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

**TWELFTH LOK SABHA**

**MINISTRY OF RURAL AREAS & EMPLOYMENT  
(DEPARTMENT OF WASTELANDS DEVELOPMENT)**

**DEMANDS FOR GRANTS — 1998-99**

**SECOND REPORT**



सत्यमेव जयते

**LOK SABHA SECRETARIAT  
NEW DELHI**

*July, 1998/Asadha, 1920 (Saka)*

SECOND REPORT  
STANDING COMMITTEE ON  
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(1998-99)

(TWELFTH LOK SABHA)

MINISTRY OF RURAL AREAS & EMPLOYMENT  
(DEPARTMENT OF WASTELANDS DEVELOPMENT))

DEMANDS FOR GRANTS  
1998-99

*Presented to Lok Sabha on 7th July, 1998  
Laid in Rajya Sabha on 7th July, 1998*



LOK SABHA SECRETARIAT  
NEW DELHI

*July, 1998/Asadha, 1920 (Saka)*

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

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*Lok Sabha*

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21. Shri Gaddam Ganga Reddy
22. Dr. Y.S. Rajasekhar Reddy

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\*Nominated w.e.f. 11.6.98.

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25. Shri Nikhilananda Sar
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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*

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\*\*Resigned from the Committee w.e.f. 04.7.98.

\$Ceased to member of the Committee consequent upon his retirement from Rajya Sabha on 29.6.98.

## ACRONYMS

BE	—	Budget Estimate
DDP	—	Desert Development Programme
DPAP	—	Drought Prone Areas Programme
DRDA	—	District Rural Development Agency
EAS	—	Employment Assurance Scheme
IPS	—	Investment Promotional Scheme
IWDP	—	Integrated Wastelands Development Project
NGO	—	Non-Governmental Organisation
NIRD	—	National Institute of Rural Development
NRSA	—	National Remote Sensing Agency
RE	—	Revised Estimate
UT	—	Union Territory
VA	—	Voluntary Agency

## INTRODUCTION

1. 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 this Second Report on Demands for Grants (1998-99) Department of Wastelands Development (Ministry of Rural Areas & Employment).

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

3. The Committee took evidence of the representatives of the Department of Wastelands Development (Ministry of Rural Areas & Employment) on 24th June, 1998.

4. The Report was considered and adopted by the Committee at their sitting held on 2nd July, 1998.

5. The Committee wish to express their thanks to the officers of the Department of Wastelands Development (Ministry of Rural Areas & Employment) for placing before them the requisite material in connection with the examination of the subject. They also wish to express their thanks to the officers of the Ministry/Department who appeared before the Committee and placed their considered views.

6. The Committee would 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;  
July 4, 1998  
Asadha 13, 1920 (Saka)

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



## CHAPTER I

### INTRODUCTORY

The Department of Wastelands Development has been working under the Ministry of Rural Areas and Employment for the last six years. The main functions of the Department of Wastelands 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 over-all Demands for Grants of the Department for 1998-99 are for Rs. 100.95 crore.

1.3 The Demands for Grants of the Department are presented to Parliament under Demand No. 74.

1.4 The detail Demands for Grants of the Department were laid in Parliament on 9th June, 1998.

1.5 In the present Report, the Committee have restricted their examination to the major 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 1998-99.

## CHAPTER II

### ANALYSIS OF DEMANDS FOR GRANTS OF THE DEPARTMENT OF WASTELANDS DEVELOPMENT OF MINISTRY OF RURAL AREAS & EMPLOYMENT

#### AN OVERALL ANALYSIS

##### Comparative position of 8th Plan & 9th Plan outlay

		(Rs. in crore)
8th Plan allocation	—	254.90
Actual expenditure during 8th Plan	—	252.66
9th Plan outlay as finalised by Planning Commission	—	467.29
BE 1997-98	—	95.00
RE 1997-98	—	66.00
Actual expenditure	—	65.88
BE 1998-99	—	100.70

2.2 When enquired about the reasons for reduced outlay at RE stage during 1997-98, the Department in the written replies has stated that during 1996-97 the reduction of outlay at RE stage was done at the instance of Ministry of Finance. However, the Department was able to spend the sanctioned grant during that year. During 1997-98, the outlay at RE stage was reduced due to the reason that the Department was unable to release proportionate funds under on-going projects in various schemes and also for want of new projects under IWDP scheme which is a major scheme of the Department. Funds were also not utilised in Investment Promotional Scheme (IPS) as the process for restructuring of the scheme is yet to be completed.

2.3 In response to the question as to what would be the impact of the reduced outlay on the different schemes being implemented by

the Department, it has been stated in the written replies that so far impact of reduced outlay on various schemes is concerned, the funds were fully utilised during 1996-97 and the question of affecting the implementation of schemes does not arise. However, the reduction of outlay during 1997-98 affected the implementation of IWDP scheme as the DRDAs could not pay adequate attention to project formulation and also sufficient new projects could not be received. Besides the Investment Promotional Scheme was under the process of restructuring which could not be completed during 1997-98.

