

हो या अन्य कामों के लिए हो, मैं एक उदाहरण के तौर पर बता रहा हूँ ... (व्यवधान) ऑफिस आ जायेगा तो बहुत चोटला है (व्यवधान)

उपसभाध्यक्ष (श्री त्रिलोकी नाथ चतुर्वेदी): वह हस्तक्षेप कर रहे हैं लेकिन आप अपनी बात करिए।

श्री मूलचन्द मीणा: स्टील अथारिटी में बैठे अधिकारियों के पास आप एम.पी. लोग भी जाये तो कोई सुनवाई नहीं होती है, लेटर भी लिखते हैं तो उनका कोई जवाब नहीं आता है। इसलिए मैं माननीय मंत्री जी से कहना चाहूंगा कि स्टील अथारिटी के जितने डिपार्टमेंट हैं, चाहे वह रांची में हो या बोकारो में हो, इनके अधिकारियों ने गवर्नमेंट का कितना खर्चा किया है और उसके खर्च का कैसे-कैसे यूटिलाइजेशन किया है, इसकी आप जांच करवायें। आप स्टील अथारिटी के चेयरमैन को हिदायत दें कि जो भी स्टील अथारिटी के खिलाफ कंप्लेंट आये उस पर ऐक्शन जरूर लें जिससे स्टील अथारिटी के अन्दर होने वाली गड़बड़ ठीक हो सके। मैं कोयले की माइन्स के बारे में कुछ बात करना चाहूंगा। (व्यवधान)

उपसभाध्यक्ष (श्री त्रिलोकी नाथ चतुर्वेदी): नहीं, आप अपनी बात कीजिए।

श्री मूलचन्द मीणा: कोयले की बात करना चाहूंगा स्टील के अन्दर कोयले की माइन्स... (व्यवधान)...

उपसभाध्यक्ष (श्री त्रिलोकी नाथ चतुर्वेदी): मिनिस्ट्री ऑफ स्टील एंड माइन्स में कोयला नहीं आता।

श्री मूलचन्द मीणा: उपसभाध्यक्ष महोदय, जब मुझे चारों ओर से डिस्टर्ब कर रहे हैं तो मैं यह निवेदन करना चाहता हूँ कि यह जो आपकी माइन्स की पालिसी है इसको एक लिबरल पालिसी बनाते हुए, गरीब और शेड्यूल्ड कास्ट, शेड्यूल्ड ट्राइब्स के लोगों को एक सहकारी समिति के माध्यम से या उनके व्यक्तिगत तौर पर पट्टा देकर उनको हिस्सेदार बनाये जिससे उनका भी इस देश की आर्थिक स्थिति को मजबूत करने में सहयोग मिले सके। यही मैं निवेदन करना चाहता हूँ।

उपसभाध्यक्ष (श्री त्रिलोकी नाथ चतुर्वेदी): आपका बहुत-बहुत धन्यवाद। अब इसके बाद शार्ट ड्यूरेशन डिस्कसन होगा इवेल्यूएशन ऑफ दि फंक्शनिंग ऑफ दि डेवलपमेंट बोर्ड्स। उसके लिए एक घंटे का समय है। श्री चव्हाण जी शुरू करेंगे और पांच बजे तक यह चलेगा तथा उसके बाद दूसरा विषय लिया जायेगा।

SHORT DURATION DISCUSSION

On Evaluation of the Functioning of the Development Boards Appointed under Article 371(2) of the Constitution in Maharashtra and Gujarat.

SHRI S. B. CHAVAN (Maharashtra): Mr. Vice-Chairman, Sir, it is a very extraordinary kind of situation which we are going to discuss in the House today. This has relation with States Reorganization Commission which was appointed then and I was before the Fazal Ali Commission which was appointed then for finding out as to on what lines the States had to be reorganised. It was in the context of the sacrifice which was made in Andhra Pradesh by Potti Sriramulu. He sacrificed his life for the creation of a linguistic State of Andhra Pradesh. That was the reason why this Fazal Ali Commission was appointed to go into the entire matter of reorganization of States on linguistic basis. Maharashtra is one of the States which comprises three distinct areas. One was Maharashtra itself—the rest of Maharashtra after deducting parts of Gujarat and Karnataka. The second was part of Madhya Pradesh, which is popularly known as Vidarbha. The third was eight districts of ex-Hyderabad part. They joined the then Bombay State. Fortunately, I have been associated with it from 1956 and when the bigger Bombay State was created, all efforts were made to see that different areas which came to the then Bombay State were given equitable and reasonable treatment. There was a proposal before the Fazal Ali Commission; instead of one Marathi speaking area, why shouldn't we have two States where the official language would be Marathi? But, at that time, everybody thought that all those who spoke Marathi should come together, and great efforts were made by the late Y.B. Chavan who was then Chief Minister of bigger bilingual Bombay State, under what was popularly known as the Nagpur Pact. There was some kind of an understanding between three different areas that we should be able to come together, remove any kind of misapprehensions in the minds of the people about some areas dominating over the others and equitable treatment be given to all the three areas. Efforts were made to see that special care was to be

