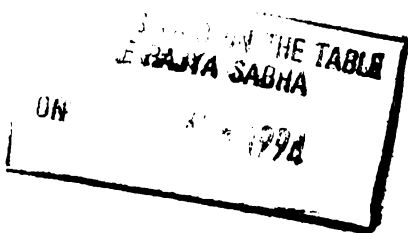


SIXTH REPORT
STANDING COMMITTEE ON
URBAN AND RURAL
DEVELOPMENT
(1994-95)

(TENTH LOK SABHA)

MINISTRY OF RURAL DEVELOPMENT—
DEMANDS FOR GRANTS (1994-95)



Presented to Lok Sabha on April, 1994
Laid in Rajya Sabha on April, 1994

27 APR 1994

LOK SABHA SECRETARIAT
NEW DELHI

April, 1994/Vaisakha, 1916 (Saka)

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(1994-95)

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3. Shri C.S. Joon — *Assistant Director*

INTRODUCTION

I, the Chairman of the Standing Committee on Urban and Rural Development (1994-95) having been authorised by the Committee to submit the Report on their behalf, present this Sixth Report on the Demands for Grants (1994-95) of the Ministry of Rural Development (Department of Rural Development) and Department of Wastelands Development.

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. Demands for Grants pertaining to Ministry of Rural Development for the year 1994-95 were laid on the table of the House on 16th March, 1994.

3. The Report was considered and adopted by the Committee at their Sitting held on 11th April, 1994.

NEW DELHI;
April 19, 1994

Chaitra 29, 1916 (Saka)

PRATAPRAO B. BHOSALE,
Chairman,
Standing Committee on Urban & Rural
Development (1994-95).

CHAPTER I

DEPARTMENT OF RURAL DEVELOPMENT

(i) Introductory

1.1 India is a land of farmers where majority of people live in rural areas. The development of rural areas has been one of the major thrust of our planners during the five year plans. With the passage of time Indian economic scene has undergone notable change during the last four decades. The developmental activities in the agricultural sector and other activities in the rural areas have brought some changes and further need utmost attention to bring qualitative change in the living standards of the rural people.

1.2 The Ministry of Rural Development has been entrusted the role of realising the objectives of alleviating rural poverty and ensuring improvement in the overall quality of life for the rural population, especially those who are living below poverty line. The programmes of the Ministry provide opportunities to the poor people and enable them to participate actively in the growth process by encouraging and providing rural employment, improvement of infrastructure and environment, increasing their access to institutional credit and subsidy, land reforms and development in drought prone areas etc.

1.3 In order to intensify the efforts in such areas, Prime Minister's Employment Assurance Scheme has been launched in 1,752 revamped public distribution blocks comprising mainly of Integrated Tribal Development blocks and Desert Development blocks. These objectives are sought to be achieved through formulating, developing and implementing various programmes relating to different spheres of rural life and activities from income generation to environmental replenishment.

1.4 The Rural Development Department implements the following programmes to achieve these objectives:

1. Wage Employment and Infrastructure Development

- Jawahar Rozgar Yojana (JRY)
- Million Wells Scheme (MWS)
- Indira Awaas Yojana (IAY)
- Employment Assurance Scheme(EAS)
- Rural Housing
- Rural Roads

2. Self Employment and Income Generation Programmes

- Integrated Rural Development Programme (IRDP)

- Institutional Finance for IRDP
 - Development of Women & Children in Rural Areas (DWCRA)
 - Training of Rural Youth for Self-Employment (TRYSEM)
 - Supply of Improved Toolkits to Rural Artisans
3. Special Area Programmes
- Development of Watershed Approach
 - Drought Prone Areas Programme (DPAP)
 - Desert Development Programme (DDP)
4. Rural Water Supply and Sanitation
- Rural Water Supply
 - Rural Sanitation

1.5 The objective of all round economic and social transformation of rural areas cannot be achieved without the active participation and involvement of people at the grass root level, both in planning and implementation of the programmes of rural development. It is felt that development of the rural areas can only take place through a process of decentralisation by involving the village panchayats and local bodies. The various programmes of rural development are being implemented through the State Governments/UT Administrations/District Rural Development Agencies and Village Panchayats.

1.6 From the year 1994-95 a new scheme has been launched namely "MPs' Local Area Development Scheme". Under this scheme, each Member of Parliament both from rural as well as urban areas will have the choice to suggest to the District Collectors/Local Authorities works to the tune of Rs. 1 crore per year to be taken up in their respective constituencies, with each individual work not exceeding Rs. 10 lakhs. On the basis of suggestions made by Members of Parliament priorities will be drawn according to the guidelines. The Ministry of Rural Development has been made the nodal Ministry for implementing this programme.

1.7 The basic objectives of VIII Plan proposals of the Ministry includes:

- (i) Alleviation of rural poverty by increase in employment and self-employment opportunities;
- (ii) Enhancement of opportunities for wage employment and rural unemployed;
- (iii) Creation and improvement in durable community assets for SC/ST poor through wage employment thereby improving the rural infrastructure and the quality of life in rural areas.

- (iv) Improvement in provision of safe drinking water and sanitation, rural housing and thereby improving health and quality of life in rural areas; and
- (v) Land reforms and updating of land records to help in social justice and revenue administration in favour of the rural people.

1.8 The plan outlay in 1994-95 has been fixed at Rs. 7010.00 crores as against BE of Rs. 5010.00 crores in 1993-94. The RE of this Department was increased to Rs. 5605.60 crores by providing Rs. 600.00 crores for the new scheme of Employment Assurance Scheme. The increase in outlay in BE 1994-95 is 39.90% over BE 1993-94. The Scheme-wise break-up of the plan outlay under various plan schemes for 1994-95 is given in the Annexure. The major increases over BE 1993-94 are:—

- Rs. 150.00 crores under Rural Water Supply, Rs. 30.00 crores under Rural Sanitation, Rs. 549.00 crores under JRY, Rs. 1200 crores under EAS, Rs. 15.00 crores under Rural Housing and Rs. 21.00 crores under IRDP.

