

STANDING COMMITTEE ON RURAL DEVELOPMENT

(2020-21)

11

SEVENTEENTH LOK SABHA

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

*[Action taken on the recommendations contained in the Fifth Report (Seventeenth Lok Sabha)
on 'Demands for Grants (2020-21) of the Ministry of Rural Development (Department of Land Resources)']*

ELEVENTH REPORT



LOK SABHA SECRETARIAT

NEW DELHI

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(2020-2021)

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(DEPARTMENT OF LAND RESOURCES)

[Action taken on the recommendations contained in the Fifth Report (Seventeenth Lok Sabha) on 'Demands for Grants (2020-21) 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)

CRD No 165

Price : Rs.

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

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

Shri Prataprao Jadhav -- Chairperson

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1. Shri D. R. Shekhar - Joint Secretary
2. Shri S. Chatterjee - Director
3. Smt. Emma C. Barwa - Additional Director
4. Shri Atul Singh - Assistant Executive Officer

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 11th Report on the action taken by the Government on the recommendations contained in the Fifth Report of the Standing Committee on Rural Development (17th Lok Sabha) on Demands for Grants (2020-21) of the Ministry of Rural Development (Department of Land Resources).

2. The Fifth Report was presented to the Lok Sabha on 03.03.2020 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 29.05.2020.

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 Fifth 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 Fifth Report (Seventeenth Lok Sabha) on Demands for Grants of the Ministry of Rural Development (Department of Land Resources) for the year 2020-2021.

2. The Fifth Report was presented to Lok Sabha on 03.03.2020 and was laid on the Table of Rajya Sabha on the same date. The Report contained 09 Observations/Recommendations.

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

- (i) Observations/Recommendations which have been accepted by the Government:
Serial Nos. 1,2,3,6,7,8 and 9.

Total:07
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. 4 and 5.

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.

Maintenance of the completed Projects under WDC-PMKSY

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

6. With regard to Maintenance of the completed project, the Committee had recommended as under:

" The Committee are also of the view that the efficacy of projects under WDC-PMKSY post-completion is completely dependent upon the maintenance and monitoring mechanism. However, while examining the facts and figures of the Department of Land Resources, the Committee observe that the Department is 'silent' on this aspect. Project maintenance has been completely overlooked and it seems that DoLR have not given a serious thought about the condition of the projects in the absence of any maintenance machinery. The Committee, therefore, strongly recommend DoLR to look into the matter in right earnest and come up with a robust mechanism of maintenance post - completion of projects under WDC-PMKSY."

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

"In accordance with the Common Guidelines for Watershed Development Projects-2008 (Revised in 2011) homogeneous 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 only (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 only (10% of the activity cost for SC/ST beneficiaries).

After completion of the Works Phase, at least 50% of the WDF funds are kept 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 was found that on completion of projects, the remaining WDF under them lie unutilized in their respective WDF accounts. The Department vide its letter No.H-11016/15/2010-PPC dated 20.05.2019 had circulated the Guidelines for utilization of WDF funds prepared by Karnataka with a request to adopt them as such or customize the provisions suitable to the states. The states have also been advised for effective utilization of WDF for sustainable post-project maintenance of the

assets / structures so created under the project keeping broad framework of the Common Guidelines for Watershed Development Projects, 2008 (Revised Edition-2011) in view.

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 pending) and circulate them to all the concerned officials including watershed committees for necessary compliance. The States have also been suggested 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.

The rejuvenation / maintenance of traditional water bodies are permissible activities under MGNREGS. Secretaries of D/o Drinking Water and Sanitation, D/o Water Resources, River Development and Ganga Rejuvenation, Ministry of Jal Shakti, D/o Rural Development & D/o Land Resources, Ministry of Rural Development, GOI wrote a joint D.O letter No.J-11060/4/2019-RE-VI dated 24.04.2020 addressed to Chief Secretaries of all States / UTs. The State Governments/UTs, vide this D.O, have been requested for suitable preparedness to spruce up rejuvenation / maintenance of the traditional water bodies by undertaking water conservation activities.”

