

STANDING COMMITTEE ON RURAL DEVELOPMENT

(2020-2021)

18

SEVENTEENTH LOK SABHA

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

[Action taken on the recommendations contained in the Fourteenth Report (Seventeenth Lok Sabha) on 'Demands for Grants (2021-22) of the Ministry of Rural Development (Department of Land Resources).]

EIGHTEENTH REPORT



LOK SABHA SECRETARIAT

NEW DELHI

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(DEPARTMENT OF LAND RESOURCES)

[Action taken on the recommendations contained in the Fourteenth Report (Seventeenth Lok Sabha) on 'Demands for Grants (2021-22) of the Ministry of Rural Development (Department of Land Resources)']

Presented to Lok Sabha on 05.08.2021

Laid in Rajya Sabha on 05.08.2021



LOK SABHA SECRETARIAT

NEW DELHI

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

Shri Prataprao Jadhav -- Chairperson

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Rajya Sabha

11. -vacant-
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Secretariat

- | | | | |
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| 1. | Shri D. R. Shekhar | - | Joint Secretary |
| 2. | Shri A. K. Shah | - | 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 18th Report on the action taken by the Government on the recommendations contained in the Fourteenth Report of the Standing Committee on Rural Development (17th Lok Sabha) on 'Demands for Grants (2021-22) of the Ministry of Rural Development (Department of Land Resources).

2. The Fourteenth Report was presented to the Lok Sabha on 09.03.2021 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 16.06.2021.

3. The Report was considered and adopted by the Committee at their sitting held on 03.08.2021.

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

NEW DELHI;
03 August, 2021
12 Sravana, 1943 (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 Fourteenth Report (Seventeenth Lok Sabha) on Demands for Grants of the Ministry of Rural Development (Department of Land Resources) for the year 2021-2022.

2. The Fourteenth Report was presented to Lok Sabha on 09.03.2021 and was laid on the Table of Rajya Sabha on the same date. The Report contained 9 Observations/Recommendations.

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

- (i) Observations/Recommendations which have been accepted by the Government:
Serial Nos. 1, 2, 3, 4, 5, 7 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. 6 and 8.

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 Action Taken Notes on the Observations/ recommendations contained in Chapter I of this Report may be furnished to the Committee within three months of the presentation of this Report.

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

National Land Modernisation System

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

6. With regard to deadline for completion of work under National Land Modernisation System, the Committee had recommended as under:

"The Committee are perplexed to note that DoLR has not been able to complete required level of work for availability of National Land Modernization in the country that was started way back on 21stAugust, 2008 as a Centrally Sponsored Scheme and later revamped as DILRMP w.e.f. 1stApril, 2016 with a deadline to complete the work by 2020-21. However, the progress of work under different components of DILRMP at varying levels across different States/UTs has led to its extension by 2023-24 with enhanced cost. The Committee, therefore, urge the Department to expedite the pace of different works under DILRMP within the time-frame of 2023-24 or earliest so as to reduce the cost escalation of the work done under DILRMP. The Committee are further, perturbed to note that the low level of work has been done under the component Integration of Cadastral Maps with Record of Rights (RoR). In this context, the Committee note that out of 6.58 lakh villages in 24 States/UTs, only in 5.58 lakh village, the land records have been computerised. Similarly, out of 1.60 lakh cadastral maps in 22 States/UTs 1.09 lakh cadastral maps have been digitised. Likewise out of 5211 Sub Registrar Offices (SROs) only 4784 SROs have completed computerisation of Registration in 25 States/UTs. Finally out of 5211 SROs, Integration of SROs with Land Records has been completed in only 3844 SROs. In this regard, the Committee are, also concerned to note that there are sizeable number of States/UTs where the work done is either lower than 90% or not even started. The Committee, therefore, recommend that DoLR should take steps to expedite the work of completing the component of integration of cadastral maps with Record of Rights (RoR) at the earliest in consonance of Digital India Programme and remove the hindrances which might delay the implementation of the Record of Rights component under DILRMP."

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

"The programme is demand driven, and depends on the pace of implementation by the States/UTs. During 2015-16 to 2016-17, the thrust was principally to complete the projects already sanctioned, and accordingly no funds for fresh projects including for new districts were released. While extending DILRMP for three years beyond 12thFive Year Plan i.e. 31.3.2017, the Ministry of Finance had conveyed that the funding pattern was changed from advance basis to reimbursement basis. However, a mobilization advance upto 30% was allowed (only for first installment) and subsequent installment on