(ii) Sub-Head G.1(1)—Jawahar Rojgar Yojana

Major Head "2505"

1.9 Jawahar Rojgar Yojana (JRY) was formulated after merging National Rural Employment Programme and Rural Employment Programme and Rural Landless Employment Guarantee Programme. It was launched during 1989-90 with an objective to generate additional gainful employment for unemployed and under-employed men and women and in the process to create productive economic assets. The Committee have noted with great concern that the performance budget shows that in 1993-94 a target of creating 10,804.99 lakh mandays was fixed and an amount of Rs. 3306.01 crores was allocated for this purpose but the performance in this regard has not been found satisfactory as the achievement upto December, 1993 is only 4597.73 lakh mandays which is 42.5 per cent of the total fixed targets. The amount released upto December, 1993 from the Central and State allocation is Rs. 2532 crores and the utilisation of resources is Rs. 1759 crores which is 69.5 per cent utilization of the resources. In all 57.5 per cent of the targets fixed for creating mandays and 30.5 per cent of resource utilization remains to be utilized during the last quarter of the financial year.

1.10 For the year 1994-95 Budgetary Estimate of Rs. 3855.00 crores has been posed and a target of creating 12,000 lakh mandays by the Ministry of Rural Development.

1.11 The Committee note with concern that as per the information given in the Performance Budget (1994-95) of the Ministry of Rural Development, target for 1993-94 of creating 10804.00 lakh mandays was fixed and an amount of Rs. 3306.01 crores was allocated for the purpose. However, the performance of the Ministry is not satisfactory as the Government could create only 4597.73 lakh mandays upto December, 1993 which is 42.6% of the total fixed target. Similarly, as far as the Centre and the State level allocation for the scheme is concerned an amount of Rs. 1759 crore has been utilised which is only 69.5% of the total amount released under the scheme. Thus, the Committee find that 57.5% of the total targets fixed for creating mandays while 30.5 per cent of resource utilization remains still to be utilised during the last quarter of the financial year. The Committee do not appreciate under-utilization of the allocation of the funds made for the most important scheme launched to generate gainful employment for the rural masses. In addition, the achievement of the Government with relation to the targets fixed under this scheme is also not quite encouraging.

1.12 The Committee, therefore, strongly recommend that Government should make sincere efforts to achieve the physical and financial targets. The Committee would also advise the Ministry to ensure optimum utilisation of the financial allocation commensurate with the achievements of targets fixed from time to time.

Indira Awaas Yojana

1.13 In so far as the progress made by the Ministry under the Indira Awaas Yojana is concerned, the Committee have been informed in a written note that a target of 2.90 lakh houses was fixed for the year 1993-94 against an allocation of Rs. 318.12 crores. On the basis of Performance Budget of Ministry of Rural Development it is found that 149867 houses have already been constructed upto December, 1993 and construction work is in progress in case of 201762 houses with a total cost of Rs. 224.36 crores.

1.14 The Committee are happy to note that out of a target of constructing 2.90 lakh houses with an allocation of Rs. 318.12 crores during 1993-94 under Indira Awaas Yojana, 149867 houses have already been constructed by the end of December, 1993 and as many as 201762 houses are still under construction with a total cost of Rs. 224.36 crores only. The Committee hope that the Ministry would continue to keep the tempo to achieve the targets during the current financial year. The Committee would like to alarm the Ministry that this pace of development would not suffice the increasing demand of housing and as such the people living below the poverty line would never think of their own houses even after the Ninth Plan.

(iii) Employment Assurance Scheme (EAS)

Sub-Head G. 1(2)

1.15 A new scheme called Employment Assurance Scheme has been launched during the year 1993-94. The primary objective of the scheme is to provide assured employment of 100 days of unskilled manual work to the rural poor who are in need of employment during the lean agricultural season. The secondary objective is to create economic infrastructure and community assets for sustained employment. The Ministry of Rural Development had a provision of Rs. 600.00 crores for the year 1993-94 without fixing any target and presented the BE amounting to Rs. 1200.00 crores for the year 1994-95 thereby creating a target of 6000 lakh mandays for the year 1994-95.

1.16 The Committee pointed out during evidence that the allocation of funds for the year 1994-95 have been just doubled compared to the revised estimates for the year 1993-94. The Committee desired to know as to why no targets for the implementation of the scheme have been fixed. In this context, the representative of the Ministry explained that they were under obligation to spend Rs. 400 crores only out of Rs. 600 crores due to late start of the scheme, *i.e.* on 2nd October, 1993. Secretary, Rural Development stated that as many as 1755 blocks in the country were going to be covered under the Employment Assurance Scheme. A minimum of 100 days employment Assurance is given to the people seeking employment under the scheme. The Ministry informed the Committee subsequently that out of Rs. 600 crores earmarked for the scheme during 1993-94 they have spent Rs. 438.00 crores and statistical information from state level agencies is being corrected.

1.17 The Committee observe that a provision of Rs. 1200 crores for the year 1994-95 has been made as against the revised estimates of Rs. 600 crores only in the year 1993-94 which is just the double amount. The Committee are surprised to note as to how would the Ministry spend the entire amount of Rs. 1200 crores during the current financial year whereas a sum of Rs. 162 crores still remains to be spent. The Committee, therefore, recommend that they may be apprised as to how the Ministry propose to spend the backlog of Rs. 162 crores towards the implementation of the scheme which is at an infant stage. The Committee would like to know the concrete steps proposed to be taken in this regard or whether any action plan has been drawn for the speedy implementation of the scheme.

(iv) Rural Housing

Major head 3601

Sub-Head J. 3. (4)

1.18 Housing being a State subject, States/UTs are implementing their own

housing programmes depending upon the availability of the resources, both plan and non-plan.

1.19 At the national level, the allotment of house-sites-cum-construction assistance, which is a State Sector scheme, is being monitored. This scheme has been provided under point No. 14 of the 20 Point-Programme—1986 and has also been included in the Minimum Needs Programme (MNP) as well. Indira Awaas Yojana (IAY) is a Central Sector scheme for the benefit of Scheduled Castes and Scheduled Tribes and freed bonded labourers. Rural Housing Schemes are also financed by the Housing and Urban Development Corporation (HUDCO), an apex level housing finance Corporation under the Ministry of Urban Development. HUDCO provides loans upto 90% of the project cost with the unit costs not exceeding Rs. 15,200 for the benefit of the economically weaker sections, rural landless category and Rs. 26,400 for economically weaker sections landed category.

