

LOK SABHA DEBATES

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LOK SABHA

Monday, August 12, 1985/Sravana 21, 1907

(Saka)

*The Lok Sabha met at Eleven of the
Clock.*

[MR. SPEAKER in the Chair]

ORAL ANSWERS TO QUESTIONS

[English]

**Implementation of IRDP, NREP and
RLEGP**

***284 SHRI BRAJAMOHAN MOHANTY :** Will the Minister of AGRICULTURE AND RURAL DEVELOPMENT be pleased to state :

(a) whether Government have evaluated the implementation of Integrated Rural Development Programme, National Rural Employment Programme and Rural Landless Employment Guarantee Programme in different States and Union Territories;

(b) if so, whether the guidelines given for implementation of the Programmes were complied with, and if not, the reasons thereof;

(c) whether any deviations and drawbacks were pointed out by the said evaluation and if so, the States and Union Territories where such deviations have taken place; and

(d) the steps taken to improve the performance ?

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THE MINISTER OF STATE IN THE DEPARTMENT OF RURAL DEVELOPMENT (SHRI CHANDULAL CHANDRAKAR) : (a) to (d) A statement is given below.

Statement

(a) The Central Government have commissioned a number of studies to evaluate the implementation of Integrated Rural Development Programme (IRDP) and National Rural Employment Programme (NREP). Two studies on IRDP have already been completed :

- (i) An evaluation study of the districts of Alleppey—Kerala State and Sambalpur—Orissa State by National Institute of Urban Affairs, New Delhi.
- (ii) Evaluation Report on Integrated Rural Development Programme Evaluation Organisation (PEO) of the Planning Commission.

None of the studies on NREP have so far been completed and work relating to other studies on IRDP is in progress. In so far as RLEGP is concerned, a study was conducted by the Punjab State Institute of Public Administration at the instance of Planning Commission, which is under examination by the Planning Commission.

(b) & (c) On IRDP, the study conducted by the National Institute of Urban Affairs, New Delhi, covered two districts—Alleppey in Kerala and Sambalpur in Orissa. It was conducted in the year 1982. The results of the study indicated that the coverage of SC/ST families compared favourably with their proportion in the total population in the two districts.

The study by PEO has been completed recently. The study covered 66 blocks in 33 districts spread over 16 States. The names of States covered are as under :

1. Andhra Pradesh
2. Bihar
3. Gujarat
4. Haryana
5. Himachal Pradesh
6. Jammu & Kashmir
7. Karnataka
8. Kerala
9. Madhya Pradesh
10. Maharashtra
11. Orissa
12. Punjab
13. Rajasthan
14. Tamil Nadu
15. Uttar Pradesh
16. West Bengal

The findings of the study have shown that the IRDP has had a positive impact on the income and living standards of the beneficiary household surveyed.

One of the more important findings of the Evaluation Report is that out of the 868 sample beneficiary households initially having an annual income of less than Rs. 3,500, 49.42% were able to achieve an annual income level of Rs. 3,500 and above after their coverage under IRDP. It has also shown that the general awareness of the programme was high among the people. Nearly 90% of the selected sample beneficiaries felt that they had benefited from the programme. A little over 88% of the beneficiaries reported that their income had increased as a result of their coverage under IRDP and almost 90% of them expressed the view that the programme had led to an increase in their family employment. Again about 77% of the selected sample household stated

that their consumption level had increased, and 64% felt that their overall social status in the village had been elevated as a result of their coverage under the programme. Another significant finding of the Evaluation Study is that 40% of the Sample beneficiary families belong to the scheduled castes and scheduled tribes. Keeping in view the conditions of poverty existing in the rural areas of India, these achievements are substantial even though poverty still remains a major problem to be tackled.

The report has also revealed certain deficiencies. These deficiencies mainly relate to administrative and organisational set up like frequent transfer of staff and lack of inter-sectoral linkages, low level of per capita investment, non-preparation of perspective plans and wrong identification of some beneficiaries etc.

