

**THIRTY – THIRD REPORT**  
**STANDING COMMITTEE ON**  
**URBAN AND RURAL DEVELOPMENT**  
**(2002)**

**(THIRTEENTH LOK SABHA)**

**MINISTRY OF RURAL DEVELOPMENT**  
**(DEPARTMENT OF LAND RESOURCES)**

***DEMANDS FOR GRANTS***  
***(2002-2003)***

*Presented to Lok Sabha on 24.4.2002*  
*Laid in Rajya Sabha on 24.4.2002*

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

***April, 2002/Vaisakha, 1924 (Saka)***

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**COMPOSITION OF THE STANDING COMMITTEE ON  
URBAN AND RURAL DEVELOPMENT (2002)**

***Shri Anant Gangaram Geete - Chairman***

***MEMBERS***

***LOK SABHA***

2. Shri Mani Shankar Aiyar
3. Shri Ranen Barman
4. Shri Padmanava Behera
5. Shri Jaswant Singh Bishnoi
6. Shri Haribhai Chaudhary
7. Shri Shriram Chauhan
8. Shri Shamsheer Singh Dullu
9. Shrimati Hema Gamang
10. Shri G. Putta Swamy Gowda
11. Shri Basavanagoud Kolur
12. Shri Shrichand Kriplani
13. Shri Bir Singh Mahato
14. Shri Savshibhai Makwana
15. Dr. Laxminarayanan Pandey
16. Shri Sukhdeo Paswan
17. Shri Chandresh Patel
18. Shri Laxmanrao Patil
19. Prof. (Shrimati) A.K. Premajam
20. Shri Rajesh Ranjan
21. Shri Gutha Sukender Reddy
22. Shri Pyare Lal Sankhwar
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24. Shri Maheshwar Singh
25. Shri D.C. Srikantappa
26. Shri V.M. Sudheeran
27. Shri Chinmayanand Swami
28. Shri Ravi Prakash Verma
29. Shri D. Venugopal
30. Shri Dinesh Chandra Yadav

***RAJYA SABHA***

31. Shri S. Agniraj
32. Shrimati Shabana Azmi
33. Shri N.R. Dasari
34. Ven'ble Dhammaviriyo\*
35. Shri H.K. Javare Gowda
36. Shri Maurice Kujur\$
37. Shri Faqir Chand Mullana
38. Shri Onward L. Nongtdu@
39. Shri A. Vijaya Raghavan
40. Shri Nabam Rebia
41. Shri Solipeta Ramachandra Reddy\*
42. Shri Man Mohan Samal
43. Shri Devi Prasad Singh

44. Shri Prakanta Warisa\*  
45. Vacant

#### SECRETARIAT

- |    |                        |   |                      |
|----|------------------------|---|----------------------|
| 1. | Shri P.D.T. Achary     | - | Additional Secretary |
| 2. | Shri S.C. Rastogi      | - | Joint Secretary      |
| 3. | Shri K. Chakraborty    | - | Deputy Secretary     |
| 4. | Shrimati Sudesh Luthra | - | Under Secretary      |
| 5. | Shri N.S. Hooda        | - | Assistant Director   |
- 

\$ Retired from the Committee consequent upon his retirement from Rajya Sabha on 2.4.2002

\* Retired from the Committee consequent upon his retirement from Rajya Sabha on 9.4.2002

@ Retired from the Committee consequent upon his retirement from Rajya Sabha on 12.4.2002

## **ABBREVIATIONS**

BE	-	Budget Estimates
CAPART	-	Council for Advancement of People's Action and Rural Technology
CIDA	-	Canadian International Development Agency
CLR	-	Computerisation of Land Records
CRSP	-	Central Rural Sanitation Programme
CSIR	-	Council for Scientific and Industrial Research
DDP	-	Desert Development Programme
DFID	-	Department for International Development
DOAC	-	Department of Agriculture and Cooperation
DoLR	-	Department of Land Resources
DoWD	-	Department of Wastelands Development
DPAP	-	Drought Prone Areas Programme
DRDA	-	District Rural Development Agency
DWDC	-	District Watershed Development Committee
EAS	-	Employment Assurance Scheme
IAY	-	Indira Awaas Yojana
ICAR	-	Indian Council for Agricultural Research
IPS	-	Investment Promotional Scheme
IWDP	-	Integrated Wastelands Development Programme
JBIC	-	Japan Bank for International Cooperation
JGSY	-	Jawahar Gram Samridhi Yojana
KVKs	-	Krishi Vigyan Kendras
MoEF	-	Ministry of Environment and Forests
NABARD	-	National Bank of Agriculture and Rural Development
NALRM	-	National Agency on Land Resources Management
NIC	-	National Informatics Centre
NIRD	-	National Institute of Rural Development

NGO	-	Non-Governmental Organisation
NRSA	-	National Remote Sensing Agency
NWDB	-	National Wastelands Development Board
PIA	-	Project Implementation Agency
PRI	-	Panchayati Raj Institutions
RE	-	Revised Estimates
SGSY	-	Swaranjayanti Gram Swarozgar Yojana
SGHs	-	Self-Help Groups
SIDA	-	Swedish International Development Agency
SRA & ULR	-	Strengthening of Revenue Administration and Updating of Land Records
TDET	-	Technology Development Extension and Training
TRCs	-	Technology Resources Centres
UGs	-	User Groups
UT	-	Union territory
ZP	-	Zilla Parishad

## INTRODUCTION

I, the Chairman of the Standing Committee on Urban and Rural Development (2002) having been authorised by the Committee to submit the Report on their behalf, present the Thirty-third Report on Demands for Grants (2002-2003) of the Department of Land Resources (Ministry of Rural 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.

3. The Committee took evidence of the representatives of the Department of Land Resources (Ministry of Rural Development) on 27<sup>th</sup> March, 2002.

4. The Report was considered and adopted by the Committee at their sitting held on 16<sup>th</sup> April, 2002.

5. The Committee wish to express their thanks to the officials of the Department of Land Resources (Ministry of Rural Development) for placing before them the requisite material and their considered views in connection with the examination of the subject.

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

NEW DELHI;  
23 April, 2002  
3 Vaisakha, 1924(Saka)

(ANANT GANGARAM GEETE)  
Chairman,  
Standing Committee on  
Urban and Rural Development

# **REPORT**

## **CHAPTER – I**

### **INTRODUCTORY**

The Ministry of Rural Development consists of three Departments (i) Department of Rural Development; (ii) Department of Land Resources; and (iii) Department of Drinking Water Supply.

1.2 The National Wasteland Development Board (NWDB) was established under the Ministry of Environment and Forests in the year 1985 mainly to tackle the problems of degradation of land, restoration of ecology and to meet the growing demand of fuelwood and fodder at the national level. In the year 1992, the Department of Wastelands Development (DoWD) was created under the Ministry of Rural Development and NWDB was transferred to its jurisdiction for development of non-forest wasteland. In April 1999, the Department was renamed as Department of Land Resources (DoLR).

1.3 The Department of Land Resources implements schemes for development of non-forest wastelands and degraded lands and other area development programmes such as Desert Development Programme and Drought Prone Areas Programme to increase bio-mass production as also creation of opportunities for providing rural employment. It also implements schemes for Technology Development and Training. Besides, the Department monitors the implementation of land reforms and betterment of revenue system and land records.

1.4 The Department of Land Resources comprises two divisions, namely the Wastelands Development Division and the Land Reforms Division and implements the following important programmes under these divisions:

- (i) Integrated Wastelands Development Programme;
- (ii) Drought Prone Areas Programme;
- (iii) Desert Development Programme;
- (iv) Technology Development, Extension and Training Scheme;
- (v) Investment Promotional Scheme;
- (vi) Computerisation of Land Records; and
- (vii) Strengthening of Revenue Administration and Updating of Land Records.

1.5 The overall Demand for Grants of the Department for the year 2002-2003 are Rs.1003.81 crore both for plan and non-plan.

1.6 The Demand for Grants of the Department was presented to Lok Sabha under Demand No.68.

1.7 The detailed Demand for Grants of the Department was laid in Lok Sabha on 19<sup>th</sup> March, 2002.

1.8 In the present Report, the Committee have restricted their examination only to the major issues concerning the programmes/schemes that are being



implemented by the Department, in the context of the Demand for Grants 2002-2003.

## **CHAPTER II**

### **ANALYSIS OF THE OVERALL ALLOCATION OF THE DEPARTMENT OF LAND RESOURCES (MINISTRY OF RURAL DEVELOPMENT)**

The Plan and non-Plan outlay of the Department i.e. BE, RE and actuals during each year of 9<sup>th</sup> Plan, proposed outlay during 10<sup>th</sup> Plan and BE 2002-2003 has been given at Appendix-I

2.2 The comparative analysis of 8<sup>th</sup> Plan, 9<sup>th</sup> Plan and proposed allocation of 10<sup>th</sup> Plan is as below:

(Plan+Non-Plan)	(Rs. in crore)
<u>8<sup>th</sup> Plan outlay</u>	1337.28
Expenditure	1229.44
Under spending	107.84
<u>9<sup>th</sup> Plan outlay</u>	2769.90
Expenditure	2468.31
Under spending	301.59
BE 2000-2001	900.90
RE 2000-2001	800.89
<u>Actual Expenditure</u>	800.50
BE 2001-2002	900.99
RE 2001-2002	850.97
<u>Actual Expenditure</u>	806.25
	(upto 20.3.2002)
 <u>Proposed outlay of 10<sup>th</sup> Plan</u>	 5600.00
BE 2002-2003	1003.81

2.3 When asked about the reasons for underspending during 9<sup>th</sup> Plan, the representative of the Department during evidence submitted that shortfall in expenditure is entirely because of huge underspending in North East.

2.4 Percentage increase of plan outlay during years 1997-98 to 2002-2003 is as follows:

<b><u>Year</u></b>	<b><u>Percentage</u></b>
1997-98	58.33
1998-99	28.53
1999-2000	24.88
2000-2001	402.03
2001-2002	0.00
2002-2003	11.11

2.5 When asked about the reasons for the abnormal percentage increase in 2000-2001 outlay, it has been submitted in a written note that it is due to transfer of some of the schemes like Strengthening of Revenue Administration and Updating of Land Records and Computerisation of Land Records from erstwhile Ministry of Rural Employment and Poverty Alleviation (now Ministry of Rural Development) to the Department of Land Resources.

## **Requirement of funds for the Tenth Plan**

2.6 \* Under Drought Prone Areas Programme (DPAP) it is proposed to sanction new projects for development of 68 lakh ha. and funds requirement will be Rs.1500 crore for the new projects as well as to meet expenditure on the ongoing sanctioned projects, Union share being 75% of the total cost computed @Rs.6000 per ha.

\* Under Desert Development Programme (DDP), it is proposed to sanction new projects for development of 44 lakh ha. and funds requirement will be Rs.1160 crore for the new projects as well as to meet expenditure on the ongoing sanctioned projects.

\* Under Integrated Wasteland Development Programme (IWDP), it is proposed to cover 68 lakh ha. and requirement will be Rs.1745 crore for the new projects as well as to meet expenditure on the ongoing sanctioned projects computing the cost @Rs.6000 per ha.

\* In short, to cover additional 180 lakh ha. for development/treatment under three schemes and to meet expenditure on ongoing sanctioned projects, funds requirement will be Rs.4405 crore for the Tenth Plan and Rs.885 crore for the Annual Plan 2002-2003.

\* Additional requirement of Rs.145 crore for smaller schemes such as Technology Development, Extension and Training Scheme (TDET), Investment Promotional Scheme (IPS), Monitoring & Evaluation etc. for the Tenth Plan and Rs.25 crore for the annual Plan 2002-2003.

### **Analysis of non-plan expenditure**

2.7	(Rs. in crore)
Outlay during 9 <sup>th</sup> Plan	2.60
Expenditure during 9 <sup>th</sup> Plan	2.18
BE 2000-2001	0.90
Actual expenditure	0.84
BE 2001-2002	0.99
Actual expenditure	0.83(upto 20.3.2002)
BE 2002-2003	3.81

2.8 When asked about the reasons for huge increase in non-plan expenditure during 2002-2003 it is stated by the Department that the increase in non-plan expenditure during 2002-2003 is attributable to the transfer of expenditure on 44 posts from plan to non-plan side, as already agreed to by the Ministry of Finance. The non-plan expenditure, however, stands pegged down from Rs.3.99 crore {3.00 crore Board Secretariat (plan) + 0.99 crore (non-plan)} in Budget Estimates 2001-2002 to Rs.3.81 crore in Budget Estimates 2002-03 (non-plan).

### **Overall scenario of wastelands in the country**

2.9 The National Remote Sensing Agency was assigned a project entitled identification of wastelands in India. The project has been completed and as per the report, 20.17% of the total geographical area that is 63.85 million hectare is wastelands. Out of these, 23.02 per cent i.e. 14 million hectare is forest wastelands and the balance of about 50 million hectares is non-forest wastelands.

2.10 The Secretary, Ministry of Rural Development (Department of Land Resources) during the course of oral evidence submitted as below:

“The Department’s figures are that about 63.85 million hectares of wastelands and 100 million hectares of rain fed land watershed programmes are to be implemented. That is the quantum of area that requires our attention and what we are doing. Our effort in the last five years has covered 2.4 million hectares. So, it is a small beginning that has been made.”