1.20 Under the Major Head "3601" Sub-Head J.3(4) the revised estimates for Rural Housing for the year 1993-94 was of Rs. 10 crores whereas a provision of Rs. 29 crores has been made for the year 1994-95. With a view to enhance the numbers of beneficiaries. When pointed out during evidence whether the SCs/STs and persons from other weaker sections of the society can build a house at such a low cost of Rs. 12,000 only, the Secretary of the Ministry of Rural Development informed the Committee that even though the amount for constructing the house is less but the Rural Housing Scheme namely 'Indira Awaas Yojana' which is a sub-scheme of Jawahar Rozgar Yojana has become the most popular scheme. That is why, the Government is now in a position to meet the requirements of only 10 per cent of identified rural beneficiaries in the rural areas. When enquired whether the Ministry of Rural Development would persuade HUDCO to make more provisions for Rural Housing, the Secretary of the Ministry replied that they have tried to strengthen HUDCO to help the needy State Governments but very few States borrow from HUDCO. It may be pointed out that Credit system in India does not operate satisfactorily. The revised estimates for the year 1993-94 were of Rs. 10.00 crores and for the year 1994-95 the budget estimate has been enhanced to Rs. 29.00 crores.

1.21 The Committee are satisfied with the budgetary provision of Rs. 29.00 crores for Rural Housing during 1994-95 as against the allocation of Rs. 10.00 crores during the preceding year. This will undoubtedly maximise the number of beneficiaries in rural areas. The Committee trust that the Government would continue to make adequate allocation under this head so that more and more number of homeless people can be benefitted under the programme.

(v) Rural Water Supply

Major Head "2215"

Sub-Head B.1(1)

1.22 The subject of Rural Water Supply and Rural Sanitation was transferred from the Ministry of Urban Development in August, 1985 to the Department of Rural Development. In view of its importance in improving the quality of life of rural people, large funds are provided through the activities of Rajiv Gandhi National Drinking Water Mission in the central sector to supplement State's efforts through their Minimum Needs Programme.

1.23 The following norms are being followed for providing drinking water to villages:—

- (a) 40 litres of safe drinking water per capita per day (lpcd) for human beings.
- (b) 30 lpcd additionally for cattle in the desert districts (DDP).
- (c) One handpump or standpost for every 250 persons.
- (d) The water source should exist within 1.6 kilometers in plains and within 100 metres' elevation difference in the hills.
- (e) Drinking water is defined as safe if it is free from biological contamination (Guineaworm, cholera, typhoid) and chemical contamination (excess fluoride, brackishness excess iron, arsenic, nitrate).

1.24 The drinking water problem has been assessed in India from time to time. Last survey was conducted in 1985. On the basis of the survey the State Governments/UTs were advised to formulate the location, specific schemes which alone can tackle the problem of drinking water.

The representative of the Ministry of Rural Development informed the Committee during evidence that another survey was conducted in 1991 but the figures have not since been verified.

1.25 In so far as the problem of drinking water is concerned there are three types of villages. As per the prescribed norms, (i) only those villages which have no source of safe drinking water should be treated on priority, (ii) Partially covered village means those villages which have some sources but not adequate source according to minimum requirement norms, (iii) Problem villages are those villages where there is quality contamination or chemical contamination of water is prevalent and where water is not potable.

1.26 In this regard, the secretary of the Ministry explained the position as follows:

“We have refer to villages as problem villages if quality contamination or chemical contamination of water is there and where water is not potable. We have identified such contamination of water problems like guineaworm, fluoride, arsenic and salinity. When we had the figures of 1985, we hoped to more or less solve the problem by the end of this year, Nevertheless, we are noticing two trends. In 1991, we had initiated a comprehensive survey monitored by us and conducted by the States. Roughly speaking, including main habitations and other habitations, about 1.5—2 lakh habitations are coming up where we have to provide sources according to national norms and it is our ambition to do it by 1997.”

1.27 Under the minimum needs Programme, the Eighth Plan outlay for Central/State assistance was about Rs. 5100 crores and Rs. 4954.23 crores respectively in order to supply safe drinking water to rural areas. The major objectives during the Eighth Five Year Plan period are delineated below:—

- (a) To cover all the left over no-source villages in the initial years of the Plan.
- (b) To provide sustainable supply of safe water to all the no-source habitations by the end of the Plan.
- (c) To complete eradication of guineaworm and to tackle major quality problems like excess fluoride, brackishness, iron and arsenic etc., in drinking water.
- (d) To enhance the quantum of supply and its quality in all the villages.
- (e) To expand the efforts in securing scientific input in rural water supply, particularly for source finding and recharge of aquifers.
- (f) To improve the Operation and Maintenance of Water Supply System with active participation of the people.
- (g) To improve water quality by surveillance throughout the country.

1.28 About 1.54 lakh PVs were covered during the VII Five Year Plan and 8365 PVs in 19 States spilled over to 1990-91. Out of 8365 PVs, 3032 PVs and 2365 PVs were covered in 1990-91 and 1991-92 respectively. During 1992-93, 2218 PVs were covered 752 villages are targetted to be covered during 1993-94. Against this, 131 villages have been covered upto December, 1993. It is likely that 56 problem villages will spill over to 1994-95. The outlay for the year 1993-94 under Rajiv Gandhi National Drinking Water Mission was Rs. 740 crores and the revised estimates were of Rs. 738.00 crores against which an amount of Rs. 466.04 crores has been released upto December, 1993.

1.29. The Committee find that a survey was conducted in 1985 and in 1991 respectively to identify the problem villages for providing safe drinking water. In this connection, the Secretary of the Ministry of Rural Development informed that the 1991 survey has since not been verified and as such no action plan has been chalked out in this regard.

