



सत्यमेव जयते

**REPORT OF THE  
COMPTROLLER AND AUDITOR GENERAL  
OF INDIA**

**FOR THE YEAR ENDED 31 MARCH 1987**

**NO. 12 OF 1988**

**UNION GOVERNMENT (CIVIL)  
DESERT DEVELOPMENT PROGRAMME**



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1890  
ALBANY: JAMES B. WOODWARD, STATE PRINTER.  
1891.



## TABLE OF CONTENTS

	Pages
Prefatory Remarks	(iii)
Overview	(v)
<i>Paragraphs</i>	
1. Introduction	1
2. Scope of Audit	1
3. Organisational set up	1
4. Highlights	1
5. Programme profile	3
6. Financial outlay	4
7. Financial irregularities/shortcomings	6
8. Physical progress	8
9. Forestry and pasture	9
10. Animal husbandry	11
11. Irrigation	13
12. Agriculture	15
13. Other points of interest	16
14. Monitoring system.	17
15. Evaluation by the States	18
16. Evaluation by the Centre	19
Appendix	
Statement of physical achievements under the Desert Development Programme	20

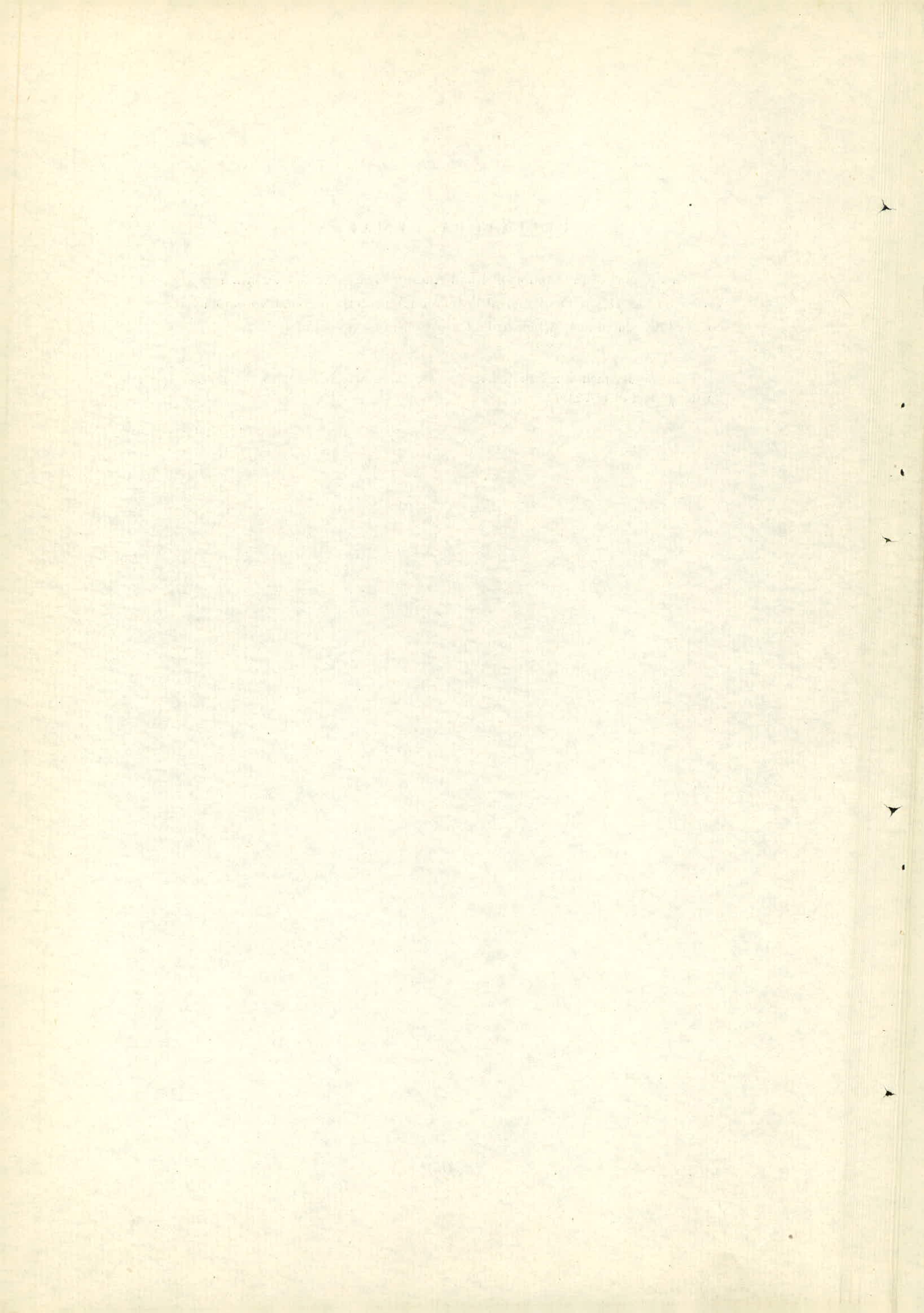




## **PREFATORY REMARKS**

This Report of the Comptroller and Auditor General of India containing a review on the 'Desert Development Programme' has been prepared for submission to the President under Article 151 of the Constitution of India.

The points mentioned in the review are those which came to the notice in the course of test audit.





## Overview

This Audit Report contains a review on the Desert Development Programme. The significant Audit findings as a result of test check of records are summarised below :

Deserts in India comprise both hot and cold arid deserts. The National Commission on Agriculture delineated in 1974, an area of about 2.36 lakh sq. kms. of hot arid desert in Gujarat, Haryana and Rajasthan. Though the cold desert regions were identified in Himachal Pradesh and Jammu & Kashmir, the Commission did not delineate the area requiring development.

A sum of over Rs. 167 crores has been spent under the Desert Development Programme from 1977-78 to 1986-87 covering an area of 3.62 lakh sq. kms. This includes Rs. 151 crores spent on hot desert covering an area of 2.36 lakh sq. kms. in the States of Gujarat, Haryana and Rajasthan and Rs. 16 crores on cold desert covering an area of 1.26 lakh sq. kms. in the States of Himachal Pradesh and Jammu & Kashmir. However, there has been little impact in the containment of deserts. The expert groups attributed this to the spreading of the scarce resources thinly over a large area.

In the implementation of the programme, the Department of Rural Development had observed the following deficiencies in December 1986/June 1987 :

- Plans were neither prepared after making a survey of the resource endowments of the project area nor were these made on the micro-watershed basis;
- not much attention was given to the formulation of area specific plan integrating funds under various States and Centrally aided programmes; and
- plans were sketchy and there was lack of conceptual clarity about the objectives of the programme and methodology and techniques of formulating appropriate schemes at the middle and lower levels.

The National Commission on Agriculture had pointed out in 1976 the need for formulating a separate strategy for the development of cold desert areas based on intensive research of local environmental conditions; however, no differentiation had been made in the programme components between hot and cold

deserts. After the programme was in operation for a decade, the Central Sanctioning Committee recognised in 1986 the lack of an appropriate technology for the development of cold arid zones and the absence of infrastructure for research in these areas.

Several financial shortcomings/irregularities were noticed such as incurring of disproportionately large amounts during the last quarter of the year in Gujarat, Haryana and Rajasthan, incorrect reporting of expenditure in Gujarat, excessive expenditure on establishment in Rajasthan, non-adjustment of advances/non-receipt of utilisation certificates in Himachal Pradesh, Jammu & Kashmir and Rajasthan and diversion of funds in Haryana, Himachal Pradesh, Jammu & Kashmir and Rajasthan.

The results of soil survey done in two districts in Rajasthan upto June 1985 on which a sum of Rs. 63.45 lakhs was incurred, were not utilised for formulating plans for increasing agricultural production.

The actual cost incurred per hectare on creation of irrigation potential and on agriculture (soil survey/conservation) were high or too low as compared with the norms.

The percentage of area irrigated by 50 tubewells, installed at a cost of Rs. 97.33 lakhs, to area targeted for irrigation ranged between 13 and 36 in Haryana.

In Himachal Pradesh, though an amount of Rs. 95.61 lakhs was spent on remodelling 30 traditional irrigation 'kuhls' (water channels for irrigation purposes), the Culturable Command Area had increased by 68.30 hectares only. The work of remodelling on nine traditional 'kuhls' was discontinued in Kaza after spending Rs. 25.80 lakhs rendering the expenditure unproductive. Two irrigation 'kuhls', completed at a cost of Rs. 26.17 lakhs in Pooch Sub-Division were not functioning owing to overflow/inadequacy of water.

According to an observation of the District Development Commissioner, Loh in April 1987, the amount of Rs. 19.81 lakhs incurred on the Langjunthang irrigation canal had largely gone waste since the land proposed to be irrigated was full of boulders and rocks and the head of the canal was in a flood prone zone. In 2 districts test checked in Rajasthan, 30 works costing Rs. 257.22 lakhs for creating irrigation potential were completed till 1984-85. However, the

(v)



actual irrigation done in 1985-86 was in 9 hectares only.

There were cases of nil or low survival of plants in Gujarat, Haryana and Rajasthan though expenditure incurred was Rs. 46.09 lakhs. Non-maintenance of records of plantation was noticed in the States of Gujarat, Himachal Pradesh and Jammu & Kashmir.

In Himachal Pradesh and Jammu & Kashmir, only 823 hectares and 518 hectares of land respectively were covered under forestry during 1980-81 to 1986-87.

Though 157 veterinary dispensaries were set up in Rajasthan during the Sixth Plan, only 7,430 animals (less than 10 animals per year per dispensary) were artificially inseminated.

Machinery and equipment costing Rs. 160 lakhs (Rs. 66.03 lakhs provided out of the programme funds) purchased by the Haryana Dairy Development Cooperative Federation during 1980-84, were lying unutilised in the open for want of milk plant building at Sirsa.

In Haryana, though an amount of Rs. 9.63 lakhs was incurred on setting up a fodder farm, the sale of

fodder from the farm fetched only Rs. 0.47 lakh during 1982-84. No fodder was raised on the farm after 1983-84.

Despite a Desert National Park having been established in Jaisalmer, incurring an expenditure of Rs. 120.74 lakhs during 1978-79 to 1986-87, to study the ecological status of the desert to understand the life cycle of plants and animals of the region, etc., no study had been conducted as the post of Research Officer remained unfilled.

There was no institutionalised monitoring at the State and district levels where the performance of the programme could be analysed in detail and problems sorted out. At the Central level there was no indepth review of the performance of the programme either.

No evaluation of the impact of the programme was done in any of the States excepting in the Kaza block (Himachal Pradesh) during 1983-84.

