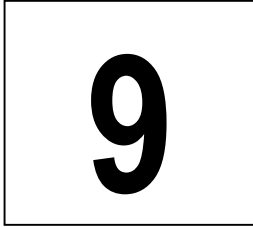


STANDING COMMITTEE ON RURAL DEVELOPMENT

(2020-2021)



SEVENTEENTH LOK SABHA

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

*[Action taken on the recommendations contained in the Third Report (Seventeenth Lok Sabha)
on 'Demands for Grants (2019-20) of the Ministry of Rural Development (Department of Land Resources)'.]*

NINTH REPORT



LOK SABHA SECRETARIAT

NEW DELHI

NINTH REPORT

STANDING COMMITTEE ON RURAL DEVELOPMENT

(2020-2021)

(SEVENTEENTH LOK SABHA)

MINISTRY OF RURAL DEVELOPMENT

(DEPARTMENT OF LAND RESOURCES)

[Action taken on the recommendations contained in the Third Report (Seventeenth Lok Sabha) on 'Demands for Grants (2019-20) of the Ministry of Rural Development (Department of Land Resources)'.]

Presented to Lok Sabha on 12.02.2021

Laid in Rajya Sabha on 12.02.2021



LOK SABHA SECRETARIAT

NEW DELHI

February, 2021/ Magha, 1942 (Saka)

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CONTENTS

	Page No.
COMPOSITION OF THE COMMITTEE (2019-2020)	(ii)
INTRODUCTION	(iv)
CHAPTER I Report	1
CHAPTER II Recommendations which have been accepted by the Government	6
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 Sitting of the Committee held on 27.10.2020 .	16
II. Analysis of Action taken by the Government on the recommendations contained in the Third Report (17 th Lok Sabha) of the Standing Committee on Rural Development.	18

**COMPOSITION OF THE STANDING COMMITTEE ON RURAL DEVELOPMENT
(2019-2020)**

Shri Prataprao Jadhav -- Chairperson

MEMBERS

Lok Sabha

2. Shri Sisir Kumar Adhikari
3. Shri A.K.P Chinraj
4. Shri Rajveer Diler
5. Shri Sukhbir Singh Jaunapuria
6. Dr. Mohammad Jawed
7. Prof. Rita Bahuguna Joshi
8. Shri Nalin Kumar Kateel
9. Shri Mohammad Azam Khan
10. Shri Narendra Kumar
11. -Vacant- *
12. Shri Janardan Mishra
13. Shri Kinjarapu Ram Mohan Naidu
14. Shri B.Y. Raghavendra
15. Shri Talari Rangaiah
16. Smt. Gitaben Vajesingbhai Rathva
17. Smt. Mala Rajya Laxmi Shah
18. Shri Vivek Narayan Shejwalkar
19. Shri Brijbhushan Sharan Singh
20. Shri Indra Hang Subba
21. Shri K. Sudhakaran

Rajya Sabha

22. Shri Iranna Kadadi[#]
23. Shri Manas Ranjan Bhunia
24. Shri Shamsher Singh Dullo
25. Shri Nazir Ahmed Laway
26. Shri Naranbhai J. Rathwa
27. -
28. Shri Ram Shakal
29. Shri Ajay Pratap Singh
30. Shri Sujeet Kumar[@]
31. Shri K. P. Munusamy^{\$}

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| 2. | Shri S. Chatterjee | - | Director |
| 3. | Smt. Emma C. Barwa | - | Additional Director |
| 4. | Shri Atul Singh | - | Assistant Executive Officer |

* Vacancy created due to sad demise of Shri Baidyanath Prasad Mahto on 28.02.2020

Nominated to the Committee w.e.f. 22.07.2020.

@ Nominated to the Committee w.e.f. 22.07.2020.

\$ Nominated to the Committee w.e.f. 22.07.2020.

**COMPOSITION OF THE STANDING COMMITTEE ON RURAL DEVELOPMENT
(2020-2021)**

Shri Prataprao Jadhav -- Chairperson

MEMBERS

Lok Sabha

32. Shri Sisir Kumar Adhikari
33. Shri C. N. Annadurai
34. Shri A.K.P Chinraj
35. Shri Rajveer Diler
36. Shri Vijay Kumar Dubey
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38. Dr. Mohammad Jawed
39. Prof. Rita Bahuguna Joshi
40. Shri Nalin Kumar Kateel
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44. Shri Talari Rangaiah
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53. Shri Shamsheer Singh Dullo
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55. Dr. Wanweiroy Kharlukhi
56. Shri Sujeet Kumar
57. Shri Nazir Ahmed Laway
58. Shri K. P. Munusamy
59. Shri Naranbhai J. Rathwa
60. Shri Ram Shakal
61. Shri Ajay Pratap Singh

INTRODUCTION

I, the Chairperson of the Standing Committee on Rural Development (2020-2021) having been authorised by the Committee to present the Report on their behalf, present the 9th Report on the action taken by the Government on the recommendations contained in the Third Report of the Standing Committee on Rural Development (17th Lok Sabha) on Demands for Grants (2019-20) of the Ministry of Rural Development (Department of Land Resources).

