

STANDING COMMITTEE ON RURAL DEVELOPMENT

(2016-2017)

29

SIXTEENTH LOK SABHA

MINISTRY OF RURAL DEVELOPMENT

(DEPARTMENT OF LAND RESOURCES)

*[Action taken on the recommendations contained in the Twenty Second (Sixteenth Lok Sabha)
on Demands for Grants of the Ministry of Rural Development (Department of Land Resources)
for the year 2016-17]*

TWENTY NINTH REPORT



LOK SABHA SECRETARIAT

NEW DELHI

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*[Action taken on the recommendations contained in the Twenty Second Report (Sixteenth Lok Sabha)
on Demands for Grants of the Ministry of Rural Development (Department of Land Resources)
for the year 2016-17]*

Presented to Lok Sabha on 15.12.2016

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LOK SABHA SECRETARIAT

NEW DELHI

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**COMPOSITION OF THE STANDING COMMITTEE ON RURAL DEVELOPMENT
(2016 -2017)**

Dr. P. Venugopal -- *Chairperson*

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| 4. Shri Ravi Kant Prasad Sinha | - | Committee Assistant |

(ii)

INTRODUCTION

I, the Chairperson of the Standing Committee on Rural Development (2016-2017) having been authorised by the Committee to present the Report on their behalf, present the Twenty Ninth Report on the action taken by the Government on the recommendations contained in the Twenty Second Report of the Standing Committee on Rural Development (16th Lok Sabha) on Demands for Grants (2016-17) of the Ministry of Rural Development (Department of Land Resources).

2. The Twenty Second Report was presented to Lok Sabha/laid in Rajya Sabha on 02 May, 2016. Replies of the Government to all the recommendations contained in the Report were received on 15 September, 2016.

3. The Report was considered and adopted by the Committee at their sitting held on 09 December, 2016.

4. An analysis of the action taken by the Government on the recommendations contained in the Twenty Second Report (Sixteenth Lok Sabha) of the Committee is given in **Appendix-II**.

NEW DELHI;
14 December, 2016
23 Agrahayana, 1938 (Saka)

DR. P. VENUGOPAL
Chairperson,
Standing Committee on Rural Development

CHAPTER I

REPORT

This Report of the Standing Committee on Rural Development (2016-17) deals with the action taken by the Government on the Observations/Recommendations contained in their Twenty Second Report (Sixteenth Lok Sabha) on Demands for Grants (2016-17) of the Ministry of Rural Development (Department of Land Resources).

2. The Twenty-Second Report was presented to Lok Sabha on 2 May, 2016 and was laid on the Table of Rajya Sabha on the same date. The Report contained 10 Observations/Recommendations.

3. Action Taken Notes in respect of all the Observations/Recommendations contained in the Report have been received from the Government. These have been examined and categorised as follows: -

- (i) Observations/Recommendations which have been accepted by the Government:
Serial Nos. 1,2, 3, 4, 6, 7, 8 and 10.

Total:8
Chapter-II

- (ii) Observations/Recommendations which the Committee do not desire to pursue in view of replies of the Government:
Serial No.NIL.

Total: Nil
Chapter-III

- (iii) Observation/Recommendation in respect of which replies of the Government have not been accepted by the Committee:
Serial No. 5 and 9.

Total: 02
Chapter-IV

- (iv) Observations/Recommendations in respect of which final replies of the Government are still awaited:
Serial No. NIL

Total:Nil
Chapter-V

4. **The Committee desire that replies to recommendations made in the Chapter - I of this Report may be furnished to the Committee expeditiously.**

5. The Committee will now deal with action taken by the Government on some of their Observations/Recommendations that require reiteration or merit comments.

A. Need for taking more watershed projects and strengthening monitoring mechanism

Recommendation (Serial Nos. 5, Para No.2.5)

6. With regard to monitoring mechanism of the schemes of the Department, the Committee had recommended as under:-

"The Committee's examination has revealed various aspects related with monitoring like overall performance of IWMP projects in different States, need for IWMP projects in desert areas for addressing growing desertification of lands, use of space technology for monitoring by Geo-portal like Srishti for IWMP project and survey/re-survey work and use of mobile technology like Drishti by mobile app, impact of watershed projects on poverty reduction etc. With regard to overall performance, the Committee appreciate that all the 8,214 IWMP projects are in Maharashtra, 1,025 projects are in Rajasthan, 610 projects in Gujarat etc. The Committee hope that these ongoing IWMP projects are completed on time. The Committee are also happy to note that as many as 1,324 projects that were sanctioned in 2009-10 are due for completion this year. With regard to implementing more and more IWMP projects in desert areas like Rajasthan, the Committee are happy to note that second largest ongoing IWMP projects are in Rajasthan. The Committee find that in the light of growing desertification of land, there is a need to take up more and more watershed projects. In this context, the Committee have been informed that scientific data based on satellite imaging is available for this purpose. The Committee are constrained to note that latest updated data is available in Wasteland Atlas, 2011 which is under revision and the updated data will be available only by end of 2016-17. The Committee desire that the updated data on this issue be made available to public expeditiously. On the issue of space technology through Geo-portal of Srishti and by mobile technology through mobile app Drishti for implementation of IWMP projects and survey/re-survey work under DILRMP programme, the Committee appreciate that by this way a lot of funds are being saved by avoiding field visits by officials. The Committee however, feel that the use of these technologies be promoted in a big way so that common man is largely aware of these technologies. On the issue of