The Department of Rural Development stated in August 1988 that no evaluation study of the programme in its entirety could be taken up in the past. Further, they stated that the Programme Evaluation Organisation of the Planning Commission has been entrusted with this task now. The study is yet to be completed.



MINISTRY OF AGRICULTURE  
(DEPARTMENT OF RURAL DEVELOPMENT)

**Desert Development Programme**

**1. Introduction**

Deserts in India comprise 'hot arid desert' (area having excess of evaporation due to high temperature) and 'cold arid desert' (area having low rainfall and very low temperature). The National Commission on Agriculture (NCA), based on the trend of variation of rainfall and temperature, the moisture index parameters and observable arid region characteristics, delineated in 1974 an area of about 2.36 lakh sq. kms. of hot arid desert in the country comprising 2.09 lakh sq. kms. in Rajasthan, 0.18 lakh sq. kms. in Haryana and 0.09 lakh sq. kms. in Gujarat that should receive attention for development. Though the NCA identified the regions of cold desert in Ladakh valley in Jammu & Kashmir, Lahaul and Spiti valleys and the Kinnaur region in Himachal Pradesh, it did not delineate the area requiring development.

The then Ministry of Agriculture and Irrigation and now the Ministry of Agriculture (Department of Rural Development), hereinafter referred to as the Department, launched the Desert Development Programme (programme) as a Central Sector Scheme (fully funded by the Department) in 1977-78 with the objective of controlling desertification and restoring the ecological balance and creating conditions for raising the level of production, income and employment of the people. From 1979-80, however, it was run as a Centrally Sponsored Scheme with the expenditure shared equally between the Centre and States concerned till the end of the Sixth Plan. From the beginning of the Seventh Plan, it was resumed as a Central Sector Scheme.

**2. Scope of audit**

The implementation of the programme was test checked by Audit during 1987-88 in the Department and in 13 District Rural Development Agencies (DRDAs)/Desert Development Project Agencies (DDPAs)/Desert Development Agencies (DDAs) in Gujarat (Banaskantha, Kutch and Mehsana districts); Haryana (Bhiwani, Hissar, Rohtak and Sirsa districts); Himachal Pradesh (Kaza and Pooh blocks); Jammu & Kashmir (Leh and Kargil districts); and Rajasthan (Jodhpur and Pali districts).

**3. Organisational set up**

The Department is responsible for formulating guidelines for planning and implementing the programme, scrutinising the district plans for technical comments, monitoring, evaluating and organising training and research programme.

The scheme envisaged that at the State level a nucleus cell comprising Project Economist and Subject Matter Specialists in major disciplines would oversee the implementation, monitoring and evaluation of the programme and to help in planning. At the district level, the implementation of the programme had been entrusted to the DRDAs/DDPAs/DDAs. At the DRDA/DDPA/DDA level also a nucleus staff comprising a Project Director, Economist and an Accounts Officer would be responsible for formulating plans, designing and executing the schemes. Implementation/execution of the programme is done through the respective Line Departments like Forest, Irrigation, Public Works, etc.

**4. Highlights**

The review reveals the following important points :

- Though the expenditure of over Rs. 167 crores had been incurred under the Desert Development Programme from 1977-78 to 1986-87 in the States of Gujarat, Haryana, Himachal Pradesh, Jammu & Kashmir and Rajasthan, covering an area of 3.62 lakh sq. kms., there has been little impact in the containment of deserts. The expert groups attributed this to the spreading of the scarce resources thinly over a large area.
- In the implementation of the programme, the Department had observed the following deficiencies:
  - Plans were neither prepared after making a survey of the resource endowments of the project area nor were these made on the micro-watershed basis;



- not much attention was given to the formulation of area specific plan integrating funds under various States and Centrally aided programmes; and
- plans were sketchy and there was lack of conceptual clarity about the objectives of the programme and methodology and techniques of formulating appropriate schemes at the middle and lower levels.
- The National Commission on Agriculture had pointed out in 1976 the need for formulating a separate strategy for the development of cold desert areas based on intensive research of local environmental conditions; however, no differentiation had been made in the programme components as between hot and cold deserts.
- After the programme was in operation for a decade, the Central Sanctioning Committee recognised in 1986 the lack of an appropriate technology for the development of cold arid zones and the absence of infrastructure for research in these areas.
- Several financial shortcomings/irregularities were noticed such as incurring of disproportionately large amounts during the last quarter of the year in Gujarat, Haryana and Rajasthan, incorrect reporting of expenditure in Gujarat, excessive expenditure on establishment in Rajasthan, non-adjustment of advances/non-receipt of utilisation certificates in Himachal Pradesh, Jammu & Kashmir and Rajasthan and diversion of funds in Haryana, Himachal Pradesh, Jammu & Kashmir and Rajasthan.
- The actual cost incurred per hectare on creation of irrigation potential and on agriculture (soil survey/conservation) were high or too low as compared with the norms.
- For improvement of germplasm in the cattle population in Haryana, high quality tested buffalo bulls were required to be purchased from the recognised organisation in consultation with the State Animal Husbandry Department and the National Dairy Research Institute, Karnal. The DRDA, Hissar instead purchased 75 buffalo bulls costing Rs. 3.30 lakhs from private farmers thereby defeating the very purpose of the scheme.
- Though 157 veterinary dispensaries were set up in Rajasthan during the Sixth Plan, only 7,430 animals (less than 10 animals per year per dispensary) were artificially inseminated.
- In Himachal Pradesh and Jammu & Kashmir, only 823 hectares and 518 hectares of land respectively were covered under forestry during 1980-81 to 1986-87.
- There were cases of nil or low survival of plants in Gujarat, Haryana and Rajasthan though expenditure incurred was Rs. 46.09 lakhs. Non-maintenance of records of plantation was noticed in the States of Gujarat, Himachal Pradesh and Jammu & Kashmir.
- The percentage of area irrigated by 50 tube-wells, installed at a cost of Rs. 97.33 lakhs, to area targeted for irrigation ranged between 13 and 36 in Haryana.
- In Himachal Pradesh, though an amount of Rs. 95.61 lakhs was spent on remodelling 30 traditional irrigation 'kuhls' (water channels for irrigation purposes), the Culturable Command Area had increased by 68.30 hectares only. The work of remodelling on nine traditional 'kuhls' was discontinued in Kaza after spending Rs. 25.80 lakhs rendering the expenditure unproductive. Two irrigation 'kuhls', completed at a cost of Rs. 26.17 lakhs in Pooch Sub-Division, were not functioning owing to overflow/inadequacy of water.
- According to an observation of the District Development Commissioner, Leh in April 1987 the amount of Rs. 19.81 lakhs incurred on the Langjunthang irrigation canal had largely gone waste since the land proposed to be irrigated was full of boulders and rocks and the head of the canal was in a flood prone zone.
- In 2 districts test checked in Rajasthan, 30 works costing Rs. 257.22 lakhs for creating irrigation potential were completed till 1984-85. However, the actual irrigation done in 1985-86 was in 9 hectares only.



- In Haryana, though an amount of Rs. 9.63 lakhs was incurred on setting up a fodder farm, the sale of fodder from the farm fetched only Rs. 0.47 lakh during 1982-84. No fodder was raised on the farm after 1983-84.
- Only 130.10 quintals of potato seeds were produced in one vegetable-cum-potato seed development farm in Kaza between 1982-83 and 1986-87, on which Rs. 7.71 lakhs were spent on its maintenance and upkeep.
- The results of soil survey done in two districts in Rajasthan upto June 1985 on which a sum of Rs. 63.45 lakhs was incurred, were not utilised for formulating plans for increasing agricultural production.
- In Jaisalmer district, 29 'Khadeen' (kaccha dam) works remained incomplete after incurring an expenditure of Rs. 13.02 lakhs as there were complaints of irregularities in execution.
- Machinery and equipment costing Rs. 160 lakhs (Rs. 66.03 lakhs provided out of the programme funds) purchased by the Haryana Dairy Development Cooperative Federation during 1980-84, were lying unutilised in the open for want of milk plant building at Sirsa (June 1987).
- Despite a Desert National Park having been established in Jaisalmer, incurring an expenditure of Rs. 120.74 lakhs during 1978-79 to 1986-87, to study the ecological status of the desert to understand the life cycle of plants and animals of the region, etc., no study had been conducted as the post of Research Officer remained unfilled.
- There was no institutionalised monitoring at the State and district levels where the performance of the programme could be analysed in detail and problems sorted out. At the Central level there was no indepth review of the performance of the programme either.
- No evaluation of the impact of the programme was done in any of the States excepting in the Kaza block (Himachal Pradesh) during 1983-84.
- The Department of Rural Development stated in August 1988 that no evaluation of the programme in its entirety could be taken up in the past. Further, they stated that the

programme Evaluation Organisation of the Planning Commission has been entrusted with this task now. The study is yet to be completed.

#### 5. Programme profile

The programme comprised the following activities:

- afforestation (with special emphasis on shelter belt plantation), grass-land development and sand dune stabilisation;
- optimum exploitation and conservation of ground water;
- construction of water harvesting structure, such as, 'Khadeens', bunds, etc.;
- development of agriculture, horticulture and animal husbandry suited to the agro-climatic conditions of the area; and
- rural electrification for energising tubewells and pumpsets.

In the absence of sufficient information about the problems and growth prospects of the cold arid desert essential for formulating a separate strategy and programme for development, the NCA recommended that more investigation and extensive research, based on local environmental conditions, physical and socio-economic, were required before a viable economic programme could be suggested for these areas.

No separate strategy for the development of cold desert area had been formulated and no differentiation made in the programme as between the cold and hot deserts. Consequently, the programme components envisaged, were common to both hot and cold desert areas.

The Working Group on Area Development Programme for the Seventh Plan emphasised in 1984 that a different strategy for cold deserts with animal husbandry as its 'pivot' would have to be formulated and that the focus would be on economic measures which would in the long run contribute to the provision of ecological balance. The Working Group suggested that the development of cold desert area called for action regarding sheep breeding, development of Pashmina goats, etc., in the sphere of animal husbandry. However, no separate strategy was formulated for implementation in the Seventh Plan.

While the programme was put into operation from 1977-78 in Gujarat (Banaskantha and Mehsana districts—1977-78 and Kutch district—1979-80),



Haryana (Bhiwani, Hissar, Rohtak and Sirsa districts) and Rajasthan (Barmer, Bikaner, Churu, Ganganagar, Jaisalmer, Jalore, Jodhpur, Jhunjhunu, Nagaur, Pali and Sikar districts), it was implemented from 1978-79 in Himachal Pradesh (Spiti Sub-Division—1978-79 and Pooch Sub-Division—1982-83) and Jammu & Kashmir (Leh and Kargil). On the recommendation of the Task Force, the programme was discontinued from 1983-84 in Kutch district of Gujarat.