The Committee take a serious view that the survey conducted in 1991 to identify the problem villages has since not been finalised even after the lapse of two years. The Committee recommend that the Ministry should make concerted efforts to chalk out an action plan without any delay in order to make available water supply to the rural areas.

1.30 The VIII Plan outlay for Central assistance is Rs. 5100 crores and Rs. 4954.23 crores in the State sector under the minimum Needs Programme has been envisaged and the outlay for the year 1993-94 under Rajiv Gandhi National Drinking Water Mission was Rs. 740 crores and the revised estimates were Rs. 738 crores against which an amount of Rs. 466.04 crores has been released upto December, 1993.

The Committee are not satisfied with the achievement made so far under Rajiv Gandhi National Drinking Water Mission Programme in which only 131 problem villages out of 752 problem villages have been covered so far. The Ministry stated in their latest Performance Budget that the coverage of another 56 problem villages will spill over to 1994-95. The Committee are dismayed to note that the top priority accorded to the Rural Water Supply Programme has not been taken care of in the right perspective and strongly recommend that sincere efforts by the Ministry down to the village level should be carried out in order to maximise the number of beneficiaries.

(vi) Rural Sanitation

Major Head "2215"

Sub-Head B.2(1)

1.31 The concept of sanitation was earlier limited to disposal of human excreta by cesspools, open ditches, pit latrines, bucket system etc. Although the concept of sanitation has undergone qualitative changes during the years, there has hardly been any change in the sanitary conditions in the village as well as in the cities in India.

1.32 In sufficient provisions of safe drinking water, improper disposal of human excreta, solid and liquid wastes leading to unfavourable environmental conditions and lack of personal, food hygiene have been the major causes of many killer diseases in many developing countries, including India. It has been estimated that more than 1.70 lakh children are affected by poliomyelitis; 2.50 lakhs die due to tetanus and 15.00 lakhs die every year due to dehydration

caused by diarrhoea. The poor sanitation is one of the major factor responsible for high Infant Mortality Rate (IMR). The importance of sanitation thus needs no re-emphasis.

1.33 Under the Central Rural Sanitation Programme it was decided to provide sanitary latrines to SC/ST families and people below poverty line. The total resources required under the programme were to be shared by State Governments and Centre on 50:50 basis. While making the State-wise allocation on the basis of population (50%), area (20%), incidence of poverty (20%) and spill-over problem villages (10%), it was decided to construct two-pit Pour Flush Water Seal Latrines at an estimated cost of about Rs. 1200 per latrine. The cost of latrine, however, varied from State to State.

1.34 During Eighth Plan an outlay of Rs. 380.00 crores for centrally sponsored Rural Sanitation Programme and Rs. 294.23 crores under State sector Minimum Needs Programme has been provided. It may be pointed out that with this outlay, about 1.68 crore rural population can only be covered i.e. about 2.5% of rural population (1991 census).

The physical achievements and the Financial Programmes under CRSP during 1992-93 and 1993-94 is as under:—

Year	Targets (Units)	Physical Achieve- ment (Unit)	%	Outlay	Financial Utilisation/ Expenditure (Rs. in crores)	%
1992-93	186407	20150	10.81	20.00	21.68	108.20
1993-94 (Upto December 1993)	233697	34644	14.82	30.00	16.25	54.17

1.35 In the year 1992-93 the Plan outlay was of Rs. 20.00 crores and the utilisation of funds was Rs. 21.68 crores which comes to 108.2 per cent and the physical targets were of 186407 units and the achievement of physical target was of the order of 20150 units which is only 10.8 per cent and in the year 1993-94 the revised estimate was of Rs. 31.85 crores of which Rs. 22.32 crores has been utilised upto January, 1994. However, an outlay of Rs. 60.00 crores has been approved for 1994-95. The details of the physical targets and achievements made upto December, 1993 were 233697 units and 34644 units respectively.

1.36 The Committee observe that an outlay of Rs. 60 crores has been earmarked for 1994-95 for rural sanitation. The Committee also note that the utilisation of funds is 108.2 per cent while the achievement of the physical targets is only 10.8 per cent during 1992-93. Similarly, during 1993-94, the utilisation of funds was of the tune of Rs. 22.32 crores against the revised estimates of Rs. 31.85 crores (January, 1994) i.e., 54 per cent.

While the physical achievements are of the order of 34644 units against the target of 233697 units, i.e., only 14.8% (up to December, 1993). The Committee appreciated the utilisation of the allocations to the tune of Rs. 21.68 crores as against an outlay of Rs. 20 crores in 1992-93 budget which is more than 100%. However, the Committee regret to note that the physical achievements under this Programme during 1992-93 and 1993-94 (upto December, 1993) were very poor i.e. only 10.8% and 14.8% respectively. Keeping in view the poor performance of the Ministry during the last two financial years, the Committee strongly recommend that a serious thought should be given to the problem of rural sanitation and suitable ways and means should be explored through result oriented action plan for the betterment of rural population.

1.37 Besides, the Committee are of the opinion that the main sufferer in the absence of non-availability of proper sanitation are the rural woman who constitute a bulk of our population. Thus the rural sanitation scheme should be directed towards giving better sanitary facilities to the women folk. Besides, this scheme should not be implemented by mere compartmentalisation/categorisation and the scheme should be realised in such a manner so as to benefit all categories of people/inhabitants in the rural areas especially the women folk which attracts more attention for making better health and sanitation. Under the Minimum Needs Programme the 8th Plan outlay is Rs. 380.00 crores for centrally sponsored rural sanitation programme and Rs. 294.23 crores under the state sector. With this outlay only about 2.5% of the rural population has been covered as per the 1991 census. In view of very small coverage of 2.5% of rural population the Committee would like to recommend that a time bound programme not exceeding more than 5 to 10 years should be formulated to maximise the coverage in the rural areas and an allocation of Rs. 100 crores should be provided for the current year and from next year onwards the allocation should be at least to the tune of Rs. 300 crores.

