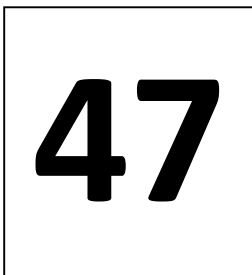


STANDING COMMITTEE ON RURAL DEVELOPMENT

(2017-2018)



SIXTEENTH LOK SABHA

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

**DEMANDS FOR GRANTS
(2018-19)**

FORTY SEVENTH REPORT



**LOK SABHA SECRETARIAT
NEW DELHI**

FORTY SEVENTH REPORT

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(2017-2018)

(SIXTEENTH LOK SABHA)

MINISTRY OF RURAL DEVELOPMENT

(DEPARTMENT OF LAND RESOURCES)

DEMANDS FOR GRANTS

(2018-19)

Presented to Lok Sabha on 13.03.2018

Laid in Rajya Sabha on 13.03.2018



LOK SABHA SECRETARIAT

NEW DELHI

March, 2018/Phalguna, 1939 (Saka)

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**COMPOSITION OF THE STANDING COMMITTEE ON RURAL DEVELOPMENT
(2017-2018)**

Dr. P. Venugopal -- Chairperson

MEMBERS

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2. Shri Sisir Kumar Adhikari
3. Shri Kirti Azad
4. Shri Harishchandra Chavan
5. Shri Biren Singh Engti
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RAJYA SABHA

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24. Shri Shamsher Singh Dullo
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31. Shri Lal Sinh Vadodia

SECRETARIAT

- | | | |
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| 2. Shri S. Chatterjee | - | Director |
| 3. Smt. B. Visala | - | Additional Director |
| 4. Smt. Emma C. Barwa | - | Deputy Secretary |
| 5. Shri Atul Singh | - | Executive Assistant |

* Vacancy created due to sad demise of Shri Chintaman Navsha Wanaga on 30.01.2018

INTRODUCTION

I, the Chairperson of the Standing Committee on Rural Development (2017-2018) having been authorised by the Committee to submit the Report on their behalf, present the Forty-Seventh Report on Demands for Grants (2018-19) of the Ministry of Rural Development (Department of Land Resources).

2. Demands for Grants have been examined by the Committee under Rule 331E (1) (a) of the Rules of Procedure and Conduct of Business in Lok Sabha.

3. The Committee took evidence of the representatives of the Department of Land Resources (Ministry of Rural Development) on 15 February, 2018.

4. The Report was considered and adopted by the Committee at their sitting held on 09 March, 2018.

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

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

NEW DELHI;
09 March, 2018
18 Phalguna, 1939 (Saka)

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

REPORT

PART I

NARRATION ANALYSIS

The Department of Land Resources (Ministry of Rural Development) implements two Schemes viz. Watershed Development Component of Pradhan Mantri Krishi Sinchayee Yojana (WDC-PMKSY) erstwhile Integrated Watershed Management Programme (IWMP), Neeranchal National Watershed Project for technical support with 50% long term loan from the World Bank for watershed projects and Digital India Land Records Modernization Programme (DILRMP).

1.2 The funds allocated for the Schemes and its various aspects is detailed in the succeeding paragraphs.

I. Overall Fund Allocation

Table I

(Rs. in Crore)

Sl. No.	Name of Scheme/ Programme	Major Head	Budget Estimates 2017-18	Revised Estimates 2017-18	Budget Estimates 2018-19
1	Plan				
	Pradhan Mantri Krishi Sinchayee Yojana (Watershed Component) erstwhile Integrated Watershed Management Programme (IWMP)	2501 3601	23.25 1817.22	19.30 1510.70	23.25 1897.65
	Externally Aided Project - Neeranchal	2501 3601	15.00 90.00	5.50 16.50	15.00 90.00
	TOTAL (PMKSY)		1945.47	1552.00	2025.90
2.	Digital India Land Records Modernization Programme(DILRMP)	2506	135.00	90.00	225.00
	TOTAL (NLRMP)		135.00	90.00	225.00
3.	Lumpsum Provision for the N.E Regionand Sikkim				

	(a) Pradhan Mantri Krishi Sinchayee Yojana (Watershed Development Component)	2552	205.00	170.00	225.10
	(b) Digital India Land Records Modernization Programme (DILRMP)	2552	15.00	10.00	25.00
	TOTAL : NE Region		220.00	180.00	250.10
	TOTAL SCHEME : (Land Resources)		2300.47	1822.00	2501.00
1.	NON-PLAN Sectt.-Economic Services	3451	9.89	9.89	10.40
	GRAND TOTAL – PLAN & NON PLAN		2310.36	1831.89	2511.40

1.3 The Budget allocation of the Department of Land Resources (Demand No. 83) for the year 2018-19 is Rs. 2511.40 crore which includes the total Scheme component of Rs. 2501.00 crore and a Non-Scheme component of Rs. 10.40 crore. It may be observed that the Scheme component of the Financial Year (FY) 2018-19 at the BE stage has been raised by Rs. 200.53 crore over the previous BE of FY 2017-18. The allocation at the Budget Estimates (BE) stage for FY 2017-18 was Rs. 2300.47 crore which was further reduced to Rs. 1822.00 crore at the RE stage. Statement showing percentage increase in various schemes/programmes during last 3 years are as under:-

Table II

(Rs. in crores)

S. N o.	Name of the Scheme/ programme	2016-17		2017-18		2018-19	
		BE	% Increase	BE	% Increase	BE	% Increase
1	Pradhan Mantri Krishi Sinchayee Yojana (Watershed Component)	1495.00	-	2045.47	36.82	2251.00	10
2	World Bank Assisted Watershed Management Project	55.00	NA	105.00	90.91	-	-

	'Neeranchal'						
3	Digital India Land Records Modernization Programme (DILRMP)	140.64	-	150.00	6.65	250.00	66.7
	TOTAL PLAN	1690.64		2300.47		2501.00	

1.4 From the above table it may be seen that the allocation to Integrated Watershed Management Programme (IWMP) now called as Pradhan Mantri Krishi Sinchayee Yojana (Watershed Component) has increased by 10% as compared to previous year and for Digital India Land Records Modernisation Programme (DILRMP) the allocation has been increased by 66.7%.

1.5 On being asked about the reasons for the increase in allocation during this fiscal year (2018-19) as compared to previous fiscal (2017-18) in Pradhan Mantri Krishi Sinchayee Yojana (Watershed Component) and the details of the plan of action to utilise the enhanced fund allocation, the Department of Land Resources (DoLR) in their written reply stated as under:-

"Budget Estimate (BE) / Revised Estimate (RE) in a financial year is firmed-up as part of the overall budgetary exercise. The increase in budgetary allocation for the fiscal year 2018 -19 (BE Rs. 2251 crore) as compared to the previous fiscal year 2017-18 (BE / RE Rs. 2150.47 / 1722 crore) is inter alia having regard to the requirements of the Watershed Development Component of the Pradhan Mantri Krishi Sinchayee Yojana (WDC-PMKSY) and Neeranchal Project.

A total of 8214 projects covering an area of about 39.07 million hectare have been sanctioned from 2009-10 to 2014-15 in 28 States (except Goa) under the erstwhile Integrated Watershed Management Programme (IWMP) / now WDC - PMKSY. The budgetary support in 2017-18 will go towards the requirements of these projects, which are being implemented as per the schematic design and guidelines of the scheme. Utilization of available budgetary support in full is integral to the Department's endeavours for qualitative and timely execution of

watershed projects. Necessary actions are being taken for optimal utilization of available budgetary support which inter alia includes putting the funds released as Central share along with the matching State share to immediate productive use for implementation of watershed projects. In addition efficient implementation of the projects at all levels is also being stressed."