impact assessment of wasteland programmes on poverty reduction, the Committee are constrained to note that DoLR is relying on the findings of studies done by ICRISAT Hyderabad in different areas in 17 States. The Committee feel that DoLR should cross check these with available space technologies, mobile technologies and if necessary field visits by officers to take stock of the real situation at ground level. On the issue of showcasing the good work by watershed activities in other areas, the Committee are happy to note that DoLR has agreed with their suggestion. The Committee, therefore feel that such an exercise be undertaken in time-bound manner in consultation with States/UTs for rejuvenating the affected areas."

7. The Government in their Action Taken Reply have stated as under:-

"The updating of Wasteland Change Analysis in India between 2008-09 and 2015-16 has been assigned to the National Remote Sensing Center (NRSC), Hyderabad on 22.02.2016. On the use of space technology in monitoring of Watershed Projects, it is submitted that the mobile app Drishti is also made available in the public domain from where officials, MEL agencies and citizens can use the app for uploading photographs of the WDC-PMKSY activities. So far, 3.95 lakh photographs have been uploaded by using the Drishti mobile app.

The Third Party Concurrent Monitoring, Evaluation & Learning (MEL) agencies appointed by DoLR for Monitoring & Evaluation have a functional MIS platform for MEL. This MIS now provides faster access to project level information, reports and shows projects and structures constructed in the field on the map as well as on satellite images. All photos taken in the field have the latitude and longitude of individual work sites. Information on Self Help Groups (SHGs), User Groups (UGs) and Watershed Committees (WCs) of selected project villages collected during the M&E exercise are being made available in the MIS by these agencies.

Based on the experiences of the watershed programme, some State Governments have taken initiatives and launched their own programmes for rainwater conservation as indicated below:

- 1 Mukhya Mantri Jal Swawlamban Abhiyan has been launched in Rajasthan with the vision to ensure effective implementation of water harvesting and water conservation related activities in the rural areas using a holistic approach.
- 2 Maharashtra Government has launched the project Jalyukt Shivar Abhiyaan in a bid to make Maharashtra a drought-free State by 2019. The project involves deepening and widening of streams, construction of cement and earthen stop dams, work on nullahs and digging of farm ponds etc.
- 3 The State Government of Andhra Pradesh has launched Neeru-Chettu, a programme aimed at conserving water and saving trees, in all districts of the State."

8. To arrest the growing desertification of land in the country, the Committee had recommended to take up more and more watershed projects. The Committee had also asked the Department of Land Resources to expeditiously update the data available in the Wasteland Atlas, 2011 of the country which was old and last updated in 2011 and make it available to the public. Also, for effective monitoring the Committee had recommended to promote and popularise the Geo-portal 'Shrishti' and mobile app 'Drishti' for implementation and monitoring of IWMP projects. The Department in their action taken reply have stated that updating of Wasteland Change Analysis in India between 2008-09 and 2015-16 has been assigned to the National Remote Sensing Center (NRSC), Hyderabad on 22.02.2016. On the use of space technology in monitoring of Watershed Projects, the Department stated that the mobile app Drishti is available in the public domain. On taking up more and more watershed projects to stop desertification of land, the Department of Land Resources have referred to 3 states and their programme viz. Mukhya Mantri Jal swawlamban Abhiyan in Rajasthan, Jalyukt Shivar Abhiyan in Maharashtra and Neeru-Chettu of Andhra Pradesh. The Committee are at a loss to find that the Department of Land Resources have not provided the time frame for the updation of Wasteland Atlas as without the proper and scientific data it would not be possible to identify the problem areas and also the progress made. Also, the Department has not done anything to popularise 'Shristi' and 'Drishti' and the Department has not stated whether they are willing to take up more watershed projects and they have merely enumerated

the State programmes. While reiterating their recommendation, the Committee desire that a time frame may be given to complete the Wasteland Atlas and Centre should come forward and take a leading role in taking up more watershed programmes apart from the State initiatives. Also, necessary steps should be taken to popularise the Geoportal 'Shrishti' and the Mobile app 'Drishti' for implementation and effective monitoring of IWMP projects.