(vii) Drought Prone Areas Programme (DPAP)

Major Head "2501"

Sub-Head I.2(1)

Major head 3601

Sub-Head J.2 (5)

1.38 Drought prone areas are characterised by degraded environment caused due to soil erosion, water and moisture stress and inadequate protective vegetative cover. Such environment causes damage to crops, low productivity of soil and scarcity of fodder and drinking water in the affected areas. The drought prone areas have since long been suffering from recurring drought, affecting the lives of the human beings adversely.

1.39 Drought prone areas programme was launched in 1973-74 in the identified areas of the country. The objectives of the programme are to minimise the adverse effects of droughts on production of crops and livestock and productivity of land, water and human resources.

The programme is funded on 50:50 sharing basis between Centre and States. At present the programme is being implemented in 615 blocks, 96 districts in 13 States, of the country. Drought prone areas are spread over 553 lakh hectares. In addition to 615 blocks, 9 blocks in Jammu & Kashmir and 3 blocks in Tamil Nadu have been created by bifurcating the existing DPAP blocks. These blocks have not been formally included in the number of blocks for the purpose of allocation of funds on regular basis. However, funds are being sanctioned for these blocks from the amount left over after sanctioning the same to the identified blocks.

1.40 The revised estimates for the year 1993-94 amounts to Rs. 77.00 crores out of which the expenditure (Upto January, 1994) incurred so far is about Rs. 59.50 crores. The budget estimates for the year 1994-95 have been fixed at Rs. 85.00 crores against the Revised Estimates of Rs. 77.00 crores i.e. an increase of Rs. 8.00 crores.

1.41 As regards the physical targets and their achievements during 1992-93 and 1993-94, the position is as under:

*Physical achievements of the core sector during
1992-93 under DPAP*

(00 Hectares)		
Target	Achievement	Percentage
2029.93	2094.82	103.2

*Physical achievements of the core sectors during
1993-94 under DPAP (upto September, 1993)*

Target	Achievement	Percentage
2855.09	978.46	34.3

1.42 The Committee find that the Drought Prone Areas Programme is funded on 50:50 sharing basis between Centre and State Governments. Presently, this programme is being implemented in 615 blocks, 96 districts in 13 States of the country.

As per the revised estimates of Rs. 77.00 crores for the year 1993-94, Rs. 59.50 crores has been spent upto January, 1994. The budget estimates

for the year 1994-95 have been fixed at Rs. 85.00 crores with an increase Rs. 8.00 crores over the previous year.

1.43 The date regarding physical achievements during the financial years 1992-93 and 1993-94 indicate that the physical achievements during 1992-93 was 103.2 per cent while in 1993-94 (upto September, 1993) the achievement was only 34.3 per cent which is much below the targets fixed under the scheme. The Committee are at a loss to understand as to why a sum of Rs. 85.00 crores has been demanded by the Ministry under this Head, when the Ministry could not utilise the amount allocated in the revised estimate of Rs. 77.00 crores in the year 1993-94. The Committee are keen to know the special efforts proposed to be made by the Ministry to achieve the targets as well as fully utilise the amount allocated for the purpose. The Committee find that the development of this scheme would have multifacit benefits namely employment generation, environmental benefit, forestry, improvement in the water table and other pretty commercial activities in the rural areas and strongly recommend that this scheme should be treated as one of the priority schemes in rural development.

(viii) Desert Development Programme (DDP)

Major Head '2501'

Sub-Head F. 3(1)

Major Head 3601

Sub-Head J.2 (5)

1.44 Desert Development Programme started in 1977-78. The objectives of this programme are to minimise adverse effects of drought, to control desertification of the desert areas and to restore ecological balance of the areas in the long run through conservation, development and harnessing of land, water and other natural resources including rainfall.

1.45 At present, the programme covers 131 blocks in 21 districts of 5 States, of which 3 States (Rajasthan, Gujarat and Haryana) have 'Hot Desert Areas' and 2 States, namely, Himachal Pradesh and Jammu & Kashmir have 'Cold Desert Areas'. The hot desert covers about 260 lakh hectares and cold desert covers 126 lakh hectares.

1.46 During 1992-93 an amount of Rs. 50.00 crores was allocated to 5 States. The total funds available under this Head were of Rs. 50.66 crores and the expenditure incurred so far to Rs. 48.51 crores, i.e. 95.75 per cent utilization. As regards the achievement of physical targets, it was 93.85 per cent under soil erosion, 58.13 per cent under water resource Development, 78.94 per cent under Forestry and the overall achievement was around 74.70 per cent of the total targets fixed as 380.42 (00 hectares).

In the year 1993-94 the allocation was enhanced by 1½ times of the allocation in 1992-93. The total revised estimates for the year 1993-94 are Rs. 75.00 crores. An amount of Rs. 45.59 crores has been said to be released upto December, 1993. The percentage of achievement of total targets fixed as 438.35 (00 hectare) has been only 21.59 per cent upto September, 1993. An outlay of Rs. 85.00 crores has been provided for 1994-95.

1.47 The Committee observe that during 1992-93 an amount of Rs. 50.66 crores was allocated to 5 States for the Desert Development Programme. Out of this allocation Rs. 48.51 crores, i.e. 95.75 per cent was utilised. Besides, the overall achievement was quite satisfactory as it was 74.70 per cent of the total targets fixed for the purpose. Though, the Committee are satisfied with the achievements made during the year 1992-93 but find a poor performance during 1993-94 despite the allocation was up by 1½ times as compared to 1992-93. However, an outlay of Rs. 85.00 crores has been provided for 1994-95 the Committee hope that the Ministry would make more concerted efforts so as to fully utilise the allocated amount in order to targets under the programme. The Committee are of the opinion that the Government have still to go a long way keeping in view the seriousness of the problem. The Committee, therefore, recommend that this scheme should be further reviewed and more areas should be added under the programme in order to benefit the adversely affected people living in these areas. The Committee stress that at least an amount of Rs. 100 crores should be allocated for 1994-95 to achieve the desired results.