1.6 Also, when asked to justify Rs. 100 crore increase in the fund sought at the BE stage of 2018-19 as compared to previous fiscal year (2017-18) for Digital India Land Records Management Programme (DILRMP), the DoLR in their written reply stated that:-

"BE and RE in each financial year is firmed-up as part of the overall budgetary exercise. An amount of Rs. 950 crore has been recommended by the Expenditure Finance Committee (EFC) for continued implementation of the DILRMP beyond 31-03-2017 and upto 2019-20. The increase in budgetary allocation for the fiscal year 2018 -19 [BE Rs. 250 crore as compared to the previous fiscal year 2017-18 (BE / RE Rs. 150 / 100 crore) is *inter alia* having regard to the requirements of the DILRMP. The available funds are / will be qualitatively and optimally utilized as per schematic design and guidelines of the programme."

II. UNSPENT BALANCES

1.7 The details of balance funds available with the States under WDC-PMKSY are given below:

Table III (Rs. in crore)

Sr. No	State	Unspent balance * (Rs in Crore)
1	Andhra Pradesh	97.9
2	Arunachal Pradesh	14.27
3	Assam	20.28
4	Bihar	1.94
5	Chhattisgarh	80.2
6	Gujarat	15.98
7	Haryana	19.76
8	Himachal Pradesh	24.44
9	Jammu & Kashmir	4.95
10	Jharkhand	43.38
11	Karnataka	151.87
12	Kerala	0.95

13	Madhya Pradesh	58.64
14	Maharashtra	256.25
15	Manipur	11.52
16	Meghalaya	7.15
17	Mizoram	1.45
18	Nagaland	2.54
19	Odisha	73.64
20	Punjab	7.34
21	Rajasthan	0
22	Sikkim	3.14
23	Tamil Nadu	56.17
24	Telangana	5.13
25	Tripura	11.43
26	Uttar Pradesh	98.5
27	Uttarakhand	8.73
28	West Bengal	9.00
	Total	1086.55

* As per the provisional information received from the States

Note: No projects have been sanctioned in the State of Goa and the Union Territories

1.8 The details of unspent balance with the States under DILRMP are given below:

Details of State/UT-wise unspent balance under DILRMP

Sl. No.	States/UTs	Unspent Balance (Rs. in Crore)
1	Andhra Pradesh	42.54
2	Arunachal Pradesh	5.86
3	Assam	19.90
4	Bihar *	25.89
5	Chhattisgarh *	14.10
6	Gujarat	10.60
7	Goa *	3.47
8	Haryana	16.56
9	Himachal Pradesh	21.46
10	Jammu & Kashmir	5.99
11	Jharkhand	2.51
12	Karnataka *	24.29
13	Kerala	12.49
14	Madhya Pradesh	20.86
15	Maharashtra *	28.14
16	Manipur *	1.69
17	Meghalaya *	5.46
18	Mizoram	0.26
19	Nagaland	0.00
20	Odisha *	28.77
21	Punjab *	17.46
22	Rajasthan	38.21
23	Sikkim	0.30
24	Tamil Nadu	1.79
25	Telangana *	72.74
26	Tripura	6.91
27	Uttar Pradesh *	13.14
28	Uttarakhand	5.07
29	West Bengal	11.44
30	A & N Islands *	0.19
31	Chandigarh	0.29
32	D & N Haveli *	0.26
33	Delhi *	1.27
34	Daman & Diu *	0.35
35	Lakshdweep	0.50
36	Puducherry	2.24
37	Misc.	1.85
Total		464.83

* States / UTs to which funds were not released during the last three years

1.9 On the issue of liquidating the above unspent balance under DILRMP, the DoLR in their written reply stated as under:

"The total unspent balance as on date is Rs.464.83 crore. This includes Rs.90.74 crore released during the current financial year. Bulk of the unspent funds relate to the survey/re-survey component of DILRMP. A policy decision has been taken on 08-12-2016 to ordinarily carry out record or survey/re-survey operations from DILRMP funds only in places where the record of rights or filed book or map are not available or have been destroyed/damaged/outdated etc. and not to have unnecessary survey/re-surveys when the land records are available as per the normal (so that the common agricultural landholders in the country are not unnecessarily put to protracted judicial / quasi-judicial interface with tehsils / revenue offices, and the available resources are optimally used in other critical areas). The issue relating to utilization of unspent balances is being regularly pursued with the States."

III. SCHEMEWISE ANALYSIS

A. Watershed Development Component - Pradhan Mantri Krishi Sinchayee Yojana (WDC-PMKSY)

(i) Main features of WDC-PMKSY

1.10 Pradhan Mantri Krishi Sinchai Yojana (PMKSY) was launched in 2015-16 by amalgamating ongoing Schemes of three Ministries viz. Accelerated Irrigation Benefit Programmed (AIBP) and PMKSY (WR) of the Ministry of Water Resources, River Development & Ganga Rejuvenation (MoWR, RD & GR); Integrated Watershed Management Programme (IWMP) of the Ministry of Rural Development, Department of Land Resources (DoLR) and the Micro Irrigation component of On Farm Water Management (OFWM) of National Mission on Sustainable Agriculture (NMSA) of the Ministry of Agriculture & Farmers Welfare, Department of Agriculture, Cooperation and Farmers Welfare (DAC & FW).

Under the erstwhile IWMP, 8214 watershed development projects were sanctioned in 28 States (except Goa) during the period 2009-10 to 2014-15 covering an area of about 39.07 million hectare, principally for development of rainfed portions of net cultivated area and culturable wastelands. The activities undertaken *inter alia* include

ridge area treatment, drainage line treatment, soil and moisture conservation, rainwater harvesting, nursery raising, afforestation, horticulture, pasture development, livelihoods for assetless persons, etc. In 2015-16, the IWMP was amalgamated as the Watershed Development Component (WDC) of the Pradhan Mantri Krishi Sinchayee Yojana (PMKSY). No further watershed development projects have been sanctioned from 2015-16 onwards. At present the principal emphasis is on qualitative and timely implementation and completion of the ongoing watershed development projects.

With the adoption of (i) optimal utilization of available resources, (ii) convergence and (iii) prioritization, as well as (i) accountability and (ii) real-time monitoring, administrative reports of completion of 1140 projects have been received from 13 States after 01st April 2017 (till 31st December 2017).

The funding pattern under IWMP was in the ratio of 90:10 between the Centre and States (upto 31.03.2015). From 2015-16, the funding pattern between Centre & State is 60:40, with the funding pattern in the North Eastern Region States and Hilly States of Himachal Pradesh, Jammu & Kashmir and Uttarakhand continuing to be 90:10.

The details of the funds allocated / released / during the last three years and upto 10.01.2018 of current financial year are as below:

(Rs.in crore)				
Year	BE	RE	Release	Percentage of RE released
2014-15#	3,500.00	2,319.00	2,318.75	99.99
2015-16#	1,530.00	1,530.00	1,527.39	99.83
2016-17#	1,550.00	1,550.00	1,516.88	97.86
2017-18#	2,150.47	1,722.00	1,335.16*	77.53

* As on 10.01.2018

#Including Neeranchal and releases under professional support etc.

1.11 When the Committee asked as to why has there been slow utilisation of funds as on 10.01.18, only 77%, how does the DoLR plan to increase the pace of development in the remaining period of time, the DoLR in their written reply stated that

"as on 07.02.2018, Rs.1490.17 crore has been released, which is 86.54% of the RE of Rs. 1722 crore for 2017-18."

1.12 On being asked whether PMKSY's completed projects so far shown the performance in the augmentation of relief to the community living in its area the DoLR stated that "the reports on end-line evaluations of the completed watershed development projects received in the Department suggest that broadly cultivated area has shown increase, agriculture productivity has improved, shift to more remunerative crops has been observed and improvement in water availability has been noticed."

1.13 On being asked if the Department was getting necessary co-operation from all the IWMP States with regard to the changed funding pattern, the DoLR stated that :-

"the State share is being regularly released by the States (the next instalment of Central share is released only after the State share for the previous instalment has been released by the State)."