B. Co-ordination between Centre and State

9. With regard to constraints in coordination and capacity building in implementation of Digital India Land Records Modernization Programme (DILRMP), the Committee had recommended as under:-

Recommendation (Serial No. 9, Para No. 2.9)

10. The Committee have also come across other constraints like difficulties in allocation of their resources for revenue administration as land is a State subject and implementation of DILRMP with State Government. The Secretary, DoLR also highlighted the need for enhancing capacity at the level of Patwari, Tehsil-dar etc. For proper implementation of DILRMP about linking of Aadhar with land record also came out before the Committee and the Committee were informed that roadmap in this regard is under preparation. The Committee feel that necessary upgradation/enhancement at different levels can be achieved by regular coordination with States/UTs in a time-bound manner.

11. The Government in their Action Taken Reply have stated as under:-

"The Department has started a pilot project at Jind District of Haryana for making Aadhar-Enabled Land Records. The roadmap has already been prepared for implementation of Aadhar Enabled Land Records. The States have also been informed. Maharashtra, Andhra Pradesh, Telangana are having Aadhar-Enabled Land Records. The Department is also requesting the States/UTs to integrate RoR with cadastral maps."

12. Keeping in view that land is a state subject, the Committee had recommended regular coordination with the states/UTs for necessary upgradation/enhancement at different levels of the implementation of the Digital India Land Records Modernisation Programme. The Department in their reply have stated that they have started a pilot project at Jind District of Haryana for making Aadhar -Enabled Land Records. They have also informed that they have prepared a road map for implementation of Aadhar -enabled land records and informed that Maharashtra, Andhra Pradesh and Telangana are having Aadhar-enabled Land Records. The Committee, are disappointed to note that the Department is silent about the coordination mechanism with the states/UTs for effective implementation of the scheme. The Committee therefore, reiterate their recommendation for better coordination with the states/UTs in a time bound manner, which is critical for the success of the programme.

CHAPTER II

RECOMMENDATION WHICH HAVE BEEN ACCEPTED BY THE GOVERNMENT

Recommendation (Serial No. 1 Para No. 2.1)

The Committee are constrained to note that during XIIth Plan (2012-17) under IWMP there was huge gap between agreed outlay vis-a-vis actual outlay whereas under DILRMP there was no such gap. The Committee also note that in both programmes, there was reduction from BE to RE, particularly during 2013-14 and 2014-15 under IWMP and during 2013-14 to 2015-16 under NLRMP though marginal. For instance the Committee find that under IWMP as against the agreed outlay of Rs.29,296.00 crore, the actual outlay was only Rs.14,962 crore which was brought down to Rs.9,036.50 crore at RE level in the first four years of the Current Plan. In the case of IWMP, large unspent balances have been given as reasons for reduction for 2013-14 whereas for 2014-15, DoLR has stated that it was done for reasons best known to Ministry of Finance. Whereas under NLRMP during the XIIth Plan (2012-17) BE of Rs.970.50 crore was brought down to as low as Rs.533.00 crore at RE stage in first four years of the Current Plan and DoLR has stated that it is a reflection of inability to grant funds to the States in early part of the year owing to unspent balances from previous years. The Committee find that under IWMP, BE (2013-14) and (2014-15) was brought down from Rs.5,387 crore and Rs.3,500.00 crore to as low as Rs.2,284.00 crore and Rs.2,319 crore at RE stage respectively, whereas under NLRMP, the BE (2013-14), (2014-15) and (2015-16) of Rs.377.50 crore, Rs.250.00 crore and Rs.97.00 crore was brought down to as low as Rs.216.00 crore, Rs.181.00 crore and Rs.40.00 crore at RE level respectively.

The Committee feel that reduction of agreed outlays under IWMP and reduction of BE to RE both under IWMP and NLRMP largely due to unspent balance does not augur well with the overall utilisation of funds on the part of DoLR. The Committee therefore recommend that all out steps be taken to utilise the allocated funds under both the programmes during 2016-17 so as to bridge the gap between BE and RE level under both the programmes.

Reply of the Government

Due to change in the funding pattern of National Land Records Modernization Programme (NLRMP) during the year 2015-16 the scheme could not start in the initial stage and the BE was reduced. It may be pertinent to mentioned that the funding pattern was reduced from 100% to 50% in the computerization of land records. Further, it may also be seen that during the year 2015-16 the utilization reported was Rs.39.98 crore which is almost 100%. Efforts have already been made to utilize RE Rs.150 crore allocated to Digital India Land Records Modernization Programme (DILRMP) during 2016-17. As recommended by the Committee, the Department is making all efforts to pursue the States to expedite utilization of allocated funds under WDC-PMKSY. The implementation of projects has been reviewed with State Governments in various fora like Video Conference with the States, Regional Review Meetings, Quarterly Review Meetings, SLNA meetings held at State level and Department officials' visits to the States. The States are advised to expedite implementation of the projects and utilize the

allocated funds. During 2015-16, the Department was able to retain the RE at the same level as the BE i.e. Rs. 1530 cr. Out of this, the Department released Rs. 1529.86 cr. for implementation of WDC-PMKSY.

