

EIGHTEENTH REPORT

STANDING COMMITTEE ON URBAN AND RURAL DEVELOPMENT (1995-96)

(TENTH LOK SABHA)

MINISTRY OF RURAL AREAS AND EMPLOYMENT — DEMANDS FOR GRANTS (1994-95)

*[Action Taken by Government on the recommendations
contained in the Sixth Report of Standing Committee
on Urban and Rural Development on 'Demands for
Grants (1994-95)' of the Ministry of Rural Development]*

Presented to Lok Sabha on.....

Laid in Rajya Sabha on.....



LOK SABHA SECRETARIAT
NEW DELHI

May, 1995/Vaisakha, 1917 (Saka)

C.U. & R.D. No. 018

PARLIAMENT LIBRARY
GOVERNMENT OF INDIA
Acc. No. NC...9.1914 (5)
Date-----16/5/95---

LC
328.3657R
NS.18; 4

Price: Rs. 23.00

© 1995 BY LOK SABHA SECRETARIAT

Published under Rule 382 of the Rules of Procedure and Conduct of Business in Lok Sabha (Seventh Edition) and Printed by National Printers, New Delhi.

CONTENTS

	PAGE
COMPOSITION OF THE COMMITTEE	(iii)
INTRODUCTION	(v)

PART-I

CHAPTER I	Report	1
CHAPTER II	Recommendations/Observations which have been accepted by Government	12
CHAPTER III	Recommendations/Observations which the Committee do not desire to pursue in view of Government replies	16
CHAPTER IV	Recommendations/Observations in respect of which replies of Government have not been accepted by the Committee	19
CHAPTER V	Recommendations/Observations in respect of which final replies of Government are still awaited	27

APPENDICES

I.	Analysis of Action Taken by Government on the recommendations contained in the Sixth Report of Committee on Urban & Rural Development (10th Lok Sabha)	30
II.	Minutes of the Seventh sitting of the Committee on Urban & Rural Development held on 28.4.95	31

**COMPOSITION OF THE STANDING COMMITTEE ON
URBAN & RURAL DEVELOPMENT
(1995-96)**

CHAIRMAN

Shri Prataprao B. Bhosale

MEMBERS

Lok Sabha

2. Shri P.P. Kaliaperumal
3. Shri Sajjan Kumar
4. Shri Gangadhara Sanipalli
5. Shri Rajesh Khanna
6. Shri Prabhulal Rawat
7. Shri J. Chokka Rao
8. Dr. Y.S. Rajasekhar Reddy
9. Shri Vijayaramaraju Satrucharla
10. Shri Prithviraj D. Chavan
11. Shri K.M. Mathew
12. Shri P.R. Kumaramangalam
13. Shri Maruti Deoram Shelke
14. Shri Surendra Pal Pathak
15. Shri Rampal Singh
16. Shri Devi Bux Singh
17. Shri Karia Munda
18. Shri Girdhari Lal Bhargava
19. Shri Ram Singh Kashwan
20. Shri Sudhir Giri
21. Shri Subrata Mukherjee
22. Mohd. Ali Ashraf Fatmi
23. Shri Sukhdev Paswan

24. Shri Dharmabhiksham
25. Shri N. Murugesan
26. Shri Gulam Mohammad Khan
27. Shri Sobhanadreeswara Rao Vadde
28. Shri Shailendra Mahto
29. Shri Kalpnath Rai

Rajya Sabha

30. Shri Nilotpal Basu
31. Shri Ram Deo Bhandari
32. Shri Debabrata Biswas
33. Shri Shivprasad Chanpuria
34. Choudhary Harmohan Singh
35. Smt. Meera Das
36. Shri Satyanarayana Dronamraju
37. Dr. B.B. Dutta
38. Shri Sangh Priya Gautam
39. Shri B.K. Hariprasad
40. Shri Jagmohan
41. Prof. Vijay Kumar Malhotra
42. Dr. Jagannath Mishra
43. Shri Thennala Balakrishna Pillai
44. Shri V. Hanumantha Rao

SECRETARIAT

- | | | |
|-------------------------|---|-----------------------------|
| 1. Shri S.N. Mishra | — | <i>Additional Secretary</i> |
| 2. Smt. Roli Srivastava | — | <i>Joint Secretary</i> |
| 3. Shri G.R. Juneja | — | <i>Deputy Secretary</i> |
| 4. Shri C.S. Joon | — | <i>Assistant Director</i> |

INTRODUCTION

I, the Chairman of the Standing Committee on Urban and Rural Development having been authorised by the Committee to submit the Report on their behalf, present this Eighteenth Report on action taken by Government on the recommendations contained in the Sixth Report of the Standing Committee on Urban & Rural Development (Tenth Lok Sabha) on "Demands for Grants (1994-95) of the Ministry of Rural Development."

2. The Sixth Report was presented to Lok Sabha on 27th April, 1994. The Government furnished their replies indicating action taken on the recommendations contained in the Report on 11th January and 10th March, 1995. The replies were examined and the draft report was adopted by the Committee at their sitting held on 27.4.1995.

3. The Report has been divided into following chapters:

- (i) Recommendations/Observations which have been accepted by the Government.
- (ii) Recommendations/Observations which the Committee do not desire to pursue in view of Government's replies.
- (iii) Recommendations/Observations in respect of which replies of Government have not been accepted by the Committee.
- (iv) Recommendations/Observations in respect of which final replies of Government are still awaited.

4. It would be observed that out of 18 recommendations made in the Report 7 recommendations have been accepted by the Government. The Committee desired not to pursue recommendation Nos. 1.17 and 1.36 in view of Government's reply. Replies have not been accepted in respect of 8 recommendations.

NEW DELHI;
May, 1995

Vaisakha, 1917 (Saka)

PRATAPRAO B. BHOSALE,
Chairman,
Standing Committee
on Urban and Rural Development.

CHAPTER I

REPORT

This Report of the Committee on Urban and Rural Development deals with action taken by Government on the recommendations contained in their Sixth Report (Tenth Lok Sabha) on Demands for Grants (1994-95) of the Ministry of Rural Development presented to Lok Sabha on 27th April, 1994.

