmly felicitated her. Outlining the service rendered by

Dr. (Smt.) Parmanand in introducing that important legislation, Shri Pataskar said, "If she had not done it there would have been many difficulties in the way of Government doing it, because there is a sense of complacent feeling having once passed an Act. It would take very long to move the Government machinery to effect the amendment". The compliments offered by the then Member, Shri P.N. Sapru not only reflected the mood of the House but also underlined the importance of Dr. (Smt.) Seeta Parmanand as a great parliamentarian worthy of emulation by others. Shri Sapru admired her for finding a lacuna in the Hindu Marriage Act and rectifying it through a legislation. He then described her as "a model legislator" and wished that "...we should all take as much interest in the day-to-day work of Parliament as Dr. Seeta Parmanand does".

She used to introduce many resolutions and legislations on important subjects. Practically, almost all the time the Minister concerned used to request her to withdraw them on the ground that the Government would come forward with a comprehensive proposal. On one Friday when this was repeated, she commented that Friday instead of being called Private Members' day may be called Government assurance day for comprehensive legislation. Her statement was a reflection of her ardour and initiative for parliamentary work which, she realised, had important bearing on people and society.

One more example of the importance of a lady Member's parliamentary initiative in actuating the Government to take appropriate measures for changing statutes, may be mentioned here.

Shrimati Lilavati Munshi's resolution to prohibit the exhibition of undesirable films was adopted by the House in 1954. That particular resolution moved the Government to amend the Cinematograph Act in 1959. Referring to that resolution, former Chairman of Rajya Sabha, Shri R. Venkataraman, in his address on the theme "The Role of a Private Member of Parliament", delivered at the Harold Laski Institute of Political Science, Ahmedabad, in 1986 said, "...Film censorship is now accepted as a fact. It is not remembered that the first steps towards this were taken as a result of a Private Member's Resolution moved by Shrimati Lilavati Munshi and adopted in the Rajya Sabha in 1954".

The resolution introduced by the then nominated Member Shrimati Ela Ramesh Bhatt concerning formulation of a national policy for hawkers and vendors who are subjected to harassment and torture by officials and vested interests, reflected the concerns of not only the lady Member, but of all the sensitive people regarding suffering of a section of our society

who remain victims of insult and humiliation. The House did not adopt the resolution. Even then it reflected the anxieties of the lady Member about a problem which any sane person in this country is seized of. Similarly, one can refer to another nominated lady Member Shrimati Rukmini Devi Arundale who asked questions on several crucial issues and eventually introduced a Bill on the issue of cruelty against animals. She wanted protection of the lives of animals and in a way upheld the rights of these voiceless creatures. While introducing the Bill, she delivered a moving speech, which stirred the then Prime Minister Shri Jawaharlal Nehru. He requested her to withdraw the Bill on the assurance that the Government would introduce legislation on the subject. The enactment of Government legislation on the issue of prevention of cruelty against animal largely owes to her initiative.

It is interesting to note that the first woman Prime Minister of our country, Shrimati Indira Gandhi was a Member of Rajya Sabha when she occupied that high office.

Another aspect relating to the lady Members of Rajya Sabha which compels attention is about their role as Presiding Officers. The first lady Presiding Officer of the House was Shrimati Violet Alva who left a resplendent tradition of conducting the proceedings of the House with grace, dignity, impartiality and efficiency. Another outstanding lady Dr. (Smt.) Najma Heptulla has the distinction of becoming the second woman Presiding Officer of the House. She has the unique privilege of becoming the longest serving Presiding Officer of Parliament anywhere in the world. It is an important landmark in the history of our democracy. Her distinguished parliamentary career and significant contributions to the parliamentary traditions further elevated her to the unique position of the first ever woman President of the Inter-Parliamentary Council. This international acclaim for the contributions of a lady Member of Rajya Sabha is rare for any person in the world. In the line of the Presiding Officers of the House, Shrimati Pratibha Devi Singh Patil became the third lady Deputy Chairperson and upheld the dignity of the Council of States and discharged her duties with exemplary conduct. In the later phase of her career in politics and public life, she acquired the distinction of being the first woman to have been elected as the President of India in July 2007. In the Panel of Vice-Chairmen, there have been several women Members who have successfully conducted the proceedings of the House and set a lasting tradition of occupying such dignified positions with rare ability and talent. This analysis of the contributions of women Members is certainly not comprehensive but only indicative of their fundamental and historic role on the floor of the House.

### **Relationship with Lok Sabha**

The history of the working of both the Houses of Parliament during the last sixty years would indicate that their relationship has been marked by

a sense of cordiality, mutual respect and regard and cooperation in matters concerning the business of Parliament. A resolution was moved on 18 March 1954 in Lok Sabha seeking to abolish Rajya Sabha but it was negatived. Another resolution on the same lines was moved in Lok Sabha on 30 March 1973. Some unsuccessful efforts were also made seeking to abolish Rajya Sabha by way of introducing Constitution Amendment Bills by Private Members in 1971, 1972, 1975 and 1981. Notwithstanding these instances, occasional differences between the two Houses were resolved satisfactorily, laying a firm foundation for coordination and mutual consultation on matters affecting the Houses.

Indian polity had seen one party dominance for nearly four decades after its independence when the Indian National Congress party ruled at the Centre and in most of the States and Union territories. The end of the single party dominance and formation of Coalition Governments in different States and at the Centre now have added a new dimension to the relationship between the two Houses of Parliament. A party or parties different from the one ruling at the Centre now rule a number of States. And this fact has its impact not only on the composition of Rajya Sabha but its general attitude on issues affecting the powers and jurisdiction of the States. A situation has emerged whereby the Government responsible to Lok Sabha is finding itself in a minority in Rajya Sabha. The composition of the Rajya Sabha, in fact, changes biennially depending on the strength of a particular party in the concerned Legislative Assembly of the State at that particular time. Such a situation poses a challenge to the ruling party to get a legislation passed requiring special majority such as constitutional amendments, etc. This may affect the policy-making of the Government of the day, as any Bill, has to be passed by Rajya Sabha also. As a result, the Government of the day has to shape the Bills in a way that would be agreeable to the Rajya Sabha in order to avoid any face off between the two. Thus, the Rajya Sabha has assumed a special significance, even though it does not have any stake in the Government formation. In the coming years, political observers may watch keenly the role played by Rajya Sabha in the legislative sphere and handling the problems of federal adjustment made more complex and delicate by the far-reaching changes being brought about on the Indian political scene by the dynamics of electoral politics.

The hallmark of Rajya Sabha is the principle of continuity as a perpetual House and a continuous institution in our parliamentary framework to meet the legislative and constitutional contingency at a time when the Lok Sabha may be under dissolution or in the process of reconstitution after election. As the Rajya Sabha is a permanent House, the dissolution of Lok Sabha has a limited impact on the Bills before the Rajya Sabha. The Bill introduced in the Rajya Sabha and pending therein and the Bill introduced in the

Rajya Sabha and passed by it but not transmitted to the Lok Sabha, will not lapse on the dissolution of the Lok Sabha. For example, in recent past, the Constitution (108th Amendment) Bill, 2008 popularly known as the Women's Reservation Bill was for the first time introduced in the Rajya Sabha in May 2008 and it was passed by the House in March 2010. The Bill has since been transmitted to the Lok Sabha and is pending therein. It may be recalled that the Bills for Women's Reservation were earlier introduced in Lok Sabha in 1996, 1998 and 1999 without being passed by that House as the Bills lapsed with the dissolution of respective Lok Sabhas.

Both the Houses have developed their personality and functional identity and yet at the same time worked in cooperation and harmony with each other. They have lived up to the ideal propounded by Pt. Jawaharlal Nehru:

To call either of these Houses as Upper House or a Lower House is not correct. Each House has full authority to regulate its own procedure within the limits of the Constitution. Neither House, by itself, constitutes Parliament. It is the two Houses together that are the Parliament of India... The Constitution treats the two Houses equally except in financial matters which are to be the sole purview of the House of the People. The successful working of our Constitution, as of any democratic structure, demands the closest cooperation between the two Houses.

