

STANDING COMMITTEE ON RURAL DEVELOPMENT
(2018-2019)

55

SIXTEENTH LOK SABHA

MINISTRY OF RURAL DEVELOPMENT
(DEPARTMENT OF LAND RESOURCES)

[Action taken on the recommendations contained in the Forty Seventh Report (Sixteenth Lok Sabha) on 'Demands for Grants of the Ministry of Rural Development (Department of Land Resources) for the year 2018-2019'.]

FIFTY FIFTH REPORT



LOK SABHA SECRETARIAT
NEW DELHI

FIFTY FIFTH REPORT

STANDING COMMITTEE ON RURAL DEVELOPMENT

(2018-2019)

(SIXTEENTH LOK SABHA)

MINISTRY OF RURAL DEVELOPMENT

(DEPARTMENT OF LAND RESOURCES)

[Action taken on the recommendations contained in the Forty Seventh Report (Sixteenth Lok Sabha) on 'Demands for Grants of the Ministry of Rural Development (Department of Land Resources) for the year 2018-2019'.]

Presented to Lok Sabha on 31.12.2018

Laid in Rajya Sabha on 31.12.2018



LOK SABHA SECRETARIAT

NEW DELHI

December, 2018/ Pausa, 1940 (Saka)

CRD No. 152

Price : Rs.

© 2018 BY LOK SABHA SECRETARIAT

Published under Rule 382 of the Rules of Procedure and Conduct of Business in Lok Sabha (____ Edition)
and Printed by _____.

CONTENTS

	Page No.
COMPOSITION OF THE COMMITTEE (2018-2019)	(ii)
INTRODUCTION	(iii)
CHAPTER I Report	1
CHAPTER II Recommendations which have been accepted by the Government	7
CHAPTER III Recommendations which the Committee do not desire to pursue in view of the Government's replies.....	11
CHAPTER IV Recommendations in respect of which replies of the Government have not been accepted by the Committee	12
CHAPTER V Recommendations in respect of which final replies of the Government are still awaited	15

ANNEXURES

I. Extract of Minutes of the Fourth Sitting of the Committee held on 27 December, 2018	16
II. Analysis of Action taken by the Government on the recommendations contained in the Forty Seventh Report (16 th Lok Sabha) of the Standing Committee on Rural Development.....	18

COMPOSITION OF THE STANDING COMMITTEE ON RURAL DEVELOPMENT (2018-2019)

Dr. P. Venugopal -- Chairperson

MEMBERS LOK SABHA

2. Shri Sisir Kumar Adhikari
3. Smt. Sajda Ahmed
4. Shri Kirti Azad
5. Smt. Renuka Butta
6. Shri Harishchandra Deoram Chavan
7. Shri Biren Singh Engti
8. Shri Vijay Kumar Hansdak
9. Shri Ajay Misra (Teni)
10. Shri Manshankar Ninama
11. Dr. Ramesh Pokhriyal "Nishank"
12. Smt. Mausam Noor
13. Shri Prahlad Singh Patel
14. Shri Gokaraju Ganga Raju
15. Dr. Anbumani Ramadoss
16. Shri Jugal Kishore Sharma
17. Dr. Yashwant Singh
18. Dr. Naramalli Sivaprasad
19. VACANT ^
20. Shri Ladu Kishore Swain
21. Shri Kamakhya Prasad Tasa

RAJYA SABHA

22. Smt. Shanta Chhetri
23. Shri Samsher Singh Dullo
24. Shri Surendra Singh Nagar\$
25. Shri Prashanta Nanda
26. Shri Narayan Lal Panchariya
27. Shri Naranbhai J. Rathwa
28. Shri A.K. Selvaraj
29. Shri Ajay Pratap Singh
30. Shri K.T.S. Tulsi
31. Shri Lal Sinh Vadodia

SECRETARIAT

- | | | |
|-----------------------|---|----------------------|
| 1. Shri Abhijit Kumar | - | Additional Secretary |
| 2. Shri S. Chatterjee | - | Director |
| 3. Smt. B. Visala | - | Additional Director |
| 4. Smt. Emma C. Barwa | - | Deputy Secretary |
| 5. Shri Atul Singh | - | Committee Assistant |