2.4 The Committee observe that the meagre outlay of Rs. 95.00 crore for the Department of Wastelands Development was reduced to Rs. 66.00 crore at RE Stage during 1997-98. They note with concern the reasons furnished by the Department for the reduction in outlay that they were unable to release proportionate funds under ongoing projects in various schemes and also for want of new projects under IWDP. It is observed that for getting the lesser allocation for the different schemes the responsibility lies on the shoulders of the Department itself. They feel that for getting the proposed outlay the Government should review from time to time the implementation of the various projects undertaken in different States/UTs so as to find out the reasons/shortcomings for the slow implementation of the various projects/schemes. They, therefore, recommend that more stress needs to be given to the execution and implementation of the projects/schemes of the Department.

2.5 As per the written replies furnished to the Committee, the total amount required for development/treatment of estimated 175 million hectares of wastelands in the country will be of the order of Rs. 1,40,000 crore at the current prices. This works out to an annual requirement of Rs.9300 crore over a period of 15 years. Presuming further that if the part of the funds will come in the form of private investment, the total requirement of funds will be of the order of Rs.8500 crore per annum at the current prices. It has also been mentioned that overall outlay of Rs.467.29 crore has been fixed by the Planning Commission for the 9th Five Year Plan.

2.6 The Committee note that keeping in view the estimated requirement of funds of the order of Rs. 8500 crore per annum at the current prices an outlay of Rs. 467.29 crore as finalised by the Planning Commission for 9th Plan is not sufficient. They, therefore, will like to recommend that the outlay of the Department for 9th Plan should be substantially enhanced.

### Extent of Wastelands in the Country

2.7 According to the information furnished to the Committee, the extent of wasteland is estimated to be 175 million hectares. To have the exact figure of the wasteland in the country, NRSA was assigned the job of undertaking a survey using remote sensing satellite imageries. Till date they have been able to survey 241 districts of the country. when asked as to why the remaining districts could not be surveyed by NRSA, the Department in its written note has informed that the work of survey by NRSA could not be completed by 31st March, 1998, due to general elections in the country. It was hoped that the survey work of the remaining districts would be completed by the end of December, 1998.

2.8 The Committee hope that the NRSA would be able to complete the Survey of remaining districts of the country so as to give the latest and exact information about the extent of wastelands in the country by the stipulated date. They will like to be informed of the completion of the survey by NRSA.

2.9 It was further stated by the Department in its written note that the NRSA, on the basis of land use, land cover categories subsequently reported a total extent of wastelands at 75.515 million hectares constituting 22.98% of the total geographical area of the country. It has, however, been stated in the note that this 75.515 million hectares of wastelands consist of the following categories of wastelands:—

#### Category of Wastelands

* Upland with or without scrub	26.515
* Water logged	1.220
* Marchy/ swampy	0.824
* Shifting cultivation land	2.824
* Mining/Industrial Wastelands	0.116
* Degraded grazing land	3.105
* Degraded Forests	16.274
* Forest Blank	1.1814
Grand Total	75.515 m ha

2.10 When the attention of the Secretary, Department of Wastelands Development was invited to the problem of water logging as could be seen from the figures supplied to the Committee according to which 1.220 million hectares of land was wasteland due to water logging which is causing havoc particularly in the States of Punjab, Haryana and Rajasthan, the Secretary stated that to solve the problem of water logging they would first have to recognise reasons responsible for water logging. He further stated that the water logging problem could not be tackled by taking work in one or two villages. For tackling the problem of water logging they would have to take steps at a larger scale involving huge amount of funds which they are lacking. In fact, the Department of Wastelands was concerned with such small projects which could be tackled at village level. However, bigger projects could be taken up by the Ministries of Water Resources and of Agriculture.

2.11 When asked as to what was the justification for keeping the development of waterlogged wastelands under the control of Department of Wastelands Development and not under the Ministry of Water Resources, the Secretary, Deptt. of Wastelands Development stated that they were capable to take-up small projects involving an amount of Rs. 4 to 5 crore. Such small projects were already being implemented by their Department in Kota (Rajasthan) and some places in Haryana. However, their Department could not undertake projects involving more than this amount.

### **Degraded Grazing Land**

2.12 According to information furnished by the Department about 3.105 million hectares wastelands, was degraded grazing land. When asked as to what steps were being taken by the Government to prevent degradation of grazing land in the villages, Secretary, Department of Wastelands Development stated that there were practical problems in taking steps for preventing further degradation of grazing lands. He further stated that unless the people cooperation would not be forthcoming this problem could not be solved. For developing a grazing land, trespass and encroachment on such land and grazing of cattle has to be stopped to allow the grass to grow.