Besides constitutional provisions, rules of procedure as well as practices and conventions contribute to the development of healthy, harmonious and smooth relationship between the two Houses. These intend to maintain the sanctity and dignity of the conduct of the business of the Houses by mutual restraint and regard and recognise the independence of each House.

## **Conclusion**

In 1960, referring to the role of Rajya Sabha, our first Prime Minister Pandit Jawaharlal Nehru had said "This House (Rajya Sabha) and the other House of Parliament perform a paramount and leading function in the country under the Constitution deciding major policies and giving a lead to the country".

During the span of six decades, the Council of States has played a remarkable role as a revisory chamber, deliberative body and legislative apparatus. Success of bicameralism in India owes a lot to the way the Council of States has redeemed itself as a democratic institution with proven record of its relevance not only for the body polity but also for our society and people. Described as "...a constitutional caravan that goes on continuously and ceaselessly unlike the other House", the Council has distinguished itself in India and in the world through its manifold activities.

Its lively Question Hour, scintillating debates interspersed with wit and humour, serious discussions in the House on issues of national and international importance and the legislative initiatives taken by it within the parameters of its constitutional authority have all contributed in fashioning the position of Rajya Sabha as a hallowed House of the Indian Parliament. People cutting across social positions look at this august body with admiration and fascination. Prominent personalities inspite of their elevated status in our country always look forward to spending tenure in this Council not only to give a sense of fulfilment to themselves but also to be part of the mainstream of public life which this Council so wonderfully represents. The former Prime Minister, Shri Atal Bihari Vajpayee had once said that the career of no public figure would be complete without a stint in the Council of States. People hold this House with great esteem and also expect that its revered traditions are carried forward so that the momentum of democratic advancement of our country is further galvanised.

The former Chairman of Rajya Sabha, Shri Bhairon Singh Shekhawat, while responding to the felicitations of the Members on the floor of the House had stated that "... public perceptions of the functioning of the democracy is not only based on the quality of governance provided by the executive but also on how far the proceedings in the House are relevant for its welfare". He, therefore, suggested that to find out the relevance and effectiveness of the proceedings from the viewpoint to their contribution towards public governance and public welfare, the House should evaluate them at the end of every Session. In this context he further added that "... the House of Elders... take a lead in reaffirming the core value of the republic and set up the highest standards of parliamentary democracy worth emulation by others".

The current Chairman of Rajya Sabha, Shri M. Hamid Ansari while addressing the Senate of Kazakhstan in April 2008 stated:

The makers of our Constitution envisaged the role of the Rajya Sabha along three axes: as a legislative chamber of elders discussing, revising or delaying legislation as per need; as an institution where interests of the States of the Indian Union could be projected and safeguarded and; as a deliberative chamber where greater and diverse experience is brought to bear on questions of significance. The essence of democracy is participatory governance. Experience the world over has shown that this ensures responsiveness and transparency.

The Council of States, which has emerged as a front ranking second chamber, has now been famous for giving depth and content to the principles of bicameralism in theory and practice.





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STATISTICAL DATA RELATING TO RAJYA SABHA (1952-2012)

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**TABLE 1**  
**CHAIRMEN—RAJYA SABHA**

1.	Dr. Sarvepalli Radhakrishnan	13.05.1952 to 12.05.1957 and 13.05.1957 to 12.05.1962
2.	Dr. Zakir Husain	13.05.1962 to 12.05.1967
3.	Shri Varahagiri Venkata Giri	13.05.1967 to 03.05.1969
4.	Shri Gopal Swarup Pathak	31.08.1969 to 30.08.1974
5.	Shri Basappa Danappa Jatti	31.08.1974 to 30.08.1979
6.	Shri M. Hidayatullah	31.08.1979 to 30.08.1984
7.	Shri R. Venkataraman	31.08.1984 to 24.07.1987
8.	Dr. Shanker Dayal Sharma	03.09.1987 to 24.07.1992
9.	Shri K.R. Narayanan	21.08.1992 to 24.07.1997
10.	Shri Krishan Kant	21.08.1997 to 27.07.2002
11.	Shri Bhairon Singh Shekhawat	19.08.2002 to 21.07.2007
12.	Shri Mohammad Hamid Ansari	11.08.2007- till date

**TABLE 2**  
**DEPUTY CHAIRMEN—RAJYA SABHA**

1. Shri S.V. Krishnamoorthy Rao	31.05.1952 to 02.04.1956 and 25.04.1956 to 01.03.1962
2. Smt. Violet Alva	19.04.1962 to 02.04.1966 and 07.04.1966 to 16.11.1969
3. Shri Bhaurao Dewaji Khobragade	17.12.1969 to 02.04.1972
4. Shri Godey Murahari	13.04.1972 to 02.04.1974 and 26.04.1974 to 20.03.1977
5. Shri Ram Niwas Mirdha	30.03.1977 to 02.04.1980
6. Shri Shyam Lal Yadav	30.07.1980 to 02.04.1982 and 28.04.1982 to 29.12.1984
7. Shri M.M. Jacob	26.02.1986 to 22.10.1986
8. Smt. Pratibha Devisingh Patil	18.11.1986 to 05.11.1988
9. Dr. (Smt.) Najma Heptulla	25.01.1985 to 20.01.1986 and 18.11.1988 to 04.07.1992 and 10.07.1992 to 04.07.1998 and 09.07.1998 to 10.06.2004
10. Shri K. Rahman Khan	22.07.2004 to 02.04.2006 and 12.05.2006 to 02.04.2012

**TABLE 3**  
**SECRETARY/SECRETARIES GENERAL**  
**RAJYA SABHA**

1.	<b>Shri B.N. Kaul</b> <i>Secretary</i>	April-May 1952
2.	<b>Shri S.N. Mukerjee</b> <i>Secretary</i>	13.05.1952 to 08.10.1963
3.	<b>Shri B.N. Banerjee</b> <i>Secretary/Secretary-General</i>	09.10.1963 to 31.03.1976
4.	<b>Shri S.S. Bhalerao</b> <i>Secretary-General</i>	01.04.1976 to 30.04.1981
5.	<b>Shri Sudarshan Agarwal</b> <i>Secretary-General</i>	01.05.1981 to 30.06.1993
6.	<b>Smt. V.S. Rama Devi</b> <i>Secretary-General</i>	01.07.1993 to 25.07.1997
7.	<b>Shri S.S. Sohoni</b> <i>(officiating Secretary-General)</i>	25.07.1997 to 02.10.1997
8.	<b>Shri R.C. Tripathi</b> <i>Secretary-General</i>	03.10.1997 to 31.08.2002
9.	<b>Dr. Yogendra Narain</b> <i>Secretary-General</i>	01.09.2002 to 14.09.2007
10.	<b>Dr. V.K. Agnihotri</b> <i>Secretary-General</i>	29.10.2007-till date