reimbursement basis only. Due to this change, very few proposals were received from the States/UTs which impacted release of fund as well as physical progress under the scheme. However, substantial progress has now been achieved in the basic requirements of *inter alia* Computerization of Land Records i.e. Records of Rights (RoR) completed in 25 States / UTs (600466 villages (91%) computerized out of total 658279 villages) across the country, Digitization of Cadastral Maps/FMBs completed in 21 States / UTs (11006447 cadastral maps/FMBs (68%) digitized out of total 16170349 maps/FMBs), Computerization of Registration completed in 28 States / UTs (4867 SROs (93%) out of 5213 SROs), Integration of Registration (SRO) with Land Records (Revenue Office) completed in 21 States / UTs (3970 SROs (76%) out of 5213 SROs) and Linkage of RoR with Cadastral maps completed in 7 States / UTs (342099 (52%) villages out of 658279 villages). Comparatively slow progress of implementation of the programme has been noticed in some parts of the North Eastern Region. States like Arunachal Pradesh, Meghalaya, Nagaland and Manipur (Partial) are not able to implement some of the components due to community ownership of lands and non-availability of land records with government. The lands are given to the cultivators by the community village headmen for practicing shifting agriculture (jhum). To improve progress of digitization of land records in this region, DoLR had organised /has been organizing meetings / seminars in NER regions to create awareness about the importance / benefits of digitization of land records for both the Government and the citizen. Regional Review Meetings had been conducted in Tripura on 6th September 2018, Manipur on 5th-6th August 2019 and Meghalaya on 28th February 2020. In the regional review meeting at Manipur, one day was specifically dedicated to deliberate and discuss the issues related to land administration in the region, with special reference to computerization of land records in the community owned states. The positive outcome of the review meeting has emerged and states like Manipur, Mizoram and Nagaland have started reporting progress on various components of DILRMP. A pan India review meeting was held on 22.9.2020 under the chairmanship of Secretary wherein special focus was given on expediting the work of integration of cadastral maps with Record of Rights (RoR) component at the earliest.”

Comments of the Committee

8. Dismayed over slow progress of work under National Land Modernisation first as centrally sponsored scheme which started on 21st August, 2008 and later as revamped programme as DILRMP from April, 2016 with completion deadline of 2020-21, that was not met, leading to its extension to 2023-24, the Committee in the light of low level of work done under different components of DILRMP had recommended expeditious completion of DILRMP in consonance with Digital India programme in the country.

The Committee find from action taken reply that not much work has been done at ground level. For instance, on ‘Computerisation of Land Records’ at the time of examination of Demands for Grants (DFG), the figure was 24 States, whereas in action taken reply it is 25 States, only one State has been added. On

‘Digitalisation of Cadastral Maps’ at the time of examination of DFG, 22 States had completed, whereas in action taken reply, it is 21 States. Likewise on ‘Computerisation of Registration’ 25 States had completed the work at the time of examination of DFG whereas in action taken reply, the figure is 28 States. Finally, on ‘Integration of Registration with Land Records’, it had been done only in 3844 Sub-Registrar Offices (SROs) out of 5211 SROs at the time of examination of DFG whereas in action taken it is at 3970 SROs. One of the reason cited by the Action taken reply in the change in funding pattern from advance basis to reimbursement basis since 2017. However, the Committee do not subscribe to this alibi as much time has elapsed since the change in funding pattern and the Department should have taken the adaptation by now. The Committee, therefore, reiterate their earlier recommendation for expeditious completion of DILRMP.

DISHA Meetings

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

9. With regard to DISHA meetings, the Committee had recommended as under:-

“the Committee note that proper Minutes and Action Taken Reports are not being made and recorded properly. The Committee desire that during the DISHA meetings Senior Officers/ Head of the Department should be present to ensure compliance of the decision taken and strongly recommend that a suitable mechanism should be evolved to keep a check on the follow-up action taken on the observations of periodical DISHA meetings.”

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

"Department of Rural Development, Ministry of Rural Development has constituted District Development Coordination and Monitoring Committee (DISHA) with a view to fulfill the objective of ensuring a better coordination among all the elected representatives in Parliament, State Legislatures and Local Governments (Panchayati Raj Institutions/Municipal Bodies) for efficient and time-bound development of districts in our country. These Committees are envisioned to monitor the implementation of the programmes including Watershed Development Component of Pradhan Mantri Krishi Sinchayee Yojana in accordance with prescribed procedures and guidelines and promote synergy and convergence for greater impact.

The Department has already issued advisory to all SLNAs with a request to instruct district authorities associated with implementation of WDC-PMKSY to actively participate in the DISHA meetings being organized at district level and also requested to inform DoLR about action taken on suggestions /recommendations made about implementation of scheme in DISHA meeting. Also for DILRMP, the Department vide letter dated 15th May, 2020 had requested the Principal Secretary/Secretary (Revenue) of all States / UTs to issue necessary directions to concerned district officials/ heads of

departments associated with DILRMP to proactively organize DISHA meetings and get the DILRMP monitored by DISHA. Also, heads of concerned department in the district have been advised to invariably attend the DISHA meetings and instruct the concerned official to comply with the suggestions / observations expressed by the MPs and MLAs and inform about the same to DoLR from time to time."