2. The Third Report was presented to the Lok Sabha on 05.12.2019 and was laid on the Table of Rajya Sabha on the same date. Replies of the Government to all the recommendations contained in the Report were received on 03.03.2020.

3. The Report was considered and adopted by the Committee at their sitting held on 27.10.2020.

4. An analysis of the action taken by the Government on the recommendations contained in the Third Report (17th Lok Sabha) of the Committee is given in **Appendix-II**.

NEW DELHI;
10 February, 2021
21 Magha, 1942 (Saka)

PRATAPRAO JADHAV
Chairperson,
Standing Committee on Rural Development

CHAPTER I**REPORT**

This Report of the Standing Committee on Rural Development (2020-21) deals with the action taken by the Government on the Observations/Recommendations contained in their Third Report (Seventeenth Lok Sabha) on Demands for Grants of the Ministry of Rural Development (Department of Land Resources) for the year 2019-2020.

2. The Third Report was presented to Lok Sabha on 05.12.2019 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. 3, 4, 5, 6, 7 and 8.

Total:06
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. 1 and 2.

Total: 02
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 2019-20, the Committee had recommended as under:

" The Committee find that there has been a reduction of Rs. 285 crore in the Gross Budgetary Support (GBS)/ Scheme component) of the Department of Land Resources (DoLR) over the previous year's (2018-19) Budget Estimates (BE). The RE for the year 2018-19 was Rs. 1986 crore and the allocation for this year i.e. 2019-20 has been increased to Rs. 2216 crore which is an increase of 11.6% over the previous year's RE. The Committee also observe that there has been a decrease of 8.22% in the Budgetary Allocation of Watershed Development Component – Pradhan Mantri Krishi Sinchayee Yojana (WDC-PMKSY) and 40% decrease in allocation under Digital India Land Records Management Programme (DILRMP) during 2019-20 over the previous year's allocation. The Committee felt that despite a need for an increase in the budget allocation for 2019-20, considering the previous year's performance and the incompleteness of the projects, the reduction made in the BE component will be quite distressing to meet the targets for the year. The Committee were perplexed to note the approach of DoLR regarding its fund allocation and utilization mechanism in wake of the incomplete targets over successive year. Therefore, the Committee strongly recommend the DoLR to tighten its grip over the functioning of the projects for the time bound completion so that the desired results are achieved with proper utilization of funds."

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

"Watershed Development Component of the Pradhan Mantri Krishi Sinchayee Yojana (WDC-PMKSY) Out of 8214 sanctioned projects, 345 uninitiated projects and 1487 projects in Preparatory Phase (Total 1832) had been transferred to States to be taken up under their respective States' budget. Out of balance 6382 projects being funded by DoLR, as on 26.02.2020, 3076 (48.20%) have been reported completed, 463 (7.25%) are in Consolidation Phase and 2843 (44.55%) are in Works Phase. The budgetary allocation for WDC-PMKSY has been made based on the requirement of ongoing projects and the expenditure pattern under Watershed Development Component of the Pradhan Mantri Krishi Sinchayee Yojana (WDC-PMKSY). Department of Land Resources is regularly reviewing the progress of implementation of the scheme with all States. Regional Review Meetings with Senior Officers of States, Video Conferences with CEOs, State Level Nodal Agency (SLNA) and Field visits to States by senior officers of the Department are undertaken on regular basis. Chief Secretaries/Secretaries of States are also frequently kept informed about the process of the scheme. Further, in order to have a comprehensive concurrent monitoring and impact assessment of the programme / schemes implemented by the Department, four Zonal Monitoring Committees have been constituted; each headed by Joint Secretary level officer in the Department for undertaking field visits to cover all States and UTs.