**TABLE 4**  
**LEADERS OF THE HOUSE—RAJYA SABHA**

1. Shri N. Gopalaswami Ayyangar	May, 1952 to Feb., 1953
2. Shri Charu Chandra Biswas	Feb., 1953 to Nov., 1954
3. Shri Lal Bahadur Shastri	Nov., 1954 to March, 1955
4. Shri Govind Ballabh Pant	March, 1955 to Feb., 1961
5. Hafiz Mohammad Ibrahim	Feb., 1961 to Aug., 1963
6. Shri Yashwantrao Balwantrao Chavan	Aug., 1963 to Dec., 1963
7. Shri Jaisukhlal Hathi	Feb.-March, 1964
8. Shri Mahomadali Currim Chagla	March, 1964 to Nov., 1967
9. Shri Jaisukhlal Hathi	Nov., 1967 to Nov., 1969
10. Shri Kodardas Kalidas Shah	Nov., 1969 to May, 1971
11. Shri Uma Shankar Dikshit	May, 1971 to Dec., 1975
12. Shri Kamalapati Tripathi	Dec., 1975 to March, 1977
13. Shri Lal K. Advani	March, 1977 to Aug., 1979
14. Shri K.C. Pant	Aug., 1979 to Jan., 1980
15. Shri Pranab Mukherjee	Jan., 1980 to July, 1981 and Aug., 1981 to Dec., 1984
16. Shri Vishwanath Pratap Singh	Dec., 1984 to April, 1987
17. Shri N.D. Tiwari	April 12, 1987 to 27th June, 1988
18. Shri P. Shiv Shanker	July, 1988 to 27th Dec., 1989
19. Shri M.S. Gurupadaswamy	11th Dec., 1989 to 7th Nov., 1990
20. Shri Yashwant Sinha	Dec., 1990 to 20th June, 1991
21. Shri S.B. Chavan	2nd July, 1991 to April, 1996
22. Shri Sikander Bakht	20th May, 1996 to 31st May, 1996
23. Shri Inder Kumar Gujral	5th June, 1996 to 19th Nov., 1996
24. Shri H.D. Deve Gowda	20th Nov., 1996 to 21st April, 1997
25. Shri Inder Kumar Gujral	22nd April, 1997 to 2nd March, 1998
26. Shri Sikander Bakht	25th March, 1998 to 12th Oct., 1999
27. Shri Jaswant Singh	13th Oct., 1999 to 22nd May, 2004
28. Dr. Manmohan Singh	1st June, 2004 – till date



**TABLE 5**  
**LEADERS OF OPPOSITION—RAJYA SABHA**

1. Shri Shyam Nandan Mishra	Dec., 1969 to March, 1971
2. Shri M.S. Gurupadaswamy	March, 1971 to April, 1972
3. Shri Kamlapati Tripathi	March, 1977 to Feb., 1978
4. Shri Bhola Paswan Shastri	Feb., 1978 to March, 1978
5. Shri Kamlapati Tripathi	March-April, 1978 and April, 1978 to Jan., 1980
6. Shri Lal K. Advani	Jan.-April, 1980
7. Shri P. Shiv Shanker	18th Dec., 1989 to 2nd Jan., 1991
8. Shri M.S. Gurupadaswamy	28th June to 21st July, 1991
9. Shri S. Jaipal Reddy	22nd July, 1991 to 29th June, 1992
10. Shri Sikander Bakht	7th July, 1992 to 10th April, 1996 and 10th April, 1996 to 23rd May, 1996
11. Shri S.B. Chavan	23rd May, 1996 to 31st May, 1996
12. Shri Sikander Bakht	1st June, 1996 to 19th March, 1998
13. Dr. Manmohan Singh	21st March, 1998 to 14th June, 2001 and 15th June, 2001 to 22nd May, 2004
14. Shri Jaswant Singh	3rd June, 2004 to 4th July, 2004 and 5th July, 2004 to 16th May, 2009
15. Shri Arun Jaitley	3rd June, 2009 to 2nd April 2012 and 3rd April 2012—till date

**TABLE 6**  
**CHANGES IN MEMBERSHIP OF RAJYA SABHA**  
**(1952-2012)**

Year	Total number of seats (Figures include 12 members nominated by the President)
1952	216 <sup>1</sup>
1954	219 <sup>2</sup>
1956	232 <sup>3</sup>
1958	232
1960	236 <sup>4</sup>
1962	236
1964	238 <sup>5</sup>
1966	240 <sup>6</sup>
1968	240
1970	240
1972	243 <sup>7</sup>
1974	243
1976	244 <sup>8</sup>
1987	245 <sup>9</sup>

<sup>1</sup> As initially provided in the Constitution.

<sup>2</sup> Increase of 3 seats by the Andhra State Act, 1953 (30 of 1953).

<sup>3</sup> (i) Increase of 1 seat by the States Re-organisation Act, 1956 (37 of 1956).

(ii) Increase of 3 seats by the Bihar and West Bengal (Transfer of Territories) Act, 1956 (40 of 1956).

(iii) Increase of 9 seats by the Constitution (Seventh Amendment) Act, 1956.

<sup>4</sup> (i) Increase of 1 seat by the Andhra Pradesh and Madras (Alteration of Boundaries) Act, 1959 (56 of 1959).

(ii) Increase of 3 seats by the Bombay Re-organisation Act, 1960 (11 of 1960).

<sup>5</sup> (i) Increase of 1 seat by the State of Nagaland Act, 1962 (27 of 1962).

(ii) Increase of 1 seat by the Constitution (Fourteenth Amendment) Act, 1962.

<sup>6</sup> Increase of 2 seats by the Punjab Re-organisation Act, 1966 (31 of 1966).

<sup>7</sup> Increase of 3 seats by the North-Eastern Areas (Re-organisation) Act, 1971 (81 of 1971).

<sup>8</sup> Increase of 1 seat by the Constitution (Thirty-sixth Amendment) Act, 1975.

<sup>9</sup> Increase of 1 seat by the Goa, Daman & Diu Re-organisation Act, 1987.

**TABLE 7**  
**ALLOCATION OF SEATS IN**  
**RAJYA SABHA**

Sl. No.	Name of State/Union Territory	No. of Seats
1.	Andhra Pradesh	18
2.	Arunachal Pradesh	1
3.	Assam	7
4.	Bihar	16
5.	Chhattisgarh	5
6.	Goa	1
7.	Gujarat	11
8.	Haryana	5
9.	Himachal Pradesh	3
10.	Jammu and Kashmir	4
11.	Jharkhand	6
12.	Karnataka	12
13.	Kerala	9
14.	Madhya Pradesh	11
15.	Maharashtra	19
16.	Manipur	1
17.	Meghalaya	1
18.	Mizoram	1
19.	Nagaland	1
20.	Odisha	10
21.	Punjab	7
22.	Rajasthan	10
23.	Sikkim	1
24.	Tamil Nadu	18
25.	Tripura	1
26.	Uttarakhand	3
27.	Uttar Pradesh	31
28.	West Bengal	16
29.	The National Capital Territory of Delhi	3
30.	Puducherry	1
31.	Nominated	12
TOTAL:		245

**TABLE 8**  
**PARTY POSITION IN RAJYA SABHA**  
**(As on 20 April 2012)**

Name of the Party	Strength
Indian National Congress	*70
Bharatiya Janata Party	49
Bahujan Samaj Party	15
Communist Party of India (Marxist)	11
Janata Dal (United)	9
All India Trinamool Congress	9
Samajwadi Party	9
Dravida Munnetra Kazhagam	7
Nationalist Congress Party	7
Biju Janata Dal	7
All India Anna Dravida Munnetra Kazhagam	5
Telugu Desam Party	5
Shiv Sena	4
Communist Party of India	3
Shiromani Akali Dal	3
Asom Gana Parishad	2
J&K National Conference	2
Lok Janshakti Party	1
Sikkim Democratic Front	1
Mizo National Front	1
Bodoland People's Front	1
Nagaland People's Front	1
All India Forward Bloc	1
Indian National Lok Dal	1
Independents & Others	7
Nominated	@5
Vacancies (Jharkhand-2 & Nominated-5)	7
<hr/>	
TOTAL	245

\*Including two Nominated Members.

@Excluding two Nominated Members who belong to Indian National Congress.

