

Hour Discussion. After that we will take the sense of the House.

SHRI V. NARAYANASAMY: Now it is 6 o'clock, Sir. You take the sense of the House. Since there are many Members, kindly continue till 7.00 P.M. or 7.30 P.M.

THE VICE-CHAIRMAN (SHRI MD. SALIM): Okay. I will take the sense of the House. Should we continue the discussion on the Railway Budget after the Half-an-Hour Discussion till 7.30 P.M.?

SOME HON. MEMBERS: YES.

THE VICE-CHAIRMAN (SHRI MD. SALIM): There are many Members waiting for a long time.

इतनी देर से आप इंतजार कर रहे हैं बोलने के लिए। तो इस आधे घंटे के बाद फिर अगर हम लोग रेल की चर्चा में वापस आते हैं, कुछ देर तक चलते हैं तो कोई ऐतराज है?

श्री गोविन्दराय मिरि: नहीं कोई ऐतराज नहीं है।

उपसभाध्यक्ष (श्री मोहम्मद सलीम): ठीक है।

HALF-AN-HOUR DISCUSSION

On points arising out of the answer given on 10th July, 1996, to Unstarred question No. 7 regarding performance report regarding special action programme of Orissa.

SHRI SANATAN BISI (Orissa): Mr. Vice-Chairman, this issue is raised under rule 60 of the Rules of Procedure and it is regarding the Special Action Programme of Orissa. Here I will submit that this programme is also popularly known as KBK-Kalahandi, Bolangir and Koraput. So far as these areas are concerned, the population of these areas is predominantly dominated by 43% Scheduled Castes and Scheduled Tribes and 52% Backward Classes. The percentage of literacy is much below the national and State average. Only 3% of the total Government employees belongs to these regions. People migrate to other States like Madhya Pradesh, Punjab, Haryana, etc., for their livelihood due to unemployment. Land distribution is not

properly implemented. Many people have died of starvation and because of starvation deaths a commission was constituted and that commission found that they were actually starvation deaths. Furthermore, it has been widely appearing in the newspapers for several years. Selling of children due to poverty is going on in Kalahandi. All the successive Governments of the State neglected these areas since independence. The target and the achievement of the Prime Minister's Rozgar Yojana are very low in Kalahandi and Bolangir. I would like to submit in this House that the former Prime Minister, late Rajiv Gandhi, visited the affected areas, the drought-prone areas. During his period some schemes were drawn up, but no finance was provided for them.

The former Prime Minister, Mr. Narasimha Rao, visited Kalahandi and Koraput. He had seen the plight of the people. He had also seen how the people were suffering there. As a result, he declared a special programme for Kalahandi, Bolangir and Koraput for Rs. 4557.3 crores. Sir, Mr. Jagannath Mishra is sitting in the House. He is aware of this programme. He had also visited our State. He held discussions with the Chief Minister and other Ministers. He also tried to know as to how this programme should be implemented. This programme was declared by the former Prime Minister. I wanted to know the details of this programme. I would like to quote the reply given by the Minister to my Unstarred Question No. 462, dated 30th November, 1995. My questions were:

- "(a) what are the details of the Action Programmes regarding special programmes drawn up for Orissa for Rs. 4557.3 crores for the year 1995-96;
- (b) the districts of Orissa included in the aforesaid programmes;
- (c) whether the above fund is inclusive in the Plan Outlay; and
- (d) if so, the details thereof?"

The answer was:

- (a) The details of the action plan are being finalised by the Government of Orissa in consultation with Central Ministries and the Planning Commission.

(b) The eight districts included in the aforesaid programme are Kalahandi, Nawapara, Bolangir, Sonepur, Koraput, Malkangiri, Nawrangpur and Rajagada.

(c) Yes, Sir.

(d) The details are being worked out by the Government of Orissa."

I give importance to part (c) of my question. My question was: "Whether the above fund is inclusive in the Plan Outlay". The reply was: "Yes, Sir".

I would like to know whether this programme has materialised or has been translated into reality or not.