1.2 Action Taken notes have been received in respect of all the recommendations contained in the Report except on Para 1.14 These notes have been categorised as follows:

- (i) Recommendations/Observations which have been accepted by the Government.

Para Nos. 1.51, 2.11, 2.13, 2.15, 2.19, 2.21 and 2.22

- (ii) Recommendations/Observations which the Committee do not desire to pursue in view of Government's replies.

Para Nos. 1.17 and 1.36

- (iii) Recommendations/Observations in respect of which Government's replies have not been accepted by the Committee.

Para Nos. 1.11, 1.12, 1.21, 1.29, 1.30, 1.37, 1.43 and 1.47

- (iv) Recommendations/Observations in respect of which final replies are still awaited.

Para No. 1.14

1.3 The Committee will now deal with action taken by Government on some of the recommendations.

Jawahar Rojgar Yojana (JRY)

Recommendation (Para Nos. 1.11 and 1.12)

1.4 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 and 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 source 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.

1.5 The Committee, therefore, strongly recommend the 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.

Reply of Government

1.6 "The physical and financial performance upto December, 1993 as mentioned in the Report was based on the reports received by that time from States/Union Territories (UTs). However, after receipt of the information from all the States/UTs, expenditure upto December, 1993 was Rs. 1946.87 crores and the employment generated was 5103.57 lakh mandays. The physical and financial performance under JRY during 1993-94 upto December, 1993 was, therefore, 47.2% and 76.9% respectively.

The figures in respect of funds utilisation and employment generation for the corresponding periods (*i.e.* upto December) during the last three years, which is given at Annexure-I, would show that the performance during 1993-94 has been much better as compared to the previous two years."

JRY is a wage employment programme and the performance under the scheme to a large extent depends upon the seasonal variations during a particular year. During the rainy season, the works under the Yojana cannot be taken up. The best months for taking up wage employment schemes are from December to May. The availability of employment in the agricultural operations in some parts of the country in the earlier quarters also affect the expenditure and employment generation in the earlier periods of the years.

Secondly, the first instalment of funds for the Intensified JRY was released in the month of November, 1993 only as this scheme was cleared by the Union Cabinet only in the middle of October, 1993. Also this was a new scheme and the Action Plan etc. were to be prepared for the implementation of this scheme, it took some time for the State to get it grounded at the field level. In the States of Uttar Pradesh, Rajasthan and Madhya Pradesh, general elections were held in November, 1993 and the implementation of the Second Stream of JRY could not commence until the elections were over.

As per the reports received upto March, 1994 under the first stream of JRY against the total allocation of Rs. 3181.22 crores, the resources utilised were Rs. 3588.42 crores which is 112.8% of the total allocation. Similarly, against the total target of 10383.26 lakh mandays, the achievement upto March, 1994 is 9523.45 lakh mandays, which is 91.72% of the total target fixed for 1993-94. The performance under the JRY during the year 1993-94 as a whole was, therefore, satisfactory.

[Ministry of Rural Development (Deptt. of Rural Development)
O.M No. H. 11020/1/94-GC(P) dated 11th Jan. 1995]

Comments of the Committee

1.7 The data pertaining to physical and financial target and achievement *i.e.* 4597.72 lakh mandays upto December, 1993 which is 42.6% of the total fixed target *i.e.* 10804.00 lakh mandays and the utilization of Rs. 1759 crore out of the total allocation of 3306.01 crore was made.

1.8 The data pertaining to physical and financial performance under Jawahar Rozgar Yojana during 1993-94 upto December, 1993 furnished by the Ministry after receiving the final information from all the States/UTs is 5103.57 lakh mandays and Rs. 1946.87 crores respectively. Thus the Committee find that the Ministry was able to create 47.2% of the targetted mandays and they spent 76.9% of the total amount allotted to it. Keeping in mind the main objectives of the Jawahar Rozgar Yojana to generate additional gainful employment for the unemployed and under employed rural poor, the Committee is not satisfied with the achievement made by the Ministry. Therefore the Committee reiterate that the Government should made sincere efforts to ensure to achieve the physical target within the specific time.

Rural Housing

Recommendation (Para No. 1.21)

1.9 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 need so that more and more number of homeless people can be benefited under the programme.

Reply of Government

1.10 Till October, 1994 proposals have been received for release of Central Grants-in-aid for Rural Housing Programme from 10 States and two Union-Territories. Out of Rs. 29.00 crore allocated for Rural Housing an amount of Rs. 1618.52 lakhs has been sanctioned, of which 809.26 lakhs released as 1st

instalment to the States of Rajasthan (Rs. 66.95 lakhs), Tamil Nadu (Rs. 7.5 lakhs), Himachal Pradesh (Rs. 4.19 lakhs), Karnataka (Rs. 325.45 lakhs), Orissa (Rs. 198.875 lakhs) and Andhra Pradesh (Rs. 146.295 lakhs) on the basis of their eligibility.

The remaining amount would be released to other States/Union Territories on receipt of proposals from them, based on the eligibility criteria as laid down in the Guidelines.

The proposed outlay (1995-96) for Rural Housing is Rs 60.00 crore.

[Ministry of Rural Development (Deptt. of Rural Development)
O.M. No. H. 11020/1/94-GC(P) dated 11th Jan. 1995]

Comments of the Committee

1.11 The Committee note that the budgetary provision for Rural Housing has witnessed an increasing trend. During the year 1994-95, Rs. 29.00 crores have been allocated as against the allocation of Rs. 10.00 crore during the preceding year and the proposed outlay for the year 1995-96 is Rs. 60.00 crores. On the other hand the Committee observe that the problem of rural housing is worsening day by day with the increasing trend in the growth of population as well as due to their poor socio-economic background. The Committee further observe that the magnitude of the problems pertaining to rural housing have not been realistically assessed and projected. Therefore, the Committee reiterate that while preparing Five Year Plans and various Annual Plans, the survey in regard to the number of houseless families, the requirement of housing should also be updated in order to tackle the problems in a realistic manner. In addition, with the increased budgetary provisions proper co-ordinating and monitoring facilities should also be strengthened to solve this serious problem in a comprehensive & systematic manner to enable the rural people particularly the economically weaker sections to have shelters with basic minimum facilities in a shortest possible time span.