The programme covered an area of 3.62 lakh sq. kms. (hot desert : 2.36 lakh sq. kms. and cold desert : 1.26 lakh sq. kms.) with population of about 15 million constituting 16 per cent of the population of the States in which the programme was operative.

Funds released by the States including Central assistance were placed at the disposal of DRDAs in Gujarat, Haryana and Rajasthan, DDPAs in Himachal Pradesh and DDAs in Jammu & Kashmir which, in turn, provided funds to the Panchayats, Government Companies and the Line Departments of the State Governments entrusted with the responsibility of executing the projects. The assistance in the form of loan and subsidy to individual beneficiaries was provided for schemes like soil conservation, land development, dug-wells, etc. The subsidy norms were the same as in the Integrated Rural Development Programme, i.e. 25 per cent in the case of small farmers, 33½ per cent in the case of marginal farmers and 50 per cent in the case of tribals and community schemes subject to the ceiling of Rs. 5,000 per family for tribals and Rs. 4,000 per family for others. From 1986-87, there was no monetary ceiling in respect of minor irrigation projects.

## 6. Financial outlay

6.1 The programme was a Centrally Sponsored Scheme, the expenditure was shared on a 50:50 basis between the Centre and the States during 1979-80 to 1984-85. It is a Central Sector Scheme (fully funded by the Centre) from the Seventh Plan so as to give the programme a greater thrust.

The expenditure on the programme from 1977-78 to 1986-87 was in the order of Rs. 16,754 lakhs in the States concerned.

As against plan allocation target of Rs. 15,976.88 lakhs approved during 1980-81 to 1986-87, the actual allocation was Rs. 14,939.20 lakhs. The Centre and the States released Rs. 13,904.90 lakhs, against which expenditure of Rs. 13,353 lakhs was incurred. The details of Central and State releases and total expenditure incurred during 1980-81 to 1986-87 were as under :

(in lakhs of rupees)

State	During the Sixth Plan (1980-81 to 1984-85)	1985-86	1986-87
<i>Gujarat Releases</i>			
Central	271.44	98.00	165.00
State	275.54	—	—
Total	546.98	98.00	165.00
Expenditure	567.60 (570.45)	110.81 (110.81)	169.73 (169.73)
<i>Haryana Releases</i>			
Central	624.37	206.00	310.00
State	636.96	—	—
Total	1,261.33	206.00	310.00
Expenditure	1,355.27 (1,312.69)	215.57 (210.45)	344.22(P) (344.22)
<i>Himachal Pradesh Releases</i>			
Central	197.47	100.00	150.00
State	208.34	—	—
Total	405.81	100.00	150.00
Expenditure	373.53 (429.97)	112.32 (112.31)	156.55 (156.55)
<i>Jammu &amp; Kashmir Releases</i>			
Central	214.27	100.00	225.00
State*	285.54	36.57	3.27
Total	499.81	136.57	228.27
Expenditure	527.07 (472.26)	94.39 (94.16)	250.19 (250.19)
<i>Rajasthan Releases</i>			
Central	2,875.31	1,096.00	3,000.00
State	2,865.66	—	—
Total	5,740.97	1,096.00	3,000.00
Expenditure	4,531.99 (5,533.81)**	1,106.70 (1,106.70)	3,436.75 (3,436.75)

(P)=Provisional

Note : (i) Figures in parentheses are as per records of the State Government.

(ii) In certain years, the expenditure was more than the funds released during the year due to carry forward of unspent balance of the previous year.

(iii) \*Including other receipts.

(iv) \*\*The figure includes the amount spent out of the balance of the Drought Prone Area Programme which was merged with the programme from 1982-83.

6.2 The allocation of funds for the programme in the initial two years were on *ad hoc* basis depending upon the formulation of suitable schemes. From 1979-80 onwards, funds for the programme were allocated on the basis of Rs. 15 lakhs per block per year with the Union and State Governments each contributing Rs. 7.5 lakhs with the exception of Spiti Sub-Division in Himachal Pradesh where only one block was covered and a minimum annual allocation



of Rs. 50 lakhs (including the share of the State Government) was made. The actual release of funds, was, however, regulated according to availability of funds in the Central budget, the size of the approved programme and the progress of expenditure.

The pattern of allocation of funds was modified from 1982-83 on the basis of the recommendations of the 'Task Force Committee' constituted to review the special programme and development scheme taken up in desert areas. The following scale of allocation was adopted :

(i) Hot arid desert :

(a) Less acute area : At the rate of Rs. 60 lakhs *per annum* for the districts of Ganganagar in Rajasthan and Rohtak, Bhiwani and Hissar in Haryana and at the rate of Rs. 50 lakhs *per annum* for Sirsa district in Haryana.

(b) More acute area: At the rate of Rs. 10 lakhs per 1000 sq. kms. of geographical area

subject to a maximum of Rs. 200 lakhs per district *per annum* for the area in Gujarat and Rajasthan (except Ganganagar district).

(ii) Cold arid desert : At the rate of Rs. 50 lakhs each to Pooch and Spiti Sub-Divisions in Himachal Pradesh and Rs. 100 lakhs to Leh district and Zana-sakar block of Kargil district.

The Seventh Plan Working Group on Area Development Programme recommended an allocation of Rs. 15 lakhs per 1000 sq. kms. for hot arid desert area to start with and gradually raising it to Rs. 25 lakhs in the terminal year of the Seventh Plan with corresponding ceilings of Rs. 4 crores per district *per annum* to begin with and Rs. 6 crores in the last year of the Seventh Plan. For the cold arid area, an allocation of Rs. 25 crores was recommended for the Seventh Plan with the scale of funding being Rs. 75 lakhs to Rs. 175 lakhs *per annum* per district. On the basis of the recommendations of Working Group increasing lump sum allocations per district were made during 1985-86 and 1986-87 as indicated below :

Year	Hot deserts			Cold deserts	
	Gujarat	Haryana	Rajasthan	Himachal Pradesh	Jammu & Kashmir
	(Rupees in lakhs)				
1985-86	98.00	206.00	1,096.00	100.00	100.00
1986-87	165.00	310.00	3,000.00	150.00	225.00

Even at the time of launching the programme, the Department was aware of the low level of investment proposed in the programme and noted that it would take quite some time before the programme objectives were fully achieved. The Working Group on Area Development Programme for the Seventh Plan had also pointed out in 1984 that the expenditure per capita and per sq. km. of area was too negligible to make any perceptible impact. Again at the end of the Sixth Plan, while formulating the scheme for the Seventh Plan, it was observed by the Ministry of

Finance that in the context of constraint of resources it might be desirable to go in for less but more intensive coverage rather than spreading the scarce resources thinly over a large area. However, the coverage of the area under the programme continued to be the same.

6.3 The per capita/per sq. kms. expenditure incurred during 1980-81 to 1986-87 in each State, as detailed below, indicate that the resources had been spread thinly :

State	Desert area covered ('000 sq. kms.)	Population (Nos. in lakhs)	Expenditure (Rs. in lakhs)	Expenditure	
				per sq. km. (Rs.)	per capita (Rs.)
Gujarat	9.37 (2.6)	10.20 (6.8)	848.14 (6.4)	9,052	83
Haryana	17.62 (4.9)	32.70 (21.9)	1,915.06 (14.3)	10,869	59
Himachal Pradesh	29.70 (8.2)	0.20 (0.1)	642.40 (4.8)	2,163	3,212
Jammu & Kashmir	96.70 (26.7)	1.30 (0.2)	871.65 (6.5)	901	671
Rajasthan	208.75 (57.6)	105.30 (70.3)	9,075.44 (68.0)	4,348	86
Total :	362.14 (100.00)	149.70 (100.00)	13,352.69 (100.00)		

Note : Figures in parentheses indicate percentages.



6.4 When the programme was launched in 1977-78, no norms for the weightage to be given for allocation of funds amongst the different activities were laid down. The Working Group on Area Development Programme emphasised in August 1984 that a different strategy with animal husbandry as its 'pivot' was to be formulated for the cold desert area, but no specific percentage of allocation of funds for this activity was prescribed.

The sectoral outlays were first laid down in June 1987. The weightage in terms of percentage required to be given in the allocation of funds under different sectors (without indicating separate weightage for animal husbandry) was as under :

Sector	Weightage required to be given in the allocation of funds (in percentage)
(i) Land development, shaping, conservation, etc.	15
(ii) Water resource development	20
(iii) Afforestation and pastures	40
(iv) Other activities	15
(v) Project administration	10
Total	100

The above sectoral outlays were followed while approving the annual outlay for 1987-88. The sectoral weightage in the allocation of funds was the same for both hot and cold desert areas.

The componentwise expenditure from 1980-81 to 1986-87 in different States was as under :

State	(in lakhs of rupees)							
	Agriculture	Irrigation	Animal husbandry	Forestry & pasture	Project administration	Rural electrification	Others	Total expenditure*
Gujarat	56.51 (6.7)	201.12 (23.7)	253.23 (29.8)	258.30 (30.4)	31.38 (3.7)	45.00 (5.3)	3.00 (0.4)	848.54 (100)
Haryana	79.63 (4.2)	169.14 (8.8)	554.89 (29.0)	949.93 (49.6)	117.36 (6.1)	5.00 (0.3)	38.84 (2.0)	1914.79 (100)
Himachal Pradesh	25.03 (3.9)	269.89 (42.0)	49.95 (7.8)	235.36 (36.7)	61.30 (9.6)	— (0)	0.34 (0)	641.87 (100)
Jammu & Kashmir	123.31 (14.1)	345.78 (39.7)	253.90 (29.2)	77.42 (8.9)	45.53 (5.2)	— (0)	25.64 (2.9)	871.58 (100)
Rajasthan	744.75 (8.2)	1571.57 (17.3)	2166.92 (23.9)	3578.14 (39.4)	354.40 (3.9)	269.00 (3.0)	390.67 (4.3)	9075.45 (100)

Note : —Figures in parentheses indicate percentage of total expenditure.

\*These figures differ slightly from those appearing in the table below sub-para 6.3 due to rounding.

The Central Sanctioning Committee of the Department had observed (December 1986 and June 1987) that:

- much attention was not given to the formulation of area specific plans integrating funds available under various State and Centrally aided programmes;
- plans and proposals received from the States were too sketchy and were based on insufficient and inadequate data; and
- there was lack of conceptual clarity about the objectives of the programme and methodology/techniques of formulating appropriate schemes at the middle and lower levels.