Then this matter was taken up in the Orissa Assembly. I have with me a copy of the proceedings of the Orissa Assembly. It is in Oriya. I have translated it into English. I would like to quote it. I am not going into the details. I will quote only the relevant portion. I would like to quote the speech of Shri B.P. Mohanty, the Minister for Planning and Coordination, made in the Orissa Assembly on 16.3.1996. He referred to the visit of the former Prime Minister during August, 1995 where it was discussed that Rs. 4557.3 crores will be spent during the period of seven years for the development of Kalahandi, Bolangir and Koraput. He said, "The financial arrangement totally depends upon the Central Government."

In the next paragraph he said:

"Till date the action plan for the said scheme has not been drawn up. The financial package has not been decided."

It is the proceedings of the Orissa Assembly. thereafter, I wrote a letter to the Minister to know about the programme. In reply to my letter the Minister for Rural Areas and Employment said, "I am looking into the matter".

In the manifesto of the Janata Dal it was clearly stated that whatever programme was drawn up in regard to Kalahandi, Bolangir and Koraput, has not been properly implemented and it was an eye-wash. There was huge mobilisation of workers.

After the elections, the former Prime

Minister, Mr. Shri Narasimha Rao, visited the State on 18.6.1996. During his visit he met the Chief Minister and he held discussions regarding this programme. The discussion took place regarding the financial matters and others things.

The answer given by the Minister to Unstarred Question No. 7, dated 10th July, 96 is quite different from the answer given to a similar question which was raised earlier. Hence, this elucidation under Rule 60 of the Procedure Book. My question was very clear. I had asked:

"(a) whether any performance report has been obtained from the Government of Orissa regarding Rs. 4557.3 crores Special Action Programme drawn up for the year 1995—2002;

(b) if so, what are the details thereof; and

(c) what are the particulars regarding release of the grants from time to time by the Central Government?"

The answer that was given was as follows:

"(a) Government of Orissa prepared Long Term Action Plan for undivided Koraput, Bolangir and Kalahandi districts for Rs. 4557.3 crores. The Action Plan was proposed with the resources from State Plan, Central Plan, Centrally Sponsored Schemes and Special Central Assistance. An Annual Action Plan for the year 1995-96 for Rs. 381.25 crores was prepared by them. Based on the agreed relaxations and accepted centrally sponsored schemes, additionalities were demanded to achieve the objectives of the Plan.

(b) The Government of India and the State Government held some meetings regarding acceptance of relaxations and special dispensations by government of India to the State for implementation of different schemes of the Action Plan. Specific proposals were sent to concerned Ministries for additionalities in Centrally Sponsored Schemes during 1995-96.

- (c) Funds have been released under Centrally Sponsored Schemes by the various Ministries and Departments. Details of funds released to the 8 KBK districts under Jawahar Rozgar Yojana, Employment Assurance Scheme, Integrated Rural Development Schemes, Tool Kits, Drought Prone Area Programme, Development of Women and Child in Rural Areas and Water Supply for the year 1995-96 and 1996-97 may be seen at Annexure. Ministry of Agriculture have released a grant of Rs. 97.98 lakhs during March, 1996 for National Project on development of fertiliser, soil testing, etc., etc."

It relates to drought prone areas, it is regarding starving people, it is regarding the undeveloped areas of which the hon. Minister is also aware, I would like to know why he gave different answers to my questions — my first question and the second question. In his answer to the first question, he very clearly said that the whole programme would be executed by the Central Government. In his answer to the last question he said that it is a programme of the Central Government and the State Government. The concerned State Minister says that he has not received any money so far. I would like the Minister to clarify this and do justice to the poor people of Orissa.