**TABLE 9**  
**PARTY-WISE NAMES OF MEMBERS IN RAJYA SABHA**  
**(As on 20 April 2012)**

**INDIAN NATIONAL CONGRESS—70**

1.	Dr. Manmohan Singh (Prime Minister and Leader of the House)	
2.	Shri K. Rahman Khan	
3.	Dr. Karan Singh (Deputy Leader)	
4.	Shri A.K. Antony	} Ministers
5.	Shri S.M. Krishna	
6.	Shri Vilasrao Dagadojirao Deshmukh	
7.	Shri Ghulam Nabi Azad	
8.	Shri Vayalar Ravi	
9.	Shrimati Ambika Soni	
10.	Shri Anand Sharma	
11.	Shri G.K. Vasan	
12.	Shri Jairam Ramesh	
13.	Shrimati Jayanthi Natarajan	
14.	Shri Ashwani Kumar	
15.	Shri Rajeev Shukla	
16.	Dr. M.S. Gill	
17.	Shri Murli Deora	
18.	Shri Oscar Fernandes	
19.	Prof. Saif-ud-Din Soz	
20.	Prof. P.J. Kurien	
21.	Dr. T. Subbarami Reddy	
22.	Shri Ahmed Patel	
23.	Shri Satish Sharma	
24.	Shri Nandi Yellaiah	
25.	Shri Motilal Vora	
26.	Prof. Alka Balram Kshatriya	
27.	Shri Rishang Keishing	

28. Dr. Prabha Thakur
29. Shri B.S. Gnanadesikan
30. Shri Jesudasu Seelam
31. Shri V. Hanumantha Rao
32. Shrimati Mohsina Kidwai
33. Shri Vijay Jawaharlal Darda
34. Dr. E.M. Sudarsana Natchiappan
35. Shri Janardan Dwivedi
36. Shri Shantaram Naik
37. Shri Praveen Rashtrapal
38. Dr. Abhishek Manu Singhvi
39. Shri Satyavrat Chaturvedi
40. Dr. Ram Prakash
41. Shri Rama Chandra Khuntia
42. Shri Mohd. Ali Khan
43. Shrimati T. Ratna Bai
44. Dr. K.V.P. Ramachandra Rao
45. Shri Bhubaneswar Kalita
46. Shri Ishwar Singh
47. Shri Mukut Mithi
48. Shri Anil H. Lad
49. Dr. N. Janardhana Reddy
50. Shri Dhiraj Prasad Sahu
51. Shri Shadi Lal Batra
52. Shri Parvez Hashmi
53. Shri P. Kannan
54. Shrimati Naznin Faruque
55. Shri Narendra Budania
56. \*Shri Mani Shankar Aiyar
57. \*Dr. Bhalchandra Mungekar
58. Dr. Vijaylaxmi Sadho
59. Shri Avinash Pande

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\* Nominated Members.

60. Shri Ashk Ali Tak
61. Shri Birender Singh
62. Shri Husain Dalwai
63. Shri P. Bhattacharya
64. Shri Pankaj Bora
65. Shrimati Renuka Chowdhury
66. Shri Ananda Bhaskar Rapolu
67. Shri Chiranjeevi Konidala
68. Shri Palvai Govardhan Reddy
69. Shri Rasheed Masood
70. Shri Mahendra Singh Mahra

**BHARATIYA JANATA PARTY—49**

1. Shri Arun Jaitley (**Leader of the Opposition**)
2. Shri M. Venkaiah Naidu
3. Shrimati Maya Singh
4. Shri Ravi Shankar Prasad
5. Shri Mukhtar Abbas Naqvi
6. Dr. Gyan Prakash Pilonia
7. Shri Vinay Katiyar
8. Shri Prakash Javadekar
9. Shri Balbir Punj
10. Shri Shivpratap Singh
11. Shri Natuji Halaji Thakor
12. Shri Parshottam Khodabhai Rupala
13. Shri Bharatsinh Prabhatsinh Parmar
14. Shri Shanta Kumar
15. Shri Om Prakash Mathur
16. Dr. C.P. Thakur
17. Shri Jai Prakash Narayan Singh
18. Shri Prabhat Jha
19. Shri Raghunandan Sharma
20. Dr. Prabhakar Kore
21. Shri M. Rama Jois

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22. Shri Rajiv Pratap Rudy
  23. Shri Bhagat Singh Koshyari
  24. Shrimati Kusum Rai
  25. Shri Nand Kumar Sai
  26. Shri Anil Madhav Dave
  27. Shri Kaptan Singh Solanki
  28. Shrimati Bimla Kashyap Sood
  29. Shri Avinash Rai Khanna
  30. Shri Aayanur Manjunatha
  31. Dr. Chandan Mitra
  32. Shri Piyush Goyal
  33. Shri Ram Jethmalani
  34. Shri V.P. Singh Badnore
  35. Shri Tarun Vijay
  36. Shri Dilipbhai Pandya
  37. Shrimati Smriti Zubin Irani
  38. Shri Dharmendra Pradhan
  39. Shri Bhushanlal Jangde
  40. Shri Mansukh L. Mandaviya
  41. Shri Shankarbhai N. Vegad
  42. Shri Jagat Prakash Nadda
  43. Shri Basavaraj Patil
  44. Shri Rangasayee Ramakrishna
  45. Shri Thawarchand
  46. Shri Phaggan Singh
  47. Dr. Najma A. Heptulla
  48. Shri Ajay Sancheti
  49. Shri Bhupender Yadav

#### BAHUJAN SAMAJ PARTY—15

1. Km. Mayawati
2. Shri Satish Chandra Misra (**Leader**)
3. Shri Veer Singh
4. Shri Munquad Ali
5. Shri Ambeth Rajan



6. Dr. Akhilesh Das Gupta
7. Shri Avtar Singh Karimpuri
8. Shri Brijlal Khabri
9. Shri Brajesh Pathak
10. Shri Rajaram
11. Shri Jugul Kishore
12. Shri Narendra Kumar Kashyap
13. Prof. S.P. Singh Baghel
14. Shri Salim Ansari
15. Shri Rajpal Singh Saini

**COMMUNIST PARTY OF INDIA (MARXIST)—11**

1. Shri Sitaram Yechury (**Leader**)
2. Shri Prasanta Chatterjee (**Deputy Leader**)
3. Shri Tarini Kanta Roy
4. Shri Tapan Kumar Sen
5. Shri P.R. Rajan
6. Shri T.K. Rangarajan
7. Shri Shyamal Chakraborty
8. Shri P. Rajeeve
9. Shri K.N. Balagopal
10. Dr. T.N. Seema
11. Shrimati Jharna Das Baidya

**JANATA DAL (UNITED)—9**

1. Shri Shivanand Tiwari (**Leader**)
2. Shri N.K. Singh (**Deputy Leader**)
3. Shri Ali Anwar Ansari
4. Dr. Mahendra Prasad
5. Prof. Anil Kumar Sahani
6. Shri Upendra Kushwaha
7. Shri Ramchandra Prasad Singh
8. Shri Sabir Ali
9. Shri Bashistha Narain Singh

**ALL INDIA TRINAMOOOL CONGRESS—9**

1. Shri Mukul Roy (**Leader & Minister**)
2. Shri Sukhendu Sekhar Roy (**Deputy Leader**)
3. Shri Kanwar Deep Singh
4. Shri D. Bandyopadhyay
5. Shri Srinjoy Bose
6. Shri Derek O'Brien
7. Shri Kunal Kumar Ghosh
8. Shri Md. Nadimul Haque
9. Shri Vivek Gupta

**SAMAJWADI PARTY—9**

1. Shri Mohan Singh (**Leader**)
2. Prof. Ram Gopal Yadav
3. Shrimati Jaya Bachchan
4. Shri Brij Bhushan Tiwari
5. Shri Naresh Agrawal
6. Shri Darshan Singh Yadav
7. Chaudhary Munabbar Salim
8. Shri Kiranmay Nanda
9. Shri Arvind Kumar

**DRAVIDA MUNNETRA KAZHAGAM—7**

1. Shri Tiruchi Siva (**Leader**)
2. Shrimati Kanimozhi
3. Shri A.A. Jinnah
4. Shrimati Vasanthi Stanley
5. Dr. K.P. Ramalingam
6. Shri T.M. Selvaganapathi
7. Shri S. Thangavelu