(ii) Physical and Financial Progress

1.14 As per provisional information received from the States on major activities undertaken, the progress is as noted below:

Indicators / Parameters	2015-16	2016-17*	2017-18 [#]	Total
No. of Water Harvesting Structures	1,05,237	1,55,045	97,631	3,57,913
Additional Area brought under Irrigation (ha)	2,46,805	3,06,900	1,37,388	6,91,093
No. of Farmers Benefited	5,07,949	5,19,482	2,33,556	12,60,987

* provisional as on 31.03.2017 as per information received from States

[#] provisional as on 31.08.2017 as per information received from States

With the adoption of the strategies of (i) optimal utilization of available resources, (ii) convergence and (iii) prioritization, as well as (i) accountability and (ii) real-time monitoring, administrative reports of completion of projects are now being continuously received. 1140 projects in 13 States have been reported to be completed after 1st April 2017 (upto 31.12.2017).

State-wise status of completion of WDC-PMKSY projects (No. of projects)

Sl.No	State	Total projects sanctioned	Status as on 31.12.2017			
			Preparatory phase	Work phase	Consolidation phase	Completion reported (Administrative reports received) [#]
1	Andhra Pradesh	432	59	311	0	62
2	Arunachal Pradesh	156	42	101	13	0
3	Assam	372	146	226	0	0
4	Bihar	123	59	64	0	0
5	Chhattisgarh	263	82	181	0	0
6	Gujarat	610	61	398	17	134
7	Haryana	88	28	60	0	0
8	Himachal Pradesh	163	32	131	0	0
9	Jammu & Kashmir	159	34	125	0	0
10	Jharkhand	171	54	97	14	6
11	Karnataka	571	141	285	0	145
12	Kerala	83	42	41	0	0
13	Madhya Pradesh	517	166	227	9	115
14	Maharashtra	1186	177	636	134	239
15	Manipur	102	27	75	0	0
16	Meghalaya	96	35	14	21	26
17	Mizoram	89	40	33	0	16
18	Nagaland	111	13	57	0	41
19	Odisha	310	76	169	0	65
20	Punjab	67	34	33	0	0
21	Rajasthan	1025	381	419	44	181
22	Sikkim	15	12	3	0	0
23	Tamil Nadu	270	31	139	0	100
24	Telangana	330	93	222	15	0
25	Tripura	65	9	42	4	10
26	Uttarakhand	65	3	62	0	0
27	Uttar Pradesh	612	363	163	86	0
28	West Bengal	163	86	77	0	0
Total		8214	2326	4391	357	1140

2009-10 sanctions: 974, 2010-11 sanctions: 166

As a systemic improvement, a protocol on formal completion and closure of WDC-PMKSY projects has been formulated by the Department of Land Resources in consultation with Ministry of Water Resources, River Development & Ganga Rejuvenation and NITI Aayog. The protocol *inter alia* envisages to ensure (i) the due completion of unfinished works (if any), (ii) maintenance, (iii) security and (iv) sustainability of the watershed development projects. It also includes (v) an apt, quick and low-cost / cost-effective end-line evaluation of the project or a group of projects within the approved cost norm for M&E component.

Before the projects are formally treated as closed by the Department of Land Resources, the completion and closure protocol has to be duly adopted by the States in respect of the projects administratively reported to have been completed. All States (except Goa) have been accordingly requested.

The year-wise budgetary allocation and funds released for three years are as below:

(Rs in crore)

Year	RE	Funds released	% of RE released
2015-16	1530	1527.39	99.83
2016-17	1495	1494.92	99.99
2017-18	1700	1248.64*	73.45

* as on 31.12.2017

It may be seen that there is near cent per cent release.

It is significant that as on 31-03-2017 (since 2009-10) compared to the expenditure of Rs 16,857.94 crore from project funds (Central and State share and miscellaneous interest etc.), Rs 3115.83 crore (18.48 %) has been additionally sourced by converging implementation of pertinent Central and State schemes in the watershed projects areas.

During the first quarter of 2017-18 compared to the expenditure of Rs 549.96 crore from project funds (Central and State share and miscellaneous interest etc.), Rs

813.45 crore (147.91 %) has been additionally sourced by converging implementation of pertinent Central and State schemes in the watershed projects areas.

1.15 When the Committee wanted to know if all the sanctioned projects of IWMP / PMKSY (WDC) were running as per schedule, the projects that were delayed by 3 years or more and the difficulties being faced in the implementation of the scheme, the DoLR in their written reply stated as under:

"The normative period for completion of a project is 4 to 7 years, i.e. 1 to 2 years for the preparatory phase, 2 to 3 years for the works phase and 1 to 2 years for the consolidation phase.

8214 projects were sanctioned in the period from 2009-10 to 2014-15. Upto 2016-17, no project was reported to be completed. In 2017-18 upto 01-02-2018 administrative reports of completion of 1185 projects have been received from 14 States. The implementation is undertaken by the respective State Governments. Constraints in implementation are appropriately addressed on a continuing basis.

As per the approvals accorded under PMKSY (Implementation Schedule of Cabinet Approval dated 01.07.2015), 70% of approved watershed projects [5750 (i.e. 70% of 8214)] are envisaged to be completed till 2019-20. With the emphasis on qualitative and timely completion of the projects and with the adoption of the strategies of (i) optimal utilization of available resources, (ii) convergence and (iii) prioritization, as well as (i) accountability and (ii) real-time monitoring, it is presently felt that this target will be largely met. "

1.16 Further during the evidence when asked about nil completion report last year and actual number of projects completed till date, the Secretary DoLR informed that:-

"राज्यों के मुख्य सचिवों के साथ प्रायरटाइजेशन और कनवर्जेंस मॉडल पर काम किया जा रहा है। 2017 के बाद अब तक हमने 1185 योजनायें पूरी कर ली हैं जबकि हमारा इंटरनल टारगेट 1000 का था। "

1.17 About the funds allocated during last three years Actual expenditure, revised estimates along with amount surrendered during the last three years, the DoLR provided the following information:

(Rs, in Crore)

Sl. No.	Year	BE	RE	Actual Expenditure
1	2014-15#	3500.00	2319.00	2318.75
2.	2015-16#	1530.00	1530.00	1527.39
3.	2016-17#	1550.00	1550.00	1516.88
4	2017-18#	2150.47	1722.00	1335.16

including Neeranchal *as on 31.12.2017

1.18 During 12th Plan, the Department had proposed to cover an area of 250 lakh ha @50 lakh ha per year by sanctioning new IWMP projects. Against the 12th Plan target of 250 lakh ha, new IWMP projects covering an area on 148.60 lakh ha had been sanctioned as on 31.3.2015 which works out to be 59.44% of the 12th Plan target.

In 2015-16 the IWMP was amalgamated as the Watershed Development Component (WDC) of the Pradhan Mantri Krishi Sinchayee Yojana (PMKSY). Under the WDC-PMKSY no further watershed development projects have been sanctioned from 2015-16 onwards. At present the principal emphasis is on qualitative and timely implementation and completion of the ongoing watershed development projects.

With the adoption of the strategies of (i) optimal utilization of available resources, (ii) convergence and (iii) prioritization, as well as (i) accountability and (ii) real-time monitoring, administrative reports of completion of projects are now being continuously received. 1140 projects in 13 States have been reported to be completed after 1st April 2017 (upto 31.12.2017).

1.19 In 2015-16 the IWMP was amalgamated as the Watershed Development Component (WDC) of the Pradhan Mantri Krishi Sinchayee Yojana (PMKSY). As per the approval of Government dated 1st July 2015, WDC-PMKSY will continue upto 2019-20. As per the approval of Government dated 7th October 2015, Neeranchal Project will continue upto 2020-21.