Comments of the Committee

To extract benefits from the Watershed Development Projects in the long term, the Committee emphasized on the importance of the proper maintenance and monitoring mechanism and recommended Department of Land Resources(DoLR) to come up with a robust mechanism of maintenance post - completion of projects under Watershed Development Component of Pradhan Mantri Krishi Sinchayee Yojana (WDC-PMKSY). The Department in their Action Taken reply have stated that in accordance with the Common Guidelines for Watershed Development Projects-2008 (Revised in 2011), Watershed Committee (WC) constituted in Gram Panchayat/ Gram Sabha, are responsible for the operation and maintenance of all the assets created under the project and also for maintenance of Asset Register under Watershed Development Projects for collecting user charges which is then credited into the Watershed Development Fund (WDF). Though WDF fund is used for the maintenance of assets created during the implementation of project on the community land or for the common use, the Committee are unhappy to find that in many States WDF funds are lying unused and DoLR has not been able to share State wise details regarding this. Therefore, while strongly reiterating their recommendation, the Committee desire that necessary changes should be made in Common Guidelines for Watershed Development Projects-2008, looking at the present needs of the scheme and best practices adopted in few States. Further, the Department in their written reply have informed that the rejuvenation / maintenance of traditional water bodies are permissible activities under MGNREGS and a joint D.O.letter dated 24.04.2020 by various Ministries/ Departments such as Department

of Rural Development, Department of Drinking Water and Sanitation, Department of Land Resources etc was addressed to Chief Secretaries of all States / UTs and vide this D.O. letter Chief Secretaries of all States/UTs were instructed for suitable preparedness to spruce up rejuvenation / maintenance of the traditional water bodies by undertaking water conservation activities. The Committee therefore, in this regard would like to be apprised about the progress made on possibilities of post-project maintenance of the assets created under WDC-PMKSY projects through convergence with MGNREGS and the steps being taken to expedite rejuvenation/maintenance of the traditional water bodies by under taking water conservation activities.

WDC-PMKSY: Area under irrigation

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

8. With regard to increase in area of irrigated land in proportion to completed Watershed Development projects under WDC-PMKSY, the Committee had recommended as under:-

"The Committee note the fact that in 2018-19, a total of 256,843 hectare area was additionally brought under the ambit of irrigated land. However, during the current financial year, only an area of 38,651 hectare has been added to the domain of irrigated land till quarter ending in June, 2019. Despite the claim of DoLR that 3036 projects have been completed upto 31.12.2019, 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 therefore, DoLR should ensure that there is an increase in the irrigated land area at faster pace alongwith the project's completion. Therefore, the Committee, strongly recommend that DoLR should take appropriate measures to increase the area of irrigated land in the country in proportion to the projects completed under WDC-PMKSY."

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

"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 addition in the rain water storage capacity. The additional rain water harvested / stored is used for protective irrigation. A total of 3289 projects have been reported to as complete as on 16.05.2020.

Under WDC-PMKSY, it has been targeted to bring an area of 11.5 lakh ha under protective irrigation coverage with the help of sanctioned projects during 2015-16 to 2019-2020. Against this target, an area of 12.50 lakh have already been brought under

protective irrigation during the above said period.”

Comments of the Committee

10. While taking note of the substantial area of land brought under irrigation, the Committee had recommended the DoLR to take appropriate measures to increase the area of irrigated land in the country in proportion to the projects completed under WDC-PMKSY. In this regard, the Department in their reply have stated that Under WDC-PMKSY, against the target to bring an area of 11.5 lakh ha under protective irrigation coverage with the help of sanctioned projects during 2015-16 to 2019-2020, an area of 12.50 lakh have already been brought under protective irrigation in this period. The Committee while acknowledging the progress made in this regard, would appreciate that all Watershed projects completed under WDC-PMKSY scheme should perform to its full potential and maximize the area under irrigation to benefit the farming community effectively. Further, to ensure that large number of farmers benefit from irrigation of their land under this scheme, the Committee strongly reiterate their recommendation to expedite the pace of completion of unfinished /backlog projects and to plan more such projects to cover entire country especially in areas facing shortage of water for irrigation and also those areas of the country which are plagued by severe drought damaging the farmers crops and yield and putting them in deep financial crisis. The Committee therefore, recommend that the existing WDC-PMKSY projects should be expedited and new projects should be planned and implemented at the earliest focusing on the 'drought prone and shortage of water for irrigation areas' along with other parts of the country.

