Monthly Policy Review

November 2016

Highlights of this Issue

Winter Session 2016 of Parliament begins (p. 2)

Parliament is expected to sit from November 16, 2016 to December 16, 2016. Bills listed for discussion and passing include three Bills related to GST, and amendments to the Prevention of Corruption Act and the Factories Act.

Government demonetises currency notes of Rs 500 and Rs 1,000 (p. 3)

Existing notes were demonetised to: (i) check circulation of counterfeit notes, and (ii) eliminate unaccounted wealth stored in cash. The central government also announced that new notes of Rs 500 and Rs 2,000 would be released.

Taxation Laws (Amendment) Bill, 2016 passed by Lok Sabha (p. 3)

The Bill proposes to introduce a program under which taxpayers may declare undisclosed income. On this income, 49.9% of tax and penalties will be levied, and a further 25% will be locked in an interest free deposit for four years.

Bills related to surrogacy, admiralty jurisdiction introduced in Lok Sabha (p. 7, 8)

The surrogacy Bill regulates surrogacy services by allowing altruistic and prohibiting commercial surrogacy. The admiralty Bill provides conditions under which Courts can exercise admiralty jurisdiction for maritime claims.

Model Central GST, Integrated GST and compensation for revenue loss Bills released (p. 4)

The Model Bills levy Central GST and State GST in the case of intra-state and IGST in case of inter-state supply of goods and services. The GST Council will make recommendations on tax rates and exemptions.

GDP grows at 7.3% in the second quarter of 2016-17 (p. 2)

Gross Value Added grew at 7.1% in this quarter. Growth in the agriculture and construction sectors increased, while that in the manufacturing and services sectors decreased over the first quarter of 2016-17.

Supreme Court upholds validity of entry tax by state governments (p. 6)

The Court said that levy of entry tax into local areas in a state is permissible. However, the tax should not discriminate between goods imported from other states and those produced locally.

Guidelines for penalties on defence business dealings issued (p. 9)

The guidelines regulate levy of penalties (i.e. financial penalties, suspension and banning) on individuals, companies, etc. that enter into contracts with the Ministry of Defence regarding procurement of goods and services.

Amendments to the HIV & AIDS (Prevention & Control) Bill, 2014 released (p. 7)

The amendments provide for time bound decisions by the creation of an Ombudsman within 24 hours, and allow the central and state governments to frame welfare schemes for all affected persons.

Ministry of Civil Aviation releases details on the Regional Connectivity Fund (p. 9)

RCF will be funded by a levy per departure on all domestic flights except on certain flights. Amounts collected by the RCF will be used to provide financial support to airlines for operations under Regional Connectivity Scheme.

Ministry of Housing notifies Real Estate (Regulation and Development) Rules, 2016 (p. 10)

The Rules will be applicable to the five UTs without legislature. They provide details on the information to be furnished by the promoters, registration fee, and the amount to be paid for compounding of offences under the Act.

Scheme to provide education and training for entrepreneurship launched (p. 11)

The Ministry of Skill Development and Entrepreneurship has launched a scheme to provide entrepreneurship education and training to over seven lakh students over five years (2016-17 to 2020-21) through 3,050 institutes.

Parliament

Tanvi Deshpande (tanvi@prsindia.org)

Winter session of Parliament begins

The Winter Session 2016 of Parliament began on November 16, 2016. It will have 22 sittings until December 16, 2016. In this session, 10 Bills have been listed for consideration and passing. These include the Enemy Property Bill, 2016, the Maternity Benefit (Amendment) Bill, 2016, the Prevention of Corruption (Amendment) Bill, 2013 and the Factories (Amendment) Bill, 2016.

In addition, nine Bills are expected to be introduced and taken up for consideration and passing in this session. These include the three Bills related to the Goods and Services Tax (GST), (the Central GST, Integrated GST and compensation for revenue loss Bills), and the Indian Institutes of Management Bill, 2016. Other Bills on the agenda on which Standing Committees have submitted reports are the Consumer Protection Bill, 2015, the HIV and AIDS (Prevention and Control) Bill, 2014 and the Mental Health Care Bill, 2013.

The Surrogacy (Regulation) Bill, 2016 and the Admiralty (Jurisdiction and Settlement of Maritime Claims) Bill, 2016 were introduced in Lok Sabha in this session. The Taxation Laws (Second) Amendment Bill, 2016 was introduced as well as passed by Lok Sabha.

The Second Supplementary Demand for Grants 2016-17 for the Union Budget and Railways Budget are also to be presented and passed by Parliament in this session.

For more details on the legislative agenda during the Winter Session 2016, please see here.

Macroeconomic Development

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GDP grows at 7.3% in the second quarter of 2016-17

The Gross Domestic Product (GDP) of the country grew at 7.3% in the second quarter (July to September) of 2016-17.² GDP growth across economic sectors is measured in terms of Gross Value Added (GVA). GVA of the country grew at 7.1% in the second quarter of 2016-17, as compared to 7.3% in the first quarter.