(ix) Development of Women and Children in Rural Areas (DWCRA)

Major Head "2515"

Sub-Head 1.4(1)

1.48 The objective of the programme is to focus attention on women members of families below poverty line so as to improve their socio-economic status through creation of opportunities for income generating activities on self sustaining basis. DWCRA is jointly financed by Central Government, State Government and UNICEF. According to the performance Budget it is in operation in 352 districts as on 30.09.93 and proposed to cover 50 additional districts in the year 1994-95. The ultimate target is stated to cover all the districts of the country by the end of 8th Plan.

1.49 In the year 1992-93, the target of funds utilisation was of Rs. 13.00 crores and the achievement was of 15.48 crores and against the target of 7500 groups 9029 target groups were formed thereby assisting the 128744 beneficiaries.

1.50 In the year 1993-94, the revised estimates were of the order of Rs. 21.00 crores and the expenditure thereto upto January was of Rs. 15.82 crores. The targets achieved upto December, 1993 was 4954 groups against a target of 10,000 groups. The number of beneficiaries assisted were 554.38. The budget estimates of Rs. 21 crores for the year 1994-95 are of the same order as per the revised estimate for 1993-94, appears to be slackening in the coverage.

1.51 The committee note that the Development of Women and Children in Rural Areas (DWCRA) is implemented by the District Rural Development Agencies (DRDA's) under the supervision of the State Governments. The ultimate target of this programme is to cover all districts of the country by the end of the 8th Plan. While appreciating the achievements made under this Programme the Committee trust that the allocations made for the year 1994-95 would be fully utilised to achieve the physical and financial targets. The Government of India has at different occasions stressed the need to improve women's access to basic services of health, education, child care, nutrition, water and sanitation to bring them in the national mainstream in order to make them at par with men. The Committee, therefore, desire that schemes relating to upgrading the status of women in the society must be given priorities and funded liberally.

CHAPTER II

DEPARTMENT OF WASTELANDS DEVELOPMENT

(i) Introductory

2.1 Land degradation has created a serious ecological and socio-economic crisis in the country. Out of the total estimated wastelands of 1295 lakh hectares 936.90 lakh hectares are said to be non-forest wastelands. To achieve the ambitious target for the production of foodgrains there is an urgent need for developing India's wastelands for putting them to optimal use for various purposes, particularly production of foodgrains.

2.2 The Government of India on 02.07.92 constituted a new Department of Wastelands Development in the Ministry of Rural Development. The functions assigned to the Department of Wastelands Development are:

- 1. National Wastelands Development Board.**
- 2. National Land use and Wasteland Development Council.**
- 3. Promotion of Rural employment through wastelands development.**
- 4. Promotion of production of fuelwood, fodder and timber on non-forest lands, including private wastelands.**
- 5. Research and development of appropriate low cost technologies for increasing productivity of wastelands in substantial ways.**
- 6. Inter-departmental and inter-disciplinary coordination in programme planning and implementation of the wastelands development programme including training.**
- 7. Promotion of people's participation and public cooperation and coordination of efforts of Panchayats and other voluntary and non-Government agencies for wastelands development.**

2.3 As the Department was created in July, 1992, no provisions have been made in the 8th Five Year Plan. Consequent upon the creation of the Department, a demand for Rs. 1165.00 crores was projected to the Planning Commission. The Planning Commission did not indicate the annual plan outlay but recommended Rs. 26.41 crores for the year 1992-93 and 1993-94 respectively for implementing various schemes under charge of Deptt. of Wasteland Development. A budgetary provision of Rs. 60.26 crores have been made for the year 1994-95.

2.4 The Department of National Wasteland Development was created in July, 1992 and was given a budget of Rs. 26.41 crores for the remaining eight

months of the financial year. The National Wastelands Development Board which was given a new mandate and was transferred to the Department of Wastelands Development from the Ministry of Environment and Forest continued to implement the schemes on non-forest wastelands as per the new mandate and followed the terms and conditions of the schemes as well as the financial norms followed by the Ministry of Environment and Forests.

2.5 The financial outlay and the amount released to the Board during 1992-93 is as follows:—

Sl. No.	Name of the Scheme	Target	Amount released (Rs. in crores)
1.	Integrated Wastelands Development Project	12.00	16.83
2.	Fuelwood Fodder Project Scheme	8.00	3.26
3.	Decentralised People's Nursery Scheme	0.80	3.16
4.	Grants-in-Aid	2.50	0.85
5.	Margin Money Scheme	2.00	0.00
6.	Administrative overheads, communications etc.	1.11	0.80
Total		26.41	24.90

2.6 An overall view of the physical and financial target and achievement of the programmes during 1992-93 as shown in the performance budget is as under:—

Scheme operational in 1992-93 but closed after 31.03.1993

Name of the Programme and year	Physical targets	Achievements	Financial requirements	Achievements	%age
	(Area in hectares)		(Rs. in lakhs)		
1. Margin Money 1992-93	—	—	200	Nil	—
2. Decentralised People's Nurseries Scheme 1992-93	—	—	80	316	395
3. Fuelwood/Fodder Scheme 1992-93	5400	*	800	326	40.75

* Reports not available as yet.

Schemes Operational in 1992-93 and ongoing

Name of the Programme and year	Physical Targets	Achievements	Financial require-	Achievements	%age
	(Area in hectares)		(Rs. in lakhs)		
1. Integrated Wastelands Development Project Scheme* 1992-93	1500	9357+	1200.00	1683.00	140.25
2. Grants-in-Aid Scheme 1992-93	2600	N.A.	250.00	85.00	34.00
3. Communications** 1992-93			80.00	80.00	100.00

*Include Technology Extension and Development Schemes.

**Includes Administration overhead etc.

+Information tentative.

In this regard the representative of the Ministry during the evidence stated that "At page 85 of the performance budget, we are reporting the figures of 9357 hectares reclaimed. On checking I find for 1992-93, according to the latest report, we have covered 12,300 hectares of land for intensive treatment under the Integrated Wastelands Development Project."