Recommendation (Para No. 1.29)

1.12 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 made concerted efforts to chalk out an action plan without any delay in order to make available water supply to the rural areas.

Reply of Government

1.13 The results of the 1991-93 survey were taken up for validation in 1994 which has recently been completed and final results are being completed. As soon as the validated survey results are finalised, an Action Plan will be drawn up in consultation with all States and Union Territories to provide safe drinking water to the remaining habitations within a stipulated period of time.

[Ministry of Rural Development (Deptt. of Rural Development)
O.M. No. H. 11020/1/94-GC(P) dated 11th Jan. 1995]

Comments of the Committee

1.14 The Committee regret to note that the validation of the result of the survey conducted in 1991 has recently been completed in 1994 and the final results are being compiled by the Ministry and after the completion of the work, the Ministry will make an Action Plan, it will cause an inordinate delay. The Committee are not satisfied with the reply furnished by the Ministry. Even after completion of one year of the presentation of this Report of the Committee, the Ministry have given evasive reply to the recommendation by stating that the final results are being compiled and an Action Plan will be drawn up in consultation with all States and Union Territories to provide safe drinking water to the remaining habitation within a stipulated period of time. Therefore, the Committee reiterate that the Action Plan should be chalked out expeditiously to achieve the set targets within a fixed time frame.

Rural Water Supply

Recommendation (Para No. 1.30)

1.15 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.

Reply of Government

1.16 Out of total 216 uncovered no source villages (as per 1985 survey) 59 villages have been covered upto 30.11.94. Major defaulting States are J & K (106 villages) Maharashtra (22), Meghalaya (66 villages) Gujarat (9) and Rajasthan (13 villages). Most of the remaining villages are likely to be covered by the end of this year and the remaining in 1995-96. However, the matter was taken up in the Secretary's Review Meeting held on 2nd August, 1994 and States were asked to prepare the Action Plan for completing the task. Position is also being monitored regularly.

[Ministry of Rural Development (Deptt. of Rural Development)
O.M. No. H. 11020/1/94-GC(P) dated 11th Jan., 1995]

Comments of the Committee

1.17 The Committee are very perturbed to note that in their action taken reply, the Ministry have stated that out of total 278 uncovered no source villages (as per 1988 survey) only 59 villages have been covered upto 30.11.94 which comes to around to 21.3%, which indicate nothing but the sheer negligence by the Ministry. Also the Committee regret that the statistics pertaining to no source problem villages as per 1985 survey only are very old. Between 1985 to 1994 some other problem villages must have come into the picture. Therefore the Committee strongly recommend that the statistics should be updated from time to time in order to make a correct assessment of the problem. It has been mentioned in the action taken reply that the matter pertaining to supplying of drinking water to uncovered no source village was taken up in the Secretary's Review Meeting held on 2nd August, 1994 and States were asked to prepare the Action Plan for completing the task. The Committee would like to be informed about the decision of the meeting and the details regarding the Action Plan prepared by the State Governments and the time by which the task is going to be completed.

Rural Sanitation

Recommendation (Para No. 1.57)

1.18 Beside, 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 woman 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 atleast to the tune of Rs. 300 crores.

Reply of Government

1.19 The Government of India is in full agreement with the views of the Standing Committee as far as the sufferings of the women folk in absence of proper sanitation facilities. This Ministry in its present CRSP guidelines have therefore suggested States to construct women complexes where construction of individual household latrines is not possible due to lack of space or fund in order to ease the problem. But it has been experienced that maintenance of such complexes is the main hindrance for setting up of women complexes. Therefore, this Ministry is agreeable to provide funds liberally wherever the Panchayats agree to undertake the responsibility for maintenance of the women complexes in its post construction period. Some States/Panchayats are gradually coming forward for setting up of women complexes. This Ministry is pursuing vigorously with States to ensure wider access to sanitation facilities for rural women.

The CRSP guidelines tends to implement the programme in a manner so that the benefit of better sanitation facility is shared by all categories of people within the available funds. It may be mentioned that there are approximately 110 million families in the country who are without sanitary latrines. It will requires Rs. 27,500 crores for providing one sanitary latrine per family Rs. 2500 cost of construction per unit. If we have to consider other components of integrated sanitation facilities and price escalation, the requirement of fund will increase by manifold. It may not be possible to provide such a huge fund from Government resources. Therefore, considering the magnitude of the problem and financial constraints, the present CRSP guidelines extends 80% subsidy to BPL people, 70% subsidy from Central & State fund for construction of women complexes, and 50% subsidy out of Central & State fund for other sanitation facilities such as construction of lanes, drains etc. for all categories of people in the selected villages. Other section of the people who have means but lack of felt need can be motivated through awareness campaign, out of total budget provision, 10% has been kept for the awareness campaign. The States have further been advised to set up sanitary marts to make available the materials and trained manpower for construction of sanitation facilities within the village or block. The main idea is to make it a people's programme and gradually withdraw the Govt. support, the Government will continue to act like a catalytic agent only once the programme gains momentum. This idea has been accepted by some of the State Governments, who have already set up Sanitary Marts with the help of Voluntary organisation and realising good results they have decided to set up more such Sanitary Marts in other areas also.

As regards enhancement of allocation of funds, it may be submitted that slow progress is not because of lower allocation of funds only, but it is more appropriately due to lack of felt need, lack of education and awareness of the rural population and to some extent lack of appropriate measures on the part of the States. However, Government have increased the allocation from Rs. 30 crore during 1993-94 to Rs. 60 crore during 1994-95. Adequate steps are being taken to provide sufficient funds during 1995-96.

[Ministry of Rural Development (Deptt. of Rural Development)
O.M. No. H-11020/1/94-GC(P) dated 11th Jan, 1995]

Comments of the Committee

1.20 The Committee note that in their Action Taken Replies the Government have mentioned that in their present CRSP guidelines they have suggested States to construct women complexes where construction of individual household latrines is not possible. But it has been experienced that maintenance of such complexes is the main hindrance for setting up of such complexes. Therefore, the Committee reiterate that the Ministry should issue strict instructions to State Governments to popularize the scheme and make this schemes as a people's scheme. More manpower and allocation should be provided to give training and publicity in this regard to attain hundred per cent achievement.

Drought Prone Areas Programme (DPAP)

Recommendations (Para No. 1.43)

1.21 The data 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 on 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.