Agricultural growth nearly doubled from 1.8% (year-on-year) in the first quarter of 2016-17, to 3.3% in the second quarter. On the other hand,

growth in the manufacturing sector decreased from 9.1% to 7.1%. Growth in the services sector (hotels, transport, financial services, public administration, etc.) also fell, from 9.6% in the first quarter to 8.9% in the second quarter of 2016-17.

Table 1: Gross Value Added across sectors in Q2 of 2016-17 (% growth year-on-year)

Sector	Q2 2015-16	Q1 2016-17	Q2 2016-17
Agriculture	2.0	1.8	3.3
Mining	5.0	-0.4	-1.5
Manufacturing	9.2	9.1	7.1
Electricity	7.5	9.4	3.5
Construction	0.8	1.5	3.5
Services	9.0	9.6	8.9
GVA	7.3	7.3	7.1

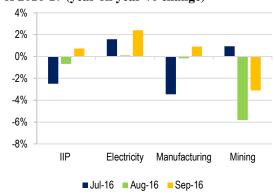
Note: GVA is GDP without taxes and subsidies, at basic prices (2011-12 base year).

Sources: MOSPI; PRS.

Industrial production decreased by 0.8% in the second quarter of 2016-17

Index of Industrial Production (IIP) in the country decreased by 0.8% in the second quarter (July-September) of 2016-17, as compared to the same period in 2015-16.³ Manufacturing and mining production decreased by 0.9% and 2.7% respectively, whereas electricity production increased by 1.4% in this period. Figure 1 shows the change in industrial production in the second quarter of 2016-17.

Figure 1: Industrial production change in Q2 of 2016-17 (year on year % change)



Sources: Press Information Bureau, Ministry of Statistics and Programme Implementation; PRS.

Finance

Government demonetises currency notes of Rs 500 and Rs 1,000

Vatsal Khullar (vatsal@prsindia.org)

The central government demonetised existing currency notes of Rs 500 and Rs 1,000 on November 8, 2016.⁴ This decision came into force from November 9, 2016. Demonetisation means that these notes are no longer legal tender, and will not be accepted as payments.

Prior to demonetisation, 86% of the value of currency in circulation consisted of Rs 500 and Rs 1,000 notes.⁵ According to the government, demonetisation was undertaken to check: (i) circulation of counterfeit currency, and (ii) storage of unaccounted wealth (black money).

The government allowed old currency notes to be used for payments at a few places, such as petrol pumps, government hospitals, and toll plazas. These places were allowed to accept old notes till November 11, 2016 (this date was subsequently revised a few times). Subsequently, the government also allowed withdrawals of: (i) Rs 2.5 lakh for weddings, and (ii) Rs 25,000 for farmers, among others.^{6,7}

The government also provided a window up to December 30, 2016 to deposit or exchange old currency notes at banks and post offices. The notification specified that an individual would be eligible to exchange Rs 4,000 in old notes and any amount above it would be deposited in his bank account. As Cash withdrawals were restricted to Rs 10,000 per day and Rs 20,000 per week. Both these limits were subsequently revised multiple times, and ultimately the exchange of old notes was discontinued.

The government also announced that new notes with denominations of Rs 500 and Rs 2,000 will be released. To oversee and expedite this process, a Task Force was created by the Reserve Bank of India (RBI). ¹⁰

The Taxation Laws (Second Amendment) Bill, 2016 passed by Lok Sabha

Aravind Gayam (aravind@prsindia.org)

The Taxation Laws (Second Amendment) Bill, 2016 was passed by Lok Sabha on November 29, 2016. The Bill seeks to amend the Income Tax Act, 1961 and Finance Act, 2016. Key features of the Bill include:

Self-declaration of undisclosed income:
 The Bill proposes to introduce the Pradhan Mantri Garib Kalyan Yojana, 2016. Under

- the scheme, taxpayers may declare undisclosed income possessed before a notified date. Table 2 presents the taxes and penalties levied on such income.
- The cess will be known as the Pradhan Mantri Garib Kalyan Cess, and will be used for welfare of economically weaker sections. In addition, the taxpayer has to deposit 25% of the undisclosed income into the Pradhan Mantri Garib Kalyan Deposit Scheme, 2016. The deposit will not earn any interest. This deposit may be withdrawn only after four years from the date of deposit.

Table 2: Levies on undisclosed income as proposed by the Bill

Levy	Rate		
Tax	30% on undisclosed income		
Cess	33% on tax (9.9% of undisclosed income)		
Penalty	10% on undisclosed income		
Total	49.9% of undisclosed income		

Sources: The Taxation Laws (Second Amendment) Bill, 2016; PRS.

Disclosure of unexplainable income:

Currently, a tax is levied when the taxpayer is not able to explain any of his income. The Bill proposes to: (i) increase the tax rate and surcharges levied on such income, and (ii) levy of a penalty. The proposed changes are presented in Table 3.

Table 3: Change in taxes on unexplained income

	Current	Proposed
Tax	30%	60% of unexplained
		income
Penalty	-	10% of tax if the
		assessing authority finds the unexplained income
Surcharge	2%-15% on	25% on tax payable
	tax payable	

Sources: The Income Tax Act, 1961; The Finance Act, 2016 The Taxation Laws (Second Amendment) Bill, 2016; PRS.