The expenditure on animal husbandry in Himachal Pradesh during 1980-81 to 1985-86 was only 7.8 per cent even though the Working Group emphasised animal husbandry as the 'pivot' of the programme in the cold desert area.

## 7. Financial irregularities/shorcomings

### 7.1 Rush of expenditure

The Department released funds to the extent of 50 per cent or more of the allocation to the states of

Gujarat, Haryana and Rajasthan during the last quarter of 1986-87; the releases made in the last quarter of earlier years were not made available. The State Governments spent dis-proportionately large amounts during the last quarters of 1985-86 and 1986-87; the percentage of expenditure during last quarters over the total expenditure of the years (as reported by the Department) ranged between 26 and 60 (Gujarat), 49 and 60 (Haryana) and 43 and 60 (Rajasthan).

### 7.2 Incorrect reporting of expenditure

Expenditure of Rs. 1,124.76 lakhs incurred in Gujarat during 1977-78 to 1986-87 included an unspent balance of Rs. 44.78 lakhs, which pertained to the years 1979-80, 1981-82, 1983-85 and 1986-87, with DRDAs (Rs. 24.87 lakhs) and with executing agencies (Rs. 19.91 lakhs).

### 7.3 Excessive expenditure on establishment

In Rajasthan, the percentage of expenditure on establishment during the Sixth Plan to the total expenditure on works, for which establishment charges were payable, was as high as 60.84 against the prescribed percentage of 12 upto 1982-83 and 18 thereafter. The Department, however, intimated in August 1988 that the actual expenditure on establishment during the



Sixth Plan was 37.63 per cent of expenditure on works which was mainly due to certain service oriented activities like Veterinary Health Centre, ground water exploration surveys, soil surveys, etc. Further, the cost of establishment has now been reduced to 10 per cent of works after taking corrective actions.

#### 7.4 Non-adjustment of advances/outstanding utilisation certificates

- (i) Contingent advances, amounting to Rs. 2.40 lakhs, given to officials/other departments between March 1980 and March 1984 had not been adjusted by the DDPA, Kaza (July 1987). The Department stated in August 1988 that Rs. 2.05 lakhs had already been adjusted and recovery of Rs. 0.35 lakh was being made from the officers concerned.
- (ii) In Jammu & Kashmir, an amount of Rs. 293 lakhs advanced (upto March 1987) to

different implementing agencies were outstanding for want of adjustment (September 1987).

- (iii) In Rajasthan, utilisation certificates to the extent of Rs. 2,558.86 lakhs pertaining to the period up to June 1987 were pending. Of this, utilisation certificates worth Rs. 437.04 lakhs and Rs. 1,308.12 lakhs related to the Fifth Plan and the Sixth Plan respectively; the oldest item (Rs. 55.75 lakhs) related to the year 1977-78. The Department intimated in August 1988 that utilisation certificates for Rs. 326.77 lakhs had been adjusted.

#### 7.5 Diversion of funds

As a result of test check by Audit, the following cases of diversion of funds were noticed in various States:

Year	Amount (Rs. in lakhs)	Items/Schemes on which funds were spent	Remarks
<i>Haryana</i>			
1981-82 to 1986-87	8.70	Coverage of urban areas under afforestation, raising of shelter belts and pasture development, etc.	
1982-83 to 1986-87	2.64	Purchase of tyres, tubes, store articles, spare parts and building materials by Divisional Forest Officers.	
1982-83 to 1984-85	2.72	Payment of muster rolls pertaining to works under State Schemes/Integrated Rural Development Programme/Rural Landless Employment Guarantee Programme.	
1982-83	3.03	Machinery and equipment transferred to milk plants in the districts not covered under the programme.	
<i>Himachal Pradesh</i>			
1978-79 to 1985-86	95.61	Maintenance and marginal improvement of existing 30 traditional irrigation 'kuhls' not covered under the programme.	
<i>Jammu &amp; Kashmir</i>			
1979-80	6.64	Distribution of Australian merinos to breeding farms not covered under the programme.	
1986-87	0.20	Renovation of the office-cum-residential building of the Divisional Forest Officer, Kargil.	
<i>Rajasthan</i>			
—	10.66	Purchase of furniture, sports articles, tractors, diesel engines, sheep foot roller and construction of residential quarters for staff.	Although the Executive Engineer did not certify for the grant while submitting utilisation certificate, Additional Collector recorded a certificate to this effect.
—	93.00	Bringing canal water to 2 villages with a view to providing drinking water to the cattle and preventing them from migrating.	The Department pointed out (August 1987) as under : "As a matter of fact, drinking water scheme should not be taken up because there is already a programme for drinking water under Rural Water Supply Scheme under which substantial sums of money were allocated".
March 1985 to February 1986	10.11	Establishment charges of Desert National Park at Jaisalmer.	
1986-87	44.54	Famine relief works.	
<b>Total</b>	<b>277.85</b>		



## 8. Physical progress

8.1 The Department fixed no targets for various components of developmental activities under the programme till 1986-87. The componentwise physical achievements under the programme during the Sixth Plan and from 1985-86 to 1986-87 may be seen in the Appendix.

8.2 The physical achievements have to be viewed in the light of the following comments:

- The extent of soil survey conducted during the Sixth Plan in Gujarat (750 hectares),

Himachal Pradesh (3,700 hectares), Jammu & Kashmir (920 hectares) and Rajasthan (77,160 hectares) formed only a fraction of the total area of desert in these States.

- Even taking the cost norms adopted by the Department, while fixing the physical and financial targets of major activities under the programme for the year 1987-88, the actual cost incurred during 1980-81 to 1986-87 on 'creation of irrigation potential' and 'agriculture (soil survey/conservation)' were too high except in two cases as shown below:

State	Creation of irrigation potential		Agriculture (soil survey/conservation)	
	Cost norms adopted by the Department	Actual cost incurred	Cost norms adopted by the Department	Actual cost incurred
(Rupees per hectare)				
Gujarat	1,871	11,693	2,500	3,138
Haryana	14,762	42,712	1,960	2,934
Himachal Pradesh	1,504	22,604	2,500	632
Jammu & Kashmir	3,934	84,337	2,500	8,134
Rajasthan	7,439	18,511	2,195	773

The Department stated in August 1988 that the cost norm adopted for 1987-88 may not be taken as basis for judging the past performance.

- Though 157 new veterinary dispensaries were set up in Rajasthan during the Sixth Plan, only 7,430 animals (less than 10 animals per year per dispensary) were artificially inseminated. In Haryana, though 4 veterinary dispensaries were set up during the Sixth Plan, no animals were artificially inseminated.
- In Himachal Pradesh and Jammu & Kashmir, only 823 hectares and 518 hectares of land respectively were covered under forestry during 1980-81 to 1986-87.
- 61 sheep breeding societies were formed in Rajasthan during the Sixth Plan, but not a single wool extension centre was established.
- In spite of the Expenditure Finance Committee's decision (September 1977) that normally diesel pumping sets should be used for exploitation of ground water since the cost of transmission of electrical energy was high

and that electrification should be taken up only for energising pumping sets on a cluster basis, 254 villages in Rajasthan (419 villages as per records of the State Government) and 5 villages in Gujarat were electrified out of the programme funds during the Sixth Plan.

- The mandays of employment generated during 1980-81 to 1986-87 varied widely between 96 (Jammu & Kashmir) and 2775 (Gujarat) on an investment of Rs. 1.00 lakh as shown below :

State	Total expenditure incurred (Rs. in lakhs)	Employment generated (in lakh mandays)	Number of mandays generated on an investment of Rs. 1.00 lakh
Gujarat	848.54	23.55	2,775
Haryana	1,914.79	36.30	1,896
Himachal Pradesh	641.87	9.90	1,542
Jammu & Kashmir	871.58	0.84	96
Rajasthan	9,075.45	160.89	1,773



- In Jammu & Kashmir, different schemes were implemented without adequate surveys and consideration of the objectives of the programme. Absence of appropriate technology for cold arid area and applied research and lack of expertise for planning were some of the constraints.

## 9. Forestry and pasture

9.1 This activity comprised development of plantation on public/private lands, extension of area under pasture, setting up of seed multiplication nurseries and such other programmes.

*Gujarat.*—In Banaskantha, Kutch and Mehsana districts, Rs. 8.92 lakhs were incurred between 1978-79 and 1982-83 on raising of seedlings and their distribution through the Forest Department. The information regarding the number of seedlings raised in these districts was not furnished. In Banaskantha and Mehsana districts (where Rs. 5.45 lakhs were spent on raising and distribution of seedlings) only 1.52 lakh seedlings were distributed.

*Haryana.*—Physical verification conducted in a few villages of Bhiwani district revealed that the coverage of area under plantation/afforestation/sand dune fixation was misreported as 457.5 hectares against the actual coverage of 171.5 hectares and an extra amount of Rs. 5.75 lakhs had been wrongfully claimed by the Forest Department. The Department stated in August 1988 that the matter of mis-reporting of coverage of area under afforestation was under investigation with State Vigilance Bureau.

The DRDA, Bhiwani did not undertake afforestation during 1979-80 and 1981-82, sand dune fixation during 1979-80 and 1980-81 and pasture development during 1979-80, 1980-81 and 1983-84. The DRDA, Rohtak also did not undertake sand dune fixation during 1979-80 to 1983-84. None of the 4 DRDAs (Bhiwani, Hissar, Rohtak and Sirsa) had implemented the schemes of sand dune fixation and pasture development during 1986-87. The reason for non-implementation of these schemes was attributed to non-availability of Panchayat and Community land on which these activities were required to be undertaken.

Under the scheme, subsidy at the rate of 33½ per cent and 25 per cent of the total cost of plantation was payable to marginal farmers and small farmers respectively. But the Forest Department raised plantation on private lands belonging to the farmers during

1980-81 to 1984-85 in Bhiwani, Hissar and Sirsa districts and met the entire expenditure of the plantation amounting to Rs. 32.35 lakhs. Categorisation of beneficiaries into small and marginal farmers was not identifiable in the departmental records. Even assuming that all the plantation were raised on the lands of marginal farmers, the maximum amount of subsidy at the rate of 33½ per cent worked out to Rs. 10.78 lakhs. There was, thus, an unauthorised expenditure of Rs. 21.57 lakhs.

*Himachal Pradesh.*—While the accounts showed that the DDPA, Kaza had paid Rs. 1.14 lakhs to seven contractors through the Project Assistant Soil Conservation Officer in August 1979 for construction of protection wall, check dam work, etc., the bills of the contractors or payees' receipts in support of payment were not available with the DDPA. The Department stated in August 1988 that the matter was being investigated.

