

22

**STANDING COMMITTEE ON  
URBAN AND RURAL DEVELOPMENT  
(1998-99)**

**TWELFTH LOK SABHA**

**MINISTRY OF RURAL AREAS AND EMPLOYMENT  
(Department of Wastelands Development)**

**DEMANDS FOR GRANTS  
(1999-2000)**

**TWENTY-SECOND REPORT**



**LOK SABHA SECRETARIAT  
NEW DELHI**

1.3657R

3.22.2

COMMITTEE ON URBAN & RURAL DEVELOPMENT  
(1998-99)

Corrigenda to the 22nd Report  
(12th Lok Sabha)

<u>Page</u>	<u>Para</u>	<u>Line</u>	<u>For</u>	<u>Read</u>
(iii)	-	Last from bottom	Bandhopadhay	Bandyopadhyay
(v)	-	3 from top	Council for Advancement of Rural People's Action and Technology	Council for Advancement of People's Action and Rural Technology
1	1.1	9 from top	Wastlands	Wastelands
5	2.9	7 from top	<u>delete</u> when	<u>before</u> all
5	2.9	7 from top	<u>add</u> about the time by which <u>before</u> all the states	
11	3.4	3 from top	Shceme	Scheme
13	3.9	2 from bottom	framers	farmers
14	3.11	3 from top	Rs. 32 crore	Rs. 2 crore
16	3.18	7 from top	necessary	necessary
17	-	4 from bottom	wastlands	wastelands
29	3.14	4 from bottom	not	note

**TWENTY-SECOND REPORT**  
**STANDING COMMITTEE ON**  
**URBAN AND RURAL DEVELOPMENT**  
**(1998-99)**

**(TWELFTH LOK SABHA)**

**MINISTRY OF RURAL AREAS & EMPLOYMENT**  
**(Department of Wastelands Development)**

**DEMANDS FOR GRANTS**  
**1999-2000**



सत्यमेव जयते

*Presented to Lok Sabha on 22.4.1999*  
*Laid in Rajya Sabha on 23.4.1999*

**LOK SABHA SECRETARIAT**  
**NEW DELHI**

*April, 1999/Chaitra, 1921 (Saka)*

Price : Rs. 16.00

ARY

101323(3)

Date.....

LC

228.36576

N8.22

© 1999 By LOK SABHA SECRETARIAT

Published under Rule 382 of the Rules of Procedure and Conduct of Business in Lok Sabha (Ninth Edition) and Printed by Jainco Art India, 13/10, W.E.A., Saraswati Marg, Karol Bagh, New Delhi-110 005.

## CONTENTS

	PAGE
COMPOSITION OF THE COMMITTEE .....	(iii)
ACRONYMS.....	(v)
INTRODUCTION .....	(vii)

### REPORT

CHAPTER I	Introductory.....	1
CHAPTER II	Analysis of Demands for Grants .....	2
CHAPTER III	Evaluation Scheme-wise .....	10

### APPENDICES

I.	Statement showing the estimation by various agencies .....	17
II.	Statement showing year-wise allocation of funds .....	18
III.	Recommendations of the High Level Committee .....	20
IV.	Minutes of the 40th sitting of the Committee on 31.3.1999.....	22
V.	Extracts of the Minutes of the 43rd sitting of the Committee on 6.4.1999 .....	24
VI.	Statement of Observations/Recommendations .....	26

COMPOSITION OF THE STANDING COMMITTEE ON  
URBAN & RURAL DEVELOPMENT (1998-99)

Shri Kishan Singh Sangwan — *Chairman*

MEMBERS

*Lok Sabha*

2. Shri D.S. Ahire
- \*3. Shri Tariq Anwar
4. Dr. Shafiqur Rahman Barq
5. Shri Padmanava Behera
6. Shri Sriram Chauhan
7. Shri Shivraj Singh Chouhan
8. Shrimati Malti Devi
9. Shri Ramkrushna Suryabhan Gavai
10. Shri Mitha Lal Jain
11. Shri Akbar Ali Khandokar
12. Shri Vinod Khanna
13. Shri Subhash Maharia
14. Shri Bir Singh Mahato
15. Shri Subrata Mukherjee
16. Shrimati Ranee Narah
17. Shri Chandresh Patel
18. Shri Rameshwar Patidar
19. Shrimati Jayanti Patnaik
20. Shri Mullappally Ramachandran
21. Shri Gaddam Ganga Reddy
22. Dr. Y.S. Rajasekhar Reddy

---

\*Nominated *w.e.f.* 18.3.1999 *vice* Shri Sudip Bandhopadhyay.

23. Shri Ramjidas Rishidev
24. Shri Chatin Singh Samaon
25. Shri Nikhilananda Sar
26. Shri I.M. Jayaram Shetty
27. Shri Daya Singh Sodhi
28. Shri Vithal Baburao Tupe
29. Dr. Ram Vilas Vedanti
30. Shri K. Venugopal

*Rajya Sabha*

31. Shrimati Shabana Azmi
32. Shrimati Vyjayantimala Bali
33. Shri Nilotpal Basu
- \*34. Shri Jhumuklal Bhendia
- \*35. Dr. M.N. Das
36. Shri N.R. Dasari
37. Shri John F. Fernandes
38. Shri C. Apok Jamir
39. Shri Onkar Singh Lakhawat
40. Prof. A. Lakshmisagar
41. Shri Jagdambi Mandal
42. Shri O.S. Manian
43. Dr. Mohan Babu
44. Shri N. Rajendran
45. Shri Suryabhan Patil Vahadane

SECRETARIAT

1. Shri G.C. Malhotra — *Additional Secretary*
2. Shri S.C. Rastogi — *Director*
3. Smt. Sudesh Luthra — *Under Secretary*

