

**Disparity in per capita expenditure in rural and urban areas**

866. SHRI T. VENKATRAM REDDY: Will the Minister of PLANNING AND PROGRAMME IMPLEMENTATION be pleased to state:

(a) whether there is any disparity in the per capita expenditure incurred in rural and urban areas;

(b) if so, the proportion thereof;

(c) whether Government propose to set up any commission to conduct a survey to remove this disparity; and

(d) if so by when the Commission is likely to be set up?

THE MINISTER of STATE OF THE MINISTRY OF PLANNING AND PROGRAMME IMPLEMENTATION (SHRI GIRIDHAR GOMANGO): (a) and (b) Per capita household consumption expenditure in 1990-91 according to the 46th round of National Sample Survey was Rs. 202.12 in rural areas and Rs. 326.75 in urban areas. Rural to urban population in this respect was 1:1.62.

(c) and (d) The Eighth Five Year Plan (1992-97) document prepared by the Planning Commission sets out the strategy and programmes for agricultural and rural development, which will contribute to increase in investment and income in the rural areas.

**Involvement of local bodies in formulation of plan**

867. SHRI YERRA NARAYANASWAMY: Will the Minister of PLANNING AND PROGRAMME IMPLEMENTATION be pleased to state:

(a) whether Government propose to involve elected local bodies in a bigger way in the formulation of the Ninth Five Year Plan; and

(b) the details of proposals to utilise the experience of local bodies like Zila Parishads in Ninth Five Year Plan formulation?

THE MINISTER of STATE OF THE MINISTRY OF PLANNING AND PROGRAMME IMPLEMENTATION (SHRI GIRIDHAR GOMANGO): (a) and (b) The work regarding the formulation of the Ninth Five Year Plan has not commenced yet. Hence the question does not arise.

**Resource mobilisation by States**

868. SHRI V. HANUMANTHA RAO: Will the Minister of PLANNING AND PROGRAMME IMPLEMENTATION be pleased to state:

(a) whether it is a fact that State Governments are lagging behind in resource mobilisation for Eighth Five Year Plan; and

(b) if so, what steps are proposed to be taken to mobilise resources with details thereof?

THE MINISTER of STATE OF THE MINISTRY OF PLANNING AND PROGRAMME IMPLEMENTATION (SHRI GIRIDHAR GOMANGO): (a) Some shortfall in resources has been reported by some States in 1992-94 as against the approved plan financing.

(b) The Planning Commission is in continuous dialogue with the States to find out ways and means to raise resources to meet plan targets.

**Technical Committee for implementation of DPAP and DDP**

869. SHRI T. VENKATRAM REDDY: Will the Minister of PLANNING AND PROGRAMME IMPLEMENTATION be pleased to state:

(a) the composition and the terms of reference of the Technical Committee for implementation of the schemes under the Drought Prone Areas Programme (DPAP) and De-

sert Development Programme (DDP);

(b) whether the Committee has since submitted its report;

(c) if so, the details of the recommendations made by the Committee; and

(d) the Government's reaction thereto particularly about the role of panchayats?

**THE MINISTER OF STATE OF THE MINISTRY OF PLANNING AND PROGRAMME IMPLEMENTATION (SHRI GIRIDIHAR GOMANGO):**  
(a) The composition and terms of reference of the Committee are given in Statement-I (See below).

(b) The Committee has submitted its report to the Government of India on 23.4.1994.

(c) Details of recommendations made by the Committee are given in Statement-II (See below).

(d) The recommendations of the Committee are under the consideration of the Government of India.

#### STATEMENT-I

Composition and terms of reference of the Technical Committee on Drought Prone Areas Programme (DPAP) and Desert Development Programme (DDP) constituted in April, 1993 under the chairmanship of Shri C. H. Hanumantha Rao, former Member Planning Commission.

#### COMPOSITION

Chairman

1. Prof. C. H. Hanumantha Rao, Former Member, Planning Commission New Delhi.
2. Prof. Anil Gupta, Member Centre for Management of Agriculture, IIM, Ahmedabad.

3. Shri T. K. A. Nair, Member Additional Secretary, Department of Wastelands Development, Paryavaran Bhawan, CGO Complex, 8th Floor, Lodhi Road, New Delhi

4. Dr. J. Venkateswarlu, Member Director Central Arid Zone Research Institute, Jodhpur.

5. Smt Vijay Verma, Member Secretary, Forests & Environment, Government of Rajasthan, Jaipur.

6. Shri M. L. Mehta, Member Asst. Secretary, Ministry of Home Affairs, Government of India, North Block, New Delhi.

7. Shri S. Subramanian, Member Additional Commissioner, (SC and Land Planning), Department of Agriculture and Cooperation, Ministry of Agriculture, Krishi Bhawan, New Delhi.