taken to give weightage, in matters of development, to the incoming areas; Vidarbha and Marthwada were the two incoming areas, and they would be given special weightage, in matters of development; they would be given special attention in matters of educational progress; technical education would be properly taken care of, and in matters of recruitment in different Government services, recruitment from those two areas would have to be looked into with great sympathy. There were a large number of statements which Mr. Y.B. Chavan then made and it was because the Fazal Ali Commission said that two States could not be created, and, at the same time, there were some apprehensions prevailing in the minds of the people of some areas like Vidarbha, so they wanted to have some constitutional guarantee and that was how this article, 371 (2), came into existence. Mr. Pataskar, who was the then Law Minister, while introducing the Bill in the Lok Sabha, stated: This is a very extraordinary power that we are trying to give to the Governor. Normally the position is that there is a Council of Ministers to aid and advise the Governor and the Governor is not supposed to have any special powers. But "371" was introduced with a view to giving a guarantee that he would not be at the mercy of any Government there, but after a Presidential Order the Governor would have special responsibility to see that reasonable amounts were being provided for the development of those areas. Nobody should have any grievance on that account and that is why this article, 371(2) was introduced. I must candidly state here—my speeches, both in the Lok Sabha and the Rajya Sabha, are on record—that I am totally opposed to the idea of constituting these statutory boards and giving overriding powers to the Governor to overrule what the State Government says. Since I had been twice the Chief Minister of Maharashtra, I took the first opportunity; when we went to Nagpur and when the Assembly session was there, I specially made this point in order to find out as to how deep the feelings of the people of the Vidarbha area were. I had given a long speech there explaining the implications of our applying article 371(2). The elected Government would not be able to function as they were supposed to function under ordinary circumstances. The Legislatures also would not

be able to exercise all their powers. There are a number of files in the Home Ministry where the advice of the Law Ministry and the opinion of eminent lawyers on the subject are available. Everybody agreed that it was a very extraordinary power and normally we should not provide such a thing. That is why right from 1960, for almost 30 years, this provision was not invoked. The reasons why I was totally opposed to this idea were, firstly, the overriding power was going to be given to the Governor; secondly, the legislature and all other elected bodies were going to lose their powers; and thirdly, the Governor would become a controversial person. The Governor is normally supposed to be a noncontroversial person. Nobody can possibly say whether the Governor has discharged his responsibility properly or not. Under this article he is fully responsible. These are special responsibilities cast on the Governor that, irrespective of the advice given by the Government, he has to see that nobody, behaves in such a manner that will unnecessarily create problems for upcoming areas and to see that their developmental aspects are properly looked after. If that is the position, then he has overriding power in this regard. I was totally opposed to this idea of restoration of powers because we had been fighting for hundred years with the British Government for taking away the powers from the Governors. Now this is the situation where we are trying to restore the same powers to the Governors. That is why I was totally opposed to this idea. I had gone to Bombay and discussed with the entire Cabinet that this was the situation. I said, "emotionally it might be that you have taken up a particular stand. But if you want to pursue this, please bear in mind that you are going to lose all your powers." They told me in private, "We agree with you. But having made an announcement in the Assembly that we are going to constitute these Constitutional authorities, it will be very difficult for us to go back." I said, "Perfectly all right. Knowing fully well that these are the implications, would you still like to have it?" I explained the whole thing in the Vidarbha area. When the Assembly was in session in Nagpur I had explained to them all the implications of this. Thereafter, the kind of feed-back which I got was that nobody knew that these were the

implications. They said, "We were not aware of this. I called the editors of some of the leading Marathi and English newspapers and asked them about this." I said, "These are the implications which I have stated. Are you really interested in constituting these development boards?" Everybody said that the other side of the picture was not known to them. Everybody was saying, "For developing the areas this is only solution. If you constitute the boards, we will have great authority and we will be able to develop the areas much faster." I remember the prophetic words of Hari Bhabu Pataskar who said, "These are the political compulsions due to which this provision is being made under article 371. But I am quite sure the leadership of Maharashtra will be mature enough to see that this article is not being invoked and they will do justice to all areas and try to behave in such a manner that everybody will have full confidence in them." That was the assurance given by late Y. B. Chavan also. Now these boards could not be constituted for 25 to 30 years. I also succumbed to pressure. But I would not like to give the reasons as to why I also succumbed to pressure. Somebody forced me and said, "Now you have to concede this." I said, "If that be the order, certainly I cannot go against it. But my reservations are still there. Knowing fully that these are the implications, if you are going to ask me, being the Home Minister, to request the President to issue a Presidential order and give these powers to the Governor, then the consequences are well known." Now five to six years have already elapsed. I have seen the working of these Development Boards. They have still not been able to make up their minds as to what can be the yardstick on which backlog can be considered. Ultimately, it is the backlog which is the most important aspect of it right from the days of development and planning. The whole thing has to be considered. Which are the areas wherein special weightage has to be given in matters of development, will have to be properly considered. After five years I have seen only two reports which have been published. I don't think that they have published any report for three years. To my great surprise, the reports of the Development Boards were placed on the Table of the Assembly. But here the Governor has not certified, "I have taken special care to see that the backlog is reduced,

if not totally done away with." He must have certified this thing. He should have said, "I am convinced that the backlog has been removed from Vidarbha, Marathwada and the rest of Maharashtra where these Development Boards were constituted. I have taken care to see that the backlog has been removed." But to my great surprise, nothing of that type has happened. The Governor has not even bothered to certify that. The reports submitted by the Development Boards were placed on the Table of the Assembly. If the Governor does not bother to certify that he has taken care to see that the backlog has been removed, I am sorry to say— that is the only option available to me is to say----- that the Governor has failed in his duty.

The Governor has special responsibilities. Before a report is placed on the Table of the Assembly, he has to certify that he has been able to remove the backlog of the area. But it has not been done. I have been getting all kinds of reports from Vidarbha and Marathwada. I have greater information about the area from which I come, i.e. ex-Hyderabad area. Bombay is A-State, so is Madhya Pradesh. The most neglected area is the Marathwada area. If you have any sympathy for the people living in different parts of this area, I would invite all of you to come and see the plight of these people. In fact, everybody is interested in getting a big chunk of the total finances of Maharashtra State so that they are able to develop themselves. I have been pleading with the Chief Minister of Maharashtra and respective Ministers of different departments about this area, barring Aurangabad district. I am sorry to say that except very big assurances that they have been able to give, hardly anything has been done. I was responsible for taking up the first major irrigation project in that area on Purna river. I don't want to give any details about it. When new projects are constructed upstream, the first result of it would be the project down below is bound to be adversely affected. I have discussed it with the Water Resources Minister, Shri Janeshwar Mishra. I have specially requested him to call all his officers because I don't want to be unjust. If there is any reasonable project, I will be the last person to oppose it. It is very clear that if the project on the upper side is taken up, it will adversely affect the first project which was started in the Marathwada area. The second