(iii)Neeranchal National Watershed Project

1.20 The Government has signed a technical assistance project named the Neeranchal National Watershed Project to support the WDC-PMKSY. The total outlay of the project is Rs 2142.3 crore (US\$ 357 million @ Rs.60/- per US\$) out of which 50 percent of the amount shall be provided as a long term loan by the World Bank. The Project shall be implemented from 2016-17 to 2021-22. Neeranchal will focus directly on 18 selected districts in 9 project States, namely, Andhra Pradesh, Chhattisgarh, Gujarat, Jharkhand, Madhya Pradesh, Maharashtra, Odisha, Rajasthan, and Telangana. Neeranchal focuses on States that cover approximately 60 percent of the area under WDC-PMKSY. The experiences gained and innovations developed under Neeranchal will support the implementation of the WDC-PMKSY in the 28 States where WDC-PMKSY is being implemented. Neeranchal will primarily support the WDC-PMKSY through technical assistance to improve incremental conservation outcomes and agricultural yields in a sustainable manner for farming communities in the project States.

1.21 The project will also strengthen key national and State institutions that currently implement WDC-PMKSY including the Department at the national level and the State Level Nodal Agencies (SLNAs) and field staff for watershed management in participating States. National level partner agencies and various State level institutions will also benefit from improved coordination of research and more effective approaches for technology transfer to communities and farmers.

1.22 During 2015-16, an amount of Rs.4.50 crore was released to States. For 2016-17, RE for the project is Rs 55.00 crore out of which Rs 12.82 crore has been released as on 31.12.2016. For FY 2017-18 an outlay (BE) of Rs.105.00 crore is provided.

1.23 When asked about the current status of progress in the districts where 'Neeranchal' is being implemented, and how has DoLR modified its approach in its monitoring of 'Neeranchal' in wake of the poor ratings of the official of World Bank? and whether the DoLR has suitably amended its roadmap for the timely completion of projects under 'Neeranchal' to avoid any cost and time overrun?, the DoLR in their written reply stated as under:

"Funds under the project are principally released to the States. States implement the project as per their financial, administrative and technical rules. As per the Finance Agreement with the World Bank, the end date of the project is 31st March 2022. Efforts are being made to professionally ground the Project in the States where bulk of the expenditure (and activities including pilot demonstrations) is envisaged."

The project sites for pilot demonstration of watershed management have been identified in the States. Activities for capacity development and strengthening of infrastructure are being implemented. NIH has conducted orientation workshops relating to hydrological planning in the States. FRI has planned inception workshop for March / April 2018.

The purpose of Neeranchal is also *inter alia* (a) to provide technical support to the ongoing watershed development projects under the WDC-PMKSY and (b) to house the information and capacity developed for future use of watershed development implementers (whether under any Central scheme or under any State scheme or otherwise) and other stakeholders. The Department has conducted a number of workshops, trainings and review meetings with States for monitoring and expediting the progress of the project. National Institute of Hydrology (NIH) has been engaged as an Implementing Partner through Memorandum of Understanding (MoU) entered on 10th November 2016 for providing a Decision Support System for Hydrology to the States and developing the capacity of ground level staff for its implementation. Forest Research Institute (FRI) has been engaged as Capacity Building Support Agency (CBSA) through an MoU entered on 27th December 2017 for providing training and capacity building in the States (where the actual implementation takes place). NIH [for hydrology (which is one critical fundamental for watershed development)] and FRI [(for training and capacity building (which is another critical fundamental for watershed development))] are both qualitative professional government organizations. Some of the advantages of having a government organization are that a government organization will be governed by government rules and regulations; it will be comparatively more accountable; meetings / dialogue with such organization will be comparatively more convenient (as per the normal wont in government functioning); the arrangement with a government organization will be comparatively more readily feasible (directly through an MoU); and dynamic changes as appropriate in accordance with the changing needs if any will be comparatively more readily feasible. In addition, such government organization will become a natural repository of information and knowledge gathered under Neeranchal and the same would sustain and be available for productive use of watershed development implementers (as well as students and researchers in this field) in future.

1.24 When asked about the role being played by the DoLR in realising the objective of convergence of the programme under its domain with other Programmes of the different Ministries for expanding the ambit and scope of its current programmes and how will the convergence, if materialised, help in the effective implementation of PMKSY? the DoLR in their written reply stated as under:

"The successful implementation of projects *inter alia* requires concerted efforts towards convergence of schemes and programmes of not only of Central Government Ministries but also of State Government Departments as may fit into the schematic design and overall requirements and objectives of watershed development. Chief Secretaries of all States (except Goa) have been accordingly requested on 02.02.2017. Action has specifically been initiated to imbibe apt convergence matrix inclusive of both Central and State schemes in the projects.

As per the information from SLNAs, Rs 3115.83 crore has been additionally sourced by converging implementation of pertinent Central and State schemes in the watershed projects areas as on 31-03-2017 (since 2009-10) which is 18.5% compared to the expenditure of Rs. 16,857.94 crore from project funds (Central and State share and miscellaneous interest etc.) during the said period.

During the first quarter of 2017-18 compared to the expenditure of Rs. 549.96 crore from project funds (Central and State share and miscellaneous interest etc.), Rs. 813.45 crore (147.9%) has been additionally sourced by converging implementation of pertinent Central and State schemes in the watershed projects areas."

(iv) Monitoring and Control

1.25 Qualitative and timely execution of the projects

Under the WDC-PMKSY no further watershed development project has been sanctioned from 2015-16 onwards. At present the principal emphasis is on qualitative and timely implementation and completion of the ongoing watershed development projects.

For qualitative and timely execution of the projects within the available budgetary resources, the States were requested for:

one: optimal utilization of available budgetary support (of both central and state shares).

two: convergence with both central and state schemes (that fit into the schematic design of the projects).

three: prioritization of (a) projects (*inter se*) and (b) project activities (within each project).

For qualitative planning, the States were requested that:

one: the planning may be professionally undertaken.

two: agencies having the essential qualifications and capabilities for preparing Detailed Project Reports (DPRs) of the requisite standards and quality alone may be selected.

three: DPRs may also be placed in the public domain.

To imbibe accountability in implementation, the States were requested to inquire into each complaint of irregularity and / or corruption or financial malfeasance in a time-bound manner and to take the necessary action as appropriate in any or all of the following three domains:

one: departmental action on the errant officers / officials.

two: civil action for recovery of the government monies irregularly spent.

three: criminal action in case of criminal culpability.

Monitoring

A geo-spatial portal SRISHTI is being implemented from the year 2015 with the assistance of National Remote Sensing Centre (NRSC) for monitoring. It has been extended to all States (except Goa) in 2016. Geo-coded and time-stamped photographs on near real-time basis are uploaded on SRISHTI portal using a mobile application DRISHTI specifically developed for the purpose. 8.21 lakh photographs have been uploaded by the States on the portal as on 03.01.2018. Since December 2016, 5.39 lakh photographs (65.65 %) have been uploaded by the States on the portal.

Implementation of digital payment

Public Financial Management System (PFMS) is being implemented w.e.f 2015-16. 26 out of 28 States have adopted the PFMS platform (Andhra Pradesh and Telangana use Electronic Fund Management System (EFMS) as adopted by the two State Governments).

Chairmen of SLNAs of all States (except Goa) were requested that (a) cent per cent transfer of funds from SLNA to Watershed Cell cum Data Centre (WCDC), WCDC to Project Implementation Agency (PIA) and Watershed Committees (WC) may be ensured through PFMS and (b) payment for goods, services, labour, etc. at all levels i.e SLNA, WCDC, PIA and WC may be made through PFMS wherever feasible. They were also requested that digital modes of transactions may be proactively adopted wherever feasible, and that the public are concurrently made aware, encouraged and motivated for adopting digital transactions.

1.26 When the Committee wanted to know about the status regarding the third party assessment of the projects and whether DoLR plan to utilise the role of Experts and Professional agencies in the execution of the Projects; the DoLR in their written reply stated that:-

"An apt MIS for the scheme is in place. The Department has tied up with the National Remote Sensing Centre for use of space technology to monitor the watershed programme. The protocol on completion and closure of WDC-PMKSY projects *inter alia* includes an apt, quick and low-cost / cost-effective end-line evaluation of the project or a group of projects within the approved cost norm for M&E component. (The learnings from such end-line evaluations will *inter alia* be useful for qualitative improvements in other ongoing projects also.) States also undertake third party evaluations of the watershed projects at their level. Public Financial Management System (PFMS) is being used wherever possible and around 40,917 agencies have been brought under this umbrella. Under Neeranchal project, National Institute of Hydrology (NIH) has been engaged as an Implementing Partner through Memorandum of Understanding (MoU) entered on 10th November 2016 for providing a Decision Support System for Hydrology to the States and developing the capacity of ground level staff for its implementation. Forest Research Institute (FRI) has been engaged as Capacity Building Support Agency (CBSA) through an MoU entered on 27th December 2017 for providing training and capacity building in the States (where the actual implementation takes place)."