Reply of Government

1.22 Physical targets under the programme are fixed by the State Government, based on the annual allocation and prevailing cost of material and wages in each

District. It is, however, not feasible to fix targets on quarterly basis. For completing works under three core sectors many activities have to be undertaken before reaching a stage when the achievements can be reflected in terms of area covered under a core sector. For example, in afforestation, activities involved are land levelling, digging of pits, procurement of manure, seed, sapplings fancing of fields and plantation of trees. The work cannot be reflected under achievement in terms of area covered under afforestation unless all the activities are completed, though money is spent on all activities. Similarly under water resources development, construction of water harvesting structures, check dams, field ponds requires a number of activities to be completed before the area to be irrigated/benefitted can be reflected in terms of area covered under water resource development. Under land resources development also, activities such as vegetative bunding, contour bunding, gully plugging, *in situ* moisture conservation have to be undertaken before the area can be claimed as covered under land resources development, completion of the activities under all the three core sectors is also directly connected with the timing of the rains. The complete circle of activities is, however, completed within a year. Therefore, targets are fixed on yearly basis. The physical achievements are, therefore, compared against the annual targets at the end of the year. The physical achievement during 1993-94 was quite satisfactory against the target as given below:-

	(00 hect.)
Target	2750.76
Achievement	2567.82
Percentage	93.94

During 1993-94, the utilisation of funds being 98.91% of allocation was also quite satisfactory. The demand of Rs. 85 crores for 1994-95 is, therefore, justified. The details of financial achievements during 1993-94 were as under:--

	(Centre & State)
Allocation	15334.50
Expenditure	15100.92
Percentage of expenditure to the allocation	98.91

The financial and physical targets achieved during 1993-94 as mentioned above *viz.* 98.91% and 93.34% respectively were quite satisfactory.

[Ministry of Rural Development (Deptt. of Rural Development)
O.M. No. H-11020/1/94-GC(P) dated 11th Jan, 1995]

Comments of the Committee

1.23 The Committee are not satisfied with the Action Taken reply furnished by the Ministry. It has been stated in the Ministry's reply that physical targets under the programme are fixed by the State Government on annual basis and

physical achievements can be compared only after completion of that year and not on the quarterly basis. But in their Annual Report (1994-95) in regard to the financial and physical targets and achievements, during the year 1994-95 have been covered only upto November, 1994 and September 1994 respectively. Therefore, the Committee seek clarification from the Ministry that on what basis they have calculated their targets and achievements.

1.24 It has been observed from the Annual Report (1994-95) that the DPAP is under implementation in 627 blocks. In this connection the Committee would like to know the exact number of blocks which have been benefited as per the objectives of this programme. According to reply of the Ministry of Rural Development the physical achievements during 1993-94 is stated to be 93.94% which is satisfactory. However, inspite of the Government's effort since 1973-74 the problems pertaining to the adverse effect of drought on crops and livestock and the imbalance occurring in the ecological sphere even today in several places of our country is still a cause of concern for the policy makers. Therefore, the Committee would like the Ministry to take effective steps to solve the problems in an very integrated manner and would like to be appraised of the steps taken in this regard.

Desert Development Programme (DDP)

Recommendation (Para No. 1.47)

1.25 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 ½ 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 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.

Reply of Government

1.26 During 1993-94 the financial and physical achievement have been quite satisfactory as may be seen from the following details:—

(Rs. in lakhs)		
Allocation	Expenditure	Percentage of Expenditure
7482.00	6385.61	85.35
		(00 hectares)
Physical targets		438.35
Achievement		378.48
Percentage		86.34

The Technical Committee constituted under the Chairmanship of Prof. C.H. Hanumantha Rao to review both DPAP and DDP has submitted its report. The Committee has suggested a criteria for identification of areas to be included under the programme. A group was subsequently constituted under the Chairmanship of Prof. C.H. Hanumantha Rao to draw a list of areas for inclusion/exclusion based on the criteria recommended by the Technical Committee. Based on the recommendations of the group, the Government have decided to transfer 68 blocks from DPAP to DDP and include 25 new blocks under DDP with effect from 1.4.95. Total number of blocks will increase from the existing 131 to 224. The programme will now be implemented in 36 districts of 7 States.

An allocation of Rs. 85.00 crores has been made during 1994-95.

[Ministry of Rural Development (Deptt. of Rural Development)
O.M. No. H-11020/1/94-GC(P) dated 11th Jan., 1995]

Comments of the Committee

1.27 The Committee are partially satisfied with the Action Taken Reply furnished by the Ministry so far as the inclusion of more and more areas under this programme are concerned as per the advice of the Technical Committee headed by Prof. C.H. Hanumantha Rao. The Ministry in their effort transferred 68 blocks from DPAP to DDP and included 25 new blocks under DDP with effect from 1.4.95. But the Committee is very perturbed to note the achievements, made so far as Water Resources Developments under this scheme which is 58.25% during the year 1992-93, 59.63% during 1993-94 & only 9.17% in 1994-95 (upto September, 1994). It has been observed by the Committee that very low attention have been paid by the Government towards Water Resources Development which is the main component of DDP. Therefore, the Committee would like the Ministry to make sincere effort to overcome this problem.

CHAPTER II

RECOMMENDATIONS/OBSERVATIONS WHICH HAVE BEEN ACCEPTED BY GOVERNMENT •

Recommendation (Para No. 1.51)

1.28 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.

Reply of Government

1.29 During the year 1993-94, against the revised estimates of Rs. 21.00 crores, the total expenditure upto March, 1994 was Rs. 23.64 crores. 15,483 groups were formed against the target of 11,000 groups. The number of beneficiaries assisted were 2,68,525. During the current financial year, i.e. 1994-95, a provision of Rs. 21.00 crores have been made for implementation of the programme. As on 30th November, 1994, Rs. 15.76 crores have been spent. The target achieved upto November, 1994 was 17,835 groups against the target of 13,400. The number of beneficiaries assisted were 3,11,098. The Government of India is fully committed to utilize the total budget available under the programme. All the districts have since been covered and there is no slackening in so far as coverage is concerned.