2.7 In the year 1993-94, some of the schemes which were being implemented on the pattern of erstwhile NWDB were closed on 31.03.93 and some new schemes were formulated. The schemes/developmental activities which were being implemented by the Ministry of Environment and Forest are now under the control of Department of Wastelands Development. The schemes are as under:—

On-going

- i. IWDP Scheme including Technology Extension
- ii. Grant-in-Aid Schemes
- iii. Communication including Administration

Proposed schemes (for which plan allocations have been made) but schemes are yet to be finalised

- i. Investment Promotion Scheme
- ii. Wastelands Development Task Force
- iii. Promotional and Critical Support Services

iv. Appraisal, Monitoring and Evaluation

2.8 The financial targets for the year 1993-94 and the achievement thereof in regard to the schemes which have been under the control of Department of wastelands Development are as under:—

Department of wastelands development

(Rs. in lakhs)

Sl. No.	Scheme	Budget Estimate 1993-94	Revised Estimate 1993-94	Plan Provision 1994-95
PLAN				
On going Schemes				
1.	IWDP including Technology Extension	3182.00	4222.00	5120.00
2.	Grant-in-Aid	500.00	300.00	300.00
3.	Communication including Administration	168.00	153.00	150.00
Proposed Schemes				
4.	Investment promotional Scheme	400.00	100.00	200.00
5.	Wastelands Development Task Force	200.00	100.00	150.00
6.	Promotional and Critical Support Services	450.00	100.00	50.00
7.	Monitoring & Evaluation	100.00	25.00	30.00
Total		5000.00	5000.00	6000.00

About the achievement of physical targets in the year 1993-94 the representative of the Ministry stated that "for 1993-94 we have the target of 46,4000 hectares to be brought under treatment. We have sanctioned projects to cover all these lands and projects are under implementation." In the year 1993-94 the revised estimates were of Rs. 50.25 crores and the expenditure made upto 31st December, 93 was around Rs. 23.93 crores on the on-going schemes as shown in the performance budget.

2.9 In 1994-95, a Plan outlay has been fixed at Rs. 60 crores as against the Budget Estimates of Rs. 50 crores in 1993-94. The increase in the budget Estimates is only 20% over the budget estimates of 1993-94.

The Department of Wastelands Development will be implementing the following schemes during 1994-95:—

- (i) Integrated Wastelands Development Projects Scheme
- (ii) Technology Extension Scheme
- (iii) Grants-in-Aid
- (iv) Communications
- (v) Investment Promotional Scheme
- (vi) Wastelands Development Task Force
- (vii) Promotional and Critical Support Services Scheme.

(ii) Integrated Wastelands Development Projects Scheme

2.10 The scheme of Integrated Wastelands Development Projects (IWDP) is being implemented in watersheds having pre-dominance of non-forest wastelands.

The project components include in situ soil and moisture conservation, natural regeneration of village commons and private lands, afforestation and agro-forestry, development of pastures, awareness raising and formation of village institutions to manage the assets created.

A budget provisions of Rs. 30.72 crores was made during 1993-94 for covering an area of 34,000 ha. approximately. However, 52 projects have been sanctioned and an amount of Rs. 44.49 crores has been released for developing 15,000 ha. of wastelands during 1993-94.

In 1994-95 a budget provision of Rs. 49.20 crores has been made for sustainable development of 55,000 ha. of wastelands which represents an increase of target of 61.16% over the budgeted target of 34,000 ha. during 1993-94. Considering the quantum of wastelands in the country, this increase is justified.

2.11 The Committee find that this programme needs priority as it covers land capabilities, optimal land use providing biomass, fuel-wood for the people and fodder for cattle. This scheme would endeavour considerably and enhance the quality of public participation in such wastelands Development Programme through mechanism for people's involvement at all stages. The funds allocation as compared to the task envisaged by the Department works to be very small and difficult to achieve the targets in the year 1994-95. The Committee strongly recommend that enhancement of the funds to a reasonable level in order to maintain the tempo of the task entrusted to this Department.

(iii) Technology Extension

2.12 Technology Extension was a part of the IWDP Scheme in 1993-94. The objectives of this scheme include:—

- (i) Identification of models for wastelands development suitable to various regions/agro-climatic zones in the country and replication of these models to larger areas.
- (ii) Awareness raising and training in these technologies.

For 1994-95, a budget provision of Rs. 2 crores has been made. This has become essential to identify suitable models for replication in order to accelerate pace of development of wastelands.

2.13 The Committee find that a budgetary provision of Rs. 2.00 crores has been provided in the Budget for 1994-95 as against Rs. 1.50 crores during 1993-94. This allocation could only develop 1,400 hectares of wastelands. On the basis of performance budget the Department has an ambitious plan such as identification of existing technology gaps, promoting pilot projects through Institutions, Departments and universities etc. for evolving suitable techniques to fill these gaps. The scheme also envisages setting up of demonstration centres for the reclamation of problematic lands like saline, ravine, water logging etc. Keeping in view the above programmes the Committee find that the provisions made for this scheme would not suffice the related activities to be taken up in the current financial year. The Committee also observed that the department is revising this project to cover extensively technical data base in order to make realistic projects.

(iv) Grants-in-Aid Scheme and Investment Promotional Scheme

2.14 This Scheme envisages assisting non-Government organisations directly by Government of India on 100% grant basis for sustainable development of non-forest wastelands. Registered NGO's are eligible to seek assistance under this scheme. Activities under this scheme include nursery raising, soil and moisture conservation, plantation and awareness raising. In 1993-94, a sum of Rs. 300.00 lakhs was released. For 1994-95, a sum of Rs. 300.00 lakhs has been earmarked for this scheme.

2.15 The Committee find that a sum of Rs. 3.00 crores has been earmarked for 1994-95 for the Grants-in-Aid scheme. This scheme is mainly directed for sustainable development of non-forest wastelands and 100% grant is given by the Government to the Non-Governmental organisations. Keeping in view the importance of the scheme the Committee

are of the firm opinion that the present allocation under the scheme should be raised to at least Rs. 10.00 crores.

2.16 The Investment Promotional Scheme would cover afforestation, farm forestry and other land based activities. The principal objective of this scheme is promoting/facilitation/attracting/channelising/mobilising resources from the financial institutions, corporate bodies including user industries and other entrepreneurs for the development of wastelands belonging to individual farmers, village commons, institutions and government agencies.