THE MINISTER OF RURAL AREAS AND EMPLOYMENT (SHRI YERRAN NAIDU): Unstarred Question No. 7, answered on 10.7.96 — on the basis of the answer given the hon. Chairman admitted this Half-an-Hour discussion under Rule 60 of the Procedure book. This is a special project called the KBK project. The KBK districts comprise eight districts, 14 sub-divisions, 33 tahsils, 80 blocks, 1171 gram-panchayats and 1201 revenue villages. The Government of Orissa prepared a Long-Term Action Plan for the KBK districts for Rs. 4557.3 crores for 1995-96 to 2001-2002. For this special plan was prepared with the resources from the Central Government, State Government, Centrally-Sponsored Schemes and Special Central Assistance.

The State Government prepared an annual Action Plan last year, that is for 1995-96, and

the allocation was Rs. 381.25 crores. The Plan covered several Ministries, not only rural areas and employment, soil conservation, rural housing, water supply, roads, self-employment, welfare, health, nutrition, agriculture and allied sectors. I belong to the neighbouring State, Andhra Pradesh, and I know the position of these three districts. I agree with the hon. Member's view that the Government is very keen about the development of these three districts. The former Prime Ministers, late Shri Rajiv Gandhi and hon. Shri Narasimha Rao, had visited those places. The State Government has not submitted the annual Action Plan for this year inspite of repeated requests from our Department. So the lapse is with the State Government. Even till today they have not submitted the expenditure statement for 1995-96 also. Out of this Rs. 381.25 crores in the annual Action Plan for the year 1995-96, our Ministry released Rs. 118.62 crores for the development of the districts under various programmes. So, 50 per cent of the amount was sanctioned from our Ministry and the remaining 50 per cent was to be released from Ministries like Agriculture, Road Transport and so on. The Plan shows a resource gap of Rs. 389.70 crores. Out of this, Rs. 181.5 crores relates to Communications. The State Government was advised that bridges cannot be built from the JRY and the EAS funds as these funds are meant for the wage employment programmes — we have created employment for the rural unemployed and underemployed persons. The proposal is pending with the Ministry of Surface Transport. For speedier implementation of this programme, the State Government requested some relaxation from various Ministries for the purpose of the implementation of the long-term Action Plan. From our side, we have increased the expenditure on infrastructure under the IRDP from 10 per cent to 20 per cent. So, for quicker implementation, the State Government requested the Ministry of Rural Affairs and Employment for enhancement of allocation for infrastructure from 10 per cent to 20 per cent, and we readily accepted it. Similarly, we raised the cost per acre for wasteland development from Rs. 3,000 per acre to Rs. 7,000 per acre. Previously, we were giving Rs. 3,000 for the development of one acre. Now we have raised it to Rs. 7,000. So, whatever requests came from

the State Government, our Ministry fulfilled them. Some Ministries also gave some relaxation. Certain proposals are pending with various Ministries. Correspondence between these Ministries and the State Government is going on. We also requested the State Government to propose mini-ITIs for the development of skilled labourers. It is only through skilled labourers that industries can be started. We have also proposed so many mini-ITIs concerning those three districts, which now constitute eight districts and the other districts also will be covered. But, until now, we have not received this year's Action Plan from the Government; so also, the last year's audit reports and utilisation certificates have not been received. The main problem is that a large number of posts are lying vacant in those districts. This has come to our notice. So, it is due to non-availability of officials that there is no proper implementation of the various schemes. So, I would only suggest to the State Government to recruit good officers in those areas. We have already released funds from our Ministry. So, the State Government has got the money. But they have not spent anything till date. As I said earlier, our Government is very keen about the development of these three districts. We have been repeatedly requesting the State Government to send the Action Plan for this year as well as the long-term Action Plan up to 2001-2002 A.D. The allocation for the entire seven years amounts to Rs. 4500 crores. So, if the State Government is interested in the development of these districts, they should post good officers there. Whatever relaxations the State Government requested for, we have given them. So, I would like to say, for the hon. Member's information, that our Government is very particular that the developmental works should be taken up. Sir, if at all the hon. Member wants any further information, he can approach me personally. We are solving all pending issues.

THE VICE-CHAIRMAN (SHRI MD. SALIM): Not only this Member, but the other Members are also interested. Shrimati Jayanti Patnaik.