• Income found during search of assets:

Currently, the income tax assessment authorities may initiate an investigation and search of assets of a taxpayer on the suspicion of possessing undisclosed income. In addition to the tax payable on found undisclosed income, a penalty will be levied. The Bill proposes to increase the penalty from 30% to 60%, if the taxpayer does not admit possession of the undisclosed income

For a PRS Summary of the Bill, please see here.

Model Central and State Goods and Services Tax Bill, 2016 released

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The Central Bureau of Excise and Customs released the Model Central and State Goods and Services Tax (GST) Bills.¹² The Model Central/State GST Bills provide for the levy of: (i) the Central Goods and Services Tax (CGST) by the centre, and (ii) State Goods and Services Tax (SGST) by the states.

Key features of the Bill include:

- Levy of CGST/SGST: The centre will levy CGST and the states will levy SGST on the supply of goods and services within the boundary of a state. Supply include sale, transfer and lease made for a consideration to further a business.
- Tax rates: The tax rates of CGST/SGST will be recommended by the GST Council. The tax rate for CGST and SGST will not exceed 14%. In addition, the Model Bill allows certain taxpayers whose turnover is less than Rs 50 lakh to pay tax on the turnover (known as composition levy).
- Exemptions from CGST/SGST: The centre and states may exempt certain goods and services from the purview of GST by issuing a notification. The GST Council will make recommendations on these exemptions.
- Input tax credit: Every taxpayer while paying taxes on outputs, may take credit equivalent to taxes paid on inputs.
 However, this will not be applicable on supplies related to: (i) personal consumption, (ii) supply of food, outdoor catering, health services, etc.
- Registration: Every person who makes supply of goods and services and whose turnover exceeds Rs 20 lakh has to register in every state in which he conducts business. The turnover threshold is Rs 10 lakh for special category states.
- Returns: Every taxpayer should self-assess and file tax returns on a monthly basis by submitting: (i) details of supplies provided, (ii) details of supplies received, and (iii) payment of tax. In addition to the monthly returns, an annual return should be filed by each taxpayer.
- Prosecution and appeals: For offences such as mis-reporting of: (i) goods and services supplied, and (ii) details furnished in invoices, a person may be fined,

- imprisoned, or both. Such orders can be appealed at the National Appellate Tribunal, whose order can be further challenged at the High Court.
- Transition to the new regime: Taxpayers with unutilised input tax credit obtained under the current central excise and state value added tax laws may utilise it under GST. In addition, businesses may also avail input tax credit on stock purchased before the implementation of GST.

For a PRS Summary of the Bill, please see here.

Model Integrated Goods and Services Tax Bill, 2016 released

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The Central Bureau of Excise and Customs released the Model Integrated Goods and Services Tax Bill.¹³ The Model Bill provides for the levy of the Integrated Goods and Services Tax (IGST) by the centre. Key features of the Bill include:

- Levy of IGST: The centre will levy IGST in the case of (i) inter-state supply of goods and services, (ii) imports and exports, and (iii) supplies to and from special economic zones. Supply includes sale, transfer, exchange and lease made for a consideration to further a business. In addition, IGST will be levied on any supply which will not fall under the purview of the Central and State GST Acts.
- Tax rates: The tax rate of IGST will be recommended by the GST Council and will not exceed 28%.
- Apportionment of IGST revenue: The IGST revenue collected will be apportioned between the centre and the state where the supply of goods or services happened. The collected revenue will be apportioned to the central account by assuming a tax rate specified in the CGST Act. The rest will be apportioned to the state account.
- Place of supply: The Model Bill provides provisions based on which the place (state) of supply of goods and services will be determined. Such provisions differ for supply of goods and services.
- Place of supply of goods: In cases of goods, the place of supply will be the final destination of the good. In other cases, place of supply will be the place where the good is received by the recipient.

- Place of supply of services: Provisions with respect to determining place of supply rules have been specified in the Model Bill. However, such provisions may vary across certain specific services. For example, place of supply for services provided with respect to immovable properties (ex: architects designing a building), will be the location of the immovable property. Such specific services provisions have also been made for supply of services such as catering services, sporting events, transportation of goods, telecommunications, etc.
- Input tax credit: Every taxpayer while paying taxes on outputs, may take credit equivalent to taxes paid on inputs. The amount of input tax credit accrued under the Act can be used to pay taxes under: (i) IGST, (ii) CGST, and (iii) State GST, in that order.

For a PRS Summary of the Bill, please see here.

Model Goods and Services Tax (Compensation to States for Loss of Revenue) Bill, 2016 released

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The Central Bureau of Excise and Customs released the Model Goods and Services Tax (Compensation to the States for Loss of Revenue) Bill, 2016.¹⁴ Key features of the Bill include:

- The Bill provides compensation to the states for loss of revenue, following the implementation of Goods and Services Tax (GST). Such compensation will be provided to a state for a period of five years from the date on which the state brings its State GST Act into force.
- Projected growth rate and base year: The growth rate of revenue for a state during the five-year period is assumed be 14% per annum. For the purpose of calculating the compensation amount in any financial year, year 2015-16 will be assumed to be the base year, from which revenue will be projected.
- Base year revenue: The base year tax revenue consists of the states' tax revenues from: (i) state Value Added Tax (VAT), (ii) central sales tax, (iii) entry tax, octroi, local body tax, (iv) taxes on luxuries, (v) taxes on advertisements, etc. However, any revenue among these taxes related to supply of: (i) alcohol for human consumption, or (ii) certain petroleum products, will not be accounted as the base year revenue.