## ACRONYMS

BE	—	Budget Estimates
CAPART	—	Council for Advancement of Rural People's Action and Technology
DDP	—	Desert Development Programme
DOWD	—	Department of Wastelands Development
DPAP	—	Drought Prone Areas Programme
DRDA	—	District Rural Development Agency
EAS	—	Employment Assurance Scheme
HLC	—	High Level Committee
ICAR	—	Indian Council for Agricultural Research
IPS	—	Investment Promotional Scheme
IWDP	—	Integrated Wastelands Development Project
JRY	—	Jawahar Rozgar Yojana
NABARD	—	National Bank of Agriculture and Rural Development
NGO	—	Non-Governmental Organisation
NIRD	—	National Institute of Rural Development
NRSA	—	National Remote Sensing Agency
ODI	—	Overseas Development Institute
PIA	—	Project Implementation Agency
RE	—	Revised Estimates
SAUs	—	State Agriculture Universities
UT	—	Union Territory
VA	—	Voluntary Agency



## INTRODUCTION

1. I, the Chairman of Standing Committee on Urban & Rural Development (1998-99) having been authorised by the Committee to submit the Report on their behalf, present the Twenty Second Report on Demands for Grants (1999-2000) of the Department of Wastelands Development of Ministry of Rural Areas & Employment.

2. Demands for Grants have been examined by the Committee under Rule 331E (1) (a) of the Rules of Procedure and Conduct of Business in Lok Sabha.

3. The Committee took evidence of the representatives of the Ministry of Rural Areas & Employment (Department of Wastelands Development) on 31st March, 1999.

4. The Report was considered and adopted by the Committee at their sitting held on 6th April, 1999.

5. The Committee wish to express their thanks to the Ministry of Rural Areas & Employment (Department of Wastelands Development) for placing before them the requisite material in connection with the examination of the subject.

6. The Committee wish to express their thanks to the officers of the Ministry of Rural Areas & Employment who appeared before the Committee and placed their considered views.

7. They would also like to place on record their sense of deep appreciation for the invaluable assistance rendered to them by the officials of the Lok Sabha Secretariat attached to the Committee.

NEW DELHI;  
April 14, 1999  
Chaitra 24, 1921 (Saka)

KISHAN SINGH SANGWAN,  
*Chairman,*  
*Standing Committee on*  
*Urban & Rural Development.*

## CHAPTER I

### INTRODUCTORY

1.1 The Department of Wastelands Development has been working under the Ministry of Rural Areas and Employment since 1992. The main Subjects of the Department are as under:—

- (1) National Wastelands Development Board;
- (2) National Land use and Wastelands Development Council;
- (3) Promotion of Rural Employment through Wastelands Development;
- (4) Research and Development of appropriate low cost technologies for increasing productivity of wastelands in sustainable ways.

1.2 The total Demand for Grant of the Department for 1999-2000 is for Rs. 101.26.

1.3 The Demand for Grant of the Department is presented to Parliament under Demand No. 72.

1.4 The detailed Demand for Grant of the Department was laid in Parliament on **10th March, 1999**.

1.5 In the present Report, the Committee have examined the overall allocation as well as the respective schemes of the Department *viz.* (i) Integrated Wastelands Development Project, (ii) Support to NGOs/ Voluntary Agencies, (iii) Technology Development Extension and Training, (iv) Wastelands Development Task Force, (v) Investment Promotional Scheme in the context of budgetary allocation in Demands for Grants for the year 1999-2000.

## CHAPTER II

### ANALYSIS OF THE DEMAND FOR GRANT OF THE DEPARTMENT OF WASTELANDS DEVELOPMENT (MINISTRY OF RURAL AREAS & EMPLOYMENT)

#### **Extent of Wastelands in the Country**

2.1 As per the written note of the Department there are varying estimates in regard to the quantification of degraded/wastelands. These estimates vary from 38.5 million hectares to 187 million hectares. A statement showing the estimation by various agencies is given in the Appendix-I.

2.2 As per the written information made available to the Committee, National Remote Sensing Agency (NRSA) has been assigned the task of undertaking a survey using remote sensing satellite imageries. As per the information made available to the Committee in the material for official evidence, the mapping of 241 districts has been completed so far and the mapping of the remaining districts would be completed by the end of June, 1999. However, according to the latest data 290 districts have been covered so far.

While examining the Demands for Grants 1997-98 & 1998-99, the same data with regard to the mapping completed by NRSA *i.e.* 241 districts was submitted.

2.3 The Committee note that even if the updated data, in respect of the districts for which mapping has been completed by NRSA *i.e.* 290 districts is taken into account, they feel that very little progress has been made since 1996-97. They feel that realistic data with regard to category-wise extent of wastelands is the pre-requisite for making planning in this regard. In view of it, they would like to recommend that earnest efforts should be made to complete the mapping in the remaining Districts at the earliest.

**Comparative data with regard to the overall outlay made for the  
Department of Wastelands Development.**

2.4 The statement showing the comparative data in respect of outlays made during 8th Plan & Annual Plan of 9th Plan is at Appendix-II.

**Total funds required**

2.5 When asked about the total funds required to develop the wastelands in the country, it has been submitted in the written note that as per the details furnished by NRSA, there is 57.4 mha of non-forest wastelands in the country. To treat this land, a sum of Rs. 23,000 crore is required. The Department of Wastelands Development had requested the Planning Commission to allocate Rs. 3755.00 crore to the Department in the Ninth Five Year Plan. However, the Planning Commission has allocated a sum of Rs. 443.93 crore for the Ninth Five Year Plan and Rs. 101.00 crore for the year 1999-2000. The Department will be utilising this amount for the development of wastelands through the various schemes of the Department.

2.6 On the question of total funds required annually, if the total wastelands is planned to develop within 15 years, the Secretary during the course of oral evidence stated:—

“For 175 million hectares, we would require Rs. 87,500 crore. If we spread it over 15 years and provide for inflation at the current prices, we would require Rs. 6,000 crore annually.”