8. Dr. M. K. Mathur, Member Jointe Adviser (Agriculture), Planning Commission, New Delhi.

9. Shri V. K. Chaudhry, Member Secretary, Deptt of Rural Development, Government of Madhya Pradesh, Bhopal.

10. Mrs. Rohini Nayyar, Member Consultant Rural Development, Planning Commission, New Delhi.

11. Dr. Parameswara Rao, Member Bhagawatula Charitable Trust, Yelamanchili, Andhra Pradesh.

12. Shri V. S. Sampath, Member Managing Director, A. P. Oil Seeds Growers' Federation Limited, Parishram Bhavan, 9th Floor, Fatesh Maidan Road, Hyderabad-500029.

13. Shri R. N. Mehnotra, Member Additional Commissioner (SWC), Ministry of Agriculture.

Room No. 104, B-Wing,  
Shastri Bhawan, New Delhi.

14. Shri Shivraj Singh,  
Joint Secretary (LR),  
Ministry of Rural Development,  
New Delhi.

Member-Secretary

#### TERMS OF REFERENCE

(a) To review and suitably modify the existing criteria for identification of areas to be covered under DPAP and DDP so that areas acutely affected by drought and desertification are included and those which are not acutely affected are excluded.

(b) To review the programme contents methodology of planning scale and pattern of funding and the administrative structure of DPAP & DDP at Central, State, District and watershed levels and recommend appropriate modifications wherever necessary and suitably modify the present list of eligible and ineligible activities.

(c) To examine the possibilities of integrating DPAP & DDP with related area development programmes such as National Watershed Development Project for Rainfed Areas (NWDPRA); National Wastelands Development Programme (NWDP), Poverty Alleviation Programmes and Minimum Needs Programme etc. and recommend a suitable strategy for such integration.

(d) To examine and identify relevant technologies for dryland farming especially those relating to cropping pattern and vegetative barriers and recommend directions of research and procedures for transfer of available technology to DPAP & DDP areas.

(e) To recommend measures intended to promote the role of Watershed Committee, Pani Panchayats, NGOs etc. in order to encourage widespread participation of people

and ensure greater accountability of funds and sectoral departments to peoples' representatives.

(f) To examine the modalities to ensure that the DPAP DDP Programme resources are not only integrated with other Area Development and Beneficiaries Oriented Programmes but are also used as supplementary and additional funds and not as substitution for flow of existing Programme Funds.

Details of recommendations of the Technical Committee on drought Prone Areas Programme (DPAP) and Desert Development Programme (DDP) constituted under the chairmanship of Professor C. H. Hanumantha Rao.

1. Conservation of natural resources has to be made privately profitable by providing necessary infrastructure, technologies and institutional back-up.

2. Greater attention has to be given to peoples' own strategies and their own indigenous technologies including the locally preferred plants so as to incorporate them in the Programmes to mitigate the rigours of drought.

3. Provision of adequate infrastructure and other facilities would be necessary to attract and retain the talented professionals and administrative personnel to service the developmental and the Minimum Needs Programmes.

4. Establishment of wool-processing units and tanneries in drought prone & desert areas can raise the employment and income for local people and thus reduce nomadism and migration which will have favourable impact on environment. Development of crafts and other income earning opportunities will have the similar effect of reducing nomadism.

5. The Technical Committee reiterates that harmonious manage-

ment, development and utilisation of land, water and vegetation resources on watershed basis, and the creation of complementary opportunities for processing and marketing of value added goods produced in such areas should be the essence of these area development programmes.

6. The treatment Plan for the watershed should include all categories of lands including private, village commons Revenue and degraded Forests Lands. As far as possible the selected watershed should be covering a village/hamlet.

7. The Technical Committee is of the view that watershed development programme should be implemented with the total participation of the beneficiaries. This can be ensured by having a Watershed Development Team (WDT) whose General Body shall consist of all the adult members of watershed area. However, for operational convenience the watershed development team shall consist of 10 members of whom atleast 5 shall be women. The representation of SCs & STs in the watershed team shall be in proportion to their strength in the general body. The team shall be assisted by 2 persons comprising of a Village Level Extension Officer/Workers drawn from Agriculture/Animal Husbandry/Forest/Horticulture Development and another preferably a Matriculate educated village youth selected by the beneficiaries of the micro-watershed.

8. In any given year, only a micro watershed with about 500 ha. will be taken up for management and development. The assignment of watershed functionaries shall take effect six months previous to the commencement of the year in which the watershed is taken up for development. The functionaries shall undergo a multi disciplinary training during the first

three months and they will spend the next three months in survey and preparation of plan for implementation during the year of operation.

