

STANDING COMMITTEE ON RURAL DEVELOPMENT & PANCHAYATI RAJ

(2021-2022)

23

SEVENTEENTH LOK SABHA

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

**DEMANDS FOR GRANTS
(2022-23)**

TWENTY-THIRD REPORT



LOK SABHA SECRETARIAT

NEW DELHI

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MINISTRY OF RURAL DEVELOPMENT

(DEPARTMENT OF LAND RESOURNCES)

DEMANDS FOR GRANTS

(2022-23)

Presented to Lok Sabha on 16.03.2022

Laid in Rajya Sabha on 16.03.2022



LOK SABHA SECRETARIAT

NEW DELHI

March, 2022/Phalguna, 1943 (Saka)

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**COMPOSITION OF THE STANDING COMMITTEE ON RURAL DEVELOPMENT &
PANCHAYATI RAJ (2021-2022)**

Shri Prataprao Jadhav -- **Chairperson**

MEMBERS

Lok Sabha

2. Shri Sisir Kumar Adhikari
3. Shri C. N. Annadurai
4. Shri A.K.P Chinraj
5. Shri Rajveer Diler
6. Shri Vijay Kumar Dubey
7. Shri Sukhbir Singh Jaunapuria
8. Dr. Mohammad Jawed
9. Prof. Rita Bahuguna Joshi
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14. Shri Talari Rangaiah
15. Smt. Gitaben Vajesingbhai Rathva
16. Smt. Mala Rajya Laxmi Shah
17. Shri Vivek Narayan Shejwalkar
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19. Shri Kumbakudi Sudhakaran
20. Dr. Alok Kumar Suman
21. Shri Shyam Singh Yadav

Rajya Sabha

22. Shri Dineshchandra Jemalbai Anavadiya
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25. Shri Iranna Kadadi
26. Dr. Wanweiroy Kharlukhi
27. Shri Naranbhai J. Rathwa
28. Shri Ram Shakal
29. Shri Bashistha Narain Singh
30. Shri Ajay Pratap Singh
31. -vacant-

SECRETARIAT

- | | | |
|---------------------|---|-----------------------------|
| 1. Shri D.R.Shekhar | - | Joint Secretary |
| 2. Shri A. K. Shah | - | Director |
| 3. Shri Atul Singh | - | Assistant Executive Officer |

INTRODUCTION

I, the Chairperson of the Standing Committee on Rural Development & Panchayati Raj (2021-2022) having been authorised by the Committee to submit the Report on their behalf, present the Fourteenth Report on Demands for Grants (2022-23) of the Ministry of Rural Development (Department of Land Resources).

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

3. The Committee took evidence of the representatives of the Department of Land Resources (Ministry of Rural Development) on 21 February, 2022.

4. The Report was considered and adopted by the Committee at their sitting held on 14 March, 2022.

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

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

NEW DELHI;
14 March, 2022
23 Phalguna, 1943 (Saka)

PRATAPRAO JADHAV
Chairperson,
Standing Committee on Rural Development & Panchayati Raj

REPORT**Part – I****Narration****Chapter – I****(a) Introductory**

The following vision of Department of Land Resources was outlined before the Committee:

- (i) To ensure sustainable improvement in productivity and livelihood / income potential of land, in particular rainfed cultivated areas and culturable wastelands
- (ii) To develop an appropriate integrated land information management system, which will *inter alia* improve real-time information on land, optimize use of land resources and assist in policy / planning

Schemes/Programmes:

- (i) Watershed Development Component of the Pradhan Mantri Krishi Sinchayee Yojana (WDC-PMKSY)
- (ii) Digital India Land Records Modernization Programme (DILRMP)

Acts:

- (i) The Right to Fair Compensation and Transparency in Land Acquisition, Rehabilitation and Resettlement Act, 2013
- (ii) The Registration Act, 1908

(b) Overview of Demands for Grants (2022-23) of Department of Land Resources

The Demand No.88 containing the Demands for Grants (2022-23) relating to Department of Land Resources laid on the Table of the House on 08.02.2022 provides for Rs. 2259.34 cr. for implementation of two schemes with funds shown against each:

(Rs. in crore)

Sl. No.	Name of Scheme	Amount
	Scheme funds	
1.	WDC-PMSKY	2000.00
2.	DILRMP	239.25
	Total	2239.25
	Non-Scheme funds	
	Secretariat	20.00
	Grand Total	2259.34

Chapter – II

Over All Analysis

(a) Over-all Details

The over all analysis of BE and RE (2021-22) and BE (2022-23) of DOLR is as detailed below:

Name of the Scheme/Programme	Major Head	(Rs. In Crore)		
		Budget Estimate 2021-22	Revised Estimate 2021-22	Budget Estimate 2022-23
Pradhan Mantri Krishi Sinchayee Yojana (Watershed Development Component)	2501	50.00*	37.66*	59.00*
	3601	1700.00	1026.74	1697.00
	3602	50.00	30.00	44.00
TOTAL(PMKSY)		1800.00	1094.40	1800.00
Digital India Land Records Modernisation Programme (DILRMP)	2506	135.00	225.00	215.33
TOTAL (DILRMP)		135.00	225.00	215.33
Lumpsum Provision for the N.E Region and Sikkim				
(a) Pradhan Mantri Krishi Sinchayee Yojana (Watershed Development Component)	2552	200.00	121.60	200.00
(b) Digital India Land Records Modernisation Programme (DILRMP)	2552	15.00	25.00	23.92
Total : NE Region		215.00	146.60	223.92
Total Schemes: (Land Resources)		2150.00	1466.00	2239.25
NON-SCHEME	3451	20.42	18.52	20.09
Sectt. - Economic Service				
GRAND TOTAL		2170.42	1484.52	2259.34

(b) Budget and Actual Expenditure Trends (Rs. in crore)

2.2 During the evidence of the representatives of Department of Land Resources in a Power Point Presentation, the Department of Land Resources has given the following figures:

(Rs.in crore)

Year	BE	RE	Actuals	% of RE (BE)	Saving
2019-20	2227.24	1900.00	1535.12	80.80 (68.92)	692.12
2020-21	2251.25	1252.15	1236.50	98.75 (54.93)	1014.75
2021-22	2170.42	1484.52	605.52 (as on 18.02.2022)	40.79 (27.90)	
2022-23	2259.34				

(c) Programme wise details**(i) WDC-PMKSY**

(Rs. in crore)

Year	BE	RE	Actuals	Expenditure*** % to RE
2019-20	2066.00	1732.97	1478.45	85.31
2020-21	2000.00	1000.00	998.36	99.83
2021-22	2000.00	1216.00	28.71*	2.36

*31.12.2021

***Revenue

\$ In addition, Rs. 105 crore provided for Neeranchal project. This project has been closed w.e.f. 22.07.2019. Expenditure of only Rs. 0.1913 crore was incurred and the balance amount of Rs. 104.8087 crore has been surrendered to Ministry of Finance.

(ii) DILRMP-

(Rs. in crore)

Year	BE	RE	Actual Exp.	Remarks
2018-19	250.00	145.00	68.09	All provisions are under Revenue expenditure.
2019-20	150.00	50.00	43.77	
2020-21	238.65	238.00	225.14	
2021-22	150.00	250.00	122.11 (as on 10.01.2022)	

2.3 Explaining the details, the Secretary (DOLR) during the course of evidence submitted before the Committee as under:

सर, अब हम सीधे प्रेजेंटेशन में आ जाते हैं। बजट ऐस्टिमेट में मैंने जैसे बताया कि इस वित्तीय वर्ष में हमारा जो बीई है, वह **2170** करोड़ और आरई **1484** करोड़ है, हम लोगों ने **18** फरवरी तक की फिगर दी है, हम **605** करोड़ का एक्सपेंडिचर कर पाए हैं, लगभग **40** प्रतिशत खर्च हो पाया है। हमने इसके कारण जैसे बताए हैं कि वाटर शेडजो मुख्य स्कीम है, जिसमें लगभग **1216** करोड़ आरई का फंड्स हैं, एलोकेशन है, उसमें हम **465** करोड़ खर्च कर पाए हैं, उसका मुख्य कारण यह है कि दिसंबर में हमें स्वीकृति मिली है। जैसे मैंने बताया है कि जनवरी-फरवरी में हम लोगों ने **465** करोड़ का एक्सपेंडिचर कर लिया है। इस कारण से विलंब हुआ है। हमारी सभी स्टेट्स के साथ निरंतर चर्चा हो रही है, समन्वय हो रहा है और हम आशावित है कि इस पूरी राशि को इसी वित्तीय वर्ष में व्यय कर पाए। DILRMP में 250 करोड़ में से 123 करोड़ खर्च कर लिया है, लगभग 100 करोड़ की जो फिगर है, वह दर असल हमारे आरई में दिख नहीं रही है। हमने जो एडिशनल बजट की मांग की है, वह हमने वित्त विभाग को भेजा हुआ है। मुझे लगता है कि एक-दो दिन में इसकी स्वीकृति हमें प्राप्त हो जाएगी। फिर हम इसमें व्यय कर पाएंगे।

बजट एक्सपेंडिचर का जो ट्रेंड है, अगर आप इसे देखेंगे तो हमने गत वर्ष 2020-21 में 99 प्रतिशत एक्सपेंडिचर किया है। हमें आरई में 1252 करोड़ फंड्स की प्राप्ति हुई थी और 1236 करोड़ हम लोगों ने व्यय कर लिया है। इस वित्तीय वर्ष में जैसा कि हमने पूर्व में बताया है कि 1484 करोड़ आरई का फंड है, एक्चुअल 605 करोड़ एक्सपेंडिचर कर पाए हैं।

2.4 Asked about reasons for similar BE for WDC-PMKSY in 2022-23 as compared to previous year BE despite reduction at RE stage in 2021-22, the DOLR in a written note stated:

"As the new generation 'WDC-PMKSY 2.0' got Government's approval on 15 December 2021, and the extension of ongoing scheme was for completion of ongoing projects without any Central Share in FY 2021-22, the fund allocation for FY 2021-22 and 2022-23 was made on the basis of approved Guidelines which permits release of only 25% of the allocation for these two years. DoLR has agreed to the allocation for the reasons furnished above. As mentioned above, the Government approval on WDC-PMKSY 2.0 was available only on 15.12.2021, thus there was no possibility of release of Central funds during 2021-22 before 15.12.2021. This resulted in reduction of fund allocation to the tune of Rs. 1216 crore for current FY at the RE stage. However, it is pertinent to mention that if States/UTs utilize the Central funds effectively and look for more funds, DoLR may approach Finance Ministry for additional funds subsequently."

Asked about the increase in BE (2022-23) for DILRMP as compared to previous year's BE, the DoLR replied:

"During the 3rd Quarter of FY 2021-22, the States/UTs have submitted proposals under different components and newly approved components under DILRMP of more than Rs. 1000 crore. The Department has already released an amount of Rs.122 crore

approximately. Accordingly, it is expected that the programme will regain its pace of progress both in terms of physical and financial achievements.

Newly approved components under DILRMP are as follow:

- a) Consent based integration of Aadhaar number with the land record database
- b) Computerization of Revenue Courts and their integration with land records

As on date, 46 proposals of Rs.1151 crore are pending for release of funds to 9 States/UTs.”