[O.M. No. Z-16013/2/2016-GC dated 15 September, 2016, Department of Land Resources (Ministry of Rural Development)]

Recommendation (Serial No. 2, Para No. 2.2)

The Committee have also examined the State-wise details of unspent balances under IWMP as also NLRMP programmes as on 31.12.2015. The Committee are constrained to note that as large as Rs.1,685.00 crore under IWMP and as large as Rs. 603.20 crore under NLRMP during 2015-16 are lying unspent. Further under IWMP, the major States where there are unspent balances are in Rajasthan with Rs. 338.52 crore, Madhya Pradesh with Rs. 321.54 crore, Uttar Pradesh with Rs. 173.24 crore and Maharashtra with Rs. 152.59 crore and in the remaining States, unspent balances are at varying level.

Similarly under NLRMP, the major States where large amount of unspent balances are figuring are Telangana with Rs. 83.85 crore, Rajasthan with Rs. 73.46 crore, Maharashtra with Rs. 48.62 crore and Gujarat Rs. 40.93 crore and in remaining States, the unspent balances are figuring at varying degree. It came out during the course of examination that inadequate capacity of the States to absorb / spend funds led to unspent balances. The Committee have also been informed that in case of DILRMP, the capacity of the States is bigger constraint and under DILRMP there are four components of (i) computerisation of land records, (ii) computerisation of registration process (iii) survey / resurvey and (iv) integration of land records with Registration and process of survey/re-survey is a time consuming process, whereas under PMKSY (WDC) slow place of expenditure was constraint in initial years. The Committee while feeling concerned about the difficulties in this regard being faced by DoLR, desire that capacity of States to absorb funds can be achieved by proper monitoring the SLNAs/DLNAs in respect of PMKSY-WDC and nodal agencies for DILRMP to accelerate their absorption capacities by proper coordination and consultation at regular intervals for liquidating these huge unspent balances under both the programmes.

Reply of the Government

The Department is stressing on States/UTs to utilize the funds which were having huge unspent balances. It is mentioned by the Committee that Telangana, Rajasthan, Maharashtra and Gujarat are the States where large balances are available. It is stated that Telangana has been formed recently and funds were given to them in the year 2014-15. Two years time is given to the State to complete the project. Rs.27 crore was released to Gujarat during the year 2015-16, hence, the unspent balance. Rajasthan has picked up the pace of implementation of the project recently and is likely to utilize the unspent balance. Maharashtra has finalized the tenders for modern record rooms, and survey and resurvey would also utilize the unspent balance. The unspent balance as on 25.5.2016 for these States are given below:

Sl. No.	Name of State	Unspent Balance
1.	Gujarat	Rs.26.94 crore
2.	Maharashtra	Rs.38.13 crore

3.	Rajasthan	Rs.73.46 crore
4.	Telangana	Rs.72.74 crore

The Nodal agencies of the DILRMP have been asked to utilize the funds and increase the pace of physical progress. The Department is also engaging a monitoring and evaluation agency in this regard. With regards to the WDC-PMKSY, the Department has taken several steps to improve the implementation of watershed projects including enhancing the capacities of the States to absorb more funds as follows:

- i) Preparation of the Annual Action Plans by the States;
- ii) Quarterly Review Meetings by the Secretary, DoLR;
- iii) Regional Review Meetings in States by the Secretary, DoLR;
- iv) Attending SLNA meetings and State visits by Senior Officers of DoLR;
- v) Video Conferencing with States to review progress;
- vi) Concurrent Third party Monitoring and Evaluation systems both at State and National Levels;
- vii) Better utilization of space technology;
- viii) Implementation of the Public Financial Management System (PFMS) of the Govt. of India.

In order to ensure better control on timely release and utilization of funds, the Department has taken necessary steps for implementation of the Public Financial Management System (PFMS) under WDC-PMKSY. With the operationalization of PFMS in all States, the Department will be able to determine the quantum of unspent balance in real time and initiate measures for its speedy utilization. Already more than 36,000 entities have been registered under PFMS in the States and Rs. 913 crores was transacted through the PFMS during 2015-16."

[O.M. No. Z-16013/2/2016-GC dated 15 September, 2016, Department of Land Resources (Ministry of Rural Development)]

Recommendation (Serial No. 3, Para No. 2.3)

The Committee's examination has revealed that following change in funding pattern from 75:25 to 60:40, the requirement of funds of Rs. 29,296 crore for PMKSY-WDC projects has been brought down to Rs.22,600 crore. In the case of DILRMP, the DoLR has stated that with the recent revamping of the programme for making it a Central scheme discussion with Stakeholders are in progress. About PMKSY-WDC, the DoLR has also stated that the project cost may escalate if the per hectare norm that was fixed in 2008-09 are revised and input and labour costs are added. The DoLR has also informed the Committee that as many as 8214 projects to be completed in 7 years time frame have started from 2009-10 to 2014-15 and are likely to be completed during 2016-17 to 2021-22. Taking into account Central assistance of Rs.12,540 crore and 40% State share Rs.22,610 crore are required to be released from Central Government till 2021-22. Out of this, Cabinet has approved outlays of Rs.13,590 crore to be made by 2015-16 to 2019-20

and remaining outlay is expected to be made in subsequent years. With regard to shortage of funds, the Committee are constrained to note that DoLR is facing additional requirement of Rs.9020 crore for meeting its ongoing projects and is planning to get provision of Rs.12,517 crore through NABARD under budgeting support and market borrowings in 2016-17. The Committee are unable to comprehend the reasons for additional requirement of funds of Rs.9020 crore in 2016-17 from NABARD particularly when the PMKSY-WDC projects will be completed by 2021-22. The Committee desire an explanation in this regard.