SHRIMATI JAYANTI PATNAIK (Orissa): Mr. Vice-Chairman, Sir, the K.B.K. districts are very backward districts and are dominated

by tribal population. We are, therefore, very much concerned about these tribal districts.

Mr. Vice-Chairman, Sir, you must be knowing that when new schemes are introduced either by the State Government or by the Government of India, the backward districts are generally covered first. For example, the Integrated Child Development Scheme. When it was initiated in Orissa, apart from the K.B.K. districts, other districts which are dominated by tribals were also covered. The same is the case in the case of the Employment Assurance Scheme. These are regular schemes which cover the backward districts. After that, they are extended to other districts, other blocks. There are other schemes also like IRDP, IAY, JRY. They are being implemented in all the districts irrespective of the fact whether they are developed or backward. My point here is that in both these cases the K.B.K. districts are bound to get resources from the State Plan, Central Plan and also from the Centrally-sponsored schemes just as other districts are getting because it is their normal entitlement. I would like to know whether the State Government has asked for additional funds, over and above its normal entitlement. If so, what is the amount asked for? I want to know whether Rs. 381.25 crores represents some more amount, over and above the normal entitlements to be drawn by the States from the Central Plan, the State Plan and from the Central-sponsored schemes. If so, what is the quantum of normal entitlement and what is the additional amount being offered to them? I would also like to know whether you have made any additional allocation to the existing Centrally-sponsored schemes. Suppose one block is getting Rs. 1 crore. Are you giving Rs. 2 crores for a block located in the K.B.K. districts? I request the hon. Minister to give reply to my questions.

Thank you, Sir.

THE VICE-CHAIRMAN (SHRI MD. SALIM): Mr. Minister, there are some other speakers who intend to speak on this. After they conclude their speeches, you can reply to their queries. Now, Shri Ananta Sethi.

SHRI ANANTA SETHI (Orissa): Mr. Vice-Chairman, Sir, the K.B.K. districts are the most backward districts of Orissa. Taking into

account their geographical, typographical and sociological position, the districts deserve special consideration.

In the past, there was a lot of discussion on issues like poverty, starvation deaths and all that. Everyday we see write-ups in the national Press. Discussion also takes place in Parliament Taking all this into account, the Government has taken up a special programme known as the K.B.K. programme for the development of the most backward districts in our country. Some amount is allocated and this has to be spent under the Long-Term Action Plan. There are certain guidelines issued for this purpose.

A Central team went in April, 1993. They estimated an expenditure of Rs. 6,656.44 crores. The availability of funds for all the projects at that time was Rs. 2,118.63 crores, leaving a gap of Rs. 4,537.81 crores. Subsequently, it was decided that some programmes such as power, education and some major and minor irrigation projects and also some of those entrusted to the NGOs, will be dropped and that this gap will be made up.

In July, 1995, another Central team went and decided finally that the amount of Rs. 4,557.03 crores would be spent in some special, long-term programmes in these three districts, which are now actually eight districts. What I mean to say, Sir, is that in the K.B.K. districts, it is entirely the normal Centrally-sponsored-schemes that you are funding. But as yet, no special or additional funds have been provided for these schemes. The State Government has recommended certain changes for your consideration in regard to, for example, wasteland development and other integrated soil conservation activities. I think the Ministry has already agreed to Rs. 7,000 per hectare that was proposed by the State Government. But there are certain other programmes which are meant for the K.B.K. districts, about which you have already said that these are all included. Subsequently, the State Government has proposed to commence two river valley catchment protection projects on upper-Indravati and upper-Kolaag, which have not been agreed to. Unless these are agreed to, the purpose for which the Action Plan was formulated will not be served. Therefore, the

schemes which the State Government has submitted for your consideration, should be agreed to. Uptil now, we do not know whether any additional funds have been agreed to.

THE VICE-CHAIRMAN (SHRI MD. SALIM): You have to ask your question. The Minister will further explain, if necessary.

SHRI ANANTA SETHI: Sir, the State Government has proposed certain relaxation in the guidelines and the norms that are applicable to the Centrally-sponsored-schemes and certain special dispensations. I would like to know whether the Government is agreeing to all these or not.