- Calculation and release of compensation: The compensation payable to a state has to be provisionally calculated and released at the end of every quarter. Further, an annual calculation of the total revenue has to be performed, which will be audited by the Comptroller and Auditor General of India.
- Levy and compensation of GST compensation cess: A cess known as the GST compensation cess may be levied on the supply of certain goods and services, as recommended by the GST Council. The receipts from the cess will be deposited in a GST Compensation Fund. The receipts from the cess will be used for the purpose of providing compensation to the states for loss of revenue due to implementation of GST.
- Any unutilised money in the Compensation Fund at the end of the period of compensation will be distributed among the states in the following manner: (i) 50% of the fund to be shared between the states in proportion to revenues of the states, and (ii) the remaining 50% will be part of the centre's divisible pool of taxes.

For a PRS Summary of the Bill, please see here.

Draft Bill to ban unregulated deposit schemes released

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The Ministry of Finance released the draft Banning of Unregulated Deposit Schemes and Protection of Depositors' Interests Bill, 2016. Comments have been invited on the draft Bill till December 17, 2016. Earlier in 2016, a draft Bill was submitted by an inter-ministerial group on deposit taking. ¹⁶

Key features of the draft Bill include:

- Unregulated schemes: The draft Bill prohibits a person from accepting deposits for an unregulated scheme. An unregulated scheme is one which is not registered with any regulatory body such as SEBI or RBI. The central government may exempt an unregulated scheme from the provisions of the draft Bill.
- Investigation and trial: States will appoint a competent authority to investigate matters related to an unregulated scheme. Where investigation involves multiple states, the case may be referred to the CBI. Trials under the draft Bill will be held in a district court designated by the state government. Appeals against the order of such courts will be heard by the respective High Court.

- Database: The draft Bill creates an online central database for information related to deposit taking.
- Offences and penalties: The draft Bill specifies penalties for accepting deposits for an unregulated scheme, or fraudulently defaulting in repayment of such deposits. Such offences will attract imprisonment along with payment of a fine.

For more information on the draft Bill released earlier in 2016, please see the PRS Monthly Policy Review for April 2016 here.

Supreme Court upholds constitutional validity of the levy of entry tax

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A constitutional bench of the Supreme Court upheld the constitutional validity of the levy of entry tax by state governments. Several states had enacted laws that levy a tax on the entry of goods into local areas in the states. Jindal Stainless Limited challenged the levy of the entry tax by the state of Haryana in 2002. The levy of entry tax was also challenged by other parties in several High Courts. The High Courts held that the tax affected free trade and struck down the levy of the tax.

On appeal, the Supreme Court examined the following primary questions: (i) validity of levy of entry tax, and validity of the state laws used to levy entry tax, and (ii) validity of the principle of compensatory tax which was upheld by previous Supreme Court judgements.

The Court held the following:

- Validity of levy of entry tax: The levy of entry tax by states is valid. However, such levy should not discriminate between the goods imported from other states and the ones locally produced.
- However, the validity of these state laws in levying the entry tax in a non-discriminatory manner should be scrutinised by regular benches of the Supreme Court on a case-bycase basis.
- Compensatory tax: The Supreme Court overruled its previous decisions on the levy of entry tax. In the past, the Supreme Court held that the entry tax levied on goods should be for the purpose of compensating the states for the services provided by them. 18 Examples of such services provided may be provision of weighing scales on highways. The Court in this judgement held that the levy of entry tax need not be just for compensatory purposes.

Regulations under the Insolvency and Bankruptcy Code notified

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The Insolvency and Bankruptcy Board of India (IBBI) notified three Regulations under the Insolvency and Bankruptcy Code, 2016. These relate to (i) registration of insolvency professionals (IPs), (ii) registration of insolvency professional agencies (IPAs), and (iii) Model bye-laws for governing IPAs. 19,20,21 In October 2016, draft Regulations were released for public comments. Key features of the notified Regulations include:

- Registration of IPs: The IBBI or an agency will conduct examinations to certify persons as IPs. Following this, the person may obtain a certificate of registration from the IBBI based on certain criteria. For example, individuals with an experience of 10 years as: (i) a chartered accountant, (ii) a company secretary, (iii) a cost accountant, or (iv) an advocate, may obtain registration valid for a limited period of six months. Partnership companies, subject to conditions, may also be recognised as IP entities. The regulation provides the code of conduct to be followed by IPs and the manner in which disciplinary action will be taken against them.
- Registration of IPAs: To establish an IPA, a person will have to get an in-principle approval from the IBBI, which will be valid for a year. A person fulfilling eligibility criteria, such as having a net worth of 10 crore rupees, may then approach the IBBI to obtain a certificate of registration. This certificate will be valid for five years.
- Model Bye-Laws of an IPA: IPAs will be required to formulate bye-laws that are consistent with the notified Model Bye-Laws. These Bye-Laws look at aspects such as, (i) composition of an IPA's governing board, (ii) duties of an IPA, (iii) committees that will have to be formed, and (iv) registration of member IPs.