Chapter – III

SCHEME-WISE ANALYSIS

A) WDC – PMKSY

(a) Background

Integrated Watershed Management Programme (IWMP) was amalgamated as the Watershed Development Component (WDC) of the Pradhan Mantri Krishi Sinchayee Yojana (PMKSY) in 2015-16. WDC-PMKSY is for development of rainfed and degraded areas. The activities being undertaken *inter alia* include ridge area treatment, drainage line treatment, soil and moisture conservation, rain water harvesting, nursery raising, afforestation, horticulture, pasture development, livelihoods for assetless persons etc. State-wise status of sanctioned and completion of WDC-PMKSY projects as on 31.12.2021 is given at Annexure-I.

3.2 Explaining the background of WDC-PMKSY the Secretary, DOLR during the course of evidence stated:

“इस विभाग के माध्यम से हम दो बहुत बड़े क्षेत्रों में काम करते हैं। पहला, वाटर शेड डब्ल्यू डी सी (पीएमकेएसवाई) के माध्यम से रेनफेड और डीग्रेडेड जो भूमि है, उसमें विभाग द्वारा काम किया जाता है और इस स्कीम को हम डब्ल्यू डी सी (पीएमकेएसवाई) कहते हैं। इसके माध्यम से जो डिग्रेडेड लैंड है, रेनफेड लैंड है, जहां पर वर्षा कम प्राप्त होती है, वहां पर नेशनल रिसोर्सेज भू-संसाधन की कई गतिविधियां हाथ में लेते हैं, लाइवलीहुड की गतिविधि हाथ में लेते हैं, सॉयल मॉडिफिकेशन कन्जर्वेशन के काम हाथ में लेते हैं और जो उस प्रोजेक्ट एरिया के उत्पादन हैं, उनको किस तरह से मार्केट मिले, इसके लिए हम व्यवस्था बनाने का प्रयास करते हैं।”

3.3 He further added:-

हम यह मान सकते हैं या कह सकते हैं कि वाटर शेड डेवलपिंग डब्ल्यू डी सी-पी एम केएसवाई के माध्यम से एक सर्वांगीण विकास का जरिया हम अपने प्रोजेक्ट एरिया में निवासरत लोगों को, जो ग्रामीण क्षेत्र है, देते हैं।”

(b) Allocation and Releases

3.4 The details of the funds allocated / released / during the last three years and current year upto 31.12.2021 of current financial year and BE (2022-23) are as below:

(Rs. in crore)

Year	BE	RE	Release	Percentage of RE released
2019-20	2066.00	1732.97\$	1478.45	85.31
2020-21	2000.00	1000.00	998.36	99.83
2021-22	2000.00	1216.00	28.71*	2.36
2022-23	2000.00			

#Including Neeranchal and releases under professional support etc., \$In addition, Rs. 105 crore provided for Neeranchal project. This project has been closed w.e.f. 22.07.2019. Expenditure of only Rs. 0.1913 crore was incurred and the balance amount of Rs. 104.8087 crore has been surrendered to Ministry of Finance. *As on 31.12.2021.

With effect from 2015-16, the funding pattern between the Centre and States is 60:40, with the funding pattern in the North Eastern Region States and the Hilly States of Himachal Pradesh, erstwhile Jammu & Kashmir and Uttarakhand continuing to be 90:10. However, UTs are 100% centrally funded.

(c) Unspent Balances

3.5 Unspent balance under WDC-PMKSY during the last three years and upto 05.01.2022 of current year is as below:

(Rs. in crore)

Year	Unspent Balance @
2019-20	2254.73
2020-21	1832.85
2021-22 [#]	1324.88

@ Unspent balance includes Central share, State share, interest accrued and other miscellaneous receipts.# As per the provisional information furnished by the States (includes current year releases) as on 31.12.2021.

States/UT wise details

(As on 08.02.2022)

S.No.	State Name	Unspent Balance (Rs. in crore)
1	Andhra Pradesh	69.70
2	Bihar	31.04
3	Chhattisgarh	39.33
4	Gujarat	88.22
5	Haryana	14.14
6	Himachal Pradesh	60.09
7	Jharkhand	117.47
8	Karnataka	5.14
9	Kerala	39.70
10	Madhya Pradesh	12.46
11	Maharashtra	399.10
12	Odisha	19.70
13	Punjab	2.01
14	Rajasthan	57.63
15	Tamil Nadu	0.00
16	Telangana	56.76
17	Uttarakhand	2.87
18	Uttar Pradesh	65.83
19	West Bengal	25.87
North Eastern States		
20	Arunachal Pradesh	1.05
21	Assam	33.26
22	Manipur	0.00
23	Meghalaya	0.00
24	Mizoram	0.00
25	Nagaland	0.00
26	Sikkim	0.27
27	Tripura	0.00
Union Territories (UTs)		
28	UT of Jammu & Kashmir	57.63
29	UT of Ladakh	0.75
	Total	1200.02

3.6 Stating the reasons for the unspent balances, the DoLR submitted:-

"Due to uncertainty posed by the pandemic COVID-19, States/UTs have not been able to complete planned activities and utilize the funds available with them. With approval from Competent Authority DoLR has permitted States/UTs to complete all on-going projects by 31st March 2022 utilizing the unspent balance held with them. Further, due to nationwide

spread of COVID-19 pandemic and resultant lockdown from April to August, 2021, heavy rain during June to September, 2021 and spread of Omicron in many States, progress in utilization of funds has not been achieved as planned. Due to these reasons, the peak working seasons for execution of watershed activities got affected in the first two Quarters of FY2021-22. Department is making all efforts through Video Conferences, Field visits in the States and DO letters from Secretary (DoLR)/JS (WM) to States/UTs towards achieving the completion of all projects by utilizing available funds by 31.03.2022. The Department has requested States/UTs to work out their realistic requirement of funds to be used in WDC-PMKSY 1.0 and return the balance amount. The States are responding positively."

3.7 Asked about the steps for improvement in the implementation of each scheme, the DoLR furnished the following details:

"States need proactive utilization of the Central funds, Mostly States need to strengthen their institutions and post senior officers at higher levels for better implementation of projects, DoLR also needs strengthening of the monitoring system."

(i) Financial Performance WDC 1.0

Giving out the Report Card of workdone by DOLR under WDC-I (2009-10 to 2014-15) and WDC-II (2021-22 to 2025-26), during the Power Point Presentation, the DOLR furnished the following details:

(Rupees in Crore)				
Year	RE	Release	% of Release	Expenditure (Central + State share + interest)
2019-20	1732.97 *	1478.84	85.34	2385.03
2020-21	1000	998.34	99.4	2000.26
2021-22	1216	465.85	38.31	-

*Excluding Rs. 105.00 crore provided for Neeranchal World Bank Project
GOI approved continuation of scheme on 15 Dec 2021, Release of fund started after 25th Jan 2022.

3.8 Asked about the reasons for lower utilization of funds, DOLR in a written note explained:

"Under WDC-PMKSY 1.0, the States/UTs are trying to complete their projects. Many states/UTs are having capacity challenges for which DoLR has taken up the issues with their senior authorities. States/UTs have been given a timeline to create their capacities as well. Even preparation of DPRs for WDC-PMKSY 2.0 has been linked with their performance. Moreover, new generation 'WDC-PMKSY 2.0' approved by the Government on 15 December 2021 for the period of 2021-22 to 2025-26. DoLR has already sanctioned 1099 projects covering an area of 49.21 lakh ha and released as on 31.01.2022 Rs.336.13 crore as Central share to 18 States as the first tranche. Release of first tranche (Rs. 151.58 crore) in respect of remaining States/UTs is in progress. Taking Central share released to State and other expenditure for FY 2021-22, a total of Rs. 365.40 crore of funds has been utilized (as on 31.01.2022). DoLR has been pursuing with State/UTs to move aggressively for utilization of funds."

(ii) Physical Performance WDC - 1

3.9 During a Power Point Presentation, the DOLR detailed out the following data:

Present Status : WDC 1.0

- Total projects sanctioned from 2009-10 to 2014-15 : **8214**; Area 39.07 million ha.
 - Projects transferred to States: **1832**; Area 9.478 million ha
 - Net Projects funded by GOI : **6382**; Area 29.592 million ha
 - No new watershed projects sanctioned since FY 2015-16.
- (i)

Phase of projects	No. of projects as on 31.01.2022
Project being funded by DoLR	6382
Administrative Completion / Closure	5251
Consolidation Phase	233
Works Phase	898

3.10 In this connection, the Secretary (DOLR) during the course of evidence explained:-

"संक्षेप में मैं बताना चाहूँगा कि वाटर शेड जो पहली स्कीम है, उस पर हमारा फेज-वन, डब्ल्यूडीसी-पीएमकेएसवाई 1.0, 31 मार्च, 2021 में हमने इसे पूर्ण कर लिया है। इसका प्रोजेक्ट पीरियड हमारा खत्म हुआ है। इसमें 6,382 जो हमारे प्रोजेक्ट सैंक्शंड हुए थे, उनमें से 5,250 प्रोजेक्ट्स हम लोगों ने पूरे कर लिए हैं। 233 प्रोजेक्ट्स कंसोलिडेशन फेज में हैं, तो यह मान कर चलें कि 5500 के लगभग प्रोजेक्ट्स को हम लोगों ने पूरा कर लिया है। वर्क फेज में हमारे पास सिर्फ 880-90 के लगभग प्रोजेक्ट्स शेष रह गए हैं, जिसमें राज्यों के साथ हम लोग सतत समन्वय में हैं और मैं समझता हूँ कि 31 मार्च तक ये सारे प्रोजेक्ट्स पूरे हो जाएंगे। यह एक साल का समय इसलिए दिया गया है ताकि लोग अपने प्रोजेक्ट्स को पूरे कर पाएं। पुराने प्रोजेक्ट्स में राशि हम लोग रिलीज नहीं करते हैं। हमारा विश्वास है कि 31 मार्च, 2022 में हम सारे प्रोजेक्ट्स को पूरा कर लेंगे। कुछ-एक, किन्हीं कारणों से अगर कोई बच जाता है तो हम लोगों ने राज्यों से आग्रह किया है कि वे अपनी राशि लगाकर इस को पूर्ण करें। एक बहुत खास बात वाटरशेडडब्ल्यूडीसी-पीएमकेएसवाई के अंतर्गत यह है कि पूरे देश का जो कुल 97 मिलियन हैक्टेअरक्षेत्र है, यह रेनफेड और डीग्रेडेड लैंड के अंतर्गत आता है, उसमें डब्ल्यूडीसी-पीएमकेएसवाई 1.0 जो फेज है, इसमें हम लोगों ने 25 मिलियन हैक्टेअर में काम कर लिया है। शेष जो 4-4.5 मिलियन हैक्टेअर है, हमारी उम्मीद है कि 31 मार्च तक हम इसमें और काम कर पाएंगे, तो कुल मिलाकर 29 मिलियन हैक्टेअर में हम इसमें काम कर चुके होंगे। एक दिशा है, जो पूरा 97 मिलियन हैक्टेअर का भू-भाग है, बहुत बड़ा भू-भाग है, जिसमें हम काम कर रहे हैं और ऐसे क्षेत्र में हम काम कर रहे हैं, जो बिल्कुल निर्धन, अनुसूचित जाति/जनजाति के लोग इसमें निवासरत हैं और यँ कहलें कि देश की 80 प्रतिशत जो हमारी ग्रामीण जनता है, जो निर्धन ग्रामीण जनता है, उनके क्षेत्र में हम काम कर रहे हैं।"