श्री बंगारू लक्ष्मण (गुजरात): सर, इन जिलों में जाने का मुझे अवसर मिला था और स्वयं मुझे वहां देखने का मौका मिला। वहां के बैकवर्डनेस के बारे में तो कुछ कहा भी नहीं जा सकता कि वहां इतनी बैकवर्डनेस है। इसलिए यह प्रोग्राम बना। कालाहांडी जैसरा जिला जहां पर लोग भूख से मर गए थे तथा यह इंटरनेशनल न्यूज बना। सरकार ने वहां केन्द्र की तरफ से एक विशेष योजना बनाई। लेकिन मंत्री जी ने यह नहीं बताया कि इस विशेष योजना के लिए जो संसाधन जुटाए जाएंगे, पैसा जुटया जाएगा, क्या वह प्लान के अन्तर्गत होगा? वह नाइथ प्लान के अन्तर्गत होगा, एड्थ प्लान से लिया गया होगा? क्या इसके लिए अलग-अलग एलोकेशन है? एक चीज यह है। दूसरा, जैसा कि मंत्री जी ने कहा कि वहां अधिकारी जिनको इम्प्लीमेंटेशन की जिम्मेदारी दी जाती है वहां जाते नहीं हैं।

अकसर यह देखा जाता है कि सारे देश के अंदर बैकवर्ड डिस्ट्रिक्ट्स जहां पर हैं या आदिवासी जिले हैं, वहां पर पोस्टिंग पनिशमेंट मानी जाती है और यह बात तो केन्द्र सरकार को भी मालूम है। जब यह विशेष योजना बनी तो क्या इसके लिए कोई एक विशेष मशीनरी भी बनी है इसको इम्प्लिमेंट करने के लिए? आखिर यह एक विशेष योजना है, यह साधारण योजना नहीं है। ऐसा लगता है कि अभी केन्द्र सरकार में भी कोई कोऑर्डिनेशन नहीं है क्योंकि मंत्री जी ने कहा कि सर्फिस मिनिस्ट्री से क्लियरेंस मिलना है, कुछ और मिनिस्ट्रीज़ से क्लियरेंस मिलना है तो जहां विशेष योजना बनी है, वहां केन्द्र के स्तर पर कोई ऐसी कोऑर्डिनेशन कमेटी, कोई ऐसी मशीनरी बनेगी जो इसके पीछे लगे? उस मशीनरी का तालमेल प्रदेश की सरकार से भी होगा? मुझे लगता है कि जो भी मंत्री जी ने कहा कि वे नेबरिंग स्टेट से आते हैं, बिल्कुल नेबरिंग कंस्टीट्यूएन्सी से वे चुनकर आए हैं। उन्हें वहां की समस्याओं

का बहुत अच्छा ज्ञान है, मैं जानता हूँ। वे अगर इसमें रुचि लेंगे, तो निश्चित रूप से इसको एक दिशा मिलेगी वरना यह केवल कागज़ों पर रह जाएगा। इसलिए मंत्री जी से मैं चाहूंगा कि वे बताएं कि क्या इसके लिए कोई विशेष प्रयत्न किया गया है?

SHRI NILOTPAL BASU (WEST BENGAL): Sir, there is no point in discussing (that this whole area is a blot on our entire development process since Independence. My point is very specific. In Parliament, we have passed legislations to involve the people in this kind of development work. I think, one of the major difficulties of this process of development is that the grass-root level participation is missing. Now there have been reports that elected Panchayati Raj institutions were scrapped. So, in what manner during this period these elected bodies were involved in the execution of these plans because decentralisation and flexibility of popular participation, I think, is one of the major aspects for successful implementation of a plan. What is the status, whether there are elected Panchayat bodies, if not, in what manner the popular participation is being ensured?

Number two, the Minister has mentioned about many schemes which are being implemented there. Out of those schemes, I would like to know what the IRDP component is.