To integrate delivery of social sector programmes, a programme of Community-based Convergent Services (CBCS) was started in 1991-92 in 13 selected districts of the country. This scheme has now the total coverage of 74 districts. The CBCS though the process of awareness generation, hopes to empower rural women and to provide them security and confidence. Funds under this programme are not to be utilised as substitute for existing programmes funds. They are only to utilize to

fill small critical gaps and for supplementing existing Government and community resources. Rs. 10.00 lakhs is utilised as an initial instalment to the selected districts. The total funds that would be utilised to each district over a period of 2 years would be Rs. 25.00 lakhs.

[Ministry of Rural Development (Deptt. of Rural Development)
O.M. No. H-11020/1/94-GC(P) dated 11th Jan., 1995]

Recommendation (Para No. 2.11)

1.30 The Committee find that this programme needs priority as it covers land capabilities, optimal land use providing biomas, fuelwood 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 recommended that enhancement of the funds to a reasonable level in order to maintain the tempo of the task entrusted to this Department.

Recommendation (Para No. 2.13)

1.31 The Committee find that a budgetary provision of Rs. 200 crores has been provided in the Budget for 1994-95 as against Rs. 1.50 crores during 1993-94. This allocation could 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.

Recommendation (Para No. 2.15)

1.32 The Committee find that a sum of Rs. 3 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 of the Committee are of the firm opinion that the present allocation under the scheme should be raised to at least Rs. 10 crores.

Recommendation (Para No. 2.17)

1.33 The Committee find that the provisions of Rs. 2 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 appropriated for a given area. The Committee find that the scheme will attract user industries, cooperative NGO's and other public undertakings to play their own role in developing the rural economy.

Recommendation (Para No. 2.19)

1.34 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 Greenery, 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.

Recommendation (Para No. 2.21)

1.35 The Committee find that such an important development scheme has been ignored as the funds allocated has been slashed down from Rs. 1.00 crore in 1993-94 to Rs. 50 lakhs 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 is inadequate.

Recommendation (Para No. 2.22)

1.36 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 60,000 hectares of wastelands can be developed in a budget of Rs. 60 crores in the year 1994-95. With the given budget of Rs. 60 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 crores but they have only been given Rs. 60 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 crores, is recommended.

Reply of Government

(From Paragraphs 2.11 to 2.22)

1.37 The recommendations/observations of the Committee relate to enhancement of financial provisions for implementing various wastelands development schemes. The observations of the Committee have been brought to the notice of the Planning Commission and while making submissions for allocations to the Department under the Annual Plan for 1995-96 they have been specifically emphasised.

[Ministry of Rural Development (Deptt. of Wasteland Development)
O.M. No. H-11011/5/94-PARL dated 10th March, 1995]

CHAPTER III

RECOMMENDATIONS/OBSERVATIONS WHICH THE COMMITTEE DO NOT DESIRE TO PURSUE IN VIEW OF GOVERNMENT'S REPLIES

Recommendation (Para 1.17)

1.38 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.

Reply of Government

1.39 Employment Assurance Scheme was started *w.e.f.* 2nd October, 1993 and it took sometime to ground the scheme. Elections to the legislatures held in some parts of the country during November, 1993, also affected the utilisation of EAS funds adversely. Now, the scheme has been grounded well and initial teething problems are over, the progress of implementation of EAS during the year 1994-95 is much better.

The implementation of EAS is being constantly monitored by the Ministry of Rural Development on the basis of monthly progress reports received from the States/UTs. In addition, a high level committee of Secretaries to the Government of India has also been constituted to review the progress under the EAS among other Rural Employment Programmes. This Committee holds weekly review meetings. Ministry has also introduced an Area Officer Scheme in which officers of the Ministry have been allocated one or two State(s) each. These Officers are required to visit State(s) allotted to them and suggest steps to be taken for the speedy implementation of the rural development schemes, including the EAS. Ministry is, therefore, closely monitoring the expenditure under the scheme and is

hopeful that during the year 1994-95, the total budget provision would be fully spent for the implementation of the scheme.

[Ministry of Rural Development (Deptt. of Rural Development)
O.M. NO. H. 11020/1/94-GC(P) dated 11th Jan., 1995]

Recommendation (Para No. 1.36)

1.40 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 34544 units against the target of 233697 units, *i.e.* only 14.8% (up to December, 1993). The Committee appreciated the utilisation of the allocation to the tune of Rs. 21.68 crores are 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.

Reply of Government

1.41 The observation of the Committee was made on the basis of information a available upto January '94, when either complete information from States was not available on confirmed figures were awaited. The financial and physical position and achievement at the end of 1992-93 and 1993-94 are as under and placed for perusal of the members of the Committee.

Financial Position

Position at the end of 1992-93	(Rupees in Lakhs)		
	Total funds released (CRSP) / provided in MNP	Total funds utilised by States & CAPART	Percentage utilisation of funds
CRSP	2163.995	1402.413	64.7%
MNP	5379.440	5168.570	96.0%
Total funds available	7543.435	6570.983	87.11%

Position at the end of 1993-94

(Rupees in Lakhs)

	Total funds released under CRSP/ provided in MNP	Total funds utilised by States & CAPART	Percentage utilisation of funds
CRSP*	3267.058	3457.240	105.8%
MNP	6246.400	4276.090	68.4%
Total funds available	9513.458	7733.330	81.28%

* Additional fund of Rs. 2.67 crores over and above the budget provision of Rs. 30.00 crores during 1993-94 was met by re-appropriation from other schemes.

Physical Achievement

At the end of 1992-93 & 1993-94

	Target		Achievement of States & CAPART		% Achievement	
	1992-93	1993-94	1992-93	1993-94	1992-93	1993-94
CRSP	90388	211943	48528	147186	53.6%	69.4%
MNP	250527	286132	279545	181509	111.5%	63.4%
Total	340915	498075	328073	328695	96.2%	66%

The above statement will indicate that the total physical achievements were 96.2% and 66% during 1992-93 and 1993-94 of the targets respectively.