In all the review meetings and field visits, States have been advised to expedite the implementation and completion of projects on priority. As a result of close monitoring as explained above, the release of Central funds to States has improved in 3rd quarter, good number of project completion reports and end-line evaluation reports have also been received. The Department vide its letter No.S-11012/01/2020-IWMP dated 21.02.2020 addressed to Chairman, State Level Nodal Agencies (SLNAs) of all States (including erstwhile J & K State) and CEO of all SLNAs (including erstwhile J & K State) has requested to expedite utilization of available funds with them, ensure maximum convergence with the relevant schemes to achieve the target of timely completion of all projects.

Digital India Land Records Management Programme (DILRMP) During 2019-20, fund release was permitted only on reimbursement basis upto 31.12.2019. States/UTs had shown inability to spend fund from their resources and send proposals for release. Department, at the level of Secretary, rigorously took up the subject with Department of Expenditure. Subsequently, Department of Expenditure has approved the restoration of funding pattern from re-reimbursement basis to advance basis and also restored the components like Programme Management Unit (PMU), Survey/re-survey and Core GIS w.e.f 03-01-2020. This will facilitate the release of fund to the States / UTs to support financial resources in the States. The budgetary allocations for the restored components out of the total budget allocation of Rs. 950 crore is summarized as below:

- Survey/Resurvey component in the existing scheme by reallocating Rs 50 crore from already approved outlay of Computerization of Registration;
- Programme Management Unit (PMU) (sub-component in the component of Project Management) by reallocating Rs 5 crore from State Level Data Centre;
- Core GIS by reallocating Rs 20 crore from Digitization of Cadastral Maps.

Further, progress regarding implementation of the scheme is being regularly reviewed with the States through Project Sanctioning & Monitoring Committee meetings, Regional Review Meetings and regular follow ups. PSMC meeting was recently held on 14-02-2020 in this regard and next Regional Review Meeting of North Eastern region has been scheduled on 28.02.2020 at Shillong. Earlier Regional Review Meetings were held at Tripura (6-9-2018), Jammu (13-02-2019), Vadodara (26-02-2019), Manipur (05/06-08-2019) and Jaipur (24-01-2020). Further, States / UTs have been requested to submit detailed annual action plan 2020-21 including proposals in prescribed proforma for all approved components of DILRMP including Programme Management Unit (PMU), Survey/ re-survey and Core GIS etc. Accordingly, it is expected that the programme will regain its pace of progress both in terms of physical and financial achievements.”

8. To ascertain the achievement of desired targets 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 sanctioned projects, 345 uninitiated projects and 1487 projects in Preparatory Phase (Total 1832) had been transferred to States to be taken up under their respective States' budget. Out of remaining 6382 projects being funded by Department of Land Resources (DoLR), as on 26.02.2020, 3076 (48.20%) have been reported

completed, 463 (7.25%) are in Consolidation Phase and 2843 (44.55%) are in Works Phase. The Committee are unhappy to find that the Department of Land Resources have not informed in detail about the area covered under 3076 completed projects as well as projects in consolidation and works phases and also failed to provide detailed roadmap for completion of targets in the given budget allocation. While strongly reiterating their recommendation, the Committee desire that a detailed road map may be given to complete the remaining Projects at the earliest. The Committee would also like to be apprised about the progress made in this regard within three months of the presentation of the report.

**B. Pradhan Mantri Krishi Sinchayee Yojana (WDC-PMKSY)- Completion of projects
(Recommendation Sl. No. 2, Para No. 2.2)**

9. 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 perturbed 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, the Committee feels unhappy with the callous approach followed by DoLR in expediting the pace of completion. Although the Committee were informed during the evidence regarding the completion of 2535 projects, still the DoLR has not clarified whether such projects have been declared to be officially completed complying with the closure protocol of the Department. The Committee, therefore, while recommending the DoLR to expedite the pace of completion of the massive backlog of unfinished projects without any further delay, the DoLR should also adhere to the strict compliance of the closure protocol of the finished projects. The Committee would like to be apprised of the steps being taken by the DoLR in this regard."

