

[Sh. Sidha Lal Murmu]

Private Members' Bills and Resolutions presented to the House on the 30th November, 1988."

MR. DEPUTY-SPEAKER: The question is:

"That this House do agree with the Fifty-eighth Report of the Committee on Private Members' Bills and Resolutions presented to the House on the 30th November, 1988."

The motion was adopted.

15.33 hrs.

RESOLUTION RE: IMPLEMENTATION
OF NEW 20-POINT PROGRAMME—
Contd.

[*English*]

MR DEPUTY - SPEAKER: The House will now take up further discussion on the following Resolution moved by Shri Somnath Rath on the 19th August, 1988:

"This House while expressing its appreciation of the New 20-Point Programme initiated by the Government, notes that implementation of the poverty alleviation programmes has not been fully satisfactory and urges upon the Government to take immediate steps for effective implementation thereof."

Shri Shaŕkerlal has to continue his speech.

He is not there, Shri Nalanda Yadav.

[*Translation*]

SHRI VIJOY KUMAR YADAV (Nalanda): Mr. Deputy Speaker, Sir, the subject under discussion is very important one. It is

related to the vast multitude and particularly those living below the poverty line. Great emphasis has been laid on poverty alleviation under the Twenty Point Programme and a time-bound programme has been provided therein for the alleviation of poverty by bringing the people living below the poverty line, above it. In this connection, a door to door survey is being conducted to prepare a list of such persons which if properly prepared, may benefit these people to a great extent. It has been stated by the Government in their report that with the implementation of 20 point programme, there has been a substantial reduction in the number of people living below the poverty line and it has been claimed by the Government that the national average of such people which was earlier 48 percent, has now been brought down to 37 percent. It has been declared that by 1995 this percentage will be brought down to the level of 10 percent but I want to know whether all the Poverty Alleviation Programmes be it R.L.E.G.P. or N.R.E.P. or any other such programmes, are being implemented properly and whether they are serving the purpose for which they were intended and the people are getting their benefits?

So far as I understand and know about Bihar State, I have a different opinion on the claims of the Government. As per the survey conducted by a National Labour Organisation and according to their report on it, the number of people living below the poverty line instead of coming down, has gone up. Presently, what is the position now? A huge amount is being spent on this programme but I want to know as to which is the poorest section, whether it is of adivasis or of the harijans. There are no two opinions on this question but the people of the lowest category do not find a place on that list as they are not able to please that agency. According to the criteria laid down by the Government, the people whose annual income is Rs. 6400 or less are covered under the category of people below the poverty line and the people whose annual income is Rs. 3500 are categorised as the poorest. What to say of the people with annual income of Rs. 6400, but

the tragedy is that even the people with an income of Rs. 3500 per annum do not figure in that list. I cannot talk of the other States because I do not know about them personally but so far as Bihar is concerned, there are lakhs of such people whose names should have been there on the list but till today their names have not appeared in it. Though as a Member of Parliament, I had discussed this point which falls within my jurisdiction and other M.Ps from Bihar have been constantly raising it here but the names of these people have not been included in that list. Today's discussions must bear some results. But what will happen is that the hon. Minister will counter my arguments on the basis of the Bihar government report and say that there has been a lot of progress in Bihar and the people of Bihar are coming up above the poverty line. The State Government has sent a report to the Centre which runs counter to my statement as an M.P. about the facts. I would, therefore urge upon the Government to evolve some agency to find out the fact and ascertain as to which of them is correct. If you are prepared to send this agency to my constituency, Nalanda, I am ready to prove that there are not only one or two but thousands of such people whose names have not been put on the list of the poor while the names of many farmers have been included in it as per the criteria laid down by the Government. This list contains the names of such people who do not fall under the category of those below the poverty line for the purpose. Names of a large number of other people are there in that list. This is not a new point of discussion which has been raised here today but I think that the hon. Members who have initiated this discussion, have done an appreciable thing but this issue has been frequently raised here in this House. But the way of working of the Central Government is such that it acts on the State Government's version and the statement of the hon. Members of never examined to find out the fact. I do not mean to say that the Central Government should always reject the statement of the State Government because that is also your agency which also consists of the people's

representatives but at least the Government should try to examine the veracity of the report submitted by that agency, in case some hon. Member of the House reports contrary to the details sent by the State Governments, to find out whether the hon. Member is putting up something which is not correct, to mislead the House or making a statement against the State Government but I am fully prepared to prove my point and to give my full cooperation to the Central Government in that regard and I am fully confident that my statement is hundred percent correct. Whatever poverty alleviation schemes are being implemented whether in the form of self-employment scheme or in the form of road construction or school-building construction schemes, I want to know as to how much of the amount is provided to the really deserving people? In fact, such people who are below the poverty line should form a co-operative but what is happening here? The whole work is being done by the contractors. The entire work is being done through the contractors who have already their fixed percentage. A very big amount of it is being shared by the Government officials, banks and the contractors and you claim that so much of man days have been created by the Government. The word "mandays creation" is a very dangerous one because it cannot be known as to how many people were provided jobs. Even the hon. Minister himself cannot tell as to how many people were given the opportunities of employment and in which states, they are given such opportunities? I would not like to ask about an individual because you will then tell the mandays but I would like to know about the number of days for which a family of three unemployed persons was provided job in a year. You don't have such information, I had asked that very question even in the sitting of the committee on 20 Point Programme and also in the Parliament but your proforma gives information regarding the mandays only. Thus it would not solve the problem. Instead it should give the information about the number of days in a year for which a poor is provided job. But in fact, with the change of days, the identity of the person who gets this job, changes and

[Sh. Vijoy Kumar Yadav]

Government thinks that the problem of unemployment has been solved with the provision of jobs only to a few persons. We are thus providing the guarantee of employment only for a limited number of days.

It is necessary that the Government should evolve a procedure so that people living below the poverty line..... (*Interruptions*) Panikaji, should I conclude? Are you in a hurry to go somewhere? It is a very important subject on which the discussion is going on.

SHRI RAM PYARE PANIKA (Robertsganj): Since you repeated the same thing three times, I asked you to do so.

SHRI VIJOY KUMAR YADAV: The Government should evolve a procedure through which it could be ensured that employment avenues are actually opened for the people with the amount being released for their welfare during the year. Secondly, central assistance is also being given to the people under the self-employment scheme. Could I know what is the procedure in this regard? In my view only those people get loans and their names are selected for such purposes by the banks and other such loan advancing agencies who pay commission and adopt unfair means. The people who actually live below the poverty line but do not have money to pay the Commission, do not get any assistance. In this way, central funds worth crores of rupees are going to the pockets of those people who are already affluent. But people, for whom the schemes have been formulated do not get any benefit from these programmes. How the Government would ensure that the benefits of the schemes and the money go to those people for whom these are actually intended? No party-politics should be involved in this task. It is a national problem and it is not possible to implement all these welfare programmes including the 20 Point Programme until and unless all people, irrespective of their party affiliations, extend their full co-operation. I

am not talking of other states. I am taking about the position in my home State Bihar. I happen to be a member of the Committee on 20 Point Programme of my State. I was taken as a member in that Committee not because that I am a member of the C.P.I. but because I am a Member of Parliament. There are also M.L. As from various parties in the said Committee. There might also be a member from the youth Congress and the President of the State Congress Party might also be there as a member. The bureaucracy must also have been represented there in the Committee. But what these people do in the 20 point programme? They are only yesmen of the collector and do not suggest anything concrete. The Government should ensure that people trying to sabotage the efforts of this committee or those who do not belong to any party are not associated with this committee. Representatives of those parties who wish to implement this scheme should only be taken in this committee. Generally a member of the State Cabinet is appointed the "Chairman of the Committee. Consequently, meetings of the committee are held only when the hon. Minister gets time to attend the meetings. If he has no spare hour for 6 months, the meeting of the committee will be deferred for six months. I, therefore, would like to say that a person other than Minister should become the Chairman. You appoint a Congressman as the Chairman, there is no harm in it. We have no objection if a Member of Parliament is made the Chairman. I do not say that the Chairman should be appointed from among the members of the opposition. The only thing that I want is that the Government should not do a thing which will obstruct holding of regular meetings and monitoring its functioning on a regular basis. Until and unless its meetings are held regularly, it cannot make progress as much as it is supposed to make.

It is a matter of pleasure that the Hon. Prime Minister has felt the need for starting the process of planning from the grass root level. This issue has been raised in the Parliament for years now. The Government has now realised that the planning should be

done at the district level. It will be far better if the planning is done at the sub-divisional level. The government is launching various poverty alleviation programmes with a view to receiving people's co-operation at the sub-divisional and district levels. The Government proposes to lift the people above the poverty line, but when will all these things be implemented? It will be possible only when the Government comes to people's help in implementing all these schemes without making any discrimination on party lines. It is only when this requirement is fulfilled, we can hope that this work will be done. The Government should seek massive support from people and take action against those bank employees or other officers, who indulge in sabotaging activities to make this policy a failure. The people who are accumulating capital should not be given benefit from this programme. A suitable agency should be set up to implement this scheme properly.