2.11 As mentioned in 22<sup>nd</sup> Report of this Committee (refer para 2.3) 5 million hectares would be covered by the end of 9<sup>th</sup> Plan, 15 million hectares would be covered during 10<sup>th</sup> Plan and the remaining 20 million hectares are proposed to be covered during 11<sup>th</sup> Plan.

### **Conversion of treated land under different schemes again into wastelands**

2.12 When enquired whether the Government have ever conducted the survey to find out the treated land under different schemes of the Department having been converted again into wastelands, it has been stated in the written note that the Monitoring Division of this Ministry has independently assigned a number of impact studies through independent evaluators/institutions and the results are quite encouraging. The reports do not make any specific instances of treated land getting reconverted into wastelands. The Ministry has also assigned impact assessment studies of all the watershed development projects sanctioned from 1995-96 to 1997-98 under DPAP, DDP and IWDP in all the major States. These studies are likely to be completed shortly.

2.13 The impact assessment studies of watershed development projects implemented under DPAP, DDP and IWDP were taken up during 2001-2002. The studies have been undertaken in 16 States *viz.* Andhra Pradesh, Haryana, Himachal Pradesh, Jharkhand, Karnataka, Madhya Pradesh, Bihar, Chattisgarh, Maharashtra, Orissa, Rajasthan, Tamil Nadu, Uttar Pradesh, Uttranchal, Kerala and West Bengal. Draft reports for States like Andhra Pradesh, M.P., Bihar, Chattisgarh, Orissa, Rajasthan, Tamil Nadu, U.P., Uttaranchal and West Bengal have been received and are being examined. The remaining reports are likely to be received shortly.

2.14 As regards the gravity of the problem of degraded land in the country, it has been highlighted in the document Tenth Five Year Plan and Annual Plan (2002-2003) as furnished by the Department of Land Resources. The extracts are reproduced below:

“Not only are culturable wastes and pastures considered highly degraded that is, producing biomass much below their potential – but even a substantial part of cultivated and forest lands has lost productivity due to inappropriate land use and over-exploitation. It has been estimated that more than 5,000 million tonnes of topsoil is eroded annually along with about 5 million tonnes of nutrients. About a third of this is lost to the sea, while the rest builds the silt load in reservoirs and riverbeds leading to floods. About 38% of the area in this country suffers from moderate to high degree of water-based erosion, most of which needed suitable soil and water conservation measures such as Watershed Development. Arid areas suffering from moderate or high degrees of soil loss are up to 4% of the geographical area.

Thus, about 42% of the country's area needs soil and water conservation efforts on a priority basis.

### **National Land Use Policy**

2.15 As per the written replies furnished by the Government, special attention is needed for a National Land Use Policy. When asked whether the Government have ever thought of framing a National Land Use Policy, it has been stated that a National Land Use and Wastelands Development Council, headed by the Prime Minister with Chief Ministers of all the States/Union territories, Ministers/Ministers of States of certain Central Ministries/Departments, Deputy Chairman, Planning Commission, Chairman of National Land Use and Conservation Board and Chairman of National Wastelands Development Board as Members, was set up in May 1985. The Council was set up as the highest policy planning and coordinating agency for all issues concerning the health and scientific management of the country's land resources. After creation of the Department of Land Resources in April 1999, a new initiative in this regard was taken and a National level Seminar with the collaboration of FAO was organised to deliberate for formulation of a National Policy on Land Resources. The Agricultural Finance Corporation have since been given an assignment for formulating a document on Land Resource Policy. Its report is likely to be received in a couple of months.

2.16 The Committee find that so far 2.4 million hectares area of wasteland could be covered by the Department's efforts as against overall targets of covering 50 million hectares of wastelands in the country by the end of 11<sup>th</sup> Plan. Besides, during 10<sup>th</sup> Plan 1.80 million hectares of wasteland is proposed to be developed. They find that only a small portion of the total wasteland in the country is being taken care of by the Department. Besides, as acknowledged by the Secretary, 100 million hectares of rain fed land watershed programmes are to be implemented. The Committee finds that gigantic task lies ahead before the Ministry and they have to gear up their resources and manpower to realise the target. Keeping in view the huge task of development of wastelands in the country, the Committee feel that the targets set under the different schemes of the wasteland development are not sufficient. In view of this, they would like that the Department should think over expanding their area of activity under the major schemes and the targets should be enhanced. Besides, the 10<sup>th</sup> Plan allocation commensurating with the increased targets should also be provided.

2.17 The Committee are happy to note that BE 2002-2003 i.e. Rs.1003.81 crore is commensurate with the overall proposed outlay of 10<sup>th</sup> Plan i.e. Rs. 5600 crore. Keeping in view of this, they would urge the Department to rise to the occasion and try to expand the area under the different schemes of wastelands development of the Department.

2.18 While analysing the position of expenditure reported during 8<sup>th</sup> and 9<sup>th</sup> Plan, the Committee find that under plan head, there is underspending of Rs.107.84 and 301.59 crore respectively during 8<sup>th</sup> and 9<sup>th</sup> Plan. They are concerned to note the reply furnished by the Government that the underspending during 9<sup>th</sup> Plan is basically due to

North-East. The Committee note that since 2000-2001, when the concept of allocating ten per cent of the outlay exclusively to North-East was started, in the first two years, Rs.180 crore has so far been allocated to North-East. Even the total amount, if treated as not spent in the North-East, the overall underspending of the Department as a whole during the 9<sup>th</sup> Plan, is more i.e. Rs.301.59 crore. The Committee, therefore, are not convinced that the onus for underspending lay with North-East only. There is some deep rooted malaise and a very serious indepth hair splitting analysis is necessary to pinpoint the cause. The approach of the Ministry in this regard so far appears to be casual. The Committee hope that the Ministry will do some spadework and diagnose the reasons behind underspending. Keeping in view the importance of the task of development of wastelands in the country, the Committee stress to ensure 100 per cent utilisation of the scarce resources. The cent per cent physical achievement is necessary to get the adequate allocation from the Planning Commission/Ministry of Finance during the coming years of the 10<sup>th</sup> Plan.

2.19 The Committee note that BE 2002-2003 has been enhanced by 102.82 crore as compared to BE of previous year. They find that the cost norms of developing one hectare of land have been revised from Rs.4,000 to Rs.6,000 per hectare. In view of this, they feel that the enhancement of outlay is not sufficient even to cover the enhanced cost and the increase due to inflation. In view of this, the Committee are of the view that the allocation during 2002-2003 is not sufficient and should be realistic enough and necessary steps should be taken so that development of land does not suffer due to inadequate financial resources.

2.20 It is a matter of great concern that treated land turns into wasteland in the era of modern science and technology. It appears that considered thought had never been given to such serious problem in the past. Much will depend upon planning and forestalling of factors which could have adverse impact on the treated land. The Committee note that the Government have recently assigned impact assessment studies of watershed development projects. They also note that the studies have been undertaken in 16 States and some of the States have already given their report. The Committee would like to be apprised of the findings of the said studies. Besides, they note that as reported in the document 10<sup>th</sup> Five Year Plan and Annual Plan 2002-2003, substantial part of cultivated land is loosing productivity due to inappropriate land use and over exploitation. The Committee feel that this is an area of grave concern and stress that the Government will find out ways and means to protect the land from inappropriate land use and over exploitation. Besides, they also find that Agriculture Finance Corporation have been assigned the task of formulating a document on Land Resource Policy. The Committee would like to be apprised of the details of the areas being covered by the said policy.

**Bringing of the programmes relating to wastelands development under one umbrella**

2.21 The programmes relating to watershed and soil conservation are scattered in different Ministries and Departments. The Committee have repeatedly been recommending in their respective reports to bring all the schemes related to wastelands development under one umbrella and the matter is pending for the last so many years.

2.22 When asked for the efforts made by the Government in this regard, the Department in the written note has stated that the said issue was discussed in a meeting of Committee of Secretaries (CoS) on the 10<sup>th</sup> of March, 2000. Consequent to the decision taken in the meeting, a discussion paper on Land Resources Management was prepared by the Department of Land Resources (DoLR). It was proposed to set up a National Agency on Land Resources Management (NALRM) and transfer of watershed and soil conservation related activities from various Union Ministries/Departments to DoLR. The paper was considered by the CoS in a meeting held on 6<sup>th</sup> of July, 2000. The Committee of Secretaries, while noting the wide divergence of views among the concerned Ministries/Departments on this issue observed that action be taken in terms of the commitment made in the President's Address to the Parliament. Planning Commission was asked to prepare an inventory of all the Watershed Management Schemes in operation at present and also bring up a paper evaluating, in depth the performance of various soil conservation and watershed based schemes. Consequently, the Planning Commission prepared a Note entitled 'Rehabilitation of degraded lands' through watershed development. The comments of DoLR on this Note were sent to the Cabinet Secretariat.

2.23 Subsequently, it was indicated that as the proposal involved the abolition of existing Boards/Bodies in the Department of Agriculture and Cooperation (DoAC) and the Ministry of Environment and Forests (MoEF), the comments of the concerned Ministry/Department be obtained and inter-ministerial consultations held to submit an agreed proposal to the Cabinet Secretariat, in case certain issues remain unresolved, a Note for CoS could then be brought for consideration.

2.24 Keeping in view the direction of the Cabinet Secretariat, a meeting was held on 6<sup>th</sup> September, 2001 to evolve consensus on the proposal, wherein the representative of DoAC and MoEF participated. However, no consensus could be reached in the meeting. In view of the persistent differences among the Ministries/Departments, a draft note for the Cabinet on setting up of a National Mission for Land and Watershed Development in the DoLR (instead of NALRM) and transfer of watershed and soil conservation related activities to DoLR has been formulated and circulated to the concerned Ministries/Departments for comments on 19<sup>th</sup> March, 2002. So far no Ministry/Department has furnished the comments.

2.25 The Secretary during the course of oral evidence further submitted in this regard that with the approval of Minister of Rural Development they have prepared their proposals for the Cabinet and are under circulation. The final decision in this regard is expected in the next two months.

**2.26 The Committee have repeatedly been recommending in their respective reports to bring all the schemes/programmes for the development of wastelands run by different Ministries/Departments under one umbrella. While noting the efforts made by the Department to achieve the said objective, the Committee also note that the Secretary of the Department has assured that the final decision in this regard will be taken in the next two months. They hope that the decision in this regard is taken within the stipulated time period and they would like to be apprised about the same.**

**Private sector participation in the task of development of wastelands in the country**

2.27 The Secretary during the course of oral evidence submitted that recently a task force has been constituted in the Ministry whose main task is to bring about a wider ambit of the programmes by watershed missions, credit linkage, banks and other institutions like private organisations. The task force had conducted one meeting so far. The said task force was constituted after interaction with RBI, Bankers and other credit institutions. In due course the progress of the work of the task force could be reported.

**Externally aided projects**

2.28 As per the written replies furnished by the Government, it has been mentioned that the Department of Land Resources is administering two externally aided projects in Orissa and Andhra Pradesh. Under these projects external aid is being received from the Department for International Development (DFID) for the development of watershed areas.

2.29 When asked about the steps undertaken to have such more externally aided projects in different areas in the country, it has been stated that the Department of Land Resources (DoLR) is implementing three area development programmes viz. Integrated Wastelands Development Programme (IWDP), Drought Prone Areas Programme (DPAP) and Desert Development Programme (DDP) on watershed basis. Over the years the watershed approach has emerged as an important tool for rural development. Apart from a number of Central Government Ministries/Departments, many global partners are also active in this field.

2.30 In order to mobilise resources for development of wastelands and degraded lands in the country, efforts have been made for obtaining external assistance from time to time. For this purpose, meetings with Donor Agencies were also organised to ascertain the position regarding their intervention in the areas of watershed development. Such meetings were organized during July, 2000 and April 2001 where representatives from Donor Agencies like World Bank, Department of International Development (DFID), Japan Bank for International Cooperation (JBIC), Swedish International Development Agency (SIDA) and Canadian International Development Agency (CIDA) etc. were invited. In addition, meetings with individual Donor Agencies also take place from time to time. Discussions have been held in this regard with the representatives of World Bank very recently.



2.31 The objectives, design and status of watershed development Programmes being implemented by various Ministries/Departments in the country were explained in detail to the World Bank representatives together with the features of the arrangements in place (and those under formulation) for monitoring and evaluation. It was emphasised that the watershed development projects are being implemented under the programmes of the Department with people's participation and that the guidelines for implementation of the programmes have been revised in consultation with the implementing agencies/State Governments/stakeholders. They were also informed that, presently, the Department is engaged in fine-tuning its house keeping issues and an action plan for developing wastelands/degraded lands through afforestation and rain-fed lands through the watershed based programmes, including a National Land Resource Management Policy, is being finalised. After these are finalised, the donor agencies in this field could be approached for seeking their assistance. Representatives of the World Bank were receptive to the idea of organising a wider-forum of discussion with a view to carrying the dialogue further.