The Committee find that requirement of funds under PMKSY-WDC projects has been largely assessed whereas in the case of DILRMP, it is still uncertain as revised road map is under preparation. The Committee feel that requirement of funds under DILRMP be quantified expeditiously for timely submitting the combined requirement before NITI Aayog for allocation under the two programmes.

Reply of the Government

During the time of oral evidence it was informed that the revised roadmap for DILRMP is under preparation. In this regard, the Department has prepared an EFC for Rs.10,483 crore for extending the scheme for the existing components and also including some component desired by the States for running DILRMP. For WDC – PMKSY, it is submitted that the Department has worked out an additional requirement of Rs. 9020 cr. for completing the sanctioned WDC-PMKSY projects over a period of 4 years from 2016-17 to 2019-20 and not just for the year 2016-17."

[O.M. No. Z-16013/2/2016-GC dated 15 September, 2016, Department of Land Resources (Ministry of Rural Development)]

Recommendation (Serial No. 4, Para No. 2.4)

The Committee find as challenges before DoLR, PMKSY-WDC projects, the erstwhile IWMP projects are being implemented by DoLR with a view to develop large part of rain fed/degraded areas of the country. The Committee find that after revamping of IWMP into PMKSY-WDC for budget allocation, three Ministries are involved viz., Agriculture, Water Resources and Department of Land Resources (under Ministry of Rural Development) and that DoLR has limited budget for watershed works and the remaining budget would be spent by Ministry of Agriculture and Water Resources. In this connection, elaborating before the Committee, the Secretary, DoLR informed that idea behind clubbing of three Ministries is to provide more water for agriculture in different areas as Ministry of Agriculture is looking at various irrigation and other activities whereas DoLR is doing for better water conservation, better soil moisture etc. The Secretary, DoLR also requested for higher funds under PMKSY-WDC taking into account that for covering as large as 12% of India's area, only 25% allocation are being made. In view of the above, the Committee feel that there is a need for greater coordination among the Ministries of Agriculture, Water Resources and DoLR for achieving the desired result. The Committee also feel that there is a need to enhance the allocation for DoLR in view of area involved.

Reply of the Government

The Department has restructured the Steering Committee under the Chairmanship of Secretary (LR) on 12.11.2015 for administering the implementation of WDC-PMKSY in which representatives of various line departments *inter alia* including Ministry of Agriculture, Water Resources, eminent persons working in the field, ICAR institutes and NGOs were made as members of the Committee for greater coordination in implementation of the programme. It is submitted that Government has approved the establishment of a Mission for implementation of PMKSY on 27.07.2016. The Mission is headed by the Additional Secretary/Special Secretary in the Ministry of Water Resources, River Development and Ganga Rejuvenation (MoWR, RD & GR) as the Mission Director while the Joint Secretary-Level officers of MoWR, RD & GR, Department of Land Resources, Ministry of Rural Development and Ministry of Agriculture, Cooperation and Farmers' Welfare responsible for PMKSY are designated as Additional Mission Directors (AMD). This arrangement will enable better co-ordination among the Ministries implementing PMKSY. Regarding enhancement of the allocation to WDC-PMKSY, the issue has been taken up by Hon'ble MRD with the Hon'ble Finance Minister through a D.O letter dated 09.05.2016 with a request to allocate more funds to WDC-PMKSY.

[O.M. No. Z-16013/2/2016-GC dated 15 September, 2016, Department of Land Resources (Ministry of Rural Development)]

Recommendation (Serial No. 6, Para No. 2.6)

The Committee are glad to note that a World Bank assisted Neeranchal National Watershed Project (a six year project) with a cost of Rs. 2,142 crore is being implemented in nine States of Andhra Pradesh, Chhattisgarh, Gujarat, Jharkhand, Madhya Pradesh, Maharashtra, Odisha, Rajasthan and Telangana, broadly on capacity building and innovation support by way of adopting new areas like water budgeting, use of drip irrigation etc. and the project is at preparatory stage. The Committee feel that since the nine Neeranchal beneficiary States are largely naxal affected States facing day to day law and order problems, DoLR has to take special efforts for its timely implementation by regular monitoring with partnering States.