^ Vacant due to resignation of Shri Balka Suman from the Membership of Lok Sabha
w.e.f. 17.12.2018

\$ Nominated to the Committee w.e.f. 19.11.2018 vice Shri Javed Ali Khan

INTRODUCTION

I, the Chairperson of the Standing Committee on Rural Development (2018-2019) having been authorised by the Committee to present the Report on their behalf, present the 55th Report on the action taken by the Government on the recommendations contained in the Forty Seventh Report of the Standing Committee on Rural Development (16th Lok Sabha) on Demands for Grants of the Ministry of Rural Development (Department of Land Resources) for the year 2018-2019.

2. The Forty Seventh Report was presented to Lok Sabha on 13 March, 2018 and was laid on the Table of Rajya Sabha the same date. Replies of the Government to all the recommendations contained in the Report were received on 12 June, 2018.

3. The Report was considered and adopted by the Committee at their sitting held on 27 December, 2018.

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

NEW DELHI;
27 December, 2018
06 Pausa, 1940 (Saka)

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

CHAPTER I

REPORT

This Report of the Standing Committee on Rural Development (2018-19) deals with the action taken by the Government on the Observations/Recommendations contained in their Forty-Seventh Report (Sixteenth Lok Sabha) on Demands for Grants of the Ministry of Rural Development (Department of Land Resources) for the year 2018-2019.

2. The Forty-Seventh Report was presented to Lok Sabha on 13.03.2018 and was laid on the Table of Rajya Sabha on the same date. The Report contained 8 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., 2.4,2.5,2.6,2.7 and 2.8.

Total:05
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) Observations/Recommendations in respect of which replies of the Government have not been accepted by the Committee:
Serial Nos. 2.1, 2.2 and 2.3.

Total: 03
Chapter-IV

- (iv) Observations/Recommendations in respect of which final replies of the Government are still awaited:
Serial Nos. Nil.

Total: Nil
Chapter-V

4. The Committee desire that Recommendations contained in 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. Physical Progress

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

6. With regard to Fund allocation during 2018-19, the Committee had recommended as under:

"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."

7. The Department in their action taken reply have stated as under:-

"A total of 8214 projects covering an area of about 39.07 million ha 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. As per the provisional information received from the States, as on 30-04-2018, out of 8214 sanctioned projects, 1252 (15.24%) are reported completed, 973 (11.85 %) are in Consolidation Phase, 4157 (50.61%) are in Works Phase and 1487 (18.10%) are in Preparatory Phase and 345 (4.2 %) uninitiated projects in which (a) no expenditure had been incurred and (b) no committed liability had been created have been transferred to States for the States to take them up under their respective States' budget. Budget Estimates (BE) in a financial year are firmed-up as part of the overall budgetary exercise. The increase in budgetary allocation (30.72%) for the fiscal year 2018-19 (BE Rs. 2251.00 crore) as compared to the previous fiscal year 2017-18 (RE Rs. 1722.00 crore) for the WDC-PMKSY (including "Neeranchal") is *inter alia* having regard to the requirements of the scheme. The available funds will be qualitatively and optimally utilized as per the schematic design and guidelines of the programme. No project had been sanctioned from 2015-16 onwards. Now, the principal emphasis is on qualitative and timely execution of the watershed development projects with *inter alia*: 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).

Digital India Land Records Modernisation Programme (DILRMP)

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 recommendations of the EFC are under submission for competent approval. Budget Estimates (BE) in a financial year are firmed-up as part of the overall budgetary exercise. The increase in budgetary allocation for the fiscal year 2018-19 (BE Rs. 250 crore) as compared to the previous fiscal year 2017-18 (RE Rs. 100 crore) for the DILRMP is *inter alia* having regard to the requirements of the programme. The available funds will be qualitatively and optimally utilized as per the schematic design and guidelines of the programme.