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

" Out of 8214 sanctioned projects, 345 uninitiated projects and 1487 projects in Preparatory Phase (Total 1832) had been transferred to States to be taken up under their respective States' budget. Out of balance 6382 projects being funded by DoLR, as on 26.02.2020, 3076 (48.20%) have been reported completed, 463 (7.25%) are in Consolidation Phase and 2843 (44.55%) are in Works Phase. Out of the 2843 projects in work phase and 463 projects in consolidation phase (Batch I to VI), completion reports of 350+45=395 projects (Batch I & II) are long overdue but are expected by March, 2020. Similarly, 1818 projects of Batch III sanctioned in 2011-12 are also expected to be completed by March, 2020. Likewise 1066 projects of Batch IV sanctioned in 2012-13 are expected to report their completion in the 1st quarter of 2020. However, 459 projects of Batch V sanctioned in 2013-14 and 118 projects of Batch VI sanctioned in 2014-15 have a defined time period upto March, 2021 and March, 2022 respectively. The efforts are being made to complete all these projects by March 2021. As a result of close monitoring as explained above, the release of Central funds to States has improved in 3rd quarter, good number of project completion reports and end-line evaluation reports have also been

received. A protocol on formal completion and closure of WDC-PMKSY projects has been formulated by the Department of Land Resources in consultation with erstwhile 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 all States in respect of the projects reported to have been completed. All States (except Goa) have been accordingly requested on 12.07.2017. The States have been requested to undertake the end-line evaluation of all the completed projects reported by them in all review meetings, video conferences and also through letters to States from time to time. As on 26.02.2020, end-line evaluation reports of 1409 completed projects have been received from States.”

11. While taking 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 while strictly adhering to proper closure protocol. The Department in their reply have stated that 3076 projects have been reported to be completed as on 26.02.2020, but end-line evaluation reports of 1409 completed projects have been received from States. The Committee are disappointed to note that the Department have not provided any reason for delay in the completion of these projects. Also, Out of the 2843 projects in work phase and 463 projects in consolidation phase (Batch I to VI), completion reports of 350+45=395 projects (Batch I & II) are long overdue but are expected by March, 2020. Similarly, 1818 projects of Batch III sanctioned in 2011-12 are also expected to be completed by March, 2020. Further, the Committee are distressed 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 a large number of projects are long delayed and not serving the desired purpose of the scheme effectively. The Committee therefore, reiterate their recommendation to expedite the pace of completion of unfinished /backlog projects in a time bound manner 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.3, Para No. 2.3)

Taking note of endeavours of the DoLR for the convergence with relevant State and Central schemes, the Committee feel that optimum and effective qualitative utilisation of funds is the key to the success of watershed projects. The Committee also feel that although the idea has been in vogue for too long, the ground reality is still devoid of any concrete result which may impact the expeditious completion of projects by due merger with other contemporary and relevant schemes. In view of such profound non-seriousness in the efforts of DoLR, the Committee strongly implore DoLR to ensure robust and effective measures for the convergence with schemes like MGNREGA for the faster pace of completion of projects under WDC-PMKSY. The Committee also recommend that DoLR should coordinate more effectively with DoRD for merger with schemes like MGNREGA.

Reply of the Government

The successful implementation of projects require concerted efforts towards convergence of schemes and programmes of not only of the Central Government Ministries but also of the State Government Departments as may fit into the schematic design and overall requirements and objectives of watershed development. Department of Land Resources has been emphasizing convergence of WDC-PMKSY scheme with the States through letters to Chairman SLNA / Secretaries of States, Regional Review Meetings with Senior Officers of States, Video Conferences with CEOs, State Level Nodal Agency (SLNA). In these meetings, States are requested to maximize the convergence with other relevant schemes for qualitative & timely completion of the projects and to realize the optimum benefits of the available resources in the project areas. The States have been advised to complete their transferred projects with the help of convergence from relevant central and state schemes.

[DoLR O.M No. H-11/2/2019-GC& Parl. Dated: 03.03.2020]

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

During the course of deliberations, the Committee were unhappy to observe that despite its earlier recommendations on the same issue, maintenance of the projects post completion was still a grey area and there was no clarity regarding the view of DoLR in this aspect. The absence of maintenance component is a huge impediment to the sustenance of such long term visionary projects and need to be dealt with right earnest at the earliest. Therefore, the Committee, strongly recommend DoLR to carry-out all the measure and devise a proper and robust mechanism for the maintenance of projects post completion. The Committee would like to be apprised of the steps taken by DoLR in this regard.

Reply of the Government

In accordance with the Common Guidelines for Watershed Development Projects-2008 (Revised in 2011) homogenous groups of people likely to derive direct benefits from a particular watershed work or activity including those having land holdings within the watershed areas are constituted into User Groups by the Watershed Committee (WC). The User Groups have been envisaged to be responsible for the operation and maintenance of all the assets created under the project in close collaboration with the Gram Panchayat and the Gram Sabha. They are responsible for maintenance of Asset Register under Watershed Development Projects and put in place mechanism through WC for collecting user charges which is then credited into the Watershed Development Fund (WDF). This fund is used for the maintenance of assets created during the implementation of project on the community land or for the common use.