This Ministry is fully aware of the problem and is making every possible effort to popularise the programme among rural masses through involvement of local voluntary organisations, beneficiaries and women in particular. The State have been advised to set up Sanitary Marts, develop model villages, construct women complexes in addition to other components of the integrated sanitation programme. This Ministry alongwith State Governments are taking all possible measures to remove the social taboos to create felt need through involvement of beneficiaries; to put more emphasis, on information, education & communication measures, particularly hygiene & health education; to provide adequate infrastructure & training of manpower and better coordination etc. The progress of work in States are being closely monitored at Central level and a review meeting was organised on 1st August, 1994. Separate allocation have been made for monitoring & evaluation, research, human resource development etc. The response of States are gradually becoming encouraging.

[Ministry of Rural Development (Deptt. of Rural Development
O.M. NO. H. 11020/1/94-GC(P) dated 11th Jan., 1995]

CHAPTER IV

RECOMMENDATIONS/OBSEVATIONS IN RESPECT OF WHICH REPLIES OF GOVERNMENT HAVE NOT BEEN ACCEPTED BY THE COMMITTEE

Recommendation (Para No 1.11)

1.42 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 no 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.

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.

Reply of the Government

1.43 The physical and financial performance upto December, 1993 as mentioned in the Report was based on the reports received by that time from States/Union Territories (UTs). However, after receipt of the information from all the States/UTs, expenditure upto December, 1993 was Rs.1946.87 crores and the employment generated was 5103.57 lakh mandays. The physical and financial performance under JRY during 1993-94 upto December, 1993 was, therefore, 47.2% and 76.9% respectively.

The figures in respect of funds utilisation and employment generation for the corresponding periods (i.e. upto December) during the last three years, which is

given at Annexure-I, would show that the performance during 1993-94 has been much better as compared to the previous two years.

JRY is a wage employment programme and the performance under the scheme to a large extent depends upon the seasonal variations during a particular year. During the rainy season, the works under the Yojana cannot be taken up. The best months for taking up wage employment schemes are from December to May. The availability of employment in the agricultural operations in some parts of the country in the earlier quarters also affect the expenditure and employment generation in the earlier periods of the years.

Secondly, the first instalment of funds for the Intensified JRY was released in the month of November, 1993 only as this scheme was cleared by the Union Cabinet only in the middle of October, 1993. Also this was a new scheme and the Action Plan etc. were to be prepared for the implementation of this scheme, it took some time for the State to get it grounded at the field level. In the States of Uttar Pradesh, Rajasthan and Madhya Pradesh, general elections were held in November, 1993 and the implementation of the Second Stream of JRY could not commence until the elections were over.

As per the reports received upto March, 1994 under the first stream of JRY against the total allocation of Rs. 3181.22 crores, the resources utilised were Rs. 3588.42 crores which is 112.8% of the total allocation. Similarly, against the total target of 10383.26 lakhs mandays, the achievement upto March, 1994 is 9523.45 lakh mandays, which is 91.72% of the total target fixed for 1993-94. The performance under the JRY during the year 1993-94 as a whole was, therefore, satisfactory.

[Ministry of Rural Development (Deptt. of Rural Development)
O.M. No. H-11020/1/94-GC(P) dated 11th Jan., 1995]

Comments of the Committee

Please see Paragraphs 1.7 & 1.8 of the Report —Chapter 1

Recommendation (Para No 1.21)

1.44 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.

Reply of the Government

1.45 Till October, 1994 proposals have been received for release of Central Grants-in-aid for Rural Housing Programme from 10 States and two Union

Territories. Out of Rs. 29.00 crore allocated for Rural Housing an amount of Rs. 1618.52 lakhs has been sanctioned, of which 809.26 lakhs released as 1st instalment to the States of Rajasthan (Rs. 66.95 lakhs), Tamil Nadu (Rs. 7.5 lakhs), Himachal Pradesh (Rs. 4.19 lakhs), Karnataka (Rs. 385.45 lakhs), Orissa (Rs. 198.875 lakhs) and Andhra Pradesh (Rs. 146.295 lakhs) on the basis of their eligibility.

The remaining amount would be released to other States/Union Territories on receipt of proposals from them, based on the eligibility criteria as laid down in the Guidelines.

The proposed outlay (1995-96) for Rural Housing is Rs. 60.00 crore.

[Ministry of Rural Development (Deptt. of Rural Development)
O.M. No. H-11020/1/94-GC(P) dated 11th Jan., 1995]

Comments of the Committee

Please See Paragraphs 1.11 & 1.12 of the Report—Chapter 1

Recommendation (Para No 1.29)

1.46 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.

Reply of the Government

1.47 The results of the 1991-93 survey were taken up for validation in 1994 which has recently been completed and final results are being completed. As soon as the validated survey results are finalised, an Action Plan will be drawn up in consultation with all States and Union Territories to provide safe drinking water to the remaining habitations within a stipulated period of time.

[Ministry of Rural Development (Deptt. of Rural Development)
O.M. No. H-11020/1/94-GC(P) dated 11th Jan., 1995]

Comments of the Committee

Please See Paragraphs 1.14 of the Report—Chapter 1

Recommendation (Para No. 1.30)

1.48 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.

Reply of the Government

1.49 Out of total 278 uncovered no source villages (as per 1985 survey) 59 villages have been covered upto 30.11.94. Major defaulting states are J&K (106 villages) Maharashtra (22) and Meghalaya (66 villages) Gujarat (9) and Rajasthan (13 villages). Most of the remaining villages are likely to be covered by the end of this year and the remaining in 1995-96. However, the matter was taken up in the Secretary's Review Meeting held on 2nd August 1994 and states were asked to prepare the Action Plan for completing the task. Position is also being monitored regularly.

[Ministry of Rural Development (Deptt. of Rural Development)
O.M. No. H-11020/1/94-GC(P) dated 11th Jan., 1995]

Comments of the Committee

Please See Paragraph 1.17 of the Report—Chapter 1

Recommendation (Para No. 1.37)

1.50 Besides, the Committee are of the opinion that the main sufferer in the absence of non-availability of proper sanitation are 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.

Reply of the Government

1.51 The Government of India is in full agreement with the views of the Standing Committee as far as the sufferings of the women folk in absence of proper sanitation facilities. This Ministry in its present CRSP guidelines have therefore suggested states to construct women complexes where construction of individual household latrines is not possible due to lack of space or fund in order to ease the problem. But it has been experienced that maintenance of such complexes is the main hindrance for setting up of women complexes. Therefore, this Ministry is agreeable to provide funds liberally wherever the Panchayats agree to undertake the responsibility for maintenance of the women complexes in its post construction period. Some States/Panchayats are gradually coming forward for setting up of women complexes. This Ministry is pursuing vigorously with States to ensure wider access to sanitation facilities for rural women.