Comments of the Committee

11. Finding that proper Minutes and action taken on Disha meetings are not being maintained, the Committee had recommended to evolve a suitable mechanism for the intended purpose while ensuring presence of senior level officials at such meetings. The Department of Land Resources in their action taken reply has spelt out available mechanism under Watershed Development Component of Pradhan Mantri Krishi Sichai Yojana (WDC-PMKSY) and advisory issued under Digital India Land Record Modernisation Programme (DILRMP) way back in 15 May, 2020. Taking into account the available set up, the Committee are dismayed to note that this mechanism and advisory are not being implemented at District level. They, therefore, reiterate that Disha Meetings should be properly recorded and decisions taken followed up while ensuring full participation of senior officials scrupulously at such meetings.

CHAPTER II
RECOMMENDATIONS WHICH HAVE BEEN ACCEPTED BY THE GOVERNMENT

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

The Committee note that Demands for Grants (2021-2022) of Department of Land Resources (DoLR) reveals that a provision of Rs. 2170.42 cr. has been made broadly for two prominent schemes viz. (i) Watershed Development Component of Pradhan Mantri Krishi Sinchayee Yojana 'WDC-PMKSY' (Rs. 2000 cr.) for development of rainfed and degraded areas in the country, and (ii) Digital India Land Record Modernization Programme 'DILRMP' amounting to Rs. 150 cr. to develop a modern, comprehensive and transparent land record management system in the country. During the Committee's examination of overall outlays vis-à-vis utilisation of DoLR funds during the last three years from 2018-19 onwards it came to the fore that these schemes are not only been experiencing downsizing of funds from BE to RE but also been witnessing surrender of funds during first two years i.e. 2018-19 and 2019-20 to the tune of Rs. 637.80 cr. and Rs. 692.84 cr. respectively. The Committee are further dismayed to note that during 2018-19, 2019-20 and 2020-21 as against the BE of Rs. 2511.40 cr., Rs. 2227.27 cr. and Rs. 2251.24 cr., RE figures were as low as Rs. 1996.10 cr., Rs. 1900.00 cr. and Rs. 1252.15 cr. respectively, In this regard, various reasons like non-receipt of proposals from State/UT Governments, delay in holding of State Level Sanctioning Committee(SLSCs) Meetings besides issue of non-availability of land in some North Eastern States have been cited for lowering of funds under WDC-PMKSY etc. as cited by the Department. Further, in the case of DILRMP 'Reimbursement Basis' releases of funds to States/UTs instead of 'Advance Basis' has been the prominent reason for low utilization of funds. As a result, number of States/UTs were unable to use funds from their own exchequer and so there is huge accumulation of unspent balance of Rs. 49282.11 lakhs as on 05.01.2021. In view of the above, the DoLR had apprised the Committee that a number of steps have been taken such as sending periodic communications to Chief Secretaries (CSs) of the concerned States Governments, holding of Regional Review Meetings (RRMS), constituting Zonal Level Committee (ZLCs) etc. for accelerating the work of WDC-PMKSY thereby increasing the utilization of funds. Also, DoLR has taken steps to restore the funding pattern on 'Advance Basis' w.e.f. 3rd March, 2020 for easing the utilization of funds. The Committee, therefore, strongly recommend that the DOLR should

make all out efforts for full utilisation of available funds under WDC-PMKSY and DILRMP schemes for expeditious liquidation of unspent balances so that purpose of the schemes may be achieved as envisaged by the Government.

Reply of the Government

Watershed Development Component of Pradhan Mantri Krishi Sinchayee

Yojana (WDC-PMKSY): As submitted earlier, the reduction of budget at RE is mostly due to less release of central funds till the time of review of schemes by Department of Expenditure in the month of September/October. Less release to States / UTs usually happens because of non-receipt of complete release proposals from them. In addition, the release of Central fund is based on the Annual Action Plans submitted by the States/UTs, which are approved by the respective State Level Sanctioning Committee (SLSC) chaired by the Chief Secretary of the State/UT. In majority of States / UTs, SLSC meetings are held quite late, in the third quarter of the financial year. For the financial year 2018-19 & 2019-20, marginal reduction in RE allocation in comparison to BE allocation may primarily be assigned to the above mentioned reasons. However, during 2020-21, the reduction in RE took place because of non-receipt of release proposals from States / UTs during I & II quarter of financial year due to outburst of the Corona pandemic, which also hampered the implementation of the scheme directly or indirectly at the project levels. Despite the various inherent constraints and the unprecedented situation prevailing due to the pandemic, during 2020-21, against the allocation of Rs.1000 Cr under WDC-PMKSY, due to constant efforts, the department has been able to release Rs.998 crore. As suggested by the Committee, Department will make all out efforts for effective utilisation of the funds released / available with the States / UTs under the scheme through close monitoring of the programme implementation with concerned officials of States/UTs.