MR. DEPUTY SPEAKER, Sir, with these words I express my thanks to you for providing me an opportunity to speak.

SHRI RAM PYARE PANIKA (Robertsganj): Mr. Deputy Speaker, Sir, I interrupted my hon. colleague Shri Yadav as he repeated the same thing thrice. As a matter of fact, I am his admirer for he pleads the cause of the poor. I am not an admirer of his party. But he sometimes champions the cause of the poor.

Based on the achievements and experiences of the Sixth Five Year Plan and keeping in view the programmes of the Seventh Five Year Plan, the leader of this country, Hon. Prime Minister Shri Rajiv Gandhi modified the programme and presented a new 20 Point Programme before the country.

Now I would like to relate the objectives of this new 20 Point Programme. The first objective was to fight poverty, the second was to raise productivity which was going down and the third was to remove the disparities in the incomes of people belong-

ing to various sections. The fourth objective was to remove the social and economic inequalities and bring about a change in the quality of life. These were the main objectives of our new 20 Point Programme. You will be glad to know that it was envisaged to lift about 10 crores people above the poverty line by the end of the Sixth Five Year Plan. Shri Yadav was just now telling the same thing.

Sir, when the functioning of these programmes was monitored, it was revealed that though grants were given for the development and programmes were chalked out for the purpose, yet the result was not good. Stress was, therefore, laid to ensure that the funds released for these programmes were properly utilised. We are launching such programmes to see that the benefits of these programmes reach the poor.

It is also a fact that despite all our efforts and monitoring at the central level, loopholes are seen here and there in the poverty alleviation programmes. We are not getting as much cooperation from the banks as we ought have got. Shri Yadav rightly said that Gram Pradhans nominate only those persons on the different committees of the Gram Sabhas who might have extended their support to them during the last elections. The point whether someone is poor or rich is not taken into account. Only their supporters are being taken in these committees. In West Bengal the Government of the party in power, of which Shri Yadav's party is an ally, keeps persons of their cadre only in such committees. (*Interruptions*) It is not at all hypothetical. The Government should exercise real control over the Gram Sabhas and prepare a list of such persons who are really poor as per the definition laid down by the Government. Only those people whose income is below Rs. 1400 should be taken in these committees and the names of the remaining people should be deleted.

A number of loopholes are there in the grant being given to purchase cows and buffaloes. The doctors, the insurance officials and the brokers who negotiate the deal

[Sh. Ram Pyare Panika]

extract their own shares from the amount of the grant. Thus, out of Rs. 8000, only R. 4000 reach the beneficiary. It is very essential to make an improvement in the situation. The Government should deal with the situation firmly. I would like to suggest that the Government should form a committee for this purpose. The committee should be so empowered that without the presence of its member, no item should be distributed. It should also be left to the authority sanctioning grant-in-aid that they will release the amount of grant only when the items to be distributed are available. This will help the beneficiaries to purchase the items from the markets of their choice. They should be at liberty to purchase the things from whenever they want. For example, if they wish to purchase cow from Haryana and buffalo from Punjab, they should be free to do so. But it is seen that due to the connivance of some shopkeepers, the amount of grant does not meet the sanction of the authority if vouchers from those very shopkeepers are not produce. This question has been raised time and again and I urge that this point may please be given consideration to. After giving them the money, a time limit should be prescribed for them that they will purchase the things within a period of one month. After they purchase the things, verification to this effect should be done and certificate given. This will help improve the quality. Since this matter concerns the poor, I strongly urge the Government to consider these points.

So far as the question of land reforms is concerned, we have made vigorous efforts in this direction. But we have achieved only 50 percent success in this task. Even now big landlords have been possessing large acreage of land in the names of their dogs, cats and parrots. If all the 544 hon. Members of this House decide that there should be equitable distribution of land, it can be done. But when we visit our areas, our self interest comes in the way and we remain mum. Now the time demands that we should deal with the situation with political firmness. Today, the land which was distributed to Harijans

and Adivasis has become a matter of curse for them. Though land revenue is collected in their name, the actual possession of the land is with someone else. In a number of cases, the matter is still subjudice. In order to avoid the above anomaly, we should, if necessary, amend the Constitution.

So far as the question of distribution of essential commodities is concerned, the Central Government has made it a point to ensure that these commodities reach the people in time. Guidelines have been sent to states in this regard. According to these guidelines, a fair price shop should be opened for every 2000 units. Dates have been fixed for sugar and other foodgrains to reach the shops. But the commodities reach the shops at the end of the month and, as a result, poor people do not get them. The assistance do not reach the far flung areas where it is most needed. Six types of areas have been selected for this purpose. These are Adivasi areas cyclonic areas, hill areas, desert areas, drought prone areas and areas inhabited by Harijans. But the assistance does not reach far-flung areas. Despite naming 40,000 bank branches, we are not able to undertake poverty alleviation programmes under the 20 Point Programme. Due to this, The development that is taking place is one sided. Banks are concentrating in a particular area. It is, therefore, necessary that for the remaining period of the Seventh Five Year Plan, the banks should be directed to provide loan amounts to those blocks, Nyaya-Panchayats, Gram Sabhas where people have not risen above the poverty line. It is a fact that villages have been linked with banks. This is what was announced in the Budget speech. But the officers of the banks do not go to interiors due to lack of adequate means and security arrangements. It is, therefore, necessary that the Government should make arrangements to provide means in special category areas. Only one and half year is left of the Seventh Five Year Plan. The Government should provide necessary means and lift the people above the poverty line. Otherwise, the Government will be charged with the accusation that it has failed to keep its prom-

ises. It may so happen that the assistance will reach those areas where people already have these facilities. I am saying this from my own experience. We have decided that assistance will be extended to rain-fed areas in the plains and development ensured there. It has also been decided to improve the quality of rice in West Bengal and increase irrigation facilities so that production could increase. The Government released Rs. 17,000 crores under this head. But what is happening there.

16.00 hrs.

The Hon. Prime Minister has admitted publicly with courage and responsibility that only 1/6th of the total amount allocated for poverty eradication, is reaching the poor. In view of the remarks made by him all the Ministers particularly the Minister of Programme Implementation ought to take steps for accelerating the implementation of 20 point programme. The Prime Minister has emphasised that there is need for modifications in the entire structure. He was against the tendency of formulating schemes while sitting in air-conditioned rooms and stressed upon executing them at the block-level or the *Gram-Sabha* level in the States. In view of this, the Government should direct all the units of *Gram Sabha* to send their proposals at least during the current year which is the end of Seventh Five Year Plan. The entire funds should be directly paid to them so that these could be utilized in a better way. It is public money and belongs to the Central Government. Yadav ji, you will have to persuade your Government to fight for the rights of people and not for themselves. It would be inappropriate to keep the Central Government in the dark about the way money is being utilized for the implementation of various programmes like RLEGP, DPAP and poverty eradication on the ground that the matter concerns the State Government. The State Governments whether they belong to any political party, should own full responsibility and give full account of money incurred in implementing poverty eradication programmes. In case the Central Government is unable to allocate adequate funds to the

States, the latter accuses it. But once they get the money, they show reluctance to give full account of the expenditure.

16.02 hrs

[SHRI SOMNATH RATH *in the Chair*]

The Government should not hesitate even to amend the constitution in order to get the account of money sanctioned to the States and to monitor it properly. The necessary infrastructure has not been developed so far, keeping in view the requirements of the new programmes like green revolution, white revolution, development of quality seeds and irrigation potential. At present, 26 percent of the total land is being irrigated in the country. The environment and climate of a particular area should be given special consideration while formulating a scheme. In forest or hill areas, small dams should be constructed instead of big ones and the water of rivulets should be properly utilized. The Government have not arranged to conduct research on the maize crop or hybrid seeds in tribal areas. It should provide means of irrigation and seeds to areas where dry land farming is done. In its report 20 Point Programme Implementation Committee has directed to prepare scheme according to the requirements. It is true that there was acute shortage of drinking water especially in Harijan and tribal areas, sometime back and it is also true that many handpumps were installed to meet the challenge. Mr. Chairman, Sir, we are thankful to you for having allowed a discussion on this matter in the House. It should be discussed in detail in the next session. What would happen in case of those 'problem' villages which exceed the population of 500. Today, a single well for drinking water is available for ten houses in tribal areas. You should relax this norm. The Government should improve the conditions and provide facilities of drinking water in all these areas where more than 25 persons reside. Drinking water will have to be supplied even to a single house if it is situated two kilometres away. The Government will have to modify the scheme according to the requirements, because the inade-

[Sh. Ram Pyare Panika]

quate provisions have created dissatisfaction among the tribal section and the so called greedy people are taking advantage of this. The Government gave authority of installing hand pumps to the village Pradhan and they misuse their powers. They install one at their own doorsteps and the other at the doorstep of their supporter. In reality, the actual deservers for whom the scheme was executed, are till now deprived of the supply of drinking water. Still one year is there to complete Eighth Five Year Plan. I would like the Government to conduct a survey and provide resources for water according to the needs. Today, the situation has deteriorated to such an extent that the tribal people have to trend two kilometres to get drinking water and even there it is not clean. They are compelled to drink it and fell sick. It has been proved that two-third of the total diseases spread in the country are due to the intake of polluted drinking water. The Government should follow the principle of 'Prevention is better than cure' and plan fruitful schemes for the purpose.