Reply of the Government

For timely implementation and to ensure understanding with partner States, two workshops were organized, one at Ahmedabad on 10th & 11th May 2016 for Gujarat, Maharashtra, Madhya Pradesh and Rajasthan and the other at Hyderabad for Andhra Pradesh, Chhattisgarh, Jharkhand, Odisha and Telangana, in which personnel from each SLNA including the officers from Districts implementing Neeranchal participated. The Department has requested the States vide letter No. 14-1/2016-Neeranchal dated 12.02.2016 to take up opening of bank accounts and mapping on the PFMS platform and to identify expenditure centers in the States and register them on the PFMS. An amount of Rs. 50 lakh to each implementing State has been released on 31.03.2015 to carry out preparatory activities. Action and procurement plans have also been received from the States."

[O.M. No. Z-16013/2/2016-GC dated 15 September, 2016, Department of Land Resources (Ministry of Rural Development)]

Recommendation (Serial No. 7, Para No. 2.7)

The Committee are constrained to note that DILRMP which aims to build an integrated land information system in the country and that seeks to cover all districts by the end of XII Plan (2012-17) could cover only 457 districts out of the total of 683 districts leaving as large as 226 districts uncovered. With regard to actual workdone, the Committee are constrained to note that computerization of land records and registration of property has been done only in 30 States/UTs, further, integration of land records with property registration has been done only in 11 States/UTs. Similarly, stoppage of manual issue of land Record of Rights (RoRs) has been done only in 18 States and linking with Aadhar has been done in 5 States. The Committee apprehend with this pace of implementation covering the DILRMP in all the district by 2016-17 cannot be achieved by any stretch of imagination. The Committee recommend that DoLR should put up all out efforts for achieving the goal set out by DoLR itself in this regard. In this connection, the DoLR has also spelt out challenge of higher requirement of funds arising out of enhancement of rates of digitisation of maps, survey/re-survey etc.

Reply of the Government

The Department has prepared an EFC in this regard for meeting the expenditure arising out of enhancement of rates for digitization of maps, survey and resurvey etc. The extension has also been sought for the components of NLRMP for the next five years. Computerization of land records has been done in most of the states excepting in the States of Arunachal Pradesh, Chandigarh, Delhi, J & K, Manipur, Meghalaya, Mizoram and Nagaland. Similarly inter Computerization of Registration, substantial work has been completed in most of the States except in the State/UT of Daman and Diu, Manipur, Andaman & Nicobar, Lakshadweep, Arunachal Pradesh, J & K, Meghalaya, Mizoram and Nagaland. Digitization of Land Records has been done substantially in the States of Assam, Bihar, Chhattisgarh, Haryana, Himachal Pradesh, Jharkhand, Madhya Pradesh, Maharashtra, Nagaland, Odisha, Rajasthan, Sikkim, Tripura, Uttar Pradesh and Mizoram. The integration of Land Records with Registration has been done in the States of Andhra Pradesh, Gujarat, Haryana, Himachal Pradesh, Karnataka, Maharashtra, Odisha, Tripura, Telangana and partially done in West Bengal and Puducherry."

[O.M. No. Z-16013/2/2016-GC dated 15 September, 2016, Department of Land Resources (Ministry of Rural Development)]

Recommendation (Serial No. 8, Para No. 2.8)

The Committee had noted that as against the demand of Rs. 500 crore, the DoLR could get only Rs. 150 crore for BE 2016-17 for DILRMP requirements. In this connection, the Committee find that a quantum jump from Rs. 97 crore in 2015-16 to Rs. 150 crore has been made for DILRMP. The Committee are unable to comprehend the demand for higher funds of DoLR participation when coverage of DILRMP so far has been only around 64 percent only. Besides, the level of workdone in computerization and its integration with registration needs to be upscale significantly. The Committee therefore, recommend the DoLR to utilize the enhanced funds for the intended purpose.

Reply of the Government

The Department agrees with the recommendations of the Committee and has informed the States for doing the integration of land records with registration. Department of Land Resources has already finalized an Action plan for integration of computerization of land records and computerization of registration process, whereby 30 districts will be covered during Financial Year 2016-17, another 100 districts will be covered by 2019 and rest will be covered by FY 2021-22. In this connection the Department in consultation with NIC is developing a Common Generic Software for Registration to make Registration Web Enabled with Land Records."

[O.M. No. Z-16013/2/2016-GC dated 15 September, 2016, Department of Land Resources (Ministry of Rural Development)]

Recommendation (Serial No. 10, Para No. 2.10)

The Committee are constrained to note that not much progress has been done on the issue of setting up of National Institute of Land Administration (NILAM) and whatever progress has been made is towards finalizing an agreement with National Institute of Smart Governance (NISG) with DoLR for setting up the NILAM besides, exploring the possibility of starting a training programme ahead of establishment of physical infrastructure by leveraging training capacity available with existing organizations. In this connection, the Secretary, DoLR has also admitted before the Committee that very little headway has been made on this issue. The Committee recommend that all out efforts be made for expeditious setting up of NILAM as it has been unduly delayed.