The CRSP guidelines tends to implement the programme in a manner so that the benefit of better sanitation facility is shared by all categories of people within the available funds. It may be mentioned that there are approximately 110 million families in the country who are without sanitary latrines. It will require Rs. 27,500 crores for providing the sanitary latrine per family Rs. 2500 cost of construction per unit. If we have to consider other components of integrated sanitation facilities and price escalation, the requirement of fund will increase by manifold. It may not be possible to provide such a huge find from Government resources. Therefore, considering the magnitude of the problem and financial constraints, the present CRSP guideline extends 80% subsidy to BPL people, 70% subsidy from Central & State fund for construction of women complexes, and 50% subsidy out of Central & State fund for other sanitation facilities such as construction of lanes, drains etc. for all categories of people in the selected villages. Other section of the people who have means but lack of felt need can be motivated through awareness campaign, out of total budget provision, 10% has been kept for the awarness campaign. The states have further been advised to set up sanitary marts to make available the materials and trained manpower for construction of sanitation facilities within the village or block. The main idea is to make it a people's programme and gradually

withdraw the Govt. support, the Government will continue to act like a catalytic agent only once the programme gains momentum. This idea has been accepted by some of the State Governments. Who have already set up Sanitary Marts with the help of Voluntary organisation and realising good results they have decided to set up more such sanitary marts in other areas also.

As regards enhancement of allocation of funds, it may be submitted that slow progress is not because of lower allocation of funds only, but it is more appropriately due to lack of felt need, lack of education and awareness of the rural population and to some extent lack of appropriate measures on the part of the States. However, Government have increased the allocation from Rs. 30 crore during 1993-94 to Rs. 60 crore during 1994-95. Adequate steps are being taken to provide sufficient funds during 1995-96.

[Ministry of Rural Development (Deptt. of Rural Development
O.M. NO. H. 11020/1/94-GC(P) dated 11th Jan., 1995]

Comments of the Committee

Please see Para 1.20 of Report—Chapter I

Recommendation (Para No. 1.43)

1.52 The data regarding physical achievement 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.

Reply of the Government

1.53 Physical targets under the programme are fixed by the State Government, based on the annual allocation and prevailing cost of material and wages in each District. It is, however, not feasible to fix targets on quarterly basis. For completing works under three core sectors many activities have to be undertaken before reaching a stage when the achievements can be reflected in terms of area covered under a core sector. For example, in afforestation, activities involved are land levelling, digging of pits, procurement of manure, seed, sapplings fencing of fields and plantation of trees. The work cannot be reflected under achievement in

terms of area covered under afforestation unless all the activities are completed, though money is spent on all activities. Similarly under water resources development, construction of water harvesting structures, check dams, field ponds etc. requires a number of activities to be completed before the area to be irrigated/benefited can be reflected in terms of area covered under water resource development. Under land resources development also, activities such as vegetative bunding, contour bunding, gully plugging, *in situ* moisture conservation have to be undertaken before the area can be claimed as covered land resources development, completion of the activities under all the three core sectors is also directly connected with the timing of the rains. The complete circle of activities is, however, completed within a year. Therefore, targets are fixed on yearly basis. The physical achievements are, therefore, compared against the annual targets at the end of the year. The physical achievement during 1993-94 was quite satisfactory against the target as given below:—

	(oo hect.)
Target	2750.76
Achievement	2567.82
Percentage	93.34

During 1993-94, the utilisation of funds being 98.91% of allocation was also quite satisfactory. The demand of Rs. 85 crores for 1994-95 is, therefore, justified. The details of financial achievements during 1993-94 were as under:—

	(Centre & State)
Allocation	15334.50
Expenditure	15166.92
Percentage of expenditure to the allocation	98.91

The financial and physical targets achieved during 1993-94 as mentioned above viz. 98.91% and 93.34% respectively were quite satisfactory.

[Ministry of Rural Development (Deptt. of Rural Development
O.M. NO. H. 11020/1/94-GC(P) dated 11th Jan., 1995]

Comments of the Committee

Please see Para 1.23 & 1.24 of Report—Chapter I

(Recommendation Para No. 1.47)

1.54 The Committee observe that during 1992-93 an amount of Rs. 50.66 crores was allocated to 5 States for Desert Development Programme. Out of the 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 1993-94 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.

Reply of the Government

1.55 During 1993-94 the financial and physical achievements have been quite satisfactory as may be seen from the following details:—

		(Rs. in lakhs)
Allocation	Expenditure	Percentage of expenditure
7482.00	6385.61	85.35
		(oo hectares)
Physical targets		438.35
Achievement		378.48
Percentage		86.34

The Technical Committee constituted under the Chairmanship of Prof. C.H. Hanumantha Rao to review both DPAP and DDP has submitted its report. The Committee has suggested a criteria for identification of areas to be included under the programme. A group was subsequently constituted under the Chairmanship of Prof. C.H. Hanumantha Rao to draw a list of areas for inclusion/exclusion based on the criteria recommended by the Technical Committee. Based on the recommendations of the group, the Government have decided to transfer 68 blocks from DPAP to DDP and include 25 new blocks under DDP with effect from 1.4.95. Total number of blocks will increase from the existing 131 to 224. The programme will now be implemented in 36 districts of 7 States.

An allocation of Rs. 85.00 crores has been made during 1994-95.

[Ministry of Rural Development (Deptt. of Rural Development
O.M. NO. H. 11020/1/94-GC(P) dated 11th Jan., 1995]

Comments of the Committee

Please see Para 1.27 of the Report—Chapter I.

CHAPTER V

RECOMMENDATIONS/OBSERVATIONS IN RESPECT OF WHICH FINAL REPLIES OF GOVERNMENT ARE STILL AWAITED

Recommendation (Para No. 1.14)

1.56 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.

Reply still awaited

NEW DELHI;
May, 1995

Vaisakha, 1917 (Saka)

PRATAPRAO B. BHOSALE,
Chairman,
Standing Committee on
Urban and Rural Development.