### **Allotment of Wastelands for other Purposes**

2.13 When the Committee desired to know whether the wasteland could be allotted for other purposes such as for rehabilitation of people

affected by floods or for other projects such as schools etc. for which fertile land was being utilized at present, the Secretary, informed the Committee that with a view to encourage Govt. Departments to use wastelands for their purposes, they were putting economic pressure on them by proposing to increase the rate of compensation for fertile land. He further clarified that allotment of wastelands for other projects comes under the jurisdiction of State Governments, and rules in this regard, vary from State to State.

2.14 When asked to specify the target, if any fixed by the Department to develop the various categories of wastelands as identified by them, the Secretary, Deptt. of Wastelands Development stated that they were directly concerned with farmers land. They try for the development of degraded grazing land, common village land and such land of farmers which is uncultivated but where productivity could be increased. They try to increase the moisture retention in such areas. Their programmes were related to soil and water conservation.

#### **Policy of the Government towards Development of Privately Owned Wastelands**

2.15 As per the written replies of the Department there is no separate scheme exclusively for treatment of private wastelands in the country. However, under the new guidelines for Watershed Development, private wastelands forming part of the watershed are being treated under various Area Development Schemes of the Ministry including IWDP scheme. The treatment of private wastelands is also undertaken under Investment Promotional Scheme of the Department. The scheme was launched in 1994-95 with the objective of stimulating involvement of corporate sector/financial institutions etc., to raise resources for investment on development of non-forest wastelands in the country. However, the Scheme was not successful during the Eighth Five Year Plan as only four projects were sanctioned. The scheme is being restructured for meeting the objectives and will be reintroduced during 1998-99 in modified form.

2.16 The Committee were informed by the Secretary that their programmes also cover private wastelands. In fact certain projects involving development of wastelands under private ownership were already being implemented in certain districts of State of Haryana.

2.17 When the Secretary was asked as to whether the Government will consider to resume giving subsidy on purchase of gypsum by

private owners of wastelands to enable them to develop their wastelands, the Secretary stated that such scheme is in operation in Uttar Pradesh, where subsidy on purchase of gypsum was being given by the Government. However, the said scheme was under the control of Ministry of Agriculture.

**2.18** The Committee note that as at present Government neither have the data nor any plan for the development of wastelands which are under the ownership of private individuals. They further note that no efforts appear to have been made by the Government to channelise institutional credit and corporate investment for the development of wastelands. The Committee, therefore, recommend that Government should procure data in respect of wastelands under private ownership so that a proper programme could be chalked out for the development of such wastelands.

**2.19** The Committee also feel that for development of private wastelands the owners of such lands should also be involved in the process. With a view to encourage owners of private wastelands to develop their wastelands, the Government should consider to provide subsidy on purchase of gypsum as was being done by the Ministry of Agriculture in Uttar Pradesh. The Committee will like to be apprised of the Government's reaction in this regard.

**2.20** They also recommend that Government should make all possible efforts to tap the institutional credit as well as corporate investment for the development of wastelands.

**2.21** The Committee have been stressing again and again that the Investment Promotional Scheme should be restructured so that this Scheme could achieve the objective for which it was launched. In response to the recommendations contained in Third Report of the Committee (1996-97), the Government stated that they were making efforts to restructure the Scheme. At the same time, they also stated that the Ministry of Finance (Department of Expenditure) have enlisted this Scheme for weeding out during Ninth Five Year Plan period. In this background the Committee note that at last the Government have restructured the Scheme for meeting the objective and are going to reintroduce the restructured scheme during 1998-99. The Committee hope that the Investment Promotional Scheme which is reported to be restructured for reintroduction during 1998-99 will be able to contribute effectively in development of wastelands under

**private ownership. They will like to be informed of the salient features of the restructured scheme as and when launched.**

### **Tree Cover**

2.22 As per the Department's publication Introduction and Background Chapter of 9th Five Year Plan the notified forests constitute only 22% of the total land mass in the country as against the envisaged 1/3rd of the total land mass in the country which should be under tree cover as per National Forest Policy, 1988. It has further been mentioned that the wastelands lying outside forest areas can be used for the establishment of a tree cover.

2.23 When asked about the planning of the Government on the above mentioned issue, the Department in its written note has stated that the treatment of wastelands is being undertaken by various Ministries/Departments of the Govt. of India under their respective schemes. Ministry of Environment & Forests is involved in the afforestation activity under its programme for Forest development. The Deptt. of Wastelands Development is treating non-forest wastelands through various land related activities including afforestation. There is no proposal exclusively for providing Tree Cover in non-forest wastelands.

2.24 The Committee note that Government have not so far thought of providing tree cover in non-forest wastelands. They further note that at present the notified forest area constitutes only 22% of the total land mass of the country which is far less than the envisaged 1/3rd of the total land mass of the country under tree cover as per National Forest Policy, 1988.