Reply of the Government

The Department is keenly making all out efforts for setting up of NILAM. A lease agreement for transfer of land has been signed between the Government of Rajasthan and the DoLR. NISG has been requested to commence the courses in available locations before hand the construction of the campus."

[O.M. No. Z-16013/2/2016-GC dated 15 September, 2016, Department of Land Resources (Ministry of Rural Development)]

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

- Nil -

CHAPTER IV

RECOMMENDATIONS IN RESPECT OF WHICH REPLY OF THE GOVERNMENT HAVE NOT BEEN ACCEPTED BY THE COMMITTEE

Recommendation (Serial No. 5, Para No. 2.5)

The Committee's examination has revealed various aspects related with monitoring like overall performance of IWMP projects in different States, need for IWMP projects in desert areas for addressing growing desertification of lands, use of space technology for monitoring by Geo-portal like Srishti for IWMP project and survey/re-survey work and use of mobile technology like Drishti by mobile app, impact of watershed projects on poverty reduction etc. With regard to overall performance, the Committee appreciate that all the 8,214 IWMP projects are in Maharashtra, 1,025 projects are in Rajasthan, 610 projects in Gujarat etc. The Committee hope that these ongoing IWMP projects are completed on time. The Committee are also happy to note that as many as 1,324 projects that were sanctioned in 2009-10 are due for completion this year. With regard to implementing more and more IWMP projects in desert areas like Rajasthan, the Committee are happy to note that second largest ongoing IWMP projects are in Rajasthan. The Committee find that in the light of growing desertification of land, there is a need to take up more and more watershed projects. In this context, the Committee have been informed that scientific data based on satellite imaging is available for this purpose. The Committee are constrained to note that latest updated data is available in Wasteland Atlas, 2011 which is under revision and the updated data will be available only by end of 2016-17. The Committee desire that the updated data on this issue be made available to public expeditiously. On the issue of space technology through Geo-portal of Srishti and by mobile technology through mobile app Drishti for implementation of IWMP projects and survey/re-survey work under DILRMP programme, the Committee appreciate that by this way a lot of funds are being saved by avoiding field visits by officials. The Committee however, feel that the use of these technologies be promoted in a big way so that common man is largely aware of these technologies. On the issue of impact assessment of wasteland programmes on poverty reduction, the Committee are constrained to note that DoLR is relying on the findings of studies done by ICRISAT Hyderabad in different areas in 17 States. The Committee feel that DoLR should cross check these with available space technologies, mobile technologies and if necessary field visits by officers to take stock of the real situation at ground level. On the issue of showcasing the good work by watershed activities in other areas, the Committee are happy to note that DoLR has agreed with their suggestion. The Committee, therefore feel that such an exercise be undertaken in time-bound manner in consultation with States/UTs for rejuvenating the affected areas.

Reply of the Government

The updating of Wasteland Change Analysis in India between 2008-09 and 2015-16 has been assigned to the National Remote Sensing Center (NRSC), Hyderabad on 22.02.2016. On the use of space technology in monitoring of Watershed

Projects, it is submitted that the mobile app Drishti is also made available in the public domain from where officials, MEL agencies and citizens can use the app for uploading photographs of the WDC-PMKSY activities. So far, 3.95 lakh photographs have been uploaded by using the Drishti mobile app.

The Third Party Concurrent Monitoring, Evaluation & Learning (MEL) agencies appointed by DoLR for Monitoring & Evaluation have a functional MIS platform for MEL. This MIS now provides faster access to project level information, reports and shows projects and structures constructed in the field on the map as well as on satellite images. All photos taken in the field have the latitude and longitude of individual work sites. Information on Self Help Groups (SHGs), User Groups (UGs) and Watershed Committees (WCs) of selected project villages collected during the M&E exercise are being made available in the MIS by these agencies.

Based on the experiences of the watershed programme, some State Governments have taken initiatives and launched their own programmes for rainwater conservation as indicated below:

- 1 Mukhya Mantri Jal Swawlamban Abhiyan has been launched in Rajasthan with the vision to ensure effective implementation of water harvesting and water conservation related activities in the rural areas using a holistic approach.
- 2 Maharashtra Government has launched the project Jalyukt Shivar Abhiyaan in a bid to make Maharashtra a drought-free State by 2019. The project involves deepening and widening of streams, construction of cement and earthen stop dams, work on nullahs and digging of farm ponds etc.
- 3 The State Government of Andhra Pradesh has launched Neeru-Chettu, a programme aimed at conserving water and saving trees, in all districts of the State."