CHAPTER II

RECOMMENDATIONS WHICH HAVE BEEN ACCEPTED BY THE GOVERNMENT

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

The Committee with regard to fund allocated during FY 2020-21 observe that there has been an increase of only Rs. 22.65 crore in the Gross Budgetary Support (GBS / Scheme component) of the Department of Land Resources (DoLR) over the previous year's (2019-20) Budget Estimates (BE). The BE for the year 2019-20 was Rs. 2216 crore and the allocation for this year i.e. 2020-21 has been increased to Rs. 2238.65 crore which is an increase of just 1.02% over the previous year's BE. The Committee also observe that there has been a decrease of 3.19% (Rs 2066 to Rs. 2000 crore) in the Budgetary Allocation of Watershed Development Component- Pradhan Mantri Krishi Sinchayee Yojana (WDC-PMKSY) and 59.10% (Rs 150 to 238.65 crore) increase in allocation under Digital India Land Records Management Programme (DILRMP) during 2020-21 over the BE stage allocation in 2019-20. The Committee feel that despite a need for an increase in the budget allocation for WDC-PMKSY in 2020-21, considering the previous year's performance and the incompleteness of the projects, the reduction made in the BE component seems to be an imprudent approach as this may cause further delay in the completion of the pending projects. Therefore, the Committee strongly recommend the DoLR to take up the matter of reduced Budgetary allocation at the highest level in the Ministry of Finance so that the desired progress in the completion of projects under WDC-PMKSY is not delayed any further.

Reply of the Government

The budgetary allocation for WDC-PMKSY has been made based on the requirements of the ongoing projects and the expenditure pattern under Watershed Development Component of the Pradhan Mantri Krishi Sinchayee Yojana (WDC-PMKSY). The present status of project implementation under WDC-PMKSY is as below:

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 16.05.2020, 3289 (51.54%) have been reported completed, 384 (6.02%) are in Consolidation Phase and 2709 (42.44%) are in Works Phase. Maximum requirement and utilization of funds under watershed projects is during the work phase of project implementation. It is evident from the above status that with the completion of the ongoing projects, the numbers of projects in work phase are gradually decreasing over the last 2 years. Accordingly, the fund requirements and the fund allocation thereon have slightly decreased. The Department, in all their review meetings held and field visits undertaken has been advising States to expedite implementation and completion of on-going projects on priority by judicious utilization of available funds and also encourage to undertake activities in project areas through the mechanism of convergence with schemes of similar nature like MGNREGS, RKVY etc. It is pertinent to mention here that, as per the available information in the Department, about 18% of the expenditure in the watershed project areas has been mobilized through convergence with the other relevant schemes. The continuous efforts are being also made to promote States to focus on the convergence which will, apart from reducing the financial burden of the Government, will generate synergy among the similar schemes. Further, Secretaries of D/o Drinking Water and Sanitation, D/o Water Resources, River Development and Ganga Rejuvenation, Ministry of Jal Shakti, D/o Rural Development & D/o Land Resources, Ministry of Rural Development, Govt. of India, wrote a joint D.O letter No.J-11060/4/2019-RE-VI dated 24.04.2020 addressed to Chief Secretaries of all States / UTs, emphasizing the need for taking up convergence efforts for utilization of all available resources of relevant Central and state sector schemes for effective rain water harvesting and water conservation especially during the ensuing monsoon season.

[DoLR O.M No H-11/1/2020-GC&Parl. Dated: 29.05.2020]

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

The Committee note that the period for completing PMKSY (Watershed Development) projects is between 4-7 years. The Committee are quite concerned regarding the inordinate delay in the completion of the projects pertaining to WDC-PMKSY. Despite recommending on this in the past, the Committee are unhappy with the sluggish approach followed by DoLR in expediting the pace of completion. Although DoLR has stated in their written reply about the completion of 3036 projects as on 31.12.2019, the DoLR is still far away from the target of 6382 projects remaining after transfer of 1832 projects to States from the originally sanctioned 8214 projects during 2009-10 to 2014-15. The Committee, thus, recommend the DoLR to expedite the pace of completion of the massive backlog of pending projects at the earliest. The Committee would like to be apprised of the steps being taken by the DoLR in this regard.