No doubt, all the hospitals in the country have been converted into family planning centres but these establishments should own responsibility of maintaining the health of people also. Maintenance good health is as important as the implementation of family planning programme. Adequate number of hospitals or PHC have still not been opened in the remote areas to maintain the health of people. Maintenance of good health of people is as important as the implementation of family planning programme. The need of the hour is that every person should be healthy. The Government should implement some effective scheme in this regard too.

Besides a few other matters, I would like to say something about education. Our resolution to remove illiteracy from our country, is also a part of our 20 point programme. The Government have also implemented a new education policy. But in view of the deteriorating condition of primary schools. I

would like to suggest that the Government should hand over the responsibility of looking after the primary schools to a particular voluntary agency in order to save them. The teaching staff in these institutions get salary but they are not qualified. I have observed that in some States these schools are working just to enjoy the benefits of grants. Opening one or two Navodaya Vidyalaya here and there would not serve the purpose. The issue of black-board has also not been solved. The Government has been emphasising upon the need of primary schools and education constantly but we have not been able to restructure the entire system. At some places the schools are constructed by Zila Parishad and at other places by other agencies. Consequently, there are no blackboards, buildings in some primary schools and they also lack in basic requirements. We would not be able to implement new education policy properly in the country unless adequate provisions for the policy are provided. All the Members of the House are aware of the fact that the common people have not been able to enjoy the benefits of the schemes of informal education adult education etc. which involve expenditure worth Rs. 300 to 400 crores. When the Government is aware of the fact that the funds allocated to implement these schemes is being misused by the employees, then why its charge is not being given to a particular voluntary organisation. If that is not possible the Government should introduce more effective and useful system. Our late Prime-Minister Shrimati Indira Gandhi had started a popular programme-Balwari. Mr. Chairman, Sir, you represent the State of Orissa and you may be aware of the fact that all the food material supplied under the Balwari scheme is being swindled by the teaching staff or distributed among the officials. It is not being utilized appropriately. I fail to understand why such ineffective schemes are implemented. I accept that the scheme enabled the educated women in rural areas to get pension but it has not brought any remarkable change. Why should we let out money to be misused at the time when we are facing crisis in economic resources. We will have to keep a few important factors in

mind while planning. We should stop the execution of those schemes which are not implemented properly by the State Governments. We should do so because, after all, that money belongs to the poor people and it is the duty of the Members of the House or public representatives ensure that these funds are properly utilized. The present situation is that we keep silent in spite of being aware of all the facts. The need of the hour is to stop all such schemes, wherein crores of rupees are being wasted.

Sir, besides, a few things have been mentioned in the 20 Point Programme regarding the Scheduled Castes and Scheduled Tribes. I would like to discuss some of them. Firstly, in spite of the order issued by the Home Ministry and Welfare Ministry under the Central Government, the required reservation has not been provided to them till now. The Government had assured to raise the living standard of the people of Scheduled Castes and Scheduled Tribes by giving them special training. But the assurance remained restricted to the opening of a few coaching schools here and there in the major cities for namesake. But the Government did not act according to the actual plan.

So the Government ought to increase the amount of expenditure increase the amount of expenditure incurred in the scheme of informal education and also consider the matter of providing reservation in service. It is proving very dangerous to the country. On one side the Government starts new schemes, while on the other the people are not getting the benefits from the schemes already implemented due to ineffective implementation. Due to this they have become victim of social wrath on one hand, while on the other they are not getting adequate facilities. So the Government should plan the schemes to provide specific facilities in specific fields.

According to the provisions available at present the reservation quota for candidates of Scheduled Castes and Scheduled Tribes in I.A.S., I.P.S. or class one services is full

but it is very astonishing that for class-III and class-IV jobs, it is not yet full.

It is ridiculous that the quota in IAS and IPS is full whereas in class III and IV posts it is not yet full. so the Government should make provisions to justify the 20 point programme. Mention has been made of the Special Component Plan under which the Scheduled Castes and Scheduled Tribes are being benefited. How ridiculous is it that the contribution of various States varies between Rs. 1 lakh and Rs. 2 lakhs. Why was not quantification done? We have been able to acquire just 7 percent while we deserved 12-15 percent according to the previous plan. Why are we being deprived of the actual amount? Specific amount was fixed for expenditure by every Ministry but it is not being utilized properly. In the height of these facts I would like to urge the Government to fulfil the promises. The educated among the Scheduled Castes and Scheduled Tribes have started forming their own parties on communal lines and they are encouraging their fellow brothers to revolt. In spite of the policy implemented by the Central Government, the State Governments are not providing adequate facilities. So I would like to urge the Government to prepare a time bound programme and issue statements in the Press accordingly.

Sir, the Government have not yet provided adequate seats for reservation to the candidate of Scheduled Castes and Scheduled Tribes in medical colleges. You may be aware of what happened in Gujarat. In effective reservation policy led to massive killings. They did not succeed in getting seats and had to suffer many hardships. So I urge the Government to fulfil the provisions mentioned in the constitution at the earliest and enable this weaker section to join the mainstream of society. It would positively require a time bound programme. The Government should implement the provisions of the constitution. There is a proposal of providing 30 percent reservation in services to women under the 20 Point programme. This has been discussed in a recently concluded meeting of our party. But, a-part from it, the

[Sh. Ram Pyare Panika]

Government should also take effective steps to provide free education to them up to intermediate level in order to increase their educational qualifications. Instead of wasting money in implementing ineffective schemes the Government should utilize it in providing free education to girls. In the same way scholarships can be paid to boost up the morale of girls for higher studies like research, MBBS etc. In brief women should not be discriminated against. New schemes should be started to encourage the girls. People in the country are awakening and Government should boost up their spirits. It would enable the country to progress.

13th Youth Programme is meant for encouraging the youth centres. But the encouragement is not to the desired extent. Many schemes have been implemented for youth to provide them employment. NCC should be made compulsory so that the feelings of nationality and integrity develops among them.

Large scale industries are being encouraged today but the need of the hour is to encourage the cottage industries. It would enable opening of small industrial units in rural areas and thus check the rural exodus to cities in search of employment. Employment would also check feelings of dissatisfaction and resentment among them.

The Government should also stop the growth of slum areas. There is mushroom growth of slum areas in the major cities of the country like Madras and Bombay. I would urge the Government to check their growth.

A few days back it was a point of discussion that though the power generation is quite high in the country, it is not being utilised properly. But I would like to say that the Government should provide electricity to village at concessional rates. The Government should also make efforts to ensure that the villagers do not go elsewhere for their livelihood.

Without taking much time, I would like to urge upon the Government to take up every work treating the 20 Point Programme as its base because it concerns the welfare of labourers, farmers, women and the poor. If the Government concentrates only on the implementation of the programme, it will do a lot of good to all. Even in the Geeta, it has been said:

“Sarvadarman Parityajya Mamakam Sharaanam Braja”

With these words, I conclude.

SHRI JUJHAR SINGH (Jhalawar) : Mr Chairman, Sir, I would also like to express my views on the 20 point programme. It is a very important programme. It is being discussed here in this House for last several weeks and the hon. members have expressed their views on it. I shall take up only those points which have been newly added to the 20 point programme. As a matter of fact, the 20 point programme was started in 1975 and was revised in 1982. Our hon. Prime Minister took a keen interest in the programme and further revised it in 1986. He laid stress on the points which he considered to be more important. The 20 point programme is a very important programme especially to alleviate poverty in the villages and three fourth of this programme is entirely related to the villages. I would like to draw your attention as well as that of the House towards the impact it has hither to the achievements, we have had to so far from this programme during the last thirteen and a half years. In fact, due to this programme, one thing which has been evidently witnessed, is that the people belonging to all sections of the society have started taking interest in development and they have started realising that the Government is really paying attention towards them. They feel that the Government is committed to their betterment. Out of the total budgetary provision of Rs. 1,80,000 crores for the Seventh Five Year Plan, an amount of Rs. 60,500 crores was allocated for the 20 point programme which is 33.6 percent of that total plan expenditure. In the States, 46.1

[Sh. Jujhar Singh]

percent of their total budgetary provisions, is meant for the 20 point programme. It proves itself as to the importance, the Government gives to this programme and also it indicates as to what could be done to alleviate poverty through this programme.