1.27 When asked whether the Geo Portal on Srishti and mobile Application Drishti been able to handle its function with the network challenges faced, the DoLR stated that:-

" A geo-spatial portal SRISHTI is being implemented from the year 2015 with the assistance of National Remote Sensing Centre (NRSC) for monitoring. It has been extended to all States (except Goa) in 2016. Geo-coded and time-stamped photographs on near real-time basis are uploaded on SRISHTI portal using a mobile application DRISHTI specifically developed for the purpose. 8.47 lakh photographs have been uploaded by the States on the portal as on 08.02.2018. Since December 2016, 5.65 lakh photographs (66.7 %) have been uploaded by the States on the portal. Shortcomings as evidenced on the geo-spatial portal SRISHTI are appropriately taken up on a continuing basis by the project implementers. The mobile application DRISHTI has the functionality to store data and upload to SRISHTI portal later if data connectivity issues are encountered."

B. National Land Records Modernization Programme (NLRMP) / Digital India Land Records Modernization Programme (DILRMP)

1.28 The National Land Records Modernization Programme (NLRMP), approved in 2008 as a Centrally Sponsored Scheme, has since been revamped as the Digital India Land Records Modernization Programme (DILRMP) as a Central Sector Scheme with cent per cent Central funding with effect from 01st April 2016.

The DILRMP presently attempts to build upon the commonalities that exist in the arena of land records in the various States to develop an appropriate integrated land information management system across the country, on which the different States can also add State-specific needs as they may deem relevant and appropriate.

1.29 The main objective of the DILRMP is to modernize the land records system in the country and to build up an integrated land information management system with up-

to-date and real time land records on continuing basis. For this purpose, the two main systems of land records management and registration are to be integrated with the help of modern technology. The building of an Integrated Land Information Management System under DILRMP is essential for security of property rights, minimizing land disputes, efficient functioning of the economic operations based on land, and overall efficiency of the economy.

(i) Components of DILRMP

- Computerization of Land Records
- Survey / resurvey and updating of the survey & settlement records (including ground control network and ground truthing)
- Computerization of Registration
- Modern record rooms / land records management centres at tehsil / taluk / circle / block level
- Training & Capacity Building
- Core GIS
- Legal Changes
- Programme Management

(ii) Activities under DILRMP

- computerization of record of rights;
- digitization of cadastral maps;
- integration of record of rights (textual) and cadastral maps (spatial);
- survey / re-survey;
- modern record rooms;
- data centres at tehsil, sub-division and district level;
- connectivity between revenue offices;
- computerization of registration; connectivity between sub-registrar office (SRO) and tehsils;
- integration of registration and land records.

The ambit is now proposed to be further expanded to:

- (i) depict information on revenue court cases (so that the position of revenue litigation is readily discernible as an integral part of the land record database).
- (ii) depict information of circle rate (so that one standardized valuation is readily discernible as an integral part of the land record database).

(iii) integrate Aadhaar number with the land record database if the Aadhaar number of the landholder is available (while strictly adhering to statutory requirements and judicial pronouncements).

As a next step it is also envisaged to link the land record database with banks (so that, on the one hand, information on mortgage, loan / credit / encumbrances with banks becomes available on the land record database, and, on the other hand, farmer welfare schemes implemented through banks are facilitated).

The Department is accordingly endeavouring to develop an integrated land information management system under the aegis of the Digital India Land Records Modernization Programme, which will provide online single-window at-a-glance access to all available, relevant information to give a fair comprehensive position of any plot of land in question to the landowner, concerned officers / agencies and interested persons / entrepreneurs, etc.

This will inter alia: (i) improve real-time information on land, (ii) optimize use of land resources, (iii) benefit both landowners & prospectors, (iv) assist in policy & planning, (v) reduce land disputes and (vi) check fraudulent / benami transactions.

1.30 On being asked about the current status of the functioning of National Land Records Modernization Programme (NLRMP) / Digital India Land Records Modernization Programme (DILRMP) across the country as on 01.02.18, the DoLR in their written reply stated as under:

"So far an amount of Rs. 1399.83 (as on 31-01-2018) crore has been released for covering one or more components of DILMRP in 457 districts. The implementation of this programme is a complex, sensitive and voluminous work, involving cumbersome and time-consuming processes. Gestation period of completion of the various activities / components of this programme is relatively longer as compared to other schemes. Substantial progress has now been achieved in the basic requirements of *inter alia*

computerization of Record of Rights (RoRs), computerization of Registration, connectivity between Sub-Registrar Offices and Tehsils, integration of Registration and Land Records, etc."

**Physical Progress under various components of DILRMP in all Sates/UTs
(as per MIS portal of DILRMP)**

Sl. No.	Component	Completed	On-going	Not Started
1.	Computerization of Land Records (36 States/UTs)	A&N Islands, Andhra Pradesh, Dadra & Nagar Haveli, Gujarat, Himachal Pradesh, Karnataka, Lakshadweep, Madhya Pradesh, Maharashtra, Odisha, Rajasthan, Telangana, Tripura, Uttar Pradesh, West Bengal (15 States/UTs)	Assam, Bihar, Chandigarh, Chhattisgarh, Daman & Diu, Goa, Haryana, Jammu & Kashmir, Jharkhand, Kerala, Manipur, Puducherry, Punjab, Sikkim, Tamil Nadu, Uttarakhand (16 States/UTs)	Arunachal Pradesh, Meghalaya, Mizoram, Nagaland, NCT of Delhi (not reported on MIS). (5 States/UTs)
2.	Computerization of Registration (36 States/UTs)	Andaman & Nicobar, Andhra Pradesh, Bihar, Chandigarh, Dadra & Nagar Haveli, Daman & Diu, Gujarat, Himachal Pradesh, Jharkhand, Kerala, Madhya Pradesh, NCT of Delhi, Puducherry, Telangana, Tripura, West Bengal (16 States/UTs)	Chhattisgarh, Goa, Haryana, Maharashtra, Meghalaya, Odisha, Punjab, Rajasthan, Sikkim, Tamil Nadu, Uttarakhand, Uttar Pradesh (12 States/UTs)	Arunachal Pradesh, Assam, Jammu & Kashmir, Karnataka, Lakshadweep, Manipur, Mizoram, Nagaland (8 States/UTs.)
3.	Integration of Land Records and Property Registration (36 States/UTs)	Andhra Pradesh, Dadra & Nagar Haveli, Gujarat, Himachal Pradesh, Jharkhand, Kerala, Maharashtra, Telangana, Tripura (9 States/UTs)	A&N Islands, Bihar, Haryana, Punjab, Rajasthan, Sikkim, Tamil Nadu, Uttar Pradesh, West Bengal (9 States/UTs)	Arunachal Pradesh, Assam, Chandigarh, Chhattisgarh, Daman & Diu, Goa, Jammu & Kashmir, Karnataka, Lakshadweep, Madhya Pradesh, Manipur, Meghalaya, Mizoram, Nagaland, NCT of Delhi, Odisha, Puducherry, Uttarakhand (18 States/UTs)

1.31 Further during the evidence when asked about the status of work done under DILRMP, the Joint Secretary, DoLR stated as under:

" इंटीग्रेटेड लैंड इनफार्मेशन मैनेजमेंट सिस्टम के अंतर्गत विभाग के पास MIS की रिपोर्ट है जिसमें हर मिनट छः लाख तीस हजार गांवों की सूचना अपग्रेड होती है, उनके आधार पर आंध्र प्रदेश, तेलंगाना, दादर-नगर-हवेली, गुजरात, हिमाचल प्रदेश, झारखण्ड, केरल, महाराष्ट्र, कर्नाटका, त्रिपुरा आदि लगभग कम्प्लीशन की स्थिति में हैं। अंडमान निकोबार, बिहार, हरियाणा, पंजाब, राजस्थान, सिक्किम, तमिलनाडु, उत्तर प्रदेश, पश्चिम बंगाल में बहुत तेजी से काम चल रहा है। "

(iii) Capacity Building

1.32 The DILRMP is a technology driven programme involving application of diverse sets of technologies for the four major components of (a) computerization of land records including digitization of maps and integration of textual and spatial data, (b) survey/re-survey using modern technology such as Total Stations (TSs), Global Positioning System (GPS), Aerial Photography, High Resolutions Satellite Imagery (HRSI), etc., (c) computerisation of the registration system and (d) inter-connectivity between the registration and land records maintenance system as well as inter-connectivity amongst the revenue offices. Training and capacity building activities, therefore, become very important for effective and efficient implementation of the programme, and the same are being taken up on priority under the programme.

With a view to imparting comprehensive training to the Revenue, Survey, Registration and other officials involved in implementation of the DILRMP, funds are being provided to the States/UTs for creation of DILRMP Cells at their Administrative Training Institutes and /or the Survey/Revenue/Patwari Training Institutes. So far, 37 DILRMP Cells have been sanctioned in 30 States/UTs. Funds are also being released to the NIC, the Survey of India and the National Remote Sensing Centre for conducting

training programmes for field revenue functionaries, supervisory heads of departments and policy-level officers.

Detailed Guidelines and Technical Manuals have been prepared and circulated to the States and Union Territory Administrations for implementation of the programme. Further, formats for Management Information System (MIS), Annual Action Plan/Detailed Project Report and State Perspective Plan have also been prepared and circulated to the States and Union Territory Administrations and other Agencies concerned for monitoring and effective management of the programme. The progress is also monitored or reviewed by the department through the Central MIS portal of DILMPR developed by NIC and hosted on the website. The State/UT Govt. are reporting the progress (physical and financial) under DILRMP in the MIS Portal.

1.33 When the Committee asked about the adequacy of the sanctioned DILRMP cells, its actual requirement for the entire country and functional status of the sanctioned cells, the DoLR in their written reply informed that:-

"to impart comprehensive training to the Revenue, Survey, Registration and other officials involved in implementation of the DILRMP, funds are being provided to the States/UTs for creation of DILRMP Cells at their Administrative Training Institutes and /or the Survey/Revenue/Patwari Training Institutes. So far, 37 DILRMP Cells have been sanctioned in 28 States/UTs. State /UT-wise details are given below:

Sl. No.	Name of the State/UT	Number of Cell	Place of NLRMP Centres/Cells	Year of Sanction
1	Andhra Pradesh	1	AP Academy of Land Information Management, Hyderabad	2010-11
2	Assam	1	Assam Survey and Settlement Training Centre, Dakhingaon, Guwahati	2009-10
3	Bihar	1	Revenue Training Institute at Bodhgaya, Bihar	2011-12
4	Gujarat	1	Deendayal Institute of Survey & Revenue Administration (DISRS) at Gandhinagar	2010-11
5	Haryana	1	Patwar Training School, Panchkula	2009-10

		1	HARSAC, Hissar	2012-13
6	Himachal Pradesh	1	Revenue Training Institute, Joginder Nagar, Mandi District	2009-10
7	Jammu & Kashmir	2	Revenue Training Institute, Gole Gujral, Jammu	2013-14
			Revenue Training Institute, Bemina, Srinagar	2013-14
8	Jharkhand	1	Shri Krishan Institute of Public Administration, Ranchi, Jharkhand	2013-14
9	Kerala	1	Institute of Land & Disaster Management, PTP Nagar, Thiruvananthapuram	2009-10
10	Madhya Pradesh	2	RCVP Noronha Academy of Administration & Management, Madhya Pradesh, Bhopal	2010-11
			State-level Training Institute at Gwalior	2009-10
11	Maharashtra	1	Land Records Training School, Aurangabad	2010-11
	Maharashtra	1	Land Records office, Mulshi, Pune	2011-12
12	Nagaland	1	Survey Training Institute, Dimapur	2010-11
13	Orissa	1	Orissa Space Application Centre (ORSAC), Bhubaneswar	2010-11
14	Punjab	1	Patwar Training School, Jalandhar, Punjab	2010-11
15	Rajasthan	2	Revenue Research & Training Institute (RRTI), Ajmer	
			Settlement Training Institute, Jaipur	2010-11
16	Sikkim	1	Land Records office Deorali, Sikkim	2011-12
17	Tamil Nadu	1	Survey Training Institute, Thanjavur, Tamil Nadu	2011-12
18	Tripura	1	Regional Survey Training Institute, Agartala, Tripura	2011-12
19	Uttar Pradesh	2	Raja Todarmal Survey and Land Records Training Institute, Hardoi, Uttar Pradesh	
			Lekhpal Training School, Allahabad, Uttar Pradesh	2010-11
20	West Bengal	2	Analysis Research & Training Institute (ARTI) Salboni and Land Management Training Centre (LMTC) Berhampur	2011-12
21	Delhi	1	Directorate of Training, Shahdara, Delhi	2012-13
22	Lakshdweep	1	Establishment of Training Cell under Administrative Training Institute, Kavaratti	2009-10
23	Puducherry	1	Secretariat Hall, Secretariat, Puducherry	2011-12
24	LBSNAA	1	Centre for Rural Studies (CRS) LBSNAA, Mussoorie	2010-11
25	NIDEM	1	National Institute of Defence Estates Management (NIDEM)	2010-11
26	Goa	1	NLRMP Cell	2014-15
27	Uttarakhand	1	NLRMP Cell	2014-15
28	Arunachal Pradesh	1	NLRMP Cell, Itanagar, Arunachal Pradesh	2015-16
29	Mizoram	1	Mizoram	2015-16
30	Chandigarh	1	Chandigarh	2015-16

Total	37		
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Funds are also being released to the NIC, the Survey of India and the National Remote Sensing Centre for conducting training programmes for field revenue functionaries, supervisory heads of departments and policy-level officers.

1.34 When the Committee wanted to know about the target year of coverage of all the districts of the country and the steps taken to address the issue of survey and resurvey, the DoLR in their written reply stated as under:

"Progress is inter alia dependent on (i) quantum of Central funds released to the States and (ii) additions of State-specific needs by the State Governments as they may deem relevant and appropriate. A policy decision has been taken on 08-12-2016 to ordinarily carry out record or survey/re-survey operations from DILRMP funds only in places where the record of rights or filed book or map are not available or have been destroyed/damaged/outdated etc. and not to have unnecessary survey/re-surveys when the land records are available as per the normal (so that the common agricultural landholders in the country are not unnecessarily put to protracted judicial / quasi-judicial interface with tehsils / revenue offices, and the available resources are optimally used in other critical areas)."

1.35 Statement showing Budget Estimates, Revised Estimates and actual expenditure for the past three years and budget estimates for the current year showing separately capital and revenue expenditure:

(Rs. in crore)

Year	BE (plan)	RE (Plan)	Actual expenditure
2014-15	250.00	181.00	180.79
2015-16	97.77	40.00	39.98
2016-17	150.00	140.64	138.53
2017-18	150.00	100.00	84.43*

*(as on 10.01.2018) # all provisions are under Revenue expenditure.