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

The Committee find that a protocol on formal completion and closure of WDC-PMKSY projects has been already formulated by the Department of Land Resources in consultation with erstwhile Ministry of Water Resources, River Development & Ganga Rejuvenation and NITI Aayog. The protocol is an all encompassing aspect of the WDC-PMKSY projects which covers the essential modalities to be fulfilled for any project to be as complete. Compliance with the closure is an essential component, the adherence to which cannot be neglected under any circumstances. Therefore, the committee recommend that all the projects under WDC-PMKSY should comply with the closure protocol of the Department before it is declared to be officially complete.

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 16.05.2020, 3289 (51.54%) have been reported completed, 384 (6.02%) are in Consolidation Phase and 2709 (42.44%) are in Works Phase. It is to mention that the Department through its close monitoring has ensured completion of 878 projects during 2019-20. It may also be appreciated that when the states were supposed to complete their all pending projects and submit their reports, the Covid-19 pandemic caused complete withdrawal of workforce from the fields in the month of March, 2020 resulting in unprecedented situation. The Department is however, making all out efforts to get these due projects completed on priority and as per the revised timelines, completion reports of more than 1000 projects (provided the corona pandemic subsidies) are expected by August, 2020 raising the percentage completion to about 68%. Similarly, another lot of 915 projects of Batch IV sanctioned in 2012-13 are also expected to be completed during 2020-21 enhancing the percentage completion to about 82%. However, 459 projects of Batch V sanctioned in 2013-14 and 118 Batch VI projects sanctioned in 2014-15 have a defined time period up to March, 2021 and March, 2022 respectively. 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 the States in respect of the projects reported to have been completed. Partner States have accordingly been informed on 12.07.2017.

The States are being requested frequently and repeatedly through review meetings, video conferences and also through letters to States from time to time to undertake the end-line evaluation of all the completed projects. It is worthwhile to mention that as on 1.4.2019 against 2364 projects which were reported completed, only 416 end-line evaluation reports were received; whereas, as on 16.5.2020, against 3289 projects which have been reported completed, 1615 end-line evaluation reports have been received from States. This shows that as the watershed project completion picks up momentum, the end-line reports will also increase. The Department vide its letter No.S-11012/01/2020-IWMP dated 21.02.2020 addressed to Chairmen, State Level Nodal Agencies (SLNAs) of all States (including erstwhile J & K State) and copy to CEOs of all SLNAs (including erstwhile J & K State) has requested to expedite evaluation of completed projects and submission of end line evaluation reports in respect of all completed projects.

[DoLR O.M No H-11/1/2020-GC&Parl. Dated: 29.05.2020]

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

The Committee note that substantial amount of fund under the schemes of DoLR are lying unspent as seen during the course of evidence. The Committee note that Rs. 1482.73 crore is unutilized under WDC-PMKSY (as on 31.12.2019) and an amount of Rs. 394.39 crore is still unused under DILRMP (as on 10.01.2020). The quantum of funds lying unspent does not augur well for the achievement of targets under the schemes of DoLR. A productive expenditure mechanism through the prudent management of the Department is the need of the hour. Therefore, the Committee recommend DoLR to bolster its strategies regarding fund utilization *viz a viz* achievements of targets so as to provide an impetus for the efficacious performance of schemes.