Four new points have been included in the new 20 point programme and the remaining ones are mere repetitions. Of these 4 new points of the new programme, greatest importance has been given to the last point in the list is the responsiveness of the Government. I would like to draw the attention of the hon. Minister towards this point. Among the 20 points envisaged to alleviate poverty and on which the Government is spending thousands and crores of rupees, the point pertaining to the responsive Government is the most important one. If the Government is responsive and sensitive enough and it has appointed a sincere and efficient officers to implement the programmes of the Government honestly, these programmes can be a very easy success. But even the basic thing is not there. That means the implementing agency itself is not efficient and sincere and imbued with integrity. And it is because of that very reason that the Government has not been able to achieve much success in these programmes. Just now, my earlier speakers have also dwelt upon these points. They have been stressing frequently that at some places there are some irregularities in the identification of families and at other places, the loans advanced by banks for the purchase of cattle are not disbursed properly. In some villages, the teachers do not come to the schools and even doctors are not available there in the Primary Health Centres. These are some of the drawbacks of the programmes which are easily witnessed in the implementation of the programme at the places where the administration is not sensitive at all. If the Government is responsive and sensitive, the doctors will naturally come in time, the teachers will teach properly and the money released by the Centre will be utilised prop-early. But the most unfortunate

thing and the greatest drawback in this regard is that the Government is not at all responsive.

I would like to congratulate the hon. Minister, his department and Government of India for including the point of responsiveness of the Government and that of the administration. Two years have elapsed since this programme was started in 1986. Has the hon. Minister ever checked or found out as to what extent has the Government or the administration has been responsive during these two years. To-day every person in the village realises that the Government is allocating huge funds for the villages and the States are being allocated large sum of money for this purpose and also the Government is committed to help every individual. But the money, after having been released from the Centre, does not reach the persons for whom it was meant just due to some fault on the part of the administration. That is a very important point.

The Hon. Prime Minister has also said recently in the A.I.C.C session and reiterated the the same thing time and again also in public meetings that 85 percent of the funds is absorbed by the system itself and this disturbs everything. The remaining 15 percent should have reached the public. But bungling takes place even in the case of this amount. The Prime Minister of the country himself realises this thing that a large portion of the funds is being misused or being absorbed by the system and the system is expensive. I would, therefore, like to urge upon the Government to pay more attention to the 20 point programme which is a very important programme so that the funds may reach the persons for whom they were meant and people may get the benefits. That will also bring an end to all sorts of bungling. In this connection, I would like to make two points what machinery is responsible to run this responsive administration? For this, there is the Government and its administrative machinery on the one side and the representatives of the public on the other

[Sh. Jujhar Singh]

side. Both of them jointly distributed the funds in the villages.

So far as the question of administrative machinery is concerned, I am seized of the situation prevailing in Rajasthan and cannot say anything of the other States and their people what they think and feel about it—but in Rajasthan it is the Block Development Officer who is responsible for the implementation of all the plans. He is a very important person. Though the collector is at the helm of affairs in his district but in rural areas, the Block Development Officer is solely responsible. B.D.Os are appointed from the State Administrative service and also from the lower services. but unfortunately, any officer who belongs to the Rajasthan Administrative Service is appointed to the post of B.D.O. he feels that it is a punishment for him. He prefers to become an S.D.O. or to go in for any other posting than working as a B.D.O. That is why I would like to urge upon the Government to accord proper status to the Block Development Officer. In case, he is posted in some rural areas, he should be made to feel that .

[English]

He should feel proud about himself. But instead of that, man feels humiliated as if he has been punished or he has been sent to jail. This feeling is bad.

[Translation]

This inferiority complex must be done away with so that they may feel that they have been assigned a respectable job. But this feeling is lacking today. I have also seen that period when the work of community development was started in 1952 and the persons posted as B.D.Os in those days had their own status. They felt proud of their jobs and realised that their work involved more responsibility than that of other administrative officers and they had been accorded more respect. But gradually this institution was weakened as in some cases, the village

level workers were promoted to the post of B.D.Os. and sometimes B.D.Os. were selected from amongst the teachers and sometimes co-operative officials were raised to the post of B.D.Os. In this way, the status of this important post has been lowered and, in a way, made defunct. That is why they feel frustrated even to-day. The villagers are not getting the desired benefits. This important point needs your attention.

The second thing is about the elected representatives. So far as the functions of the Panchayat Samiti or the Block are concerned, people from the villages get elected to these bodies and do a very good work. But when the question of Zila Parishad elections comes, people from urban areas are being permitted, as a relaxation, to contest these elections. This practice is prevalent in many other States as well as in my own state. What actually happens in that the people outside the locality who have no concern with the villages, contest the elections by manipulation, though the local people do not repose their confidence in them. such is the prevailing system.

Under the provisions as obtaining presently, a person residing in any Municipal Corporation or in any city or anywhere also can contest elections for the posts of office bearers of local bodies set up for rural development. When a urbanite becomes the chief elected representative of a village local body, development of rural areas is neglected. I think that the provisions as obtaining presently require to be amended and only rural voters should be allowed to contest elections for the posts of office bearers of rural bodies such as Panchayat Samiti, Gram Panchayat or Zila Parishad so that only rural people could become their office bearers. Now there is no dearth of qualified person in rural areas as they are also becoming graduates, engineers, doctors, etc. Now-a-days, educated people are available in villages and they can efficiently share the responsibility. After receiving good education in cities, village youths are now capable of holding posts in local bodies and the

Government should change the present system so that educated villagers could find berth in a such bodies and contribute for development of the villages. I welcome the inclusion of anew programme i.e. Responsive administration to the 20 Point Programme. I would like to congratulate the Government for this as I attach more importance to this point. In this connection, I would like to submit that still more is required to be done in this direction and special attention is required to be paid by the Government in order to ensure proper utilization of funds allocated by the Centre for the purposes of family planning programme, irrigation projects or for other purposes.

Another point which has been taken up under this programme is related to youths. At present, a major part of our population constitutes youth. Many schemes have been launched for them.

[English]

73 percent to 75 percent of the youth population is from rural areas.

[Translation]

The Government should pay attention to programmes meant for rural youths and satisfy them to the extent possible. They have not been able to get full benefit of the loans being advanced by the banks under the self-employment scheme. Our administration should be responsive. This has not so far been able to bring any tangible impact there. I urge the Government to take necessary steps to fulfil the aspirations of rural youths. Dissatisfaction among the educated rural youths would lead to a harmful political and social impact. It is a matter to be realised and adequate facilities are required to be provided to them.

I would like to make yet another point though it is not a new one. Emphasis has been given to extend irrigation facilities. I am of the opinion that more emphasis should be laid on the proper utilisation of facilities already provided.

[English]

Instead of extending the irrigation facilities, you would make proper use of the facilities already developed.

[Translation]

Thus its utilisation should be proper. On the basis of my own experiences and the situation prevailing in my constituency, I can say that the irrigation facilities developed there have not been utilized properly and the lack of proper utilisation is due to the improper maintenance of canals. The entire amount of funds allocated for maintenance is spent on wages of a large number of work charge staff engaged for this. Mr. Chairman, Sir, I am referring to a project in my own constituency. In one division, an amount of Rs. 36 lakhs is earmarked market for maintenance and the wage bills of work charge staff excess this amount, as a result of which work is lying incomplete. No funds are available for removing silting and carrying other repairs. Despite availability of water, canal facilities are not availed of by the farmers due to non-clearance of silts gathered in it. I would like to call your attention towards the points emphasised by you. Some new points have been included and a few already included have been emphasised upon. I would like to urge the Government to take follow-up-action and monitor proper implementation of Programmes introduced recently and for which emphasis has been laid in the 20 Point programme. Unless water is utilized properly, development cannot take place. There is no shortage of water in Kota and Jhalawad areas in Rajasthan as they are bordering Madhya Pradesh. Even 50 percent of the total facilities created there is not being utilized. I would like to mention the problems of leakage and seepage etc. which are causing inconvenience in that area. Lack of irrigation facilities is also an important issue.

A new point of environment has also been introduced. It is also a new programme and the matter is related not only to the cities but also to rural areas. Rural areas are also facing the same problem. This problem is attributed to large scale denudation of forests.

[English]

MR. CHAIRMAN: Since there are many members yet to participate in the discussion, if the House agrees we may extend the time of this discussion by two hours.

SOME HON. MEMBERS: YES.

[Translation]

SHRI JUJHAR SINGH : I was submitting that the rural areas are also facing environmental problems. Various schemes of forestry like-village forestry, social forestry or other forestry have not been implemented properly. Deforestation has led to this environmental problem. Soil erosion takes place due to the deforestation on the marginal land along the rivers, causing environmental problem. Accumulation of silt on rivers and canals beds and growth of weeds are also attributable to it. This is a very important programme and requires formulation of scheme at a very large scale. But work can be started on selective basis. The areas along the river side which are prone to soil erosion due to deforestation should be selected for plantation of trees on a large scale which will solve a number of problems. It would reduce soil erosion and boost afforestation programme.

The Government should ensure that in no circumstance marginal land along the rivers and canals is given for cultivation. If at all that land is to be utilized, this should be utilised for the purpose of plantation of trees only. Tree plantation is more beneficial to the growers. It is more rewarding than farming on it. I would, therefore, impress upon the Government to implement the suggestions given by me. This will not only improve the ecology, but it will boost the afforestation programme.