**Multiplication of Departments in the task of development of  
wastelands in the country**

2.7 There are various Ministries/Departments involved in the task of development of wastelands in the country like Ministry of Agriculture, Ministry of Rural Areas & Employment, Ministry of Environment and Forests etc. Further within the Ministry of Rural Areas and Employment besides the Department of Wastelands Development, funds are allocated for watershed development under various schemes like Desert Development Programme (DDP), Drought Prone Area Programme (DPAP), Jawahar Rozgar Yojana (JRY) & Employment Assurance Scheme (EAS). In the Department of Wastelands Development there are many schemes, the details of which are given in the subsequent paras of the Report.

Besides Central Sectoral Programmes, while stating the work done by State Governments, the Secretary during the course of oral evidence stated:—

“I would also like to submit that whatever we are doing in addition to what the State Governments are doing is that there are schemes being implemented through NABARD and through bilateral aid agencies like the DFID, the KFW of the Danish Government; and the World Bank is also showing a lot of interest in this field. We are trying to have a convergent approach involving all these agencies.”

On the issue of integration of the work done by different Ministries/Departments/Organisations in Central Government and States, it was stated:—

“The Finance Minister has also made a statement in Parliament during the Budget speech. Within the Ministry, we are trying now to integrate it. We have taken effective steps to see that within the Ministry itself, there is common guideline and common implementation schedules. There are several Departments and Ministries handling this subject. There is Ministry of Agriculture; we have Ministry of Environment and Forests and partly we also have the Ministry of Water Resources; We further have some international agencies. So, multiple agencies are now in the field. We are now trying to see that inter-ministerially a Committee is appointed. Already our Minister has written a letter to the Deputy-Chairman of the Planning Commission to head a Committee and try and see that all of them are drawn under one umbrella, subjected to common guidelines.”

### **Time bound Action Plan to develop Wastelands in the Country**

2.8 When asked whether the Department has chalked out any time bound action plan to develop the extent of wastelands in the country, the Secretary during the course of oral evidence submitted:—

“ . . . . . If 10-15 years are there, we will work backward. In these 15 years in which you want us to develop the entire area, we would anticipate how much money is required, which organisation is to be strengthened, which technology is required

and all that. We can do that. Right now it is open. Whatever money is given to us, we are trying to react to that rather than proactively plan for a long time. That is the point I would like to submit to the hon. Chairman and the hon. Committee. If you could give us a challenge that in 5-10 years we have to develop it, we will work backward. We are at the receiving end. We do not know how much we will get in the next Five Year Plan. Once it is known, we can take advance action. Some finality, predictability and transparency in the whole thing must be ensured."

### **Perspective Plans by the State Governments to develop the wastelands in a time-bound Programme**

2.9 On the issue of Perspective Plan by States to develop wastelands in the country, the Secretary during the course of oral evidence submitted that they had requested all State Governments to prepare national perspective plans in respect of their States. Andhra Pradesh, Maharashtra and Madhya Pradesh have already prepared the plans for implementing the schemes.

When asked when all the States would be able to finalise their Perspective Plan, it was submitted before the Committee during evidence that within the next six months it would be ensured that most of the States are ready with the Perspective Plan.

### **Physical Achievement in respect of the development of wastelands in the country**

2.10 During evidence the Secretary submitted that they have been doing work only on nine percent of the total extent of the land in the country.

When asked for the reasons for such a slow progress it was submitted before the Committee:—

"First is systemic failure. The system itself is not very helpful to enable the take-off of this. Secondly, we have organisational front. The users, the farmers involved, the people involved, must also be involved in this to develop wasteland. Thirdly, we have problem about funds. Who should fund it, is another problem. The State Governments are not having funds; the Central Government is not giving adequately; the funding agencies are

not doing it. Fourthly, we have problems relating to the norms which are prescribed. Rs. 4000 per ha. is hardly adequate. ODI has recommended that at least Rs. 6000 per hectare must be given because of the high cost involved. All these things are taken into account; we are now taking action on the basis of the findings of the evaluation committee, to make this programme implementable."

Further while highlighting the good work done in the field, the Secretary stated as below:—

"We are aware of the good work done by Shri Hazare. He is already helped by our Department. He has drawn money from here and from CAPART. We have gone and spent some time there. He is a member of the team. We convened a meeting and he has been requested to develop training modules for the watershed development programme and how to really upgrade the skills of the people involved.

You must be very happy to note that States like Andhra Pradesh and Karnataka are making use of his services to develop areas. In Andhra Pradesh he is going there almost every month and trying to encourage people to take this up. As you are aware, watershed programme has multiple users which will improve vegetative cover, forest, fuel and fodder and it will also improve ground water recharge, enabling the people, cattle to draw drinking water, apart from ecological improvement that takes place. We are completely aware of this.

Shri Anna Hazare is a very important member of the team. He is involved to plan out the entire programme, training schedules, implementation, monitoring, etc. So, I would like to submit that we are fully using his services. If the Members would like to submit some more names who have done some good work in this regard, we are prepared even to invite them, learn from them and also use them for taking up this work on an extensive scale."

**2.11 It is noted that the budgetary allocation of the Department i.e. Rs. 100 crore annually is just a token amount when compared with the total demand of Rs. 6,000 crore annually required for the purpose. Further it is also found that funds are allocated under the**

**different schemes under different Departments/Ministries. Besides State Governments are also providing funds under their different schemes. The Committee observe that taking together all the above mentioned Central and State Sector Schemes, huge funds are allocated annually. It is found that there is not only scarcity of resources, but there is systematic failure as acknowledged by the Secretary himself. Observing the scenario, the Committee strongly recommend that:—**

- (i) the different schemes/programmes under different Ministries/Departments should be brought under one umbrella. This will not only ensure the coordination amongst various sectors but will also solve the problem of funds.**
- (ii) proper, planning at the national and State level has to be made. After getting the realistic data about the extent and category-wise wastelands in the country, the States should be directed to finalise their perspective plans. Based on the States plans, national action plan to cover the entire wastelands in the country within 10-15 years should be chalked out.**
- (iii) not only the funds under the Department of Wastelands should be enhanced, but the Department should be ready with the projects to ensure 100% utilisation of funds.**
- (iv) the respective States should be requested to take the benefit of the work done by the experts in the field. Seminars, workshops should be organised where the representatives of the implementation agencies and the experts should be invited.**

#### **Coordination with the Research Institutes in the country**

2.12 As per the written note of the Department, the Department of Wastelands Development (DoWD) is interacting with the Directors of ICAR Institutions and Vice-Chancellors of States Agriculture Universities (SAUs) in the annual interfacing meeting for better coordinated approach. On the basis of requests from this Department, ICAR & SAUs are providing technical back-up for scientific inputs to the Watershed Development Programmes. For this purpose, the near-by Institutions of ICAR & SAUs have been attached and the services of their scientists are available at District level for Wastelands Development Projects.