Reply of the Government

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

As on 31.03.2020, approximately Rs.2254.73 crore unspent balance (includes Central share, State share & interest accrued etc. as reported by States) was available with States under WDC-PMKSY. During current financial year approx. Rs.2385.03 crore has been reported as expenditure. The reasons for unspent balance *inter alia* includes (i) delay in transfer of funds from State finance department to nodal department for implementation, (ii) seasonal nature of watershed projects activities and (iii) delay in receipt of proposals from States which results in release of central share at the fag end of financial year. Department of Land Resources is regularly reviewing the progress of utilization of unspent balance under the scheme with the States. D.O. letters are written to Chief Secretaries / Secretaries of States frequently. 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 Department are being undertaken frequently. In these meetings also, it is emphasized to expedite utilization of unspent amount for effective implementation of the scheme. The Department vide its letter No.S-11012/01/2020-IWMP dated 21.02.2020 addressed to Chairmen, State Level Nodal Agencies (SLNAs) of all States (including erstwhile J & K State) and copy to CEOs 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. As a result of close monitoring as explained above, the release of Central funds to States has improved in 3rd and 4th quarter of 2019-20, good number of project completion reports and end-line evaluation

reports have also been received.

Digital India Land Records Modernization Programme (DILRMP)

The issue of expeditious liquidation of Unspent Balances available with the States / UTs is being taken up by the Department regularly through Project Sanctioning & Monitoring Committee meetings, Regional Review Meetings and regular follow ups at all levels including highest level in the Department. In this regard, PSMC meeting was recently held on 14-02-2020 and a Regional Review Meeting of North Eastern region was held on 28.02.2020. The Department before releasing further funds is taking all efforts to ensure focussed attention on the attainment of the objectives and not on expenditure only. Funds are being released to the States / UTs keeping in view the unspent balance available with them and their capacity to actually spend the balance from the previous years. As the economic impact of COVID - 19 Global Pandemic unfolds, a need is felt to exercise greater financial discipline and control over the expenditure under the Schemes and Projects. Taking cognizance of the said fact and as per instructions contained in Ministry of Finance's DO No. 25(13)/E.Coord/2020 dated 04.05.2020, the Department on 13.05.2020 has written to all States / UTs for ensuring optimum utilization of funds and smooth release of funds during 2020-21. Further, States / UTs have been advised that before submitting the proposals for release of funds, State Governments or Union Territories must ensure their capacity to actually spend the balance from the previous years and the proposed demand during the current year. The State Governments or Union Territories are encouraged to focus not only on expenditure but on the attainment of the overall objectives of the programme so that financial release and expenditure are commensurate with the physical progress. States / UTs have been requested by the Project Monitoring Unit (PMU) to avoid parking of funds and to ensure due and prompt Utilization of funds by the Implementing Agency, timely release of due State Share of pre central sector scheme and reduction of Unspent Balances. They have also been requested to send monthly statement on financial parameters of DILRMP in format prescribed by Ministry of Finance for State share (of pre Central Sector Scheme) and Centre share separately so as to enable the Department to keep monthly check on financial progress.

[DoLR O.M No H-11/1/2020-GC&Parl. Dated: 29.05.2020]

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

The Committee note from the reply made by DoLR that major activities under DILRMP would be completed in the entire country before the fiscal year 2023-24. The Committee are of the concerned view that the project needs an all out effort by DoLR, so that it achieves its desired result in a time bound manner. The Committee acknowledges that the programme can also do wonders to ease the burden associated with land revenue/record procedures. Thus, the Committee strongly urges upon the DoLR to ensure expeditious completion of exercise under DILRMP to cover entire country.

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 State-specific additional needs of 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 591583 Villages (90%) out of total 655959 Villages across the country, 6894909 Cadastral Maps / Field Measurement Book (FMBs) (55%) have been digitized out of total 12510917 maps in the country and Computerization of Registration has been completed in 4482 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 in August 2019 to address the issue of 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-11/1/2020-GC&Parl. Dated: 29.05.2020]

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

The Committee are happy to note the initiative taken by DoLR for e-Registration. The creation of Unique ID for Land Parcel (ULPIN) for easier integration and extracting information related to that particular plot of the land is a big step forward to have a uniform countrywide database of Land. Also, the National Generic documents Registration System (NGDRS) software application developed through National Informatics Centre (NIC) under DILRMP for simplification and standardization of registration process across all the States will bring uniformity in computerized registration and enable 'anywhere access' to data and information to both enforcement/ regulatory agencies as well as the common man. Therefore, the Committee strongly recommend the DoLR to fasten the process bringing all States under its coverage 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 and easy availability of e- registration services in the rural areas and also the rural population should be widely educated in the process of e-registration of land.