(iii) Present Status of WDC-PMKSY 2.0

- (i) GOI approval on WDC 2.0 on 15th Dec. 2021; Central outlay of Rs 8134 Crore; target area of 4.95 million ha; project period : 2021-22 to 2025-26
- (ii) Target area allocated to States/UTs : followed Composite Index of National Rainfed Area Authority (NRAA)
- (iii) Steering Committee appraised and sanctioned PPRs of States / UTs: 4.92 million ha (UT of Ladakh in process)
- (iv) Release till date : Rs. 465.85 crore
- (v) No. of projects sanctioned : 1099

3.11 Explaining the details about WDC-2.0, the Secretary (DOLR) during the evidence submitted:

"हमारा वाटरशेड डब्ल्यूडीसी-पीएमकेएसवाई 2.0 जो सेकेंड फेज है, बड़ी खुशी की बात है, पिछली बार भी इसकी चर्चा हुई थी कि हम लोग इसमें प्रयासरत हैं कि इसकी स्वीकृति निकाल पाएं और हम लोगों ने इसको कैबिनेट में लेकर, कैबिनेट ने हमें दिसंबर माह में स्वीकृति दी है और यह बड़ी खुशी की बात है कि हमने प्लानिंग इतनी जबरदस्त की है कि

1099 प्रोजेक्ट्स की जो स्वीकृति है, जनवरी माह में हमने सभी प्रोजेक्ट्स को कर लिया। यह बहुत बड़ा काम है। पूरे 1099 प्रोजेक्ट्स की स्वीकृति के लिए एक बहुत बड़ा होमवर्क हम लोगों को करना पड़ा, लेकिन एक महीने में हमने इन सारे प्रोजेक्ट्स की स्वीकृति की। इन प्रोजेक्ट्स के माध्यम से हम 4.92 मिलियन हैक्टेअर्स में आने वाले पांच वर्षों में काम करेंगे। इसमें कुल 8,134 करोड़ रुपये के लगभग हमारी राशि जाएगी। पूरा डब्ल्यूडीसी-पीएमकेएसवाई 2.0 जो है, वर्ष 2020-21 से लेकर वर्ष 2025-26 तक के कार्यकाल में हम इस पर काम करेंगे।"

(d) Challenges

3.12 Asked about any challenge in getting necessary co-operation from all the WDC-PMKSY States with regard to the changed funding pattern, the DoLR clarified:-

"Most of the States/UTs are releasing their matching State Shares to State Level Nodal Agencies on time. However, sometime there is a delay in release of matching corresponding State Shares in some State/UT. The next installment of Central share is however, released to them only after receipt of State Share as per the provisions of the Scheme Guidelines."

3.13 Asked about the challenges and constraints before the DoLR, requirement of funds and infrastructure available and need for its augmentation the Department in their written reply stated:-

"Having received array of sustainable positive impact of ongoing watershed projects in developing rainfed and degraded areas, the Department has moved a proposal with the approval of Hon'ble Minister of Rural Development to take up new generation watershed projects with a target to cover 20 million ha from 2021-22 to 2026-27. Considering the importance of Land Degradation Neutrality (LDN), India's commitment towards LDN targets and scheme's significant role towards doubling farmers' incomes, the Department is making all out efforts to get the new generation of WDC-PMKSY rolled out at the earliest. Under the ongoing WDC-PMKSY, the adopted cost norms are in vogue since 2008-09. The cost norms for new generation watershed projects is Rs. 22,000 / ha for plain areas and Rs. 28,000 / ha for hilly and difficult areas has been approved. However, the proposed enhancement in the cost norm is not sufficient for the development of watershed projects on saturation basis. Keeping this in mind, the DoLR has been emphasizing with States to maximize convergence of possible activities under various relevant schemes of Central and State Governments and try abridging the financial gap. Accordingly, States have been asked to map suitable activities in the watershed project areas, based on the District Plan and prepare balanced DPRs on saturation basis. The fund requirement over and above the proposed cost norms is to be clearly indicated in

the DPRs and needs to be mopped up through convergence. Further, the revised Guidelines issued for new generation watershed projects envisage role of Farmers Producers Organizations (FPOs) right from the planning stage of projects for better marketing of produce and enhancing farmers' income. This activity will be implemented in convergence with the 'Formation and Promotion of 10,000 FPOs' scheme of Department of Agriculture, Cooperation & Farmers Welfare wherever feasible. The livelihood activities of watershed programme are proposed to be implemented in convergence with 'National Rural Livelihood Mission' of Department of Rural Development wherever feasible."

3.14 The Committee enquired by when all the projects sanctioned under PMKSY (WDC) are likely to be completed in terms of existing ground reality, the DoLR stated:

"Out of 6382 projects being funded by DoLR, till 31.03.2021, 4792 (75.09%) were reported completed, 409 (6.41 %) were in Consolidation Phase and 1181 (18.51%) were in Works Phase reported by the State. However, as on 31.01.2022, 5243 (82.15%) have been reported completed, 245 (3.84 %) are in Consolidation Phase and 894 (14.01%) are in Works Phase. The Department is making all efforts through Video Conferences and DO letters from Secretary (DoLR)/Joint Secretary (WM) to States/UTs for achieving the completion of all projects by 31.03.2022. Senior officers of the Department are taking field visits also to promote States and get the projects completed within the prescribed timelines."

3.15 In this connection, during the course of evidence, the representatives of DOLR elaborated on various issues including cost norms for land development through WDC-PMKSY:-

"पिछली बार जब हम लोग बैठे थे, तब कॉस्टनॉर्म्स की चर्चा हम लोगों ने की थी कि लोगों को काम करने में जो कठिनाई आ रही है। पहले 12 हजार प्रति हैक्टेअर हम प्लेन एरिया में दे पाते थे, जबकि 15 हजार प्रति हैक्टेअर हिल एरिया में देते थे। राज्यों ने मांग की थी कि इस राशि को बढ़ाया जाए, क्योंकि उन्हें काम करने में कठिनाई हो रही है। कैबिनेट ने इसको प्लेन एरिया में 22 हजार कर दिया है और 28 हजार हिल एरिया के लिए अनुमत दी है। यह बहुत बड़ी सुविधा स्टेट्स को होगी। एक अच्छी वर्केबल राशि इनको मिल जाएगी। आपको याद होगा, हम लोग चर्चा कर रहे थे तब डब्ल्यूडीसी-पीएमकेएसवाई 1.0 में लगभग सात साल का प्रोजेक्ट पीरियड होता था, उसको हम लोगों ने छोटा कर दिया है और तीन से पांच वर्ष कर दिया है। सभी राज्यों को वॉटरशेड कैसे काम करने हैं, यह अमूमन, कमोवेश सभी को पता हो गया है, इसीलिए हमने प्रोजेक्ट पीरियड को तीन से पांच वर्ष कर लिया है। हम आशान्वित हैं की इसको पांच वर्षों में कर लेंगे।"

(e) Shift in Approach in WDC-2.0

3.16 The DOLR during the course of evidence outlined the following shift in approach based on the evaluation of WDC-PMKSY by Niti Aayog through Ms. KPMG Advisory Services Pvt. Ltd. on six areas of Relevance, Effectiveness, Efficiency, Sustainability, Impact and Equity on End line Evaluation showing Indicators and achievements in the States of Andhra Pradesh, Maharashtra, Karnataka, Rajasthan, Nagaland, Tamil Nadu, Bihar and Kerala:-

- (i) Ecology, Economy and Equity
- (ii) Emphasis on effective use of rain water - relying more on water productivity
- (iii) Transition from predominantly mechanical/engineering treatments towards more of biological measures
- (iv) Diligent planning for crop diversification for risk management; enhancing productivity and opting for crop alignment as a principle
- (v) Diversification of the watershed economy by adopting Integrated Farming Systems (IFS) with horticulture, afforestation, fisheries, animal husbandry, apiculture, sericulture etc.
- (vi) Economically vibrant institutions, like FPOs, to promote agri-business services and impart efficiency to transactions
- (vii) Focus on decentralization, flexibility, community empowerment in the planning process to accommodate local, social and traditional strengths
- (viii) Rejuvenation of springs by taking up comprehensive treatment of springshed as an activity under watershed development projects
- (ix) Knowledge partnership with National level reputed institutions for capacity building and innovations.
- (x) Adaptation and mitigation of adverse impacts of climate variability & change.

(f) Impact of WDC-PMKSY

3.17 Asked to give details of the positive impact attained so far under WDC-PMKSY 1.0 which would facilitate a better implementation of projects under WDC-PMKSY-2.0 the DoLR in its written reply stated:-

"As per the information compiled from States/UTs, between 2015-16 to 2021-22 (Q3), 6.52 lakh water harvesting structures were created / rejuvenated. An additional area of 14.39 lakh ha has been brought under protective irrigation. The number of farmers benefitted is 31.21 lakh during the said period. In addition to this, during 2018-19 to 2021-22 (upto Q 3), 1.51 lakh ha. have been brought under plantation (Afforestation/ Horticulture), 3.28 lakh ha. of culturable wastelands have been treated in completed projects and 377.61 lakh mandays have been generated. Further, End-line evaluation reports of the completed projects *inter alia* reveal that there are significant improvements due to watershed interventions, as detailed below:

- Increase in water table upto 3 m
- Increase in cultivated area upto 30%
- Increase in crop intensity upto 18.30%
- Increase in milk production upto 40%
- Increase in average annual income upto 70.13%

(g) Monitoring & Evaluation

3.18 DoLR in a Power Point Presentation before the Committee outlined the following tools for real-time monitoring:-

- Space Technology: Tied up with NRSC to monitor the programme (2015 / 2016)
 - Srishti geo-portal
 - Drishti mobile app
- Geo-coded and time stamped photographs of works are uploaded using mobile application 'Drishti'
- 16.38 lakh photos uploaded till 17.02.2022
- The tool aids in physical and qualitative assessment of works.

3.19 In a written reply, DoLR also stated:-

"Under WDC-PMKSY 2.0, both GIS & Remote Sensing (RS) technologies will be used for scientific planning and monitoring performance of projects. This will require the National Level Nodal Agency (NLNA) and State Level Nodal Agency(SLNA) to establish core GIS facilities by using satellite imagery data received from National Remote Sensing Centre (NRSC) and ISRO."

3.20 Asked about evaluation of WDC-PMKSY by NITI Aayog, the DoLR shared the following findings of Interim Report of NITI Aayog:-

“An Evaluation of all Centrally Sponsored Schemes under 28 Umbrella Schemes including WDC-PMKSY has been undertaken by Development Monitoring and Evaluation Office (DMEO), NITI Aayog through M/s KPMG Advisory Services Pvt. Ltd. A brief summary of major findings / recommendations of the evaluating agency in respect of WDC-PMKSY are as below:

- i. Rainfed agriculture is vital to the country's economy and food security as it contributes to about 40% of the total food grain production. Watershed development aims to develop rainfed regions of net cultivated area, culturable wastelands and degraded lands.
- ii. WDC-PMKSY has been effective in realizing benefits as shown by various End-line evaluation reports such as improvement in surface and groundwater availability, increasing in cropping intensity, area under horticulture crops, crop productivity and livelihood opportunities.
- iii. The watershed project played a role in facilitating employment in rainfed areas. Support is provided for self-employment opportunities under the livelihood component.
- iv. Srishti & Drishti 'Bhuvan Portal' developed by ISRO / NRSC under WDC-PMKSY has significantly improved the planning and monitoring of watershed projects. There is a fair use of technology that has been adopted for monitoring of physical and financial progress of the scheme.
- v. Around 16.6% of the budget is released for Schedule Caste sub-plan and 10% is released for Tribal sub-plan. SC/ST population of any states/UTs (in % terms) forms one of the selection criteria of watershed at the national level. The landless and assetless SC/ST population is covered under the livelihood activities for which 9% of the allocation is earmarked. While forming SHGs adequate representation of SC/ST population is ensured.
- vi. Scheme guidelines have ensured that the watershed projects follow the principle of equity which keeps women in mind from the DPR phase onwards to the consolidation phase of the project.
- vii. The per hectare cost norm of Rs.12,000 (Rs. 15,000 for hilly areas), which has been prevailing since 2008-09, is very low for WDC project. These cost norms are outdated and need revision. The cost norms for the scheme should be revised to reflect the current market conditions. The cost norms should be between Rs. 25,000 to 30,000 per hectare for the plains
- viii. Convergence should be brought in at the planning phase of the project itself and not in the implementation phase.
- ix. Urgent need to incorporate measures to improve climate change resilience into the design of watershed schemes and need to educate the people at the grass-root level.
- x. Watershed projects should focus on the creation and nurture of Farmer Producer Organizations (FPOs) and Farmer Cooperatives (FCs) to facilitate forward linkages.
- xi. There is a need for raising awareness of the local community with proper hand holding for proper maintenance of assets during O&M Phase.