The DDPA, Kaza spent Rs. 7.11 lakhs on production and development of fodder in six fodder farms during 1981-82 to 1986-87. Only 10.5 quintals of fodder seeds were produced, of which 5.5 quintals were utilised in the project fodder farms and the balance 5 quintals for pasture development on the programme plantation. The average cost of production of fodder seed worked out to Rs. 677 per kg.

The DDPA, Kaza spent Rs. 0.99 lakh on the maintenance and upkeep of a fodder farm at Hull in Spiti valley between 1983-84 and 1985-86. There was no yield during 1983-84 and 1985-86 and the yield during 1984-85 was only 26 kgs. of fodder seeds. The farm was ultimately abandoned in October 1985 due to non-availability of water for irrigation.

The efforts of the DDPA to solve the problem of shortage of fodder in Spiti had remained unsuccessful as confirmed by the Project Director (1987).

*Rajasthan.*—As per the NCA's recommendations, fodder banks would be build up in each district, where there should be a stock of 3 years' production of hay. Hay should be kept stored for three years but should be disposed of in the fourth year. A quantity of 25,287 quintals of grass collected in 1970-71 to 1978-79 at a cost of Rs. 3.52 lakhs had become spoiled due to failure in conducting timely auctions by the Deputy Conservator of Forest, Pali. The grass was still lying undisposed of (June 1987). The Department stated in August 1988 that the departmental enquiry was pending and the matter was also under trial in a Civil Court, Pali.



9.2 In the following cases (expenditure : Rs. 46.09 lakhs), the percentage of survival of plants was nil or low as indicated below:

District and year	Details of plantation work	Percentage of survival of plants	Expenditure involved (Rs. in lakhs)	Remarks
<i>Gujarat</i>				
(i) Banaskantha, Kutch and Mehsana Between 1978-79 and 1982-83	390 kms. of shelter belts and 245 kms. of farm belts.	Nil or not available	7.63*	*(Rs. 5.52 lakhs in Banaskantha and Rs. 2.11 lakhs in Kutch—expenditure incurred in Mehsana was not available). Shelter belt plantation in Banaskantha done at a cost of Rs. 5.02 lakhs upto 1980-81 totally failed. Details of survival of plants were not recorded in the Plantation Register of farm belts in none of the districts.
(ii) Banaskantha 1979-80 and 1981-82	270 hectares under Fodder Improvement Scheme	Nil.	1.79	
<i>Haryana</i>				
(i) Bhiwani 1985-86 to 1986-87	(i) 357 hectares	Nil.	6.86	Due to poor control and maintenance at initial stage.
	(ii) 12 hectares	Nil.	0.33	
(ii) Hissar 1984-85 to 1985-86	(i) 470 hectares (ii) 533 row kilometers	Nil or low }	16.63	The percentage of survival of plantation was 0 to 60 against the survival norms of 80. The reasons for lesser survival were awaited. Loss on this account worked out to Rs. 5.39 lakhs.
<i>Rajasthan</i>				
(i) Jodhpur 1978-79 to 1982-83	2.24 lakh plants distributed	34	6.85	The main reason advanced (May 1981) by the DFO; Jodhpur was that the farmers were interested in getting the first instalment of labour charges.
(ii) Pali 1978-79 to 1982-83	2.08 lakh plants distributed under Farm Forestry Scheme	28	6.00	
			46.09	

9.3 The statewide shortcomings noticed as regards non-maintenance of records were as under:

*Gujarat.*—Proper records of survival of plantation were either not maintained or the details of survival thereof were not recorded in the Register of Plantation in respect of the plantation done in 13,507 hectares of land under 'Mixed Plantation' between 1977-78 and 1986-87 (expenditure: Rs. 252.93 lakhs) in Banaskantha (from 1977-78), Kutch (from 1979-80) and Mehsana (from 1980-81) districts. In November 1987, the Deputy Conservator of Forests, Palanpur furnished the details of survival of plantation as 35 and 34 per cent during 1978-79 and 1979-80 respectively in Banaskantha and as 39, 37 and 34 per cent during 1980-81, 1981-82 and 1982-83 respectively in Kutch. The details for the remaining years in respect of Banaskantha and Kutch and

from 1980-81 to 1986-87 in respect of Mehsana were not furnished.

*Himachal Pradesh.*—The DDPA, Kaza had been maintaining six forest nurseries at Tabo (1980-81); Pooh (1980-81); Pangmo (1983-84); Hansa (1981-82); Rangrik (1980-81) and Gulling (1979-80) for supply of seedlings of superior quality for the project, private and community plantation. Between 1979-80 and 1986-87, the DDPA spent Rs. 8.17 lakhs on the maintenance and upkeep of nurseries. Particulars in respect of the quantity of seeds sown, percentage of germination, number of seedlings transferred to plantation journals, etc., were, however, not recorded in the nursery journals. In the absence of these particulars, the efficiency of the functioning of these nurseries could not be ascertained.



The DDPA, Kaza had 47 plantations for which Plantation Journals were maintained, but details of the operations conducted, survival percentage, etc., had not been recorded, without which no effective monitoring of the operation was possible.

The DDPA, Kaza paid Rs. 7.11 lakhs as subsidy to the beneficiaries for plantation on 161 hectares of land under the scheme for plantation between 1981-82 and 1986-87. The DDPA did not take any follow-up action and there was no record of the survival percentage of plants.

*Jammu & Kashmir.*—In Leh district, 13.52 lakh plants (expenditure: Rs. 21.78 lakhs) were reported to have been planted during 1980-81 to 1986-87 under the scheme of plantation on Government/private lands. The DDA, Leh did not conduct any survey/evaluation with regard to the survival of plants. The impact of the scheme could not, therefore, be assessed.

## 10. Animal Husbandry

10.1 This comprised cattle breeding and dairy development activities including setting up of veterinary dispensaries, sheep development, sheep farms, extension/service centres, etc.

One of the important objectives of the desert development is improvement/increase of livestock since the economy of the desert area was oriented towards animal husbandry there being practically no agriculture due to scanty rainfall. The census of livestock population carried out during 1972 and 1982 revealed that livestock population in Spiti (Himachal Pradesh) declined from 16,309 to 11,168.

10.2 *Other shortcomings noticed in various States were as under :*

*Gujarat.*—The Gujarat State Rural Development Corporation spent Rs. 135.98 lakhs during 1980-81 to 1986-87 on development of 706 hectares of land for fodder, producing 3,592 tonnes of fodder during that period. The cost of production, thus, worked out to Rs. 3.79 per kg. which was very high.

*Haryana.*—25 camel breeding centres were established in Bhiwani (13), Hissar (4), Rohtak (4) and Sirsa (4) up to 1983-84 and an expenditure of Rs. 6.66 lakhs was incurred on running these centres during 1979-80 to 1983-84. Against a target of 2,640 natural services (direct mating), only 907 services were rendered during this period. The shortfall of 66 per cent was attributed to use of camels for ploughing/transportation by the farmers instead of for breeding purposes.

In April 1984, four centres in Rohtak had been closed and the camels were auctioned for Rs. 0.08 lakh in May 1984 while the remaining centres were transferred (April 1984) to the State Animal Husbandry Department.

Four piggery breeding centres (2 each in Hissar and Rohtak districts) with a capacity of five boars in each centre were established during 1981-82 and 1982-83 under the programme. A sum of Rs. 10.40 lakhs was spent on running these centres till the end of 1983-84. Against a target of 2,040 natural services during 1982-83 to 1983-84, only 688 services were rendered. The shortfall of 66 per cent was attributed to the purchase of under-age boars. The Department, however, viewed in August 1988 that the achievement was satisfactory keeping in view that the establishment of pig breeding centre was a new project in the area.

Three electric sheep shearing machines, costing Rs. 4.42 lakhs (one for Rs. 1.67 lakhs at Bhiwani and two for Rs. 2.75 lakhs at Sirsa) were imported during 1982-84 for modernising sheep shearing with a view to saving avoidable loss of wool. While two such machines remained idle up to February 1985 at Sirsa, the machine at Bhiwani had not been put to use due to non-receipt of spare parts (June 1987).

Though, as per condition stipulated in the sanction, only high quality tested buffalo bulls from the recognised organisations were to be purchased in consultation with the State Animal Husbandry Department and the National Dairy Research Institute, Karnal, the DRDA, Hissar purchased 75 buffalo bulls costing Rs. 3.30 lakhs during January to March 1986 from private farmers thereby defeating the very purpose of the scheme viz., 'Improvement of germplasm in the cattle population'.

*Jammu & Kashmir.*—Out of 826 quintals of fodder produced in Nidder Fodder Farm during 1981-82 to 1986-87, only 210.72 quintals were supplied to the Sheep Husbandry Department and 150 quintals of fodder produced during 1985-86 costing about Rs. 0.32 lakh were damaged due to exposure to snow and wind. Information about disposal of the balance quantity of fodder produced was not made available. Proof of remittance of sale proceeds of Rs. 0.39 lakh realised during 1981-82 to 1982-83 was not shown to Audit.

A 'Bull Mother Farm' was established at Khurba-thang (Kargil) during 1981-82 with the objective of producing bulls for distribution in the fields. For this purpose, 35 cows and 9 bulls were purchased during 1981-82. No records about the achievement of the farm were shown to Audit. Inspection of the farm by District Development Commissioner in May 1987, revealed that the livestock in the farm was suffering



from diseases. The sheds were also in a dilapidated condition. Most of the cows and calves were extremely weak. The Chief Animal Husbandry Officer and Project Officer, Kargil attributed it to lack of proper supervision and management. In the absence of records of periodical medical check up, it was not known if the diseased and unproductive animals had been detected on time.

An amount of Rs. 0.84 lakh was spent on the development of 200 acres of land attached to the farm with out verifying the title of the land with the Revenue authorities. The land, after its development, was taken over by the private party in 1984-85 through the Revenue authorities. This resulted in an expenditure of

Rs. 0.84 lakh going waste. Besides, fencing material worth about Rs. 3.13 lakhs which had been purchased was lying unused as the land no longer remained with the farm. A tractor purchased for Rs. 1.80 lakhs for development and cultivation of the farm became un-serviceable and was lying in a damaged condition. An amount of Rs. 0.71 lakh was advanced to the Chief Animal Husbandry Officer, Kargil during 1983-84 for which no adjustment account was received (September 1987).