For more information on the draft regulations released in October 2016, please see the PRS Monthly Policy Review for October 2016 here.

Committee of Chief Ministers on digital payments constituted

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The NITI Aayog constituted a Committee of Chief Ministers to examine measures for implementing digital payment systems. ²² The Committee will be chaired by Mr. Chandrababu

Naidu, Chief Minister of Andhra Pradesh. Other members of the Committee will include: (i) Chief Ministers of Odisha, Madhya Pradesh, Sikkim, Puducherry and Maharashtra, (ii) Vice-Chairman, NITI Aayog, and (iii) CEO, NITI Aayog (as member secretary). Special invitees to the Committee include Mr. Nandan Nilekani, former Chairman, UIDAI.

Terms of reference of the Committee include:

- Identifying best practices for implementing an economy based on digital payments;
- Indicating a one-year road map to expand the use of digital payment methods such as cards, internet banking, and e-wallets;
- Evolving an action plan to create public awareness regarding digital payments;
- Identifying bottlenecks and providing solutions to move towards digital payments;
- Examining any other associated issues.

Health

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Surrogacy (Regulation) Bill, 2016 introduced in Lok Sabha

The Surrogacy (Regulation) Bill, 2016 was introduced by the Minister of Health and Family Welfare in Lok Sabha on November 21, 2016.²³ The Bill defines surrogacy as a practice where a woman gives birth to a child for an intending couple and agrees to hand over the child to them after the birth. Key features of the Bill include:

- Regulation of surrogacy: The Bill prohibits commercial surrogacy, but allows altruistic surrogacy. Altruistic surrogacy involves no monetary compensation to the surrogate mother other than the medical expenses and insurance coverage. Commercial surrogacy includes surrogacy or its related procedures undertaken for a monetary benefit or reward (in cash or kind) exceeding the basic medical expenses and insurance coverage.
- Eligibility criteria for intending couple:
 The intending couple should have a 'certificate of essentiality' and a 'certificate of eligibility' issued by the appropriate authority. A certificate of essentiality will be issued upon fulfilment of these conditions: (i) a medical certificate of proven infertility of one or both members of the intending couple, (ii) an order of parentage and custody of the surrogate child

- passed by a Magistrate's court, and (iii) insurance coverage for the surrogate mother.
- The certificate of eligibility will be issued upon fulfilment of these conditions by the intending couple: (i) Indian citizens who are married for at least five years, (ii) between 23-50 years old females and 26-55 years old males, (iii) not having any surviving child (biological, adopted or surrogate), except if the surviving child is mentally or physically challenged or suffers from a fatal illness. Other conditions may be specified by regulations.
- Eligibility criteria for surrogate mother:

 To obtain a certificate of eligibility from the appropriate authority, the surrogate mother has to be: (i) a close relative of the intending couple, (ii) a married or previously married woman, having a child of her own, (iii) 25 to 35 years old, (iv) a surrogate only once in her lifetime, and (v) possessing a certificate of medical and psychological fitness.

For a PRS Bill Summary, please see here.

Amendments to the HIV & AIDS (Prevention & Control) Bill, 2014 released

The Human Immunodeficiency Virus and Acquired Immune Deficiency Syndrome (Prevention and Control) Bill, 2014 was introduced in Rajya Sabha in February 2014.²⁴ The Bill seeks to: (i) prevent and control the spread of HIV and AIDS, (ii) prohibit discrimination against persons with HIV and AIDS, (iii) provide for informed consent with regard to treatment of such persons, and (iv) create mechanisms for redressing their complaints through an Ombudsman.

The Standing Committee on Health and Family Welfare submitted its report on the Bill on April 29, 2015.²⁵ Certain amendments were circulated in Rajya Sabha on November 15, 2016.²⁶ Most of the recommendations of the Standing Committee have been incorporated in these amendments.

Key features of the amendments are as follows:

- An added explanation stating that adoption of medically advised safeguards and precautions to minimise the risk of infection from an HIV positive person shall not amount to discrimination.
- Central and state governments shall frame schemes to address the needs of all protected persons (HIV positive person or any person who lives/lived with an HIV positive person) under the Bill as opposed to only HIV and AIDS affected women and children.

 For emergency related treatment, the Ombudsman will pass an order within 24 hours. Otherwise, the Ombudsman shall pass an order within a period of 30 days.

For a PRS Bill Summary and Report Summary, please see here and here and here.

FSSAI launches scheme to strengthen food testing infrastructure

The Food Safety and Standards Authority of India has rolled out a scheme for strengthening of food testing infrastructure in the country.²⁷ This is following the observations of the Bombay High Court regarding the urgent need to upgrade Food Testing Laboratories in India. The estimated cost of the scheme is Rs 482 crore.