**2.32 Keeping in view the gigantic task of development of wastelands in the country, the Committee find that the Government's funding in this regard would not be sufficient. They have repeatedly been recommending to take initiatives to involve the private sector in this task. They in their 12<sup>th</sup> Report [13<sup>th</sup> Lok Sabha] (para 3.24 refers) had given detailed analysis as to how the private sector could be attracted towards this field. The recommendation was reiterated in 22<sup>nd</sup> Report [13<sup>th</sup> Lok Sabha] (para 2.24 refers). They find that the Government have recently constituted a task force in this regard. The Committee feel that inspite of their repeatedly recommending, nothing concrete could be done. They, while reiterating their earlier recommendations, would like the Government to take the necessary steps within a stipulated time period and apprise the Committee accordingly.**

**2.33 The Committee note that two externally aided projects are working in Orissa and Andhra Pradesh. Besides, the initiatives have been taken by the Department to have discussions with the representatives of World Bank. They are happy to note that the World Bank is receptive to the idea of organizing a wider forum of discussion with a view to carrying the dialogue further. They urge the Department to take further action earnestly in this regard, to get foreign investments in the task of development of wastelands. They would also like to know the reaction of Donor agencies about their participation in the watershed development with whom the Ministry had held meetings in the past.**

**Amendment of Land Acquisition Act, 1894 and a draft National Policy on resettlement and rehabilitation of drought affected persons/families**

2.34 As per the Government's replies amendment of Land Acquisition Act, 1894 and the draft National Policy are presently under the consideration of the group of Ministers. When asked when the said issues were referred to the Group of Ministers and final approval on the said issues is likely to be made, it was stated by the Government that the Cabinet considered the proposal submitted by the Ministry on Land Acquisition (Amendment) Bill and Draft

National Policy on Resettlement and Rehabilitation of Project affected persons/families on 23.11.98 and directed that the matter might, in the first instance, be considered by a group of Ministers. The group of Ministers has held meetings and has made recommendations regarding proposed amendment in the Land Acquisition Act and the draft RR policies. Both the issues are being processed in the Government of India.

**2.35 While noting that amendment of Land Acquisition Act, 1894 and the draft National Policy on resettlement and rehabilitation of drought affected persons/families are being processed in the Government of India, the Committee would like that the proposals of the Department are finalised within a stipulated time period and the Committee informed accordingly.**

### **Implementation of programme of wastelands by PRIs**

2.36 The selection of implementing agencies for watershed projects is being done by ZPs or DRDAs as the case may be. When asked about the specific data of projects being implemented by ZPs, it is submitted that the Department is not maintaining any data in respect of PRIs working as implementing agencies in respective States. The concept of giving preference to PRIs to work as Project Implementing Agency (PIA) is a new one and was introduced in the guidelines issued only during this financial year.

2.37 The Committee in their 22<sup>nd</sup> Report [13<sup>th</sup> Lok Sabha] (para 2.20 refers) had found that parallel bodies to Panchayats are being set up in some States with regard to subjects that have to be devolved to the Panchayats as per Eleventh schedule (vide article 243G) of the Constitution.

2.38 When asked about the States/Union territories in which parallel bodies to the Panchayats have been set up in violation of article 243G of the Constitution and what steps have so far been initiated by the Government to establish Panchayats there, it has been submitted in the written note that the Department of Land Resources implements the watershed projects under the three programmes through Watershed Committees and Watershed Associations which have their own jurisdiction and are responsible for implementation of the projects and in any way are not parallel bodies to discharge the functions of the Panchayats. As regards the setting up of village level bodies in some States, the position as reported by the Department is as below:

“While the Government of Haryana has set up Village Development Committees, the Government of Madhya Pradesh has constituted Gram Vikas Samitis. The Village Development Committees in Haryana handle only those schemes which pertain to Haryana Rural Development Fund Administration Board, decentralised planning or other schemes which may be specified by the State Government. Under the Gram Vikas Samitis in Madhya Pradesh, eight Committees are to be set up by Gram Sabha and these Committees will formulate plan for overall development of the village for consideration by Gram Sabha.”

2.39 It has further been submitted by the Department that these State Governments are of the view that these bodies are functioning under overall

supervision of the Gram Panchayats and Gram Sabha and will ensure people's enhanced participation in the rural development programme. In the Conference of the State Ministers incharge of Panchayats held in July, 2001 at New Delhi, it was resolved, *inter-alia*, that such bodies should not act against the spirit of 73<sup>rd</sup> Constitutional Amendment Act and the States should, instead of parallel bodies, constitute sub-Committees on different subjects to facilitate more participation of people.

2.40 When enquired as to what extent people's involvement has been ensured till date in different projects as per the guidelines and the success and sustainability, achieved as a consequence, it has been stated in the written note that in order to ensure people's participation in watershed development programmes, the guidelines provide for implementation of the projects through Watershed Committees under the supervision and control of Watershed Association consisting of all members of the Gram Sabha etc. It also provides for entry activities for the welfare of the community before the project is taken up for implementation. The guidelines have since been revised extensively in September 2001 to provide for Exit Protocol, probationary period for the projects, greater involvement of PRIs, project approach etc. A partnership between District level institutions and the DRDAs is also being established so as to implement Exit Protocol to ensure sustainability of the project after the project period is over.

2.41 As per the revised guidelines, the Zilla Parishads and other Panchayati Raj Institutions (PRIs) shall have very important role to play in watershed development programmes. Wherever the DRDA has been made responsible for implementation of the watershed programmes, the Chief Executive officer of the Zilla Parishad shall be a member of the DWDC. The PRI shall have the right to monitor and review the implementation of the programme and provide guidance for improvements in the administrative arrangements and procedures with a view to ensure coverage of other programmes of Ministry of Rural Development such as JGSY, SGSY, IAY, CRSP and Rural Drinking Water Supply, etc. At the village level, the Gram Panchayat should be fully involved in the implementation of the programme especially community organisation and training programmes to the poor. It may use its administrative authority and financial resources to support and encourage the formation of SHGs/UGs.

**2.42 The Committee have repeatedly been recommending to make the programmes of development of wastelands of the Department, Panchayat based programmes. They find that as per the revised guidelines, the programmes will be implemented mainly through the Zilla Parishad/DRDA. To analyse the actual involvement of PRIs in the implementation of the various watershed programmes of the Departments, the Committee would like to be apprised about the details of the implementing agencies in the various States/UTs. Besides, they would also like that the Government should ensure that proper training is provided to the PRIs involved in implementation of these programmes for their effective implementation. More and more NGOs specifically local based need to be involved in the programme to make the development of wastelands as a people's programme.**

**2.43 The Committee appreciate the resolution made by the State Ministers incharge of Panchayat at the recent Conference and hope that States really follow this in practice.**

**Uniform norms for the development of wastelands under different schemes of the Department**

2.44 As per the revised norms for development of wasteland Rs.6000 per hectare will be the cost of development for the projects sanctioned after 1.4.2000. However, the projects sanctioned prior to this date shall continue to be implemented on the old norms of Rs.4000 per hectare. When asked for the justification of applying the old norms of Rs.4000 per hectare for old projects, it is submitted by the Department that a project under IWDP is implemented over a period of about 5 years. Detailed action plans are prepared and got approved from DRDAs generally within one year. Thereafter, works are executed in these projects as per the approved action plans. Thus the projects sanctioned prior to 1.4.2000 were at various stages of implementation. It was felt that in the majority of the cases, the major portion of the work for these projects would have been completed. Hence it was considered desirable to restrict the enhanced cost to those projects only where action plans were under preparation or were at the very initial stages of execution. Consequently, the revision was made applicable to the projects sanctioned during 2000-01 onwards and old projects were continued @Rs.4000 per hectare only.

2.45 In reply to another question, it is submitted that the outstanding liability for the ongoing projects is higher. Although the cost norms are the same under the three schemes, yet the total cost of the projects is shared differently between the Central Government and the State Governments. Under DPAP and DDP, Central and State share is in the ratio of 75:25. Consequently, out of the present cost norms of Rs.6000 per hectare, Rs.4500 is borne by the Central Government and contribution from the concerned State Government is Rs.1500. In respect of IWDP, the cost is shared in the ratio of 11:1 i.e. Rs.5500:Rs.500 per hectare between Central and State Governments.

2.46 When the attention of the Secretary, Department was drawn to the need for enhanced rate of development of wastelands in hilly, backward areas like K.B.K. (Koraput, Bolangiri and Kalahandi) areas in Orissa, he stated that with great difficulty they could revise the rate from Rs.4,000 to Rs. 6,000 per hectare. However, if there was any specific problem in K.B.K. (Koraput, Bolangiri and Kalahandi) areas in Orissa they will look after that.

**2.47 The Committee find that as per the revised norms for the development of wastelands under different schemes of the Department, although it has been mentioned that the norms are uniform, yet the old projects still continue to be developed on the basis of old norms i.e. at the rate of Rs.4,000 per hectare. Besides, the State's involvement in sharing the cost of IWDP, DDP and DPAP is different. Whereas under the IWDP, the cost is shared in the ratio of 11:1 that is Rs.5500:500 per hectare, in the case of DPAP and DDP, the Centre State share is 75:25 that is 4500:1500. On the one hand, it has been stated that in the case of the old projects for which previous norms of Rs.4000 would be**

applicable, the major portion of the work of these projects has been completed and hence the cost was restricted to Rs.4000 per hectare, on the other hand it has been submitted that the outstanding liability for the ongoing projects is high. The Committee would like to be informed categorically about the liability in the case of the old projects and the rationale for continuing these projects at the rate of Rs.4000 per hectare. The reasons advanced by the Ministry in this regard are not convincing. Besides, IWDP which was 100 per cent Centrally sponsored programme has been made a State contributory programme where the State contribution is 11:1. They hope that State Governments have been consulted in this regard and would have no problem in contributing their share.

**2.48** While noting the different norms for different projects for different schemes, the Committee fail to understand how the norms are stated to be uniform by the Ministry. They would like that the revised norms of developing wastelands should be applicable to all the schemes and projects uniformly.

**2.49** The Committee find that the rate of development of wasteland under different schemes like IWDP, DDP and DPAP has been enhanced from Rs.4,000 to Rs.6,000 per hectare by the Government. They note that in hilly and backward regions, even the revised cost is not sufficient. In view of this they urge the Government to consider to enhance the cost of developing per hectare as Rs.8,000 per hectare in hilly and backward regions like K.B.K. (Koraput, Bolangiri and Kalahandi) areas in Orissa, keeping in view the high cost of developing land in such areas.

#### **North-Eastern States**

**2.50** The DPAP and DDP are area development programmes being implemented in identified blocks of the country. The funds allocated under these schemes are released only to the programme States. Since North-Eastern States are not covered under these two schemes, no releases are made to them under the two schemes. However, the Department is required to earmark 10% of its total plan allocation (including those of DPAP and DDP) for release to North-Eastern States. Accordingly, the Department had kept a BE of Rs.90 crore for North Eastern. States out of the total allocation of Rs.900 crore during 2001-02. Out of the earmarked allocation of Rs.90 crore, Rs.79 crore was kept under IWDP, Rs.10 crore under Computerisation of Land Records (CLR) and Strengthening of Revenue Administration and Updating of Land Records (SRA & ULR) and Rs.1 crore under Technology Development, Extension and Training Scheme (TDET). For the financial year 2002-03 a provision of Rs.100 crore has been made for North Eastern States out of the total allocation of Rs.1000 crore for the Department of Land Resources.

**2.51** When asked whether North Eastern States have furnished any action plan to ensure meaningful utilisation of the outlay earmarked to them, it is submitted that only IWDP is under implementation in North-Eastern States. At the beginning of the year, State-wise priority lists of projects to be sanctioned during the year is finalised in consultation with State

Governments. The DRDAs are then required to submit projects for the prioritised districts which are sanctioned after due process and first instalment is released. Release proposals for on-going projects are processed as and when received and funds are released if more than 50% funds of the previous instalments are utilised.

2.52 State wise release of funds for the last three years is as given under:

(Rs. in lakhs)

State	1999-2000		2000-2001		2001-2002	
	Area sanctioned (ha.)	Funds released	Area sanctioned (ha.)	Funds released	Area sanctioned (ha.)	Funds released
Arunachal Pradesh	-	-	-	-	8300	85.85
Assam	28149	197.69	106756	520.01	58221	1619.96
Manipur	12500	167.56	-	329.56*	8000	327.99
Meghalaya	11011	65.09	23714	142.28	-	53.37*
Mizoram	-	-	75208	451.32	37910	481.91
Nagaland	24500	264.42	61650	992.00	41030	1162.69
Sikkim	20260	261.56	10500	203.00	12177	371.88
Tripura	-	-	-	-	19423	160.23
Total	-	956.32	-	2638.17	-	4263.88

\*Releases in on-going projects only.

2.53 Further as regard physical achievement made in North Eastern States since the 10 per cent exclusive allocation is being earmarked to them, it is stated that the complete physical and financial achievements are known only after completion of the projects. Only one project in Nagaland State, namely IWDP in Zonobuto District has been completed so far. Under this project, the said physical (2500 ha.) and financial targets (Rs.100 lakhs) have been achieved. Other projects are at various stages of implementation. Further, it is stated that in all the projects after release of 45% funds, independent evaluators undertake evaluation of projects and further funds are released only after satisfactory evaluation results.