In addition, 6 Pilot Projects on Research & Development of Watershed model for different Agro-climatic zones have also been entrusted to ICAR (Central Soil & Water Conservation Research & Training Institute, Dehradun) with the funding support of DoWD, which also *inter-alia* led to coordinated approach with scientific inputs for restoration of wastelands into productive use.

2.13 Further the Secretary during the course of oral evidence submitted:—

“There are some districts which have been covered under the programmes attaching them to scientists on the ICAR Institute and State Agricultural Universities. They have already taken it up. We have already identified the district-wise nodal agencies, the technical agencies which should really prepare the plan and also the nodal persons, the name of the scientist who will be incharge, catalyst of the programme. It has been done for Andhra Pradesh, Arunachal Pradesh, Assam, Bihar and other States.”

2.14 While appreciating the steps taken by the Department to coordinate with the Research Institutes in the country, the Committee would like that all the districts should be attached to scientists of the ICAR Institutes and State Agricultural Universities.

### Training

2.15 As per the written note, the Eswaran Committee has identified various levels which are to be trained and modules of training for various levels of functionaries. Further, it has been mentioned that a suitable scheme for financial support to identified training Institutions in various States is under consideration.

State level Training Institutes like SIRDs/ETCs/SAUs and any other organizations recognised by State Government for imparting training for Watershed Development including NGOs etc. will be provided financial assistance for training. In addition, the National Level Training Organisations like NIRD, MANAGE, NAA (Mussorie), CSWCR&TI (Dehradun) etc. will also be provided funds for imparting training for Watershed Development.

It has further been stated in the written reply that the expenditure on training will be met out of “Communication” head, under which a provision of Rs. 3.00 crore has been kept for 1999-2000.

**2.16 The Committee feel that Rs. 3 crore earmarked for imparting training to various level of functionaries is not sufficient. It is urged that the adequate funds should be provided to different Training Institutes as training is the basic input for the successful implementation of the different projects.**

**The Report of High Level Committee by Shri Mohan Dharia**

**2.17 A High Level Committee on Wastelands Development (HLC) under the Chairmanship of Shri Mohan Dharia was constituted in November, 1994. The Committee submitted its report on 8th December, 1995.**

When asked about the implementation of the recommendations, the Government in their written note have furnished the recommendations of the High Level Committee which have finally been agreed to by the Government. The same have been given at *Appendix-III*.

**2.18 While noting that some of the recommendations made by the High Level Committee have finally been accepted by the Government, they recommend that these should be implemented expeditiously.**

## CHAPTER III

### Evaluation Scheme-wise

#### INTEGRATED WASTELANDS DEVELOPMENT PROJECT SCHEME (IWDP).

#### Physical and Financial Achievements

Physical and Financial Achievements under IWDP Scheme are as follows—

Year	Physical (In ha.)		Financial (Rs. in crores)	
	Target	Achievements*	Target	Achievements**
1992-93	15,000	27,000	16.83	16.83
1993-94	57,956	50,000	40.72	44.49
1994-95	65,000	65,000	49.20	53.04
1995-96	58,000	58,000	49.50	51.00
1996-97	84,000	84,000	50.50	50.80
Total 8th Plan	2,79,956	2,84,000	206.75	216.16
1997-98	1,27,000	90,000	74.50	53.95
1998-99 (up to 31.12.98)	(up 1,37,000	66,000	82.10	39.98
B.E. 1999-2000	1,36,750		82.00	

\*Releases made for treatment of areas.

\*\*Releases made to DRDAs/States etc.

3.2 When asked for the reasons for the shortfall in financial and physical achievement under one of the flagship scheme of Department i.e. IWDP, the Department in their written note have submitted that during 1997-98, the outlay at RE stage was reduced as the Department was unable to release proportionate funds under the ongoing IWDP

projects. Since the projects under the scheme are area-based and require high amount of motivation, hence DRDAs take a lot more time to utilize the funds. However, amount allotted at RE level was fully utilized. While submitting the reasons for the slow implementation of IWDP, the Department in their written note stated that the projects under IWDP Scheme are being implemented on the new guidelines for watershed development. These guidelines prescribe for detailed community organisation and participatory approach in execution of the projects. The DRDAs and PIAs take considerable time in community organisation and training. Thus, about two years have been spent in initial take off and to acquaint the people at the grass root level. This is also confirmed by the reports of the evaluators and the observations during the field visits by the officials of the department and the State Governments.

3.3 The Committee take serious note of the fact that the slow implementation of one of the flagship scheme of the Department of Wastelands Development is the main reason for cut imposed by Planning Commission at RE stage during 1997-98. While recommending for higher outlay under the scheme, the Committee recommend that adequate attention should be paid to the implementation of the scheme so as to ensure 100% utilisation of the allocated money.

#### **Implementing Agencies for IWDP**

3.4 On the issue of strengthening of Implementing machinery for IWDP, the Department in their written note have stated that for strengthening the implementing machinery for IWDP scheme, the "State Watershed Programme Implementation and Review Committee" at State level should periodically meet and review the actual implementation of the projects in the field. There is also a need to sensitize the DRDAs/PIAs and other functionaries involved in the implementation of the Watershed Development Projects.

The Department have sanctioned 242 projects (128 under old guidelines and 114 under new guidelines) upto 22.3.1999. Out of these projects, 51 projects have been completed/closed.