2.25 The shortfall in the forest cover is not a healthy sign as it results in various environmental problems. The Committee, therefore, recommend that with a view to have the prescribed minimum area under tree cover, the Government in coordination with their various wings, should evolve a programme to provide a tree cover in non-forest wastelands, lying outside forest lands.

### **Training**

2.26 When asked whether the Department has a training programme for various level of functionaries involved in the implementation of wastelands development, the Department in its



written note has stated that under the new guidelines for watershed development w.e.f. 1.4.95, there is an in-built provision for training of various levels of functionaries involved in the implementation of the watershed development programmes. 5% of the project funds are earmarked exclusively for training for watershed development. The State Governments have been asked to identify nodal Training Institutions in the States for financial support. They have also been asked to prepare a State Action Plan for Watershed Development including Training. As recommended by Eswaran Committee, it is also proposed to constitute a National Standing Committee for Watershed Development comprising representatives of Central Ministries/Deptt. concerned with Watershed Development Programme, State Governments, prominent NGOs and expert. That Committee will review the progress of various schemes of Watershed Development including training and make suggestions for improvement in the implementation of the programmes.

**2.27 The Committee feel that lack of training for various level of functionaries involved in the implementation of wastelands development can be one of the reasons for the slow progress of the implementation of various projects undertaken by the Department. They appreciate that 5% of the project funds as per the new watershed guidelines are specifically earmarked for training. They recommend that more and more training programmes should be arranged for the benefit of functionaries. The Department should also coordinate with the training institutes like NIRD in this regard. It should also be monitored and ensured that the earmarked funds are used fully and specifically for training purposes.**

#### **Coordination amongst various Ministries and Programmes involved in the Development of Wasteland**

2.28 The Secretary, Department of Wastelands Development, during the course of his oral evidence before the Committee stated that the activities similar to the activities being undertaken by the Department of Wastelands are also being undertaken by other Ministries and Departments. The Department of Wastelands has the programme of Watershed Development and soil moisture conservation. Similarly, the Ministry of Agriculture is also doing work on similar schemes. They have an annual budget of Rs.268 crore for this scheme.

2.29 In the Ministry of Rural Areas & Employment, budget provision of Rs. 95 crore for DPAP, Rs. 90 crore for DDP has been

made. Other schemes are EAS of Department of Rural Employment & Poverty Alleviation, Command Areas Development of Ministry of Irrigation and Ministry of Environment and Forests have also the similar activities. As such there is always scope for duplication.

2.30 When asked about the coordination between the various activities being undertaken by the different Departments of the Government, the Secretary, Deptt. of Wastelands Development stated that they have submitted a proposal to the Cabinet Secretariat to merge the different programmes being undertaken at present by the Ministry of Rural Areas & Employment and by the Ministry of Agriculture. He assured the Committee that they would again approach the Cabinet Secretariat to expedite the decision on their proposal.

2.31 The Committee observe that as admitted by the Secretary during his evidence, there are number of Schemes which are being implemented by various Departments/Ministries of Government of India, without any visible effort to avoid duplication. With a view to have better and coordinated implementation of various schemes, they recommend that the Cabinet Secretariat should expedite decision on the proposal submitted in this regard by Department of Wastelands Development. They will like to be informed of the decision.

### **Implementation of Projects by DRDAs**

2.32 In response to a query whether any study has ever been made to assess the workload on DRDAs and of their capability to handle the projects, it has been stated in the written note that no such study has been conducted to assess the workload on the DRDAs and of their capability to handle all projects. However, in view of the slow progress of on going projects, it appears that they are not able to pay due attention to the projects sanctioned under IWDP scheme which require high level of involvement, motivation and inter personal relationship with the community.

2.33 The Committee note that DRDAs are not able to pay due attention to the projects undertaken under one of the biggest schemes of the Department viz. IWDP thus resulting in slow progress of the scheme. The Committee therefore, recommend that Government should in consultation with State Governments make a study of the work load on DRDAs and to take corrective steps to improve their

**efficiency so as to bring improvement in the implementation of various projects and schemes funded by the Centre.**

**Comparative Study of the Achievement in respect of the Work Done to Develop Wastelands in Other Countries**

2.34 When asked whether any comparative study has been made by the Department of the achievement under the scheme of development of wastelands in India as compared to similar schemes of other countries, the Secretary, Department of Wastelands Development during the course of his oral evidence replied in negative.

2.35 The Committee recommend that for taking the full benefit of the advanced technology available in the field and used by other countries, a comparative study of the achievement made in the field under the scheme should be made by the Government with reference to the achievements made by other countries in the field of wastelands development.