A Rabbit Farm was established at Chanaspha in July 1980 for production of meat and fur. The table below indicates the number of annual births/deaths amongst the rabbits on the farm:

Year	Opening balance	Births	Fresh receipt	Total	Deaths	Transfer to other centres	Sale
1981-82	60	54	1	115	62	4	1
1982-83	48	370	—	418	298	—	16
1983-84	104	602	12	718	446	—	108
1984-85	164	478	4	646	183	210	102
1985-86	151	237	—	388	140	22	98

The high rate of mortality up to 1983-84 was attributed to the use of cattle-feed which contained more urea causing retention of urine and also poor ventilation and overcrowding. The poor sale was attributed to the insufficient demand. The farm was transferred to the State Government in 1986-87.

In September 1979, the DDA, Leh advanced Rs. 15 lakhs to the Director, Sheep Husbandry Department for purchase of Australian merinos. Out of this amount, 39 merinos were purchased for Rs. 7.40 lakhs, of which only 4 sent to Leh and the rest were distributed to other breeding farms in Kashmir which were not covered under the programme. Rupees 2.77 lakhs were refunded to the DDA and the balance amount was with the Resident Commissioner, New Delhi (Rs. 4.78 lakhs) and with Superintendent, Sheep Breeding Farm, Alstang (Rs. 0.05 lakh). Utilisation of the amount so retained was not shown to Audit.

For producing fodder, it was decided to cultivate 1,000 kanals (50.5 hectares approximately) of land at Bears (Drass) for which irrigation facility was to be provided by remodelling the Bears Canal. This was taken up in August 1982 and an expenditure of Rs. 3.32 lakhs was incurred up to March 1987. The local farmers, however, did not allow the increased discharge to be utilised for the farm since a large area was lying unirrigated and the additional water was

required for the village. A new canal is estimated to cost Rs. 2.46 lakhs.

The DDA, Kargil spent Rs. 15.14 lakhs on the construction of sheds from 1980-81 to 1984-85 at Alpine Goat Farm in Kargil established for developing dairy goats. An amount of Rs. 2.40 lakhs was placed at the disposal of the Director, Sheep Husbandry, Srinagar, in 1984-85 for purchase of Swiss Alpine goats. The goats were not purchased and the farm was transferred to the State Department from 1985-86 without recovering the investment made by the DDA, Kargil.

*Rajasthan.*—No expenditure for increasing fodder production in the desert area was incurred up to 1984-85. Without according priority for production of fodder for animals, the State Government spent Rs. 167.00 lakhs on the construction of mixed feed plants at Bikaner and Jodhpur districts.

Against 5,400 and 9,750 artificial inseminations targeted in Jodhpur district during 1982-83 to 1984-85 and in Pali district during 1982-83 to 1986-87 respectively, only 968 (18 per cent) and 2,859 (29 per cent) artificial inseminations respectively were done. The State department attributed the reasons for the low achievement to :

- regular migration of animals due to famine in the districts;



- inadequate trained staff to operate the process of artificial insemination; and
- irregular supply of liquid nitrogen jars resulting in spoiling of semen.

Under the scheme of development of pasture plot, it was envisaged that as soon as the development of the pasture plot was complete, cooperative societies were to be formed and the plots were to be handed over to them for maintaining the plots as well as animals out of their own income. The sheep and wool department had to maintain contact with these societies and had to impart training for health coverage. It was, however, noticed that out of 158 plots developed, 81 non-viable plots were transferred to the Forest Department in accordance with the orders issued by the State Government/DRDA between July

1983 and February 1987. Expenditure incurred on the development of 76 out of 81 transferred plots amounted to Rs. 80.58 lakhs (information relating to 5 plots of Barmer district was not available). In addition, the department had incurred expenditure on establishment of the scheme. The establishment expenditure incurred on 49 plots in Jodhpur district alone amounted to Rs. 100.59 lakhs; of these 49 plots, the plots transferred to the Forest Department were 32. The expenditure on establishment incurred on 4 transferred plots in Bikaner district amounted to Rs. 3.23 lakhs.

The State Government incurred an expenditure of Rs. 8.85 lakhs in Jodhpur and Pali districts, under animal health sector, even though the Government of India, while approving the Annual Plans, had not approved the items as detailed below :

Sl. No.	Item	Year	Expenditure incurred (Rs. in lakhs)	Remarks
1.	Fodder demonstration (Annual Plan 1984-85)	1985-86 and 1986-87	3.06	Work taken up in 1/2 hectare of irrigated land which was meant for benefitting big farmers against taking up of 0.10 hectare of land of small and marginal farmers.
2.	Surra control (Annual Plan 1984-85)	1984-85	1.98	
3.	Production of indigenous heifer and bulls (Annual Plan 1984-85)	1986-87	0.48	
4.	Committed schemes (Annual Plan 1986-87)	1985-86 and 1986-87	3.33	Committed items not to be taken up for execution from 1985-86 but items to be taken up on compact area approach.

## 11. Irrigation

Schemes under this sector comprised irrigation canals, channels, lift irrigation, dugwells, shallow tubewells, tanks, irrigation dams, protective tanks, etc.

*Gujarat.*—An amount of Rs. 223.34 lakhs was paid to the Ground Water Resources Development Corporation (GWRDC) up to 1986-87 for drilling, modernisation and energisation of tubewells. Out of 68 tubewells drilled at a cost of Rs. 88.52 lakhs, 9 tubewells drilled (cost : Rs. 9.16 lakhs) became unfruitful.

*Haryana.*—Against a target of 449 shallow tubewells, 301 tubewells were installed during 1979-80 to 1983-84. The shortfall was attributed to non-availability of cement and other construction materials.

In Rania block of Sirsa district, only 30 to 36 per cent of the area targeted to be irrigated by 40 tube-

wells installed at a cost of Rs. 70.50 lakhs was actually irrigated during 1979-80 to 1986-87. The shortfall in achievement was attributed by the Haryana State Minor Irrigation Tubewell Corporation to less power supply by the Haryana State Electricity Board, higher rate of water charges, installation of own tubewells by farmers, existence of sand dunes on the 'Chak' area and unsuitability of water of some tubewells for irrigation. In Bhiwani district also, the percentage of area irrigated (72 to 80 acres) by 10 tubewells installed at a cost of Rs. 26.83 lakhs to area targeted for irrigation (576 acres during each year) ranged between 13 and 14 during 1983-84 and 1984-85.

*Himachal Pradesh.*—The maintenance and marginal improvement of existing works were not to be taken up under the programme, but the DDPA, Kaza spent Rs. 95.61 lakhs on remodelling 30 traditional irrigation 'kuhls' between 1978-79 and 1985-86. The Culturable Command Area had increased by 68.30



hectares only, from 674.17 hectares to 742.47 hectares. The cost of bringing additional area under irrigation was, thus, Rs. 1.40 lakhs per hectare against the tentative cost of Rs. 1,504 per hectare adopted by the Department for working out the physical targets for the year 1987-88.

Against the leviable departmental charges of Rs. 23.60 lakhs worked out, on the basis of prescribed norms (17.5 per cent of the cost), the Irrigation and Public Health Division, Kaza levied departmental charges of Rs. 35.80 lakhs in respect of construction of 44 irrigation 'kuhls'. The excess levy of departmental charges (Rs. 12.20 lakhs) was not adjusted/recovered.

The work of remodelling on nine traditional 'kuhls' was discontinued (September 1982) in Kaza block after spending Rs. 25.80 lakhs on the decision of a committee (October 1982) that only new works were to be taken up under the programme. The expenditure incurred on incomplete works had, thus, not added to the existing Culturable Command Area thereby rendering the expenditure unproductive.

Two irrigation 'kuhls' were completed in July and September 1984 in Pooch Sub-Division at a cost of Rs. 26.17 lakhs (Leo 'kuhl'—Rs. 9.07 lakhs and Sumra 'kuhl'—Rs. 17.10 lakhs). There were complaints about non-functioning of these irrigation 'kuhls' owing to overflow/inadequacy of water. An enquiry to ascertain the reasons for non-functioning of the irrigation 'kuhls' was ordered (May 1986) by the State Government, the findings of which were awaited (July 1987). A sum of Rs. 1.55 lakhs (Sumra 'kuhl'—Rs. 0.42 lakh and Leo 'kuhl'—Rs. 1.13 lakhs) was further spent up to March 1987 on remodelling of these 'kuhls'. There was nothing on record to show whether these irrigation 'kuhls' had become functional.

*Jammu & Kashmir.*—The Langjunthang Irrigation Canal, Leh was approved in May 1982 at a cost of Rs. 20.20 lakhs and was to be commissioned in 1988. It was to irrigate 335 hectares of land. The District Development Commissioner, Leh observed during his inspection in April 1987, that the money already spent had largely gone waste since the land supposed to be irrigated was full of boulders and rocks, reclamation of which would be expensive, and that the head of the canal was in a flood prone zone. The canal being 'kaccha', had started filling up at a few places. He recommended that instead of approving the revised estimates of Rs. 50.66 lakhs, the matter be referred to the Vigilance Department. Till July 1987, an

expenditure of Rs. 19.81 lakhs had been incurred, but there had been no progress in commissioning of the canal.

Construction work of Durbuk Canal, Leh was started in 1982 at an approved cost of Rs. 31 lakhs and was to be completed in 1985. An expenditure of Rs. 18.10 lakhs had been incurred till March 1987 and the work was still incomplete (July 1987). Lining of the canal, initially estimated to cost Rs. 3.16 lakhs was done at a cost of Rs. 4.16 lakhs by increasing the length of retaining breast wall without obtaining necessary approval.

Four Irrigation Canals (Haftal, Rantaksha, Rarumany and Kumi) taken up in Kargil district during 1980-81 to 1983-84 had not been completed though an expenditure of Rs. 113.52 lakhs had been incurred on these canals up to March 1987. Work on three of the canals was started in anticipation of administrative approval and technical sanction which were still to be accorded.

*Rajasthan.*—In Jodhpur and Pali districts, out of a target of 1137 tubewells (712 medium and 425 low duty) during 1975-76 to 1986-87, only 830 tubewells were drilled. Of these, 159 had failed and 146 remained unsold. The Department stated in August 1988 that the main reason of shortfall was less number of applicants coming forward for such tubewells. In the above two districts, rigs purchased out of programme funds were used for construction of tubewells costing Rs. 31.96 lakhs for other State Departments and private parties. The cost recovered from these Departments/parties was retained by the Ground Water Department as revenue of the State whereas Rs. 11.19 lakhs representing 35 per cent of the above amount was to be deposited with the DRDA as per orders of the State Government. The Ground Water Department had not submitted accounts of expenditure (July 1987) against advances of Rs. 15.25 lakhs (up to August 1977) and Rs. 17.50 lakhs (1981-82) in the form of revolving fund for various works.

In Jodhpur and Pali districts, 30 irrigation works were completed at a cost of Rs. 257.22 lakhs during 1980-81 to 1984-85. While the irrigation potential created to the extent of 3,362 hectares, the actual irrigated area was 9 hectares.