3.5 It is noted that one of the reasons for the slow progress of IWDP is the inadequate implementing machinery. The Committee, therefore, recommend that Government should review the position of the implementing machinery in all the States. As suggested by the Department, necessary guidelines should be issued for periodical

meeting of State Watershed Programme Implementation and Review Committees. Not only that, the Department should also monitor the position in this regard.

### SUPPORT TO NGOS/VAS

3.6 As per the written information the physical and financial targets and achievement under support to NGOs/VAs during 1997-98, 1998-99 and 1999-2000 of the Department of Wastelands Development are as follows—

	Physical (ha)		Financial (crore)	
	Target	Achievement	Target	Achievement
1997-98	5300	3441	4.00	2.60
1998-99 (up to Jan'99)	2650	2417	2.00	2.00
1999-2000	2650	—	2.00	—

3.7 When asked for the reasons for shortfall in physical and financial achievement it has been submitted in the written note that the reasons for shortfall in achievement of physical as well as financial target during the year 1997-98 was due to non-receipt of evaluation reports from most of the evaluators and also transfer of most of the projects to CAPART. There is no shortfall in achievement of physical as well as financial target during the year 1998-99.

As per Annual Plan 1999-2000, all projects under the scheme are now being sanctioned by CAPART. The Department has transferred all fresh applications and on-going projects under the scheme to CAPART except 75 cases which are being implemented by co-operatives and trusts etc.

All the fresh project proposals received from co-operative and trusts, etc., will be transferred to CAPART.

When asked for the reasons for transferring the projects under the scheme to CAPART, the Department in their written note have submitted that as CAPART is having better infrastructure in dealing with NGOs/VAs, it was decided to transfer the new project proposals as well as on-going projects to CAPART.

It has further been stated that CAPART will sanction the new project proposals received under the Scheme "Support to NGOs/VAs"

**3.8 While appreciating the steps taken by the Government to implement the scheme through CAPART, it is recommended that the implementation should be strongly monitored. To bring transparency, it is recommended that some sort of coordination should be maintained between CAPART & Gram Panchayats. Necessary guidelines in this regard should be made and issued to all the State Governments & CAPART.**

### **INVESTMENT PROMOTIONAL SCHEME**

**3.9 As per the written note, the Scheme has been restructured in August 1998 and the following changes have been brought in the restructured scheme:—**

- Priorities are given to promote group of farmers belonging to small, marginal & SCs/STs with maximum central subsidy ranging from 25–50% of the project cost for on-farm development activities.
- Beneficiaries of marginal and SC/ST category farmers need not provide promoters contribution.
- Regarding identification of wastelands there will be a joint inspection by the concerned Revenue Authorities and Bankers. The certificate to be obtained from the Revenue Authorities has been made simplified.
- Provision of funding support of 3% by DoWD for the Development Project cost has been incorporated for promoting/mobilising group of farmers & linkages with banks/financial institutions.
- To ensure availability of funds in the rural areas, besides Nationalised Banks, more financial institution namely, Land Development Banks, Co-operative Banks and Regional Rural Banks have been included.
- The quantum of eligibility of subsidy has been increased to Individual/group of framers belonging to SCs/STs up to a maximum subsidy of Rs. 25 lakhs.

- Financial support has been extended only for on-farm development activities excluding provision for non-productive activities such as farm house, farm laboratories, goat/sheep rearing etc.
- Financial support has been given only for agro-forestry projects including promotion of projects of medicinal plants.
- The upper limit of the project cost per ha. for on farm development activities has been restricted to Rs. 20,000/-

3.10 The projects are monitored regularly on half-yearly basis through progress reports received from project implementing agencies. Monitoring is also done through periodical review and field-visit of the projects.

Year	Physical		Financial	
	Target (in ha)	Achievement	Target (Rs. in lakhs)	Achievement
1996-97**	100	5	100.00	0.84
1997-98**	500	—	100.00	—
1998-99*	100	—	160.00	—
1999-2000	600	—	200.00	—

\*The Scheme was restructured and revised guidelines circulated in August, 1998.

\*\*No projects were sanctioned as DoWD was asked to re-structured the Scheme by the Standing Committee of Parliament, Planning Commission and Ministry of Finance.

3.11 The Committee note the various features of the restructured scheme. They find that the outlay earmarked for the scheme during 1999-2000 i.e. Rs. 32 crore is too meagre to make any impact. It is, therefore, recommended that adequate outlay should be provided for the restructured scheme.

#### **TECHNOLOGY DEVELOPMENT, EXTENSION AND TRAINING SCHEME**

3.12 The Technology Development, Extension and Training Scheme was launched in February 1994 and became operational in 1995 with the objective of (i) Development of data base for Department of

Wastelands; (ii) operationalisation of cost effective and proven technologies for development of various categories of wastelands; (iii) implementation of location specific pilot projects/demonstration models; (iv) dissemination of research findings; (v) evaluation of these models; (vi) organising of publicity, awareness campaign, seminar/conferences, circulation of hand-outs/extension materials.

3.13 As per the written information forwarded to the Committee an amount of Rs. 5.60 crore has been spent out of the revised estimate 1997-98 of Rs. 7.50 crore (*i.e.* financial achievement of 74.67%).

3.14 The Committee note that the Technology Development, Extension and Training Scheme is being implemented since 1994-95. They also note that the financial achievement of the scheme, during 1997-98 was not satisfactory. They would like to be apprised of the reasons for non-satisfactory performance of the Scheme during 1997-98.

Further, they also note that the scheme has completed four years of its existence. They would like to know how far the objectives set for the scheme have been achieved.

#### WASTELANDS DEVELOPMENT TASK FORCE SCHEME

3.15 Wastelands Development Task Force Scheme is in operation since 1994 with the objective to provide disciplined force for re-generation of wastelands through afforestation including:

- \* in situ soil and moisture conservation
- \* plantation and its protection/maintenance
- \* Employment of ex-servicemen

3.16 As per the Performance Budget 1999-2000, an expenditure of Rs. 63.62 lakhs has been incurred upto January 1999 out of the Budget estimate of Rs. 1 crore and it is expected that the remaining allocation will be utilised before the end of current financial year 1998-99. The BE 1999-2000 for the Scheme has been kept at Rs. 1 crore.