8. To ascertain the achievement of desired targets and also to know if all was moving according to the plan, the Committee had recommended to make timely assessment of the sanctioned projects and to ensure that the projects are implemented properly. The Department in their Action Taken reply have stated that out of 8214 watershed development projects sanctioned during 2009-10 to 2014-15 in 28 States (except Goa) covering an area of about 39.07 million hectare, only 1252 projects have been completed as on 30.04.2018. The Committee are at loss to find that the Department of Land Resources have not informed in detail about the area covered under 1252 completed projects and also failed to provide detailed roadmap *viz-a-viz* utilisation of funds eliciting the requirement and fulfillment of targets in the stated budget allocation. While reiterating their recommendation, the Committee desire that a detailed road map may be given to complete the remaining Projects at the earliest.

B. Survey of the Projects completed between 1995-2009 under erstwhile IWMP

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

9. With regard to Survey of the Projects completed between 1995-2009, the Committee had recommended as under:

"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.

10. The Department in their action taken reply have stated as under:-

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. 1252 projects in 15 States have been reported to be completed after 1st April 2017 (upto 30.04.2018). As a systemic improvement, a protocol on formal completion and closure of WDC-PMKSY projects has been formulated by the Department. 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. (The learnings from such end-line evaluations will *inter alia* be useful for qualitative improvements in the other ongoing projects also.) 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. States have reported that end-line evaluation of 62 completed projects have been undertaken.

The Department has also carried out impact assessment studies from time to time through different agencies. One such study titled "Comprehensive Assessment of Watersheds Programmes in India" carried out by the International Crop Research Institute for Semi-Arid Tropics (ICRSAT), Hyderabad (2008) and another titled 'Comprehensive Study of Impact of Investments in Watershed Projects' by the National Institute of Rural Development, Hyderabad (2011) *inter-aliashowed* that:

- Soil loss of 1.1 tone/ha/year was prevented due to interventions of the watershed programme.
- Additional water storage capacity of about 38 hectare-meter was created in a 500 ha of Watershed as a result of watershed programme.
- Groundwater table increased by 1.2m.
- Drinking water availability increased from 68% to 82%.
- There was an increase of 52% in area under irrigation, while the cropping intensity increased by 35.5%.
- Overall Milk production increased by 25.64%.
- Household income increased by 54%.

Benefits of the watershed programmes were more in the low-income regions as compared to high-income regions and also the benefits were more pronounced in the rainfall regions ranging between 700 mm and 1000 mm with the available technologies.

11. Taking note of non survey of the projects completed under erstwhile IWMP, the Committee had recommended 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. The Department in their reply have stated that 1252 projects in 15 States have been reported to be completed after 1st April 2017 (upto 30.04.2018) and informed the Committee about findings from the impact assessment studies carried out by the ICRSAT and NIRD. The Committee are surprised that the Department has failed to act on their recommendation to carry out survey of the projects completed from 1995 onwards and the reply is completely silent upon the issue dwelt by the Committee. The Committee therefore, strongly reiterate their recommendation to carry out survey of the projects completed from 1995 onwards and update their status to this Committee.

**C. Pradhan Mantri Krishi Sinchayee Yojana (WDC-PMKSY)- Completion of projects
(Recommendation Sl. No. 3, Para No. 2.3)**

12. With regard to delay in completion of the projects pertaining to WDC-PMKSY and compliance to the closure protocol, the Committee had recommended as under:-

"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."

13. The Department in their action taken reply have stated as under:-

"Till 2015-16, no projects under the WDC-PMKSY had been completed. 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. 1252 projects in 15 States have been reported to be completed after 1st April 2017 (upto 30.04.2018). As a systemic improvement, a protocol on formal completion and closure of WDC-PMKSY projects has been formulated by the Department. 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. (The learnings from such end-line evaluations will *inter alia* be useful for qualitative improvements in the other ongoing projects also.) 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. States have reported that end-line evaluation of 62 completed projects have been undertaken. As per the provisional information received from the States, as on 30-04-2018, out of 8214 sanctioned projects, 1252 (15.24%) are reported completed, 973 (11.85 %) are in Consolidation Phase, 4157 (50.61%) are in Works Phase and 1487 (18.10%) are in Preparatory Phase and 345 (4.2 %) uninitiated projects in which (a) no expenditure had been incurred and (b) no committed liability had been created have been transferred to the States for the States to take them up under the respective States' budget. The Department is making continuous efforts for improving the implementation of the WDC-PMKSY *inter alia* by reviewing the programme through video conferences as well as meetings with officers of the States and visits to States by senior officers of DoLR.