Digital India Land Record Modernization Programme (DILRMP):

The implementation of the programme is a complex, sensitive and voluminous work, involving cumbersome and time-consuming processes. Gestation period of completion of the various activities/components is relatively longer as compared to other schemes. However, this scheme is very important from the point of view of the farmers and most of the time provides basic information on land and farmer relationship to the policy makers for taking appropriate decisions related to farmers welfare. The majority of the unutilized

funds reported by the States include fund released during 2020-21 and relating to the survey/re-survey which is a technology intensive activity and requires significant number of skilled human resources. The Department is making all efforts for speedy utilization of unspent balances. States / UTs through Central and Regional Review Meetings, PSMC meetings, Video Conferences, formal communications, emails etc. are monitored for expeditious liquidation of unspent balance available with them and provide corresponding Utilization Certificates so that objectives of the schemes may be achieved as envisaged by the Government. Regional review meetings were held at Tripura (6-9-2018), Jammu (13-2-2019), Vadodara (26-2-2019), Manipur (5/6-8-2019) and Jaipur (24-1-2020), recent PSMC meetings on 14.2.2020 and 15.7.2020 and a pan India review meeting on 22.9.2020. The same is also being taken up with the States / UTs at the level of Joint Secretary, Additional Secretary and Secretary. The financial progress is regularly monitored through the Central MIS portal of DILRMP developed by NIC and hosted on the website. The progress of implementation is also monitored by the Department through field visits of senior officers. [DoLR's O.M. No.H-11011/3/2021-GC Dated: 16.06.2021]

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

The Committee have also been informed by DoLR that compared to benefits of DILRMP in reducing land disputes in the country, the funds given for implementation are quite low. The Committee are of the view that scheme of such paramount importance should not suffer due to lack of funds. The Committee, therefore, taking into account the importance of the scheme to resolve the land disputes in a transparent and digital way, feel that Government must allocate or re-appropriate adequate funds for DILRMP to achieve the purpose of the scheme in a realistic and timely-manner.

Reply of the Government

As per guidelines given by Ministry of Finance, DILRMP was extended upto 31.3.2021. This Department, accordingly, drafted and circulated EFC memo on 9.3.2021 for extension of DILRMP for 5 years (2021-22 to 2025-26) at a total outlay of Rs. 1120 crore. It is pertinent to mention that the proposed amount of Rs. 1120 crore is insufficient to meet the desired targets in a realistic and time bound manner. The only reason for restricting the proposal to this amount is the stipulations laid by D/o Expenditure vide O.M. dated 9.2.2021 wherein it is stated that the total projected outlay of the schemes for 5 years should ordinarily not be more than 5.5 times the total scheme expenditure of FY 2019-20. However, during 2019-20, upto 3.1.2020, fund

release was permitted on 'Reimbursement basis' and States were unable to use funds from their own exchequer. As a result, there was no demand from the States / UTs during this period. It was only after approval of Ministry of Finance for restoration of funding pattern to 'Advance basis' w.e.f. 3.1.2020 that this Department was able to release Rs. 43.77 crore out of RE of Rs. 50 crore. Since, expenditure during 2019-20 was low, base year for projecting the outlay was taken as FY 2020-21 and the EFC memo was prepared accordingly. It is expected that substantial work will be completed by 2025-26. Programme is proposed to be continued beyond 2025-26 to complete the residual works. [DoLR's O.M. No.H-11011/3/2021-GC Dated: 16.06.2021]

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

The Committee's examination of physical progress of WDC-PMKSY projects reveal that out of 8214 sanctioned projects, 345 uninitiated projects and 1487 projects in Preparatory Phase (Total 1832) were transferred to States in 2018 to be taken up under their respective States' budget. Out of remaining 6382 WDC-PMKSY projects being funded by DoLR 4743 projects have been reported complete by the States/UTs, 409 projects are in consolidation phase and 1230 projects are in work phase of implementation, as on 31.01.2021. In this connection, the Committee observed that projects that were started way back in 2014-15 are to be completed by 2021-22 and DoLR is hopeful of timely completion of all on-going Projects. The Committee, however, are disappointed to learn that the progress of implementation of WDC-PMKSY projects in States of Arunachal Pradesh, Himachal Pradesh, Kerala, Punjab and Sikkim have been very low due to lack of focus on the part of concerned State Governments and delay in release of Central funds to State Level Nodal Agencies (SLNAS). The Committee, therefore, strongly recommend that SLNAS of all these States should focus on efficacious implementation of WDC-PMKSY and the delay in the release of Central Funds should be avoided so that purpose of sanctioned projects are not defeated and thereby adequate irrigation facilities could be provided to Rainfed areas and degraded areas of the country..

Reply of the Government

Out of 6382 projects being funded by DoLR, as on 31.03.2021, a total of 4792 projects (75.10%) have been reported completed, 409 (6.40%) are in Consolidation Phase and 1181 (18.50%) are in Works phase. The projects in consolidation phase will be completed in next 2 to 4 months raising the completion further upto more than 81%.