**2.54 The Committee are distressed to note the huge underspending of the outlay earmarked to North-Eastern States since 2000-2001, when the concept of allocating 10% of the allocation exclusively to North-Eastern States was started. During 2000-2001 and 2001-2002, Rs.90 crore in each of the year was allocated exclusively to North-Eastern States. Out of that, Rs.26.38 and 42.63 crore respectively could be utilised in the two years. They also note that out of the three major schemes of the Department that is IWDP , DPAP and DDP for wastelands development, only one scheme that is IWDP, is applicable to North-Eastern States. While the Committee have no objection in allocating 10% of the outlay exclusively for IWDP to North-Eastern States, they feel that the scope of IWDP in North-Eastern States has to be enhanced to ensure the meaningful utilisation of the resources. The Committee would like the Government to think over this aspect specifically and to come forward with suitable proposals in consultation with the States concerned. They also stress on the Government to get the action plan from each of the North-Eastern**

**States and find out ways and means to ensure the proper utilisation of the scarce resources.**

**New Scheme to be launched by the Department of Land Resources**

2.55 The Secretary, Department of Rural Development during the course of oral evidence submitted that the discussion is being held to start a new programme regarding desiltation of village ponds and tanks. They propose to earmark a certain proportion of funds available and State Governments would do likewise so that beginning could be made in the next financial year. State Governments have been addressed in this regard and a new initiative would be taken in the next few months.

**2.56 While appreciating the initiative taken by the Government to start a new programme regarding desiltation of village ponds and tanks, the Committee hope that the final decision in this regard is taken by the Government expeditiously and adequate resources are provided for the purpose. They would like to be apprised of the detailed guidelines as and when finalised by the Government in respect of the new scheme. Besides, they would also like that the Government should in consultation with the States/Uts do proper planning in this regard, before launching the programme, so that it could be implemented effectively in the different States/Uts.**

## **CHAPTER III**

### **Evaluation Scheme – wise**

#### A. Scheme related to the Wastelands Development Division

##### **Integrated Wastelands Development Programme (IWDP)**

3.1 Integrated Wastelands Development Programme (IWDP), a Centrally sponsored programme, has been under implementation since 1989-90, and was transferred to the erstwhile Department of Wastelands Development (now Department of Land Resources) alongwith the National Wastelands Development Board in July, 1992. From 1<sup>st</sup> April, 1995, the programme is being implemented through watershed approach under the common guidelines for watershed development. The guidelines for watershed development have been revised in September, 2001.

3.2 The year-wise allocation of funds under IWDP :-

(Rs. in crore)

Year	B.E.	R.E.	Funds Released
1997-98	74.50	50.00	53.95
1998-99	82.10	62.10	62.00
1999-2000	82.00	82.00	83.07
2000-2001	480.00*	387.00	386.90
2001-2002	430.00**	405.00	116.55***
2002-2003	450.00\$	--	--

\* This includes funds for ongoing EAS watersheds.

\*\* Includes funds for ongoing EAS (Watershed) and Externally Aided Projects for Andhra Pradesh and Orissa.

\*\*\* upto 31.01.2002 (for IWDP only)

\$ Includes Rs.150 crore for on-going watershed projects under EAS and Rs.63 crore for DFID projects.

3.3 When asked about the reasons for mismatch between BE-RE and release of funds during each year of the 9<sup>th</sup> Plan, the Department has replied that there is no mismatch between BE-RE and release of funds during each year of the 9<sup>th</sup> Plan. It is submitted that during the 9<sup>th</sup> Five Year Plan, the Finance Ministry has imposed cuts, though the Department was always in need of additional funds. As a matter of fact, demand for funds under watershed development is maximum during working season from October to June. A large number of progress reports concerning these works in a financial year are received generally from November end onwards. By this time, the cuts by the Ministry of Finance are indicated or imposed. During the current financial year, the Ministry of Finance has imposed a cut of Rs.50 crore in the plan outlay of the Department. However, the Department has already received sufficient number of proposals to utilise the aforesaid amount.



3.4 According to the Performance Budget, the objectives of the IWDP scheme is employment generation, poverty alleviation, community empowerment and development of human and other economic resources of the village. When asked about the steps envisaged to fulfill the aforesaid objectives of IWDP Scheme and to what extent poverty has been alleviated during the last three years, it has been stated in the written note that the IWDP is basically an area development programme and the wastelands development projects strive to improve the productivity of the wastelands and degraded lands in the project area. Various activities in the projects are implemented by employing local people. All these result in improving the economic base of the people. As such, although the programme does not directly address the issues of employment generation and poverty alleviation yet it creates a significant and positive impact on these aspects through area development.

### **Ongoing watershed projects under EAS**

3.5 The details of funds provided under IWDP including outlay under EAS:

(Rs. in crore)

Year	B.E.
2000-2001	480.00*
2001-2002	430.00**

\* Includes Rs.350 crore for ongoing watershed projects taken up under EAS

\*\* Includes Rs.200 crore for EAS

When asked whether the Department has maintained separate data in respect of the achievement made under part of the EAS transferred to IWDP, it is submitted that prior to its restructuring in April, 1999, the guidelines for EAS envisaged that 50% allocation in DPAP/DDP blocks in a particular financial year shall be spent on watershed development projects under the common guidelines. However, as part of an exercise aimed at rationalizing structures of various RD Schemes, EAS was retained as a wage employment scheme and sanctioning of new watershed projects was discontinued w.e.f. 1.4.1999.

3.6 The States had, in the meanwhile, created liabilities in respect of watershed development projects already sanctioned. The total liability (including State share) for the completion of these watershed development projects covering an area of 63.50 lakh ha. worked out to about Rs.1500 crore. The Government decided that the Central share of the aforesaid amount may be released to the States in three years. A sum of Rs.301.55 crore was released to the various States during 1999-2000. During the year 2000-2001, a sum of Rs.257.12 crore was released. During the current financial year i.e. 2001-2002, a sum of Rs.190.15 crore has been released.

### **The procedure regarding sanctioning of IWDP projects**

3.7 The Committee during their on the spot study visit to Madhya Pradesh were briefed by the representatives of the Government of Madhya Pradesh on the issue of sanctioning of IWDP projects. They stated that the procedure for sanctioning of IWDP is not decentralised due to which district level planning cannot be done.

3.8 When asked about the comments of the Government on the above mentioned observation of the representatives of Madhya Pradesh Government, the Department has replied that under IWDP, on the basis of the annual allocation for the programme and keeping in view the committed liabilities for the ongoing projects, new projects are prioritized for each State after extensive consultation with the State Government once the districts area is prioritized for sanction of IWDP projects the concerned ZPs/DRDAs prepare suitable projects proposals keeping in view the ground realities and requirements and submit the same to DoLR through the State Government. The State Secretaries concerned are also members of the Project Sanctioning Committee for IWDP projects and they are invited whenever proposals pertaining to their State is considered by the Committee and duly recommended for sanction. However, funds are directly released to the ZPs/DRDAs for implementation of the sanctioned projects under intimation to the State Secretaries. Thus, the States are being associated at every stage of the sanctioning process.

### **3.9 Total area sanctioned under IWDP from 1995-96 to 2000-2001**

Area sanctioned during	Area (in lakh ha.)
1995-96	0.39
1996-97	1.18
1997-98	4.45
1998-1999	5.18
1999-2000	7.01
2000-2001	11.03
Total area covered till 2000-2001	29.24

### **Release of funds under IWDP from 1995-96 to 2000-2001**

Release of funds under IWDP	Rs. in Crore
1995-96	51.00
1996-97	50.80
1997-98	53.86
1998-1999	62.00
1999-2000	83.07
2000-2001	129.78
Total Releases	430.51

3.10 During 1997-98, the area sanctioned was more than four times as compared to the previous year, whereas the allocation was not substantially increased during the said year.

3.11 When asked as to how the Department would explain the said mismatch between outlay and physical achievement, the Department has submitted that the watershed projects are process oriented and not activity centered. Each watershed project is implemented over a period of five years. Before initiating any physical works under IWDP projects, the implementing agencies are required to first take up the activities of community mobilisation, training of functionaries at various levels and set up the required local institutions like the watershed association, watershed committee etc. to implement the project. This process generally takes about one year. Each year new projects are also sanctioned. As such in a particular financial year, each district will have several watershed projects, which are at various stages of implementation – some involved in the process activities and some in actual physical works. As such it is very difficult to relate the physical achievements to releases made in a particular financial year though the overall performance of the programme may be quite satisfactory.

3.12

	Financial Requirements (Rs. in crore)
BE-2001-2002	430
RE 2001-2002	405
Release upto 31.1.2002	116.55
BE 2002-2003	450

The outlay of Rs.430 crore for 2001-2002 includes provision of Rs.200 crore for ongoing watershed projects under EAS and Rs.20 crore for externally aided projects. Consequently an amount of Rs.210 crore has been earmarked for IWDP. Apart from meeting the requirement of funds for the ongoing IWDP projects, 47 new projects have been sanctioned to cover a total area of 3.16 lakh ha. against the target of sanction of new projects for development/treatment of 8 lakh ha.

3.13 As per the written replies the targets set under IWDP do not include on-going EAS watershed projects. No new projects are sanctioned under EAS component. New projects are being sanctioned under IWDP only. It is estimated that an area of about 63.56 lakh ha. would have been developed under the on-going watershed projects taken up under EAS. A statement showing names of the States, area to be treated, funds required and funds released as Central share is at Appendix- II.

3.14 When asked as to how the Department would ensure cent per cent utilisation of resources earmarked under IWDP during 2001-2002 and 2002-2003, it has been stated that during 2001-2002, full utilisation of resources earmarked (RE) under IWDP has been ensured (except the component reserved for NE States) through continuous monitoring of the projects, review meetings/video-conferences with all the concerned State Governments/districts, field visit etc. Intensive efforts to streamline monitoring and review of the projects are contemplated during 2002-2003 to ensure full utilisation of programme allocation.

3.15 As per the written replies an amount of Rs. 1900 crore have been proposed under IWDP and a tentative target of sanction of new projects covering 68 lakh ha. of area has been proposed for the Tenth Plan. However, the actual sanction of projects will depend upon the allocation for the Plan period.

3.16 When asked about the proposed strategy of the Government during Tenth Plan under IWDP, it has been stated by the Government that timely completion of on-going projects and sanction of new projects commensurate with the budget allocation each year will be the strategy during the Tenth Plan. The Department is giving utmost importance for effective community mobilisation in the development of wastelands and degraded lands with active involvement of PRIs, Self - Help Groups, User Groups, Mahila Mandals etc. The new approach i.e. project approach has been put into place where initial sanction is only indicative of location of watershed development projects, physical targets and financial outlay. The details action plan in the form of an integrated project has to be prepared by the Watershed Committee/Watershed Association under the guidance of the Watershed Development Team of the Project Implementing Agency. Community Organisation is an important component, at the same time technical requirement and feasibility of appropriate biophysical measures are to be carefully worked out for long-term sustainable interventions for the entire area of watershed. The action plan is required to specify among others, the pre-set deliverable output; elaborate road map with definite milestones; definite time frame for each activity; technological interventions; specific success criteria; and a clear exit protocol, etc.

3.17 While going through the replies furnished by the Government, the main conclusions drawn in respect of the implementation of IWDP are as below :-

- (i) The outlay under IWDP during 2002-2003, if EAS component and DFID is excluded, is increased by Rs.27 crore as compared to the previous year.
- (ii) There is a cut of Rs.93 crore and Rs.25 crore at RE stage during 2000-2001 and 2001-2002 respectively;
- (iii) Although the objective of the programme is employment generation, poverty alleviation, no impact study has been made in this regard;
- (iv) As regards component of EAS transferred to the Department of Land Resources since 1999-2000, the allocation during each year is decreasing. Although the committed liability for the programme i.e. of Rs.1500 crore (including State share) was decided to be released during three years, the total release of funds by Central Government during these three year, was just Rs.748.82 crore;
- (v) There is slippage of targets in respect of new projects sanctioned under IWDP. The projects were sanctioned for the area of 3.16 lakh ha. against the set target of 8 lakh ha. and;
- (vi) During 6 years, since the projects are being implemented through watershed approach, projects covering 29.24 lakh ha. have been sanctioned so far whereas during 10<sup>th</sup> Plan 68 lakh ha. of area has been proposed to be covered.

3.18 When the attention of the representatives of the Department was drawn towards the various irregularities in implementation of the IWDP projects like top most priority given to forest departments in implementation of projects, neglect of NGOs by the forest departments, priority of projects not suitably decided, for example the watershed projects in the area where the water table is going down, are not given priority, there were irregularities in billing procedure of various implementing agencies, the representative of the Department stated that they would verify the above mentioned facts.