- xii. DoLR needs further strengthening of professionals and requires additional capacity to give appropriate guidance and advisories to the States on technical matters.
- xiii. India aims to double current annual agriculture productivity (2,509 kg/hectare) to 5,018 kg/hectare by 2030. Rainfed agriculture contributes to about 40 percent of the total food grain production.
- xiv. As per the Centre for Agrarian Studies at the National Institute for Rural Development and Panchayati Raj (NIRD&PR), the watershed development project is the only option for rainfed areas, contributing to water conservation and recharge, and preventing soil degradation.
- xv. Parliamentary Standing Committee on Rural Development (2016-2017) in its report on 'Watershed Development Component of Pradhan Mantri Krishi Sinchayee Yojana (WDC-PMKSY) erstwhile IWMP in July 2017, strongly felt that projects under WDC are essential for the development of rainfed areas given the overall vision of the government for the agriculture sector.
- xvi. WDC-PMKSY is extremely relevant to SDG 15.3, which specifically deals with Land Degradation Neutrality. India has committed to improving degraded land of 26 million hectares by 2030 which includes 13 million hectares committed as part of Bonn Challenge by 2020 and 8 million hectares committed by 2030. GoI is a signatory to UNCCD. Prime Minister has committed to improving an additional 5 million hectares.

The recommendations made in the evaluation study mentioned above; like, revision of the cost norms, measures to improve climate change resilience into the design of watershed schemes, forward linkages, close monitoring for effective project implementation, maintenance of assets during post-project period, strengthening of the DoLR, need for convergence etc. for achieving better outcomes under WDC-PMKSY have been duly incorporated in the revised draft Guidelines for new generation WDC-PMKSY. The DoLR is taking all necessary steps to comply with the recommendations.”

(i) Role of MPs in WDC-PMKSY

3.21 Asked whether the Vigilance & Monitoring Committees constituted with Members of Parliament and elected representatives in State Legislatures and Panchayati Raj Institutions to monitor the quality in implementation is functioning well in all the States, the DoLR in its written reply submitted:-

"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 of 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 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.

It is submitted that as per the information available on the Department of Rural Development's website at www.ruraldiksha.nic.in, the DISHA meetings are being organized from time to time, at district level. The record of the meeting notices, agenda points as well as proceedings of these meetings (PoM) are maintained on the above portal. These records are available on the above mentioned website of DoRD. Moreover, the Chief Executive Officers of State / UT level Nodal Agencies for WDC-PMKSY are frequently reminded through letters and during review meetings held by senior officers of Department through Video Conferences (during corona pandemic) for ensuring full participation of senior officials in such meetings and for taking timely follow up actions on related issues."

(h) Convergence with other schemes

3.22 Asked about the role being played by the DoLR in realising the objective of convergence of the programme under its domain with other Programmes of the different Ministries for expanding the ambit and scope of its current programmes, the department stated:-

"To have effective convergence, Department has already advised States/UTs to prepare the Detailed Project Report (DPR) for new projects sanctioned under WDC 2.0 to consider various available schemes along with its eligible activities and resources. Some of the important schemes that can be dovetailed are:

- a) Pradhan Mantri Krishi Sinchayee Yojana (PMKSY): District Irrigation Plans (DIPs) prepared under PMKSY provide a master plan for water sector development in the district. PWDPs prepared as per these Guidelines need to be harmonised with the DIPs. The convergence to be promoted here is incorporating 'Per Drop More Crop' component of PMKSY, with a view to enhance water use efficiency of the water sources created in the project area. This is done by integrating micro-irrigation systems to the water bodies and also promoting low water duty crops and varieties.
- b) Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS): Mechanisms of integration of watershed development projects with MGNREGS activities have been developed in various States. MGNREGS that promotes labour intensive works, from a variety of activities is highly suited to watershed development. There is scope to take up water harvesting structures, land development, soil & water conservation treatments and plantation, all of which are required in a watershed project. The convergence between PWDP and MGNREGS can happen to mutual advantage. All activities that are proposed to be taken up through MGNREGS may be indicated, and approved by GP.

- c) National Food Security Mission (NFSM): This program has, of late, brought sharper focus on pulses through NFSM (Pulses), oilseeds and nutri-cereals. These crops are important for diversifying rainfed crop systems, besides promoting resilience to vagaries of weather. Strategic convergence between watershed projects and NFSM will help in promoting these crops in the project area. Improved status of soil, water, quality inputs and good agricultural practices can contribute substantially increase in yield of these crops grown in rainfed areas.
- d) Integrated Farming System (IFS): Rainfed agriculture can generate higher income and better resilience when integrated with trees (amenable to agro-forestry), horticulture, livestock, fisheries etc. The IFS approach in a project area can benefit from several ongoing government schemes. These encompass Mission Integrated Development of Horticulture (MIDH), National Mission for Sustainable Agriculture (NMSA), National Mission on Edible Oils – Oil Palm (NMEO-OP), Sub Mission on Agro-forestry (SMAF), National Bamboo Mission (NBM), National Afforestation Programme (NAP), Compensatory Afforestation Fund Management and Planning Authority (CAMPA), Green India Mission (GIM), Rashtriya Krishi Vikas Yojana (RKVY), National Rural Livelihood Mission (NRLM), National Livestock Mission, National Gokul Mission and schemes related to pisciculture, apiculture, sericulture etc.

States / UTs have, accordingly, been issued advisories to maximize convergence with relevant schemes under watershed projects from time to time. Recently a D.O letter No.J-11060/4/2019-RE-VI dated 24.04.2020 jointly signed by 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, was addressed to Chief Secretaries of all States / UTs, emphasizing on convergent efforts for utilization of all the available resources of relevant Central schemes for effective rain water harvesting and water conservation.

The cost norm may not be sufficient for the development of watershed projects on saturation basis. Keeping this in mind, the DoLR has been emphasizing with States / UTs to maximize convergence of possible activities under various schemes of Central and State Governments and try abridging the financial gap. The convergence is likely to help in the effective implementation of PMKSY on saturation basis"

3.23 The witness further added:-

"पहले के जो डब्ल्यूडीसी-पीएमकेएसवाई 1.0 और 2.0 में जो सुधार हम लोगों ने लाने का प्रयास किया है, इस बार जीआईएस बेस्ड प्लानिंग पर हम लोग जोर दे रहे हैं और रिमोट सेंसिंग टेक्निक्स का इस्तेमाल करके जो प्लान है, जोडीपीआर होगा, वह जीआईएस बेस्ड प्लान्स और रिमोट सेंसिंग टेक्निक्स के माध्यम से इसका निर्धारण करेंगे कि कहाँ पर वाटर हार्वेस्टिंग स्ट्रक्चर बनेगा, कहाँ पर बंधान बनेगी, पर्कुलेशन टैंक कहाँ पर बनेगा, ताकि उस क्षेत्र को उसका लाभ मिल सके। ये जो कार्य हैं, वे गलत क्षेत्र में न हो जाएं, इसको रोकने के लिए हम लोगों ने जीआईएस बेस्ड प्लान और रिमोट सेंसिंग टेक्निक्स का इस्तेमाल करने के लिए निर्देश दिया है।"

एक बहुत बड़ा काम हम लोगों ने डब्ल्यूडीसी-पीएमकेएसवाई 2.0 में लिया है।”

3.24 Elaborating further the witness explained:-

“स्प्रिंगशेड के विकास का काम हम लोगों ने इसके अंतर्गत अपने हाथ में लिया है। डब्ल्यूडीसी 2.0 में स्प्रिंगशेड की जो एक्टिविटीज़ हैं, जो हिमालयन क्षेत्र में है, नार्थ-ईस्ट क्षेत्र में है, वेस्टर्न घाट में है, ईस्टर्न घाट में है, जहां-जहां पहाड़ी इलाके हैं, जहां-जहां झरने सूख चुके होते हैं, उनमें हम कार्य कर सकें, ऐसी सुविधा देने के लिए हिमालयन क्षेत्र में खासकर बहुत मांग आई थी और नीति आयोग ने इस पर एक स्टडी रिपोर्ट भी जारी की है। नीति आयोग ने यह चाहा था कि स्प्रिंग शेड को भी हम डब्ल्यूडीसी-पीएमकेएसवाई 2.0 योजना में शामिल करें, तो इसको भी हम लोगों ने शामिल किया है। इससे एक बहुत बड़ा काम होगा, हिमालयन क्षेत्रों में, नार्थ-ईस्ट के क्षेत्रों में, ईस्टर्न-वेस्टर्न घाट्स में, जहां-जहां ये झरने सूख रहे हैं, सूख गए हैं। एक स्टडी रिपोर्ट जारी हुई है, वह यह कहती है कि हिमालयन क्षेत्र में लगभग 50 प्रतिशत झरने सूख चुके हैं। कैसे उनको पुनर्जीवित किया जाए, यह हम इसमें जोर देंगे”

3.25 In this connection, the Committee pointed out whether the work of desilting of traditional water bodies can be taken up under WDC-PMKSY Scheme, the Secretary (DOLR) submitted:

“सर, ऐसा प्रोजेक्ट एरिया जो 5 हजार हेक्टेयर का आइडेंटिफाई किया जाता है, उसे स्टेट को ही करना होता है। जैसा एडीश्रल सेक्रेटरी साहब ने बताया कि उसको रैंक करके कि यहां पर हमें सबसे ज्यादा आवश्यकता है। जब वे इस काम को कर लेते हैं कि इस क्षेत्र में इस प्रोजेक्ट को लेना है तो फिर उसमें कौन-कौन सी एक्टिविटी और कितनी एक्टिविटी लेनी है, यह भी उन्हीं को निर्धारित करना होता है। उनको यह तय करने का अधिकार है। उसमें आपने यह जो सुझाया है कि डिसिल्टिंग करके तालाब का गहरीकरण करना आदि किया जा सकता है।”

3.26 The Committee also pointed out whether Buldana pattern wherein roads are being constructed by use of desilted material and capacity of water bodies are increased can be used under WDC-PMKSY Schemes, the Secretary (DOLR) submitted:

“सर, वह एलाउड है, उसकी एक ही शर्त है कि वह कार्य इसी प्रोग्राम से सैंक्शन न हुआ हो। यदि यही प्रोग्राम पहले से चला है, तब वह इसमें नहीं हो पाएगा, लेकिन वह तालाब पहले मनरेगा के तहत, राज्य सरकार ने या लोकल लोगों ने बनाया है तो उसकी डिसिल्टिंग इसमें कर सकते हैं।”

3.27 In this connection, the Committee also pointed out whether the fertility of barren land can be enhanced by use of fertile soil taken out of water bodies under WDC-PMKSY programme, the Secretary, DOLR explained:

“सर, हमने गाइडलाइन्स में इसे डाला है कि जो वाटरशेड कमेटी है, जिनके लिए यह प्रोजेक्ट सैंक्शन किया जा रहा है, उनको इसे प्रस्तावित करना चाहिए और फिर डीपीआर में आकर इसकी स्वीकृति होनी चाहिए। इसे निचले स्तर पर शामिल करना पड़ेगा।”

DILRMP

(a) Background

3.28 In a Power Point Presentation before the Committee, the DOLR has spelt out the following background of DILRMP

- (i) Erstwhile NLRMP approved by Cabinet on 21.8.2008 as a Centrally Sponsored Scheme.
- (ii) Later revamped under the Digital India Initiative; renamed as Digital India Land Records Modernization Programme (DILRMP).
- (iii) Central Sector Scheme w.e.f. 1.4.2016 (100% funding by Centre).
- (iv) Programme extended up to March 2026.