big project which I had taken up then was the Jaikwada project. This was supposed to irrigate about 7,50,000 acres of land. I saw the report of the World Bank on this project. The World Bank is assisting in the execution of this project. The World Bank asked the Maharashtra Government to curtail the length of the canal because enough water was not available in the catchment area. The Jaikwada project was constructed on the basis of 73 per cent dependability. That means, out of 100 years, for 75 years water will be available. Now on the upper side, projects are being constructed. In the last five years, not even 25 per cent of this project got any water. Surprisingly, nobody seems to be bothered about it. If you can't do anything new, at least see to it that whatever has been done so far is not adversely affected. This is what we expected* after the constitution of these Boards. The Governor does not have any sense of responsibility. He is just keeping quiet. He seems to be under the impression that whatever the State Government does, he cannot interfere in the matter. I do not want to disclose anything. The letter that he wrote to me clearly shows the perception that he has about article 371 (2). I hold the view that there is no question of anybody interfering with the powers of the Governor. He seems to be under the impression that if he overrules the State Government's advice, the democratic process would get adversely affected. He accepted it knowing fully well what is going to happen. This is regarding the two projects that were started there.

Now I will take up some small industrial activities that were taken up in some of the areas there. There is a processing house called Texcom. Powerlooms were installed in different areas. The Maharashtra Government was trying to give them money. I said that giving money was not enough. I said that you have to create conditions wherein the powerlooms which are spread all over start operating and the cloth which is produced should be sent to the processing house. The processing house will get 90 per cent of the work. Now it is working at 30 per cent of the capacity. At 30 per cent capacity utilisation, if you expect it to be economical, it is something extraordinary. I am not interested in getting money. I am interested in getting enough work for the processing house.

Texcom has an international reputation for good cloth. The processing house does not get the work that it expects. It is languishing, in spite of repeated reminders. I have personally gone and explained to them. I said, "for God's sake don't create conditions in which people would feel frustrated." There is our spinning mill which I have been trying to revive. But nothing is happening. The same is the case with an oil mill at Dharmabadi. The local people have been trying to get enough work for this mill. But to my horror, I find that this BJP Shiv Sena Government is doing nothing. I met the Chief Minister and the Deputy Chief Minister several times. I have explained the whole thing to them. I have told them that these are ordinary things that we are asking for. I have told them, "If you cannot even do this, what is the idea of creating these Development Boards?" An impression has been given that something extraordinary is going to happen. But nothing is happening in that area. Whatever little was available in that area is also getting adversely affected.

If this is going to be the result, then what is the benefit of having these Development Boards? This is the question in the minds of some of the people and also in my mind. So, I don't want to create any problem. The Government of India's declaration about creation of Uttarakhand is also one of the triggering factors. Now, a number of areas are asking for separate statehood. Bodos want a separate State, Jharkhand people want another and even the Darjeeling Area Council is also asking for a separate State. So, some people are now actuated for reasons best known to them to have the Vidharbha State. I will be the last person to say that such a kind of commission is to be created. But, to my great horror and surprise, on hon. Member who is a leading light in the Ruling Party-I don't want to take his name because he has no opportunity to defend himself-has said that a new commission needs to be appointed. By all means, appoint a new commission and put a total stop to all developmental works. Go on creating controversies, as if this Almatti is not good enough. You know what kind of controversies can arise out of these developmental works. So, if you create a new commission and ask it to go into all aspects of the question and suggest how

many new States can be created; then I am sure you will be creating a ghost which, in fact it will be impossible for the Government to control later on. These are the issues on which I would expect the hon. Home Minister to clarify the position. The Governor will have to be told as to what his special responsibility is. If he does not discharge his duties—I am sorry to say on the floor of the House as I have no option—I will not ask the Chief Minister as to why this is not being done—it is the responsibility of the Governor—he will be held responsible if anything is being neglected in that area. Nobody can, possibly, take objection to my mentioning the name of the Governor. Normally, we are not supposed to discuss the conduct of a Governor on the floor of the House, but here he is an Executive Authority under the Constitution and under the Presidential Order and that is why he is the sole authority under article 371 (2) and no explanation of any kind is going to convince us if he is not able to discharge his duties properly. While I don't want any new State to be created, at the same time, you will have to do justice to that area.

In matters of recruitment, how much new recruitment has been done from this area? Certainly, we would like to know about it. Earlier, for technical education, seats were allocated in different areas, but now a new formula has been evolved and the seats which were earlier being allocated to them are now being denied. Would it look proper for any of the components to approach the courts? So many assurances have been given and in spite of all these assurances and special powers, if these things are tinkered with, then what is the option? I would request the hon. Home Minister that he should ask the Governor to personally look into the matter and create conditions so that this backlog is removed within a stipulated time. If these problems are removed, then the temptation of asking for a separate State will be eliminated. We should not go in for creation of new States; rather we should attend to all the developmental works that they need. I would also like to make a request to different departments of the Government of India. From the First Plan to this Eighth Plan, not a single mile of national highway has been added in this entire area of these eight districts of ex-

Hyderabad area of Maharashtra State. What is the reason? In fact, all the money is going in one way or the other—of course, their requirements are genuine—I don't say that their requirements are not genuine. At the same time, there must be some limit to neglecting certain areas. Do not create conditions where people would be forced to ask for a new State and certainly a new State is not a solution at all. I hold strong views on this and I will not plead for any new State. On the other hand, I would request the Government of India as well as the State Government to see that all the works in that area are expedited and conditions are created which would give a feeling of confidence in different areas and also a kind of emotional integration which, in fact, is called for. If Maharashtra State, being such a progressive State, comes to this stage, then, it is very unfortunate that we ourselves had asked for this Samyukta Maharashtra and we are also responsible for creating misapprehensions in the minds of the people. This is a very difficult task. This was walking on a tight rope that I had to do but this is the basis on which I have been pleading with the Maharashtra Government. I also plead with you to kindly look into the matter with great sympathy and understanding so that one more problem is not added to the already existing problems that you are facing today. Thank you. Sir.