I want to know specifically because the IRDP scheme has two components; subsidy component from the Central Government and the credit component which comes from the banks. Generally, our experience has been that though there is a lot of money earmarked for IRDP, credit mobilisation which is *sine qua non* for the successful implementation of a project is normally not there—matching credit from the banks. So, what has been the total allocation for the IRDP?

THE VICE-CHAIRMAN (SHRI MD. SALIM): Let the Minister reply.

SHRI NILOTPAL BASU: So that is the point. The Minister may clarify my third point also. So far as building of roads is concerned, we have provision under the JRY and the intensified JRY to build rural infrastructure. Again, that programme is a combination of two

components; wage employment and creation of assets.

I do not know why special provisions and flexibility cannot be allowed in these programmes to bring in road building also.

SHRI YERRAN NAIDU: Mr. Vice-Chairman, Sir, this is a special project prepared by the Orissa Government under the directions of the Central Government keeping in view the backwardness, the SC and ST population, poverty and starvation deaths. Everybody is aware and we are also aware of the problems of these districts. Based on that the action plan is prepared. Regarding soil, water and forest conservation and integrated watershed development inside and outside forest area, the requirement for seven years is Rs. 703 crores. Funds inside - Rs. 703 crores. Gap if any, 'Nil'. The Planning Commission has projected Rs. 4,500 crores for seven years. The action plan started from 1995-96 only. For the first year they have put so much money for infrastructure requirement. Giving money is not a big thing but spending is. We are giving money. We have so far released Rs. 81 crores from various agencies but so far it has not been spent. Like that. Compared to other blocks, particularly these three districts, regarding Jawahar Rozgar Yojana and PAS schemes, it seems, they have not spent in 1995-96. Under JRY, for the total eight districts, we released Rs. 77,38,00,000 last year.

SHRIMATI JAYANTI PATNAIK: For every block, how much does it come?

SHRI YERRAN NAIDU: For Kalahandi, it is Rs. 10 crores. For Naupara(Interruptions).... Previously three districts, and now eight. (Interruptions) For other blocks in other districts, there is no problem for funds. We are giving directions. You may send proposals. You spend money immediately. The Planning Commission has already indicated the money to be spent every year. The action plan has been prepared by the Orissa Government only. Based on the Government of Orissa's proposals, we are releasing funds. As and when they spend money, we will release. Whatever the schemes under the Ministry of Rural Development, be it JRY or whatever, we are releasing funds. Whenever we receive

certificates, we immediately release funds.

SHRI ANANTA SETHI: I wanted to know about the relaxation of norms for Centrally sponsored schemes, whether it is being operated as it is. Unless you relax some portion of these schemes to spend amounts in these backward districts, how will it be possible to implement? Please consider it specially to release funds.

SHRI YERRAN NAIDU: To implement all these schemes the Orissa Government has sought some relaxation. We have also given relaxations from our Department. Various Ministries are there and the Planning Commission is coordinating with other Ministries. The last meeting was held on 4.4.1996 and the Committee of Secretaries with the Planning Commission monitored it.

As regards coordination, there is a committee in the Planning Ministry. They call all Secretaries of the concerned Ministries and whatever problems arise are sorted out. We will implement the plan. Whatever the plan given by the Orissa Government and accepted by the

Central for seven years, strictly we are implementing it. There is no problem. We are giving money. You spend immediately and send additional requirements. We will rehash immediately(Interruptions).... As regal Panchayat elections, there it is not held. We have asked Orissa, Bihar and Tamil Nadu repeatedly to hold elections as per the 73rd Amendment. I think, they are acting.

THE VICE-CHAIRMAN (SHRI MD. SALIM): Now I will take the sense of the House. Should we go back to the discussion on Railway Budget or adjourn the House?

SOME HON. MEMBERS: Adjourn the House.

THE VICE-CHAIRMAN (SHRI MD. SALIM): The House is adjourned till tomorrow II A.M.

The House then adjourned at forty-four minutes past six of the clock till eleven of the clock on Friday, the 26th July, 1996.