Reply of the Government

The Department in consultation with Department of Science and Technology, National Remote Sensing Center, Survey of India, Ministry of Electronics and Information Technology including NIC has prepared a concept paper on unique land ID. The salient features *inter alia* include:

- i. Assigning Parcel ID to every plot to identify it uniquely and unambiguously
- ii. Data analytics will be easier and comply international standards
- iii. Compatible with the data protocol of other departments and easy to provide link
- iv. Standard-Electronic Commerce Code Management Association (ECCMA)
- v. United Nations sponsored membership-based standards organization
- vi. Provides an open, transparent, and efficient process for the development, maintenance, and

distribution of electronic commerce codes over the internet.

The concept paper on ULPIN depicts the process flow to develop ULPIN for both the conditions where Geo-referenced maps are available and not available has been circulating to the states/UTs for rolling out in the respective states/UTs. Unique Land Parcel Identification Number (ULPIN) shall be a Single, Authoritative Source of Truth of information on any parcel of land or property to provide Integrated Land Services to the citizens as well as all stake holders. States / UTs on 24.04.2020 have been requested to identify the districts for pilot projects in respective States/UTs in consultation with NIC and subsequently rolling out the ULPIN across the State /UT. NIC team attached to DoLR has been requested to submit proposal / annual action plan for rolling out ULPIN including pilot projects within time limit of two years i.e by 2021-22 and also to get in touch with the States / UTs for successful implementation of ULPIN. 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 and presently before the Group of Ministers (GoM). National Generic Document Registration System (NGDRS) a system of registration using latest in house developed software (under the broad aegis of 'computerization of registration' component of the DILRMP) enabled user States / UTs to provide ease in interoperability and compatibility with other applications of other sectors. Though the advantages of a generic customizable software for all States are albeit self-evident, it may be succinctly said that country-wide uniformity in computerized registration will enable 'anywhere accesses to data and information (including consolidated country-wise reports etc.) to both enforcement and regulatory agencies as well as the common man.

So far, states/UTs namely Punjab, Goa, Manipur, Mizoram, Jharkhand, Himachal Pradesh, A & N, Maharashtra (iSARITA Version 2.0 in two SROs) and Dadra and Nagar Haveli have successfully launched the programme and other 7 states/UTs are in advance stage of preparations. The Department is endeavouring to facilitate all States towards this generic customizable software.

[DoLR O.M No H-11/1/2020-GC&Parl. Dated: 29.05.2020]

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

The Committee noted that District Development Coordination and Monitoring Committees ('DISHA) headed by Members of Parliament, provide platform where discussion on development programmes including DoLR schemes can be held in detail and further course of actions may be decided taking valuable views from MPs and MLAs. The Committee, however, take a strong view of the fact that Heads of Department are most of the times absent from these meeting, which is why the desired results of effective monitoring is not met. Also it is strongly felt by the Committee that the views expressed by the MPs and MLAs should be effectively complied with for implementation of the schemes. In view of this, DoLR is recommended to make the presence of all concerned officials in the DISHA meeting compulsory and ensure that suggestions/ views expressed by the MPs are taken into consideration on priority for the efficacious implementation of schemes.

Reply of the Government

The Department has issued necessary instructions to concerned district officials associated with WDC-PMKSY through CEOs of all SLNAs to organise DISHA meetings and get the schemes monitored. They have also been instructed that suggestion/observations/appreciations, if any, by DISHA may be compiled and informed to the Department. In respect of DILRMP, Principal Secretary/Secretary (Revenue) of all States / UTs on 15.05.2020 have been requested to issue necessary directions to concerned district officials / Head of Departments to ensure that Head of concerned department in the district may invariably attend the DISHA meetings and instruct the concerned officials to comply with the suggestions / observations / appreciations expressed by the MPs and MLAs and inform about the same to DoLR from time to time.