Department will make all out efforts to get the projects in work phase completed by September 2021. However, the projects sanctioned during 2014-15 (total 118 Nos.) have a defined project period up to 2021-22. Regarding observation of the Hon'ble Committee about very low progress in the States of Arunachal Pradesh, Himachal Pradesh, Kerala, Punjab and Sikkim, it is submitted that inspite of best efforts by the Department, the progress of implementation remained slow. There is lack of focus and priority to WDC-PMKSY on part of State Governments in these States. The funds released by DoLR to the State Governments during a particular financial year are not timely transferred to the respective SLNAs for project implementation, which hampers the release of Central funds in the subsequent year also. For instance, in respect of Himachal Pradesh central funds could not be released in 2020-21 due to huge unspent balance available with the States and in respect of Kerala, the central funds released previously and its matching State share were not transferred to SLNA by State Government. However, the Department has been continuously monitoring the implementation of scheme in these States through review meetings and video conferences. It is being emphasised to focus on the completion of the all the due projects by effective utilization of the available funds as well as in convergence with relevant schemes.

[DoLR's O.M. No.H-11011/3/2021-GC Dated: 16.06.2021]

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

During the examination of DFG (2021-22), the Committee are appreciative of the fact that WDC-PMKSY has brought about significant change at ground level with construction of 6.01 lakh water harvesting structures and bringing additional area of 13.30 lakh hectares under protective irrigation, benefitting 28.04 lakh farmers. 14.85 lakh WDC-PMKSY works HAVE ALSO BEEN geo tagged. During the course of evidence, the representatives of DOLR apprised the Committee that low water table facing areas are being replenished by promoting afforestation of fruit bearing trees like Amla with low water intake and water bodies damaged by excessive rains are being repaired too. The Committee also note from the replies of DoLR that barring treatment of waterlogged areas all the suggestions are implementable under WDC-PMKSY. The Committee, therefore, recommended that new ideas and initiatives should be taken up by the DoLR so that the problematic areas are properly irrigated and farmers are not dependent on the rains for cultivating their land efficiently.

Reply of the Government

With reference to recommendations of Hon'ble Committee regarding new ideas & initiatives, it is submitted that the revision of Common Guidelines for Watershed Development Projects is under process for the approval of competent authority and shall be issued shortly. As advised by the Hon'ble Committee, in the revised Guidelines, various new initiatives have been incorporated based on the past of experience of implementation of WDC-PMKSY and recommendations of NITI Aayog's evaluation report of the scheme. The important new initiatives *inter alia* include the following:

- Inclusion of development of springshed as one of the focused activities of watershed development projects in the proposed new generation of watershed development projects.
- Transition from predominantly mechanical/engineering treatments towards more of biological measures
- Emphasis on effective use of rainfall – relying more on water productivity
- Diligent planning or crop systems diversification for risk management; enhancing productivity and opting for crop alignment as a principle.
- Adaptation and mitigation of adverse impacts of climate variability & change
- Diversification of the watershed economy by adopting Integrated Farming Systems

The above mentioned initiatives are expected to be incorporated in the proposed new generation watershed projects, which the department intends to take up to cover 10 million ha. by 2024. It is to submit that DoLR on the basis of recommendations of Group of Secretaries on Agriculture & Rural Development sector took initiative for development projects involving an area of 20 million ha. However, following the guidelines of Ministry of finance, the DoLR has reduced the quantum to 10 million ha. The proposal for continuation of WDC-PMKSY is under consideration of the Government.

.[DoLR's O.M. No.H-11011/3/2021-GC Dated: 16.06.2021]

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

The Committee are happy to note that in the light of positive impact of on-going watershed projects, DOLR plan to roll out new generation projects covering 20m. ha. of land for a period 2021 to 2027 with increased cost norms of RS.22,000/- per ha. for plain areas and Rs. 28,000 per ha. for hilly and difficult areas as against the existing cost norms of Rs, 12,000/- and Rs.15,000/-. The Committee also note that DOLR have opined that even the higher funds may fall short for the proposed work and suggested that this shortfall will be covered by maximizing convergence of different Central and State Schemes like MGNREGA, The Committee, therefore, recommend that before roll out of

the new generation watershed projects, the State Level Nodal Agencies (SLNAS) should be properly taken into confidence that existing grey areas like releasing of State share, non-submission of documents etc., do not become a hindrance. The Committee, therefore, also recommend that the Centre should take appropriate steps to eliminate the hurdles being faced during the implementation of the scheme for its efficient implementation on the ground.