**NATIONALIST CONGRESS PARTY—7**

1. Shri Tariq Anwar (**Leader**)
2. Dr. Janardhan Waghmare
3. Dr. Yogendra P. Trivedi
4. Shri Thomas Sangma
5. Shri Ishwarlal Shankarlal Jain
6. Shrimati Vandana Hemant Chavan
7. Shri D.P. Tripathi

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**BIJU JANATA DAL—7**

1. Shri Pyarimohan Mohapatra (**Leader**)
2. Shri Mangala Kisan
3. Shrimati Renubala Pradhan
4. Shri Shashi Bhusan Behera
5. Shri Baishnab Parida
6. Shri Dilip Kumar Tirkey
7. Shri Rabinarayan Mohapatra

**ALL INDIA ANNA DRAVIDA MUNNETRA KAZHAGAM—5**

1. Dr. V. Maitreyan (**Leader**)
2. Shri N. Balaganga
3. Shri A. Elavarasan
4. Shri Paul Manoj Pandian
5. Shri A.W. Rabi Bernard

**TELUGU DESAM PARTY—5**

1. Shri Nandamuri Harikrishna
2. Shri Y.S. Chowdary
3. Shrimati Gundu Sudharani
4. Shri Tulia Devender Goud
5. Shri C.M. Ramesh

**SHIV SENA—4**

1. Shri Rajkumar Dhoot
2. Shri Sanjay Raut
3. Dr. Bharatkumar Raut
4. Shri Anil Yashwant Desai

**COMMUNIST PARTY OF INDIA—3**

1. Shri D. Raja (**Leader**)
2. Shri K.E. Ismail
3. Shri M.P. Achuthan

**SHIROMANI AKALI DAL—3**

1. Sardar Sukhdev Singh Dhindsa (**Leader**)
2. Shri Naresh Gujral
3. Shri Balwinder Singh Bhunder

**RASHTRIYA JANATA DAL—2**

1. Shri Prem Chand Gupta (Deputy Leader)
2. Shri Ram Kripal Yadav

**ASOM GANA PARISHAD—2**

1. Shri Birendra Prasad Baishya (Leader)
2. Shri Kumar Deepak Das

**J&K NATIONAL CONFERENCE—2**

1. Shri Mohammad Shafi
2. Shri G.N. Ratanpuri

**LOK JANSHAKTI PARTY**

Shri Ram Vilas Paswan

**SIKKIM DEMOCRATIC FRONT**

Shri Hishey Lachungpa

**MIZO NATIONAL FRONT**

Shri Lalhming Liana

**BODOLAND PEOPLE'S FRONT**

Shri Biswajit Daimary

**NAGALAND PEOPLE'S FRONT**

Shri Khekiho Zhimomi

**ALL INDIA FORWARD BLOC**

Dr. Barun Mukherji (Leader)

**INDIAN NATIONAL LOK DAL**

Shri Ranbir Singh Parjapati

**INDEPENDENTS AND OTHERS—7**

1. Shri Rajeev Chandrasekhar
2. Shri Ahmad Saeed Malihabadi
3. Shri Parimal Nathwani
4. Shri Mohammed Adeeb

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5. #Shri Amar Singh
  6. Dr. Vijay Mallya
  7. Shri A.V. Swamy

**NOMINATED—7**

1. Prof. M.S. Swaminathan
2. Dr. Ashok S. Ganguly
3. Shri H.K. Dua
4. \*Dr. Bhalchandra Munekar
5. \*Shri Mani Shankar Aiyar
6. Shrimati B. Jayashree
7. Shri Javed Akhtar

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# Member without Party Affiliation.

\* Belongs to Indian National Congress.

**TABLE 10**  
**DATES OF COMMENCEMENT, TERMINATION AND**  
**DURATION OF THE SESSIONS OF RAJYA SABHA**  
**(1952-2011)**

Session		Date of Com- mencement	Date of termi- nation	Duration (days)	Total No. of days on which sittings were held
1		2	3	4	5
1st	Part I	13.5.52	31.5.52	19	13
	Part II	14.7.52	14.8.52	32	25
2nd		24.11.52	22.12.52	29	22
3rd	Part I	11.2.53	9.3.53	27	19
	Part II	25.3.53	16.5.53	53	31
4th		24.8.53	23.9.53	31	24
5th		23.11.53	24.12.53	32	24
6th	Part I	15.2.54	18.3.54	32	22
	Part II	19.4.54	19.5.54	31	24
7th		23.8.54	30.9.54	39	29
8th		25.11.54	24.12.54	30	24
9th		21.2.55	4.5.55	73	50
10th		16.8.55	1.10.55	47	35
11th		21.11.55	24.12.55	34	26
12th		15.2.56	16.3.56	30	23
13th		23.4.56	31.5.56	38	29
14th		30.7.56	13.9.56	46	35
15th		19.11.56	22.12.56	34	27
16th		18.3.57	29.3.57	12	10
17th		13.5.57	1.6.57	20	17
18th		12.8.57	14.9.57	34	23
19th		18.11.57	24.12.57	37	28

1		2	3	4	5
20th		10.2.58	14.3.58	33	23
21st		22.4.58	10.5.58	19	16
22nd		18.8.58	27.9.58	41	30
23rd		24.11.58	24.12.58	31	22
24th		9.2.59	13.3.59	33	26
25th		20.4.59	8.5.59	19	15
26th		10.8.59	11.9.59	33	24
27th		23.11.59	22.12.59	31	22
28th		8.2.60	11.3.60	32	25
29th		6.4.60	29.4.60	24	18
30th		8.8.60	9.9.60	33	24
31st		28.11.60	23.12.60	26	20
32nd		14.2.61	18.3.61	33	24
33rd		27.3.61	30.3.61	4	4
34th		19.4.61	5.5.61	17	13
35th		14.8.61	8.9.61	26	19
36th		27.11.61	15.12.61	19	15
37th		12.3.62	30.3.62	19	13
38th		17.4.62	11.5.62	25	18
39th		14.6.62	26.6.62	13	11
40th		6.8.62	7.9.62	33	23
41st	Part I	8.11.62	12.12.62	35	31
	Part II	21.1.63	25.1.63	5	
42nd		18.2.63	20.3.63	31	22
43rd		22.4.63	11.5.63	20	17
44th		13.8.63	21.9.63	40	29
45th		18.11.63	23.12.63	36	27
46th		10.2.64	17.3.64	36	27
47th		21.4.64	8.5.64	18	14
48th		27.5.64	6.6.64	11	8
49th		7.9.64	3.10.64	27	20
50th		16.11.64	24.12.64	39	28

1	2	3	4	5
51st	17.2.65	31.3.65	43	29
52nd	3.5.65	14.5.65	12	10
53rd	16.8.65	24.9.65	39	29
54th	3.11.65	11.12.65	39	28
55th	14.2.66	7.4.66	53	36
56th	3.5.66	19.5.66	17	13
57th	25.7.66	10.9.66	48	35
58th	7.11.66	10.12.66	34	25
59th	18.3.67	11.4.67	25	17
60th	22.5.67	25.6.67	34	25
61st	24.7.67	18.8.67	26	30
62nd	20.11.67	27.12.67	38	28
63rd	12.3.68	28.3.68	45	33
64th	29.4.68	13.5.68	15	12
65th	22.7.68	31.8.68	41	28
66th	18.11.68	28.12.68	39	30
67th	17.2.69	31.3.69	43	30
68th	28.4.69	19.5.69	22	17
69th	21.7.69	29.8.69	40	28
70th	17.11.69	24.12.69	38	27
71st	20.2.70	4.4.70	44	29
72nd	27.4.70	23.5.70	27	20
73rd	27.7.70	7.9.70	43	30
74th	9.11.70	18.12.70	40	28
75th	23.3.71	7.4.71	16	13
76th	24.5.71	25.6.71	33	25
77th	19.7.71	14.8.71	27	20
78th	15.11.71	24.12.71	40	31
79th	13.3.72	14.4.72	33	25
80th	8.5.72	3.6.72	27	21
81st	31.7.72	4.9.72	36	25
82nd	13.11.72	23.12.72	41	30