3.19 The Committee note that notwithstanding the fact that IWDP is one of the biggest and oldest programme of the Department meant for the development of wastelands in the country, the seriousness of the Government towards its implementation is lacking. The targets fixed are being spilled over. Adequate allocation is not being provided under the programme. Besides, whatever allocation is made is reduced at RE stage. Although during 2002-2003 Rs.27 crore has been provided more as compared to the previous year, it hardly covers the increase in per hectare cost of development of wastelands, and increase due to inflation. Besides, the Government have never bothered to examine the impact of the programme in view of the set objectives of employment generation and poverty alleviation etc. In view of this, the Committee would like that the allocation under the programme should be suitably enhanced to enable the Department to achieve the set targets. Further, whatever amount is provided at BE stage, should not be reduced at RE stage at any cost. To get the same amount at RE stage, the Department has to assure the Ministry of Finance/Planning Commission about the cent per cent utilisation of resources. Besides, the Department should make a study regarding the impact of the programme in terms of employment generation and poverty alleviation. Further, it should also be verified whether the said programme has achieved the objectives of development of land, whether water table has gone up due to the watershed programme and new plantation has been developed. There should be some in built mechanism to analyse the impact in view of the factors as given above in the scheme and should be analysed after a fixed period of time, say five years, irrespective of the cost involved in such a survey.

3.20 As regards the progress of EAS component transferred to the Department of Land Resources, the Committee find that the Government are not serious about this programme. The said outlay of Rs.1500 crore to fulfil the committed liability under EAS projects has not been provided to the Department as planned. Further, every year there is a decrease in the allocation under EAS component. They find that EAS, which was one of the top most priority programme of the Department of Rural Development, has got the back seat, when transferred to the Department of Land Resources. They strongly recommend that the committed liabilities in respect of the watershed projects transferred to this Department under EAS, should be given priority. The said projects should be completed within the target year. Besides, the Department should monitor the allocation, utilisation of outlay and physical achievement separately for the EAS component, and it should be reflected in all the Budget papers submitted to the Committee.

**3.21 The Committee find that there is a need to further gear up monitoring mechanism to evaluate the implementation of the IWDP. There may be various irregularities at the field level and as such the representatives of the Central Ministry of Rural Development (Department of Land Resources) should make surprise visits to the different project sites to find out the ground reality. Further in each of the project being implemented under IWDP, there should be sign board indicating the date of starting of the project, cost involved, implementing agency, likely date of completion of the project, etc. to make the people of that area aware of the said scheme. Further, stress should also be given to bring more transparency in the implementation of the IWDP projects.**

**3.22 The Committee note that during their on the spot visit to Madhya Pradesh, some grievances of the State Governments regarding sanctioning of IWDP projects were brought to their notice as have been indicated above. The Committee recommend that the Department should interact with the representatives of the State Government of Madhya Pradesh to find out their problems and take the corrective steps accordingly.**

#### **Drought Prone Area Programme (DPAP) and Desert Development Programme (DDP)**

3.23 Drought Prone Area Programme (DPAP) is the earliest area development programme launched by the Central Government in 1973-74 to tackle the special problems faced by those fragile areas which are constantly affected by severe drought conditions. At present, this is in operation in 971 blocks in 183 districts of 16 States.

#### **3.24 Analysis of the outlay and Financial Achievement**

		Rs. in crore
Eighth Plan allocation	-	448.26
Total Expenditure	-	442.36
Total Ninth Plan allocation	-	705.00
BE – 2000-2001	-	190.00
RE – 2000-2001	-	190.00
Actual Expenditure	-	190.00
BE – 2001-2002	-	210.00
RE – 2001-2002	-	210.00
Actual Expenditure	-	209.42
BE - 2002-2003	-	250.00
10 <sup>th</sup> Plan tentative outlay	-	1600.00

### 3.25 Physical Achievement

lakh hectare

Area covered during Eighth Plan 22.17  
Area covered during Ninth Plan 26.85  
Target during Tenth Plan 68.00

Year wise progress of new programme/schemes

Year	
1997-98	406
1998-1999	880
1999-2000	2278
2000-2001	3371
2001-2002	2043 (upto 31.1.2002)
Total during Ninth Plan	8978
Total target during Tenth Plan	13600

### 3.26 Analysis of the outlay and Financial Achievement under Desert Development Programme (DDP)

Rs. in crore

Eighth Plan allocation	-	410
Ninth Plan allocation	-	255
BE – 2000-2001	-	135
RE – 2000-2001	-	135
Actual Expenditure	-	135
BE – 2001-2002	-	160
RE – 2001-2002	-	150
Actual Expenditure	-	150
BE - 2002-2003	-	185
10 <sup>th</sup> Plan tentative outlay	-	1200

### 3.27 Physical Achievement

New projects sanctioned during Ninth Plan	4807 projects
Proposed coverage during Tenth Plan	8800 projects
Total area to be covered under DDP	457.949 lakh hectares
Area covered upto 1998-99	10.97
Area covered in 1999-2000 and 2001-2002	22.59
Proposed coverage during Tenth Plan	44 lakh hectares

3.28 It has been submitted in the written note that in order to ensure uniform development of this programme in all the blocks in the country, it has been decided to sanction new projects block wise. The system has been made effective in respect of the projects sanctioned during 2001-2002. Hence all the 234 DDP blocks are covered under this programme.

3.29 The total outlay proposed to the Planning Commission for Tenth Plan under DPAP is Rs.1600 crore.

3.30 When asked about the strategy of the Government regarding DPAP and DDP during Tenth Plan, it has been stated by the Government that the

programme is to be implemented exclusively on watershed basis. All activities relating to watershed development and management like planning, execution and maintenance of assets created are to be taken up by the local people through their own organisations specifically created for the local people. The Government agencies provide necessary financial and technical backup to the watershed communities. The guidelines modified in 2001-2002 will be made applicable to all DPAP projects sanctioned w.e.f.1<sup>st</sup> April, 2000.

3.31 When asked about the modus – operandi of releasing of funds under DPAP and DDP, it has been submitted in the written note that every year keeping in view the programme area, performance of the on-going projects and other relevant factors, new projects are sanctioned to the programme districts. The first instalment is released alongwith the sanction of projects. Thereafter, subsequent instalments are released on receipt of a specific proposal from the DRDAs subject to the condition that the State Government has released its share of the previous instalment and atleast 50% of the amount released in the last instalment has been utilised. Submission of necessary documents like utilisation certificates, audited statement of accounts etc., is also ensured before release of instalment in on-going projects.

3.32 When asked about the implementing agencies under DPAP and DDP and whether the funds are allocated timely to implementing agencies, it is submitted by the Government that the project implementing agencies may be a Non-Government Organisation (NGO) or a Government Organization. In the revised guidelines, it has been provided that the project implementing agencies should preferably be selected from amongst the Panchayati Raj Institutions (PRIs). The other agencies will be selected as PIA in case PRIs are not in a position to function as such.

3.33 The funds are released to ZPs/DRDAs, which in turn release the funds to implementing agencies. At the time of release of funds to ZPs/DRDAs, it is ensured that DRDA has released the funds to PIAs, and Watershed Committees.

3.34 When asked about the steps being undertaken to ensure that the area treated under DPAP and DDP doesn't convert into the earlier position, the Government have replied that under the guidelines, there is a provision of Watershed Development Fund to ensure proper maintenance of the watershed area after completion of the projects. Recently, a provision of exit protocol has been made in the revised guidelines. The watershed projects should generally be managed by the respective watershed Associations/Watershed Committees under the overall supervision of the Gram Panchayat after the project period is over and after the external supporting agencies have withdrawn. Mechanism such as exit protocol should explicitly form part of the watershed development plan. The revised guidelines also envisage that equity and sustainability of the benefits of the assets created under the watershed development plan should be clearly spelt out by the PIA before it exits from the area. These measures will ensure that the areas treated do not convert into the earlier position.



3.35 When asked about the position of unspent balance it is submitted that separate data is not being maintained in this regard. At the time of release of instalment, it is ensured that the States have released their share of funds and at least 50% of the last release is utilised. Thus there is an in-built system of ensuring utilisation of funds.

3.36 When asked about the corrective steps the Department would like to suggest for a better performance of DPAP during 2002-2003, it is stated that the corrective steps taken for a better performance of DPAP during 2002-2003 are as under :-

- i) System of mid-term evaluation has been introduced for watershed projects under DPAP.
- ii) The evaluation has been entrusted to the State Governments.
- iii) Supplementary Observation mechanism through the State and District level Institutions for tracking the pace and quality of the implementation of the watershed projects taken up under DPAP has been introduced. The mechanism will serve the purpose of adding value to the monitoring system in force.

**3.37 The Committee find that the proposed outlay during 10<sup>th</sup> Plan under DPAP and DDP is more than double, but the allocation during the first year of Tenth Plan 2002-2003 i.e. Rs. 250 and 185 crore, respectively does not commensurate with the total allocation. They urge the Government to approach the Ministry of Finance/Planning Commission for adequate outlay under the said programmes so that the targets fixed under 10<sup>th</sup> Plan could be achieved.**

**3.38 The Committee are concerned to note that the Department has not maintained the data for unspent balances. While appreciating the fact that the guidelines do not permit unspent balance of more than 50% of the last release, the Committee would like the Department to find out the details of the unspent balances to find out the ground reality.**

**3.39 While appreciating the initiatives taken by the Government to start the system of mid-term evaluation of DPAP projects, the Committee would like to be apprised of the time when the first such evaluation would be started. Besides, they would like the similar evaluation for DDP projects also.**

**3.40 The Committee find that the onus of routine monitoring of DPAP and DDP projects has been shifted more to the State Governments. While the Committee are not against the State Governments having their own monitoring mechanism, the Central Government cannot escape the responsibility of monitoring, specifically when the major portion of the outlay is being provided by them. In view of it, the Committee would like the Centre to gear up their monitoring mechanism further.**

**3.41 The Committee are informed that under the guidelines, there is a provision of Watershed Development Fund to ensure proper maintenance of the watershed area after completion of the projects. The Committee would like to know about the impact of these guidelines on the maintenance of completed projects, during the last three years and till**

**date and how this had helped the area treated under DPAP and DDP from relapsing into earlier position.**

### **Technology Development, Extension and Training (TDET) Scheme**

3.42 Development of wastelands/degraded lands requires up-to-date information on their geographical location and extent besides technological support. Proper area specific strategy has to be developed keeping in view the agro-climatic conditions and capability of the land. Consequently, a Central Sector Scheme of Technology Development Extension & Training (TDET) was launched during 1993-94 to develop data base on wastelands and to demonstrate cost effective and proven technologies for the development of various categories of wastelands for sustained production of food, fuel wood, fodder etc. on pilot basis.

3.43 Under this Scheme, 100% Central grant is admissible to implement the projects on wastelands owned by Government, Public Sector Undertaking including Universities, Panchayats etc. In case of projects on wastelands of Private Farmers/Corporate Bodies, the cost of the project requires to be shared in the ratio of 60:40 between the Department of Land Resources (DoLR) and the beneficiaries.

3.44 The projects sanctioned under the Scheme are monitored regularly on a half-yearly basis through progress reports received from project implementing agencies. Monitoring is also done through periodical review and field-visits of the projects.

3.45 As per the written information, the financial and physical targets and achievement under TDET Scheme of the Department of Land Resources are as follows:

(Rs. In crores)			
<b>Year</b>	<b>BE</b>	<b>RE</b>	<b>Expenditure</b>
2000-01	12.00	10.87	10.98
2001-02	15.00	12.00	5.97*
2002-03	17.00	-	-

\* up to 31.1.2002  
(Area hec.)

<b>Sl. No.</b>	<b>Year</b>	<b>Physical Targets</b>	<b>Physical Achievements</b>
1.	2000-01	4000	4340
2.	2001-02	5000	4000 (31.01.02)

3.46 When asked about the reasons for the poor financial performance of TDET Scheme during 2001-2002 and proposed steps to be initiated during 2002-2003 to fully utilize the enhanced outlay from Rs.15 crore to Rs.17 crore, the Government have replied that the Department has released Rs.11.631 crore as against the revised outlay of Rs.12 crore. Thus, the physical target and financial outlay (revised estimate) of the scheme has been fully achieved except a shortfall of Rs.36.90 lakh for North Eastern States and during 2002-03, besides the implementation of ongoing projects, emphasis will be given on the development of special problem lands like waterlogged

and salt affected areas, coastal sandy areas, cold desert areas, mine spoil and industrial wastelands etc. Efforts will also be made to cover more areas where very little work has been done so far and obtain fresh proposals so that the enhanced outlay of Rs.17 crore could be fully utilized.

3.47 When asked about the reasons for non-receipt of proposals under TDET Scheme and what corrective steps are proposed to be taken in this regard, the Government have stated that the TDET Scheme is being implemented to develop data base on wastelands and to demonstrate cost effective and proven technologies for the development of various categories of wastelands. Proper area specific strategy has to be developed keeping in view the agro-climatic conditions and capability of the land. The scheme is being implemented through ICAR & CSIR Institutes, State Agricultural Universities, DRDAs and Government Institutions having adequate institutional frame work and organizational back up. The Scheme is implemented on project to project basis and not as a routine developmental scheme. However, during 2001-02, sufficient proposals were received under the Scheme and the revised outlay was fully utilized except a sum of Rs.36.90 lakh for North Eastern States and in order to involve more agencies in the implementation of the TDET Scheme, Krishi Vigyan Kendras (KVKs) under ICAR, Technology Resources Centers (TRCs) under CAPART and CSIR institutions would be identified for taking up special problem areas.

3.48 As per the Performance Budget, 106 projects have been sanctioned under the Scheme, out of which 47 projects have been completed.