DR. GOPALRAO VITHALRAO PATIL (Maharashtra): Hon. Vice-Chairman, Sir, and distinguished Members, my distinguished colleague, Shri S.B. Chavan, has put forward his forthright views. He has dealt with the evolutionary and historical aspect of Nagpur and how the Boards were formed taking into consideration the relative backwardness of various parts of Maharashtra.

Everybody, is under the impression that Maharashtra is a very highly industrialised State and that it is a progressive State and that all parts of Maharashtra are equally developed. It is not so. Its development is limited to Mumbai, Pune, Kolhapur and Nasik. Other most important regions are in big chunks -Vidarbha, Marathwada and Konkan. They are not so developed, not only relatively but their backwardness is real and true. Therefore, there was a demand, as was made out by Chavanji. A

long pending complaint is that the Governments of the previous years were not caring so much for the just and equitable development of all regions and that budgetary provisions were used only for certain areas. We can see how much their backwardness is by looking at figures.

Just now a point was mentioned that as far as road transport is concerned, not even a single kilometre of highway has been added in the regions of Marathwada or Vidarbha. There is only one highway which is there from the preindependence period and it is only 79 kms. Not a single kilometre of railway line is added in these parts during the last fifty years. How will there be development? The per capita income is low. The number of SCs/STs is higher comparatively coupled with non-development. The per hectare agricultural production in the entire Maharashtra is about Rs.8,592 as compared to Rs.7,749 in Vidarbha, Rs.7003 in Marathwada. The per capita consumption of fertilisers is 54 kg in Maharashtra whereas is 48 kg in Vidarbha and 40 kg in Marathwada.

Irrigation percentage of land; it is only 15.4 per cent in entire Maharashtra, whereas it is only 12.1 per cent in Vidarbha and 14.4 per cent in Marathwada. Number of pump-sets for every one thousand hectares; it is 84 in entire Maharashtra whereas it is only 61 in Vidarbha and 72 in Marathwada. *Per capita* consumption and use of electricity; in entire Maharashtra, it is 423 KWh whereas in Vidarbha it is only 313 KWh and in Marathwada it is 234 KWh. Similarly, *per capita* road availability; per hundred sq. kms.; it is 58 kms. in entire Maharashtra, whereas it is 44 kms. in Vidarbha and 72 kms. in Marathwada. Registered workers per one lakh; population in the entire Maharashtra it is 1459, whereas it is only 687...(Interruptions)...

THE VICE-CHAIRMAN (SHRI TRILOKI NATH CHATURVEDI): Dr. Paul, you have only eleven minutes. ...(Interruptions)... You just speak on the main points. ...(Interruptions)...

DR. GOPALRAO VITHALRAO PAUL: I will finish it within that time ...(Interruptions)...

The reason for giving this data is that these regions are definitely backward and there is an economic backlog. The then Government of Maharashtra appointed a Fact Finding Committee under the Chairmanship of late V.N. Dandekar, who was considered to be an eminent rural economist. He had after surveying the whole region took into consideration the various developmental data in the various fields of development and had come to the conclusion that there was definitely a backlog in the development in Vidarbha and Marathwada. He had come to this conclusion in 1983 when this Committee was appointed. He had also come to the conclusion that there was a developmental backlog of Rs. 3,186 crores in these two regions, therefore, an effort should be made to remove this backlog. There was an agitation among the people, as pointed out by Chavanji, and ultimately the Parliament amended the provision under article 371 (2) of the Constitution and these Statutory Boards were formed. Further information is given that these Boards are responsible to the Governor and the Governor is wholly and solely responsible for the functioning of these Boards. Every year there is a budgetary allocation for these areas taking into consideration the backwardness of these areas. A special budget is provided to remove this backlog. Therefore, care is taken that the money is spent on the projects which are suggested by the Governor. There are Development Boards for each and every region. There is also a Central Development Board to supervise the functioning of these Boards. In that way these Boards function. But, unfortunately, what is happening is that even today because of the financial constraints the various objectives and various projects which are there, which are to be completed, are not being completed. Therefore, in the various developmental activities, if you take into consideration, for example, the irrigation facilities to be provided, under this backlog an amount of Rs. 1100 crores is to be spent for completing seven major, 30 medium and 276 small projects.

So, where is the money? Money is not available with the State Government and even

the provisions made are also not sufficient. As far as road development is concerned, money is required to the tune of Rs. 800 crores only in Vidarbha but even that money is not available. Therefore, various roads which are State highways, roads connecting smaller villages, ring roads as well as roads nearer the cities, cannot be completed. Then, there is a provision for the creation of industrial estates so that the region will develop. There is a provision to create a big industrial estate in Vidarbha i.e., Butibori area where the Government has acquired about 1,000 hectares of land and it is providing the infrastructure so that industries will come to the region. In Marathwada there is a provision for creating a very big industrial estate near Aurangabad. The Government has acquired 2,000 acres of land and facilities ~~a~~ being provided. Smaller industrial estates are to be created in various big towns like Amaravati and in Vidarbha it is in Parividyana and in Marathwada it is in Omerga.