14. While taking a note of the inordinate delay in the completion of the projects pertaining to WDC-PMKSY, the Committee had recommended the DoLR to expedite the pace of completion of the massive backlog of unfinished projects and the Committee also desired putting in place of a proper closure protocol. The Department in their reply have stated that 1252 projects in 15 States have been reported to be completed after 1st April 2017 (upto 30.04.2018), but end-line evaluation of only 62 completed projects has been undertaken so far by the states. The Committee are disappointed to note that the Department have not provided any reason for delay in the completion of these projects. Further, the Committee are disturbed to note that no progress report has been given regarding the States where these projects are underway along with the explanation for abysmal status of end-line evaluation carried out by the states. Hence, the Committee are perplexed to note that not a single project has yet been declared to be officially closed as per the closure protocol of the department. The Committee therefore, reiterate their recommendation to expedite the pace of completion of unfinished /backlog projects and ensure full compliance to the established closure protocol before declaring the projects as complete.

CHAPTER II

RECOMMENDATIONS WHICH HAVE BEEN ACCEPTED BY THE GOVERNMENT

Recommendation (Serial No.4, Para No. 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.

Reply of the Government

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 guidelines of the programme. Chief Secretaries of all States (except Goa) have been accordingly requested on 02.02.2017. As per the information from the States, 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 three quarters of 2017-18 compared to the expenditure of Rs 1867.99 crore from project funds (Central and State share and miscellaneous interest etc.), Rs 906 crore (48.50 %) has been additionally sourced by converging implementation of pertinent Central and State schemes in the watershed projects areas.

[O.M. No.H-11011/2/2018-GC Dated: 12.06.2018]

Recommendation (Serial No.5, Para No. 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.

Reply of the Government

The Common Guidelines for Watershed Development Projects-2008 (Revised Edition-2011) envisage that by the end of the project period, it is expected that the user groups / panchayats will willingly take over the operation and maintenance of the assets created. Further, Department of Land Resources has formulated a protocol on formal completion and closure of WDC-PMKSY projects 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.

[O.M. No.H-11011/2/2018-GC Dated: 12.06.2018]

Recommendation (Serial No.6, Para No. 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.

Reply of the Government

The Department has laid particular emphasis on monitoring and evaluation(M&E) systems. A geo-spatial portal SRISHTI being implemented from 2015 with the assistance of National Remote Sensing Centre (NRSC) for monitoring 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. 8.81 lakh photographs have been uploaded by the States on the portal till 01.05.2018. Since December 2016, 5.99 lakh photographs (67.99%) have been uploaded by the States on the portal. Shortcomings as evidenced are appropriately taken up on a continuing basis by the project implementers.

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

As a systemic improvement, a protocol on formal completion and closure of WDC-PMKSY projects has been formulated by the Department. The protocol *inter alia* envisages to ensure 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 the other ongoing projects also.)

States have reported that end-line evaluation of 62 completed projects have been undertaken. The Department is making continuous efforts for improving the implementation of the WDC-PMKSY *inter alia* by reviewing the programme through video conferences as well as meetings with officers of the States and visits to States by senior officers of DoLR.

[O.M. No.H-11011/2/2018-GC Dated: 12.06.2018]

Recommendation (Serial No.7, Para No. 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 fulfill the desired goal of the scheme.

Reply of the Government

During the course of implementation of watershed development projects *inter alia* Water Harvesting Structures are created / rejuvenated leading to Additional Area brought under Irrigation and Benefit to Farmers.

No watershed development project under WDC-PMKSY was completed till 2016-17. 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. 1252 projects in 15 States have been reported to be completed after 1st April 2017 (upto 30.04.2018).

In 2017-18 (till December 2017, as per provisional information from States) 1,22,243 Water Harvesting Structures were created / rejuvenated, 2,17,758 ha Additional Area was brought under Irrigation and 3,37,006 Farmers were Benefited.