Reply of the Government

As recommended by the Hon'ble Committee, Department is in active consultation with different State Level Nodal Agencies (SLNAs) and other stakeholders for new Watershed Projects and formulation of revised Common Guidelines for Watershed Development Projects. National Rainfed Area Authority (NRAA) is assisting DoLR in preparation of Guidelines for New Generation Watershed & Springshed Projects. The draft revised Guidelines for new generation watershed projects have been prepared with due and extensive consultations with NRAA, other Technical experts/organizations and the States / UTs. In this context, in order to have consultations with States / UTs for eliciting their views on the implementation/continuation of WDC-PMKSY, a National Conference on the subject was also organized on 23.01.2020 which was attended by the Chairman / CEO, SLNAs of States / UTs. The existing Common Guidelines for implementing WDC-PMKSY have been in operation since 2009-10. The draft revised guidelines include the lessons learnt, and has also tried to incorporate new challenges posed by climate change. Further, in anticipation of launch of new generation watershed projects during 2021-22, the department has been constantly informing the State governments / SLNAs to be in state of preparedness for taking up of new watershed projects and their implementation in an effective manner. In this regard, D.O letters from Secretary DoLR to the Chief Secretaries have been issued on 24.07.2020, 02.09.2020 and 16.03.2021. The areas of concern that have been stressed to be focused upon *inter alia* include the following:

(a) Strengthening the State Level Nodal Agency (SLNA) at all the levels (b) Positioning of experienced senior officers as full time CEO, SLNA and Chairman, SLNA, WDC-PMKSY for at least 2-3 years at a stretch (c) Availability and quality of manpower for project implementation at ground level need to be focused/ improved for better & faster implementation of project works (d) Preparation of Preliminary Project Reports (PPRs) / Detailed Project Reports (DPRs) and (e) Mapping of convergence with other relevant Central / State Govt. Schemes in the DPR itself.

[DoLR's O.M. No.H-11011/3/2021-GC Dated: 16.06.2021]

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

The Committee, during the evidence of the representatives of DoLR, noted that various issues like digitization of family-wise land records in Panchayats, imparting computer training to trainers, inability to upload the records, need for linking 7/12 records of land through computers for doing away with the present day hassle of Patwari system are not resolved so far. Moreover, perennial matters like updating the names of land owners in case of death, need for retaining the name of the father as second owner in case where father transferred his land to his heirs as a social security and need for uninterrupted 5 Mbps internet connectivity for doing seamless computer work in Gram Panchyats need to be taken up in a war footing by the Department for the smooth implementation of DILRMP. The Committee, hence, in order to increase the efficient implementation of the programme and training of the officials and staff in computers recommend that the DoLR should take appropriate steps to address these issues and make the system effective to get the desired results.

Reply of the Government

Mutation /bifurcation of land parcel is a continuous and dynamic process and carried out in the State as per criteria, needs, procedures and rules prevailing in the States / UTs. The Department provides financial support for this exercise under the Computerization of Land Records component of DILRMP. It is the vision of the department that with the support of DILRMP programme, the number of interactions with officials to get the land related information will be minimized, easy access to land records information to all the people whenever they require and strong tool of online public grievance redressal mechanism etc. As far as internet connectivity in the States / UTs is concerned, although the matter is outside the domain of this Department, it has taken it up with the Ministry concerned i.e. MeitY. To impart comprehensive training to the Revenue, Survey, Registration and other officials involved in implementation of the DILRMP, funds are being provided to the States/UTs for creation of DILRMP Cells at their Administrative Training Institutes and /or the Survey/Revenue/Patwari Training Institutes. Department is proactively considering the proposals for training and capacity building of revenue officials, received from the State/UT Governments. As per data available on MIS-DILRMP, a total of 25,799 persons have been trained in NLRMP Cells in 14 States / UTs so far.

**State-wise details are given in the Table below:
Table**

| Persons trained in NLRMP Cells | | |
|--|------------------|------------------------|
| (data as available in DILRMP-MIS as on 31-Mar-2021) | | |
| S. No. | State/ UT | Persons trained |
| 1 | Assam | 20 |
| 2 | Gujarat | 761 |
| 3 | Haryana | 586 |
| 4 | Himachal Pradesh | 30 |
| 5 | Lakshadweep | 95 |
| 6 | Mizoram | 11 |
| 7 | Punjab | 804 |
| 8 | Rajasthan | 11550 |
| 9 | Sikkim | 40 |
| 10 | Tamil Nadu | 10695 |
| 11 | Tripura | 497 |
| 12 | Uttarakhand | 95 |
| 13 | Uttar Pradesh | 500 |
| 14 | West Bengal | 115 |
| | TOTAL | 25799 |

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

[DoLR's O.M. No.H-11011/3/2021-GC Dated: 16.06.2021]

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

The Committee appreciate that DoLR have initiated new steps such as linking "Aadhar" with land records through Unique Land Parcel Identification (ULPIN) and integrating land records with Revenue Courts, while 'One Nation One Software' under National Generic Development Registration System (NGDRS) is to be rolled out during 2021-22. In the light of the prominent relevance of these new initiatives with regard to enhancing the ease of doing business in a significant way the Committee recommend that all these initiatives be implemented in a effective and time bound manner. The Committee may also be apprised of the progress made in this regard.