(d) Following steps have been taken to improve the implementation of IRDP in the VII Plan :

- (i) a higher investment per family including package of assistance to enable a proper return on investment;
- (ii) a supplemental dose of assistance to those families assisted during the VI Plan who have not been able to cross the poverty line, for no fault of their own;
- (iii) the approach of uniformity, for physical and financial achievements, has been changed to one of selectivity;
- (iv) the identification of beneficiaries must be ratified by the village assemblies, as per the guidelines;
- (v) efforts to improve the linkages through identifying bodies at district levels for this purpose or through the establishment of District Supply & Marketing Centres;
- (vi) a High Level Committee has been appointed to review the existing administrative arrangements for

rural development and poverty alleviation programmes;

- (vii) a new system of concurrent evaluation of current and two year old beneficiaries is being introduced.

The State Governments have also been addressed in this regard to look into and remedy the deficiencies pointed out in the report. The implementation is, thus, being streamlined and procedures being reviewed to obviate these deficiencies.

SHRI BRAJAMOHAN MOHANTY :
Sir, I am sorry that my question has not been answered. I am inviting the attention of the hon. Minister as well as the House to part (b) of my question. I will repeat it here—

“(b) if so, whether the guidelines given for implementation of the programmes were complied with, and if not, the reasons thereof;”

So, this part of the question has not been answered. Nowhere in the statement this particular point has been dealt with. I am sorry for it. I would like to know the total number of persons benefited by these programmes. According to the statement, the study by PEO has been completed in 16 States and encouraging conclusions have been arrived at. But the press reports give different conclusion. May I know from the Government that out of the 868 sample beneficiary households, what is the percentage recommended and whether the PEO has determined the total number of persons benefited from the total programmes? I would also like to know how many persons have been benefited State-wise. My submission is whether the report will be laid on the Table of the House. There is no secrecy about it. Will it be placed on the Table of the House? Only one study has been made for one programme. I would like to know whether any other study has been made for other programmes.

SHRI CHANDULAL CHANDRAKAR :
The first thing which you have asked is : whether the guidelines for implementation

of the programmes have been complied with and how those guidelines have been followed.

SPRI BRAJAMOHAN MOHANTY :
Guidelines by and large have been given. But I would like to know which of the States have not followed the guidelines and which of the guidelines have not been followed by the States. We are interested to know the most vital programmes of the Government which are implemented.

SHRI CHANDULAL CHANDRAKAR :
In fact, all of us know that the beneficiaries should be selected by Gram Sabha or Village Sabha. In 9 or 10 States there have been no election of the Gram Panchayat for so many years. We do get report from every village. But we cannot be sure whether the Gram Sabha has done it or not. Hence we have written a letter recently to them that it should be approved by the Gram Sabha and unless it is finally approved by the Gram Sabha, we are not going to accept it. This is one lacuna we have found and we have been insisting that it should be completely approved by the Village Sabha. Now, whatever the reports we have got from the PEO, those reports are of 1980-81 and 1981-82, that is, first two years of the implementation of this programme and in earlier two years, there were some shortcomings.

For example, infrastructure was not ready, there was not much of preparation; somewhere, the administrative machinery was not geared fully and at other places wherever some money was given, there were some lacunae like the money was given late, or sometimes the complaint has been that the full money had not been paid. All these lacunae were there for the first two years. The hon. Member wanted to know how many persons had been affected by this. In the 6th Plan, the number of beneficiaries is 165 lakhs.

AN HON. MEMBER : In the IRDP alone ?

SHRI CHANDULAL CHANDRAKAR :
Yes. And the number of villages covered under this is 5.85 lakhs.

MR. SPEAKER : What is the total number of villages in India ?

SHRI CHANDULAL CHANDRAKAR : About six lakhs. And this has to be covered by the village panchayats. The total number of village panchayats — in some places elections have not been held — is 2.25 lakhs. Fifty thousand village level workers, gram sevakas and gram sivikas are involved. You can just imagine the enormity of the task. It is a tremendous task to find out from everybody whether he has been benefited or not. But as I said, 165 lakh families have been benefited and if you multiply it by five, taking on an average five members a family, the total number of persons covered comes to more than 8 crores.

AN. HON. MEMBER : We do not believe that.

SHRI CHANDULAL CHANDRAKAR : Does not matter.

THE MINISTER OF AGRICULTURE AND RURAL DEVELOPMENT (S. BUTA SINGH) : This is what the report says.