(b) Mission

- (i) Pan-India digital initiative to integrate land information and management systems, to empower the citizens of India, irrespective of caste, creed, religion, region, rural or urban, poor or rich, farmers or labourers or entrepreneurs, so on and so forth, through the benefits of computerization & digitization of land records in the first place.
- (ii) Secondly, to achieve optimal service delivery by way of integration with several services/agencies/schemes/programmes under various Ministries of Government of India and States/ UTs

(c) Objectives

3.29 To develop a modern, comprehensive and transparent land record management system with the aim to develop an Integrated Land Information Management System and to facilitate :

- (i) Easy access to land records
- (ii) Improve real time information on land
- (iii) Reduce land disputes
- (iv) Prevent fraudulent & benami property transactions
- (v) Enhance Ease of Doing Business and Ease of Living for citizens
- (vi) Provide all land related information at one place
- (vii) Share information among different organization/agencies
- (viii) Minimise physical interface of citizen with officials for availing services in land governance through integration.

3.30 During the course of evidence, the Secretary, DOLR explained:

"जो राजस्व का काम हम हाथ में लेते हैं, यह DILRMP स्कीम के अंतर्गत हम काम करते हैं और यह सेन्ट्रल सेक्टर स्कीम है, शत-प्रतिशत अनुदान हम राज्यों को देते हैं। किस तरह से लैंड रिकॉर्ड्स को मॉडर्नाइज्ड कर सकें, कम्प्यूटराइज्ड कर सकें, डिजिटाइज्ड कर सकें, यह बहुत बड़ा काम हम अपनी DILRMP स्कीम के अंतर्गत करते हैं। टेक्नोलॉजी के माध्यम से, कम्प्यूटराइजेशन और डिजिटाइजेशन के माध्यम से हम जो एक सर्विसेज देते हैं आम आदमी को, आम किसान को, उसे हम DILRMP के माध्यम से आसान करते हैं। हम इस संबंध में विस्तार से प्रजेंटेशन में बताएंगे।"

3.31 The witness added:

"जहां तक **DILRMP** की बात है, यह बड़ी महत्वपूर्ण स्कीम है। यह जमीन, राजस्व से जुड़ी हुई स्कीम है। हम सभी जानते हैं कि पूरे देश में सिविल कोर्ट्स में जो लिटिगेशन है, लगभग **66** प्रतिशत लिटिगेशन या जो समस्याएँ हैं, वह जमीन से जुड़ी हुई हैं। सर, मैं एक बहुत बड़ी बात कह रहा हूँ कि जब न्यायालयों में राजस्व के मामले, लिटिगेशन के मामले जा रहे हैं, तो यह नितांत आवश्यक है कि इसमें बहुत काम करने की आवश्यकता है। इस स्कीम के माध्यम से हम जो कम्प्यूटराइजेशन या डिजिटाइजेशन के काम को हाथ में लेते हैं, इस दिशा में हमारा बहुत बड़ा रोल है कि आम जनता और आम किसान को हम किस तरह से सुविधाओं को दे पाए।"

(d) Budget and Expenditure

3.32 The financial releases under DILRMP from 2018-19 upto 2021-22 (till 5.1.2022) and BE (2022-23) are as under:

(Rs. in crore)

Year	BE	RE	Actual Exp.	% of Achievements (w.r.t RE)
2018-19	250.00	145.00	68.09	46.96
2019-20	150.00	50.00	43.77	87.54
2020-21	238.65	238.00	225.14	94.60
2021-22	150.00	250.00	122.11	48.84
Total	788.65	533.00	459.11	

State wise and component wise, physical progress under DILRMP

(as on 10-1-2022)

Sl. No.	Component	Completed (Equal to or above 90%)	Ongoing (Above 10% & below 90%)
1	Computerization of Land Records (CLR)	27 States/UTs :	6States/UTs :
		ANDAMAN & NICOBAR	ASSAM, DAMAN & DIU,

		ISLANDS, ANDHRA PRADESH, BIHAR, CHANDIGARH, CHATTISGARH, DADRA & NAGAR HAVELI, GOA, GUJARAT, HARYANA, HIMACHAL PRADESH, JHARKHAND, KARNATAKA, LAKSHADWEEP, MADHYA PRADESH, MAHARASTRA, NCT OF DELHI, ODISHA, PUDUCHERRY, PUNJAB, RAJASTHAN, SIKKIM, TAMILNADU, TELANGANA, TRIPURA, UTTARAKHAND, UTTAR PRADESH, WEST BENGAL	KERALA, MANIPUR, MIZORAM, NAGALAND
2	Digitization of Cadastral Maps	21 States/UTs :	10 States/UTs :
		BIHAR, CHATTISGARH, DADRA & NAGAR HAVELI, GOA, GUJARAT, HARYANA, JHARKHAND, KARNATAKA, KERALA, LAKSHADWEEP, MADHYA PRADESH, MANIPUR, MIZORAM, NAGALAND, NCT OF DELHI, ODISHA, PUDUCHERRY, SIKKIM, TAMILNADU, TRIPURA, WEST BENGAL	ANDAMAN & NICOBAR ISLANDS, ANDHRA PRADESH, ASSAM, HIMACHAL PRADESH, MAHARASTRA, PUNJAB, RAJASTHAN, TELANGANA, UTTARAKHAND, UTTAR PRADESH
3	Integration of Cadastral Maps with RoRs	7 States/UTs :	14 States/UTs :
		BIHAR, CHATTISGARH, GOA, JHARKHAND, ODISHA, TRIPURA, WEST BENGAL	ANDAMAN & NICOBAR ISLANDS, ANDHRA PRADESH, ASSAM, GUJARAT, HIMACHAL PRADESH, LAKSHADWEEP, MADHYA PRADESH, MIZORAM, NAGALAND, NCT OF DELHI, RAJASTHAN, TAMILNADU,

			UTTARAKHAND, UTTAR PRADESH
4	Computerization of Property Registration (CPR)	28 States/UTs :	3 States/UTs :
		ANDAMAN & NICOBAR ISLANDS, ANDHRA PRADESH, ASSAM, BIHAR, CHANDIGARH, CHATTISGARH, DADRA & NAGAR HAVELI, GOA, GUJARAT, HARYANA, HIMACHAL PRADESH, JAMMU & KASHMIR, JHARKHAND, KARNATAKA, KERALA, MADHYA PRADESH, MAHARASTRA, NCT OF DELHI, ODISHA, PUDUCHERRY, PUNJAB, RAJASTHAN, SIKKIM, TELANGANA, TRIPURA, UTTARAKHAND, UTTAR PRADESH, WEST BENGAL	DAMAN & DIU, LADAKH, TAMILNADU
5	Integration of Land Records and Property Registration	22 States/UTs :	6 States/UTs :
		ANDHRA PRADESH, ASSAM, BIHAR, CHANDIGARH, DADRA & NAGAR HAVELI, GOA, GUJARAT, HARYANA, JHARKHAND, KARNATAKA, KERALA, MADHYA PRADESH, MAHARASTRA, NCT OF DELHI, ODISHA, PUDUCHERRY, RAJASTHAN, SIKKIM, TELANGANA, TRIPURA, UTTARAKHAND, WEST BENGAL	ANDAMAN & NICOBAR ISLANDS, CHATTISGARH, HIMACHAL PRADESH, LADAKH, PUNJAB, UTTAR PRADESH

Total Funds released and Districts covered under DILRMP (As on 10-1-2022)

Sl. No.	State/UT	Total funds released (Rs. in lakh)	District covered (Nos.)
1	Andhra Pradesh	17934.34	13
2	Arunachal Pradesh	1230.94	3
3	Assam	5400.455	27
4	Bihar	11063.75	38
5	Chhattisgarh	4452.415	13
6	Gujarat	14404.27	32
7	Goa	584.07	2
8	Haryana	4144.65	21
9	Himachal Pradesh	5608.01	12
10	Jammu & Kashmir	2701.639	12
11	Jharkhand	8163.06	20
12	Karnataka	2451.2	6
13	Kerala	3298.05	11
14	Madhya Pradesh	17876.25	52
15	Maharashtra	7745.356	34
16	Manipur	746.34	10
17	Meghalaya	623.75	5
18	Mizoram	2367.981	3
19	Nagaland	1547.621	9
20	Odisha	12128.04	30
21	Punjab	2796.263	5
22	Rajasthan	19607.82	33
23	Sikkim	1571.016	4
24	Tamil Nadu	4562.57	37
25	Telangana	8385.21	10
26	Tripura	2983.591	7
27	Uttar Pradesh	4231.008	75
28	Uttarakhand	4107.754	13
29	West Bengal	9526.32	19
30	A & N Islands	172.25	1
31	Chandigarh	89.2	0
32	D & N Haveli	65.78	1
33	Delhi	132.07	1
34	Daman & Diu	103.72	2
35	Lakshadweep	216.41	1
36	Puducherry	498.57	2
37	Ladakh	0	0
	Total=	183521.739	564

3.33 Asked about under-utilization in some States, DoLR in a written note stated:-

"Before FY 2020-21, fund release was permitted only on reimbursement basis upto 31.12.2019. However, a mobilization advance upto 30% was allowed (only for first instalment during 2018-19) and subsequent instalment on reimbursement basis only. Due to this change, very few proposals, due to inability of states to contribute, were received from the States/UTs which impacted release of fund and resulted in slow progress. Department of Expenditure has now approved the restoration of funding pattern from reimbursement basis to advance basis and also restored the components like Programme Management Unit (PMU), Survey/ re-survey and Core GIS w.e.f 03-01-2020. States / UTs have also been requested on 10.01.2020 to submit proposals owing to restoration of funding pattern from reimbursement basis to advance basis. Department has already received proposals of more than Rs 1000 crore from states/UTs for release of funds. Accordingly, it is expected that the programme will regain its pace of progress both in terms of physical and financial achievements. The Covid19 pandemic also drastically affected the progress of DILRMP across pan India.

3.34 Asked about the plan to utilize the remaining fund in the last quarter of this financial year, the DoLR in its written reply stated:-

"The Department have received proposals of Rs.1151 crore in different components under DILRMP from 9 States/UTs which are being examined and will be submitted for approval of PS&MC in next meeting. After approval of PS&MC, funds will be released to the States/UTs as per availability of funds."