3.49 When asked as to how the Department would ensure proper post maintenance of 47 projects mentioned above, it has been stated in the written note that under this Scheme, the projects are mostly sanctioned as pilot projects for extension of the technology in private farmers wastelands. These projects are also used as demonstration models for the other farmers. Farmer's contribution is also envisaged in these projects in terms of their labour and maintenance aspects. Hence, they themselves ensure sustainability of project through post project maintenance.

**3.50 The Committee note that the objective of the scheme is to develop data base on wasteland and to demonstrate cost effective and proven technologies for the development of various categories of wasteland for sustained production of food, fuel wood on pilot basis. While noting the claim of the Ministry that the physical target and financial outlay/revised estimate have been fully achieved except a shortfall, the Committee would like to be apprised in detail about the work done by the Department in the field of technology development for the development of wastelands. Besides, they would also like to be apprised of the details of the demonstration models exhibited to the farmers since the inception of the scheme. The Committee appreciate that the Ministry would lay emphasis on the development of special problem lands like waterlogged and salt affected areas, coastal sandy areas, cold desert areas, mine spoil and industrial wastelands, etc. The Committee hope that the Ministry would implement their programme meticulously and inform them about the outcome from time to time. The Committee also feel that much work has to be done in the field of R&D to find out the cost effective**

technologies and they urge that in this regard, benefit of the latest technologies used by the different countries should also be taken. The Department should make a research in this regard, and apprise the Committee accordingly.

### **Investment Promotional Scheme (IPS)**

3.51 A Central Sector Scheme called the Investment Promotional Scheme (IPS) was launched in 1994-95 in order to stimulate involvement of the corporate Sector/Financial Institutions etc. to pool in resources for development of non forest wastelands.

3.52 Under this scheme Central Promotional Grant/subsidy is limited to Rs.25 lakh. This Scheme has in built provision of attracting/channelising/mobilising funds in the form of promoter's contribution for certain categories of beneficiaries and 50% of the project cost from the financial institutions/banks as loan.

3.53 The Scheme has been restructured to make it more popular and broad based and circulated to all States and other concerned organisations during August, 1998. The projects under the scheme are monitored regularly on half-yearly basis through progress reports received from the projects implementing agencies. Monitoring is also done through periodical review and field visits of the projects.

3.54 The physical/financial targets/outlays and achievements under IPS

Year	Physical (in hec.)		Financial (Rs. in crore)	
	Target	Achievement	Target	Achievement
2000-01	Not fixed	7355	.5	.0973
2001-02	Not fixed	3191	.5	.0896 (31.1.2002)
2002-03	-	-	1.00	

3.55. When asked about the reasons for slow pace of financial performance of IPS, it has been stated by the Department that the Agro-forestry projects taken up for the development of wastelands under IPS have a long gestation period. Further, due to requirement of promoter's contribution and credit/loan to be availed from the banks/financial institutions, poor and resource-less farmers are not able to formulate bankable and viable projects under the scheme for availing the subsidy. Hence, sufficient proposals have not been received during 2001-02 under IPS.

3.56 When asked about the steps proposed to be initiated during 2002-2003 to meaningfully utilize the enhanced outlay the Department has stated that efforts are being made to popularize the Scheme among various stake holders viz. Banks, financial institutions, State Governments, farmers and corporate sector. Efforts will also be made to obtain more proposals from the various categories of promoters viz individual/group of farmers, cooperative institutions, public trusts, corporate bodies including user industries etc. under

the Scheme during 2002-03 to meaningfully utilize the enhanced outlay of Rs.1 crore.

3.57 When asked further about the steps the Department propose to take during 2002-2003 to make the scheme attractive for private sector to get more projects/proposals, it has been stated in the written note that in order to make this Scheme attractive for the private sector to get more projects/proposals during 2002-03, efforts are being made by the Department to organize 4-5 regional level workshops in collaboration with NABARD Mumbai. State level workshops would also be organized in collaboration with NIRD Hyderabad. One regional workshop for western region has already been organized by NABARD on 8<sup>th</sup> February, 2002 at Ahmedabad.

**3.58 The Committee are informed that IPS has been restructured to make it more popular and broad based and the proposal has been circulated to all States in August, 1998. The Committee would like to know the reaction of the States in this regard and the steps taken by the Government in pursuance thereof.**

**3.59 The Committee find that the scope of the Investment Promotional Scheme is very limited. The issue of attracting private sector in the task of development of wastelands has been addressed in the recommendation made in the para No. 2.32 of this report . The Committee feel that there is a need to give a new look to this scheme in view of what has been stated in this regard in the said para of the report.**

**B. Scheme-wise evaluation of programme under Land Reforms Division Computerisation of Land Records (CLR)**

3.60 The Centrally Sponsored Scheme on Computerisation of Land Records (CLR) was started in 1988-89 with 100% financial assistance as a pilot project in eight Districts viz; Rangareddy (A.P.), Sonitpur (Assam), Singhbhum (Bihar, Gandhinagar (Gujarat), Morena (M.P.) Wardha (Maharashtra), Mayurbhanj (Orissa) and Dungarpur (Rajasthan) with a view to remove the problems inherent in the manual systems of maintenance and updating of land records and to meet the requirements of various groups of users. It was decided that efforts should be made to computerise core data contained in land records, so as to assist development planning and to make record accessible to people/planners and administrators.

**3.61 Progress during 8<sup>th</sup> and 9<sup>th</sup> plan**

	<b>Rs. in crore</b>	<b>Expenditure made</b>
Eighth Plan allocation	48	59.42
Ninth Plan allocation	178	157.44

3.62 When asked to furnish the information of outlay released/spent and the position of opening balances in each of the State/UT in each year of Ninth Plan, the Government have submitted that the nature of the programme is such that State-wise allocation is not fixed under this Scheme. The proposals received from the States are examined as per the guidelines and funds released accordingly. The State Government is releasing funds to district authorities for implementation of the programme in various districts on demand.

Therefore, the opening balance figures are not maintained. However, a statement showing funds released and its utilisation by States/UTs since inception (1988-89) and during the Ninth Plan is at Appendix-III.

3.63 While analysing the position of utilisation of funds as given in the appendix it is found that whereas the overall percentage of utilisation is 56%, in seven States the utilisation is nil. Besides 12 States/UTs (excluding 7 States whose utilisation is nil) have reported less than 50% utilisation.

3.64 When asked about the reasons for mismatch between BE and actual expenditure incurred during Eighth and Ninth Plan, it has been submitted by the Government that during the Eighth Plan Period, the plan allocation under the scheme was Rs.48 crore. The expenditure incurred was Rs.59.42 crore because more allocation was made at the time of finalisation of Annual Plan for the respective years of 8<sup>th</sup> Plan.

3.65 During the Ninth Plan Period, the allocation under the Scheme was Rs.178.00 crore but at the RE stage it has been reduced to Rs.171.00 crore due to the cut imposed by the Ministry of Finance in the outlay out of which Rs.169.14 crore has been released so far. Therefore, there is only minor variation in the RE and the actual expenditure.

3.66 Financial achievement during 2000-2001 and 2001-2002 is as follows

Year	Rs. in crores	Expenditure made
2000-2001	48	47.60
2001-2002	45	44.36
2002-2003	55	-

### **Physical Achievement**

3.67 According to the written replies, as per the census of India, 2001 (Provisional figures), the total number of districts are 593 and 5564 tehsils/taluks/blocks in the country.

3.68 When asked about the balance number of districts/tehsil/taluka in the country, it has been submitted that so far 573 districts have been covered and 2749 tehsils/taluks/blocks have been operationalised. The balance 20 districts and 2815 tehsils/taluks/blocks are proposed to be covered during the 10<sup>th</sup> Plan Period.

3.69 When asked about the reasons for spilling over the targets during Ninth Plan, the Government have submitted that no physical targets were fixed during the Ninth Plan Period. The Scheme of Computerisation of Land Records is a demand driven scheme. As and when proposals are received from the States, these are examined as per guidelines of the Scheme and funds are released to the State. It involves setting up computer centre at district and tehsil/taluka level, preparation of schedule and mechanism for data entry work, data verification and validation. Hence it is a time consuming process. Further, the budget allocation has also to be kept in view while operationalisation of the scheme at Tehsil/Taluka level.

### **Tenth Plan projections**

3.70 As per the written replies, during Tenth Plan the Department of Land Resources has proposed Rs.500 crore under the scheme of Computerisation of Land Records (CLR).

The details of the works proposed to be attended during Tenth Plan are as follows:-

- (i) To cover remaining 20 Districts and operationalise the scheme in the remaining 2815 taluks/tehsils/blocks;
- (ii) To achieve “Sync” between data entry and transaction by the end of 10<sup>th</sup> Plan;
- (iii) To introduce new and state-of-the-art technologies such as KIOSKS and ‘touch screen’;
- (iv) To provide on-line accessibility to land related data to other related organizations such as banks, financial institutions etc; and
- (v) To provide connectivity from Taluk to District and to State Headquarter and inter-connectivity for Land Records Information System (LRIS) viz. Registration, survey & settlement and other concerned departments.

However, the actual progress will depend upon the allocation of funds from year to year during the tenth plan.

The allocation during the year of Tenth Plan i.e. 2000-2003 is Rs.55 crore against the proposal of Rs.100 crore.

3.71 When asked as to how the Department could achieve the set targets in view of the lesser allocation, it has been stated by the Department that scheme on Computerisation of Land Records is demand driven and proposals received from the State Governments will be examined and accordingly funds will be released keeping in view the budget allocation for the year. However, emphasis will be given to those States where the progress of the programme is at advanced stage so as to operationalise the scheme fully in such States during 2002-2003.

3.72 When asked as to how the Government would ensure proper maintenance of computers installed in various districts under the scheme, the Government have replied that as per the guidelines issued by them during 1994, development of software, installation of hardware and its maintenance at district level is the responsibility of National Informatics Centre (NIC) of Government of India.

3.73 Some of the States have started issuing computerised copies of Record of Rights to land owners with nominal charges. The State Governments can thus levy users fee for furnishing copies of RoR etc. and utilise the same for maintenance of the hardware at district level. Such arrangements by the State Governments will go a long way for sustainability of the scheme.

3.74 When asked as to how far the computerization of land records have helped to the general public in getting the information relating to land records, it has been submitted by the Department that the programme of Computerisation of Land Records is expected to ensure that the computerised

copy of Record of Rights etc. are furnished to land owners at nominal rates on demand. The Computerisation of Land Records will ensure speed, accuracy, transparency and dispute resolution and also empowerment to general public to access the land related information.

**3.75** The Committee note that the financial achievement under the programme of Computerisation of Land Records so far as the release to State Governments is concerned is satisfactory. However, the position of expenditure in different States/UTs, is not very good. Whereas, the overall utilisation is 56%, in 12 States/UTs, the utilisation is less than 50%. Moreover, 7 States/UTs have reported nil utilisation. The Committee would like the Department to find out the reasons for such a dismal performance in certain States/UTs and to take the corrective steps in this regard.

**3.76** The Committee find that whereas the outlay of Rs.500 crore has been proposed during 10<sup>th</sup> Plan, the outlay given during first year of 10<sup>th</sup> Plan i.e. is 2002-2003 is merely 55 crore, which in no way commensurate with the proposed outlay during 10<sup>th</sup> Plan. They, therefore, express their doubts about the achievement of the set targets during 10<sup>th</sup> Plan. They would like the Department to impress upon the Ministry of Finance/Planning Commission about the urgency of allocation of adequate outlay for the scheme so as to achieve the set objectives.

**3.77** While appreciating the initiatives taken by the Central Government to have the land records computerised in various States/UTs, the Committee express their apprehension about the maintenance of computers installed in various districts. Besides, they also feel that proper training has to be imparted to the persons who will be operating the computers. As such, they urge the Government to take care of these aspects so that the whole exercise of computerising the land records does not go futile after some time.

**3.78** The Committee are informed that Computerisation of Land Record (CLR) is a demand driven scheme and as such no physical targets are fixed. The Committee are of the view that without fixing of any target, there cannot be any fruitful achievement. The Government should not wait exclusively for the proposals from States, to act upon. Proper survey of overall requirement in the States should be made in advance and the States should be motivated to take steps in this direction. Proper evaluation, motivation and training will bring the desired result and help in giving the required momentum to the scheme which is otherwise slow due to lack of appropriate information regarding the advantages to be reaped.

#### **Strengthening of Revenue Administration and Updating of Land Records (SRA&ULR)**

**3.79** With a view to assist the States/UTs in the task of updating of land records, a Centrally Sponsored Scheme for strengthening of Revenue Administration and Updating of Land Records (SRA&ULR) was started in 1987. Initially, the scheme was approved for the States of Bihar and Orissa in



1987-88 and extended to other States/UTs, during 1989-90. The Scheme is being implemented by the State Governments through their Revenue/Land Reforms Departments. It is funded by the Centre and the State on 50:50 funds sharing basis. However, Union territories are provided full assistance.

### **Overall position of land records in the country**

3.80 When asked about the overall position of land records in the country, it is submitted by the Department that the task of updating of land records is a continuing process. They have been impressing upon the States/UTs for taking up suitable steps for updation. States/UTs will again be requested to furnish the district-wise information about the updation of land records in their State. The relevant information when received from the States/UTs would be furnished to the Committee.