9. Funds will be earmarked for watershed development and released to the Watershed Development Team through the Panchayats. The Watershed Development Team shall render the accounts to Panchayats.

10. While it would not be affordable financially to think of providing the services of block level field functionaries for each watershed it may be a desirable proposition to create such Multi Disciplinary Technical Team of block level officers for cluster of watersheds and could be located in a centrally and accessible places like taluk or block headquarters to cater to the need of the cluster of watersheds.

11. While finalising the plans of the concerned States, the Planning Commission should ensure, through appropriate mechanisms, that in drought prone areas, the relief works are integrated with area development plans designed to conserve soil and moisture through the development of watersheds and to generate other income earning opportunities on a sustained basis which alone can mitigate the adverse effects of drought on a lasting basis.

12. Determined efforts and concrete steps are required to promote voluntarism in evolving and implementing DPAP and DDP. This would mean not only the involvement of the existing voluntary organisations who are genuine and competent, but creating conditions through favourable policy and bureaucratic receptivity for the proliferation of local groups consisting of motivated and dedicated people for undertaking such responsibilities. It would be desirable to move towards the goal of entrusting ultimately 25 per cent of watersheds to the voluntary orga-

nisations for the implementation of DPAP and DDP.

13. The State Government concerned may constitute State Level Committees for the Promotion of Voluntary Action for DPAP and DDP. The Chief Minister of the state may chair the Committee which may consist predominantly of representatives of established Voluntary Organisations and senior officers of the Government Departments concerned.

14. A Committee at the district level under the chairmanship of District Collector consisting mainly of representative of Voluntary Organisations may be constituted identifying genuine and competent Voluntary Organisations for planning and implementation of watershed development projects.

15. The components should not be pre-determined, as at present. There should be total flexibility in this regard and the actual choice of the components should emerge from the watershed plans prepared by implementing agencies including beneficiaries.

16. It should be the policy of the State Governments to persuade the community to maintain the structures created under the programmes by handing over such assets to them.

17. In order to cover all the areas in the watershed, the subsidy on programme works should be given to all the beneficiaries irrespective of the size of the holding of the land owners.

18. Keeping in view the critical importance of regeneration of wastelands and prevention of further degradation of lands and the large magnitude of the problem, it is advisable that the States should also contribute a suitable matching share in wastelands development schemes as in the case of DPAP.

19. Adoption of the unified approach and integration of related programmes in rural development should, in our estimates, make available, at current level of funding, at least a sum of Rs. 1500 crores every year for this important national work of watershed development.

20. The integration of schemes/programmes at the stage of planning and implementation, provision of funds etc. should be done at the appropriate sanctioning levels, namely the DRDA or at the State Government.

21. To follow up the Committee's recommendations, the Ministry of Rural Development should take necessary steps for effective coordination between the different wings of the Ministry as well as between the concerned Ministries. The Ministry should also formulate guidelines for bringing about uniformity of approach between the programmes under different agencies and should commission training modules for the preparation of the watershed development plans.

22. We suggest that Ministry of Rural Development should support the Research Institutions for providing R & D back-up to these programmes.

23. Since in terms of the recommendations of this Committee, projects are to be sanctioned on the basis of the detailed plans prepared on watershed basis, the Committee would like to emphasise that training at various levels for the preparation of watershed development plans is going to be critical for the successful implementation of the programmes. The Ministry of Rural Development has to play a pivotal role in organising such training by way of selecting appropriate institutions funding them, developing course modules for the purpose and monitoring them.

24. We propose to include three eco-systems—arid, semi-arid and dry sub-humid—under DPAP/DDP instead of “deser” and “drought

prone” areas as at present and also propose following irrigation criteria for different eco-systems on district basis:

M.I. (Moisture Index)	Permissible Programme	Ecosystem	%Irrigated area
—66.7	DIAP	Arid	50%
—66.6 to —33.3	DFAP	Semi-arid	40%
—33.2 to 0	DFAP	Dry sub-humid	30%

25. We suggest that those arid and semi-arid districts where area irrigated constitutes more than 50 per cent and 40 per cent of the net cultivated area respectively may be totally excluded from the programme, whether DPAP or DDP. Similarly the dry sub-humid districts where more than 30 per cent of the net sown area is irrigated may also be excluded.

26. The Ministry of Rural Development may obtain the necessary information on percentage of irrigation at the district and block level and select the districts and blocks for the programmes in accordance with the formula recommended by us.