In addition to the user charges, following beneficiary contributions are also credited into the WDF account: a) 10% of the cost of NRM works executed on private land (5% of the cost of NRM in case of SC/ST, small & marginal farmers). b) 20% of the cost in the cost intensive farming systems activities / interventions on private lands (10% of the activity cost for SC/ST beneficiaries).

After completion of the Works Phase, at least 50% of the WDF funds shall be reserved for maintenance of assets created on community land or for common use under the project. Works taken up on private land shall not be eligible for repair / maintenance out of this fund. It is understood that as number of projects have been completed, the WDF generated in these completed projects is lying unutilized in the WDF accounts of respective projects. The Department vide its letter No.H-11016/15/2010-PPC dated 20.05.2019 had circulated the Guidelines for utilization of WDF funds to all States for adoption or modifications as per State specific needs for effective utilization of WDF for sustainable post-project maintenance of the assets / structures created under the project with the broad frame work of Common Guidelines for Watershed Development Projects, 2008 (Revised Edition-2011). Further, the Department vide letter No. S-11012/01/2020-IWMP dated 21.02.2020 has again advised the States to formulate the said guidelines on WDF utilization (wherever still pending) and to circulate them to all the concerned officials including watershed committees for necessary compliance. The States have also been advised to explore the ways to undertake the post project maintenance of the assets created under WDC-PMKSY projects through convergence with MGNREGS and other relevant schemes and this provision may be suitably incorporated as one of the options in the WDF Guidelines.

[DoLR O.M No. H-11/2/2019-GC& Parl. Dated: 03.03.2020]

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

For fixing of accountability regarding the inordinate delay in the completion of WDC-PMKSY projects and modernization of land records, a robust mechanism of monitoring and evaluation is compulsorily required which would go a long way in smoothening the obstacles in the progress of schemes. The Committee were of unanimous view that the DoLR requires to have a strong monitoring mechanism to oversee the functioning of its schemes, so that desired results are achieved within the deadline. In view of the above, the Committee recommend DoLR to fine tune its already existing infrastructure of monitoring and ensure to take number of measures to make existing structure more result oriented and strengthen the existing infrastructure.

Reply of the Government

Department of Land Resources is implementing two Schemes namely DILRMP, which is a Central Sector Scheme and WDC-PMKSY, which is Centrally Sponsored Scheme. Both the schemes have inbuilt monitoring mechanism, whereby implementing agency have to provide information on all physical and financial parameters for the monitoring of schemes by the States and Central agencies. Management Information System (MIS) have also been developed with the assistance of National Informatics Centre (NIC) for both the schemes. Based on the information obtained in MIS, necessary corrective actions are taken. Besides this, a special monitoring mechanism has also been set up in Department of Land Resources whereby four Zonal Monitoring Committees each headed by a JS level officer for comprehensive concurrent and impact assessment of WDC-PMKSY and DILRMP have been constituted. All officers of the Department up to the level of Deputy Secretary have been assigned regions to monitor the implementation of two schemes.

[DoLR O.M No. H-11/2/2019-GC& Parl. Dated: 03.03.2020]

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

The Committee got itself acquainted of the fact that in 2018-19, a total of 256,843 ha area was additionally brought under the ambit of irrigated land. However, during the current financial year, only an area of 38,651 ha has been added to the domain of irrigated land till quarter ending in June, 2019. Despite the claim of DoLR that 2535 projects have been completed, the addition to the irrigated land capacity is substantially low and does not speak high of the performance of the scheme. This indeed is a reflection that the scheme is having bottlenecks and there seems to be major impediments in the smooth progress of the scheme. Considering the economy of the country depending upon the rural health specifically agriculture, irrigation of land aspect needs to be taken much more seriously and DoLR should ensure that there is an increase in the irrigated land area at faster pace alongwith the project's completion. Hence, the Committee recommend DoLR to go on 'war footing' to increase the number of irrigated lands in the country.

Reply of the Government

It is submitted that during the course of watershed development project implementation over a period of 4 to 7 years, number of water harvesting structures are created/ rejuvenated leading to enhancement in rain water storage capacity. A total of 3076 projects have been reported to be completed as on 26.02.2020. For WDC-PMKSY, it has been targeted to bring an area of 11.5 lakh ha under irrigation coverage during 2015-2020 out of the already sanctioned projects. Against this, an area of 13.84 lakh ha have been brought under protective irrigation from 2014-15 to 2019-20 (upto 3rd Qtr.). Further, as per the provisional information received from the States, during 2019-20, 1.00 lakh ha of additional area has been brought under protective irrigation as on 31.12.2020.