The scheme would provide financial assistance upto 25% of the total project cost, after the cost have been appraised, firmed up and cleared for assistance by the concerned banks/financial institutions. Based on the recommendation of the financial institution the required central assistance would be released to the implementing agency.

A provision of Rs. 2 crore has been earmarked for the scheme during 1994-95.

2.17 The Committee find that the provision of Rs. 2.00 crores has been made for the year 1994-95 which would cover about 4,000 hectares of wastelands under this scheme. The aim of the scheme is not only to cover further forestry but would also take care of land based activities as may be appropriate for a given area. The committee find that the scheme will attract user industries, co-operative NGO's and other public undertakings to play their own role in developing the rural economy.

(v) Wastlands Development Task Force

2.18 Under this scheme, non-forest wastelands in inaccessible and inhospitable terrains like deserts, mountains, ravines, mine areas, etc. will be developed for sustainable use. It is proposed to enlist the services of disciplined force of ex-servicemen, which will have the incidental benefit of providing avenues to resettle ex-servicemen. An amount of Rs. 2 crores has been earmarked for 1994-95.

2.19 The Committee are happy to note that wasteland development task force has been created to develop those wastelands areas which have been ignored since long. It would not only benefit the participants but would generate Greenary, Micro-Employment avenues, Tourism and other auxiliary industries which in turn would lessen the influx of rural people to urban areas. The Committee, therefore, recommend that this scheme may be given encouragement through additional funds.

(vi) Promotional and Critical Support Services Scheme

2.20 This Scheme will consist of the following components:

- a. Setting up of central data base and regional promotional centres for extending professional services including technical guidance for optimum utilisation and management of wastelands.**

- b. Extension and Communication.
- c. Mapping of wastelands.
- d. Geographical Information System and Management Information System.

A provision of Rs. 50 lakhs has been made during 1994-95 under this scheme.

2.21 The Committee find that such an important development scheme has been ignored as the funds allocated has been slashed down from Rs. 1.00 crores in 1993-94 to Rs. 50 lakh in 1994-95. The Committee find that this scheme is supportive to the total developmental activities of wastelands programmes, as its network is to establish mapping of wastelands, strengthening of information system and publicising the activities through radio and television, video films, distribution of informative material in different languages through various institutions, public bodies and NGO's etc. In view of such an effective extension works the funds provided for the current year and inadequate.

2.22 The Committee are dismayed over the fact that the Department has not been provided adequate funds to meet the huge task of developing approximately 936.90 lakh hectares of non-forest wastelands in the country. At the average rate of assistance of Rs. 10,000 for the development of wastelands per hectare only 60000 hectares of wastelands can be developed in a budget of Rs. 60.00 crores in the year 1994-95. With the given budget of Rs. 60.00 crores and at the present pace of development of wastelands it appears that it will take more than hundred years, despite the continuous process of degradation of good land in the country becoming wasteland. The department had asked for Rs. 300.00 crores but they have only been given Rs. 60.00 crores. The Committee are of the opinion that in view of the enormous task of wasteland development as projected by the Department, the budget allocation for the year 1994-95 are not adequate to match the developmental task. The Committee, therefore strongly recommend that the Department should be given proper budgetary allocations to enhance the pace of developmental process. There is an utmost need of giving priority to the development of wastelands and a time bound programme with a maximum span of 15 years should be worked out for speedy development of wastelands and a provision of about Rs. 390.00 crores is, recommended.

S. S. Bhosale

NEW DELHI;
April 19, 1994

Chaitra 29, 1916 (Saka)

PRATAPRAO B. BHOSALE,
Chairman,
Standing Committee on Urban & Rural
Development (1994-95).

ANNEXURE

Statement Showing Allocations in the Year 1993-94 and 1994-95

(Rs. in Crores)				
Sl. No.	Name of the Scheme	B.E. 1993-94	B.E. 1994-95	%age increase over B.E. 1993-94
1	2	3	4	5
1.	Rural Water Supply Programme	740.00	890.00	20.2
2.	Rural Sanitation	30.00	60.00	50.0
3.	Integrated Rural Dev. Programme	654.00	675.00	3.2
4.	Dev. of Women & Children in Rural Areas	21.00	21.00	—
5.	Training of Rural Youth for Self-Employment	13.00	14.00	7.6
6.	Jawahar Rozgar Yojana	3306.00	3855.00	16.6
7.	Drought Prone Areas Programme	77.00	85.00	10.3
8.	Desert Development Programme	75.00	85.00	13.3
9.	Grants to N.I.R.D.	4.00	4.00	—
10.	Strengthening of State Training Centres	1.75	3.25	85.7
11.	Assistance to CAPART	8.00	12.00	50.0
12.	Organisation of Training Courses, Seminars and Workshops	0.50	1.00	100.0
13.	Strengthening of E.T.C.	1.75	3.25	85.7
14.	Assistance to Assignees of Ceiling Surplus Land	0.01	0.01	—
15.	Grants-in-aid to Institute for Agrarian Studies	8.00	12.00	50.0
16.	Strengthening of Revenue Machinery & Updating of Land Records	27.47	27.47	—
17.	National Commission on Revitalisation of Revenue Administration	0.01	0.01	—
18.	Organisation of Rural Poor	0.01	0.01	—
19.	Communication Cell	0.50	2.00	400.0
20.	Promotion of Voluntary Scheme	9.50	9.50	—
21.	Organisation of Beneficiaries	2.50	2.50	—
22.	Panchayat Development & Training	1.00	5.00	400.0
23.	Roads in Spl. Problem Areas	2.00	2.00	—

1	2	3	4	5
24.	Rural Godowns	—	0.00	—
25.	Development of Rural Markets	0.01	0.01	—
26.	Centre for Agril. Marketing	4.00	3.00	—
27.	Estt. Expenditure of D.M.I.	6.99	7.99	14.31
28.	Building for A.A.R.R.O.	1.00	—	—
29.	Rural Housing	15.00	30.00	100.0
30.	Employment Assurance Scheme	00	1200.00	00.00
Total:		5010.00	7010.00	39.92