The Government should pay special attention towards tree plantation. If at all, the Government is to make allotment of marginal land declared surplus under the ceiling laws, at least a restriction should be imposed that on such land which is prone to soil

erosion, only trees or fruit trees should be planted so as to check soil erosion and improve the ecology.

Not taking much time, I conclude. I also express my thanks to you.

[English]

SHRI E. AYYAPU REDDY(Kurnool): Mr. Chairman, Sir, I am very happy that my previous speaker touched upon the 20th of the 20 point programme, namely, responsive Government. Many friends who have spoken on this topic have not dealt with the last of the 20th point programme, namely, the responsive Government. Without the responsive Government, the implementation of the other programmes will be a myth.

The 20th point of the programme is the last but the most important. Under this, what is required is, up to simplify procedure, delegate authority, enforce accountability, evolve monitoring system form block to national level and attend promptly and sympathetically to the public grievances. We would like the hon. Minister to tell us as to how the 20th of the 20 point programme is being implemented. What is it that you have done to simplify the procedure? What is it that you have done to delegate authority, enforce accountability and evolve monitoring system?

On the third item of this 20th point programme, namely, enforce accountability, the Public Accounts Committees of all the legislatures have to role to play. I was myself the Chairman of the Public Accounts committee. And I have presented as many as 105 reports to this House. Some of the most important anti-poverty programmes, like drinking water, NREP, IRDP, were reviewed by the Public Accounts committee in pursuance of the Comptroller and Auditor General's reports. the Comptroller and Auditor General had made an inspection of the implemetation of the NREP and TRDP. He had pointed out several defects and presented a report. On the basis of this

report, this august House, that is the Public Accounts Committee, took up and made a review and submitted a report more than 11/2 years ago. I find to my utter surprise that the recommendations made by the Public Accounts Committee on the implementation of NREP, IRDP, etc. have not even been brought to the notice of the Minister in charge of that department. Even from the answer he was giving to the questions about NREP, IRDP etc. I found to my utter surprise that the recommendations of this Committee have not even been brought his notice. For instance, we have been wanting to lift the people above the poverty line. And the methodology that has been adopted is to select the beneficiaries and to give them loans. Actually, that has been found to be impracticable for the simple reason that it is possible to bring them above the poverty line. But there are natural calamities like famine, drought and attack of pests of agricultural crops and failure of crops. If ten people are brought above the poverty line on account of these natural calamities, 60 people go down the poverty line. Therefore, what the Public Accounts committee suggested was that a village must be taken as a unit. Instead of selecting individuals. We don't say that individuals must not be selected. Individuals must be selected. But that programme must fit in with the development of the village as a whole because unless the village gets an economic development and is able to generate a self serving economy, it will not be possible to pick up a few individuals and make them cross the poverty line.

Some of the important recommendations of the Committee have not been implemented though more than two years have passed. That is why I am submitting that a responsive Government is the most important criterion before we can take up the implementation of other items in the 20 Point Programme. We found that the auditing system was one of the methods by which we wanted to enforce accountability in the administration. Constitution provides for an independent authority like the Comptroller

and Auditor General who audits about five percent of the transactions of the Government and submits its reports to the President of India and to parliament. On the basis of these Reports, the Public Accounts Committee again investigates into the matter and submits reports to this House. That was the methodology evolved for the purpose of enforcing accountability but over the years what happened is that this has become a routine matter. The audit objections by the Comptroller and Auditor General are taken as a routine matter by the Departments. The response to the Comptroller and Auditor General's objections from the various departments became practically immunised.

There was the 7th Conference of the Chairmen of Public Account Committees convened by me solely for the purpose of highlighting that the enforcement of accountability in the administration has failed. I invited no less a person than the Prime Minister himself to come and inaugurate the Conference and address us. At that time, when the Prime Minister came, I brought to his notice certain things and I would just read out an extract from the speech:

"PAC are finding themselves helpless or at least ineffective to take or to recommend deterrent action against unidentified set of officials and non-officials though on the basis of the reports of the C&AG and on their own investigations, they are fully satisfied that public funds have disappeared either unaccounted for or unsatisfactorily accounted for. Our recommendations usually end up with a stringent call to concerned departments to institute action against those responsible for the losses or the questionable transactions reported by the C&AG. It pains me to say that this results in nothing but chasing a crooked shadow in a never ending circle if not a cry in the wilderness. To illustrate my point, I may mention a recent case in which 8 kilograms of gold booked by the State Bank of India as a rail parcel disappeared on its journey

[Sh. E. Ayyapu Reddy]

from 'Bombay to Agra mysteriously. The Department has failed to pinpoint any responsibility and the police have failed to even file a charge-sheet. Thus, 8 kilograms of gold has been lost upwept and unsung and neither the Railways nor the State Bank of India are even prepared to own moral responsibility for the loss. This is not on usual illustration."

When this was brought to the notice of the Prime Minister, he was very much surprised and shocked and he said at the conference that you must try and change the system.

This is what he said:

" So , what is really required is to see why things are going wrong. It is not enough just to catch the man. Yes, we must catch the man, but if you are d]going to rectify it and PAC is going to be effective in a longer term perspective, it is necessary to go to the root, to see why sometimes such wrong things can happen. This will only come about if the PACS.. go in very great depth into why these problems are being caused and how we can get the procedures that are behind the problems that you get for tackling, so that the problems do not occur."

The Prime Minister made these remarks that the Public Accounts Committee must go in depth and study and suggest certain changes in the administration so as to enforce accountability.

A Sub-committee consisting of the Chairmen belonging to all the parties was also constituted and this Sub-Committee presented to the Prime Minister a report on accountability in the Administration. It was in February 1987 and subsequently, I had occasion to go and talk to Shri Chidambaram, the Minister in charge of administration about this report. He said that these recom-

mendations of the report were under study. More than a year has elapsed. One and a half years have elapsed since we made certain very important recommendations and so far, this report is still gathering dust.

Therefore, irrespective of party affiliations, irrespective of political allegiances, all the Chairmen of all the Committees felt unanimously that we have only a namesake democracy, whereas actually what we have got is a very old bureaucratic machinery which is getting inflated every year and which has become totally unresponsive to the needs of the people. The Administration itself has become so immune to criticism, that it is simply not possible to achieve our objects. Unless something is done as stated in the 20th point of the 20 Point Programme about decentralisation, delegation of power and enforcement of accountability, it will not be possible to implement the other programmes.

We have also given facts and figures in this report as to how the total number of cases booked for corruption are so meagre and how most of the cases have ended in acquittal and how it is vitally necessary to change the penal laws and bring about a special enactment so as to fix accountability on the Administration. Crores of rupees are being misused and lost. This has been revealed to us in the reports of the Controller and Auditor General. Crores of rupees, admittedly, are lost, misused or misapplied. If only the reports of the Controller and Auditor General are studied by the concerned departmental heads and the ministers, they will know how their departments are functioning and where the loopholes are and how in spite of our best efforts, the Administration is not able to deliver the goods to the people. So, it is only for this purpose that the 20th point of the 20 Point Programme requires strict enforcement and implementation. If this is done, the other points will automatically get fulfilled. They will be successful if we are able to evolve a system of administration which is simple, efficient and incorruptible.

We in India compare our administrative machinery with the administrative machinery in foreign countries. I will give just one instance. In America, the decision is taken at the lowest level, immediately, without any loss of time. Here for taking a similar decision, the file has to go up and down sometimes three times or four times and sometimes it may even have to go to three departments or four departments or five departments. Most of the officers take a negative attitude. They are never anxious to see that a purposeful or a productive scheme is implemented immediately. They will go on raising queries after queries with the net result that the matter which should have been disposed of within a day is kept pending for more than a year. Red tape and bureaucratic delays are eating into the vitals of our economy.

Therefore, I once again emphasis the importance of these recommendations and I request the hon. Minister to look into the report which has been presented by the Chairman of the Public Accounts Committee to the hon. Prime Minister at his instance and at his suggestion and see that these recommendations are implemented.

[Translation]

SHRI RAMSWAROOP RAM (Gaya): Mr. Chairman, Sir, the 20 Point Programme is under discussion and in this connection I want to draw the attention of the House and of the Government to certain very important points. The 20 Point Programme is an important instrument for fighting out poverty and our Government is making efforts for the past several years to implement it fully. Keeping in view the needs of the country, the Hon. Prime Minister has himself placed emphasis on certain vital points of the 20 point programme. But I want to draw your attention to the last point of this programme in which the term 'sensitive administration' has been mentioned. Until the administration is sensitive and is committed to people's programmes, they will not be implemented, no matter how many directions are issued and amendments made and howsoever

well-intentioned we may be. Even the Hon. Prime Minister while addressing the nation in a national broadcast had stated that if Rs. 6 is allocated by the Centre for the implementation of these schemes, only Re. 1 reaches the villages. Hon. Minister, if the administration had been sensitive, the Hon. Prime Minister would not have had to comment like that. The same lack of sensitivity can be observed in the implementation of every programme whether it is the special Component programme, Adult Education, Irrigation programme or any other such programme. There is not an iota of sensitivity left in the implementation machinery of the Government. It seems as if the administration is not aware about our policies in regard to the people and as to what is our duty towards them. The framework of the present system of administration was laid in 1869 when the Britishers were in power here. We are following the same system of administration even after the achievement of Independence. We are holding on to it like a legacy and there has been little change in it. I, therefore, think that there should be a change in the whole administrative framework. Only then will the administration be accountable towards the people otherwise our policies will never be implemented whatever steps we may take.