In Barmer, Jalore, Jhunjhunu, Pali and Sikar districts, 7 irrigation dams sanctioned during 1978-79 to 1981-82 were incomplete although an expenditure of Rs. 98.98 lakhs had been incurred up to March 1986.



Out of these, 2 dams at Chirpatia and Gajnai (Pali district) costing Rs. 63.38 lakhs were washed away. The dam at Chirpatia sanctioned in 1979-80 at an estimated cost of Rs. 36.95 lakhs was completed in the year 1981-82 after incurring an expenditure of Rs. 30.76 lakhs. The dam breached in August 1982 at 52 places in the very first rain. The causes of breaches were reported to be due to use of unsuitable soil, shortcomings in design, poor workmanship, lack of proper supervision, starting of work without getting the soil tested, etc. After the dam had breached, a sum of Rs. 10.18 lakhs was further booked between 1982-83 and 1986-87 which, according to the Department, represented the old claim of contractor (Rs. 4.33 lakhs), expenditure on re-modelling of unbreached portion of the dam (Rs. 4.16 lakhs), restoration of the breached portion of the dam (Rs. 0.14 lakh) and testing of soil (Rs. 1.55 lakhs). The Irrigation Department had proposed restoration of the dam at a cost of Rs. 18 lakhs with certain changes in design. The other dam at Gajnai (Pali district) sanctioned in December 1979 at an estimated cost of Rs. 24.00 lakhs. The construction of the dam was stopped in May 1982 on the apprehension made by the Central Arid Zone Research Institute (CAZRI), Jodhpur and the Ground Water Department that construction of the dam might increase the salinity in the down stream. The CAZRI, in its report for survey of Upper Luni Basin, further apprehended that any attempt to dam the river fully would adversely affect the water flow down stream (in West). The work was, however, restarted in January 1983 without consulting the CAZRI. The dam was washed away in July 1983 by which time a total expenditure of Rs. 22.44 lakhs had been incurred on the work.

## 12. Agriculture

Activities under this component comprised soil survey and moisture conservation by means of water harvesting structures and also crop husbandry, horticulture, etc.

*Haryana.*—A fodder farm (100 acres) was set up in March 1982 on Panchayat land at a cost of Rs. 9.63 lakhs for providing fodder to small and marginal farmers and also landless agricultural labourers. The expenditure was incurred during 1982-83 to 1983-84 on levelling of land (Rs. 1.82 lakhs), construction of building (Rs. 2.50 lakhs), development of farm (Rs. 1.57 lakhs), cost of agricultural implements (Rs. 0.65 lakh), cost of installation of seven tubewells (Rs. 1.83 lakhs) and raising of fodder (Rs. 1.26 lakhs). The sale of fodder from the farm fetched only Rs. 0.47 lakh during 1982-84.

Further, the Gram Panchayat reported (January 1985) to the DRDA, Rohtak that no fodder was raised on the farm after 1983-84 and the Forest Department was cultivating the land. The fodder farm had, thus, failed to achieve the objective.

The DRDA, Rohtak incurred Rs. 4.69 lakhs during 1982-83 to 1984-85 on raising a nursery for free supply of fruit plants and vegetable seedlings to farmers. Out of 55,250 fruit plants raised, only 3,530 (6.4 per cent) were distributed/sold to farmers during this period.

*Himachal Pradesh.*—The DDPA, Kaza established (June 1981) one vegetable-cum-potato seed development farm at Lari village on an area of about 90 bighas. Before starting the work on the farm, neither any soil test was conducted nor were other ecological factors taken into account. The DDPA spent Rs. 7.71 lakhs between June 1981 and March 1987 on the development, maintenance and upkeep of the farm. During 1982-83 to 1986-87, only 130.10 quintals of potatoes were produced out of the 91.70 quintals of potato seeds sown. Barring a yield of 20 quintals of potatoes during 1983-84, which was sold for Rs. 0.01 lakh to farmers for being utilised as seed, the remaining yield was either utilised in the farm or sold in the market for domestic use. The Department stated in August 1988 that the farm had been handed over to Himachal Pradesh Krishi Vishwa Vidyalaya, Palampur, for research work during 1987-88.

*Jammu & Kashmir.*—Against the target of 496 acres of land to be brought under soil conservation during the Sixth Plan, only 175 acres were covered. Before executing soil conservation works, no scientific survey was conducted and no reports were prepared. The DDA, Leh, confirmed (August 1987) that the soil conservation works were taken up in a haphazard manner.

An amount of Rs. 19.79 lakhs was incurred on reclamation of land for development of the Seed Multiplication Farm at Khurbathang during 1979-80 to 1986-87. Irrigation facility to the farm was provided from Khurbathang Canal which was commissioned in May 1986. Due to improper development/levelling, the irrigation facility could not reach the entire developed area and as a result, 80 per cent of the crops got damaged during 1986-87.

A Seed Multiplication Farm was established at Zanaskar without any technical evaluation. An amount of Rs. 6.57 lakhs was spent up to August 1987 for fencing 300 acres of land and construction of huts. In September 1986, the Chief Agriculture Officer,



Kargil, however, recommended that a farm area of only 50 acres be fenced as maintaining a farm of 300 acres would be a capital and labour intensive project with a long gestation period. A tractor purchased during 1984-85, at a cost of Rs. 1.80 lakhs for use in the farm had developed defects on reaching the site and could not be put to use. The tractor was stated to have been sent for repairs. Besides, tools and other equipment purchased for Rs. 1.00 lakh without any requisition from the Chief Agriculture Officer, Kargil were also lying unused.

A pump shed was constructed in the beginning of 1985 and pump installed on the bank of river Indus at a cost of Rs. 0.81 lakh to supply water to the fruit plants nursery (area to be irrigated : 10 acres) at Nimoo (Leh). The pump set was installed without taking into account the maximum flow level of the river. With the rise in water level of the Indus river the pump house got submerged in 1985 and then again in July 1986 after it was reconstructed at a cost of Rs. 0.10 lakh. As a result, normal operation of the nursery was affected and the crops were damaged. In July 1986, the Project Officer, Leh requested the Chief Engineer, PWD, Leh to fix responsibility for faulty planning and designing. Information about action taken was, however, not made available to Audit.

The DDAs, Leh and Kargil paid Rs. 3.50 lakhs and Rs. 5 lakhs to the Deputy Registrars of Cooperatives at Leh and Kargil respectively during 1979-80 to 1981-82 for giving loans to members of the cooperative societies for agro-based activities. The loans were interest free and recoverable in 3 annual instalments. The entire amount of Rs. 5 lakhs paid to members of societies at Kargil and a sum of Rs. 0.69 lakh from the cooperatives at Leh were outstanding (September 1987). The reasons for extending the period of payment was said to be to allow the societies time to become healthy and viable, but the orders of the Governing Board for such extension were not on record. No interest was to be charged from the loanees by the cooperative societies but it was seen that the societies charged 2 per cent interest and retained the amount to meet miscellaneous expenses.

*Rajasthan.*—While an amount of Rs. 63.45 lakhs was spent on soil survey in Jodhpur and Pali districts up to June 1985, the results of survey were not utilised for formulation of plans for increasing agricultural production. The soil survey units were abolished with effect from 1st November 1985. The State Government in November 1985 asked the Director

of Agriculture to prepare a detailed report regarding availing of the results on soil survey within two months. Though a period of about 2 years had elapsed, nothing was found to have been done in this respect.

Six watershed works, for which Rs. 13.96 lakhs had been sanctioned, were dropped/abandoned mid-way in Jodhpur district, after Rs. 3.12 lakhs had been spent. No responsibility was fixed for the failure in execution of these works. The Department stated in August 1988 that the matter was being inquired from the Additional Director (Soil-conservation), Jodhpur.

In Jodhpur district, 35 small kaccha dams called 'Khadeens' sanctioned during 1981-82 and 1982-83 were to be completed within one year i.e. by 1982-83 and 1983-84. An expenditure of Rs. 28.59 lakhs was incurred. Of these, 2 were completed in 1983-84, 14 in 1985-86 and 17 in 1986-87 and two works were dropped. There was excess payment of Rs. 3.40 lakhs to a contractor on the basis of incorrect claims made by him.

In Barmer district, out of 30 'Khadeen' works, only 19 (expenditure : Rs. 7.64 lakhs) were completed in 1983-84 and the rest had remained incomplete even after more than five years of commencement of the work (1987). In Jaisalmer district, 29 works remained incomplete after incurring an expenditure of Rs. 13.02 lakhs as there were complaints of irregularities in execution.

### 13. Other points of interest

*Haryana.*—In order to augment the capacity of the milk plant at Bhiwani from 20,000 litres to 50,000 litres per day, the Haryana Dairy Development Co-operative Federation (HDDCF) purchased machinery and equipment worth Rs. 36.91 lakhs. The machinery and equipment worth Rs. 30.84 lakhs were installed in 1981-82 and the remaining machinery and equipment worth Rs. 6.07 lakhs were transferred to milk plants at Ambala, Jind and Rohtak for their use although Ambala and Jind districts (cost of machinery and equipment transferred : Rs. 3.03 lakhs) were not covered under the programme. The plant having additional installed capacity of 30,000 litres had also not been commissioned (May 1987) due to lack of demand for condensed milk.

The HDDCF purchased machinery and equipment costing Rs. 160 lakhs (Rs. 66.03 lakhs provided by the DRDA, Sirsa) during 1980-84 for setting up a milk plant at Sirsa. The entire machinery was lying unutilised in the open for want of milk plant building



(June 1987). The machinery was stated in August 1988 to have been transferred to Milk Plant at Jind district. This district was, however, not covered under the programme.

*Rajasthan.*—As per recommendations of the NCA in 1974, a Desert National Park was established at Jaisalmer to study the ecological status of the desert to understand the life cycle of plants and animals of the region and for continued studies under undisturbed desert conditions. Whereas the State Government earmarked in May 1981 an area of 3.16 lakh hectares of Barmer and Jaisalmer districts for the purpose, an expenditure of Rs. 120.74 lakhs was reported to have been incurred mainly on protection and maintenance of natural habitats from degradation, regeneration of desert plants including fencing, planting of grass, development and maintenance of water holes, etc., during 1978-79 to 1986-87. It was, however, noticed that no study as envisaged by the NCA had been conducted as the post of Research Officer meant for the purpose remained unfilled.

Fifteen wireless sets purchased between July 1982 and August 1983 by the Director, Desert National Park, Jaisalmer at a total cost of Rs. 3.32 lakhs were not put to use due to non-supply of accessories required (cost : Rs. 0.95 lakh) for their proper functioning by the firm and due to non-availability of technical staff for their installation and operation.