SHRI CHANDULAL CHANDRAKAR : Whether you believe it or not, the fact remains that about 8 crores persons have been affected by this programme. This population is bigger than that of France, or equal to that of Germany. But I agree that there have been certain lacunae; I do not say that there have been no lacunae.

But in the last three years, that is 1983, 1984 and 1985, lots of improvements have been done, and, therefore, none of the reports, the evaluation report, the monitoring report or the implementation report, which pertain to the earlier years 1980, 1981 and 1982, and about which we have talking, would give the correct picture. The reports, which we would be getting later, pertaining to the subsequent years would give us better picture.

According to the Evaluation Report available, 49.48 per cent persons have crossed the poverty line.

SHRI BRAJAMOHAN MOHANTY : According to your report, 50.42% have not been benefited.

May I know, whether the Government has taken notice of the observations of the Reserve Bank of India ? The Reserve Bank has commented that the beneficiaries under this programme have not been correctly located. The Reserve Bank has said that corruption is eroding into the vitals of this programme and bribing the officials is quite rampant. These are their observations.

May I know whether the Review Committee, which you have constituted or are going to constitute will be monitoring the programme and whether it will look into these limitations of deficiencies of the programme pointed out by the Reserve Bank of India ? I would also like to know, irrespective of any consideration, as to which of the States are faithfully implementing these programmes and which are not implementing it. Why should it not be placed before the Parliament ? The nation should know about this. I am saying this because implementation is not your responsibility. The Minister is a good man, but he is handling a bad policy.

SHRI CHANDULAL CHANDRAKAR : The Reserve Bank has brought out some deficiencies in this programme. We also do not deny the fact that the money which should have gone to the person, had not reached him fully. If a person has been allotted Rs. 3000, he should get Rs. 3000/-. There are some reports that they have not been able to get the whole amount allotted to them. At the same time, we should not say that all the time, every beneficiary is not getting the full amount. It is not so in each case. It happens in some cases only, and the percentage varies from State to State. In some areas the amount is spent in a better way and it is properly utilised. It all depends on the beneficiary. After all, when a person suddenly gets Rs. 3000 or Rs 4000, he cannot become an entrepreneur immediately. He must utilise it properly and make full use of it. For this, every effort is being made through TRYSEM also to train the people for some vocation. At the same time, money is

being spent otherwise and there have been deficiencies. That is a fact, and at the implementation stage, steps are being taken so that such lacunae and such weaknesses will not occur in future.

SHRI P. KOLANDAIVELU : May I know from the hon. Minister whether the National Rural Employment Programme, which is being implemented by the States, is a Centrally Sponsored Programme? When Janata was in power, it was a cent per cent Centrally Sponsored Scheme, and it was actually named as "Food for Work Programme". Later on, when Shrimati Gandhi came to power, the name was altered into "National Rural Employment Programme". Not only the name, even the ratio had been changed to 75 : 25 in 1980. After 1981, it was again altered to 50 : 50, i.e. 50 per cent from the States and 50 per cent from the Centre. I want to ask the Minister as to how many man-days are generated from the National Rural Employment Programme.

PROF. MADHU DANDAVATE : He has built a good case for our coming back, Sir.

SHRI P. KOLANDAIVELU : How many mandays have been generated under the NREP? Your criterion for this programme is 60 : 40, i.e. 60 per cent labour component and 40 per cent material component. The States want to have an alternative arrangement of 50 : 50, —50 for labour and 50 for material. Is the Government taking steps to alter it to 50 : 50, which is what the States actually want?

SHRI CHANDULAL CHANDRAKAR : Firstly, about giving food to them, we have found the circumstances changing, and now whatever food has been allotted to various States in the last few years, at the rate of one kilogram per man, has not been lifted even. This is what we found from our experience. We have now increased it to 2 kilograms per person, though it is not being lifted. At the same time, we are thinking of giving more, if they want it. So, so far as foodgrains supply is concerned, there is no complaint. If any State wants more food under NREP, they will be given enough.

Secondly, regarding this 60 : 40 ratio, we have already brought it down to 50 : 50, 50 per cent for material and 50 for labour. Virtually, the whole thing is this. We are thinking that this programme is mostly for the employment of the poor people.