3.81

	(Rs. in crores)
8 <sup>th</sup> Plan Outlay	175.00
Proposed Outlay during IXth Plan	325.00
BE IXth Plan	92.60
Actual allocation during IXth Plan	76.81
Proposed outlay during X Plan	200.00
BE 2002-2003	35.00

3.82 When asked about the reasons for under utilisation of outlay during IXth Plan, it has been stated that during the Ninth Plan period, the BE under the scheme was Rs.92.60 crore but at the RE stage it was reduced to Rs.87.60 crore due to cut imposed by the Ministry of Finance. The actual expenditure is Rs.86.37 crore. Therefore, there is only minor under utilisation of funds.

### **Projects for Tenth Plan**

3.83 It is proposed that from the next financial year 2002-2003, the allocation under the scheme would be utilised mainly for carrying out re-survey and the allocation during Tenth Plan should be at least Rs.200 crore and each year Rs.40 crore. The BE during the financial year of 2002-2003 under the scheme is Rs.35.00 crore.

3.84 When asked about the achievement under the scheme of land records in the country during 8<sup>th</sup> and 9<sup>th</sup> Plan, the Government have replied that under the scheme of Strengthening of Revenue Administration and Updating of Land Records (SRA&ULR), financial assistance is given to States/UTs for purchase of modern survey equipments like EDM, Theodolites, work stations, carrying out aerial survey, office equipments like photocopiers, laminating machines, construction of record rooms, construction of office-cum-residence of patwaris, construction/repair/renovation of training institute and equipments for training institutes etc. During the Eighth Plan period Rs.98.23 crore and during Ninth Plan Rs.86.37 crore have been released in States/UTs for the above activities.

3.85 When asked about in how many districts the land records could actually be updated under the centrally sponsored scheme, it has been stated

by the Department that the task of updating of land records is a continuing process. The Government of India has been impressing upon the States/UTs for taking up suitable steps for updation as well as computerisation of land records. With this objective in view, financial assistance is being provided to the States/UTs under this scheme for adoption of modern technology in the field of survey and settlement, strengthening of training infrastructure of revenue departments. States/UTs have been requested to furnish the district-wise information about the updation of land records in their State.

3.86 When asked about the position of land records in the North-Eastern States, it has been stated that the system of land records and land administration prevalent in the rest of the country or anything similar to that does not exist in the hilly and tribal tracts of the North-Eastern States. In some of these areas, there is no legislation regarding land and land related matters. Cadastral survey has not been done and no land records exist. Though individual ownership of land has been developed in some areas, a good deal of land is still owned communally. The community allots plot to individual for cultivation. There is no record of the area or the boundaries of the plots allotted to individuals. The system operates fairly smoothly without any records being maintained by the Government or the community. However, in the plains districts of Assam and Manipur and the entire State of Tripura, cadastral survey has been done and land records exist. The situation in these areas is not very different from that in the rest of the country in the matter of land records and land administration. The special problems are confined to two hill districts of Assam, five hill districts of Manipur and the States of Meghalaya, Nagaland, Mizoram and Arunachal Pradesh.

3.87 When asked about the steps being initiated to improve the position of land records in North-Eastern States, the Government have replied that under the scheme of Computerisation of Land Records, financial assistance of Rs.1682.12 lakh has been provided to the States of Arunachal Pradesh, Assam, Manipur, Meghalaya, Mizoram, Nagaland, Sikkim and Tripura.

3.88 Under the scheme, funds to the tune of Rs.173.75 lakh to Arunachal Pradesh, Rs.397.20 lakh to Assam, Rs.60.18 lakh to Manipur, Rs.50.00 lakh to Meghalaya, Rs.976.79 lakh to Mizoram, Rs.220.57 lakh to Nagaland, Rs.146.46 lakh to Sikkim and Rs.346.58 lakh to Tripura have been released for taking up aerial survey through Survey of India, Summary Survey and Record Operation, construction of Record Rooms at district/sub-division offices and construction of training institute.

3.89 When asked whether the SRA&ULR is linked with the Centrally Sponsored Scheme of computerization of Land Records, it has been stated that the record will be updated under the Scheme of SRA&ULR and then it will be computerised under the scheme of Computerisation of Land Records. The two schemes are complementary to each other.

3.90 When asked about the steps being initiated to use the latest technology for the purpose of maintenance and updating of land records in the country, it has been submitted that financial assistance has been given to States/UTs for purchase of modern survey equipment like EDM, Theodolites. Total stations etc. for taking up the revisional survey in their respective States. Under this

scheme, training institutes could also be equipped with modern infrastructure like computers and to impart training to revenue functionaries with the latest technology.

3.91 As per the written note furnished by the Government the efforts in the Tenth Plan are proposed to be focussed towards bringing informal tenants and share croppers on record with the help of Panchayats and to eliminate absentee land-lordism with a view to making more land available for redistribution, removal of loopholes in the ceiling laws and unearthing of benami transactions in lands.

3.92 As the land and its management is under the exclusive legislative and administrative jurisdiction of the States, the Central Government has been playing an advisory and coordinating role. These recommendations of the above referred conferences etc. have been sent to the respective State Governments for taking appropriate action in the matter.

3.93 As a result of the implementation of various Land Reform Programmes, the following achievements have been made so far:

- \* Intermediaries abolished on 15 million acres of land and ownership right granted to 20 million tillers.

- \* 12.42 million tenants have their rights protected over an area of 15.63 million acres of land.

- \* An area of 5.30 million acres of ceiling surplus land has been distributed to 5.50 million rural people.

- \* An area of 15.74 million acres of Government Wastelands and 2.17 million acres of Bhoodan land has also been distributed among the eligible rural poor.

- \* An area of 163.34 million acres has been consolidated in the country

- \* 0.43 million acres of alienated land has been restored to Scheduled Tribes.

The States would again be advised to take appropriate action to achieve the stated objectives.

**3.94 The Committee have repeatedly been recommending for getting the district wise information regarding the coverage of the scheme. In spite of that, the Department is yet to procure the information in this regard. When asked about the position of land records in the country, the Department has furnished a very routine reply. The Committee fail to understand how the Centrally sponsored scheme of land records is being implemented without knowing the ground realities in different States. In this regard, they feel that merely keeping the data of outlay earmarked and released to the State Government is not sufficient. It should be ensured that every paisa earmarked for a scheme is used for the particular purpose. In view of this scenario, the Committee reiterate their earlier recommendation made in their respective Reports to procure the latest district-wise information regarding updation of land records from different States/UTs.**

**3.95 The Committee have also been requesting repeatedly to the Department in their respective reports to take earnest action to improve the position of land records in most of the North-Eastern States. However, whenever enquired about the position of land records in North-**

**Eastern States, the same response as given in the preceding para is repeated. The Committee are unhappy about the way the Department is implementing the scheme. They strongly recommend that complete survey re-survey and settlement in North-Eastern States should be done within a stipulated time frame and year-wise performance of the scheme in case of each of the districts including North-Eastern States should be furnished categorically in the Performance Budget of the Department.**

NEW DELHI;  
23 April, 2002.  
3 Vaisakha, 1924(Saka)

(ANANT GANGARAM GEETE)  
Chairman,  
Standing Committee on  
Urban and Rural Development

## STATEMENT OF OBSERVATIONS/RECOMMENDATIONS

Sl.No. Para		Observation/Recommendation
1	2	3
1.	2.16	<p>The Committee find that so far 2.4 million hectares area of wasteland could be covered by the Department's efforts as against overall targets of covering 50 million hectares of wastelands in the country by the end of 11<sup>th</sup> Plan. Besides, during 10<sup>th</sup> Plan 1.80 million hectares of wasteland is proposed to be developed. They find that only a small portion of the total wasteland in the country is being taken care of by the Department. Besides, as acknowledged by the Secretary, 100 million hectares of rain fed land watershed programmes are to be implemented. The Committee finds that gigantic task lies ahead before the Ministry and they have to gear up their resources and manpower to realise the target. Keeping in view the huge task of development of wastelands in the country, the Committee feel that the targets set under the different schemes of the wasteland development are not sufficient. In view of this, they would like that the Department should think over expanding their area of activity under the major schemes and the targets should be enhanced. Besides, the 10<sup>th</sup> Plan allocation commensurating with the increased targets should also be provided.</p>
2.	2.17	<p>The Committee are happy to note that BE 2002-2003 i.e. Rs.1003.81 crore is commensurate with the overall proposed outlay of 10<sup>th</sup> Plan i.e. Rs. 5600 crore. Keeping in view of this, they would urge the Department to rise to the occasion and try to expand the area under the different schemes of wastelands development of the Department.</p>
3.	2.18	<p>While analysing the position of expenditure reported during 8<sup>th</sup> and 9<sup>th</sup> Plan, the Committee find that under plan head, there is underspending of Rs.107.84 and 301.59 crore respectively during 8<sup>th</sup> and 9<sup>th</sup> Plan. They are concerned to note the reply furnished by the Government that the underspending during 9<sup>th</sup> Plan is basically due to North-East. The Committee note that since 2000-2001, when the</p>

concept of allocating ten per cent of the outlay exclusively to North-East was started, in the first two years, Rs.180 crore has so far been allocated to North-East. Even the total amount, if treated as not spent in the North-East, the overall underspending of the Department as a whole during the 9<sup>th</sup> Plan, is more i.e. Rs.301.59 crore. The Committee, therefore, are not convinced that the onus for underspending lay with North-East only. There is some deep rooted malaise and a very serious indepth hair splitting analysis is necessary to pinpoint the cause. The approach of the Ministry in this regard so far appears to be casual. The Committee hope that the Ministry will do some spadework and diagnose the reasons behind underspending. Keeping in view the importance of the task of development of wastelands in the country, the Committee stress to ensure 100 per cent utilisation of the scarce resources. The cent per cent physical achievement is necessary to get the adequate allocation from the Planning Commission/Ministry of Finance during the coming years of the 10<sup>th</sup> Plan.

4. 2.19

The Committee note that BE 2002-2003 has been enhanced by 102.82 crore as compared to BE of previous year. They find that the cost norms of developing one hectare of land have been revised from Rs.4,000 to Rs.6,000 per hectare. In view of this, they feel that the enhancement of outlay is not sufficient even to cover the enhanced cost and the increase due to inflation. In view of this, the Committee are of the view that the allocation during 2002-2003 is not sufficient and should be realistic enough and necessary steps should be taken so that development of land does not suffer due to inadequate financial resources.

5. 2.20

It is a matter of great concern that treated land turns into wasteland in the era of modern science and technology. It appears that considered thought had never been given to such serious problem in the past. Much will depend upon planning and forestalling of factors which could have adverse impact on the treated land. The Committee note that the Government have recently assigned impact assessment studies of watershed development projects. They also note that the studies have been

undertaken in 16 States and some of the States have already given their report. The Committee would like to be apprised of the findings of the said studies. Besides, they note that as reported in the document 10<sup>th</sup> Five Year Plan and Annual Plan 2002-2003, substantial part of cultivated land is losing productivity due to inappropriate land use and over exploitation. The Committee feel that this is an area of grave concern and stress that the Government will find out ways and means to protect the land from inappropriate land use and over exploitation. Besides, they also find that Agriculture Finance Corporation have been assigned the task of formulating a document on Land Resource Policy. The Committee would like to be apprised of the details of the areas being covered by the said policy.

6. 2.26

The Committee have repeatedly been recommending in their respective reports to bring all the schemes/programmes for the development of wastelands run by different Ministries/Departments under one umbrella. While noting the efforts made by the Department to achieve the said objective, the Committee also note that the Secretary of the Department has assured that the final decision in this regard will be taken in the next two months. They hope that the decision in this regard is taken within the stipulated time period and they would like to be apprised about the same.

7. 2.32

Keeping in view the gigantic task of development of wastelands in the country, the Committee find that the Government's funding in this regard would not be sufficient. They have repeatedly been recommending to take initiatives to involve the private sector in this task. They in their 12<sup>th</sup> Report [13<sup>th</sup> Lok Sabha] (para 3.24 refers) had given detailed analysis as to how the private sector could be attracted towards this field. The recommendation was reiterated in 22<sup>nd</sup> Report [13<sup>th</sup> Lok Sabha] (para 2.24 refers). They find that the Government have recently constituted a task force in this regard. The Committee feel that inspite of their repeatedly recommending, nothing concrete could be done. They, while reiterating their earlier recommendations, would like the Government to take the necessary steps

within a stipulated time period and apprise the Committee accordingly.