(e) Unspent balance

The details are given below:

(Rs. in crore)				
Year	2018-19	2019-20	2020-21	2021-22
Unspent Balance	471.84	398.54	492.82	536.57*

*Total unspent balance as on 5.1.2022 including Rs. 122.11 Cr. released during 2021-22.

State-wise details of total unspent balance under DILRMP (up to 10.1.2022)

(Rs in lakhs)				
Sl. No.	State/UT	Funds released	Funds utilised	Available Fund
1	Andhra Pradesh	17934.34	11043.37	6890.97
2	Arunachal	1230.94	850.67	380.27

	Pradesh			
3	Assam	5400.455	4682.72	717.73
4	Bihar	11063.75	9973.64	1090.11
5	Chhattisgarh	4452.415	3593.185	859.23
6	Gujarat	14404.27	14144.4	259.87
7	Goa	584.07	398.55	185.52
8	Haryana	4144.65	2662.47	1482.18
9	Himachal Pradesh	5608.01	2253.29	3354.72
10	Jammu & Kashmir	2701.639	1121.98	1579.65
11	Jharkhand	8163.06	6733.53	1429.53
12	Karnataka	2451.2	0	2451.20
13	Kerala	3298.05	2709.992	588.058
14	Madhya Pradesh	17876.25	15212.98	2663.27
15	Maharashtra	7745.356	4654.33	3091.02
16	Manipur	746.34	168.53	577.81
17	Meghalaya	623.75	78.075	545.67
18	Mizoram	2367.981	2134.792	233.184
19	Nagaland	1547.621	1547.001	0.62
20	Odisha	12128.04	6599.89	5528.15
21	Punjab	2796.263	2599.003	197.26
22	Rajasthan	19607.82	15086.11	4521.71
23	Sikkim	1571.016	1546.216	24.80
24	Tamil Nadu	4562.57	3805.14	757.44
25	Telangana	8385.21	265.85	8119.36
26	Tripura	2983.591	2445.52	538.07
27	Uttar Pradesh	4231.008	1365.415	2794.733
28	Uttarakhand	4107.754	1945.734	2162.02
29	West Bengal	9526.32	9239.83	286.49
30	A & N Islands	172.25	72.25	100.00
31	Chandigarh	89.2	69.6	19.6
32	D & N Haveli	65.78	43.49	22.29
33	Delhi	132.07	132.07	0
34	Daman & Diu	103.72	94	9.72
35	Lakshadweep	216.41	158	58.41
36	Puducherry	498.57	362.57	136
37	Ladakh	0	0	0
	Total=	183521.739	129794.193	53656.67

3.35 Asked about the steps initiated by the DoLR to liquidate the huge unspent balances, the DoLR stated that:-

" The issue relating to utilization of unspent balances is being regularly pursued with the States through Regional Review Meetings and follow ups through Video Conferences, letters, emails, etc. Regional review meetings were held at Tripura (6-9-2018), Jammu (13-02-2019), Vadodara (26-02-2019), Manipur (05/06-08-2020) and Jaipur (24-01-2020). Regional review on 03.08.2021 through Video conference, National Workshop on 16.11.2021 at Delhi and other meeting through Video conferences were also held. The same is being also taken up with the States / UTs at the level of Joint Secretary, Additional Secretary and Secretary, LR through letters, email, etc"

(e) Physical Progress

DoLR in a Power Point Presentation has outlined a following update:-

Component wise progress

S. N.	Component		Total No.	Completed No.	Completion Percentage (%)
1	Computerization of Land Records	Record of Rights (RoRs) computerized (No. of villages)	6,56,149 (37)	6,10,103 (27)	92.98
		Maps/FMBs digitized (Nos.)	1,62,65,879 (37)	1,11,33,332 (21)	68.45
		RoRs integrated with Cadastral Maps/FMBs (No. of villages)	6,56,149 (37)	3,68,583 (07)	56.17
2	Computerization of Registration	Sub Registrar Offices (SROs) computerized (Nos.)	5,223 (37)	4,884 (28)	93.51
3	Integration of Land Records (RoRs)	SROs connected and integrated with Land Records (Nos.)	5,223 (37)	3,936 (22)	75.36
4	Modern Record Rooms	Establishment of Modern Record Rooms (Nos.)	6,718	2,510	37.36

3.36 During the course of evidence, the Secretary (DOLR) explained:-

"DILRMP के बारे में बताने में हमें हर्ष हो रहा है कि रिकॉर्ड ऑफ राइट्स का जो कंप्यूटराइजेशन है, वह 93 परसेंट पूरे देश में हम लोगों ने कर लिया है। हमने 6 लाख 56 हजार गाँवों में से 6 लाख 10 हजार गाँवों का काम कर लिया है। मैप के डिजिटाइजेशन का जो काम है, वह हमने 1 करोड़ 62 लाख में से 1 करोड़ 11 लाख मैप्स का काम कर लिया है, हमने लगभग 68 प्रतिशत काम कर लिया है। गत वर्ष में लगभग 40-45 लाख मैप्स के डिजिटाइजेशन के काम को गति देकर किया है। कंप्यूटराइजेशन ऑफ रजिस्ट्रेशन जो एसआरओज़ का है, हमारे 5223 सब रजिस्ट्रार ऑफिस (एसआरओज़) हैं, उनमें से 4884 का कंप्यूटराइज का काम कर लिया है लगभग 93 प्रतिशत काम कर लिया है। इसी तरह से इंटीग्रेशन ऑफ एसआरओज़, जो सब रजिस्ट्रार ऑफिस है, उसको राजस्व कार्यालयों से जोड़ने की बात है। हमने 5223 एसआरओज़ में से 3936 एसआरओज़ को इंटीग्रेड कर लिया है। हमने 75 प्रतिशत काम कर लिया है। सर, कुछेक कम्पोनेंट हैं, जहाँ पर कमी है। मॉडर्न रिकार्ड रूम की स्थापना में मात्र 37 प्रतिशत काम हुआ है। हम 6718 में से 2510 ही हो पाए हैं। इसकी वजह यह है कि हम लोग सिविल वर्क में अपनी राशि नहीं देते हैं। स्टेट सिविल वर्क समय पर नहीं कर पाती है, जिस कारण से विलंब होता है।

(g) Challenges

3.37 DOLR in their Power Point Presentation before the Committee has shown the following challenges that are coming in the way of implementation of DILRMP in the country.

- (i) Community land ownership in NE States.
- (ii) Long gestation period, voluminous work, time consuming processes (digitization of maps, survey etc.).
- (iii) Capacity building
- (iv) Over burdened Revenue human resources
- (v) Internet connectivity issues specially in NER.
- (vi) Linguistic Barrier
- (vii) Requirement of large number of highly skilled manpower, specially IT/GIS professionals.
- (viii) General impact of Covid-19 this year
- (ix)

3.38 Asked about the major challenges faced in effective implementation of the scheme, the DoLR in its written reply stated that:-

"The implementation of DILRMP 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. DILRMP being a highly technology based programme, States / UTs took considerable time in adopting and mobilizing the required technology and skilled workforce to implement the programme during the initial period of the scheme. Other reasons that affected the pace of implementation prior to 2016 were lack of resources in the States/UTs to meet

the State Share as required under the programme upto 31.3.2016, need of highly skilled manpower and delayed / non-revision of rates in some of the components of the programme. During 2015-16 to 2016-17, the thrust was principally to complete the projects already sanctioned, and accordingly no new projects were sanctioned. While extending DILRMP for three years beyond 12th Five Year Plan i.e. 31.03.2017, the Ministry of Finance had changed funding pattern 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 adversely impacted physical and financial progress under the scheme. After a protracted persuasion, Department of Expenditure restored the funding pattern on advance basis alongwith restoration of key components such as Survey/ Resurvey, PMU and Core GIS component w.e.f 03.1.2020. Also, progress has been relatively slow in some parts of 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). The Covid 19 pandemic also drastically affected the progress of DILRMP across pan India. "

3.39 Asked about the challenges and constraints before the Department of Land Resources, requirement of funds and infrastructure available, need to its augmentation if any; the Department submitted;

"An amount of Rs.875.00 crore has been recommended by the EFC for continued implementation of the DILRMP up to 2025-26 which has been approved by Finance Ministry, Department of Expenditure on 20.12.2021. One or more components in 564 Districts have been sanctioned so far in all States/UTs under the Scheme. The various components/activities are being implemented by the respective State/UTs Department / Agencies as per the concerned State Government's technical, administrative and financial rules and in accordance with the DILRMP Guidelines. While extending DILRMP for three years beyond 12th five year plan i.e. 31.03.2017, the Ministry of Finance had conveyed that the funding pattern was changed from advance basis to reimbursement basis. However, a mobilization advance up to 30% was allowed (only for first instalment during 2018-19) and subsequent instalment on reimbursement basis only. Due to this change, very few proposals were received from the States/UTs which have impacted release of fund and resulted in slow progress. The programme is demand driven, and depends on the pace of implementation by the States/ UTs. Further, the majority of the unutilized funds reported by the States relate to survey / re-survey which is a technology intensive activity and requires significant number of skilled human resources. However, Department of Expenditure approved the restoration of funding pattern from re-imburement basis to advance basis and also restored the components like Programme Management Unit (PMU), Survey/ re-survey and Core GIS w.e.f.03-01-2020. Since, then substantial release had been made under DILRMP and substantial

progress has been achieved in various components of the Programme viz. computerization of Record of Rights (RoRs), computerization of Registration, connectivity between Sub-Registrar Offices and Tehsils, integration of Registration and Land Records.”

(h) Linking land records for common man’s benefit

The DOLR has taken the following Special Initiatives/New Components. Their purpose and progress made is as under:-

Initiative	Purpose	Progress
Integrated Land Information Management System (ILIMS)	To provide online single window for at-a-glance access to relevant information to give a fair and comprehensive position of any plot of land to: <ul style="list-style-type: none"> - Landowner - Concerned offices / agencies - Interested persons / entrepreneurs etc. For computerised registration of land in sub-registrar for immediate notice for mutation in Tehsil with court details and Aadhar integration for bank purposes in a different areas (i) Property Registration (ii) Bank loan (iii) Fertilizers Subsidy (iv) FCI Procurement (v) Crop Insurance (vi) Disaster Relief (vii) PM Kisan Samman Nidhi and (viii) Income Tax 	
Unique Land Parcel Identification Number (ULPIN)	ULPIN is a 14-digit Unique ID Property Natural Identification Unit assigned to a land parcel Geo-referenced cadastral map is a pre-requisite A new Unique ID is generated on division of any plot	Implemented in 13 States/UTs viz. Andhra Pradesh, Jharkhand, Goa, Bihar, Odisha, Sikkim, Gujarat, Rajasthan, Tripura, Maharashtra, Haryana, Chhattisgarh and J&K Pilot testing done in 6 more States/UTs viz. Assam, Madhya Pradesh, Karnataka, Kerala, Dadar & Nagar Haveli and

		Tamil Nadu
National Generic Document Registration System (NGDRS)	<p>National level innovation towards "One Nation-One Software"</p> <p>A common, generic, configurable software to cater to the requirements of registrations of documents and deeds</p> <p>Citizens empowered to calculate stamp duty, registration fees and other fees applicable from the property valuation module</p> <p>Prior appointments for document registration.</p> <p>Developed on open source platform, reducing cost of proprietary software</p> <p>Reduction in visits to SRO and other offices</p> <p>Greater transparency</p>	<p>Implemented in 12 states/UTs: Punjab, Goa, Manipur, Mizoram, Jharkhand, Himachal Pradesh, A & N, Dadra and Nagar Haveli, Maharashtra, Jammu and Kashmir, Chhattisgarh and Tripura</p>