Key features of the scheme include:

- Food testing labs: Under this scheme, 45 State Food Testing labs (at least one in each state/UT with a provision of two labs in larger states) and 14 Referral Food Testing labs will be upgraded to enable them to obtain accreditation from the National Accreditation Board for Testing and Calibration Laboratories (NABL). NABL is an autonomous body under the Department of Science and Technology.
- Mobile testing labs: 62 mobile testing labs will be established across all states/UTs. Currently, there are four mobile food testing labs in Punjab, Gujarat, Kerala and Tamil Nadu, which will serve as a model for these new mobile testing labs. Capacity building of the Food Testing labs is also an important component of this scheme.
- School Food and Hygiene Programme: A School Food and Hygiene Programme has been envisaged. Under the programme, basic Food Testing labs will be set up in 1,500 schools/colleges across the country to promote safe and wholesome food.

Proposals from seven states/UTs, namely, Goa, Delhi, Karnataka, Kerala, Madhya Pradesh, Tamil Nadu and Punjab were considered for strengthening their food testing infrastructure. Two proposals, from Chandigarh (Punjab) and Calicut (Kerala), were approved in principle with the rest being advised to revise and resubmit their proposals.

Transport

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The Admiralty (Jurisdiction and Settlement of Maritime Claims) Bill, 2016 introduced in Lok Sabha

The Admiralty (Jurisdiction and Settlement of Maritime Claims) Bill, 2016 was introduced in Lok Sabha on November 21, 2016.²⁸ The Bill seeks to consolidate the existing laws on civil matters of admiralty jurisdiction of courts, admiralty proceedings on maritime claims, and arrest of ships. Admiralty laws deal with cases of accidents in navigable waters, or contracts related to commerce on such waters. The Bill repeals laws such as the Admiralty Court Act, 1861 and the Colonial Courts of Admiralty Act, 1890. Key features of the Bill include:

- Admiralty jurisdiction: The jurisdiction with respect to maritime claims under the Bill will vest with the respective High Courts and will extend up to the territorial waters of their respective jurisdictions. The central government may extend the jurisdiction of these High Courts. Currently, admiralty jurisdiction applies to the Bombay, Calcutta and Madras High Courts. The Bill further extends this to the High Courts of Karnataka, Gujarat, Orissa, Kerala, Hyderabad, and any other High Court notified by the central government.
- Maritime claims: The High Courts may exercise jurisdiction on maritime claims arising out of conditions including: (i) disputes regarding ownership of a vessel, (ii) disputes between co-owners of a vessel regarding employment or earnings of the vessel, (iii) mortgage on a vessel, (iv) construction, repair, or conversion of the vessel, (v) disputes arising out of the sale of a vessel, (vi) environmental damage caused by the vessel, etc. The Bill defines a vessel as any ship, boat, or sailing vessel which may or may not be mechanically propelled.
- Priority of claims: Of all the claims in an admiralty proceeding, highest priority will be given to maritime claims, followed by mortgages on the vessel, and all other claims. Within maritime claims, the highest priority will be given to claims for wages due with regard to employment on the vessel. This would be followed by claims with regard to loss of life or personal injury in connection with operation of the vessel. Such claims will continue to exist even with the change of ownership of the vessel.

For a PRS Bill Summary, please see here.

Cabinet approves introduction of the Merchant Shipping Bill, 2016

The Union Cabinet approved the introduction of the Merchant Shipping Bill, 2016.²⁹ The Bill seeks to simplify laws regulating merchant shipping in India. The Bill also seeks to repeal the Merchant Shipping Act, 1958 and the Coasting Vessels Act, 1838. The Bill seeks to do the following:

- Development of coastal shipping in India: The requirement of licenses for Indian flag vessels for coastal operation, and port clearance by customs authorities will be dispensed with.
- Welfare measures for seafarers: Owners
 of vessels will have to take compulsory
 insurance for all crew on the vessels.
 Further, the crew will not be required to sign
 articles of agreement with the ship master.
 The Bill will also allow for seafarers to be
 paid normal wages in case they are captured
 by pirates.
- Incorporation of all International Maritime Organisation Conventions/Protocols: The conventions include: (i) the Search and Rescue Convention, 1979, (ii) the Nairobi Wreck Removal Convention, 2007, (iii) the Salvage Convention, 1989, and (iv) the International Convention for Bunker Oil Pollution Damage, 2001.

A copy of the Bill is not available in the public domain yet.

Ministry of Civil Aviation releases details on the Regional Connectivity Fund

The Ministry of Civil Aviation released details of the Regional Connectivity Fund (RCF).³⁰ The RCF was established under the Regional Connectivity Scheme (RCS) that seeks to facilitate regional air connectivity by making it affordable.³¹ Amounts collected under the RCF will be used to provide financial support to airlines for operations under RCS.

RCF will be funded by a levy per departure on all domestic flights except: (i) flights on category II routes under Route Dispersal Guidelines, (ii) flights on RCS routes, and (iii) aircrafts having maximum certified take-off mass (the maximum weight at which a flight is allowed to take off) of up to 40,000 kg. Category II routes under Route Dispersal Guidelines include routes connecting stations in the north eastern region, Jammu and

Kashmir, Andaman and Nicobar Islands, and Lakshadweep.