[DoLR O.M No H-11/1/2020-GC&Parl. Dated: 29.05.2020]

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.4, Para No. 2.4)**

The Committee are also of the view that the efficacy of projects under WDC-PMKSY post-completion is completely dependent upon the maintenance and monitoring mechanism. However, while examining the facts and figures of the Department of Land Resources, the Committee observe that the Department is 'silent' on this aspect. Project maintenance has been completely overlooked and it seems that DoLR have not given a serious thought about the condition of the projects in the absence of any maintenance machinery. The Committee, therefore, strongly recommend DoLR to look into the matter in right earnest and come up with a robust mechanism of maintenance post - completion of projects under WDC-PMKSY.

Reply of the Government

In accordance with the Common Guidelines for Watershed Development Projects-2008 (Revised in 2011) homogeneous 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 only (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 only (10% of the activity cost for SC/ST beneficiaries). After completion of the Works Phase, at least 50% of the WDF funds are kept 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 was found that on completion of projects, the remaining WDF under them lie unutilized in their respective WDF accounts. The Department vide its letter No.H-11016/15/2010-PPC dated 20.05.2019 had circulated the Guidelines for utilization of WDF funds prepared by Karnataka with a request to adopt them as such or customize the provisions suitable to the states. The states have also been advised for effective utilization of WDF for sustainable post-project maintenance of the assets / structures so created under the project keeping broad framework of the Common Guidelines for Watershed Development Projects, 2008 (Revised Edition-2011) in view. 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 pending) and circulate them to all the concerned officials including watershed committees for necessary compliance. The States have also been suggested 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.

The rejuvenation / maintenance of traditional water bodies are permissible activities under MGNREGS. Secretaries of D/o Drinking Water and Sanitation, D/o Water Resources, River Development and Ganga Rejuvenation, Ministry of Jal Shakti, D/o Rural Development & D/o Land Resources, Ministry of Rural Development, GOI wrote a joint D.O letter No.J-11060/4/2019-RE-VI dated 24.04.2020 addressed to Chief Secretaries of all States / UTs. The State Governments/UTs, vide this D.O, have been requested for suitable preparedness to spruce up rejuvenation / maintenance of the traditional water bodies by undertaking water conservation activities..

[DoLR O.M No H-11/1/2020-GC&Parl. Dated: 29.05.2020]

Comments of the Committee

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

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

The Committee note the fact that in 2018-19, a total of 256,843 hectare area was additionally brought under the ambit of irrigated land. However, during the current financial year, only an area of 38,651 hectare has been added to the domain of irrigated land till quarter ending in June, 2019. Despite the claim of DoLR that 3036 projects have been completed upto 31.12.2019, 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 therefore, DoLR should ensure that there is an increase in the irrigated land area at faster pace alongwith the project's completion. Therefore, the Committee, strongly recommend that DoLR should take appropriate measures to increase the area of irrigated land in the country in proportion to the projects completed under WDC-PMKSY.

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 addition in the rain water storage capacity. The additional rain water harvested / stored is used for protective irrigation. A total of 3289 projects have been reported to as complete as on 16.05.2020. Under WDC-PMKSY, it has been targeted to bring an area of 11.5 lakh ha under protective irrigation coverage with the help of sanctioned projects during 2015-16 to 2019-2020. Against this target, an area of 12.50 lakh have already been brought under protective irrigation during the above said period.

[DoLR O.M No H-11/1/2020-GC&Parl. Dated: 29.05.2020]

Comments of the Committee

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

14
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***

32. Shri Rajveer Diler
33. Shri Sukhbir Singh Jaunapuria
34. Prof. Rita Bahuguna Joshi
35. Shri Narendra Kumar
36. Shri B. Y. Raghavendra
37. 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

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 XXX XXX XXX (2020-21) in respect of (i) Department of Land Resources (ii) 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.

[Thereafter witnesses were called in]

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 FIFTH REPORT (17TH LOK SABHA) OF THE
STANDING COMMITTEE ON RURAL DEVELOPMENT**

I.	Total number of recommendations:	09
II.	Recommendations that have been accepted by the Government :	
	Serial Nos. 1, 2, 3, 6, 7, 8 and 9	
	Total:	07
	Percentage:	77.8%
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. 4 and 5	
	Total:	02
	Percentage:	22.2%
V.	Recommendations in respect of which final replies of the Government are still awaited :	
	Serial Nos. NIL	
	Total:	00
	Percentage:	00