[O.M. No.H-11011/2/2018-GC Dated: 12.06.2018]

Recommendation (Serial No.8, Para No. 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.

Reply of the Government

'Land' is a State subject (Entry 18 and Entry 45 in the State List in the Seventh Schedule of the Constitution of India refer.) Power to enact laws related to 'land' vests in Legislatures of States. Each State has its own State-specific revenue (land) laws to deal with 'land' and its management. (Certain provisions relating to 'land' are contained in the Constitution itself.) The overall position of Land in the rural areas (largely the Panchayats as given in Part IX of the Constitution) and in the urban areas (largely the Municipalities as given in Part! X A of the Constitution) is distinctively different from each other (with some overlaps), and also differs in different parts of the country. In general in the rural areas the system of the fundamental three records of (i) Record of Rights (which *inter alia* gives the nature and extent of the interest of the landholder); (ii) Field Book (which gives the 'surface' details of the land) and (iii) Cadastral Map (which is the 'village map') is fairly well-spread across the country. Of these, the essential record of the landholders' rights are the Record of Rights (textual) and the Cadastral Map (spatial), which together give the holistic position.

Updation of land records is a continuous process. Towards completion of the existing components of the DILRMP an amount of Rs. 950 crore has been recommended by the

Expenditure Finance Committee (EFC) for continued implementation of the programme beyond 31.03.2017 and upto 2019-20. The recommendations of the EFC are under submission for competent approval. In rural areas the immediate need is to provide online single-window at-a-glance access to all available relevant information to give a fair comprehensive position of any plot of land to the land owner, concerned officers / agencies and interested persons / entrepreneurs, etc.

The Digital India Land Records Modernization Programme (DILRMP) presently attempts to build upon the commonalities that exist in the arena of land records in the various States towards developing an Integrated Land Information Management System (ILIMS) across the country, on which the different States can also add State-specific needs as they may deem relevant and appropriate.

The Department is coordinating closely with the States/UTs to expedite the process of modernization of land records, for ensuring the availability of updated and error-free land records and their easy access to the common man.

[O.M. No.H-11011/2/2018-GC Dated: 12.06.2018]

CHAPTER III

**RECOMMENDATIONS WHICH THE COMMITTEE DO NOT DESIRE TO PURSUE IN VIEW OF REPLIES
OF THE GOVERNMENT**

-Nil-

CHAPTER IV

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

Recommendation (Serial No.1, Para No. 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..

Reply of the Government

A total of 8214 projects covering an area of about 39.07 million ha 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. As per the provisional information received from the States, as on 30-04-2018, out of 8214 sanctioned projects, 1252 (15.24%) are reported completed, 973 (11.85 %) are in Consolidation Phase, 4157 (50.61%) are in Works Phase and 1487 (18.10%) are in Preparatory Phase and 345 (4.2 %) uninitiated projects in which (a) no expenditure had been incurred and (b) no committed liability had been created have been transferred to States for the States to take them up under their respective States' budget.

Budget Estimates (BE) in a financial year are firmed-up as part of the overall budgetary exercise. The increase in budgetary allocation (30.72%) for the fiscal year 2018-19 (BE Rs. 2251.00 crore) as compared to the previous fiscal year 2017-18 (RE Rs. 1722.00 crore) for the WDC-PMKSY (including "Neeranchal") is *inter alia* having regard to the requirements of the scheme. The available funds will be qualitatively and optimally utilized as per the schematic design and guidelines of the programme. No project had been sanctioned from 2015-16 onwards. Now, the principal emphasis is on qualitative and timely execution of the watershed development projects with *inter alia*: *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).

Digital India Land Records Modernisation Programme (DILRMP)

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 recommendations of the EFC are under submission for competent approval. Budget Estimates (BE) in a financial year are firmed-up as part of the overall budgetary exercise. The increase in budgetary allocation for the fiscal year 2018-19 (BE Rs. 250 crore) as compared to the previous fiscal year 2017-18 (RE Rs. 100 crore) for the DILRMP is *inter alia* having regard to the requirements of the programme. The available funds will be qualitatively and optimally utilized as per the schematic design and guidelines of the programme.