[DoLR O.M No. H-11/2/2019-GC& Parl. Dated: 03.03.2020]

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

Taking cognizance of the slow pace of work being done under DILRMP in various States, the Committee were of the concerned view that the project needed an all out effort by the DoLR, so that it achieved its desired result. Also, general mass may start to reap the dividend of usage of technology for ease of land record maintenance process. The programme can also do wonders to ease the burden associated with land revenue/record procedures and as such the Department needs to bring a logical end to placing of a robust mechanism at the earliest. Thus, the Committee strongly urges upon the DoLR to ensure expeditious completion of exercise of modernization of land records in all the States of the Country specially in backward and far flung areas.

Reply of the Government

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. Progress is *inter alia* dependent on additions of State-specific needs by the State Governments as they may deem relevant and appropriate. As on date, Computerization of Land Records i.e. Records of Rights (RoR) has been completed in 5,91,071 Villages (90%) out of total 6,55,959 Villages across the country, 67,12,772 Cadastral Maps (54%) have been digitized out of total 1,25,10,917 maps in the country and Computerization of Registration has been completed in 4479 SROs (87%) out of total 5155 SROs. 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. Special meeting was conducted in Manipur to address the issue computerisation/digitalisation of land records in the areas of community ownership of the land. Thereafter, physical progress of the DILRMP components of those areas have started reflecting in the MIS of DILRMP. It is the vision of the department that land records computerisation/digitisation of entire country including the lagging states would be completed by the Financial Year 2023-24.

[DoLR O.M No. H-11/2/2019-GC& Parl. Dated: 03.03.2020]

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

The Committee acknowledges the initiative taken by DoLR for e-Registration. The attempt to amend the Registration Act to give it a legal sanctity is mandatorily required along with placing of a suitable mechanism such as unique id linkage to each property for identification of benami property in pursuit of curbing of corruption. The sole motive behind the idea of e-Registration is to weed out the omnipresent fake ownership of properties which not only creates an opportunity for land revenue embezzlement but also provide the routine offenders with different options of grafting. Therefore, the Committee strongly recommend upon the DoLR to fasten the process to make the e-Registration of property a seamless and error free experience without any unwanted manual interference and for this facility DoLR should ensure glitch free internet services for the process of e-Registration.

Reply of the Government

Proposal for moving official amendments to the Registration (Amendment) Bill 2013, that *inter alia* include provision for online registration of deeds and documents is under consideration of the Government. The matter was placed before the Group of Ministers (GoM) on 4.11.2019.

[DoLR O.M No. H-11/2/2019-GC& Parl. Dated: 03.03.2020]

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 a reduction of Rs. 285 crore in the Gross Budgetary Support (GBS)/ Scheme component) of the Department of Land Resources (DoLR) over the previous year's (2018-19) Budget Estimates (BE). The RE for the year 2018-19 was Rs. 1986 crore and the allocation for this year i.e. 2019-20 has been increased to Rs. 2216 crore which is an increase of 11.6% over the previous year's RE. The Committee also observe that there has been a decrease of 8.22% in the Budgetary Allocation of Watershed Development Component – Pradhan Mantri Krishi Sinchayee Yojana (WDC-PMKSY) and 40% decrease in allocation under Digital India Land Records Management Programme (DILRMP) during 2019-20 over the previous year's allocation. The Committee felt that despite a need for an increase in the budget allocation for 2019-20, considering the previous year's performance and the incompleteness of the projects, the reduction made in the BE component will be quite distressing to meet the targets for the year. The Committee were perplexed to note the approach of DoLR regarding its fund allocation and utilization mechanism in wake of the incomplete targets over successive year. Therefore, the Committee strongly recommend the DoLR to tighten its grip over the functioning of the projects for the time bound completion so that the desired results are achieved with proper utilization of funds.