Similarly, as has been pointed out by my esteemed colleagues, there is a technical backlog; in higher education also there is a backlog. For example, the seats in the medical and engineering colleges are not filled according to the population and the demands of the area. Now, the Government has made it a point that the seats are equitably distributed in the medical colleges of the State according to the demands of the people, and that has caused some controversy, but they have been taken a decision. They have taken a decision that Rs. 50 crores should be provided for higher education in Nagpur in the faculty of Medicine i.e., they wanted to create a Post Graduate Medical Centre there. In this respect the Government is making good efforts. The Boards, if they do not fulfil the total aspirations of the people—they have given a real fillip—at least, can fulfil some of the aspirations of the people with the further availability of funds within two or three years. That is what I believe. And I hope this would be done by 2000 A.D. Resources should be provided to all the backward areas. My only plea is that the Centre should also take into consideration the real backwardness of these people and provide some extra funds in the Plan itself because the resources of the States are very limited. And this

is the reason why, as is correctly pointed out by my colleague, demands are coming up for autonomy and people are craving for creation of further States; if their developmental aspirations are not fulfilled, this demand will arise and it may cause real problems all over India. Therefore, my plea, by raising this discussion, is to ask the Centre to give some real resources to Maharashtra for the development of these areas. Thanking you.

THE VICE-CHAIRMAN (SHRI TRILOKI NATH CHATURVEDI): Dr. Jichkar, you have to finish it within five minutes because, you know, the hon. Minister has to give his reply and there are a few other Members also.

DR. SHRIKANT RAMCHANDRA JICHKAR (Maharashtra): I request that I want a little more time. Sir, I congratulate our leader for having raised this discussion on the working of the statutory development boards in Vidarbha and Marathwada and the rest of Maharashtra. In Hegelian dialectics there is one tenet and that tenet says that everything reaches its opposite in the course of history. Sir, the Development Boards have reached their dialectical opposite in the course of history, in the course of two years. Why have they reached their dialectical opposite? The main crux of our leader's speech was ...*(Interruptions)*

SHRI PRAKASH YASHWANT AMBEDKAR (Nominated): It was because of your Government. *(Interruptions)*

DR. SHRIKANT RAMCHANDRA JICHKAR: Both Governments.

THE VICE-CHAIRMAN (SHRI TRILOKI NATH CHATURVEDI): Please don't interrupt Mr. Jichkar, Mr. Ambedkar.

DR. SHRIKANT RAMCHANDRA JICHKAR: Sir, this is not the way. Already you have given me very little time.

SHRI PRAKASH YASHWANT AMBEDKAR: I am just provoking him.

DR. SHRIKANT RAMCHANDRA JICHKAR: Sir, when Mr. Vasantdada Patil was the Chief Minister, during 1983-84, he organised a meeting on the eve of passing a unanimous Resolution in both Houses of the State Legislature. I was the sole legislator opposing

this, warning the Government 'do not make these Development Boards; do not pass this Resolution' because, I said, the constitution of such Development Boards would only be a palliative sort of treatment; it was not going to solve the problem.

Then, in December, 1993, the then Chief Minister, Mr. Sharad Pawar, convened a meeting of legislators and MPs., in Nagpur. Again, I was the sole legislator present there opposing this and warning the Chief Minister 'don't establish these Development Boards because, sooner or later, everybody would demand that Development Boards should be created'.

Within two years, that situation has come. Sir, I know it is bad manners to quote from one's own book. But I am sorry. Fortunately, or, unfortunately, I had written a book in 1990. This is the only book available on the status of Vidarbha. ..(*Interruptions*)

SHRI NILOTPAL BASU (West Bengal): Please give us a copy.

THE VICE-CHAIRMAN (SHRI TRILOKI NATH CHATURVEDI): It is in the library.

DR. SHRIKANT RAMCHANDRA JICHKAR (Maharashtra): I do not want to take the time of the Minister. I will give a copy of this book to the hon. Minister.

THE MINISTER OF HOME AFFAIRS (SHRI INDRAJIT GUPTA): Thank you.

DR. S. VENUGOPALACHARI: To all the Ministers. (*Interruptions*)

DR. SHRIKANT RAMCHANDRA JICHKAR: Sir, you have to deduct this time from the time allotted to me.

THE VICE-CHAIRMAN (SHRI TRILOKI NATH CHATURVEDI): I do not think he is here for book-selling. The discussion is about the problem which the book deals with.

DR. SHRIKANT RAMCHANDRA JICHKAR: Since the book deals with the problem and since I am going to give a copy to all the Members, I do not want to dilate on this.

Sir, I do not want to take your time by repeating the points which my hon. leader has already made.

Where does the crux of the failure of these Development Boards lie? It is in the Constitutional provision which says: 'Subject to the requirements of the State as a whole'. Because the Constitution says that there would be equitable distribution, this provision 'Subject to the requirements of the State as a whole' is there. What is happening practically? Whatever revenue comes into the State exchaquer is distributed for meeting the requirements of the State. And that is just. First, the revenue is set aside for meeting the committed expenditure. The balance which remains is given to the Development Boards. But what is the balance? There is an entry in the Budget which is known as 'Capital expenditure outside the Revenue Account'. In a Budget of Rs. 16,000 crores of the Maharashtra Government, the capital expenditure outside the Revenue Account is only Rs. 1,000 crores. This amount of Rs. 1,000 crores is distributed among the three regions. In such kind of a distribution, how can these three regions get the amount which they want?

Therefore, hon. Chavanji and myself warned: 'don't do this'. After the Boards were formed, they would be compelled to do equitable distribution and there would be no flexibility. The powers would not remain in the hands of the legislators. It would only be the Governor who would exercise the powers. That also the Governor is not exercising properly. The Order, the Constitutional Order, says—the name of the Order is—'Special responsibility (of the Governor) Order'. When there is a special responsibility of the Governor, till it is not followed, we knew that this was not going to happen. Therefore, we said: 'no Development Boards'. Anyway, please reconsider the question of Development Boards now.

The second thing is this. What is the crux of the matter? The crux of the matter in Maharashtra is: revenue is generated in the city of Mumbai.