1	2	3	4	5
83rd	19.2.73	31.3.73	41	30
84th	30.4.73	19.5.73	20	14
85th	23.7.73	4.9.73	44	29
86th	12.11.73	24.12.73	43	32
87th	18.2.74	26.3.74	37	25
88th	22.4.74	14.5.74	23	16
89th	22.7.74	11.9.74	52	40
90th	11.11.74	21.12.74	41	28
91st	17.2.75	26.3.75	38	28
92nd	25.4.75	14.5.75	20	14
93rd	21.7.75	9.8.75	20	16
94th	5.1.76	6.2.76	33	23
95th	8.3.76	3.4.76	27	20
96th	10.5.76	28.5.76	19	14
97th	10.8.76	3.9.76	25	18
98th	3.11.76	15.11.76	13	9
99th	28.2.77	1.3.77	2	2
100th	28.3.77	11.4.77	15	10
101st	11.6.77	28.6.77	18	13
102nd	18.7.77	9.8.77	23	17
103rd	14.11.77	24.12.77	41	28
104th	20.2.78	23.3.78	32	23
105th	24.4.78	18.5.78	25	17
106th	17.7.78	31.8.78	46	32
107th	20.11.78	26.12.78	37	25
108th	19.2.79	28.3.79	38	27
109th	24.4.79	23.5.79	30	20
110th	9.7.79	16.7.79	7	6
111th	20.8.79	20.8.79	1	1
112th	23.1.80	5.2.80	14	10
113th	11.3.80	31.3.80	21	14
114th	9.6.80	9.7.80	31	23

1	2	3	4	5
115th	23.7.80	18.8.80	27	16
116th	17.11.80	24.12.80	38	27
117th	16.2.81	26.3.81	39	26
118th	20.4.81	8.5.81	19	14
119th	17.8.81	18.9.81	33	25
120th	23.11.81	24.12.81	32	24
121st	18.2.82	31.3.82	42	29
122nd	26.4.82	6.5.82	11	9
123rd	8.7.82	13.8.82	37	24
124th	4.10.82	5.11.82	33	20
125th	18.2.83	25.3.83	36	21
126th	26.4.83	10.5.83	15	11
127th	25.7.83	26.8.83	33	23
128th	15.11.83	22.12.83	38	22
129th	23.2.84	23.3.84	30	22
130th	23.4.84	10.5.84	18	14
131st	23.7.84	29.8.84	38	27
132nd	17.1.85	31.1.85	15	9
133rd	13.3.85	29.3.85	17	14
134th	29.4.85	21.5.85	23	16
135th	23.7.85	29.8.85	38	26
136th	18.11.85	20.12.85	33	24
137th	20.2.86	20.3.86	29	20
138th	21.4.86	14.5.86	24	15
139th	17.7.86	22.8.86	37	24
140th	4.11.86	10.12.86	37	27
141st	23.2.87	20.3.87	26	19
142nd	13.4.87	12.5.87	30	19
143rd	27.7.87	31.8.87	36	25
144th	6.11.87	16.12.87	41	29
145th	22.2.88	30.3.88	38	26
146th	25.4.88	13.5.88	19	15

1	2	3	4	5
147th	27.7.88	6.9.88	42	26
148th	2.11.88	20.12.88	49	22
149th	21.2.89	4.4.89	43	25
150th	24.4.89	12.5.89	19	14
151st	18.7.89 & 11.10.89	18.8.89 & 13.10.89	35	25
152nd	20.12.89	29.12.89	10	7
153rd	12.3.90 & 9.4.90	30.3.90 & 10.4.90	21	17
154th	30.4.90	1.6.90	33	23
155th	7.8.90 & 1.10.90	7.9.90 & 5.10.90	35	24
156th	27.12.90	11.1.91	16	10
157th	21.2.91	13.3.91	21	12
158th	3.6.91	4.6.91	2	2
159th	11.7.91	7.8.91	28	19
160th	26.8.91	18.9.91	24	18
161st	20.11.91	21.12.91	32	23
162nd	24.2.92	3.4.92	40	28
163rd	27.4.92	14.5.92	18	13
164th	8.7.92	20.8.92	44	31
165th	24.11.92	23.12.92	30	18
166th	22.2.93	31.3.93	38	25
167th	26.4.93	14.5.93	19	14
168th	26.7.93	27.8.93	33	22
169th	2.12.93	30.12.93	29	18
170th	21.2.94	15.6.94	115	38
171st	25.7.94	26.8.94	33	24
172nd	7.12.94	23.12.94	17	13
173rd	13.2.95	2.6.95	110	41
174th	31.7.95	26.8.95	27	16
175th	27.11.95	22.12.95	26	20

1		2	3	4	5
176th		26.2.96	12.3.96	16	10
177th		24.5.96	30.5.96	7	2
178th		10.7.96	13.9.96	66	30
179th		20.11.96	20.12.96	30	22
180th		20.2.97	16.5.97	86	36
181st		23.7.97	1.9.97	41	23
182nd		19.11.97	1.12.97	13	9
183rd		25.3.98	2.4.98	9	6
184th		27.5.98	4.8.98	70	35
185th		30.11.98	23.12.98	24	18
186th		22.2.99	23.4.99	61	23
187th		21.10.99	29.10.99	9	6
188th		29.11.99	23.12.99	25	19
189th		23.2.2000	17.5.2000	86	38
190th		24.7.2000	25.8.2000	33	22
191st		20.11.2000	22.12.2000	33	25
192nd		19.2.2001	27.4.2001	68	31
193rd		23.7.2001	31.8.2001	40	29
194th		19.11.2001	19.12.2001	31	21
195th		25.2.2002	17.5.2002	82	38
196th		15.7.2002	12.8.2002	29	21
197th		18.11.2002	20.12.2002	33	23
198th	Part I	17.02.2003	13.03.2003	25	18
	Part II	07.04.2003	09.05.2003	33	19
199th		21.07.2003	22.08.2003	33	21
200th	Part I	02.12.2003	23.12.2003	22	16
	Part II	30.01.2004	05.02.2004	7	4
201st		04.06.2004	10.06.2004	7	5
202nd	Part I	05.07.2004	23.07.2004	19	12
	Part II	16.08.2004	26.08.2004	11	8
203rd		01.12.2004	23.12.2004	23	17
204th	Part I	25.02.2005	24.03.2005	28	20
	Part II	19.04.2005	13.05.2005	25	18

1		2	3	4	5
205th		25.07.2005	30.08.2005	37	24
206th		23.11.2005	23.12.2005	31	23
207th	Part I	16.02.2006	22.03.2006	35	24
	Part II	10.05.2006	23.05.2006	14	10
208th		24.07.2006	25.08.2006	33	22
209th		22.11.2006	19.12.2006	28	20
210th	Part I	23.02.2007	21.03.2007	27	18
	Part II	26.04.2007	17.05.2007	22	13
211th		10.08.2007	10.09.2007	33	17
212th		15.11.2007	07.12.2007	23	17
213th	Part I	25.02.2008	20.03.2008	25	17
	Part II	15.04.2008	06.05.2008	22	13
214th	Part I	17.10.2008	24.10.2008	8	6
	Part II	10.12.2008	23.12.2008	14	10
215th		12.02.2009	26.02.2009	15	10
216th		04.06.2009	09.06.2009	6	4
217th		02.07.2009	07.08.2009	37	26
218th		19.11.2009	22.12.2009	34	23
219th	Part I	22.02.2010	16.03.2010	23	15
	Part II	15.04.2010	07.05.2010	23	17
220th		26.07.2010	31.08.2010	37	26
221st		09.11.2010	13.12.2010	35	23
222nd		21.02.2011	25.03.2011	33	23
223rd		01.08.2011	08.09.2011	39	26
224th		22.11.2011	29.12.2011	38	24