Actual expenditure, revised estimates alongwith amount surrendered during the last three years:

(Rs. in crore)

Year	Revised Estimates (RE)	Actual Expenditure	Surrender (w.r.t. R.E.)
2014-15	181.00	180.79	0.21
2015-16	40.00	39.98	0.02
2016-17	140.64	138.53	2.11

1.36 Asked about the physical targets set out for each year during the last three years and achievements thereof, with reasons for shortfall, if any, in achievement of targets; the DoLR in their written reply stated as under:

"An amount of Rs.1309.08 crore has been released till the end of Twelfth plan period for covering one or more components of DILRMP in 457 districts. The target was to complete all district by the end of 12th Five Year Plan. So far as coverage of districts is concerned, the overall targets during 2012-13 to 2014-15 were completely achieved. During 2015-16 to 2016-17 the thrust was principally to complete the projects already sanctioned, and accordingly no funds for fresh projects including for new districts were released. Further, there had been slow progress in some of the components in some States / UTs. The implementation of this programme is a complex, sensitive and voluminous work, involving cumbersome and time-consuming processes. Gestation period of completion of the various activities / components of this programme is relatively longer as compared to other schemes. Now, however, substantial progress has been achieved in the basic requirements of inter alia computerization of Record of Rights (RoRs), computerization of Registration, connectivity between Sub-Registrar Offices and Tehsils, integration of Registration and Land Records, etc. Some States like Arunachal Pradesh, Meghalaya, Nagaland and Manipur (Partial) are not able to implement some of the components due to community ownership of lands and non-availability of land records with government.

The majority of the unutilized funds reported by the States relate to survey / re-survey which is a technology intensive activity and requires significant number of skilled human resources.

The programme is demand driven, and depends on the pace of implementation by the States / UTs.

The details of targets and achievements are as under:

Year	Target (No. of districts)	achievements (in districts)
2014-15	60	45
2015-16	60	-
2016-17	60	-

The percentage of achievements of plan target in financial terms is given below:
(Rs. in crore)

Year	RE	Actual expenditure	%Achievements
2012-13	96.00	95.23	99.20
2013-14	216.00	213.08	98.65
2014-15	181.00	180.79	99.88
2015-16	40.00	39.98	99.95
2016-17	140.64	138.53	98.50

1.37 Asked about the dismal utilisation of funds in the current FY, the DoLR replied as under:-

"Rs. 90.74 crore i.e. 90.74 % of RE has been released to the States till 31-01-2018."

(iv) Unspent Balance

Details of State/UT-wise unspent balance under DILRMP

Sl. No.	States/UTs	Unspent Balance (Rs. in Crore)
1	Andhra Pradesh	42.54
2	Arunachal Pradesh	5.86
3	Assam	19.90
4	Bihar *	25.89
5	Chhattisgarh *	14.10
6	Gujarat	10.60
7	Goa *	3.47
8	Haryana	16.56
9	Himachal Pradesh	21.46
10	Jammu & Kashmir	5.99
11	Jharkhand	2.51
12	Karnataka *	24.29
13	Kerala	12.49
14	Madhya Pradesh	20.86
15	Maharashtra *	28.14
16	Manipur *	1.69
17	Meghalaya *	5.46
18	Mizoram	0.26
19	Nagaland	0.00
20	Odisha *	28.77
21	Punjab *	17.46
22	Rajasthan	38.21
23	Sikkim	0.30
24	Tamil Nadu	1.79
25	Telangana *	72.74
26	Tripura	6.91
27	Uttar Pradesh *	13.14
28	Uttarakhand	5.07
29	West Bengal	11.44
30	A & N Islands *	0.19
31	Chandigarh	0.29
32	D & N Haveli *	0.26
33	Delhi *	1.27
34	Daman & Diu *	0.35
35	Lakshdweep	0.50
36	Puducherry	2.24
37	Misc.	1.85
Total		464.83

* States / UTs to which funds were not released during the last three years

1.38 When asked about the steps taken by the DoLR to liquidate the huge unspent balances, the DoLR stated:-

"The total unspent balance as on date is Rs.464.84 crore. This includes Rs.90.74 crore released during the current financial year. Bulk of the unspent funds relate to the survey/re-survey component of DILRMP."

1.39 The programme (erstwhile NLRMP) was started during 2008-09. The scheme was not reviewed/evaluated by the Planning Commission. A study on "Identifying existing capacities of the States and development of time frame to execute the National Land Records Modernization Programme" in six States viz. Assam, Himachal Pradesh, Madhya Pradesh, Maharashtra, Rajasthan and West Bengal was entrusted to the Centre for Rural studies (CRS), Lal Bahadur Shastri National Academy of Administration (LBSNAA). The Centre submitted its report in 2010-11. DoLR has awarded an evaluation study of EILRMP to CRS, LBSNAA as part of the Centre's Annual Plan for 2017-18.

1.40 When asked about the status of the aforesaid study by the LBSNAA, the DoLR replied

"Annual Action Plan for the Year 2017-18 submitted by the Centre for Rural Studies (CRS), LBSNAA which inter alia includes evaluation-cum-impact assessment study of the DILRMP has been approved. An amount of Rs. 81.47 lakh has been released during the year 2017-18 to LBSNAA. Further action in the matter is in process."

PART II

Observation/Recommendation

The Detailed DFG (2018-19) of the Department of Land Resources (Ministry of Rural Development under demand no.83 were Laid on the table of Lok Sabha on March, 2018. The Gross Budgetary support (GBS) for the fiscal year 2018-19 is Rs. 2511.40 crore. The Committee have examined in detail the demand for Grants of the Department of Land Resources (DoLR) for the year 2018-19. Observations/ recommendations of the Committee are detailed in succeeding paragraphs.

Fund allocation during 2018-19

2.1 The Committee find that there has been an increase of Rs. 201.04 crore in the Gross Budgetary Support (GBS) of the Department of Land Resources (DoLR) over the previous year's (2017-18) Budget Estimates (BE). The RE for the year 2017-18 was Rs. 1831.89 crore, the allocation for this year i.e. 2018-19 has been increased to Rs. 2511.40 crore which is an increase of 37% over the previous year's RE. The Committee also observe that there has been an increase of 10% in the Budgetary Allocation of Pradhan Mantri Krishi Sinchayee Yojana -Watershed Development Component (WDC-PMKSY) and 66.7% increase in allocation under Digital India Land Records Management Programme (DILRMP) during 2018-19 over the previous year's allocation. The Committee felt that despite an increase in the budget allocation for 2018-19, considering the previous year's performance and the incompleteness of the projects, the insufficiency of the BE component was quite evident to meet the targets for the year. The Committee, therefore,

recommend the DoLR to come up with a detailed roadmap *viz-a-viz* utilisation of funds eliciting the requirement and fulfillment of targets in the stated budget allocation along with due appraisal to the Committee.

(Recommendation SI.No. 1, Para No. 2.1)

Survey of the Projects completed between 1995-2009

2.2 To the utter dismay, the alarming fact of non-survey of the projects completed under erstwhile IWMP surfaced before the Committee. The vision behind the initiation of projects under IWMP and the current PMKSY has been to increase the area of irrigated land in the country while ending their dependency only on rain water. The efforts so undertaken by DoLR *viz-a-viz* the completed projects seem callous and without any planning. Any project requires a definite protocol pertaining the maintenance aspect to be done regularly for the sustained performance of the mission. However in the present scenario there has not been any reported survey of the old projects which handicaps the decision regarding the justification of expenditure on such projects. Therefore, the Committee, strongly recommends the DoLR to carry out survey of the projects completed from 1995 onwards to find out the current status of the same and duly inform the Committee of the details thereof.

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

Pradhan Mantri Krishi Sinchayee Yojana (WDC-PMKSY)- Completion of projects

2.3 The period for completing PMKSY (Watershed Development) projects is between 4-7 years. The Committee are quite perplexed regarding the inordinate delay in the completion of the projects pertaining to WDC-PMKSY. Despite dwelling upon this issue in the past with a stern view, yet the Committee feels disappointed with the performance of DoLR in expediting the pace of completion.

Although the Committee were informed during the evidence regarding the completion of 1185 projects still the Committee is in abeyance if such projects have been declared to be officially completed complying the closure protocol of the Department. Thus, while recommending the DoLR to expedite the pace of completion of the massive backlog of unfinished projects, the Committee also desire putting in place of a proper closure protocol.