Reply of the Government

The linking / integration of Aadhaar Number with the land record database will reduce fraudulent / benami transactions in land. It has been included as one of the new components with a total proposed cost of Rs.150 crore in the proposed EFC Memo for extension of DILRMP beyond 31.3.2021. Computerisation of Revenue Court Management System (RCMS) and integration with Land Records is essential to facilitate transparency in all proceedings of computerised revenue courts in States / UTs and reduce land disputes. This enables displaying of online information on pending revenue court cases and displaying the same in land records data base. Currently, it is not part of the existing DILRMP. It has now been included in the proposed EFC Memo at total cost of Rs.270 crore, which is subject to the required approvals. It is also submitted that a comprehensive time bond strategy has been prepared for implementation of special initiatives like NGDRS and ULPIN in the country to harness the benefits of these initiatives especially to enhance "Ease of Doing Business" for Government and "Ease of Living" for citizen. So far NGDRS has been implemented in 12 states and pilot tested in three states (Achievement of 7 States/UTs against a target of 6 States/UTs during FY 2020-21). Similarly, ULPIN has been implemented in 11 States/UTs against a target of 10 States/UTs. It is envisaged that NGDRS and ULPIN will be rolled out in the entire country before the end of Financial years 2023-24 and 2021-22 respectively. A comprehensive strategy will also be drafted for linkages of Aadhaar with land records, and computerisation of revenue courts once it is approved by Department of Expenditure.

CHAPTER III

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

-Nil-

[DoLR's O.M. No.H-11011/3/2021-GC Dated: 16.06.2021]

CHAPTER IV**RECOMMENDATIONS IN RESPECT OF WHICH REPLIES OF THE GOVERNMENT
HAVE NOT BEEN ACCEPTED BY THE COMMITTEE****Recommendation (Serial No.6, Para No. 2.6)**

The Committee are perplexed to note that DoLR has not been able to complete required level of work for availability of National Land Modernization in the country that was started way back on 21st August, 2008 as a Centrally Sponsored Scheme and later revamped as DILRMP w.e.f. 1st April, 2016 with a deadline to complete the work by 2020-21. However, the progress of work under different components of DILRMP at varying levels across different States/UTs has led to its extension by 2023-24 with enhanced cost. The Committee, therefore, urge the Department to expedite the pace of different works under DILRMP within the time-frame of 2023-24 or earliest so as to reduce the cost escalation of the work done under DILRMP. The Committee are further, perturbed to note that the low level of work has been done under the component Integration of Cadastral Maps with Record of Rights (RoR). In this context, the Committee note that out of 6.58 lakh villages in 24 States/UTs, only in 5.58 lakh village, the land records have been computerised. Similarly, out of 1.60 lakh cadastral maps in 22 States/UTs 1.09 lakh cadastral maps have been digitised. Likewise out of 5211 Sub Registrar Offices (SROs) only 4784 SROs have completed computerisation of Registration in 25 States/UTs. Finally out of 5211 SROs, Integration of SROs with Land Records has been completed in only 3844 SROs. In this regard, the Committee are, also concerned to note that there are sizeable number of States/UTs where the work done is either lower than 90% or not even started. The Committee, therefore, recommend that DoLR should take steps to expedite the work of completing the component of integration of cadastral maps with Record of Rights (RoR) at the earliest in consonance of Digital India Programme and remove the hindrances which might delay the implementation of the Record of Rights component under DILRMP.

Reply of the Government

The programme is demand driven, and depends on the pace of implementation by the States/UTs. During 2015-16 to 2016-17, the thrust was principally to complete the projects already sanctioned, and accordingly no funds for fresh projects including for new districts were released. While extending DILRMP for three years beyond 12th Five Year Plan i.e. 31.3.2017, the Ministry of Finance had conveyed that the funding pattern was

changed from advance basis to reimbursement basis. However, a mobilization advance upto 30% was allowed (only for first installment) and subsequent installment on reimbursement basis only. Due to this change, very few proposals were received from the States/UTs which impacted release of fund as well as physical progress under the scheme. However, substantial progress has now been achieved in the basic requirements of *inter alia* Computerization of Land Records i.e. Records of Rights (RoR) completed in 25 States / UTs (600466 villages (91%) computerized out of total 658279 villages) across the country, Digitization of Cadastral Maps/FMBs completed in 21 States / UTs (11006447 cadastral maps/FMBs (68%) digitized out of total 16170349 maps/FMBs), Computerization of Registration completed in 28 States / UTs (4867 SROs (93%) out of 5213 SROs), Integration of Registration (SRO) with Land Records (Revenue Office) completed in 21 States / UTs (3970 SROs (76%) out of 5213 SROs) and Linkage of RoR with Cadastral maps completed in 7 States / UTs (342099 (52%) villages out of 658279 villages). Comparatively slow progress of implementation of the programme has been noticed in some parts of the North Eastern Region. States like Arunachal Pradesh, Meghalaya, Nagaland and Manipur (Partial) are not able to implement some of the components due to community ownership of lands and non-availability of land records with government. The lands are given to the cultivators by the community village headmen for practicing shifting agriculture (jhum). To improve progress of digitization of land records in this region, DoLR had organised /has been organizing meetings / seminars in NER regions to create awareness about the importance / benefits of digitization of land records for both the Government and the citizen. Regional Review Meetings had been conducted in Tripura on 6th September 2018, Manipur on 5th-6th August 2019 and Meghalaya on 28th February 2020. In the regional review meeting at Manipur, one day was specifically dedicated to deliberate and discuss the issues related to land administration in the region, with special reference to computerization of land records in the community owned states. The positive outcome of the review meeting has emerged and states like Manipur, Mizoram and Nagaland have started reporting progress on various components of DILRMP. A pan India review meeting was held on 22.9.2020 under the chairmanship of Secretary wherein special focus was given on expediting the work of integration of cadastral maps with Record of Rights (RoR) component at the earliest.

