

SHRI PARVATHANENI UPENDRA: It is drastically reduced.

SHRI BUTA SINGH: It is because of the restrictions imposed by us.

Failure to evaluate IRDP and NREP by the State Governments

*162. SHRI N. E. BALARAM:

SHRI INDRADEEP SINHA:†

Will the Minister of AGRICULTURE AND RURAL DEVELOPMENT be pleased to state:

(a) whether the State Government have failed to evaluate the IRDP and NREP;

(b) whether the Central Government have conducted any evaluation studies of the IRDP and NREP during the Sixth Five-Year Plan period; and

(c) if so, what are the details of that evaluation study?

THE MINISTER OF STATE IN THE DEPARTMENT OF RURAL DEVELOPMENT (SHRI CHANDULAL CHANDRAKAR): (a) to (c) A statement is placed on the Table of the House.

Statement

(a) Guidelines on Integrated Rural Development Programme (IRDP) and National Rural Employment Programme (NREP) emphasise on conduct of evaluation studies and, accordingly, some State Governments have carried out studies to evaluate IRDP and NREP.

(b) The Central Government has also commissioned a number of studies on IRDP and NREP. Two studies on IRDP have already been completed:

(1) An evaluation study of the districts of Alleppey—Kerala State

†The question was actually asked on the floor of the House by Shri Indradeep Sinha.

and Sambalpur—Orissa State by National Institute of Urban Affairs, New Delhi.

(2) Evaluation Report on Integrated Rural Development Programme by evaluation Organisation (PEO) of the Planning Commission.

The work relating to the remaining studies is in progress. On NREP, the Programme Evaluation Organisation (PEO) is currently undertaking an evaluation study in nine States, namely, Karnataka, Tripura, Gujarat, Uttar Pradesh, Kerala, West Bengal, Rajasthan, Punjab and Jammu & Kashmir.

(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 is spread over 16 States, in 33 districts and in 66 blocks. A total of 1170 families assisted during the year 1981-82 were covered. The results of the study indicate that as a result of the IRDP Programme:

(1) 90 per cent of selected sample beneficiaries felt that they benefited from the Programme;

(2) 90.7 per cent felt that their family employment had increased;

(3) about 88 per cent reported that their income had increased;

(4) 77 per cent felt that their consumption level had increased; and

(5) about 64 per cent felt that their overall status in village society had been elevated.

Of the 868 sample beneficiaries who were below the poverty line, 49.42 per cent had crossed the poverty line after they received the income-generating asset. A separate study done by the National Bank for Agriculture and Rural Development (NABARD), has also found that out of 1195 sample beneficiaries, 563 (47 per cent) crossed the poverty line as a result of IRDP assistance.

The studies on IRDP have also pointed out certain deficiencies in the implementation of the Programme. These deficiencies mainly relate to administrative and organisational set-up, uniformity in the fixation of physical and financial targets, low level of per capita investment, non-preparation of perspective plans and wrong identification of some beneficiaries etc. The implementation is being streamlined, and procedures reviewed to obviate these deficiencies.

SHRI INDRADEEP SINHA: Mr. Chairman, now this statement has been framed rather cleverly because the first part of the question is "whether the State Governments have failed to evaluate the IRDP and NREP." What is the answer? 'Guidelines on Integrated Rural Development Programme and National Rural Employment Programme emphasise on conduct of evaluation studies and, accordingly, some State Governments have carried out studies to evaluate IRDP and NREP'. Here a general principle is stated and a general observation is made, that some States have carried it out. Which are the States? The question is whether most of the States have failed to carry out the evaluation. So, I would like the hon. Minister (a) to name the States which have carried out such evaluation and those who have not?

SHRI PARVATHANENI UPENDRA: It is there in the third para.

SHRI INDRADEEP SINHA: No it is not there. You name the States which have not carried out such evaluations. This question becomes par-

ticularly relevant in view of the observations made in the report of the Comptroller and Auditor General in which specific instances have been cited about the states of Himachal Pradesh, Delhi and some other places where funds allocated for the IRDP were mis-spent on purchase of alcohol, on repair of vehicles, on construction of houses and sundry other things which are not part of the IRDP at all.

(b) I would like to know whether as a result of the evaluation made by the Programme Evaluation Organisation of the Planning Commission it has been found that 26 per cent of the selected beneficiaries were not at all eligible for that benefit, that they were mis-selected or wrongly selected, and whether it has been found, as a result of the mis-selection and as a result of lack of follow-up action, hardly 10 per cent of the beneficiaries have been able to cross the poverty line as has been found in a study by Prof. Nilkanth Rath?