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

WDC-PMKSY: Convergence of different schemes

2.4 Though the current emphasis is on convergence with relevant State and Central schemes, the Committee still feel that optimum and effective qualitative utilisation of funds is the key to the success of watershed projects. The Committee while appreciating the emphasis on convergence recommend that a robust mechanism be put in place for effective convergence of different schemes of other Ministries/ Departments for a continual and sustained flow of funds in the projects to ensure timely completion.

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

WDC-PMKSY: Maintenance

2.5 The Committee after scrutinising the current progress and the mechanisms involved in the projects of WDC-PMKSY, find that the aspect of maintenance of the project post completion seem to be neglected. The issue of maintenance post completion with regard to any project is of utmost importance without which the long term vision of the scheme is bound to fail. In view of the forgoing and the seriousness of such lapse, the committee strongly recommend the DoLR to carry

out relevant studies required to formulate a policy on the maintenance of completed projects under WDC-PMKSY.

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

WDC-PMKSY: Monitoring

2.6 Monitoring and evaluation is core for successful implementation of any scheme. This aspect is still very vulnerable and much is desired for an effective monitoring of the scheme. While going through the steps taken by the Department to check irregularities and corruption which include departmental, civil and criminal action on the errant officials, the Committee are of the view that mere putting in place of the steps will not suffice, action in letter and spirit is necessarily required to have an effect of deterrence. Therefore, the Committee recommend that the monitoring mechanism and evaluation system should be made more effective for successful implementation of the programme.

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

WDC-PMKSY: Area under irrigation

2.7 The Committee got itself acquainted of the fact that in 2016-17, 306,900 ha area was additionally brought under the ambit of irrigated land. However, during the current financial year, an area of 137,388 ha only has been added to the domain of irrigated land till 31.08.2017. Despite the claim of DoLR that 1185 projects have been completed, the aspect of such meagre addition to the irrigated land capacity is befuddling. Taking this scenario seriously, the Committee urges DoLR to go all out in ensuring that the completion of projects does have a positive collateral effect on the area of irrigated land in the country to effectively fulfil the desired goal of the scheme.

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

Digital India Land Records Modernization Programme (DILRMP)

2.8 The Committee while appreciating the efforts undertaken by DoLR in the Computerisation and integration of Land records data in various states, felt that such exercise should not be in perpetuity. There should be a definite time frame by which these processes reach to their logical end to ensure that the benefits of the scheme percolate down to the common masses and make the cumbersome practices under land records much more smooth and easy to handle. Therefore, the Committee presses upon the DoLR to expedite the exercise of the modernisation of land records under DILRMP for the achievement of desired result.

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

**NEW DELHI;
09 March, 2018
18 Phalguna, 1939 (Saka)**

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

STANDING COMMITTEE ON RURAL DEVELOPMENT (2017-2018)**MINUTES OF THE FIFTH SITTING OF THE COMMITTEE HELD ON
THURSDAY, THE 15 FEBRUARY, 2018**

The Committee sat from 1400 hrs. to 1545 hrs. in New Committee Room 'No.3', Parliament House Annexe Extension Building, Block-B, (PHA-'B'), New Delhi.

PRESENT

Dr. P. Venugopal -- *Chairperson*

MEMBERS

Lok Sabha

2. Shri Sisir Adhikari
3. Shri Harishchandra Deoram Chavan
4. Shri Vijay Kumar Hansdak
5. Shri Jugal Kishore Sharma
6. Shri Manshankar Ninama
7. Shri Prahlad Singh Patel
8. Dr. Yashwant Singh
9. Shri Ajay Misra (Teni)

Rajya Sabha

10. Smt. Shanta Chhetri
11. Shri Shamsher Singh Dullo
12. Shri Javed Ali Khan
13. Shri Mahendra Singh Mahra
14. Shri Narayan Lal Panchariya
15. Shri Lal Sinh Vadodia

Secretariat

- | | | |
|-----------------------|---|----------------------|
| 1. Shri Abhijit Kumar | - | Additional Secretary |
| 2. Shri S. Chatterjee | - | Director |
| 3. Smt. Emma C. Barwa | - | Deputy Secretary |

**Representatives of the Department of Land Resources
(Ministry of Rural Development)**

- | | | |
|--------------------------------|---|--|
| 1. Shri Dinesh Singh | - | Secretary |
| 2. Smt. Veena Ish | - | Additional Secretary & |
| 3. Shri Surender Nath Tripathi | - | Additional Secretary & Financial Advisor |
| 4. Shri Hukum Singh Meena | - | Joint Secretary |
| 5. Shri G. Sajeevan | - | Deputy Director General |
| 6. Shri Sushil Kumar Singla | - | Joint Secretary |

2. At the outset, the Chairperson again welcomed the Members of the Committee after the lunch break to the sitting convened to take evidence of the representatives of the Department of Land Resources (Ministry of Rural Development) in connection with the examination of Demands for Grants (2018-19) of Department of Land Resources.

[Witnesses were then called in]

3. After welcoming the witnesses, the Chairperson read out Direction 55(1) of the 'Directions by the Speaker' regarding confidentiality of the proceedings. The Chairperson in his opening remarks broadly explained the scheme-wise funds proposed for 2018-19 under PMKSY(WDC) and DILRMP schemes. Thereafter, the Secretary, Department of Land Resources (Ministry of Rural Development) made a Power Point Presentation *inter-alia* highlighting allocations viz. utilisation of funds in different schemes and dealt with initiatives taken under PMKSY(WDC) and DILRMP schemes.

4. Thereafter the Members raised queries one by one which were responded to by the witnesses.

5. The Chairperson then thanked the representatives of the Department of Land Resources (Ministry of Rural Development) and asked them to furnish written information on points for which information was not readily available to this Secretariat expeditiously.

[The Witnesses then withdrew]

A verbatim record of the proceedings has been kept.

The Committee then adjourned.

STANDING COMMITTEE ON RURAL DEVELOPMENT (2017-2018)**MINUTES OF THE NINTH SITTING OF THE COMMITTEE HELD ON****FRIDAY, THE 09 MARCH, 2018**

The Committee sat from 1015 hrs. to 1045 hrs. in New Committee Room No. '1', Ground Floor, Parliament House Annexe Ext. Building Block 'A' (PHA-A), New Delhi.

PRESENT

Dr. P. Venugopal -- *Chairperson*

MEMBERS
LOK SABHA

2. Shri Kirti Azad
3. Shri Harishchandra Deoram Chavan
4. Shri Gokaraju Ganga Raju
5. Shri Jugal Kishore Sharma
6. Shri Manshankar Ninama
7. Shri Prahlad Singh Patel
8. Dr. Yashwant Singh
9. Shri Ajay Misra (Teni)

RAJYA SABHA

12. Shri Shamsher Singh Dullo
13. Shri Narayan Lal Panchariya
14. Shri A. V. Swamy
15. Shri K.T.S. Tulsi
16. Shri Lal Sinh Vadodia

SECRETARIAT

- | | | |
|-----------------------|---|----------------------|
| 4. Shri Abhijit Kumar | - | Additional Secretary |
| 5. Shri S. Chatterjee | - | Director |
| 6. Smt. B. Visala | - | Additional Director |
| 7. Smt. Emma C. Barwa | - | Deputy Secretary |

2. At the outset, the Hon'ble Chairperson welcomed the Members to the sitting convened for consideration and adoption of three Draft Reports on Demands for Grants (2018-19) of the Department of Rural Development (Ministry of Rural Development), Department of Land Resources (Ministry of Rural Development) and Ministry of Panchayati Raj.

3. Thereafter, the Committee took up for consideration of the aforementioned Draft Reports and adopted the same without any modifications. The Committee also authorized the Chairperson to finalize these Draft Reports taking into consideration consequential changes arising out of factual verification, if any, by the concerned Ministry/Department and to present/lay the same to both the Houses of Parliament.

The Committee then adjourned.