States that have signed up under RCS will also contribute to the RCF. As of November 11, 2016, 19 states had signed Memorandum of Understandings under RCS.

DGCA releases proposed regulations on flight duty assignments and leasing of foreign aircraft

The Directorate General of Civil Aviation (DGCA) released proposed regulations regarding: (i) pilots adhering to flight duty assignments, and (ii) leasing of foreign registered aircrafts by Indian operators.^{32,33} The proposed regulations are as follows:

- Flight duty assignments: Actions of pilots that result in last minute flight disruptions and may endanger the safety of aircraft operations will be treated as acts against public interest. Such actions may include:
 (i) falsely reporting illness to escape flight duty, (ii) reporting late to the aircraft, (iii) not undertaking the flight even after reporting for flight duty, etc. In such cases, the pilots will be liable for enforcement action against them. This regulation is being proposed under the Aircraft Rules, 1937.
- Leasing of foreign aircraft by Indian operators: Before leasing any foreign registered aircraft, both the state of operator (where the aircraft will operate) and the state of registry (where the aircraft is registered) will be required to sign a Memorandum of Understanding on oversight responsibility. This oversight would lay emphasis on aspects such as airworthiness, training, operation, and safety oversight.

Defence

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Guidelines for Penalties on Defence Business Dealings issued

The Ministry of Defence issued guidelines for Penalties in Business Dealings with Entities.³⁴ The guidelines regulate levy of penalties on individuals, companies, societies and other associations that enter into contracts with the Ministry of Defence regarding procurement of goods and services.

Key aspects of the guidelines include:

- Grounds for imposition of penalties: The Defence Minister may suspend, ban and or levy financial penalties on an entity if: (i) it resorts to corrupt practices, unfair means and illegal activities to secure a contract, (ii) it violates a pre-contract integrity pact (agreement to prevent corrupt practices in public procurement), (iii) there are national security considerations, (iv) there is a violation of contract with agents, (v) the terms of contract are violated, or (vi) it is required in public interest.
- The Defence Minister may extend the penalties to allied firms of the entity (such as subsidiaries or companies with common management) as well.
- Suspension: Suspension may be ordered when allegations have been made against an entity but they have not been proven (ex: at the stage of investigation). This will disqualify the entity from participating in various ongoing and future bids. Generally, disqualification will be valid for a year, but may be extended by six months at a time.
- Banning: Banning of an entity from ongoing and future bids may be ordered if the misconduct has been proved or accepted by the entity. It may also be ordered if a charge-sheet has been filed by an investigating agency in a court of law. A ban will operate for not less than five years for grounds (i) to (iv). For grounds (v) and (vi), the ban should not exceed three years (may be extended in exceptional cases).
- Exceptions: A suspended or banned entity may be allowed to participate in the procurement process in some cases. For example, it may provide spares and maintenance of equipment procured from it if no alternative sources are available.

Housing

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Ministry of Housing notifies Real Estate (Regulation and Development) (General) Rules, 2016

The Ministry of Housing and Urban Poverty Alleviation notified the Real Estate (Regulation and Development) (General) Rules, 2016.³⁵ The Rules have been notified under the Real Estate (Regulation and Development) Act, 2016. They will be applicable to the five Union Territories without legislature i.e., Andaman and Nicobar Islands, Dadra and Nagar Haveli, Daman and

Diu, Lakshadweep, and Chandigarh. Key features of the Rules include:

- Information to be furnished by the promoter: For registering projects with the Real Estate Regulatory Authorities, real estate promoters will have to provide various details regarding the projects. Details include: (i) PAN Card, (ii) annual report, (iii) balance sheets, (iv) cash flow statements and auditors report of the promoter for the immediate three preceding years, and (v) authenticated copy of legal title deed.
- Information to be published on the website will include: (i) details of the promoter such as address, registration details, financials (PAN card, audited balance sheets), etc., (ii) track record of the promoter (years of experience, number of projects), (iii) past or ongoing litigations, (iv) project details (compliance and registration, development plan, number of apartments, status of the project, status of approvals, etc.), (v) details of agents, consultants, and (vi) all legal documents. The promoters will have to upload all details on the website within 15 days before the end of each quarter.
- Registration fee: The Rules specifying the fee for registering different types of projects. For example, the fee for a group housing project will be: (i) Rs 5/sq.mt. for project size of up to 1,000 sq.mt. and (ii) Rs 10/sq.mt. above the limit, subject to a maximum of five lakh rupees per project. Real estate agents will have to pay a registration fee of: (i) Rs 10,000 for an individual, and (ii) Rs 50,000 for others.
- Compounding of offences: Under the Act, imprisonment may be compounded (settled) by courts on payment of a certain amount. The amount to be paid to the courts will be 10% of the project cost in case of promoters and 10% of the cost of the property purchased in case of allottees and agents.