SHRI BUTA SINGH: The hon. Member has asked about the States which have not done evaluation study. Sir, I have the names with me. The States in which the evaluation studies have been done are Gujarat, Kerala, Tamil Nadu, Punjab, Rajasthan, J. & K., Karnataka, Uttar Pradesh and Himachal Pradesh. These nine States have done it. Obviously, the other States have not yet completed it. As and when their evaluation is received, we can inform the hon. House.

Sir, one thing which I would like to highlight is that in the scheme of things, as mentioned in the opening para, the Government of India provided for undertaking this evaluation, and for that a separate provision has been made to each State or Union Territory. Sir a ceiling was fixed. It was earlier Rs. 20 000. It was raised to Rs. 40,000 for each States or Union Territory to undertake this

kind of evaluation. Sir, only these States have sent us the reports. About other States, reports, when we receive them, I will definitely place them before the august House.

The hon. Member mentioned about the percentage of the beneficiaries who have benefited from these various programmes, the IRDP, the NREP, the DPAP etc. There are four, five major teams which have done this work. It has been done by the Reserve Bank, the NABARD, the PEO and another agency. By and large there is an agreement. In the Reserve Bank study they have followed a certain special criteria which have not been followed by the other three agencies. They have gone at the prices prevailing at that time. Their percentage comes to 17 per cent, whereas the percentage of the other three agencies varies between 45 to 49 per cent. If we apply the rise in the prices in the study of the Reserve Bank, it also gives the same percentage, may be 40 to 42 per cent. Therefore, Sir, judging by these standards, norms, fixed by the Planning Commission, we can say that we have done fairly well on the national average. The implementation of these Schemes and the rate have been fairly well.

MR. CHAIRMAN: Second supplementary.

SHRI INDRADEEP SINHA: No. The other part has not been answered.

MR. CHAIRMAN: You include it in your second supplementary.

SHRI INDRADEEP SINHA: Okay.

SHRI CHANDULAL CHANDRAKAR: One thing. Sir, The next question is also nearly about the same thing. Can we combine it? That may be better, if the Members approve.

SHRI INDRADEEP SINHA: Sir, the part which the hon. Minister has not answered is whether it is a fact that in the State of Himachal Pradesh Rs. 38,000 were spent on rum, beer, whisky, soda, tea and biscuits from 1980-81 to 1983-84, according to the report of the Comptroller and Auditor General for the year 1983-84? Whether it is also a fact that a sum of Rs. 5.53 lakhs was diverted for the purchase of air-conditioners, colour television sets and three-wheeler scooters in Delhi. This part he has not answered.

MR. CHAIRMAN: I think you better put the second supplementary also, so that it can be answered together.

SHRI INDRADEEP SINHA: Now, coming to the basic concept of the IRDP programme, the Minister has admitted that there are variations in the estimates about the achievements of the programme because of varying standards adopted by the investigating agencies. Now, Sir, even if we take the evaluation programme, the estimate shows that about 47 per cent of the beneficiaries have crossed the poverty line. Now, Sir, keeping in view this fact that 26 per cent of the beneficiaries were not really eligible for the selection. So, 47 per cent of 74 per cent it comes between 30 to 35 per cent. Then, this 30-35 per cent also relates to the persons, the families so selected and not all the poor in the village. Therefore, there is nothing on record to dispute the conclusion reached by Dr Neelakant Rath that hardly 10 per cent of the poor, 7 to 10 per cent of the poor, have been able to cross the poverty line.

In view of these findings by eminent economists, I would ask the Honourable Minister whether Government have given consideration to the basic problem of removal of poverty in a country like India where vast inequality in the ownership of assets

prevail not only in the urban, but even more so in the rural areas.

In view of this prevailing gross inequality in the distribution of productive assets in the rural areas, whether the Government have given thought to this aspect of the problem that such programmes of removing poverty without altering the basic distribution of assets in the countryside are bound to end in failure. Therefore, a fundamental reform of the rural property structure is the need of the hour.

SHRI CHANDULAL CHANDRAKAR: Regarding the first question about Himachal Pradesh so much money has been spent on beer, rum, whisky and soda and what not. We have received a report. After getting the report of the comptroller and Auditor General wrote to the Government concerned asking them to furnish us the details. We have got a very detailed reply in which it has been clearly stated that a sum of Rs. 352 incurred on beer, rum, whisky and soda has been recovered. They have written all these things. We told them if there is some person who has committed this irregularity, the money should be recovered forthwith. We have also told them that if this is not done then we will not give the money later on. We have asked them to send a reply.