The maximum revenue is being generated in the city of Bombay. This revenue is being distributed throughout the State, and the other parts of the State are running on this revenue. As the hon. leader has said, some people are making a demand for a separate State of Vidarbha. People are giving reference to the

States' Reorganisation Commission of 1953. I do not want to quote from this book. The situation which the Reorganisation Commission had discussed and commented upon in 1953, is not prevailing today. In 1953 also there was the problem of distribution of the surplus revenue of the Bombay city, and the Reorganisation Commission had emphatically stated that Maharashtra without Bombay was not viable. Therefore, that question was dealt with there. At that time Vidarbha had a surplus of Rs. 1.5 crores in the revenue account. Therefore, they had said that because there was a surplus in the revenue account, it could be a separate State. That situation does not exist today. Since I wrote this book in 1990, the figures will have to be updated. You will be able to gather from my study that if Vidarbha becomes a separate State today, the next day there will be a deficit of Rs. 866 crores, and it will not be able to pay salaries to the then estimated 1,65,000 Government employees who will be allotted to Vidarbha.

THE VICE-CHAIRMAN (SHRI TRILOKI NATH CHATURVEDI): Members of other parties have also to speak, please.

DR. SHRIKANT RAMCHANDRA JICHKAR: So, my questions are these. Number one, please reconsider the Development Boards. Do not give in to the demand for separate States unless you take into consideration all the possibilities, all the parameters, all the inputs and the aetiology of the problem. Just because somebody says that there should be a separate State, it should not be created like that. If Vidarbha becomes a separate State, it will lose the revenue which it is now getting from Bombay. This is the contention of my study.

THE VICE-CHAIRMAN (SHRI TRILOKI NATH CHATURVEDI): You have made your position clear now.

DR. SHRIKANT RAMCHANDRA JICHKAR: I have made the position clear. ...*(Interruptions)*

I want to take only two minutes.

THE VICE-CHAIRMAN (SHRI TRILOKI NATH CHATURVEDI): Mr. Nilotpal also has something to say.

DR. SHRIKANT RAMCHANDRA JICHKAR: I am just leaving most of the points for the Minister to read. I do not want to make them here. I only want to say; please reconsider the Development Boards which were constituted. Please free the people of Maharashtra from the clutches of the powers which the Governor has assumed, which he is not exercising properly. Please do not give in to the demand of a separate State unless all the factors are considered.

Thank you.

SHRI SANATAN BISI (Orissa): Thank you, Sir, for giving me this opportunity to speak. The idea of Article 371(2) was very clear — rectifying imbalances in development, equitable allocation of funds and opportunity in services.

I take this opportunity to congratulate Chavanji because such a situation is prevailing in Orissa today. Sir, I will take some time on this because Orissa is a very backward State and our Chief Minister has already introduced a Bill in the Legislative Assembly for a Development Council for the western part of Orissa.

As you know, the former Prime Minister, Shri P.V. Narasimha Rao, during his election campaign in Orissa, declared that there would be a Development Council. There were great agitations throughout western Orissa, Bolangir, Kalahandi, Sambalpur and Sundargarh, as a result of which the Orissa Government has introduced the Development Council Bill. The Council does not have any power. It is a completely nominated body. Mr. Chavan has said this presently and all along our people have been saying that the Development Boards under Article 371(2) for Vidarbha and Marathwada were samples for others. So, whenever we are demanding a separate State, whenever we are demanding removal of regional imbalances and whenever we are demanding implementation of what is written in Article 371(2) of the Constitution, we are always saying that we are going to have a Council of the Vidarbha type.

We are now quite aware how these things are happening in those States and how a learned and senior Member like Chavan Ji has acted like this.

Another thing that I would like to say is this. Our temperaments, ideas and tendencies have undergone a change. We had thought that socio-economic conditions will be taken into consideration; there will be a political culture and also the sense of public service amongst our leaders will be there. But this last thing, the sense of public service amongst the leaders, has been completely degraded. So, my submission to the Home Minister is that while amending Article 371(2) for giving full autonomy to the elected bodies he should also examine all related issues so that the States also follow suit.

SHRI NILOTPAL BASU: Sir, I thank Chavan Ji for bringing up this very relevant issue. The issue has very serious implications for not only those regions of Maharashtra, but also for the country as a whole.

At the outset, I would like to make it very clear that I am not in favour of politicising the issue, but the fact remains that the question of uneven development of this country is intimately linked with the process of planning and the entire developmental pattern that has been followed since independence. I do not want to fix responsibility on certain forces, but it is quite apparent that there has been distortion in that process. As a result it has accentuated and intensified such process of uneven development. The point is, how do we address ourselves to these concerns? It is horrifying and outrageous when some people think that separate Statehood is the solution. There are political forces in the country which have been advocating since early 50s the formation of smaller states and which have been denying the very democratic demand of formation of States on linguistic basis and so on and so forth. I am not going into those details. But the point is, the process of decentralised planning and decentralised administration was given a go-by. That was one of the major problems we had. My point is that there are provisions within our Constitution to deal with all these things. Chavan Saheb was rightly pointing out about the Gorkha Hill Council. There was a process, which was going on and as a result of that there was sufficient integration of political forces to come into the main stream. You might have noted that for the first time since the agitation, they have

participated in the Assembly elections. But, unfortunately, the declaration about the formation of the new Uttarakhand State has triggered off a kind of new process. It has opened up a Pandora's Box. We do not deny the fact that there are regional aspirations arising out of the regional backwardness that has been suffered by the people of that particular region. But the point is, without going into the whole issue in a holistic manner and jumping into conclusions and trying to offer quick-fix solutions will not only not mend the situation there, but will open up the wounds that could have been otherwise tackled. Therefore, Mr. Vice-Chairman, in conclusion, I would like to maintain that these are issues which are to be seriously dealt with. Chavan Saheb and other speakers have very elaborately, candidly and effectively pleaded their case that there is a level of underdevelopment regionally within Maharashtra. Similarly, as a result of the development path that our country has taken, the way our planning has been undertaken, such problems are there. Therefore, it has to be treated in a holistic manner. Some quick-fix solution cannot be there. That is my contention.