Mr. Chairman, Sir, there is a rule and it existed earlier also that the District Magistrate should visit remote villages at least twice a month to look into the local problems. They should stay overnight among the people in order to know about their difficulties but may I know from the hon. Minister as to how many District Magistrates are there at present, who have stayed overnight in the villages. As per my information, there is not a single District Magistrate who is doing so. No one goes to the remote villages today. What to speak of the District Magistrate, even the B.D.Os who are the Tehsil level officers and are working in Block officers are not prepared to stay overnight in the villages. Earlier the rule was that entry to this effect will be made into the C.R of the officials. But, the situation is that no Government employee irrespective of the Department he

[Sh. Ramswaroop Ram]

belongs to, is willing to go into the remote villages. They would rather like to discuss the problems at their own place. The implementation of the 20 Point Programme will be successful only when the implementation machinery, which is the base, is itself sensitive to it.

17.00 hrs.

Social justice in regard to Scheduled Castes and Scheduled Tribes is one of the points under the 20 Point Programme, social disparities are resulting into atrocities on harijans in the rural areas. I hail from South Bihar, where incidents of atrocities committed on harijans have increased considerably. Hundreds of examples can be cited like Nagma, Nooni, Pipariya, Garmiya, Arban, Kausara etc. where harijans have been massacred on a large scale. The underlying reason is a social one. We have stated here that Land Reforms will be implemented and Minimum Wages will be ensured. The assurances given by Hon. Shri Rajiv Gandhi regarding Land Reforms and Minimum Wages have reached the poor people in the rural areas. Announcements were made in the Parliament by the Government that steps will be taken to distribute land among the landless and the poor. Efforts were made to raise it at the Tehsil level accordingly. But when the question of their proper implementation was raised and there was an agitation started, it was branded as naxalism. If the Adivasi and other weaker sections organise themselves and demonstrate for the proper implementation of the schemes, to say that it is a diversion from the basic problems and it is naxalism seems very amusing to me.

Sidhartha Operation is in progress in Jahanabad, Gaya and Aurangabad. Sidhartha operation is an attractive name and under it the poor people are rehabilitated and land is distributed among them. Under 20 Point Programme arrangements are to be made for drinking water supply, housing, establishment of schools etc., for the weaker sections of the society, whereas at least

1000 harijans and people belonging to Scheduled Castes and Tribes have been put in jail branding them as naxalites in Jahanabad, Gaya and Aurangabad under Sidhartha operation.

I am against any form of violence and I totally condemn it. Law and order should be fully maintained in the country but to arrest innocent people under the pretext of maintenance of law and order and in connivance with the land lords and Police by branding them as naxalities should be considered as State atrocities. We requested the hon. Chief Minister to have full control over the law and order situation because some criminals have entered into the movement and it is they who attack the poor people at night which should be controlled. Poor people have been arrested under this operation. As such, 15 to 20 guidelines must have been given and but innocent people are being imprisoned under it and nothing has been done in this regard. Before arresting them, their entire case history should have been gone through and details of their character prior to their detention should have been considered. If they had previous crime records, then they should have been arrested. If you give a thought to it even now, it will be a fine example of your sensitivity. In this way, if such things are not controlled, the people will lose their faith in the police forces. It is for this reason that people there have little faith in the B.D.O. and the police sub-inspectors. They think that these people only help the high-ups.

I would like to draw the attention of the hon. Minister to Land Reforms. In this connection, I would like to cite the example from Bihar. Land has been distributed among the Landless and other poor people in this State. On 14 November, 1987, the then Chief Minister, Shri Bindeshwari Dubey distributed 35,000 acres of land among the landless and the poor people? The papers regarding the land were handed over to the poor. It is easy to hand over the papers but it is difficult to give them right of actual ownership. I was told that all the problems will be over. It has come to our notice that 10

percent people have got the papers but have not acquired ownership rights. Hon. Minister might have got the details that 35,000 acres of land has been distributed but he will not be aware of the real facts so far. The poor people are saying that they have got the papers and these were also given during the Chief Ministership of Shri Jagannath Mishra, but these papers are lying with their in vain. What they mean to say is that they have not got the ownership rights so far. This is ridiculing the poor. This is the situation even after directions from the Hon. Prime Minister have been issued. (*Interruptions*)

Our hon. Members in the Opposition, who are very furious presently aware of the state of affairs in the Leftist States. The Left Governments are supposed to be

[*English*]

"Champions of the poor and the landless people."

[*Translation*]

In West Bengal, the target was 8000 hectares of land for distribution. However, not even 3 1/2 thousand hectares could be distributed last year. The same situation exists in Kerala. It seems to me as if our Government is more effective in the matter of land reforms.

I want to request the hon. Minister that he should initiate a definite movement under which the poor and the landless should get ownership rights in all the states, be it Bihar, Bengal, Kerala, & Uttar Pradesh or any other state. It is essential to start such a movement everywhere. Only then will our Land Reform Programme be successful in the true sense.

I want to draw your attention to the question of reservation. A right to reservation had been granted to the Scheduled Castes and Scheduled Tribes while framing the Constitution. As Shri Panikaji has told us, it is true that the quota is completed in the Public Service Commission but some bungling is being indulged into so far as comple-

tion of the reservation quota in respect of third and fourth class posts is concerned. In Bihar, the third and fourth class posts reserved for the SC & ST candidates are either still lying vacant or are being filled by other persons on daily wages in the name of SC & ST. These people are confirmed as soon as they complete 240 days of their service and then nothing is done to complete the reserved quota. On 17th September, 1988, the Hon. Prime Minister had called a meeting of the SC & ST MPs. of the whole country, which was attended by the Home Minister, Shankaranandji and Rajendra Kumari Bajpaiji and directed that all the posts lying vacant either under the State Governments or under the Central Government should be filled up immediately and the policy should be implemented honestly. Thus it was decided that three committees should be constituted for this purpose but so far no committee has been constituted. A directive to this effect should be issued and a central team should be sent there to find out the reasons for non-implementation of the reservation policy and also for non-filling up of 16 thousand vacancies. Today the problem of unemployment among Harijans has become so acute that a post-graduate Harijan boy has to work as an agricultural labourer along with his un-educated father who somehow got him educated by resorting to economy. This situation is also affecting other Harijan boys also. This has become a factor for unemployment among Harijans. The people have started thinking that it is no use to get the boys educated and this has led to erosion of education among the boys of SC & ST to which the Government should pay special attention.

So far as reservation in educational institutions in Bihar is concerned, it is a well known fact that the people are appointing candidates of their own castes as Lecturers and Professors often getting their wards educated by spending Rs. 20 to 30 thousand in certain colleges. One could fight if there is one mafia but we find that there is coal mafia, co-operative mafia and education mafia who are appointing Lecturers after taking Rs. 20 to 30 thousand from the poor people. There

[Sh. Ramswaroop Ram]

the reservation policy is not being implemented. In a meeting, which was attended by the Hon. Prime Minister and the Chief Minister of Bihar, I had urged the Hon. Prime Minister that such colleges where reservation policy was not being implemented should not be affiliated. But I don't know as to what prevents the State Government to take a follow up action even when there is a clear directive for the same. Therefore, the Government should check such an education mafia.

As far as unemployment is concerned, there are 4 million unemployed and among them you will find matriculates, graduates and post-graduates belonging to all the sections of our society. Today that army of 4 million unemployed is waiting for the auspicious day when they will get jobs. This is a national problem and therefore, should be considered in the national perspective. On several times, I have mentioned in the House that to-day, the jobs, employment and industries have become a monopoly of a particular class. If you go to a family you will find that they have got everything. They are running an industry or a factory with full employment opportunities but on the contrary in the next house, you will find that they are neither running an industry nor a factory and have no employment opportunities. That is why I have mentioned several times that we should adhere to the principle of one-man-one-job on national basis. A person who has already got a service should not be allowed to have some other work. That is why I am talking of one-man-one-job or "one job in one family". Only then the problem will be solved.

Now I would like to draw your attention towards the problem of drinking water. The area to which I belong is a small district and still 400 villages are facing the drinking water problem. In 1981, while replying to the discussion on Demands, the then Agriculture Minister, Shri Birendra Singh Rao had assured this House that upto the year 1990 no problem village would remain in the country. Only at the time of drought in the country, we

could realise how far we can stand to meet this problem. We could face the critical drought situation under the efficient leadership of our Hon. Prime Minister. But so far as drinking water is concerned, even to-day our villages are facing an acute shortage of water. (*Interruptions*) I am concluding my speech.