## CHAPTER III

### SCHEME-WISE ANALYSIS

#### INTEGRATED WASTELANDS DEVELOPMENT PROJECT SCHEME

3.1 This is an ongoing scheme which has come to this Department alongwith the erstwhile National Wasteland Development Broad. The basic approach in implementation of this scheme has been modified from 1.4.95, when the guidelines for development of Non-Forest Wastelands on watershed basis came into force. Since then, project for development of wastelands on micro watershed basis are sanctioned. The projects has to be prepared by the Programme Implementing Agency/District Rural Development Agency/Zilla Parishad/State Government with active involvement of the people. The project has to be implemented over a period of four years at an overall cost of Rs.4000/- per hectare.

	Rs. in crore
8th Plan outlay	206.75
Actual Expenditure during 8th Plan	216.16
BE 1997-98	74.50
RE 1997-98	50.00
Released	53.95
BE 1998-99	82.10

3.2 As per the written information, the physical and financial targets and achievement under IWDP during 1996-97 and 1997-98 of the Deptt. of Wastelands Development are as follows:—

Sl. No.	Name of the Programme/ Scheme	Physical			Financial		
		Target	Achievement	Percentage	Target	Achievement	Percentage
	IWDP	(Area in Hectares)			(In lakhs of Rupees) (release)		
1.	IWDP						
	1996-97	84000	84000	100	5050.00	5080.00	100.6
	1997-98	1,27,000	90,000	70.87	7450.00	5395.00	72.42
	1998-99	1,37,000			8210.00		

3.3 When the Committee desired to know whether any attempt was made by the Government under the IWDP Scheme to conserve the rain water and to use it for recharging the ground water table as was successfully done in Chennai (Tamil Nadu), the Secretary, Department of Wastelands Development stated that a technology which might be suitable to a particular area could be used by the members of the Watershed Association as they were the persons who decided as to what technology was to be used for a particular area. They, however, render necessary assistance including guidance in this regard. He further stated that they decentralised the power of sanctioning a project including its selection and the expenditure to be incurred on it. It, according to him, was the main difference between the manner of implementation of similar projects by them and by the Ministry of Agriculture where that Ministry decided everything about a project.

3.4 The Committee note that there is a decline in the achievement of physical and financial targets under the IWDP during 1997-98 as compared to 1996-97. They will like to be informed of the reasons for this shortfall and corrective steps taken by Government in this regard.

3.5 An overall view of the physical and financial targets and achievement under various programmes/schemes implemented by the Department during 1996-97 and 1997-98 has been given at Appendix-II.

3.6 When asked about the details of the projects being undertaken under the scheme *viz.* funds released by the Central Govt. expenditure incurred and unspent balances, the Department has furnished the data with regard to funds released. However, the information in respect of expenditure incurred on each of the project has not been given.

3.7 The Committee recommend that monitoring of various schemes of the Department should be strengthened so that all information relating to a scheme is furnished to them by the Implementing Agencies in time. They also recommend that the Performance Budget of the Department should contain information regarding funds released by Centre, expenditure incurred and unspent balance if any, about a scheme sanctioned by them.

#### Other Schemes

3.8 Besides IWDP, other schemes under the Department are as below :

- (i) Support to NGOs/VAs
- (ii) Technology Development, Extension and Training Scheme
- (iii) Investment Promotional Scheme
- (iv) Wasteland Development Task Force

3.9 The position in respect of year-wise allocation of funds, corresponding expenditure of each financial year during 8th Plan (1992-93 to 1996-97) and Ninth Plan (1997-98) has been given at Appendix I.

3.10 The Committee note that the outlay earmarked for the schemes of the Department other than IWDP is marginal. Besides the performance is also not very encouraging. They would like to recommend that Government should give a fresh thinking to these schemes and try to find out the shortcomings in their implementation so that corrective steps could be taken by them to make these schemes effective.

NEW DELHI;  
July 4, 1998  
Asadha 13, 1920 (Saka)

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

## APPENDIX I

(See para 3.9 of Report)

### DEPARTMENT OF WASTELANDS DEVELOPMENT

#### STATEMENT SHOWING YEAR-WISE ALLOCATION OF FUNDS, CORRESPONDING EXPENDITURE OF EACH FINANCIAL YEAR DURING EIGHTH PLAN (1992-93 TO 1996-97) & NINTH PLAN (1997-98 & 1998-99)

(In Crores of Rupees)

Sl. No.	Name of the Scheme/items Other than Scheme	Eighth Plan 1992-93 to 1996-97											Ninth Plan				
		1992-93	1993-94	1994-95	1995-96	1996-97	Total 8th Plan	1997-98	1998-99	1997-98	1998-99	1998-99					
		Centre Allocation	Centre Allocation	Centre Allocation	Centre Allocation	Centre Allocation	Centre Allocation	Centre Allocation	Centre Allocation	Centre Allocation	Centre Allocation	Centre Allocation	Centre Allocation	Centre Allocation	Centre Allocation	Centre Allocation	Centre Allocation
		Actual Expend.	Actual Expend.	Actual Expend.	Actual Expend.	Actual Expend.	Actual Expend.	Actual Expend.	Actual Expend.	Actual Expend.	Actual Expend.	Actual Expend.	Actual Expend.	Actual Expend.	Actual Expend.	Actual Expend.	Actual Expend.
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	
	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
01	IWDP	1683	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	
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	
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	