(i) New Components

3.40 The DoLR has spelt out the following new components in their Power-Point Presentation before the Committee:-

- (i) Computerization of Revenue Courts and their integration with land records
- (ii) Consent-based integration of Aadhaar number with the land record database

Elaborating the issue, a representative of DOLR during the course of evidence, explained:

"सर, हम लोगों ने एजेंडा रखा है कि इस प्रोग्राम के ऑब्जेक्टिव्स क्या हैं? मैं मेनली बॉटलनेक्स और स्पेशल इनीशिएटिव्स पर चर्चा करूंगा जो कि इस बार के बजट में माननीय वित्त मंत्री महोदया ने काफी विस्तार से इसे रखा है और काफी कवरेज हुआ है। मैं इस पर चर्चा करूंगा कि इसे क्यों रखा गया है, इसका उद्देश्य क्या है और उसका आम लोगों को क्या फायदा होगा? माननीय सदस्यों ने जो प्रश्न पूछे थे, उसका काफी हद तक इससे जवाब हो जाएगा। इस स्कीम की इंपोर्टेंस इसी से पता लगाई जा सकती है कि यह स्कीम पहले सेंट्रली स्पॉन्सर्ड स्कीम हुआ करती थी, जिसको अक्टूबर, 2015 में सेंट्रल सैक्टर स्कीम में कनवर्ट करके 1.1.2016 से इसको शत-प्रतिशत फ्रॉम गवर्नमेंट ऑफ इंडिया कर दिया है। इसमें बेसिकली हमारा ऑब्जेक्टिव यह है कि हमारे लैंड रिकार्ड्स को हैंडल करने वाले 6 डिपार्टमेंट्स होते हैं, सर्विस सैटलमेंट, रेवेन्यू, रजिस्ट्रेशन, बैंक्स, कोर्ट्स, कोर्ट्स में भी राजस्व कोर्ट और सिविल कोर्ट, इतने अथॉरिटी, न्यायालय और कार्यालय मिलकर लैंड के टाइटल

और लैंड के डिसप्यूट्स को डिसाइड करते हैं। अभी कोई भी व्यक्ति अगर जमीन खरीदने की इच्छा करता है या जमीन में कोई भी ट्रांजैक्शन करता है, जानकारी लेना चाहता है, तो इन 6 कार्यालयों में अब से पूर्व में जाना पड़ता था, लेकिन अभी वर्तमान में केंद्र सरकार ने एक इनीशिएटिव लिया कि आम लोगों को 6 जगह, 6 कार्यालयों में चक्कर नहीं लगा पड़ें, उनको एक ही जगह पर सारी सूचनाएं मिल जाएं। उसके लिए डिजिटल इनीशिएटिव को इसमें महत्व दिया गया। मुझे बताते हुए खुशी है कि इस कार्यक्रम को 2015 में डिजिटल इंडिया के एक घटक के रूप में शामिल किया गया। उसमें यह कांफ्रि हैं सिव प्रोग्राम चलाया गया कि जितने भी हमारे लैंड रिकार्ड के 6 कार्यालय हैं, इनमें जितनी भी जमीन से संबंधित सूचनाएं हैं, उनमें आदान-प्रदान आसानी से हो जाए। आदमी को एक ही पोर्टल पर, आदमी जिस भी जमीन में इंटेस्टेड है, एक ही पोर्टल पर सारी सूचनाएं उसे मिल जाएं। यह इस प्रोग्राम के मेन ऑब्जेक्टिव्स हैं और हम इसमें काफी हद तक कामयाब भी हो गया हैं,

3.41 He added:

"इसका मेन उद्देश्य यह रहा है कि हम लोगों ने सिटीजन सेंट्रिक सर्विस को केंद्र बिंदु रखा है कि आम लोगों की क्या परेशानियां हैं और उसके हिसाब से इसके घटकों में बदलाव किया है। हम किस प्रकार लोगों के जमीनों के डिसप्यूट्स कम कर सकें, किस प्रकार लोगों को कम से कम नंबर में कार्यालय में चक्कर लगाएं, तो जमीन का वह लेन-देन कर सकता है, जमीन की जानकारी घर बैठे कैसे एक्सेज़ कर सकता है और हर आदमी को अपनी जमीन की जानकारी कम से कम उसे हो जाए। इन चीजों को ध्यान में रखकर हमने बहुत सारे घटकों के अंदर काम किए हैं। प्रोग्राम के बाहर भी हमने इनीशिएटिव्स लिए हैं। अभी उसमें कोई पैसा खर्च नहीं हुआ है। मैं आगे इसके बारे में बताऊंगा। इसको भारत सरकार ने पुरस्कृत भी किया है, बेस्ट डिजिटल इनीशिएटिव के रूप में उसको 2020-21 में अवार्ड किया है। इसमें आठ कंपोनेंट पहले थे। अब डिजिटलाइज कर दिया, कंप्यूटराइज कर दिया, लेकिन आज से दो साल पहले तक यह स्थिति थी, मैं यह पता लगाने में असमर्थ था, एेज ए सरकार का प्रतिनिधि या एेज ए जनरल आदमी, हर एक आदमी का आप जानते होंगे कि 2011 के पहले प्रॉपर्टी इंडीविजुअल प्राइवेट इन फॉर्मेशन हुआ करती थी, लेकिन कुछ दिन के बाद यह काफी डिबेटेबल सब्जेक्ट रहा। इसमें कहा गया कि हर एक की सम्पत्ति के बारे में हर एक को जानने का अधिकार है। मैं जब 2011-12 में बिहार राज्य का सेक्रेटरी था, तो वहां यह डिबेट चल रही थी कि आप पब्लिक डोमेन में इस सूचना को नहीं डाल सकते हैं। इसे भारत सरकार को रेफर किया गया। फाइनली यह कहा गया कि मेरे पास कितनी जमीन है, बेनामी है या सही है या मैंने लीगली ऑक्यूपाई की है या नहीं, यह हर एक आदमी को जानने का अधिकार है। इसके तहत यह हुआ है कि हर एक चीज को हम पोर्टल में डालेंगे और उसका ट्रांजैक्शन फ्री ऑफ कॉस्ट हर एक आदमी को करेंगे। दो साल पहले तक यह पता नहीं रहता था कि मेरे पास इंडिया में कहां प्रॉपर्टी है? एक गांव में है, वह मैं पता लगा सकता हूं कंप्यूटराइजेशन से, लेकिन मान लीजिए राजस्थान में प्रॉपर्टी है, बिहार में है और दिल्ली में प्रॉपर्टी है, तो मेरे लिए यह पता लगा नेक्स्ट टू इंपॉसिबल था। लैंड रिफॉर्म के तीन पिलर्स हैं, लैंड सीलिंग, इक्वल डिस्ट्रीब्यूशन और एब्सेंटी लैंडलॉर्ड, इनमें किसी तरह से कामयाबी नहीं मिल रही थी। हम लोग सरकार के पास 2021-22 में गए और उसमें दो कंपोनेंट और जोड़े। हमने आधार से प्रॉपर्टी को लिंक कराया। जब हम सारी प्रॉपर्टीज़ को लिंक कर देंगे, यह मेरे लिए संभव है और दो राज्यों में हमने किया है, वैसे तो 16 राज्यों में किया है, लेकिन 2 राज्यों में कंपलीट है। आप केवल आधार नंबर उस आदमी का डालिए और उस आदमी का डालिए, इंडिया में कहीं भी कोई प्रॉपर्टी होगी, सारा वह इससे निकल जाएगा।"

3.42 On the issue of linking land with Court matters, the witness added:

"सचिव महोदय ने बताया, जितने भी विवाद चल रहे हैं, उसमें 60-70 परसेंट केवल भूमि विवाद से संबंधित है। लास्ट दिसम्बर तक तीन करोड़ ग्यारह लाख विवाद थे, अब और बढ़ गए होंगे। आप समझ सकते हैं कि इसका डाइमेंशन कितना ज्यादा है। यदि हमने इस प्रोग्राम के तहत इसे एड्रेस नहीं किया। 70 परसेंट भूमि विवाद में से केवल सीमा के ज्ञान को लेकर है। हरेक आदमी अब एक इंच जमीन नहीं छोड़ना चाहता, वह कहता है कि मेरा जमीन इधर है और दूसरा कहता है कि मेरा इधर है। उसमें दोनों में विवाद हुआ और तीसरे आदमी को अफेक्ट किया।"

3.43 The Witness further explained:-

"इन दो चीजों को केन्द्र बिन्दु में रखकर 2021-22 में सरकार के पास गए, फाइनेंस मिनिस्ट्री के पास गए। हमने इसमें दो महत्वपूर्ण कम्पोनेंट जोड़े हैं। एक आधार, एक कोर्ट और बैंक का लिंक, कोर्ट को कम्प्यूटराइज्ड करके उसको लिंक करेंगे। सबसे बड़ी कामयाबी सचिव महोदय के दिशा निर्देश में नवम्बर-दिसम्बर में मिली। जब माननीय सुप्रीम कोर्ट ने मना कर दिया कि हम अपने डाटा बेस में घुसने नहीं देंगे, कुछ कारण से उनको प्रोब्लम हो जाए। हमने बार-बार उनसे रिक्वेस्ट किया कि आम आदमी के लिए बहुत जरूरी है, कितने विवाद देश में चल रहे हैं। राजस्व का हम कर देंगे लेकिन सिविल कोर्ट में ज्यादा विवाद है। अब हम लोगों को अनुमति दे दी है। मैं आपको जानकारी के लिए बताना चाहूंगा कि 16 राज्यों ने पहले ही काम शुरू कर दिया है। शायद इस वित्तीय वर्ष या जून के पहले-पहले जितने भी सिविल न्यायालय में 16 राज्यों में केस चल रहे हैं। जब किसी प्लॉट को डालेंगे तो यह निकल जाएगा कि इस प्लॉट पर फलां न्यायालय में फलां टाइल में फलां सेक्शन में केस चल रहा है।"

3.44 On the issue of ULPIN, the witness elaborated:

"हमने स्पेशल इनीशिएटिव लिए हैं। मैं आपको अलपिन के बारे में बता रहा हूं। जैसे आदमी का आधार होता है, इसी तरह से इसे भूआधार मान सकते हैं। टेक्रीकली हमने इसे जनरेट किया है। यह इंटरनेशनल स्टैंडर्ड का है। वर्ष 2011 में मैप करवाया था तब बिहार में 8500 विवाद थे, जिनमें 6800 विवाद केवल सीमांकन के थे। अलपिन में कोऑर्डिनेट्स और वर्टेक्स होते हैं, जो अक्षांतर और देशांतर के आधार पर जनरेट होते हैं। जिसका अलपिन जनरेट हो गया तो इससे संभव हो जाता है कि पांच साल बाद भी खेत के चारों कोनों के अक्षांतर और देशांतर निकाल सकते हैं। इसके लिए इंस्ट्रुमेंट्स होते हैं जो एग्जैक्ट बताते हैं कि कोना कहां तक है। जहां इसे लागू किया है, वहां लैंड डिस्प्यूट्स में काफी कमी आई है। मेरी परसेप्शन है, आज से तीन साल बाद कोई आदमी सर्वे नंबर और प्लॉट नंबर याद नहीं रखेगा क्योंकि अगर चार गांवों में जमीन है तो चार तरह के प्लॉट और सर्वे नंबर कॉमन हो जाते हैं, उसे सिर्फ अलपिन याद रखना है। अलपिन केवल एग्रीकल्चर जमीन के लिए नहीं है, शहरों में फ्लैट्स के लिए भी है। चाहे गांव में जमीन हो या शहर में हो, यह सबके लिए लागू होगा। अभी तक हमने 13 राज्यों में कम्पलीट कर लिया है, 6 में तैयार है। माननीय मंत्री जी से समय लेकर इसे लांच करा देंगे। यह फुल प्रूफ सिस्टम है, इसके बाद कोई सीमा विवाद नहीं हो सकता।"