3.17 The implementation period of the WDTF had been extended till 31st March, 1999 of remaining 390 ha. of revinous lands in Morena District. However, the Planning Commission has agreed to allot an



additional amount of Rs. 1.00 crore for the Wastelands Development Task Force project in Morena District for the financial year 1999-2000 for the maintenance of existing 1200 hectares of created plantation and also to create 800 hectares (@ 400 hectares per year) for another two years with the period of the project being extended for 3 years w.e.f. 1.4.1999. After development of degraded land, the project area will be handed over to the State Government of Madhya Pradesh/Local Panchayat for the maintenance of the plantation done on it and for evolving a mechanism for distribution of usufructs among local people.

3.18 The Committee note that the financial achievement of WDTF Scheme was not satisfactory as only Rs. 63.62 lakh has been spent during 1998-99 out of the Budget Estimate of Rs. 1 crore. They also note that the Planning Commission has increased the implementation period for another three years w.e.f. 1.4.1999. Further they also note that the BE 1999-2000 has been kept to Rs. 1 crore. They therefore, recommend the Government to take necessary steps to utilise the entire available funds during this year, to achieve the physical target fixed for the scheme.

NEW DELHI;  
April 14, 1999  
Chaitra 24, 1921 (Saka)

KISHAN SINGH SANGWAN,  
Chairman,  
Standing Committee on  
Urban & Rural Development.

## APPENDIX I

### A STATEMENT SHOWING THE ESTIMATION BY VARIOUS AGENCIES

Sl. No.	Source	Area (M.Ha.)
1.	National Commission on Agriculture (NCA-1976)	175.00
2.	Directorate of Economics & Statistics, D/o Agri. & Coopn.	38.40
3.	Ministry of Agriculture (1982)	175.00
4.	D/o Environment & Forests (B.B. Vohra)	95.00
5.	National Wastelands Dev. Board (Ministry of Environment & Forests 1985)	123.00
6.	National Bureau of Soil Survey & Land Use Planning (ICAR-1994)	187.00
7.	Society for Promotion of Wastelands Development (SPWD-1984)	129.58
8.	National Remote Sensing Agency (NRSA-1995)	75.50*
9.	Dr. N.C. Saxena Secy. (RD-WD)	125.00
10.	High Level Committee on Wastelands Development by Shri Mohan Dharia (Dec.-1995)	175.00

\*It is based on scientific basis whereas others are estimates.

## APPENDIX II

### DEPARTMENT OF WASTELANDS DEVELOPMENT STATEMENT SHOWING YEAR-WISE ALLOCATION OF FUNDS, CORRESPONDING EXPENDITURE OF EACH FINANCIAL YEAR FROM 1992-93 TO 1996-97 (8TH PLAN)

#### ALLOCATION FOR 1997-98, 1998-99 (APPROVED) & 1999-2000 (PROPOSED)

(Rs. in crore)

		EIGHTH PLAN 1993-93 TO 1996-97										NINTH PLAN							
Sl No	Name of the Scheme	1992-93		1993-94		1994-95		1995-96		1996-97		TOTAL		1997-98		1998-99		1999-2000	
		Centre Allocation	Actual Expen.	Centre Allocation	Actual Expen.	Centre Allocation	Actual Expen.	Centre Allocation	Actual Expen.	Centre Allocation	Actual Expen.	Centre Allocation	Actual Expen.	Centre Allocation	Actual Expen.	Centre Allocation	Actual Expen.	Centre Allocation	Actual Expen.
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20
	COMMITMENT OF SCHEMES OF ERSTWHILE NWDB	6.42	6.42	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	6.42	6.42	0.00	0.00	0.00	0.00	0.00	0.00
01	I.W.D.F.	16.83	16.83	40.72	44.49	49.20	53.04	49.50	51.00	50.50	50.80	206.75	216.16	74.50	53.95	82.10	46.06	82.00	
02	SUPPORT TO NGOs/Vas	0.85	0.85	3.00	3.00	3.00	3.00	3.00	3.40	3.50	3.50	13.35	13.75	4.00	2.60	2.00	2.00	2.00	
03	TECH.DEV/EXTN. & TRG	0.00	0.00	1.50	1.29	2.00	2.00	2.00	2.00	2.00	2.99	7.50	8.28	8.00	5.60	8.00	7.88	8.00	

1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19
04	INVESTMENT PROMOTIONAL SCHEME	0.00	0.00	1.00	0.00	2.00	0.07	2.00	0.14	1.00	0.01	6.00	0.22	1.00	0.00	1.60	0.00	2.00
05	W.D. TASK FORCE	0.00	0.00	1.00	0.00	1.50	0.35	1.50	0.41	1.00	1.00	5.00	1.76	1.00	1.00	1.00	0.64	1.00
	TOTAL	24.10	24.10	47.22	48.78	57.70	58.46	58.00	56.95	58.00	58.30	245.02	246.59	88.50	63.15	94.70	56.58	95.00
	NAME OF ITEMS OTHER THAN SCHEME																	
06	APPRO. MONITORING & EVALUATION	0.00	0.00	0.25	0.02	0.30	0.04	0.60	0.05	0.30	0.03	1.45	0.14	1.00	0.04	1.00	0.12	1.00
07	COMMUNICATION	0.00	0.00	0.35	0.17	0.30	0.24	0.30	0.20	0.50	0.43	1.45	1.04	4.00	1.42	3.00	0.28	3.00
08	PROMO. & CRITICAL SUPPORT SERVICES	0.00	0.00	1.00	0.00	0.50	0.00	0.00	0.00	0.00	0.00	1.50	0.00	0.00	0.00	0.00	0.00	0.00
09	BOARD SECTI.	0.80	0.80	1.18	0.81	1.20	0.97	1.10	1.17	1.20	1.14	5.48	4.89	1.50	1.27	2.00	1.08	2.00
	GRAND TOTAL	24.90	24.90	50.00	49.78	60.00	59.71	60.00	58.37	60.00	59.90	254.90	252.66	95.00	65.88	100.70	58.06	101.00