1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17
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
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
	Total-Scheme	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
	Name of Items other than Scheme															
06	Appra. 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
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
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
09	Board Sectt.	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
	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



## APPENDIX II

(See para 3.5 of Report)

An overall view of the physical and financial targets and achievements under various programmes/schemes implemented by the Department of Wastelands Development during 1996-97 and 1997-98.

Sl. No.	Name of the Programme/Scheme	Physical			Financial		
		Target	Achievement	Percentage	Target	Achievement	Percentage
1	2	3	4	5	6	7	8
		(Area in hectares)			(In Lakhs of Rupees) (Release)		
1.	Integrated Wastelands Development Project						
	1996-97	84,000	84,000	100	5050.00	5080.00	100.6
	1997-98	1,27,000	90,000	70.87	7450.00	5395.00	72.42
	1998-99	1,37,000			8210.00		
2.	Support to NGOs/Voluntary Agencies						
	1996-97	4,700	4,700	100	350.00	350.00	100
	1997-98	5,300	3,441	65	400.00	260.00	65
	1998-99	2,650			200.00		

1	2	3	4	5	6	7	8
3.	Technology Dev. Extension & Training						
	1996-97	2,000	2,000	100	200.00	299.17	150
	1997-98	3,000	2,700	90	800.00	560.17	#70
	1998-99	3,000			800.00		
4.	Investment Promotional Scheme						
	1996-97	100	5	5	100.00	0.84	0.01
	1997-98**	500	—	—	100.00	—	—
	1998-99	100			160.00		
5.	Wastelands Develop- ment Task Force						
	1996-97	400	380	95	100.00	100.00	100.
	1997-98	770	400	*52	100.00	100.00	100
	1998-99	390		.	100.00		

\*\*To be Re-structured during Ninth Plan.

#TIDEI Scheme being Research & Technology extension oriented in nature. It is difficult to quantify the physical target of some Projects.

\*Balance of 1997-98 to be completed in 1998-99.

## APPENDIX III

COMMITTEE ON URBAN & RURAL DEVELOPMENT (1998-99)

MINUTES OF THE SEVENTH SITTING OF THE COMMITTEE  
ON URBAN & RURAL DEVELOPMENT HELD ON  
WEDNESDAY, 24TH JUNE, 1998

The Committee sat from 1500 hrs. to 1630 hrs. in Committee Room 'D', Parliament House Annexe, New Delhi.

### PRESENT

Shri Kishan Singh Sangwan — *Chairman*

### MEMBERS

#### *Lok Sabha*

2. Shri D.S. Ahire
3. Dr. Shafiqur Rahman Barq
4. Shri Sriram Chauhan
5. Shrimati Malti Devi
6. Shri Vinod Khanna
7. Shri Bir Singh Mahato
8. Shrimati Ranee Narah
9. Shri Nikhilananda Sar
10. Shri I.M. Jayaram Shetty

#### *Rajya Sabha*

11. Shri C. Apok Jamir
12. Shri Onkar Singh Lakhawat
13. Prof. A. Lakshmisagar
14. Shri Jagdambi Mandal
15. Shri Suryabhan Patil Vahadane

## SECRETARIAT

1. Shri S.C. Rastogi — Director
2. Smt. Sudesh Luthra — Under Secretary
3. Shri P.V.L.N. Murthy — Assistant Director

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

1. Dr. N.C. Saxena, Secretary, (RD-WD)
2. Shri S.B. Mohapatra, Addl. Secretary (WD)
3. Shri M. Shankar, Addl. Secy. & Financial Advisor
4. Shri Hoshiyar Singh, Joint Secretary (WD)
5. Shri Kuldip Rai, Joint Secretary (A)

2. At the outset, the Chairman welcomed the representatives of the Ministry of Rural Areas and Employment (Department of Wastelands Development) and members of the Committee to the sitting. He also drew the attention of the representatives of the Ministry to the provisions of directions 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 said Department.

4. Thereafter, the Committee took up for consideration the Demands for Grants 1998-99 of the said Department and took the evidence of the representatives of the Department on the concerned Demands for Grants.

5. A verbatim record of the proceedings was kept.

*The Committee then adjourned.*

## APPENDIX IV

### COMMITTEE ON URBAN & RURAL DEVELOPMENT

#### MINUTES OF THE TENTH SITTING OF THE COMMITTEE ON URBAN & RURAL DEVELOPMENT HELD ON THURSDAY, 2ND JULY, 1998

The Committee sat from 11.00 hrs. to 12.00 hrs. in Committee Room 'D' Parliament House Annexè, New Delhi.