Regarding the news item published in a newspaper, the Government of Himachal Pradesh has taken a serious note of the unusual irregularity committed by the District Rural Development Agency, Mandi. On receipt of the enquiry report, instructions have also been issued to the District Rural Development Agency not to incur so much expenditure. They sent us a reply that a sum of Rs. 352 incurred on beer, rum, whisky and soda has been recovered from that officer. But the money spent was only Rs. 352.

MR. CHAIRMAN: Recovery is not the answer. Why was it spent?

SHRI CHANDULAL CHANDRAKAR: Only Rs. 352 was recovered.

SHRI R. MOHANARANGAM: Why was it spent?

SHRI CHANDULAL CHANDRAKAR: I may also mention that was a foreign team which had gone to Mandi district.

SHRI BUTA SINGH: Sir, a UNICEF team visited that particular State.

MR. CHAIRMAN: Two Ministers cannot speak at the same time.

SHRI BUTA SINGH: It was spent in an inauguration ceremony which was attended by some of the delegates of the UNICEF and later on, after this was pointed out, even that sum of Rs. 352, had been recovered from the officer concerned. Therefore, about the first part, the hon'ble Member had mentioned 49 per cent and then he deducted about 5 lakhs.

SHRI INDRADEEP SINHA: What about Delhi?

SHRI BUTA SINGH: I will tell you about Delhi also. There were three items: air-conditioner, television and three-wheeler, Sir, three-wheeler is used for implementation of the scheme. As regards air-conditioner and television, we have also written that they should recover this money. And Sir, about the percentage, the hon'ble Member said that 49.4 per cent is the overall progress but he wanted us to reduce about 17 per cent out of it for which the identifications were in respect of wrong beneficiaries. Sir, for his information, 49.4 is for the coverage of the poverty line. It is a proportion only of the eligible beneficiaries and not of those who were not eligible. They were wrongly selected.

SHRI INDRADEEP SINHA: He has not answered my question, Sir.

MR. CHAIRMAN: I have already told you that some answer has been given.

श्री सत्यपाल मलिक : श्रीमन्, माननीय प्रधान मंत्री जी ने भी अभी दो राज्यों का दौरा किया यह जानने के लिए कि इन कार्यक्रमों का क्या नतीजा हुआ। उनको भी यह मालूम हुआ कि इसमें बहुत-सी कमियाँ हैं। मैं माननीय मंत्री जी से निवेदन करना चाहूंगा कि जिस तरह का यह प्रोग्राम है वह तो जहांगीर के जमाने में भी चलता था जो कि हफ्ते में एक दिन पांच हजार रुपया गरीबों में बाँटते थे। आज देश के गरीबों की जो स्थिति है, उसमें इन कार्यक्रमों को पूरे नये सिरे से देखना चाहता हूँ, उनकी समीक्षा करना चाहता हूँ। मैं माननीय मंत्री जी से यह जानना चाहता हूँ कि ये जो कार्यक्रम गरीबों के लिये गांवों में चलाए गए हैं, इनमें बड़े पैमाने पर गड़बड़ी है। मैं बिना किसी शिक्षक के कहना चाहता हूँ कि गांव पंचायत से लेकर जिले के कलेक्टर तक, तथा बैंकों के मैनेजर्स तक इन प्रोग्रामों में सब का हिस्सा तय हो गया और बड़े पैमाने पर गावों के ठेकदार, गांव के सरपंच से लेकर बैंकों के मैनेजर, तहसील के अफसर आदि के कल्याण के कार्यक्रम ये बड़े पैमाने पर बनते जा रहे हैं। मैं माननीय मंत्री जी से जानना चाहता हूँ कि क्या आप ग्राम पंचायत के लिये, ब्लॉक के लिये, बैंकों के मैनेजर्स के लिये, एस० डी० एम० के लिये, इंजीनियरों के लिये, कलेक्टरों के लिये, उनके करेक्टर रोल में एन्ट्री इस हिमाब से लिखवायेंगे या लिखने का प्रावधान करेंगे कि उनके इलाके में कार्यक्रमों में कितना कार्य हुआ अथवा उनके इलाकों के कार्यक्रम ठीक से लागू किए गए कि नहीं ?

SHRI BUTA SINGH: Sir, it is a very good suggestion which I will follow with the appropriate authority.