## APPENDIX III

### RECOMMENDATIONS OF THE HIGH LEVEL COMMITTEE

The details of the recommendations of the High Level Committee which has been finally accepted by the Government are as follows:

- i. There is a need for a Perspective Plan to develop 175 M. ha. of degraded wastelands in the country over the next 10-15 years.
- ii. Department of Land Resources should be created.
- iii. Forest and non-forest wastelands should be treated simultaneously on the basis of "complete watershed approach"
- iv. Effective steps should be taken to reverse the process of degradation of 95 M. ha. of agricultural land.
- v. Forest lands in good health should be prevented from getting degraded.
- vi. Private wastelands must be developed.
- vii. Natural regeneration and social fencing should be encouraged.
- viii. Scientific watershed approach should be adopted for sustainable development.
- ix. "Minimum soil loss" concept should be adopted in rainfed areas by enhancing soil and moisture availability by increasing ground water resources etc.
- x. Soil and water conservation should be encouraged.
- xi. Water logged and saline soil should be reclaimed within the next 10-15 years.
- xii. The desert of Rajasthan should be contained within a period of 10-15 years.

- xiii. Policies of flood control, surface water and new irrigation systems should be reviewed (Ministry of Water Resources to take appropriate action in the matter).
- xiv. Free grazing should be prohibited.
- xv. Drinking water is an integral part of Watershed Development Programme.
- xvi. Quality planting material should be provided.
- xvii. Steps should be initiated for generation of energy through various non-traditional systems at the local level.
- xviii. Farmers should be encouraged to form cooperative societies to develop wastelands and marketing of their products.
- xix. Corporate sector should be involved to meet their raw material needs.
- xx. Funding through NABARD and other sources for development of wastelands should be provided.
- xxi. Soft loan with low interest rate should be made available to farmers.
- xxii. Farmers developing wastelands through horticulture, agro-forestry etc. should be given adequate wage employment so that their material needs are met.
- xxiii. Restriction of cutting trees on private lands should be removed or rationalised under special conditions.
- xxiv. NGOs and women should be involved in Watershed Development Programmes.
- xxv. An awareness campaign for Watershed Development Programme should be launched.
- xxvi. Rural development programmes should be given priority.
- xxvii. Peoples' movement for successful implementation of Watershed Development Programme should be launched.

## APPENDIX IV

### COMMITTEE ON URBAN & RURAL DEVELOPMENT (1998-99)

#### MINUTES OF THE FORTIETH SITTING OF THE COMMITTEE HELD ON WEDNESDAY 31ST MARCH, 1999.

The Committee sat from 1100 hrs. to 1300 hrs. in Committee Room No. 'E' Parliament House Annexe, New Delhi.

#### PRESENT

Shri Kishan Singh Sangwan — *Chairman*

#### MEMBERS

*Lok Sabha*

2. Shri Tariq Anwar
3. Dr. Shafiqur Rahman Barq
4. Shri Sriram Chauhan
5. Smt. Malti Devi
6. Shri Ramkrushna Suryabhan Gavai
7. Shri Mitha Lal Jain
8. Shri Bir Singh Mahato
9. Shri Subrata Mukherjee
10. Shri Rameshwar Patidar
11. Smt. Jayanti Patnaik
12. Shri Gaddam Ganga Reddy
13. Shri I.M. Jayaram Shetty
14. Shri Vithal Baburao Tupe
15. Dr. Ram Vilas Vedanti

*Rajya Sabha*

16. Shrimati Shabana Azmi
17. Shri Jhumuklal Bhendia
18. Shri N.R. Dasari
19. Shri Onkar Singh Lakhawat
20. Prof. A. Lakshmisagar
21. Shri Jagdambi Mandal

## SECRETARIAT

1. Shri S.C. Rastogi — *Director*
2. Shrimati Sudesh Luthra — *Under Secretary*

Representatives of the Ministry of Rural Areas & Employment  
(Department of Wastelands Development)

1. Dr. P.L. Sanjeev Reddy, Secretary (WD)
2. Shri M. Shankar, AS & FA
3. Shri S.B. Mohapatra, Additional Secretary (WD)
4. Shri Kuldip Rai, Joint Secretary (A)

2. At the outset, the Chairman welcomed the representatives of the Ministry of Rural Areas & Employment (Department of Wastelands Development) and members of the Committee to the sitting. He also drew the attention of the representatives of Ministry to the provisions of direction 55(1) of the Directions by the Speaker.

3. The Secretary, Department of Wastelands Development briefed the Committee about the various programmes and schemes of the Department.

4. Thereafter, the Committee took up for consideration the Demands for Grants 1999-2000 of the Department of Wastelands Development and took the evidence of the representatives of the Department on the concerned Demands for Grants relating to the respective Schemes of the Department, implementation of Mohan Dharia Committee Report and problem of water logging etc.

5. A verbatim record of the proceedings was kept.

*The Committee then adjourned.*



## APPENDIX V

### COMMITTEE ON URBAN & RURAL DEVELOPMENT (1998-99)

#### EXTRACTS OF THE MINUTES OF THE FORTY-THIRD SITTING OF THE COMMITTEE ON URBAN & RURAL DEVELOPMENT HELD ON TUESDAY 6TH APRIL, 1999.

The Committee sat from 1100 hrs. to 1330 hrs. in Room No. 53, Parliament House, New Delhi.