#### PRESENT

Shri Kishan Singh Sangwan — *Chairman*

#### MEMBERS

##### *Lok Sabha*

2. Shri D.S. Ahire
3. Dr. Shafiqur Rahman Barq
4. Shri Sriram Chauhan
5. Shrimati Malti Devi
6. Shri Subrata Mukherjee
7. Shri Chandresh Patel
8. Shrimati Jayanti Patnaik
9. Shri Nikhilananda Sar
10. Dr. Ram Vilas Vedanti

##### *Rajya Sabha*

11. Shri Nilotpal Basu
12. Shri C. Apok Jamir
13. Shri Onkar Singh Lakhawat
14. Prof. A. Lakshmisagar
15. Shri Jagdambi Mandal
16. Shri Suryabhan Patil Vahadane

## SECRETARIAT

1. Shri S.C. Rastogi — *Director*
2. Smt. Sudesh Luthra — *Under Secretary*
3. Shri P.V.L.N. Murthy — *Assistant Director*

*Consideration and adoption of draft Reports*

The Committee considered and adopted the following draft Reports with some additions/modifications as indicated in the Annexure.

(i)       \*\*                                       \*\*                                       \*\*

(ii) Draft Report on Demands for Grants of the Department of Wastelands Development.

3. Thereafter, the Committee authorised the Chairman to finalise the reports and to present/lay them in both the Houses of Parliament.

4. The Committee noted that the draft reports on Demands for Grants 1998-99 relating to the Departments of (a) Urban Employment and Poverty Alleviation; and (b) Rural Development; and (c) Rural Employment and Poverty Alleviation which were to be considered and adopted during their sitting to be held in the afternoon could not be circulated to the members. The sitting of the Committee which was scheduled to be held in the afternoon was therefore, cancelled.

5. The Committee then adjourned to meet again the Friday, 3 July, 1998 at 1500 hrs. to consider and adopt draft reports on the subjects mentioned in para 4 above.

(See para No. 2 of Minutes dated 2.7.1998)

Statement showing modifications made by the Committee in their draft report.

(i) \*\* \*\* \*\*

(ii) *Draft Report* re: Demands for Grants 1998-99 of the Ministry of Rural Areas and Employment (Department of Wastelands Development).

Page No.	Modification
1	2

10 For the following:

"The Committee hope that the Investment Promotional Scheme which is reported to be restructured for reintroduction during 1998-99 will be able to contribute effectively in development of wastelands under private ownership. They will like to be informed of the salient features of the restructured scheme as and when launched".

*substitute* the following:

"The Committee have been stressing again and again that the Investment Promotional Scheme should be restructured so that this scheme could achieve the objective for which it was launched. In response to the recommendations contained in Third Report of the Committee (1996-97), the Government stated that they were making efforts to restructure the Scheme. At the same time, they also stated that the Ministry of Finance (Department of Expenditure) have enlisted

**\*\*Modifications related to the Subject Urban Development kept separately.**

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this scheme for weeding out during Ninth Five Year Plan period. In this background the Committee note that at last the Government have restructured the Scheme for meeting the objective and are going to reintroduce the restructured scheme during 1998-99. The Committee hope that the Investment Promotional Scheme which is reported to be restructured for reintroduction during 1998-99 will be able to contribute effectively in development of wastelands under private ownership. They will like to be informed of the salient features of the restructured scheme as and when launched".

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## APPENDIX V

### STATEMENT OF OBSERVATIONS/RECOMMENDATIONS

Sl. No.	Para No.	Recommendation/Observation
1	2	3
1.	2.4	<p>The Committee observe that the meagre outlay of Rs. 95.00 crore for the Department of Wastelands Development was reduced to Rs. 66.00 crore at RE Stage during 1997-98. They note with concern the reasons furnished by the Department for the reduction in outlay that they were unable to release proportionate funds under ongoing projects in various schemes and also for want of new projects under IWDP. It is observed that for getting the lesser allocation for the different schemes the responsibility lies on the shoulders of the Department itself. They feel that for getting the proposed outlay the Government should review from time to time the implementation of the various projects undertaken in different States/UTs so as to find out the reasons/shortcomings for the slow implementation of the various projects/schemes. They, therefore, recommend that more stress needs to be given to the execution and implementation of the projects/schemes of the Department.</p>
2.	2.6	<p>The Committee note that keeping in view the estimated requirement of funds of the order of Rs. 8500 crore</p>