SHRI GURUDAS DAS GUPTA: Sir, I shall only say in view of the seriousness of the complaints that my hon'ble friend has made about irregularities in the purchase, the Minister has only said that small portion of the money has been recovered. But I would like to know concretely from him what is the guarantee, what is the safeguard that he will promise that any such diversion in the case of IRDP fund utili-

sation shall not take place because. Sir, the report of the Comptroller General is only a tip of the ice-berg. The same thing happen in many States. Even the Prime Minister while visiting Orissa said that openly, that the fruit of the IRDP programme does not trickle down to the poor at the bottom. Therefore, There must be a safeguard that the funds earmarked for IRDP is not diverted. In view of inflation which is going on in the country, the poor people in the country side are losing their purchasing power and we have press reports that mothers are selling their babies. And we have press reports that mothers are selling their babies. The mothers are so poor that they even sell their babies. This is the situation.

MR. CHAIRMAN: What is your question?

SHRI GURUDAS DAS GUPTA: I am describing the condition of the people.

MR. CHAIRMAN: You need not describe. Put your question.

SHRI GURUDAS DAS GUPTA: The IRDP is an anti-poverty programme. My question is that the anti-poverty programme is being carried out with the utmost callousness, with corruption, with no safeguard that it will go down to the people for whom it is meant.

SHRI BUTA SINGH: I cannot dispute the adjectives used by the hon. Member. But as the House should be very well aware, the whole programme is implemented by the State agencies, and we can at best monitor it. The only guarantee that I can make is that while making the next year's allocations, I can deduct the amount which, according to the Auditor - General's report or according to our findings, has not been properly used. Or the other thing which we are contemplating is, we are trying to devise a machinery by which we can have a very close monitoring and also concurrent evaluation.....

SHRI GURUDAS DAS GUPTA: Why have you not asked for suspension of the concerned officers?

MR. CHAIRMAN: Don't answer that.

SHRI BUTA SINGH: These are various details which the State Governments will have to implement. Naturally if an officer has been found wanting or has been doing all sorts of things with the national programmes, the State Government must take action. We will definitely ask the State Governments to take action. The other hon. Member also mentioned that these things should form part of the confidential report. It is a good idea. But how best we can implement it, we will have to discuss with the appropriate authorities. Sir, according to the observation made by the hon. Prime Minister in the Consultative Committee and also his observations made on the spot during his meetings with the people, we are constantly in touch. We are to follow the directions of the hon. Prime Minister. The country as a whole is concerned about the implementation of this very vital programme for the alleviation of poverty in the country. We are very much concerned and we are evolving methods by which it will be ensured that nobody can try to play with the implementation of these basic needs of our people, and strict action will be taken against those authorities who are not implementing the programmes according to the objectives with which they were formulated. But, Sir, I will request the hon. Members to kindly associate themselves with this because we are now providing that at the district level and at the State level, the people's representatives should be closely associated with the monitoring and implementation of these programmes. So I will request the hon. Members also to keep abreast with the implementation of these programmes and as and when they find something, they are free to write to us and they are free to

write to the respective Chief Ministers. We are willing to go into every detail of the suggestions made by the hon. Members.

SHRI N.K.P. SALVE: Sir, the IRDP and the NREP are extremely important programmes which we have given to ourselves for the amelioration of the conditions of the poor. They have to be implemented through bureaucratic agencies and, therefore, any amount of general criticism will come. But, Sir, there is a specific criticism levelled by the CPI Member that some beer and rum and soda were supplied. And the hon. Minister has replied that it was supplied to the foreign delegation and the money—Rs. 352, a large amount—has been recovered. May, I therefore, ask of the Minister; since the Member would not object to at least soda being served, will he refund the money for soda at least?

MR. CHAIRMAN: No answer is required. Mr. Virendra Verma.