#### PRESENT

Shri Kishan Singh Sangwan — *Chairman*

#### MEMBERS

#### *Lok Sabha*

2. Shri D.S. Ahire
3. Shri Tariq Anwar
4. Dr. Shafiqur Rahman Barq
5. Shri Sriram Chauhan
6. Shri Vinod Khanna
7. Shri Subhash Maharia
8. Shri Bir Singh Mahato
9. Shri Subrata Mukherjee
10. Shri Rameshwar Patidar
11. Shri Mullappally Ramachandran
12. Shri Nikhilaranda Sar
13. Dr. Ram Vilas Vedanti

#### *Rajya Sabha*

14. Shri Nilotpal Basu'
15. Shri Jhumuklal Bhendia

16. Shri N.R. Dasari
17. Shri C. Apok Jamir
18. Shri Onkar Singh Lakhawat
19. Prof. A. Lakshmisagar
20. Shri Jagdambi Mandal
21. Dr. Mohan Babu
22. Shri. N. Rajendran

## SECRETARIAT

- |    |                    |    |                        |
|----|--------------------|----|------------------------|
| 1. | Shri S.C. Rastogi  | —  | <i>Director</i>        |
| 2. | Smt. Sudesh Luthra | —  | <i>Under Secretary</i> |
| 2. | **                 | ** | **                     |
| 3. | **                 | ** | **                     |

4. The Committee then took up for consideration draft Report on Demands for Grants (1999-2000) of the Department of Wastelands Development (Ministry of Rural Areas & Employment) and adopted the same without any modifications.

5. The Committee then authorised the Chairman to finalise the said reports after getting them factually verified from the concerned Department/Ministry and present the same to the Houses of Parliament.

*The Committee then adjourned.*

## APPENDIX VI

### STATEMENT OF OBSERVATIONS/RECOMMENDATIONS

Sl.No.	Para	Recommendation/Observation
1	2	3
1.	2.3	<p>The Committee note that even if the updated data, in respect of the districts for which mapping has been completed by NRSA <i>i.e.</i> 290 districts is taken into account, they feel that very little progress has been made since 1996-97. They feel that realistic data with regard to category-wise extent of wastelands is the pre-requisite for making planning in this regard. In view of it, they would like to recommend that earnest efforts should be made to complete the mapping in the remaining Districts at the earliest.</p>
2.	2.11	<p>It is noted that the budgetary allocation of the Department <i>i.e.</i> Rs. 100 crore annually is just a token amount when compared with the total demand of Rs. 6,000 crore annually required for the purpose. Further it is also found that funds are allocated under the different schemes under different Department/Ministries. Besides State Governments are also providing funds under their different schemes. The Committee observe that taking together all the above mentioned Central and State Sector Schemes, huge funds are allocated annually. It is found that there is not only</p>

---

scarcity of resources, but there is systematic failure as acknowledged by the Secretary himself. Observing the scenario, the Committee strongly recommend that:

- (i) the different schemes/programmes under different Ministries/ Departments should be brought under one umbrella. This will not only ensure the coordination amongst various sectors but will also solve the problem of funds:
- (ii) proper, planning at the national and State level has to be made. After getting the realistic data about the extent and category-wise wastelands in the country, the States should be directed to finalise their perspective plans. Based on the States plans, national action plan to cover the entire wastelands in the country within 10-15 years should be chalked out;
- (iii) not only the funds under the Department of Wastelands should be enhanced, but the Department should be ready with the projects to ensure 100% utilisation of funds;
- (iv) the respective States should be requested to take the benefit of the work done by the experts in the field. Seminars, workshops should be organised where the representatives of the implementing agencies and the experts should be invited.

---

1	2	3
		would like that all the districts should be attached to scientists on the ICAR Institutes and State Agricultural Universities.
4.	2.16	The Committee feel that Rs. 3 crore earmarked for imparting training to various level of functionaries is not sufficient. It is urged that the adequate funds should be provided to different Training Institutes as training is the basic input for the successful implementation of the different projects.
5.	2.18	While noting that some of the recommendations made by the High Level Committee have finally been accepted by the Government, they recommend that these should be implemented expeditiously.
6.	3.3	The Committee take serious note of the fact that the slow implementation of one of the flagship scheme of the Department of Wastelands Development is the main reason for cut imposed by Planning Commission at RE stage during 1997-98. While recommending for higher outlay under the scheme, the Committee recommend that adequate attention should be paid to the implementation of the scheme so as to ensure 100% utilisation of the allocated money.
7	3.5	It is noted that one of the reasons for the slow progress of IWDP is the inadequate implementing machinery. The Committee, therefore, recommend that Government should review the position of the implementing machinery in all the States. As suggested by the Department, necessary guidelines should be issued for periodical

---

---

1	2	3
		<p>meeting of State Watershed Programme Implementation and Review Committees. Not only that, the Department should also monitor the position in this regard.</p>
8.	3.8	<p>While appreciating the steps taken by the Government to implement the scheme through CAPART, it is recommended that the implementation should be strongly monitored. To bring transparency, it is recommended that some sort of coordination should be maintained between CAPART &amp; Gram Panchayats. Necessary guidelines in this regard should be made and issued to all the State Governments &amp; CAPART.</p>
9.	3.11	<p>The Committee note the various features of the restructured scheme. They find that the outlay earmarked for the scheme during 1999-2000 <i>i.e.</i> Rs. 2 crore is too meagre to make any impact. It is, therefore, recommended that adequate outlay should be provided for the restructured scheme.</p>
10.	3.14.	<p>The Committee note that the Technology Development, Extension and Training Scheme is being implemented since 1994-95. They also note that the financial achievement of the scheme, during 1997-98 was not satisfactory. They would like to be apprised of the reasons for non-satisfactory performance of the Scheme during 1997-98.</p> <p>Further, they also note that the scheme has completed four years of its existence. They would like to know how far the objectives set for the scheme have been achieved.</p>

---

---

1	2	3
11.	3.18	<p>The Committee note that the financial achievement of WDTF Scheme was not satisfactory as only Rs. 63.62 lakh has been spent during 1998-99 out the Budget Estimate of Rs. 1 crore. They also note that the Planning Commission has increased the implementation period for another three years <i>w.e.f.</i> 1.4.1999. Further they also note that the BE 1999-2000 has been kept to Rs. 1 crore. They therefore, recommend the Government to take necessary steps to utilise the entire available funds during this year, to achieve the physical targets fixed for the scheme.</p>

---