SHR ADHIK SHIRODKAR (Maharashtra): Mr. Vice-Chairman, Sir, there has been Congress rule in the State of Maharashtra for more than 45 years. Late Shri Kannarmwar was there for some time. Late Shri Vasantrao Naik was there for 11 years. Shri Sudharkarrao Naik was there for 7 years. All these Chief Ministers belonged to Vidarbha area. Therefore, if we look back and trace the history of the plight of Vidarbha, the blame has to be put squarely on the shoulders of these persons. What did these Ministers do? A Member is now suggesting an independent Vidarbha. They call it as Swatantra Vidarbha. Is it a genuine demand or is it because they have lost the power? Has it suddenly dawned upon them that Vidarbha had suffered for a long time? Under whose rule has it suffered? Let us not politicise this issue.

THE VICE-CHAIRMAN (SHRI TRILOKI NATH CHATURVEDI): The Member has not raised the issue.

SHRI ADHIK SHIRODKAR: The Member has not raised the issue here.

Therefore, this entire debate has arisen because of some vested interests who have been creating this idea. I am grateful to the hon. Members, Shri S.B. Chavan and Dr. Jichkar for having taken up this issue beyond party lines. I am grateful to them. Let us not politicise this issue and let us fight together. For Samyukta Maharashtra, people have laid down their lives. About 105 people have become martyrs. Let us not waste their blood. Let us not go again for a division with which nobody would be happy. Let us not try to apportion the blame on anybody. Let us understand what can be done to minimise the injustice that has been done to Vidarbha, which undoubtedly has been done. The present Government of the Shiv Sena and the BJP in Maharashtra has given a special emphasis with regard to development of Vidarbha. Let us without reservations, cutting across party lines support this move. A promise has been given by this Government. "Give us a period of three years. We will go on the proper path." What could not be achieved in 40 years cannot be achieved in 3 years.

SHRI PRAKASH YASHWANT AMBEDKAR: Your budgetary allocations do not support your statement.

SHRI ADHIK SHIRODKAR: He is trying to provoke me.

THE VICE-CHAIRMAN (SHRITRILOKI NATH CHATURVEDI): Don't get provoked. I think you are going to wind up.

SHRI ADHIK SHIRODKAR: Yes, Sir. As Confucius said, even for the longest journey, one has to take one step forward. This Government has taken a step forward in the right direction. Let us support it. Let us support the efforts of this Government without reservations, cutting across party lines. I am confident that everybody would do it. Thank you, Sir.

THE MINISTER OF HOME AFFAIRS (SHRI INDRAJIT GUPTA): Mr. vice-Chairman, Sir, this subject which has formed the content of this discussion is, I think, more complex and complicated than it can be profitably discussed in this short span of time. However, Shri Chavan who initiated the discussion and who has considerable experience and knowledge of the background of this development threw light on many aspects of

the working of these Development Boards. What I could gather from his speech — though he did not spell it out—was that he was in favour of such Regional Development Boards being wound up. Unfortunately, they have been brought into existence by means of a Constitutional provision 371 (2). I do not know whose brain-child it was, whose brain-child this amendment to the Constitution originally was. I am afraid, I do not know. I will have to go and do some research.

SHRI S.B. CHAVAN: Mr. Pataskar.

SHRI INDRAJIT GUPTA: Anyway, as far as Maharashtra is concerned these Boards have been formed....

5.00 P.M.

for Vidarbha, Marathwada and the rest of Maharashtra which also, of course, includes the Konkan region. The other day, you may recall, there was a discussion on the demand of some Members that there should be a separate board only for Konkan because it is a very backward and undeveloped area. They did not say that development boards of this type were useless and would not be able to do away with these regional imbalances or help in the work of development. They were pleading for a separate board specifically for Konkan whereas some other Members who were advocating a separate State for Vidarbha were opposed to this idea of development boards. It seems that it is quite a controversial issue on which different points of view and different opinions can clash with each other also. As far as I can see from the way these boards have been formed, the Constitutional provision itself does contain—I should admit, shall contain an element of something which goes against the whole democratic tradition and democratic structure of our polity. I am referring to the special powers and responsibilities given to the Governor. This is something which is really unique, which is quite unprecedented, I should say. And, naturally, when the Governor discharges his responsibilities, special powers, in a particular way, he may be able to satisfy, to some extent, the aspirations of the people. But, on the other hand, if he acts in a different way, it may have the opposite effect. I mean, the whole thing is depending on the whims and fancies of a particular Governor. I do not think this is very

suitable for a democratic structure. But this has been done and has now been enshrined in the Constitution. I would feel myself that these district boards cannot be abolished overnight or something. They have come to stay for some time. They have been in existence only for two years. Any such new set-up which is introduced requires a little more time for us to be able to make an objective assessment of its utility or otherwise. A little more time is required. But, in any case, it is quite obvious that in such a structure much would depend on the following things.

Firstly, assuming that the Governor does, with all good intentions and honest intentions, provide for some kind of equitable distribution of funds, there has to be a greater emphasis on proper monitoring. Secondly, there has to be a much greater involvement of the representatives of the local people in the work of these boards. At the moment, I do not know what is happening in respect of that. Thirdly, it is very likely that there are some vested interests from the earlier situation, maybe there is some kind of a stranglehold of some people, some local bureaucrats and so on which also requires to be loosened. Without loosening that stranglehold, the whole idea that a regional development board would be more democratic than the previous system in the sense that it is nearer to the people and therefore it would be in a position to appreciate much more effectively their aspirations and to try to help them may or may not work. If it is all left to the Governor, what happens? As Shri Chavan has said, the performance, up to now, of the Governor, the way he has been discharging his responsibilities, has not been very favourable and has not led to very significant results either. But, on the other hand, Sir, I would say this. I do not have much time now. I think basically, the whole question is one of regional imbalances, whether in Maharashtra or anywhere else. In Maharashtra, the question of Vidarbha has come up; in Bihar, the question of Jharkhand has come up; in Assam, the question of Bodoland has come up.