Agriculture

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Cabinet approves minimum support prices of Rabi crops for 2016-17

The Cabinet Committee on Economic Affairs approved the Minimum Support Prices (MSPs) of Rabi crops for 2016-17.³⁶ The MSPs of gram and masur had the highest increase over the 2015-16 season. In order to incentivise the production of pulses and oilseeds, the

government has announced bonuses for certain crops, over the MSPs approved. Table 4 shows the change in MSPs of Rabi crops in 2016-17 as compared to 2015-16.

Table 4: Minimum support prices of Rabi crops (in Rs/quintal)

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Crop	2015-16	2016-17	Change		
Wheat	1,525	1,625	100		
Barley	1,225	1,325	100		
Gram	3,500*	4,000##	500		
Masur (lentil)	3,400*	3,950#	550		
Rapeseed/ mustard	3,350	3,700**	350		
Safflower	3,300	3,700**	400		

Note: *includes bonus of Rs 75/quintal; **includes bonus of 100/quintal; #includes bonus of Rs 150/quintal; ##includes bonus of Rs 200/quintal.

Sources: Directorate of Economics and Statistics, Ministry of Agriculture; PRS.

Skill Development

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Pradhan Mantri Yuva Yojana launched for entrepreneurship education and training

The Ministry of Skill Development and Entrepreneurship launched the Pradhan Mantri Yuva Yojana.³⁷ The scheme relates to entrepreneurship education and training.

Key features of the scheme are as follows:

- Target group: The scheme will provide entrepreneurship education and training to over seven lakh students over five years through 3,050 institutes. It will also include easy access to information and mentor network, credit, incubators and accelerators and advocacy for the youth covered under the scheme.
- **Duration and cost:** The scheme will span over five years (2016-17 to 2020-21) with a project cost of Rs 500 crore.
- Institutes covered under the Scheme: The scheme includes 2,200 institutes of higher learning (colleges, universities, and premier institutes), 300 schools, 500 Industrial Training Institutes and 50 Entrepreneurship Development Centres, through Massive Open Online Courses (MOOCs).

Women & Child Development

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Model Guidelines for Foster Care, 2016 released

The Ministry of Women and Child Development released Model Guidelines for Foster Care, 2016.³⁸. The 2016 guidelines revise the Model Guidelines for Foster Care, 2015, released in October 2015.³⁹ The 2015 Guidelines were formulated under the Juvenile Justice Act, 2000, the Integrated Child Protection Scheme and the United Nations Convention on the Rights of the Child, 1989.

These guidelines have been revised taking into consideration the Juvenile Justice (Care and Protection) Act, 2015 and the Juvenile Justice Rules. The revised 2016 guidelines incorporate the following additional guidelines:

- Group foster care: The aim is to protect the well-being of children who are deprived of family care or who are at risk of being deprived. Such children in need of care and protection are to be placed in an unrelated family foster care or group foster care.
- Group foster care is also practiced as an intermittent arrangement suitable for children picked up from streets before placing them in family foster care. Such placements help to make seamless transition from group to family care. The appropriateness of placement of a child in family foster care or in group foster care may be determined by a Child Welfare Committee (CWC) under the Juvenile Justice (Care and Protection) Act, 2015.
- Adoption of foster children: The children in need of care and protection may be placed in foster care in a family which does not include the child's biological or adoptive parents or in an unrelated family recognised as suitable by the State Government. 40 Where the child has remained with a foster family for a minimum of five years other than in pre-adoption foster care, the foster family may apply for adoption of the child. For this, regulations prescribed by Regulations Governing Adoption of Children, 2016 shall be followed.

For other features of the guidelines which have remained unchanged, please see here.

External Affairs

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India signs 10 agreements with Japan including on civil nuclear cooperation

Prime Minister Narendra Modi visited Japan from November 11-12, 2016.⁴¹ During the visit, 10 agreements were signed between India and Japan on various issues, including nuclear cooperation, infrastructure investment, skilling, agriculture, outer space and cooperation between Gujarat and Hyogo (a province in Japan) on overall development.⁴² Key agreements include:

- Nuclear cooperation: The agreement provides for the development of civil nuclear projects in India. It also allows for participation of the Japanese industry in India's civil nuclear programme.
- Infrastructure investment: The agreement provides for cooperation between India's National Investment and Infrastructure Fund Limited and Japan's Overseas Infrastructure Investment Cooperation for Transport and Urban Development. It seeks to promote investment in infrastructure projects including railways and transportation, port terminals and urban development.
- Skilling cooperation: The agreement creates a framework for skilling 30,000 Indian youth in Japanese manufacturing over a 10-year period. This initiative will be called the Manufacturing Skill Transfer Promotion Programme.

UK Prime Minister visits India

The Prime Minister of United Kingdom (UK) Theresa May visited India. 43 During the visit, India signed two agreements with UK on the exchange of best practices and technical assistance regarding ease of doing business and cooperation in intellectual property rights. 44 Both countries also agreed to set up a Joint Working Group to build a commercial and economic relationship, as UK leaves the European Union.

In addition, the President of Israel Reuven Rivlin, and the President of Sri Lanka Maithripala Sirisena also visited India.⁴³

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