[O.M. No.H-11011/2/2018-GC Dated: 12.06.2018]

Comments of the Committee

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

Recommendation (Serial No.3, Para No. 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.

Reply of the Government

Till 2015-16, no projects under the WDC-PMKSY had been completed. 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. 1252 projects in 15 States have been reported to be completed after 1st April 2017 (upto 30.04.2018).

As a systemic improvement, a protocol on formal completion and closure of WDC-PMKSY projects has been formulated by the Department. 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. (The learnings from such end-line evaluations will *inter alia* be useful for qualitative improvements in the other ongoing projects also.) 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. States have reported that end-line evaluation of 62

completed projects have been undertaken. As per the provisional information received from the States, as on 30-04-2018, out of 8214 sanctioned projects, 1252 (15.24%) are reported completed, 973 (11.85 %) are in Consolidation Phase, 4157 (50.61%) are in Works Phase and 1487 (18.10%) are in Preparatory Phase and 345 (4.2 %) uninitiated projects in which (a) no expenditure had been incurred and (b) no committed liability had been created have been transferred to the States for the States to take them up under the respective States' budget. The Department is making continuous efforts for improving the implementation of the WDC-PMKSY *inter alia* by reviewing the programme through video conferences as well as meetings with officers of the States and visits to States by senior officers of DoLR.

[O.M. No.H-11011/2/2018-GC Dated: 12.06.2018]

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;
27 DECEMBER, 2018
06 Pausa, 1940 (Saka)**

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

COMMITTEE ON RURAL DEVELOPMENT (2018-2019)**MINUTES OF THE FOURTH SITTING OF THE COMMITTEE HELD ON
THURSDAY, THE 27 DECEMBER, 2018**

The Committee sat from 1500 hrs. to 1520 hrs. in Committee Room 'B', Ground Floor, Parliament House Annexe, New Delhi.

Dr. P. Venugopal - *Chairperson*

MEMBERS**LOK SABHA**

2. Shri Kirti Azad
3. Shri Vijay Kumar Hansdak
4. Shri Jugal Kishore Sharma
5. Dr. Ramesh Pokhriyal "Nishank"
6. Shri Prahlad Singh Patel
7. Dr. Yashwant Singh
8. Shri Ajay Misra (Teni)

RAJYA SABHA

9. Shri Ajay Pratap Singh
10. Shri Shamsher Singh Dullo
11. Shri Rathwa Naranbhai Jemlabhai
12. Shri A.K. Selvaraj
13. Shri Prashanta Nanda
14. Shri Lal Sinh Vadodia

SECRETARIAT

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

2. At the outset, 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 (2018-19) in respect of XXX XXX XXX Department of Land Resources (Ministry of Rural Development), XXX XXX XXX XXX XXX.

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

- (i) XXX XXX XXX
- (ii) Draft Action taken on the recommendations contained in the Forty-Seventh Report (Sixteenth Lok Sabha) on 'Demands for Grants (2018-19) of the Department of Land Resources (Ministry of Rural Development)';
- (iii) XXX XXX XXX
- (iv) XXX XXX XXX
- (v) XXX XXX XXX
- (vi) 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. XXX (ii), XXX XXX XXX. The Committee then authorized the Chairperson to finalize the aforesaid Draft Reports and present the same to the Parliament.

The Committee then adjourned.

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

I.	Total number of recommendations:	8
II.	Recommendations that have been accepted by the Government : Serial Nos.4, 5,6,7 and 8.	
	Total:	5
	Percentage:	62.5 %
III.	Recommendations which the Committee do not desire to pursue in view of the Government's replies : Nil.	
	Total:	Nil
	Percentage:	Nil
IV.	Recommendations in respect of which replies of the Government have not been accepted by the Committee : Serial Nos. 1,2 and 3.	
	Total:	03
	Percentage:	37.5 %
V.	Recommendations in respect of which final replies of the Government are still awaited : Nil.	
	Total:	Nil
	Percentage:	Nil