The Central Arid Zone Research Institute, Jodhpur (CAZRI) was entrusted in February 1979 with the work of preparing a report on the integrated survey of Upper Luni Basin in Rajasthan and, *inter alia*, formulating a project outline for desert development and flood control. The CAZRI was paid Rs. 25.90 lakhs out of the programme funds between 1978-79 and 1981-82. It submitted its report in August 1983 as against the stipulated time of 2 years from February 1979. A study group was formed in August 1983 for preparing an action plan based on the recommendations of the report. The study group, which was to submit its report within 2 months, held its first meeting in April 1984 but only minor irrigation projects were discussed. The report had not been furnished (October 1987).

An order was placed by the State Department with a firm (November 1984) for the supply of 5,000 kgs. of polythene bags at Rs. 25.50 per kg. Test of the samples revealed (September 1985) that the bags did not conform to the ISI specification. An expenditure of Rs. 1.18 lakhs was incurred on 4,614 kgs. of defective bags actually supplied.

S/206 C&AG/88—6

Despite the fact that the average per day milk collection of Jodhpur Dairy was 29,000 litres against the existing storage and handling capacity of one lakh litres, the State Government spent Rs. 62.50 lakhs during 1977-78 to 1981-82 for expansion of its storing capacity to 1.50 lakh litres. The average per day milk collection of the Dairy ranged between 14,400 litres and 39,000 litres since inception of the programme till 1986-87.

The DRDA, Jodhpur paid Rs. 12.87 lakhs to Jodhpur Dairy between December 1975 and March 1977 for equity shares for providing margin money debiting the amount under the programme. The State Government decided in January 1981 that the amount should be recovered in 6 equal instalments after the expiry of moratorium of 5 years. The moratorium period expired in March 1981 and 1982 but the Dairy had not refunded the amount (September 1987). The DRDA had not taken action for its recovery.

#### 14. Monitoring System

14.1 The Department is responsible for monitoring the implementation of the programme by collection of data, field visits and discussions with the State Governments. Data on financial and physical achievements are collected from the State Governments through monthly, quarterly and six monthly progress reports.

There was, however, no system of indepth review of the performance of the programme at the Central level prior to December 1986. The progress reports were not received regularly and most of the reports received did not provide complete information.

At the State and district levels, there was no institutionalised monitoring where the performance of the programme could be analysed in detail and problems sorted out. Inter-Sectoral coordination and programme integration were lacking at the State and agency levels.

Information as to the number of field visits made each year by Officers of the Department to various States/districts/blocks during 1980-81 to 1986-87 and the tour reports were not made available excepting four reports of the tours conducted by Central Officers/teams in July 1981 (Spiti), July 1986 (Leh and Kargil districts), December 1986 (Barmer, Jaisalmer and Jodhpur districts) and February 1987 (Mehsana district).

14.2 The Central Sanctioning Committee of the Department in its meetings (December 1986 and June



1987) recognised and highlighted the following deficiencies in the implementation of the programme :

- hardly a few plans were prepared and implemented on the micro-watershed basis as well as on the basis of survey and analysis of the resource endowments of the project areas;
- there was lack of data for scientific demarcation of micro-watersheds in Rajasthan;
- there was lack of skilled man-power and expertise in planning and project formulation;
- there was no appropriate technology for the development of cold arid area and no infrastructure for research in the area;
- not much attention was given to the formulation of area specific plans integrating funds under various State and Centrally aided programmes;
- there had been no perceptible impact in arresting desertification due to taking up a wide range of activities which were neither properly integrated nor necessarily related to the central core objectives of the programme;
- plans and proposals received from the States were too sketchy, based on insufficient and inadequate data, without any cost benefit analysis and quantification of beneficiaries and benefits;
- low investment over a widely dispersed areas;
- lack of conceptual clarity about the objectives of the programme and methodology and techniques of formulating appropriate schemes at the middle and lower levels;
- treatment of the programme as source of additional funds for routine State schemes by the Line Departments of the State Governments;
- diversion of funds to unapproved schemes;
- non-adjustment of advances given to the Line Departments for considerable length of time; and
- consequent on lack of proper monitoring and capability for appraisal of projects at the State level, many stereo-typed sectoral

schemes were taken up without taking over-all objectives of the programme in view.

The Department stated in August 1988 that certain decisions regarding completion of survey of potential water harvesting structures on micro-watershed basis, taking institutional help in this work from the Survey of India, National/State Remote Sensing Agencies, Aerial Photo Interpretation Laboratories, strengthening of parties for adequate ground survey, creation of project formulation cell and preparation of shelf of projects, were taken in March 1988.

14.3 Other shortcomings noticed in the monitoring system in the various States were as under :

*Himachal Pradesh.*—The Governing Bodies of the DDPA's were required to meet at least once in a quarter to review the implementation of the programme. The Governing Body of the DDPA, Kaza did not meet during 1977-78 and 1983-84; it met once a year during 1978-79 to 1982-83 and twice a year during 1984-85 to 1986-87. The Governing Body of the DDPA, Pooch met once during 1985-86, twice during 1984-85 and thrice during 1982-83, 1983-84 and 1986-87.

The implementing machinery was not geared to the task as evidenced by the fact that 46 posts out of 61 which included crucial functions such as that of Assistant Project Officers, Agriculture Inspectors, Veterinary Assistant Surgeons, Surveyors, Fodder Inspectors, Horticulture Inspectors, etc., remained vacant for periods ranging between 7 months and 9 years.

*Jammu & Kashmir.*—Bye-laws of the DDAs, Kargil and Leh provided that the annual general meeting of the General Body should be held at least once in a year with a gap of not more than 15 months. Details of meetings held were not made available by the DDA, Leh and no meeting was held in the DDA, Kargil during the past four years.

#### 15. Evaluation by the States

The evaluation of the impact of the programme was not got done by the State Governments of Gujarat, Haryana, Jammu & Kashmir and Rajasthan. In Himachal Pradesh, while no evaluation study was conducted in Pooch, the study conducted in Kaza by Himachal Pradesh University during 1983-84 pointed out constraints/deficiencies in the implementation of the programme under various sectors. The Planning Branch in Himachal Pradesh with evaluation responsibilities was reportedly understaffed as a result of which concurrent evaluation work was neglected.



#### 16. Evaluation by the Centre

The data in regard to the extent of containment of deserts was not available with the Department.

The department stated in August 1988 that no evaluation study of the programme in its entirety (hot as well as cold deserts) could be taken up in the past. Further, they stated that the Programme Evaluation Organisation of the Planning Commission has been entrusted with this task now.

The Department had suggested to the Programme Evaluation Organisation that the study way *inter alia* include the following :

- the extent to which the programme objectives have so far been achieved;

- whether the achievements were in line with the expectations and if not, identify the reasons in terms of planning, administrative, financial and other constraints;
- analysis of selected schemes in different sectors for their technical, economic and social feasibility as well as to gain insights into the process of their planning, administration and implementation; and
- measuring the impact of the programme in the selected areas and derive policy directives from the above analysis to reorient the programme in the desired direction.

The study is yet to be completed (August 1988).

New Delhi  
The

6 NOV 1988

*D. S. Iyer*

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Director of Audit, Commerce, Works & Miscellaneous-I

Countersigned

New Delhi  
The

6 NOV 1988

*T. N. Chaturvedi*

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Comptroller and Auditor General of India.



**APPENDIX**

(Refer to paragraph 8.1)

*Statement of physical achievements under the Desert Development Programme*

Activities	Gujarat		Haryana		Himachal Pradesh		Jammu & Kashmir		Rajasthan	
	Sixth Plan	1985-86 to 1986-87	Sixth Plan	1985-86 to 1986-87	Sixth Plan	1985-86 to 1986-87	Sixth Plan	1985-86 to 1986-87	Sixth Plan	1985-86 to 1986-87
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)
1. (i) Soil Survey (In hectares)	750	131*	— 100	2,164*	3,700 250	10*	920 250	346*	77,160 (67,240) 5,710 (67,025)	13,494
(ii) Soil conservation (In hectares)	920									
2. Irrigation potential created (In hectares)	1,660	60	—	396	220	974	210	200	5,790 (7,705)	2,700
3. New veterinary dispensaries (In numbers)	—	—	4	—	—	—	—	—	157	—
4. Sheep breeding societies (In numbers)	—	—	78	—	—	—	—	—	61	—
5. Wool Extension Centres (In numbers)	2	—	18	—	—	—	—	—	—	—
6. Milk Cooperative Societies/Milk Collection Centres (In numbers)	—	—	279	—	—	—	—	—	442	—
7. Animals artificially inseminated (In numbers)	—	—	—	—	—	—	—	—	7,430	—
8. Cross-bred lamb born/distributed (In numbers)	—	792	120	—	—	—	2,120	305	4,170	1,183
9. Forestry and pasture, fodder and roadside plantation (In hectares)	11,620	4,130	7,610	4,721	500	323	100	418	34,040	22,295
10. Sand dune stabilisation (In hectares)	—	—	2,750	—	210	—	—	—	8,130	—
11. Shelter belt plantation (In kms.)	180	—	22,620	—	80	—	60	—	9,670	—
12. Villages electrified (In numbers)	5	—	—	—	—	—	—	—	254 (419)	—
13. Tube-wells energised (In numbers)	66	—	167	—	—	—	—	—	1,041 (1,725)	—
14. Area planted under fruits and vegetables (In hectares)	—	—	—	5	—	301	—	4	—	—
15. Area under crop husbandry (In hectares)	—	423	—	961	—	23	—	33	—	—
16. Area under dryland farming (In hectare)	—	—	—	915	—	1	—	—	—	—
17. Area developed under mulberry (In hectares)	—	5,150	—	—	—	—	—	—	—	—
18. Animals treated (In numbers)	—	1,02,720	—	—	—	3,743	—	956	—	3,20,918
19. Employment generated (In lakh man-days)	19.72	3.83	31.75	4.55	5.42	4.48	0.84	—	147.65	13.24

Note : Figures in parentheses are as per the records of the State Governments.

\*Separate details were not available.



## ERRATA

<i>Page No.</i>	<i>Column</i>	<i>Line</i>	<i>For</i>	<i>Read</i>
6	1	4 from bottom	shorcomings	shortcomings
7	1	9	amonuting	amounting
10	2	1 below the table	Mehsaha	Mehsana
11	2	36 & 37	fedder	fodder
12	1	2	extermely	extremely
12	1	2 below the table	cattel-feed	cattle-feed
19	1	11	way	may