श्री वीरेंद्र वर्मा : क्या माननीय मंत्री जी यह बताने की कृपा करेंगे कि हाल ही में रिजर्व बैंक ऑफ इंडिया और राष्ट्रीय कृषि और ग्रामीण विकास बैंक ने कर्नाटक सेमिनार में यह स्पष्ट तौर पर बताया था कि जो सम्बन्धित ग्रामीण विकास योजनाएँ हैं और जो राष्ट्रीय ग्रामीण रोजगार योजनाएँ हैं इनमें गलत लोगों को धन दिया गया है, गलत लोगों का चयन किया गया है और धन का दुरुपयोग भी हुआ है ? क्या माननीय मंत्री जी के नोटिस में यह बात आई है और यदि आई है तो उसके बारे में क्या कार्यवाही की गई है ? पार्टी की मेरा यह है कि जब धन दिया जाता है और जैसा कि पता चला है कि वह गलत लोगों को भी दिया गया है तो मेरा स्पेसिफिक क्वेश्चन यह है कि क्या आप के पास कोई अप्रॉपर सुपरविजन एजेंसी है जो यह देखे कि जिस कर्म के लिये धन दिया गया है उस काम में उसका प्रयोग हुआ है अथवा वह खा लिया गया है अथवा विवाह-शादियों में उसका प्रयोग किया गया है ? तो मंत्री महोदय स्पेसिफिकली अप्रॉपर सुपरविजन एजेंसी के बारे में बतायें ?

श्री बूटा सिंह : सम्पाति महोदय, जहाँ तक कि कहाँ पर इसका रांग आइडेंटिफिकेशन हुआ है, जो हमारे पास चार बड़ी एजेंसियों की रिपोर्ट आई है...

श्री वीरेंद्र वर्मा : मैंने जो कहा वह रिजर्व बैंक आफ इंडिया के ...

श्री बूटा सिंह : यह "ए" पार्ट का है। "नाबार्ड" ने कहा है कि 15 प्रतिशत रांग आइडेंटिफिकेशन किया है, रिजर्व बैंक ने कहा कि 16 प्रतिशत, इसी तरह महाराष्ट्र में जो स्टडी की गई है उसमें 20 प्रतिशत कहा गया है और जो पी.डी.ओ. की ओर से हुआ है उसमें 26 प्रतिशत है। केरल प्लानिंग बोर्ड ने कहा है कि यह 19 प्रतिशत है। यह मात्रा उन लोगों की है जिनके बारे में इन चार एजेंसियों ने कहा है, कि गलत तौर पर दी गयी है।

माननीय सदस्य ने आफ्टर मूवरविजन्त एजेंसी के बारे में पूछा। मैंने पहले ही मूल प्रश्न के उत्तर में कहा था कि हम इस पर सीरियसली सोच रहे हैं कि एक सैन्ट्रल इम्प्लीमेंटेशन स्कीम बने; क्योंकि यह मसला सभी राज्य सरकारों और सभी राज्यों के अधिकारों से ताल्लुक रखता है, इसलिये हम सभी राज्यों के साथ परामर्श करके कोई इन तरह का संगठन, इस तरह का आर्गनाइजेशन कायम करना चाहते हैं, जिससे यह जो और जैसा कि साल्वे जी ने कहा कि यह लोगों के जीवन का प्रश्न है, इसलिये इस प्रोग्राम के साथ खिलवाड़ न हो सके। इसमें कोई हेराफेरी न हो सके, इसके लिये आवश्यक है कि केन्द्रीय स्तर पर इस तरह का संगठन कायम हो जाय, कोई मोनेटैरिंग एजेंसी कायम हो जाय और जैसा कि मैंने पहले ही संकेत किया है इसके लिये हम सभी राज्य सरकारों से बातचीत करेंगे।

Modifications of IRDP and DPAP

*163. DR. H. P. SHARMA:†
SHRI BHAGATRAM
MANHAR:

Will the Minister of AGRICULTURE AND RURAL DEVELOPMENT

†The question was actually asked on the floor of the House by Dr. H.P. Sharma.

be pleased to state:

(a) whether the Prime Minister has expressed the view that the Integrated Rural Development Programme and the Drought Prone Area Programme would have to be recast with a view to making the Programmes successful in their objective of ameliorating the conditions of the poor;

(b) if so, what specific modifications in these programmes were desired to be made by the Prime Ministers; and

(c) what steps have been taken in this regard?

THE MINISTER OF STATE IN THE DEPARTMENT OF RURAL DEVELOPMENT (SHRI CHANDULAL CHANDRAKAR): (a) to (c) A Statement is laid on the Table of the House.

Statement

The Prime Minister has laid stress on improving the effectiveness and impact of the programmes for alleviating poverty. The need for directing benefits of these programmes the poorest of the poor has also been emphasised.

Following steps have been taken to improve the implementation of IRD Programme in the VII Plan:

(1) a higher investment per family including package of assistance to enable a proper return on investment.

(2) 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.

(3) the approach of uniformity, for physical and financial achievements, has been changed to one of selectivity based on incidence of poverty.