Comments of the Committee

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

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

With regard to DISHA meetings, the Committee note that proper Minutes and Action Taken Reports are not being made and recorded properly. The Committee desire that during the DISHA meetings Senior Officers/ Head of the Department should be present to ensure compliance of the decision taken and strongly recommend that a suitable mechanism should be evolved to keep a check on the follow-up action taken on the observations of periodical DISHA meetings.

.Reply of the Government

Department of Rural Development, Ministry of Rural Development has constituted District Development Coordination and Monitoring Committee (DISHA) with a view to fulfill the objective of ensuring a better coordination among all the elected representatives in Parliament, State Legislatures and Local Governments (Panchayati Raj Institutions/Municipal Bodies) for efficient and time-bound development of districts in our country. These Committees are envisioned to monitor the implementation of the programmes including Watershed Development Component of Pradhan Mantri Krishi Sinchayee Yojana in accordance with prescribed procedures and guidelines and promote synergy and convergence for greater impact. The Department has already issued advisory to all SLNAs with a request to instruct district authorities associated with implementation of WDC-PMKSY to actively participate in the DISHA meetings being organized at district level and also requested to inform DoLR about action taken on suggestions /recommendations made about implementation of scheme in DISHA meeting. Also for DILRMP, the Department vide letter dated 15th May, 2020 had requested the Principal Secretary/Secretary (Revenue) of all States / UTs to issue necessary directions to concerned district officials/ heads of departments associated with DILRMP to proactively organize DISHA meetings and get the DILRMP monitored by DISHA. Also, heads of concerned department in the district have been advised to invariably attend the DISHA meetings and instruct the concerned official to comply with the suggestions / observations expressed by the MPs and MLAs and inform about the same to DoLR from time to time.

[DoLR's O.M. No.H-11011/3/2021-GC Dated: 16.06.2021]

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;
03 August, 2021
12 Sravana, 1943 (Saka)**

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

ANNEXURE I**STANDING COMMITTEE ON RURAL DEVELOPMENT (2020-2021)****EXTRACTS OF THE MINUTES OF THE TWELFTH SITTING OF THE COMMITTEE
HELD ON TUESDAY, 03 AUGUST, 2021**

The Committee sat from 1500 hrs. to 1555 hrs. in Committee Room. 'B,' Ground Floor, Parliament House Annexe (PHA), New Delhi.

Prataprao Jadhav -- Chairperson

MEMBERS***Lok Sabha***

2. Shri C. N. Annadurai
3. Shri Rajveer Diler
4. Shri Vijay Kumar Dubey
5. Shri Sukhbir Singh Jaunapuria
6. Dr. Mohammad Jawed
7. Prof. Rita Bahuguna Joshi
8. Shri Narendra Kumar
9. Shri Janardan Mishra
10. Shri B. Y. Raghavendra
11. Shri Talari Rangaiah
12. Smt. Gitaben Vajesingbhai Rathva
13. Smt. Mala Rajya Laxmi Shah
14. Shri Vivek Narayan Shejwalkar
15. Dr. Alok Kumar Suman
16. Shri Shyam Singh Yadav

Rajya Sabha

17. Shri Shamsheer Singh Dullo
18. Shri Iranna Kadadi
19. Shri Sujeet Kumar
20. Shri Rathwa Naranbhai Jemlabhai

SECRETARIAT

- | | | |
|-----------------------|---|---------------------|
| 1. Shri D. R. Shekhar | - | Joint Secretary |
| 2. Shri. A. K. Shah | - | Director |
| 3. Smt. Emma C. Barwa | - | Additional Director |
| 4. Shri Nishant Mehra | - | Deputy Secretary |

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 (2021-22) in respect of (i) XXX XXX XXX (ii) Department of Land Resources, (iii) XXX XXX XXX, (iv) 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.

The Committee then adjourned.

XXX Not related to the Draft Report

APPENDIX - II

[Vide para 4 of Introduction of Report]

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

| | | | |
|----|------|---|-------|
| 09 | I. | Total number of recommendations: | |
| | II. | Recommendations that have been accepted by the Government : | |
| | | Serial Nos. 1,2,3,4,5,7 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. 6 and 8 | |
| | | 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 |