27. We propose that the blocks should be selected as per the following norms in the eligible districts.

Ecosystem	Percentage of irrigation (Eligible for inclusion)
Arid	upto 30
Semi-arid	upto 20
Dry sub-humid	upto 15

28. In each selected block every village will be covered with 500 hectares area on watershed basis and within a period of 10 years all the villages may be covered by covering 1/10th of the number of villages in

each year. This should provide the basis for allocation of funds to the States and Districts under the programmes.

29. The Committee recommends that funding from 1995-96 has to be on project basis only. Thus the new programmes will come into force from 1995-96 onwards.

30. The Committee recommends the constitution of National Policy Making and Review Committee on Watersheds under the Chairmanship of Member, Planning Commission, in-charge of Rural Development in order to bring about coordination and unified approach in the implementation of watershed based area development schemes by different Ministries/Departments. The Department of Rural Development should function as the nodal department.

31. In order to bring about coordination at the state level, constitution of States Level Implementation and Review Committee is recommended under the chairmanship of Chief Secretary.

32. At least in States with substantial allocation for DPAP, DDP, and IWDP, the Nodal Department at the State Level

should be assisted by a Multi Disciplinary Team consisting of senior officers of the rank of Additional Director/Joint Director from Departments of Agriculture, Forests, Horticulture, Animal Husbandry and Minor Irrigation.

33. It is recommended that there should be Multi Disciplinary Team at District Level headed by Additional Project Director for watersheds. The officers representing different disciplines, such as; Agriculture, Horticulture, Animal Husbandry, Forests and Minor Irrigation will constitute the Multi Disciplinary Team. The District Level Multi Disciplinary Team shall be responsible to guide the preparation of watershed development plans at watershed level, scrutinise them and accord administrative sanction.
34. The role of Ministry of Rural Development would now be to fund the programmes as stipulated and monitor them to ensure that the basic strategy i.e. planning and implementation on a watershed basis is being followed.
35. It will be necessary to organise independent evaluation studies on a large scale and on a regular basis through reputed independent and autonomous institutions including NGOs by adequately funding them.

देश में बेरोजगारी की समस्या

870. श्री राम जेठलानी : क्या योजना और कार्यक्रम कार्यान्वयन मंत्री यह बताने की कृपा करेंगे कि :

(क) क्या यह सच है कि सरकार ने वर्ष 2002 तक देश में बेरोजगारी

की समस्या समूल समाप्त करने का लक्ष्य रखा था ;

(ख) यदि हां, तो क्या यह सच है कि उक्त लक्ष्य को प्राप्त करने के लिये आठवीं पंचवर्षीय योजना के दौरान 5.6 प्रतिशत की वार्षिक विकास दर निर्धारित रखने का निश्चय किया गया था ;

(ग) यदि हां, तो क्या यह भी सच है कि आठवीं पंचवर्षीय योजना के गत वर्षों के दौरान देश में लक्ष्य के अनुरूप उपयुक्त विकास दर प्राप्त नहीं की जा सकी है ;

(घ) यदि हां, तो क्या यह भी सच है कि देश में रोजगार के अवसरों में कमी आने के कारण बेरोजगारों की संख्या बढ़ने की संभावना है ; और

(ङ) यदि हां, तो बेरोजगारी समाप्त करने हेतु सरकार की भावी योजनाएँ क्या हैं ?

योजना और कार्यक्रम कार्यान्वयन मंत्रालय  
के राज्य मंत्री (श्री गिरधर गोमामो) :

(क) से (ङ) आठवीं योजना में वर्ष 2002 तक पूर्ण रोजगार कार्यक्रम नीति का लक्ष्य प्राप्त करने के मध्यकालिक परिप्रेक्ष्य में बनाई गई है, कार्यक्रम नीति में आठवीं पंचवर्षीय योजना के दौरान 5.6 प्रतिशत अर्थव्यवस्था की औषत वार्षिक संवृद्धि दर के अनुरूप 2.6 से 2.8 प्रतिशत प्रतिवर्ष की औसत वार्षिक रोजगार संवृद्धि दर प्राप्त करने की परिकल्पना की गई है। आठवीं योजना को रोजगार संवृद्धि के 1997-2002 अवधि तक जारी रखे जाने से बेरोजगारी को 2002 तक लगभग स्तर तक कम किये जाने का अनुमान है, केन्द्रीय सांख्यिकी संगठन द्वारा किए गए वर्ष 1992-93 के लिए त्वरित अनुमानों तथा वर्ष 1993-94 के अग्रिम अनुमानों के अनुसार आठवीं पंचवर्षीय योजना के प्रथम दो वर्षों के दौरान अर्थव्यवस्था की औसत