**TABLE 11**  
**DISPOSAL OF STARRED AND UNSTARRED QUESTIONS**  
**(1952-2011)**

Year	No. of Sittings in which question time was allotted	No. of notices of Starred and Unstarred questions received	No. of Starred and Unstarred questions admitted	No. of notices admitted as Starred questions	Starred questions actually answered
1	2	3	4	5	6
1952	16	611	397	321	270
1953	86	4062	2266	1620	1316
1954	76	5342	2929	1790	1467
1955	85	6875	3666	2276	1756
1956	89	5551	3185	1926	1608
1957	N.A.	N.A.	N.A.	N.A.	N.A.
1958	-do-	-do-	-do-	-do-	-do-
1959	-do-	-do-	-do-	-do-	-do-
1960	-do-	-do-	-do-	-do-	-do-
1961	56	5885	3999	2269	1277
1962	75	10222	5306	2695	1322
1963	68	6847	4054	N.A.	1000
1964	84	8669	5197	N.A.	1069
1965	93	11279	5838	N.A.	1143
1966	99	12646	6741	N.A.	1006
1967	81	10885	7309	N.A.	537
1968	91	12986	8264	N.A.	674
1969	95	15334	8896	2727	648
1970	96	15748	8715	2764	400
1971	74	15810	5349	1770	272
1972	90	19435	7716	2623	567
1973	98	25971	9003	2749	438
1974	93	25012	7792	2662	378

1	2	3	4	5	6
1975	35	9594	3660	992	162
1976	65	12298	5112	1902	451
1977	57	12276	4316	1636	369
1978	86	20412	7789	2263	402
1979	72	16054	4762	870	175
1980	76	17795	8529	1468	290
1981	84	22608	12120	1448	301
1982	78	19690	10865	1484	302
1983	77	22375	12638	1492	326
1984	55	14804	7981	1075	235
1985	80	22393	11727	1568	441
1986	76	22068	11066	1488	383
1987	84	25677	14937	1654	375
1988	84	27976	15259	1635	344
1989	57	19697	10586	1127	224
1990	57	16972	9450	1119	213
1991	82	22854	11317	1359	251
1992	88	34194	17374	1699	269
1993	79	31388	15949	1519	277
1994	75	30144	16695	1475	260
1995	79	30807	15497	1573	199
1996	61	18432	9752	1219	191
1997	70	24198	9552	1100	165
1998	49	17009	8515	980	188
1999	57	15302	6329	779	132
2000	85	28076	14657	1696	234
2001	39	12682	5338	620	193
2002	83	26784	14643	1880	278
2003	75	28927	15704	1965	531
2004	46	13438	5701	200	198
2005	82	31709	13960	526	375
2006	70	24373	11721	1399	253
2007	74	25274	11086	1339	139
2008	49	17669	7682	900	138
2009	56	20129	9631	1119	229
2010	78	32124	13528	1556	176
2011	74	30109	10674	1219	166

**TABLE 12**  
**SHORT NOTICE QUESTIONS**  
**(1952-2011)**

Year	Notices Received	Admitted	Answered
1	2	3	4
1952	22	5	5
1953	58	16	16
1954	64	18	18
1955	38	7	7
1956	53	8	8
1957	N.A.	N.A.	N.A.
1958	-do-	-do-	-do-
1959	-do-	-do-	-do-
1960	-do-	-do-	-do-
1961	72	9	9
1962	120	17	17
1963	128	22	22
1964	148	22	22
1965	61	10	10
1966	159	20	20
1967	216	31	31
1968	336	41	41
1969	248	18	18
1970	284	8	8
1971	163	4	4
1972	103	3	3
1973	87	4	4
1974	134	7	7
1975	59	5	5
1976	11	-	-
1977	120	18	18



1	2	3	4
1978	158	21	21
1979	142	8	8
1980	105	6	6
1981	29	-	-
1982	30	-	-
1983	29	-	-
1984	28	-	-
1985	26	2	2
1986	34	1	1
1987	10	1	1
1988	15	2	2
1989	18	2	2
1990	19	1	1
1991	51	1	1
1992	26	2	2
1993	20	1	1
1994	20	-	-
1995	45	3	3
1996	13	-	-
1997	9	1	1
1998	6	-	-
1999	7	1	1
2000	12	1	1
2001	3	1	1
2002	5	-	-
2003	8	-	-
2004	7	-	-
2005	11	-	-
2006	31	2	2
2007	18	-	-
2008	10	1	1
2009	62	-	-
2010	50	-	-
2011	51	6	6

**TABLE 13**  
**HALF-AN-HOUR DISCUSSIONS**  
**(1952-2011)**

Year	Notices Received	Admitted	Discussed
1	2	3	4
1952	4	1	1
1953	18	5	5
1954	7	-	-
1955	5	-	-
1956	5	-	-
1957	N.A.	-	-
1958	-do-	-	-
1959	-do-	-	-
1960	-do-	-	-
1961	11	1	1
1962	16	2	2
1963	20	3	3
1964	15	4	4
1965	23	2	2
1966	46	11	11
1967	58	12	12
1968	75	21	21
1969	52	16	16
1970	90	16	16
1971	62	16	16
1972	28	3	3
1973	31	8	8
1974	95	18	18
1975	34	17	17
1976	10	3	3
1977	37	5	5

1	2	3	4
1978	95	19	19
1979	61	10	10
1980	99	21	20
1981	87	21	21
1982	87	13	13
1983	100	20	19
1984	50	5	5
1985	40	8	8
1986	28	9	9
1987	30	8	8
1988	32	3	3
1989	14	3	3
1990	34	8	8
1991	26	5	5
1992	58	21	21
1993	74	9	9
1994	52	6	6
1995	32	5	5
1996	33	6	6
1997	23	4	4
1998	38	16	16
1999	23	9	9
2000	40	-	-
2001	7	2	-
2002	40	-	-
2003	31	1	1
2004	7	1	1
2005	43	4	4
2006	35	7	7
2007	31	2	1
2008	16	-	-
2009	33	1	1
2010	37	3	3
2011	37	2	1

**TABLE 14**  
**STATEMENT REGARDING GOVERNMENT BILLS**  
**(1952-2011)**

Sl. No.		1952-61	1962-71	1972-81	1982-91	1992-2001	2002-09	2010-11
1.	No. of sittings in which Bills were introduced/ considered	620	663	573	468	409	333	77
2.	No. of Bills introduced	115	129	148	158	184	135	30
3.	No. of Bills circulated for eliciting opinion	4	Nil	Nil	Nil	Nil	Nil	Nil
4.	No. of Bills referred to Select/Joint Committees	15	21	10	4	9	1	2
5.	No. of Bills considered	646	619	678	663	512	374	86
6.	No. of Bills withdrawn	3	4	5	1	17	25	4
7.	No. of Bills negatived	Nil	1	1	2	Nil	1	Nil
8.	No. of Bills passed	643	614	666	665	493	423	81

**TABLE 15**  
**STATEMENT REGARDING PRIVATE MEMBERS' BILLS**  
**(1952-2011)**

Sl. No.		1952-61	1962-71	1972-81	1982-91	1992-2001	2002-09	2010-11
1.	No. of sittings in which Bills were introduced/ considered	43	65	62	76	67	43	6
2.	No. of Bills introduced	67	143	170	288	481	469	95
3.	No. of Bills circulated for eliciting opinion thereon	Nil	Nil	Nil	Nil	Nil	Nil	Nil
4.	No. of Bills referred to Select/Joint Committees	2	2	Nil	Nil	Nil	Nil	Nil
5.	No. of Bills considered	32	86	86	50	37	33	5
6.	No. of Bills withdrawn	27	21	43	35	35	20	3
7.	No. of Bills negatived	16	10	12	16	4	4	Nil
8.	No. of Bills passed	10	4	Nil	Nil	Nil	Nil	Nil