[O.M. No. Z-16013/2/2016-GC dated 15 September, 2016, Department of Land Resources (Ministry of Rural Development)]

Comments of the Committee

(Please see Paragraph No. 8 of Chapter I of the Report)

Recommendation (Serial No. 9, Para No. 2.9)

The Committee have also come across other constraints like difficulties in allocation of their resources for revenue administration as land is a State subject and implementation of DILRMP with State Government. The Secretary, DoLR also highlighted the need for enhancing capacity at the level of Patwari, Tehsil-dar etc. For proper implementation of DILRMP about linking of Aadhar with land record also came out before the Committee and the Committee were informed that roadmap in this regard is under preparation. The Committee feel that necessary upgradation/enhancement at different levels can be achieved by regular coordination with States/UTs in a time-bound manner.

Reply of the Government

The Department has started a pilot project at Jind District of Haryana for making Aadhar-Enabled Land Records. The roadmap has already been prepared for implementation of Aadhar Enabled Land Records. The States have also been informed. Maharashtra, Andhra Pradesh, Telangana are having Aadhar-Enabled Land Records. The Department is also requesting the States/UTs to integrate RoR with cadastral maps."

Comments of the Committee

(Please see Paragraph No. 12 of Chapter I of the Report)

CHAPTER V

RECOMMENDATIONS IN RESPECT OF WHICH FINAL REPLIES OF THE GOVERNMENT ARE STILL AWAITED

-NIL-

**NEW DELHI;
14 December, 2016
23 Agrahyana 1938 (Saka)**

**DR. P. VENUGOPAL
Chairperson,
Standing Committee on Rural Development**

COMMITTEE ON RURAL DEVELOPMENT (2016-2017)

**MINUTES OF THE THIRD SITTING OF THE COMMITTEE HELD ON
FRIDAY, THE 09 DECEMBER, 2016**

The Committee sat from 1015 hrs. to 1030 hrs. in Committee Room 'E', Basement Floor, Parliament House Annexe, New Delhi.

Shri Prahlad Singh Patel - *Chairperson*

MEMBERS

LOK SABHA

2. Shri Harishchandra Deoram Chavan
3. Shri Sanjay Dhotre
4. Shri Ajay Mishra (Teni)
5. Dr. Ramesh Pokhriyal "Nishank"
6. Shri Gokaraju Ganga Raju
7. Shri Jugal Kishore Sharma
8. Dr. Yashwant Singh
9. Shri Ladu Kishore Swain
10. Shri Chintaman Wanaga

RAJYA SABHA

11. Shri Shamsheer Singh Dullu
12. Shri Mahendra Singh Mahra
13. Shri Narayan Lal Panchariya
14. Shri Shiv Pratap Shukla
15. Shri Rewati Raman Singh
16. Shri Devender Goud T.

SECRETARIAT

- | | | | |
|----|--------------------|---|---------------------|
| 1. | Shri Abhijit Kumar | - | Joint Secretary |
| 2. | Shri S. Chatterjee | - | Director |
| 3. | Smt. B. Visala | - | Additional Director |

2. At the outset, in the absence of Chairperson, the Committee under Rule 258 (3) of the Rules of Procedure and Conduct of Business in Lok Sabha chose Shri Prahlad Singh Patel, MP to act as Chairperson for the sitting. Thereafter, the Chairperson

welcomed the Members to the sitting of the Committee convened for consideration of four Draft Reports of the Committee on action taken by the Government on the recommendations contained on Demands for Grants (2016-17) in respect of XXX XXX XXX, Department of Land Resources (Ministry of Rural Development), XXX XXX XXX and XXX XXX XXX:

3. The Committee then took up for consideration the following Draft Reports:-

(i) XXX XXX XXX XXX

(ii) Draft Report on Action taken by the Government on the recommendations contained in the Twenty-second Report on Demands for Grants (2016-17) of the Department of Land Resources (Ministry of Rural Development);

(iii) XXX XXX XXX XXX

(iv) XXX XXX XXX XXX

4. Draft Reports were taken up for consideration one-by-one and after discussions, the Committee adopted the Draft Reports at Sl. Nos. (i), (ii), (iii) and (iv). The Committee then authorized the Chairperson to finalize the aforesaid Draft Reports and present the same to the Parliament.

The Committee then adjourned.

APPENDIX – II

[Vide para 4 of Introduction of Report]

**ANALYSIS OF THE ACTION TAKEN BY THE GOVERNMENT ON THE
RECOMMENDATIONS CONTAINED IN THE TWENTY-SECOND REPORT (16TH
LOK SABHA) OF THE STANDING COMMITTEE ON RURAL DEVELOPMENT**

I.	Total number of recommendations:	10
II.	Recommendations that have been accepted by the Government : Serial Nos. 1, 2, 3, 4, 6, 7, 8 and 9	
	Total:	8
	Percentage:	80 %
III.	Recommendations which the Committee do not desire to pursue in view of the Government's replies :	NIL
	Total:	00
	Percentage:	00 %
IV.	Recommendations in respect of which replies of the Government have not been accepted by the Committee : Serial No. 5 and 9	
	Total:	02
	Percentage:	20 %
V.	Recommendations in respect of which final replies of the Government are still awaited :	NIL
	Total:	00
	Percentage:	00 %