In Bengal, the question of Gorkhaland has come up and many more will come. I feel myself—whether I am right or not, I can't say—but maybe in ten years' time or fifteen years' time,

the map of our country may undergo many changes. It may not look exactly like the map of India that we are seeing today. Generally, we pledge ourselves to the principle of greater autonomy of devolution of powers from the Centre to the States. We have been trying to restructure the Centre-State relations in such a way. We have not done very much about it as yet. But we have pledged ourselves to doing it in such a way that a much greater measure of autonomy devolves on the States. Naturally, there are regional aspirations which are projected and reflected in all these different movements which are going on, which one may support or may not support. That is a different matter. But I think, in the long run, it will not be possible any longer to keep such aspirations and urges suppressed, whether it takes the form of separate Statehood or whether it takes the form of some autonomous councils of some kind or whether it takes the form of setting up statutory development boards. This is a matter which, of course, is open to discussion. But the same urge is basically behind all these things and that is the urge to remove the regional imbalance and to see that different regions and parts of the country get a fair deal and get equitable treatment and nobody should feel that one region is kept hanging back while others are able to progress and go ahead. So, I think in this particular case when we are referring to the Regional Boards, mainly in Maharashtra. Perhaps all that can be done now is that we cannot abolish these boards overnight. They have been functioning for about two years or so up to now. I think it is too early to pronounce a judgment on them. Can their functioning be improved? Can they really be brought nearer to the aspirations of the people at the ground level? Can their functioning really be made more democratic? One big hurdle in the way, of course, is the special responsibility and power given to the Governor, which I don't think is a very desirable thing at all. But people at the lower ground level have got to be more actively involved in the functioning of these Boards. They have to be given more powers—not the Governor but the Boards—and there has to be better monitoring of whatever money is being sanctioned for them. Any attempt to dominate within the Boards by some vested interests, who may be bureaucrats, may be somebody else—I

do not know—should be identified and resisted. I do not know what exactly was the thrust of Mr. Chavan's argument.

SHRI SB. CHAVAN: The thrust of my argument was development aspect only.

THE VICE-CHAIRMAN (SHRI TRILOKI NATH CHATURVEDI): He wants them to be made more effective to serve the purpose— financially as well as from the development point of view.

SHRI INDRAJIT GUPTA: So, this is not a question on which we have to say either yes or no. The point is, these Boards have come into existence. We did not bring them into existence. (*Interruptions*).

THE VICE-CHAIRMAN (SHRI TRILOKI NATH CHATURVEDI): Through your good offices, he wants more resources at least so that the Boards serve the intended purpose, apart from the role of the State.

SHRI INDRAJIT GUPTA: Those regions which have been neglected and kept backward will naturally require more resources. That is the meaning of equitable distribution. But there must be better monitoring of those resources also. As we know in this country, vast sums of money can be allocated. But one has to keep a watch on where that money goes, how it is spent, whether it reaches the people for whose benefit it is actually meant and all that. So, some procedure has to be worked out to make these Regional Boards in Maharashtra more effective.

As far as Konkan is concerned, the other day, while replying to the discussion. I had said that the question of a separate Board for Konkan is an issue on which we at least have got an open mind. We have not closed the matter. If it is necessary, if we find that one of the boards which have been set up in one or the other parts of Maharashtra, is not in a position to give any kind of fair deal to the Konkan, well, we will review it again and we will see whether it requires to be provided for in a different way, but I am surprised that the people are so much agitated and worked up about Vidarbha but nobody has said much about the Konkan region which is by far the most backward of all and I do not know how much revenue it generates, but I am sure that it is really a reservoir of labour

going to the city of Bombay to work in mills and factories there. Most of them are Konkani workers. They don't have anything to sell but their labour power. And that is a backward area. Sir, anyway, all these have to be taken into account and whether the regional boards are the best method of doing it is to be examined. You see, it could not have come up at all if the State Government of Maharashtra had been more responsive to the regional aspirations of the people and had not neglected the whole question of regional imbalances, but apparently that has led to this situation now, and let us put our heads together and try to find a way out and see whether these regional boards can be put on a more democratic and equitable basis so that they can meet the needs of the people more effectively. Sir, that's all I have got to say.

THE VICE-CHAIRMAN (SHRI TRILOKI NATH CHATURVEDI): We will now have a Half-an-Hour Discussion.

HALF-AN-HOUR DISCUSSION

On points arising out of answer to Unstarred Question no. 347 given on 17th July, 1996 regarding augmentation of Central Road Fund

[THE VICE-CHAIRMAN (SHRI MD. SALIM) in the chair.]

श्री महेश्वर सिंह (हिमाचल प्रदेश): उपसभाध्यक्ष, महोदय, मैं आपकी अनुमति से मेरे द्वारा इस माननीय सदन में 17 अप्रैल, 1996 को पूछे गए लिखित प्रश्न के उत्तर से उत्पन्न मुद्दों पर चर्चा करने के लिए खड़ा हुआ हूँ।

महोदय, मैं इस चर्चा के माध्यम से और आपके माध्यम से इस माननीय सदन के समक्ष एक अत्यन्त ही महत्वपूर्ण विषय रखना चाहूंगा। यह बात सर्वसिद्ध है कि सड़कों हमारे जीवन की रेखायें हैं और विशेषकर उन पहाड़ी प्रांतों के लिए जहां यातायात का साधन एकमात्र सड़क है। इन सड़कों का रोल उस प्रदेश के विकास में एक महत्वपूर्ण भूमिका निभाता है।

महोदय, यह बहुत दुर्भाग्यपूर्ण बात है कि जितना धन हमें सड़कों के निर्माण पर देना चाहिए उतना धन हम नहीं दे पा रहे हैं। फलस्वरूप चाहे कोई राष्ट्रीय राजमार्ग हो, चाहे कोई प्रदेश की अपनी सड़क हो और चाहे कोई ग्रामीण