Keeping in view the situation prevailing in Rajasthan, I would request the Government to issue instructions to the State Governments to take necessary measures in regard to my suggestions relating to education, unemployment, land-reforms, sensitiveness of the area and imprisonment of innocent people in the name of law and order. So that the image of the Government is boosted and the poor could have faith in the Government.

SHRI MANOJ PANDEY (Betia): Mr. Chairman, Sir, I understand that this is right time to discuss this matter in this August House seriously under the motion which has been brought forward. The most important aspect of the new Twenty Point Economic and Social Programme which is being discussed here is its implementation. The hon. Members who have participated in the discussion so far have also laid emphasis on its implementation. Often the hon. Members have been expressing their views both in this House and in the other House on the aspect of implementation of this programme. There are no two opinions that there are many drawbacks so far as implementation is concerned and I do admit that these shortcomings cannot be removed at once. For the last two years or it would be better if I say that since the year 1985, our Hon. Prime Minister have been asking many organisations to examine objectively the figures which are received from the District Magistrates and Block Development Officers through the State Governments. Now we are getting information about these figures through these independent organisations. There is a great difference between the Government figures and the figures submitted by these independent organisations and we have been finding this difference for the last 2-3

years. I am not saying that there is difference in regard to every item but there difference does exist in some items certainly.

I want to tell you that the Poverty Alleviation Scheme included in the Twenty Point Programme is the most important programme which is primarily based on Agriculture. In this connection, several discussions have been held previously. I think that the most important problem of the country relates to the farming and farmers. If we could ensure to the farmers remunerative prices of the maximum of their produce, their problems can be solved to a great extent.

The second problem relates to the irrigation. If irrigation facilities are provided to them, their remaining demands in regard to fertilizers, seeds, equipments, remunerative prices of their produce can be met by providing subsidies. But the most important problem relates to irrigation and the remunerative prices of farmers' produce. We have been discussing this problem often in this House and our Hon. Prime Minister has also laid emphasis on the need to pay special attention to it and the fact that he himself is paying his attention to it, is a matter of happiness.

Then there is the problem of workers who are dependent on agriculture which is the biggest source for increasing the employment potential in our country. By keeping the agriculture in private sector, we have achieved self-sufficiency and perhaps, more than that and now we are thinking of producing 175 million tonnes of foodgrains in the current year. It is a very big record in itself. We will have to let agriculture remain in the private sector always. Agriculture is a very important sector and nobody should be allowed to think of nationalising it or taking it over in any other form because the farmer of this country has proved that in spite of lakhs of difficulties he can make this country self-sufficient with the help of even scant resources. I think that we should have more feelings and considerations for farmers. I think it is not good if the problem of agricultural labour is treated as a separate issue and discussed in this House as such be-

cause their problem is not different from the problem of farmers. If the problem of agricultural labour and the farmers are dealt with separately under the 20-point programme, then I think we will be going to make a very big gap between them and will be creating an atmosphere contradictory to each other and this will not be conducive even to the interest of this country. Farmers and agricultural labour are closely associated with each other. This august House needs to think over it.

The most important point included in the 20-Point Programme is the issue of agricultural labour. We have always discussed the ways to organise the labour in unorganised sectors. Hon. Shri Patil has brought a very good proposal in this regard. When there will be a discussion on the subject all aspects of this subject will become clear to me.

One of the important things is about the co-operative sector. We should discuss the points of view of farmers about this cooperative movement so that the farmers of the country may be benefited by it. At places farmers are running their cooperatives societies in their own way. It has been observed that several committees were formed in respect of this co-operative movement and their reports have also been received. There should be a separate discussion regarding regularisation of these co-operative societies.

Often it has been seen that the same office bearers continue to hold their respective offices for years together and the money given by the Central or State Government is not utilised for the benefit of farmers. The need of the hour is to bring about a change in the co-operative sector. There should be a discussion and one should have the view of the hon. Members on the reports submitted by the committees formed in this regard. We should ensure that there are no monopoly houses which may capture these societies and restrict the entry of other people.

Similarly, our primary co-operative societies are in a bad condition. A person

[Sh. Manoj pandey]

appointed Secretary remains in his position for 25-30 years and do not let anyone else come in his place. This has resulted into rampant corruption in these societies. So much so that the farmers do not want to have anything to do with these co-operatives. In fact, at some places they even display a hatred for the co-operative movement.

Sir, it is true that several programmes related to co-operative movement like dairy, fisheries and construction of ponds etc. have been included in the 20 Point Programme. All these programmes are a part of the co-operative sector. The problems affecting them are the same as those in the co-operatives. The Government should seriously think over how to remove these monopolists. We should have a discussion here also on this subject.

I want to say something on the most important point of sensitive administration in the 20 Point Programme. Hon. Members have discussed this in detail. Every Department in the States and in centre also has a public grievance cell. Sir, officers are posted to these grievance cells when a Minister is annoyed with them and wants to punish them, or an officer whom no one is willing to accept is posted there. Sir a public grievance cell is certainly not so unimportant that the worst officials should be posted there. State Governments should be asked to strengthen these departments. In public grievance cells, both at the district as well as block levels, officials who can listen and solve people's problems quickly should be posted. Today we see that officials against whom complaints have been made are the ones who receive the complaints for final noting. The official comes to know which particular person has complained against him and thus tries to harass and sometimes harasses the complainant. These problems affect sensitivity. This is a sensitive issue which needs attention at the grassroot level. The hon. Prime Minister said an important thing at the AICC session. He has said it from other platforms also. This is the biggest problem

facing our country. This is the problem of unemployment. This year two programmes have been introduced for the women and the youths. These programmes have an important role to play. Members of the Opposition are not present here. Only hon. Shri Soz is present whom we do not take an opposition Member. The Opposition stand on women and youths is a strange one. They say that these programmes have been introduced with an eye on the ensuring general elections. Since 1984 the Congress (I) and the Union Cabinet have continuously tried to introduce new and better programmes, and to change things which adversely affect our social structure. Thus we aim at implementing those programmes with the limited resources at our disposal which may benefit the masses.

The socio-economic aspect is the most important thing in any country. No country can progress unless some scope is left for the best possible changes in its social structure within the constraints imposed. Another important point mentioned by the hon. Prime Minister was regarding the technology mission. Its various aspects like agriculture, edible oil, indigenisation and drinking water were also mentioned. The work done on edible oils under the technology mission has shown the development in coconut oil and palm oil. The technology mission programme has been adopted in our country. On the basis of edible oil production we should determine which edible oil should be limited to a particular area. There is ample scope for coconut and palm oils in South India. But the edible oil problem in Eastern, Western and Northern Indian is of an entirely different nature. We have not been able to expand the production of traditional edible oil through research or been able to produce a hybrid variety. As I was saying while speaking on the technology mission we have maize in abundance. If maize is taken from the category of a cereal to that of an edible oil we can pay the increased price of the latter to the farmers. This will definitely increase maize production. The utility of maize can be increased in the form of an edible oil. A useful edible oil called Cornola is made from maize.

Medical practitioners also liked it and praised its properties. We can produce this oil from maize. At least in Eastern, Western and Northern India we can encourage the production of maize.

In the end, I want to draw your attention towards education. Although this subject has been discussed in detail, I shall restrict myself to Scheduled Castes and Scheduled Tribes.

I support all the suggestions given with respect to education. Primary education is a State subject and should remain so. But what we need to see is whether the conditions of teachers has shown improvement wherever it is a state subject. Have the duties of teachers increased in proportion to their salaries? In fact, their duties have decreased. Does a teacher devote even half of the time he used to on teaching when he was not a Government employee? Certainly not. While treating education as a State subject we should determine its effect on other employees and on the social structure. The problems related to education have remained the same. In fact, they are getting worse. On the other hand there is an increase in teachers' salaries. That is a good step but their duties should also increase proportionately. This should also be applicable to our hon. colleagues in the Opposition because their salaries have increased but they are absent from the House.

Lastly, I want to say that due to time limitations I am unable to express all my views. At the same time I express my support for all the proposals put forward. I thank you for extending the time by two hours even though one of our hon. colleagues felt annoyed. Even so I appreciate your gesture.

[English]

PROF. SAIFUDDIN SOZ (Baramulla): Mr. Chairman, Sir, I have a very unique privilege to represent the entire Opposition now single handed. If it were possible, you and I could join hands in making a demand that at least discussions on Private Mem-

bers' Bills and Resolutions should be televised so that there will be reasonable attendance here. I feel there is time if Programme Implementation Ministry is very serious about what is being discussed today, there is a very strong case for revision of this 20 Point Programme. I have been telling for a long time that instead of 20 points — there is nothing wrong, it is a very laudable programme, all the items are very important — I feel the time has come to review and revise these points and reduce them into five instead of having a long list of twenty points without meaning any disrespect to those people who propounded this programme. This was propounded during Madam Indira Gandhi's time. All these points are very relevant and very much needed. I have carefully studied it and I have a feeling that there is a time for revising the whole programme. And we could reduce these twenty points to five or six broad areas.