Reply of the Government

"Watershed Development Component of the Pradhan Mantri Krishi Sinchayee Yojana (WDC-PMKSY) Out of 8214 sanctioned projects, 345 uninitiated projects and 1487 projects in Preparatory Phase (Total 1832) had been transferred to States to be taken up under their respective States' budget. Out of balance 6382 projects being funded by DoLR, as on 26.02.2020, 3076 (48.20%) have been reported completed, 463 (7.25%) are in Consolidation Phase and 2843 (44.55%) are in Works Phase. The budgetary allocation for WDC-PMKSY has been made based on the requirement of ongoing projects and the expenditure pattern under Watershed Development Component of the Pradhan Mantri Krishi Sinchayee Yojana (WDC-PMKSY). Department of Land Resources is regularly reviewing the progress of implementation of the scheme with all States. Regional Review Meetings with Senior Officers of States, Video Conferences with CEOs, State Level Nodal Agency (SLNA) and Field visits to States by senior officers of the Department are undertaken on regular basis. Chief Secretaries/Secretaries of States are also frequently kept informed about the process of the scheme. Further, in order to have a comprehensive concurrent monitoring and impact assessment of the programme / schemes implemented by the Department, four Zonal Monitoring Committees have been constituted; each headed by Joint Secretary level officer in the Department for undertaking field visits to cover all States and UTs.

In all the review meetings and field visits, States have been advised to expedite the implementation and completion of projects on priority. As a result of close monitoring as explained above, the release of Central funds to States has improved in 3rd quarter, good number of project completion reports and end-line evaluation reports have also been received. The Department Vide its letter No.S-11012/01/2020-IWMP dated 21.02.2020 addressed to Chairman, State Level Nodal Agencies (SLNAs) of all States (including erstwhile J & K State) and CEO of all SLNAs (including erstwhile J & K State) has requested to expedite utilization of available funds with them, ensure maximum convergence with the relevant schemes to achieve the target of timely completion of all projects.

Digital India Land Records Management Programme (DILRMP) During 2019-20, fund release was permitted only on reimbursement basis upto 31.12.2019. States/UTs had shown inability to spend fund from their resources and send proposals for release. Department, at the level of Secretary, rigorously took up the subject with Department of Expenditure. Subsequently, Department of Expenditure has approved the restoration of funding pattern from re-reimbursement basis to advance basis and also restored the components like Programme Management Unit (PMU), Survey/ re-survey and Core GIS w.e.f 03-01-2020. This will facilitate the release of fund to the States / UTs to support financial resources in the States. The budgetary allocations for the restored components out of the total budget allocation of Rs. 950 crore is summarized as below:

- Survey/Resurvey component in the existing scheme by reallocating Rs 50 crore from already approved outlay of Computerization of Registration;
- Programme Management Unit (PMU) (sub-component in the component of Project Management) by reallocating Rs 5 crore from State Level Data Centre;
- Core GIS by reallocating Rs 20 crore from Digitization of Cadastral Maps.

Further, progress regarding implementation of the scheme is being regularly reviewed with the States through Project Sanctioning & Monitoring Committee meetings, Regional Review Meetings and regular follow ups. PSMC meeting was recently held on 14-02-2020 in this regard and next Regional Review Meeting of North Eastern region has been scheduled on 28.02.2020 at Shillong. Earlier Regional Review Meetings were held at Tripura (6-9-2018), Jammu (13-02-2019), Vadodara (26-02-2019), Manipur (05/06-08-2019) and Jaipur (24-01-2020). Further, States / UTs have been requested to submit detailed annual action plan 2020-21 including proposals in prescribed proforma for all approved components of DILRMP including Programme Management Unit (PMU), Survey/ re-survey and Core GIS etc. Accordingly, it is expected that the programme will regain its pace of progress both in terms of physical and financial achievements.

[DoLR O.M No. H-11/2/2019-GC& Parl. Dated: 03.03.2020]

Comments of the Committee

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

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

The period for completing PMKSY (Watershed Development) projects is between 4-7 years. The Committee are quite perturbed 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, the Committee feels unhappy with the callous approach followed by DoLR in expediting the pace of completion. Although the Committee were informed during the evidence regarding the completion of 2535 projects, still the DoLR has not clarified whether such projects have been declared to be officially completed complying with the closure protocol of the Department. The Committee, therefore, while recommending the DoLR to expedite the pace of completion of the massive backlog of unfinished projects without any further delay, the DoLR should also adhere to the strict compliance of the closure protocol of the finished projects. The Committee would like to be apprised of the steps being taken by the DoLR in this regard.