The average expenditure on material is coming to 60, but now we find that some of the roads have built, but small culverts have been built. Hence those roads are useless. Looking from the point of view, we have accepted 50-50. So, that is the programme which we have and the man-days generated are I think about 1800 million.—17.79 hundred million or 1800 million man-days.

SHRI ATISH CHANDRA SINHA : I would like to know from the hon. Minister whether there is a circular, specially now, that this is the way the programme IRDP is being implemented. In my area, the total number of beneficiaries per year should be about 1000, out of which 750 would be old beneficiaries, and only 250 would be new beneficiaries. Regarding these new beneficiaries, you know, everybody wants to come under this programme. This figure seems to be very meagre. I would like to know from the Minister whether there is any circular from the Central Government to this effect to the State Governments or, are they doing it on their own?

SHRI CHANDULAL CHANDRAKAR : We thought that out of the large number of persons who were given money, those old beneficiaries have not crossed the poverty line for no fault of theirs. In a sense, quite a large number of people were given very low amount of money in the initial stages; some were given Rs. 1500 or Rs. 1000 or Rs. 2000 which was not enough for them to cross the poverty line. Hence, we thought that those persons who have not been helped financially to cross the poverty line, should not be ignored. Hence we are giving this in the current year. We have sent a circular or a letter to all the States that we will have a say about this, in the sense that out of 4 million beneficiaries, under programme in 1985-86, about 3 million will be those

who are the old beneficiaries. And about 1 million will be new beneficiaries, so that they should not be among beneficiaries, people those who have not crossed the poverty line. That is our view and we have asked all the State Governments to do so..... (Interruptions)

MR. SPEAKER : Next question.

SMT. GEETA MUKHERJEE : rose.

MR. SPEAKER : I have spent 15 minutes, I cannot do anything. It is impossible. How can I go on like this ? Either have a discussion on it on ... How can I do justice ? Is it in my power to do it ? (Interruptions)

MR. SPEAKER : I cannot carry on one question for an hour. No. That is all ... I can consider a discussion later but not like this ... Now, Smt. Kishori Sinha.

**Conversion of P.F. Scheme and Gratuity
into life long Pension for Retiring
workers**

*285. SHRIMATI KISHORI SINHA : Will the Minister of LABOUR be pleased to state :

(a) whether there is any proposal for conversion of provident fund scheme and gratuity into life long pension for retiring workers as an option ;

(b) if so, the details of the scheme ; and

(c) the reaction of employers thereto?

THE MINISTER OF STATE OF THE MINISTRY OF LABOUR : (SHRI T. ANJIAH) : (a) to (c) Suggestions have been received for introducing a pension scheme for industrial workers covered under the Employees Provident Fund Scheme. These suggestions are being looked into. The question of drawing up a scheme will, however, arise only when the proposals have been examined and accepted for implementation after tripartite consultations.

SHRIMATI KISHORI SINHA : Mr. Speaker, Sir, May I know from the hon. Minister from which quarter, has the suggestion been received and could he give us some of the detailed suggestions received ?

SHRI T. ANJIAH : The suggestions have been received from the Trade Unions also.

SHRIMATI KISHORI SINHA : I can't hear the Minister ... (Interruptions)

PROF. MADHU DANDAVATE : Is it a private conversation between the Minister and the Member ?

MR. SPEAKER : Looks like that.

SHRIMATI KISHORI SINHA : Now, the second supplementary; I would like to know from the Minister when the tripartite meeting is going to take place, and how long the Government will take to finalise the scheme ?

SHRI T. ANJIAH : We have already told that in the month of October or November we are taking up all these issues—provident Fund, ESI Schemes and all these labour law, we are going to amend.

[Translation]

SHRI GIRDHARI LAL VYAS : Mr. Speaker, Sir, they are, no doubt, formulating a scheme, but lakhs of cases of provident fund are pending which have not been settled so far ; there has been no verification as to how much money has been deposited. These capitalists and rich people have swindled lakhs and crores of rupees and have not deposited it in Provident Fund. Thus, how will you convert it unless you have complete details and as long as the amount in full is not deposited ?

SHRI T. ANJIAH : It is wrong to say that the people have not deposited money worth crores of rupees. Only an arrear of Rs. 100 crores is due to the Management, which we have to recover.

SHRI GIRDHARI LAL VYAS : Rs 100 crores is a very big amount.