1	2	3
		per annum at the current prices an outlay of Rs. 467.29 crore as finalised by the Planning Commission for 9th Plan is not sufficient. They, therefore, will like to recommend that the outlay of the Department for 9th Plan should be substantially enhanced.
3.	2.8	The Committee hope that the NRSA would be able to complete the Survey of remaining districts of the country so as to give the latest and exact information about the extent of wastelands in the country by the stipulated date. They will like to be informed of the completion of the survey by NRSA.
4.	2.18	The Committee note that as at present Government neither have the data nor any plan for the development of wastelands which are under the ownership of private individuals. They further note that no efforts appear to have been made by the Government to channelise institutional credit and corporate investment for the development of wastelands. The Committee, therefore, recommend that Government should procure data in respect of wastelands under private ownership so that a proper programme could be chalked out for the development of such wastelands.
5.	2.19	The Committee also feel that for development of private wastelands the owners of such lands should also be involved in the process. With a view to encourage owners of private wastelands to develop their

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1	2	3
		wastelands, the Government should consider to provide subsidy on purchase of gypsum as was being done by the Ministry of Agriculture in Uttar Pradesh. The Committee will like to be apprised of the Government's reaction in this regard.
6.	2.20	They also recommend that Government should make all possible efforts to tap the institutional credit as well as corporate investment for the development of wastelands.
7.	2.21	The Committee have been stressing again and again that the Investment Promotional Scheme should be restructured so that this Scheme could achieve the objective for which it was launched. In response to the recommendations contained in Third Report of the Committee (1996-97), the Government stated that they were making efforts to restructure the Scheme. At the same time, they also stated that the Ministry of Finance (Department of Expenditure) have enlisted this Scheme for weeding out during Ninth Five Year Plan period. In this background the Committee note that at last the Government have restructured the Scheme for meeting the objective and are going to reintroduce the restructured scheme during 1998-99. The Committee hope that the Investment Promotional Scheme which is reported to be restructured for reintroduction during 1998-99 will be able to contribute effectively in development of wastelands under private ownership. They will like to

1	2	3
		be informed of the salient features of the restructured scheme as and when launched.
8.	2.24	The Committee note that Government have not so far thought of providing tree cover in non-forest wastelands. They further note that at present the notified forest area constitutes only 22% of the total land mass of the country which is far less than the envisaged 1/3rd of the total land mass of the country under tree cover as per National Forest Policy, 1988.
9.	2.25	The shortfall in the forest cover is not a healthy sign as it results in various environmental problems. The Committee, therefore, recommended that with a view to have the prescribed minimum area under tree cover, the Government in coordination with their various wings, should evolve a programme to provide a tree cover in non-forest wastelands, lying outside forest lands.
10.	2.27	The Committee feel that lack of training for various level of functionaries involved in the implementation of wastelands development can be one of the reasons for the slow progress of the implementation of various projects undertaken by the Department. They appreciate that 5% of the project funds as per the new watershed guidelines are specifically earmarked for training. They recommend that more and more training programmes should be arranged for the benefit

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- of functionaries. The Department should also coordinate with the training institutes like NIRD in this regard. It should also be monitored and ensured that the earmarked funds are used fully and specifically for training purposes.
11. 2.31 The Committee observe that as admitted by the Secretary during his evidence, there are number of Schemes which are being implemented by various departments/Ministries of Government of India, without any visible effort to avoid duplication. With a view to have better and coordinated implementation of various schemes, they recommend that the Cabinet Secretariat should expedite decision on the proposal submitted in this regard by Department of Wastelands Development. They will like to be informed of the decision.
12. 2.33 The Committee note that DRDAs are not able to pay due attention to the projects undertaken under one of the biggest schemes of the Department viz. IWDP thus resulting in slow progress of the scheme. The Committee, therefore, recommend that Government should in consultation with State Governments make a study of the work load on DRDAs and to take corrective steps to improve their efficiency so as to bring improvement in the implementation of various projects and schemes funded by the Centre.
13. 2.35 The Committee recommend that for taking the full benefit of the
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advanced technology available in the field and used by other countries a comparative study of the achievement made in the field under the scheme should be made by the Government with reference to the achievements made by other countries in the field of wastelands development.

14.

3.4

The Committee note that there is decline in the achievement of physical and financial targets under the IWDP during 1997-98 as compared to 1996-97. They will like to be informed of the reasons for this shortfall and corrective steps taken by Government in this regard.

15.

3.7

The Committee recommend that monitoring of various schemes of the Department should be strengthened so that all information relating to a scheme is furnished to them by the Implementing Agencies in time. They also recommend that the Performance Budget of the Department should contain information regarding funds release by Centre, expenditure incurred and unspent balance if any, about a scheme sanctioned by them.

16.

3.10

The Committee note that the outlay earmarked for the schemes of the Department other than IWDP is marginal. Besides the performance is also not very encouraging. They would like to recommend that Government should give a fresh thinking to these schemes and try to find out the shortcomings in their implementation so that corrective steps could be taken by them to ~~make~~ these schemes effective.