Reply of the Government

Out of 8214 sanctioned projects, 345 uninitiated projects and 1487 projects in Preparatory Phase (Total 1832) had been transferred to States to be taken up under their respective States' budget. Out of balance 6382 projects being funded by DoLR, as on 26.02.2020, 3076 (48.20%) have been reported completed, 463 (7.25%) are in Consolidation Phase and 2843 (44.55%) are in Works Phase. Out of the 2843 projects in work phase and 463 projects in consolidation phase (Batch I to VI), completion reports of 350+45=395 projects (Batch I & II) are long overdue but are expected by March, 2020. Similarly, 1818 projects of Batch III sanctioned in 2011-12 are also expected to be completed by March, 2020. Likewise 1066 projects of Batch IV sanctioned in 2012-13 are expected to report their completion in the 1st quarter of 2020. However, 459 projects of Batch V sanctioned in 2013-14 and 118 projects of Batch VI sanctioned in 2014-15 have a defined time period upto March, 2021 and March, 2022 respectively. The efforts are being made to complete all these projects by March 2021. As a result of close monitoring as explained above, the release of Central funds to States has improved in 3rd quarter, good number of project completion reports and end-line evaluation reports have also been received. A protocol on formal completion and closure of WDC-PMKSY projects has been formulated by the Department of Land Resources in consultation with erstwhile 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 all States in respect of the projects reported to have been completed. All States (except Goa) have been accordingly requested on 12.07.2017. The States have been requested to undertake the end-line evaluation of all the completed projects reported by them in all review meetings, video conferences and also through letters to States from time to time. As on 26.02.2020, end-line evaluation reports of 1409 completed projects have been received from States

[DoLR O.M No. H-11/2/2019-GC& Parl. Dated:
03.03.2020]

Comments of the Committee

(Please see Paragraph No. 11 of Chapter I of the Report)

CHAPTER V

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

-Nil-

**NEW DELHI;
10 February, 2021
21 Magha, 1942 (Saka)**

**PRATAPRAO JADHAV
Chairperson,
Standing Committee on Rural Development**

STANDING COMMITTEE ON RURAL DEVELOPMENT (2020-2021)MINUTES OF THE SECOND SITTING OF THE COMMITTEE HELD ON
TUESDAY, 27 OCTOBER, 2020

The Committee sat from 1500 hrs. to 1650 hrs. in Committee Room. 'D,'
Ground Floor, Parliament House Annexe (PHA), New Delhi.

Prataprao Jadhav -- **Chairperson**

MEMBERS***Lok Sabha***

2. Shri Rajveer Diler
3. Shri Sukhbir Singh Jaunapuria
4. Prof. Rita Bahuguna Joshi
5. Shri Narendra Kumar
6. Shri B. Y. Raghavendra
7. Shri Vivek Narayan Shejwalkar

Rajya Sabha

8. Shri Shamsheer Singh Dullo
9. Shri Sujeet Kumar
10. Shri Nazir Ahmed Laway
11. Shri K. P. Munusamy
12. Shri Ram Shakal

SECRETARIAT

- | | | |
|-----------------------|---|---------------------|
| 1. Shri D. R. Shekhar | - | Joint Secretary |
| 2. Shri. A. K. Shah | - | Director |
| 3. Smt. Emma C. Barwa | - | Additional Director |

XXX XXX XXX XXX XXX

At the outset, the Chairperson welcomed the Members to the sitting of the Committee convened for consideration and adoption of the XXX Draft Action Taken Reports on Demands for Grants (2019-20) XXX XXX in respect of (i) Department of Land Resources (ii) XXX XXX XXX XXX

2. The Committee considered and adopted the Draft Reports without any amendment and authorised the Chairperson to present Reports to the House.

- 3. XXX XXX XXX XXX XXX XXX
- 4. XXX XXX XXX XXX XXX XXX
- 5. XXX XXX XXX XXX XXX XXX

The Committee then adjourned.

A record of verbatim proceedings has been kept.

APPENDIX - V

[Vide para 4 of Introduction of Report]

**ANALYSIS OF THE ACTION TAKEN BY THE GOVERNMENT ON THE
RECOMMENDATIONS CONTAINED IN THE THIRD REPORT (17TH LOK SABHA) OF THE
STANDING COMMITTEE ON RURAL DEVELOPMENT**

I.	Total number of recommendations:	08
II.	Recommendations that have been accepted by the Government :	
	Serial Nos.3, 4, 5, 6, 7 and 8	
	Total:	06
	Percentage:	75%
III.	Recommendations which the Committee do not desire to pursue in view of the Government's replies :	
	Serial Nos. NIL	
	Total:	00
	Percentage:	00
IV.	Recommendations in respect of which replies of the Government have not been accepted by the Committee :	
	Serial No. 1 and 2	
	Total:	02
	Percentage:	25%
V.	Recommendations in respect of which final replies of the Government are still awaited :	
	Serial Nos. NIL	
	Total:	00
	Percentage:	00