8. 2.33  
The Committee note that two externally aided projects are working in Orissa and Andhra Pradesh. Besides, the initiatives have been taken by the Department to have discussions with the representatives of World Bank. They are happy to note that the World Bank is receptive to the idea of organizing a wider forum of discussion with a view to carrying the dialogue further. They urge the Department to take further action earnestly in this regard, to get foreign investments in the task of development of wastelands. They would also like to know the reaction of Donor agencies about their participation in the watershed development with whom the Ministry had held meetings in the past.
9. 2.35  
While noting that amendment of Land Acquisition Act, 1894 and the draft National Policy on resettlement and rehabilitation of drought affected persons/families are being processed in the Government of India, the Committee would like that the proposals of the Department are finalised within a stipulated time period and the Committee informed accordingly.
10. 2.42  
The Committee have repeatedly been recommending to make the programmes of development of wastelands of the Department, Panchayat based programmes. They find that as per the revised guidelines, the programmes will be implemented mainly through the Zilla Parishad/DRDA. To analyse the actual involvement of PRIs in the implementation of the various watershed programmes of the Departments, the Committee would like to be apprised about the details of the implementing agencies in the various States/UTs. Besides, they would also like that the Government should ensure that proper training is provided to the PRIs involved in implementation of these programmes for their effective implementation. More and more NGOs specifically local based need to be involved in the programme to make the development of wastelands as a people's programme.



11. 2.43 The Committee appreciate the resolution made by the State Ministers incharge of Panchayat at the recent Conference and hope that States really follow this in practice.
12. 2.47 The Committee find that as per the revised norms for the development of wastelands under different schemes of the Department, although it has been mentioned that the norms are uniform, yet the old projects still continue to be developed on the basis of old norms i.e. at the rate of Rs.4,000 per hectare. Besides, the State's involvement in sharing the cost of IWDP, DDP and DPAP is different. Whereas under the IWDP, the cost is shared in the ratio of 11:1 that is Rs.5500:500 per hectare, in the case of DPAP and DDP, the Centre State share is 75:25 that is 4500:1500. On the one hand, it has been stated that in the case of the old projects for which previous norms of Rs.4000 would be applicable, the major portion of the work of these projects has been completed and hence the cost was restricted to Rs.4000 per hectare, on the other hand it has been submitted that the outstanding liability for the ongoing projects is high. The Committee would like to be informed categorically about the liability in the case of the old projects and the rationale for continuing these projects at the rate of Rs.4000 per hectare. The reasons advanced by the Ministry in this regard are not convincing. Besides, IWDP which was 100 per cent Centrally sponsored programme has been made a State contributory programme where the State contribution is 11:1. They hope that State Governments have been consulted in this regard and would have no problem in contributing their share.
13. 2.48 While noting the different norms for different projects for different schemes, the Committee fail to understand how the norms are stated to be uniform by the Ministry. They would like that the revised norms of developing wastelands should be applicable to all the schemes and projects uniformly.
14. 2.49 The Committee find that the rate of development of wasteland under different schemes like IWDP, DDP and DPAP has been enhanced from Rs.4,000 to Rs.6,000 per hectare by the Government. They note that in hilly and

backward regions, even the revised cost is not sufficient. In view of this they urge the Government to consider to enhance the cost of developing per hectare as Rs.8,000 per hectare in hilly and backward regions like K.B.K. (Koraput, Bolangiri and Kalahandi) areas in Orissa, keeping in view the high cost of developing land in such areas.

15. 2.54

The Committee are distressed to note the huge underspending of the outlay earmarked to North-Eastern States since 2000-2001, when the concept of allocating 10% of the allocation exclusively to North-Eastern States was started. During 2000-2001 and 2001-2002, Rs.90 crore in each of the year was allocated exclusively to North-Eastern States. Out of that, Rs.26.38 and 42.63 crore respectively could be utilised in the two years. They also note that out of the three major schemes of the Department that is IWDP, DPAP and DDP for wastelands development, only one scheme that is IWDP, is applicable to North-Eastern States. While the Committee have no objection in allocating 10% of the outlay exclusively for IWDP to North-Eastern States, they feel that the scope of IWDP in North-Eastern States has to be enhanced to ensure the meaningful utilisation of the resources. The Committee would like the Government to think over this aspect specifically and to come forward with suitable proposals in consultation with the States concerned. They also stress on the Government to get the action plan from each of the North-Eastern States and find out ways and means to ensure the proper utilisation of the scarce resources.

16. 2.56

While appreciating the initiative taken by the Government to start a new programme regarding desiltation of village ponds and tanks, the Committee hope that the final decision in this regard is taken by the Government expeditiously and adequate resources are provided for the purpose. They would like to be apprised of the detailed guidelines as and when finalised by the Government in respect of the new scheme. Besides, they would also like that the Government should in consultation with the States/Uts do proper planning in this regard, before launching the programme, so that it

could be implemented effectively in the different States/Uts.

17. 3.19

The Committee note that notwithstanding the fact that IWDP is one of the biggest and oldest programme of the Department meant for the development of wastelands in the country, the seriousness of the Government towards its implementation is lacking. The targets fixed are being spilled over. Adequate allocation is not being provided under the programme. Besides, whatever allocation is made is reduced at RE stage. Although during 2002-2003 Rs.27 crore has been provided more as compared to the previous year, it hardly covers the increase in per hectare cost of development of wastelands, and increase due to inflation. Besides, the Government have never bothered to examine the impact of the programme in view of the set objectives of employment generation and poverty alleviation etc. In view of this, the Committee would like that the allocation under the programme should be suitably enhanced to enable the Department to achieve the set targets. Further, whatever amount is provided at BE stage, should not be reduced at RE stage at any cost. To get the same amount at RE stage, the Department has to assure the Ministry of Finance/Planning Commission about the cent per cent utilisation of resources. Besides, the Department should make a study regarding the impact of the programme in terms of employment generation and poverty alleviation. Further, it should also be verified whether the said programme has achieved the objectives of development of land, whether water table has gone up due to the watershed programme and new plantation has been developed. There should be some in built mechanism to analyse the impact in view of the factors as given above in the scheme and should be analysed after a fixed period of time, say five years, irrespective of the cost involved in such a survey.

18. 3.20

As regards the progress of EAS component transferred to the Department of Land Resources, the Committee find that the Government are not serious about this programme. The said outlay of Rs.1500 crore to fulfil the committed liability under EAS projects has not been provided to the Department as planned. Further, every year

there is a decrease in the allocation under EAS component. They find that EAS, which was one of the top most priority programme of the Department of Rural Development, has got the back seat, when transferred to the Department of Land Resources. They strongly recommend that the committed liabilities in respect of the watershed projects transferred to this Department under EAS, should be given priority. The said projects should be completed within the target year. Besides, the Department should monitor the allocation, utilisation of outlay and physical achievement separately for the EAS component, and it should be reflected in all the Budget papers submitted to the Committee.

19. 3.21

The Committee find that there is a need to further gear up monitoring mechanism to evaluate the implementation of the IWDP. There may be various irregularities at the field level and as such the representatives of the Central Ministry of Rural Development (Department of Land Resources) should make surprise visits to the different project sites to find out the ground reality. Further in each of the project being implemented under IWDP, there should be sign board indicating the date of starting of the project, cost involved, implementing agency, likely date of completion of the project, etc. to make the people of that area aware of the said scheme. Further, stress should also be given to bring more transparency in the implementation of the IWDP projects.

20. 3.22

The Committee note that during their on the spot visit to Madhya Pradesh, some grievances of the State Governments regarding sanctioning of IWDP projects were brought to their notice as have been indicated above. The Committee recommend that the Department should interact with the representatives of the State Government of Madhya Pradesh to find out their problems and take the corrective steps accordingly.

21. 3.37

The Committee find that the proposed outlay during 10<sup>th</sup> Plan under DPAP and DDP is more than double, but the allocation during the first year of Tenth Plan 2002-2003 i.e. Rs. 250 and 185 crore, respectively does not commensurate with the total allocation. They urge the

Government to approach the Ministry of Finance/Planning Commission for adequate outlay under the said programmes so that the targets fixed under 10<sup>th</sup> Plan could be achieved.

22. 3.38 The Committee are concerned to note that the Department has not maintained the data for unspent balances. While appreciating the fact that the guidelines do not permit unspent balance of more than 50% of the last release, the Committee would like the Department to find out the details of the unspent balances to find out the ground reality.
23. 3.39 While appreciating the initiatives taken by the Government to start the system of mid-term evaluation of DPAP projects, the Committee would like to be apprised of the time when the first such evaluation would be started. Besides, they would like the similar evaluation for DDP projects also.
24. 3.40 The Committee find that the onus of routine monitoring of DPAP and DDP projects has been shifted more to the State Governments. While the Committee are not against the State Governments having their own monitoring mechanism, the Central Government cannot escape the responsibility of monitoring, specifically when the major portion of the outlay is being provided by them. In view of it, the Committee would like the Centre to gear up their monitoring mechanism further.
25. 3.41 The Committee are informed that under the guidelines, there is a provision of Watershed Development Fund to ensure proper maintenance of the watershed area after completion of the projects. The Committee would like to know about the impact of these guidelines on the maintenance of completed projects, during the last three years and till date and how this had helped the area treated under DPAP and DDP from relapsing into earlier position.
26. 3.50 The Committee note that the objective of the scheme is to develop data base on wasteland and to demonstrate cost effective and proven technologies for the development of various categories of wasteland for sustained production of food, fuel wood on pilot basis. While noting

the claim of the Ministry that the physical target and financial outlay/revised estimate have been fully achieved except a shortfall, the Committee would like to be apprised in detail about the work done by the Department in the field of technology development for the development of wastelands. Besides, they would also like to be apprised of the details of the demonstration models exhibited to the farmers since the inception of the scheme. The Committee appreciate that the Ministry would lay emphasis on the development of special problem lands like waterlogged and salt affected areas, coastal sandy areas, cold desert areas, mine spoil and industrial wastelands, etc. The Committee hope that the Ministry would implement their programme meticulously and inform them about the outcome from time to time. The Committee also feel that much work has to be done in the field of R&D to find out the cost effective technologies and they urge that in this regard, benefit of the latest technologies used by the different countries should also be taken. The Department should make a research in this regard, and apprise the Committee accordingly.

27. 3.58

The Committee are informed that IPS has been restructured to make it more popular and broad based and the proposal has been circulated to all States in August, 1998. The Committee would like to know the reaction of the States in this regard and the steps taken by the Government in pursuance thereof.

28. 3.59

The Committee find that the scope of the Investment Promotional Scheme is very limited. The issue of attracting private sector in the task of development of wastelands has been addressed in the recommendation made in the para No. 2.32 of this report. The Committee feel that there is a need to give a new look to this scheme in view of what has been stated in this regard in the said para of the report.

29. 3.75

The Committee note that the financial achievement under the programme of Computerisation of Land Records so far as the release to State Governments is concerned is satisfactory. However, the position of expenditure in different States/UTs, is not very good. Whereas, the overall utilisation is 56%, in 12 States/UTs, the utilisation is less than

50%. Moreover, 7 States/Uts have reported nil utilisation. The Committee would like the Department to find out the reasons for such a dismal performance in certain States/UTs and to take the corrective steps in this regard.

30. 3.76

The Committee find that whereas the outlay of Rs.500 crore has been proposed during 10<sup>th</sup> Plan, the outlay given during first year of 10<sup>th</sup> Plan i.e. is 2002-2003 is merely 55 crore, which in no way commensurate with the proposed outlay during 10<sup>th</sup> Plan. They, therefore, express their doubts about the achievement of the set targets during 10<sup>th</sup> Plan. They would like the Department to impress upon the Ministry of Finance/Planning Commission about the urgency of allocation of adequate outlay for the scheme so as to achieve the set objectives.

31. 3.77

While appreciating the initiatives taken by the Central Government to have the land records computerised in various States/UTs, the Committee express their apprehension about the maintenance of computers installed in various districts. Besides, they also feel that proper training has to be imparted to the persons who will be operating the computers. As such, they urge the Government to take care of these aspects so that the whole exercise of computerising the land records does not go futile after some time.

32. 3.78

The Committee are informed that Computerisation of Land Record (CLR) is a demand driven scheme and as such no physical targets are fixed. The Committee are of the view that without fixing of any target, there cannot be any fruitful achievement. The Government should not wait exclusively for the proposals from States, to act upon. Proper survey of overall requirement in the States should be made in advance and the States should be motivated to take steps in this direction. Proper evaluation, motivation and training will bring the desired result and help in giving the required momentum to the scheme which is otherwise slow due to lack of appropriate information regarding the advantages to be reaped.

33. 3.94

The Committee have repeatedly been

recommending for getting the district wise information regarding the coverage of the scheme. In spite of that, the Department is yet to procure the information in this regard. When asked about the position of land records in the country, the Department has furnished a very routine reply. The Committee fail to understand how the Centrally sponsored scheme of land records is being implemented without knowing the ground realities in different States. In this regard, they feel that merely keeping the data of outlay earmarked and released to the State Government is not sufficient. It should be ensured that every paisa earmarked for a scheme is used for the particular purpose. In view of this scenario, the Committee reiterate their earlier recommendation made in their respective Reports to procure the latest district-wise information regarding updation of land records from different States/UTs.

34. 3.95

The Committee have also been requesting repeatedly to the Department in their respective reports to take earnest action to improve the position of land records in most of the North-Eastern States. However, whenever enquired about the position of land records in North-Eastern States, the same response as given in the preceding para is repeated. The Committee are unhappy about the way the Department is implementing the scheme. They strongly recommend that complete survey re-survey and settlement in North-Eastern States should be done within a stipulated time frame and year-wise performance of the scheme in case of each of the districts including North-Eastern States should be furnished categorically in the Performance Budget of the Department.