**TABLE 16**  
**TIME TAKEN BY RAJYA SABHA ON VARIOUS ITEMS OF BUSINESS**  
**(1978-2011) (In Hours and Minutes)**

Items	1978	1979	1980	1981	1982	1983	1984	1985	1986	1987	1988	1989
Government Bills	120-25	63-51	158-45	137-53	123-16	100-44	134-15	183-22	170-31	132-55	158-21	97-40
Private Members' Bills	7-27	7-52	13-44	9-04	21-17	18-45	10-11	19-19	19-31	22-28	21-25	14-42
Budgets	28-31	31-49	26-02	27-53	25-28	29-26	29-54	28-25	29-48	26-35	28-31	29-21
CAN	63-22	58-34	100-35	111-33	109-07	89-53	45-11	53-47	66-31	37-17	21-42	17-01
Questions + SNQ	71-04	47-52	71-57	79-48	73-14	75-11	50-55	74-41	70-40	26-49	76-59	52-57
SDD	6-29	19-05	6-13	8-05	16-25	15-36	6-11	23-02	20-42	59-09	60-12	36-30
HAD	11-01	9-04	12-55	14-06	12-06	14-33	3-01	5-22	8-03	10-51	2-01	4-53
Working of Ministries	15-13	14-15	21-32	15-35	13-34	13-53	17-35	22-32	13-29	22-30	18-23	19-11
Government Motions	22-52	0-05	4-21	26-48	2-28	16-52	20-34	35-42	13-59	—	13-30	7-29
Private Members' Motions	0-0	0-0	0-0	—	—	—	—	—	—	—	—	—
Statutory/Government Resolutions	0-10	1-27	21-02	5-29	5-06	10-47	2-44	0-36	20-52	8-08	28-10	18-06
Private Members' Resolutions	10-36	8-59	13-25	14-27	17-35	20-15	12-02	24-42	16-07	22-14	17-19	14-47
President's Address	10-13	12-23	13-37	10-23	16-15	13-21	12-29	9-42	14-45	16-25	18-03	38-43
Statements by Ministers	13-17	5-51	14-22	9-27	15-45	35-13	15-31	33-18	41-07	26-44	63-21	41-51
Miscellaneous*	25-21	15-16	32-38	31-13	24-24	33-57	21-21	29-07	35-08	38-29	52-21	44-59
Total	406-11	296-23	511-08	501-44	476-50	488-26	381-54	543-37	541-13	500-24	580-15	438-10

CAN: Calling Attention Notices

SNQ: Short Notice Questions

SDD: Short Duration Discussions

HAD: Half-an-hour Discussions

\*Includes Special Mentions, Papers Laid on the Table, etc.

Items	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001
Government Bills	76-59	69-31	92-09	104-44	64-59	56-34	37-39	40-05	55-45	44-06	87-03	55-15
Private Members' Bills	12-07	19-50	16-21	17-09	14-59	17-14	13-33	7-37	12-25	7-24	13-23	11-40
Budgets	23-56	21-53	32-09	17-40	14-26	20-20	25-53	21-39	26-40	0-29 <sup>a</sup>	0-02 <sup>b</sup>	0-05 <sup>c</sup>
CAN	13-40	21-57	17-06	32-36	15-56	27-52	22-43	15-56	19-47	7-31	33-40	29-10
Questions + SNQ	56-35	54-57	64-09	67-41	65-17	52-47	48-54	42-38	45-34	29-41	64-06	55-26
SDD	35-30	22-21	41-18	24-36	19-08	25-46	19-16	16-24	30-04	30-16	39-45	53-42
HAD	5-15	3-33	13-01	6-59	2-00	3-09	2-54	3-26	7-41	3-18	—	0-0
Working of Ministries	20-35	15-47	10-13	9-25	24-36	—	8-17	14-31	19-17	—	16-00	0-0
Government Motions	0-36	—	—	11-52	7-01	6-30	—	—	14-26	—	16-16	0-22
Private Members' Motions	—	—	0-54	—	—	7-05	—	—	—	—	—	0-0
Statutory/Government Resolutions	10-52	11-31	13-36	7-20	16-30	4-44	10-41	—	0-04	1-31 <sup>d</sup>	0-32 <sup>e</sup>	7-10
Private Member's Resolutions	19-06	12-48	14-46	14-42	13-01	9-16	7-58	10-13	8-05	3-57	9-40	9-49
President's Address	16-08	21-51	15-49	16-43	14-20	11-15	8-19	16-58	17-56	30-44	12-29	18-23
Statements by Ministers	81-54	57-56	58-19	40-30	24-00	15-06	32-28	14-16	34-22	10-27	23-27	30-11
Miscellaneous*	50-43	54-35	61-34	43-07	29-37	17-37	16-43	14-12	45-35	12-20	26-53	12-57
Total	423-56	388-30	451-24	415-44	376-00	275-15	255-18	217-55	287-41	181-44	398-16	284-10

(a) Government headed by Shri A. B. Vajpayee lost vote of confidence in Lok Sabha on 17.4.99-Rajya Sabha adjourned *sine die* on 23.4.99. Only Budget of Goa State discussed.

(b) During 2000, General & Railway Budgets discussed alongwith Appropriation Bills and thus time shown under "Legislative Business."

(c) House adjourned *sine die* (before Schedule) on 27.4.01 due to continuous interruptions over Tehelka disclosures.

(d) Resolution under Article 356 in relation to Goa was adopted and took 1.29 hrs.

(e) Government resolution regarding excise tariff etc.

\*Includes Special Mentions, Papers Laid on the Table, etc.

Items	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
Government Bills	130-44	75-49	22-32	87-05	98-25	60-02	55-13	55-59	79-02	69-12
Private Members' Bills	9-16	12-27	6-02	12-46	17-14	11-05	0-29	9-58	1-54	6-44
Budgets	6-44	33-13	21-23	17-54	18-53	13-20	27-23	42-22	17-31	19-39
CAN	30-06	16-16	10-58	5-16	4-37	-	-	20-50	14-32	3-12
Questions+SNQ	55-33	61-56	28-14	58-11	47-18	30-00	28-51	43-00	28-57	26-56
SDD	57-21	40-25	24-54	56-42	77-22	26-02	15-33	30-21	17-37	29-28
HAD	0-01	0-40	1-06	5-36	5-14	1-29	-	0-35	1-49	0-29
Working of Ministries	12-30	21-44	-	23-01	21-32	5-54	19-52	32-35	21-57	5-09
Government Motions	0-15	14-54	0-31	0-20	-	-	-	0-17	7-45	-
Private Members' Motions	-	-	0-03	8-50	-	-	-	-	-	-
Statutory/Government Resolutions	0-02	1-24	0-16	11-19	0-23	0-02	0-25	0-44	0-01	-
Private Members' Resolutions	9-54	10-04	4-53	16-01	11-42	4-55	7-39	10-03	7-28	4-59
President's Address	10-02	13-34	0-08	9-36	13-42	13-58	16-29	25-43	11-50	12-55
Statements by Ministers	6-51	6-10	5-38	7-53	7-55	8-53	10-43	12-19	9-10	14-07
Miscellaneous*	22-13	52-51	31-05	59-05	13-10	7-51	29-08	36-41	32-39	43-21
Total	325-32	361-27	157-43	401-29	337-27	181-31	211-45	321-27	252-12	236-11

CAN: Calling Attention Notices

SNQ: Short Notice Questions

SDD: Short Duration Discussions

HAD: Half-an-hour Discussions

\*Includes Special Mentions, Papers Laid on the Table, etc.