STATEWISE FUNDS UTILISED AND EMPLOYMENT GENERATION FOR 1991-92 TO 1993-94 UPTO DEC. 1993 UNDER JRY.

Sl. No.	States/UTs	1991-92			1992-93			1993-94		
		Funds Utilised (Rs. in Lakhs)	Employment Generation (Lakh Mandays)	Funds Utilised (Rs. in Lakhs)	Employment Generation (Lakh Mandays)	Funds Utilised (Rs. in Lakhs)	Employment Generation (Lakh Mandays)	Funds Utilised (Rs. in Lakhs)	Employment Generation (Lakh Mandays)	
1	2	3	4	5	6	7	8			
1.	Andhra Pradesh	10268.95	383.38	9600.78	310.64	12076.55	365.65			
2.	Arunachal Pradesh	120.68	3.54	106.64	3.05	91.12	3.83			
3.	Assam	2094.80	41.53	2395.13	59.95	2537.41	73.74			
4.	Bihar	6984.82	420.54	23581.02	562.76	41905.36	955.11			
5.	Goa	220.50	6.20	235.81	5.51	293.06	6.75			
6.	Gujarat	5568.74	133.76	4407.35	123.15	5355.44	125.04			
7.	Haryana	1027.40	17.58	929.40	13.62	876.32	12.06			
8.	Himachal Pradesh	624.57	19.20	463.67	13.36	843.16	21.70			
9.	J & K	893.39	29.70	508.15	13.06	344.93	8.21			
10.	Karnataka	5428.79	195.90	5964.34	202.07	8358.49	265.46			
11.	Kerala	3597.66	90.55	3393.47	73.92	4241.19	71.97			
12.	Madhya Pradesh	16655.40	571.92	15425.41	407.38	22164.22	466.97			
13.	Maharashtra	8724.31	341.50	7881.05	316.17	11041.01	471.88			
14.	Manipur	139.12	2.68	203.93	3.57	293.01	6.51			
15.	Meghalaya	347.33	8.44	315.06	6.50	247.11	7.84			
16.	Mizoram	71.09	1.81	201.33	4.51	184.77	3.44			

1	2	3	4	5	6	7	8
17.	Nagaland	285.75	11.07	334.13	7.60	214.38	4.79
18.	Orissa	6481.42	150.45	7005.77	177.18	10904.20	270.21
19.	Punjab	751.36	13.00	1784.84	21.19	651.73	11.81
20.	Rajasthan	8549.98	247.21	6224.20	146.97	8825.88	237.63
21.	Sikkim	158.00	6.66	175.89	7.28	238.58	8.64
22.	Tamil Nadu	11997.19	461.05	12682.64	487.67	15058.60	475.96
23.	Tripura	296.13	8.16	396.22	10.10	511.92	13.00
24.	Uttar Pradesh	23541.92	803.94	23128.57	787.09	35388.73	952.12
25.	West Bengal	10102.72	257.40	10372.21	241.16	11785.86	256.35
26.	A & N Islands	38.84	1.36	37.80	1.12	55.09	0.97
27.	D & N Haveli	52.88	2.37	28.33	1.02	36.79	1.00
28.	Daman & Diu	16.29	0.51	3.55	0.08	14.76	0.35
29.	Lakshadweep	35.06	1.56	44.08	2.22	56.59	1.73
30.	Pondicherry	137.32	3.88	89.11	2.69	89.68	2.79
	Total	135212.32	4236.85	136969.27	4012.59	194686.74	5103.51

APPENDIX I

(Vide Introduction)

ANALYSIS OF ACTION TAKEN BY GOVERNMENT ON THE SIXTH REPORT OF THE STANDING COMMITTEE ON URBAN & RURAL DEVELOPMENT (10TH LOK SABHA)

I.	Total Number of recommendations	18
II.	Recommendations which have been accepted by Government (Para Nos. 1.51, 2.11, 2.13, 2.15, 2.19, 2.21 & 2.22)	7
	Percentage to total	38.8%
III.	Recommendations which the Committee do not desire to pursue in view of Government replies	2
	(Para Nos. 1.17 & 1.36) Percentage to total	10.1%
IV.	Recommendation in respect of which reply of Government have not been accepted by the Committee	8
	(Para Nos. 1.11, 1.21, 1.29, 1.30, 1.37, 1.43, & 1.47) Percentage to total	44.4%
V.	Recommendations in respect of which final replies of Government are still awaited	1
	(Para No. 1.14) Percentage to total	5.5%

APPENDIX II

MINUTES OF THE SEVENTH SITTING OF THE COMMITTEE ON URBAN & RURAL DEVELOPMENT (1995-96) (TENTH LOK SABHA)

The Committee met on Thursday, the 28th April, 1995
from 10.00 hrs. to 11.00 hrs.

PRESENT

Shri Prataprao B. Bhosale — *Chairman*

MEMBERS

Lok Sabha

2. Shri V. Sobhanadreeswara Rao
3. Shri J. Chokka Rao
4. Shri Karia Munda
5. Shri P.D. Chavan
6. Shri Girdhari Lal Bhargava
7. Shri P.P. Kaliaperumal
8. Shri N. Murugesan
9. Shri Surendra Pal Pathak
10. Shri Rampal Singh
11. Shri Subrata Mukherjee
12. Shri Gulam Mohammad Khan
13. Shri Maruti Deoram Shelke

Rajya Sabha

14. Shri B.K. Hariprasad
15. Shri Nilotpal Basu
16. Shri Shiv Prasad Chanpuria
17. Smt. Mira Das

SECRETARIAT

- | | | |
|-------------------------|---|---------------------------|
| 1. Smt. Roli Srivastava | — | <i>Joint Secretary</i> |
| 2. Shri G.R. Juneja | — | <i>Deputy Secretary</i> |
| 3. Shri C.S. Joon | — | <i>Assistant Director</i> |

The Committee considered the draft Eighteenth Report on the Action Taken by the Government on the recommendations contained in the Sixth Report of the Committee on Urban & Rural Development on Demands for Grants (1994-95) and adopted it without any modification.

3. The Committee authorised the Chairman to have the Report finalised and to present it to Parliament on their behalf.

The Committee then adjourned.