I would suggest that we give top priority to education, then comes employment, then comes drinking water, then generation of power and fifthly, eradication of poverty. There are hundred problems. Our defect in planning has been that we have indicated large areas, large points. Perhaps, we want to do everything possible under the Sun instead of concentrating our attention on an area which is very important. We have tried to fritter away our energy in various areas without achieving much progress. I won't say that nothing has been achieved or the progress has been less. India's example in the developmental planning is very shining in the third world and the example of Indians in the process of development has no parallel in the world. But still we could have achieved a lot had we concentrated our attention on very broad areas. That we have not done. Since I don't want to waste your time, I will crave your indulgence and invite your attention to one or two points in the 20 Point Programme. I support this 20 Point Programme. I just want your indulgence to tell you why there is a need for revision. For instance, you say you want a two-child norm. But when you devise it, it would be nice to say *Hum Do Hamare Do*. But now there are

[Prof Saifuddin Soz]

families who want a single child. India's population has grown over the last 30 years at a very terrible speed. Now, perhaps, in India, there is a feeling that you can't feed many people and individual families want some kind of a status. In that case, why do you suggest about one or two children? You can't say that it is a norm that you should have two children.

MR. CHAIRMAN: That is up to two.

PROF. SAIFUDDIN SOZ: Then under the Thirteenth Point, you say 'new opportunities for youth.' What opportunities? You have listed many. But I raise a broader question. In the Directive Principles our young Minister should try to take care of it under the Constitution of India, you have Fundamental Rights, you have Directive Principles of State Policy. We have been told in the Directive Principles of State Policy that over a period of time, we shall become advance enough and then care for some very important things. Among those things was Right to Work. You have not accepted Right to Work although Constitution says about it. When you don't accept Right to Work and say you are doing many things for the youth, what can we do? Because you have to first of all guarantee his future; that you are not doing. Therefore, I say that in this 20 point programme a lot has been achieved during Madam Indira Gandhi's time and even now in these four or five years under the present Prime Minister much has been achieved, pursuant to these areas of development. But I feel that now it should be revised and reduced into five or six points which are very important and then give pointed attention to these very important things only.

Our young Minister should also apply his mind — if he has not done so far. There is no feed back on 20 point programme. Ultimately when you write to State Governments, the bureaucrats sit around their desks and prepare a theoretical graph and send them to the Central Government and

then say they have achieved this and that. The real feed back is not available as to what we have done under the 20 point programme. If there is a real feed back, there would be a survey and other concerted efforts. It has not come to my notice.

Another point in this 20 point programme is about responsive administration. This is a theoretical jargon. You want a responsive administration. But have you taken any measures? No measures have been taken to make the administration responsive. There is a consensus throughout the country from among the legislative bodies. All the legislative bodies in India will tell you — they are one on one point; i.e. — that the administration is not responsive at all. They don't care to understand what is happening at the grassroot level and they don't help in finding out the solutions. They take their own time. The whole operation of administration is sluggish. Therefore this is a theoretical jargon to say that we shall be having a responsive administration. No concrete measures have been taken so far to have a responsive administration.

We had even suggested that at the district level there should be an officer who will be a Collector or a District Magistrate of the Joint Secretary's rank of the Government of India. It can never be done because a Joint Secretary in a Ministry of the Central Government will consider it below his dignity to be a District Collector. And yet we want district to be a focal point. We have been struggling for that, and the Deputy Commissioner or a Collector is a very junior officer; they even have to wait in the PA's room to see a Joint Secretary. Actually we have seen this happening. So, we cannot bring about a spectacular change.

Our Secretaries, Special Secretaries, Additional Secretaries, Joint Secretaries and even Deputy Secretaries have no time to go to rural India and understand the situation. They travel but they travel for conferences or meetings. They don't travel compulsorily for understanding the system of Panchayat or for understanding the working

of the rural economy. Thinking that you will have a responsive administration because you have written in a book is an exercise in futility.

I have pointed out to you five very important areas. Among this I give a lot of priority to education. In my opinion education is a very great instrument of change. Unfortunately in this country education is not receiving proper attention. This is no occasion to explain all this.

In the States education is given; but nobody is coming forward. Recently, it received some attention because we called it Human Resources Development. In the educational sector — among the five important areas that I pointed out like power, drinking water, irrigation — as of now we don't know what are the areas which require pointed attention.

I raised a question recently that we must know exactly what is the literacy percentage of scheduled castes and scheduled tribes and minorities in India. If we come to know and find them below the national average then we can give pointed attention. The Census Commissioner of India has withheld these figures. He has withheld these figures under no authority. Recently I have written to the Home Minister also and I have raised a proper question that this Parliament alone has the authority to ask the census Commissioner to withhold any figures. Unless we know the status of backward classes in India as to where they stand so far as education is concerned we cannot do much for them. Therefore, I make a strong plea for a total and qualitative change and the Central Government should rise to the occasion and give the topmost priority to the education in the scheme of things.

[*Translation*]

SHRI KEYUR BHUSHAN (Raipur): Mr. Chairman, Sir, the implementation of the 20-point programme is under discussion. I consider it as important as the 18-point programme which had been launched during

the pre-independence era under the leadership of Mahatma Gandhi. The only difference between the two programmes is that at that time its whole responsibility rested with the people because of the foreign rule. We could not succeed in that programme. It was the duty of the people to implement it and create awareness in the people. From comparative point of view, the 20-point programme is meant for the upliftment of the same weaker section. In the 20-point programme that very section has been considered as the basis. At that time also these programmes were meant to serve Harijans, Adivasis, agriculturists, women etc. Through these programmes we were able to awaken the masses and succeed in removing the disparity which prevailed at that time among the various sections of the society. We can make a comparative study and find out as to what extent we have succeeded in bringing about any change in that programme.

If we leave aside the official programmes and as the hon. Minister has said that they will develop irrigation potential then can we succeed to promote this programme through public participation? It will not at all prove beneficial if we are not able to ensure public association with it. The condition of every State is slowly becoming the same because the figures supplied by you show a very big percentage of this programme is going to benefit villages. But the moot point is whether this is really going to benefit the villages because even the villages have not been benefited by the existing programme? I do not deny the significance of the official effort. We had been doing so then because the Britishers were in power at that time. But now the power lies with us and we also have ample experience. It is regretting that we have not been able to ensure public association. That is why its benefit has not percolated to the deserving people.

The 20 point programme is an extremely important one but it is sad that its funds are not being properly utilised. A member of the 20-point programme Committee or of the District 20-point Committee feels proud of introducing him-

[Sh. Keyur Bhushan]

self as such. What I mean to say is that this status is only for the purpose of giving one's introduction, which is not proper. There is a Chhattisgarhi proverb which means that everything in the house belongs to someone but he cannot cross its doorstep. When one cannot cross the doorstep then what is the use of having the key of that house? The same is the case in respect of the present situation. In the 20-point Programme Committee a member of that Committee has no right to oversee it even for his self-aggrandisement.

A meeting is held every month in the district which is attended by both official as well as public representatives. Thereafter a review is made. If with reference to a particular school it is pointed out that there so and so irregularities have been committed, then it is said that its reply will be made available next month. But when the meeting is held next month, it is said that the enquiry has not yet been finalised and that the reply will be given next month. They give the reason but no solution is found. If the 20-point Programme Committee has to do the work, then some authority should also be given to it. Government should distribute the work among the members of the 20-Point Programme Committee and the public representatives should be made responsible for a particular job in a particular area. In this way all the 100 to 125 members will cover half the Panchayat. The members of the Committee and of the Gram Panchayat know who are needy people. But it has been noticed that all these things are decided by the Block Development Officers.

There are some drawbacks in our procedure which I would like to point out to you.

Instead of decentralising it we are rather making it totally centralised. Who take loans? It is the high officials. Let us try to decentralise this work to a slightly lower level and make the funds available in villages. Certain rules have been framed to determine the amount of loan to be given and the person to whom it should be given for the purchase of agricultural inputs. The decision in this regard should be made by the Gram Sabha and not by the district officials. The official concerned should only arrange to send the funds there and the decision making power should rest with the Gram Sabha. On this basis the Government will have to change this procedure. If the decision is made within the village, then alone will its benefit reach the people.

[English]

MR. CHAIRMAN: You may please continue your speech next time.

SHRI K.P. SINGH DEO (Dhenkanal): What about Shri Sriballav Panigrahi's resolution on setting up of a subsidiary coal company

MR. CHAIRMAN: Only after this if finished.

SHRI K.P. SINGH DEO: But will that come?

MR. CHAIRMAN: No commitment can be made. I am not making any commitment. We will see next time.

18.00 hrs.

The Lok Sabha then adjourned till Eleven of the Clock on Monday, December 5, 1988/Agrahayana 14, 1910 (Saka).