3.45 On NGDRS the witness stated:

एनजीडीआरएस पहले डिसकस हो चुका है। वन नेशन वन सॉफ्टवेयर, पूरी इंडिया का एक सॉफ्टवेयर बनाया है। अगर हम मालूम करना चाहें कि कितनी एग्रीकल्चर जमीन इंडस्ट्री के लिए डाइवर्ट हुई है, तो कर सकते हैं। हमारे पास यह बहुत अच्छा हथियार आ गया है।

पुणे में डेडिकेटेड टीम है जो इसे देख रही है। वर्क फ्लो में तीन पिल्लर हैं – रजिस्ट्री ऑफिस, तहसील ऑफिस और आदमी। वह डॉक्युमेंट भेजता है, सब-रजिस्टार जांच करता है और वह कहता है कि ठीक है तो एसएमएस और ईमेल आता है और उसके बाद 10-15 मिनट में रजिस्ट्री करनी होती है। इसमें सर्वर का इश्यू है, हम इसे एड्रेस कर रहे हैं। इवैल्युएशन से पता चला है कि सर्वर की स्पीड स्लो होने के कारण लोगों को इंतजार करना पड़ रहा है, इसलिए हम इसमें हाईस्पीड लाने की कोशिश कर रहे हैं।

3.46 During the course of evidence, the Committee wanted to know who will decide the encroachment on mapped lands in the absence of clear boundaries like 'Gats' that are not seen over a passage of time due to lengthy court cases and if it is decided the court remits back to the local Patwari for assessment a representative of DOLR clarified:

सर, आपका बहुत वैलिड क्वेश्चन है। मैं पहले क्वेश्चन से वर्ष 2011 में जूझ चुका हूँ। मैं आपको बिल्कुल तर्क संगत उत्तर देना चाहूंगा। आपने सही बताया कि मैप में जियो रेफरेंस है, लेकिन ग्राउंड पर एन्क्रॉचमेंट कर रखा है। यह ह्यूमेन टेंडेंसी है। जैसे मैं यहां रह रहा हूँ, मेरा भाई वहां खेती रहा है, तो वह मेरे हिस्से में से 2-3 डिसमिल कब्जा कर लेगा। हम जब भी उसको बताएंगे तो विवाद घटने के बजाय बढ़ जाएगा। आपकी यह बात बिल्कुल सही है कि उस विवाद को सुलझाने का अधिकार किस का रहेगा?

मैं बिहार के बारे में बताना चाहता हूँ, माननीय सदस्य बिहार से आते हैं, ये भी जानते होंगे। वर्ष 2011 में जब मैं सचिव था, तो मैंने एक अटेम्प्ट लिया था। उसके कारण मुझे बहुत परेशानी झेलनी पड़ी थी। लेकिन, फाइनली मैं उससे बाहर निकल आया था। हम लोगों ने बिहार लैंड डिस्प्यूट रिजॉल्यूशन एक्ट, 2011 बनाया था। मैंने उसको बहुत अच्छी तरह से परिभाषित किया था। सुप्रीम कोर्ट तक उसका कॉन्टेस्ट हुआ था और मैं उसको सुप्रीम कोर्ट में साबित करने में सक्षम था। जो डिस्प्यूट रेवेन्यू एक्ट के कारण क्रिएट होता है, उसका अधिकार रेवेन्यू ऑफिसर को होगा। वह सिविल कोर्ट में नहीं जाएगा। सिविल कोर्ट में केवल कॉम्प्लेक्स नेचर ऑफ टाइटल जाएगा। कॉम्प्लेक्स नेचर ऑफ टाइटल क्या होता है? यदि मैंने रजिस्ट्री की है, जो ट्रांसफर ऑफ प्रोपर्टी एक्ट से क्रिएट होता है। किसी और ने भी सेम जमीन की रजिस्ट्री कर दी, तो ऐसे विवाद सिविल कोर्ट में जाएंगे। लेकिन, यदि मेरी केवल सीमा की बाउंड्री, जो मेटेनेंस ऑफ लैंड रेकार्ड एक्ट के कारण होता है कि मेरी सीमा यह होनी चाहिए, लेकिन अंतराल में वह फिक्स है, वह ऊपर से ही फिक्स किया हुआ है, उसका लांगिट्यूड और लैटिट्यूड फिक्स है। उसमें कोई विवाद नहीं है। यह केवल मेरी टेंडेंसी है कि वह आदमी कमजोर है, हमने उसका फायदा उठाकर उसकी जमीन पर कब्जा कर लिया है, तो ये रेवेन्यू एक्ट के एक्शन से ही क्रिएट हो रहे हैं। उसके लिए तहसीलदार को छः महीने का समय दिया जाता है। छः महीने के बाद उसमें पेनॉल्टी का प्रावधान है। उसकी अपील कमिश्नर के यहां होगी, कलेक्टर के यहां नहीं होगी। उसके लिए छः महीने का समय दिया गया है। उसके बाद एक ट्रिब्यूनल बना दिया जाता है। उसमें भी तीन महीने का समय निश्चित होता है। यानी, कुल 15 महीने में उसको फाइनल कर देना है। उसके बाद, वह कहीं नहीं जाएगा।

3.47 The Committee also pointed out that due to bar on sell of land beyond 2 acres families are unable to sell the land and generations after generations. At this the witness clarified:

"महोदय, आपने दो एकड़ वाला एक प्रश्न पूछा था। जब हमारा देश स्वतंत्र हुआ था, तब बेसिकली चार लैंड रिफॉर्मर्स थे। उसमें यह था कि जमीन आगे विभाजित न हो, तो ही किसान खेती कर पाएगा, तो प्रिवेन्शन ऑफ फ्रेगमेंटेशन एक्ट है। यह हर राज्य में है। उसकी सीमा बंधी हुई है। बिहार में हमने इसको खत्म कर दिया है, राजस्थान में भी इसको खत्म कर दिया है। कुछ और राज्यों ने भी किया है, गुजरात में भी खत्म हो गया है, लेकिन पंजाब में बहुत ज्यादा है। वहां पर परेशानी है। आप बिल्कुल सही बोल रहे हैं कि दो एकड़ में 50 परिवार हैं और ज्वाइंट खाता चल रहा है। वे न तो उसको बेच सकते हैं और न की कोई व्यापार कर सकते हैं और न ही उसका बंटवारा हो सकता है। आपकी यह बात बिल्कुल सही है। अगर आप चाहेंगे तो हम एडवाइजरी दे देंगे, जो कि हमारा अधिकार है।

3.48 The Committee asked whether the Law can be amended the witness clarified:

"महोदय, कुछ राज्यों ने अच्छे काम किए हैं। जैसे गुजरात और राजस्थान ने किया है, हम उनका उदाहरण दे देंगे। हम एडवाइजरी जारी कर देंगे। हमें एडवाइजरी का अधिकार है, क्योंकि लैंड रिफॉर्मर्स पूरी तरह से स्टेट सबजेक्ट है, वह कन्क्रेट में भी नहीं आता है। हम रजिस्ट्रेशन में कह सकते हैं, डॉयरेक्शन दे सकते हैं, लैंड एक्विजिशन में डॉयरेक्शन दे सकते हैं, लेकिन जहां लैंड रिफॉर्मर्स आता है, वह राज्य का विषय हो जाता है, हम सिर्फ एडवाइजरी दे सकते हैं। उनको अच्छी प्रैक्टिस बता सकते हैं कि गुजरात में ऐसा हुआ है, आप भी करके देख लीजिए। आपने रास्ता वाला बताया है। वह बिल्कुल सिविल न्यायालय में नहीं जाना चाहिए। इसके दो तरीके हैं। 133 और इंडियन ईजमेंट्स एक्ट है, इसमें एसडीओ को पावर होती है। उसमें सुप्रीम कोर्ट की बहुत सारी रूलिंग्स हैं। यदि किसी के खेत में से रास्ता बन गया है, एक या दो साल तक अनवरत लोग जाते रहे हैं, तो बाद में उसको कोई भी नहीं रोक सकता है। यह अधिकार राज्यों के एसडीओ को है। आजकल के एसडीओ को ज्यादातर पता भी नहीं रहता है कि उनके पास यह अधिकार है, लेकिन रास्ता का बहुत क्लियर है।"

3.49 The Committee also pointed out that in some cases, it so happens that after Registry of land the name is not changed on the record as a result the second Registry of Lands takes place at this the witness clarified:

महोदय, हम मार्च माह तक सभी राज्यों में कर लेंगे। यह व्यवस्था 16 राज्यों में लागू है, आप जिस दिन रजिस्ट्री करेंगे, 5 मिनट के अंदर तहसीलदार के यहां वह रजिस्ट्री ऑनलाइन चली जाएगी, फिजिकली नहीं जाना है। उस दिन से उसके म्युटेशन का समय स्टार्ट हो जाता है। वह नोटिस जारी कर देगा, 15, 16 या 18 दिनों के भीतर अपने आप म्युटेशन हो जाएगा। मैं आपकी जानकारी के लिए बताना चाहूंगा कि यह महाराष्ट्र में भी है। अगर कहीं पर ऐसा नहीं हो रहा है, तो आप मुझे बताइए। हम भी केस स्टडी कर लेंगे। अगर वे रिपोर्ट कर रहे हैं, तो क्यों हो रहा है। अभी महाराष्ट्र में ऐसा नहीं होना चाहिए। गुजरात, महाराष्ट्र और 16 राज्यों में है।

(j) Settling the issue of villages in Forest Land

3.50 During the course of evidence, the issue of giving the villages situated in forest lands the status of revenue villages came up before the Committee in various States more particularly in Maharashtra and Rajasthan. At this the witness explained:

“सर, इसमें दिशा-निर्देश बहुत क्लीयर हैं। यदि एफआरए एक्ट और पेसा एक्ट में उनको पट्टा मिल गया है तो उनका रिकॉर्ड हमारे रिकॉर्ड में आ जाता है..... सर, हम इसके लिए राज्यों को लिख देंगे”

3.51 In this context, the Committee pointed out the issue of denotification of land that were given on pattas for villagers in forest land as a result no development takes place particularly in Nazool lands, forest lands with prominent Tiger Sanctuaries in Madhya Pradesh, the witness explained:

“मैं माननीय सदस्य के प्रश्नों का जवाब देना चाहूंगा, क्योंकि उनके प्रश्न एक से लेकर प्रश्न पांच तक एक ही विषय से रिलेटेड हैं। ये प्रश्न अपडेशन वह लैंड रिकॉर्ड से रिलेटेड हैं। जो सर्वे-रीसर्वेकंपोनेंट होता है, उसमें जो आज की स्थिति है, उसको मैप करना, उसको अपग्रेड करना, उसके लिए हम लोगों ने लास्ट ईयर मध्य प्रदेश को 200 करोड़ रुपये का प्रोजेक्ट सैंक्शन कर दिया है। उन्होंने काम चालू कर दिया है। मुझे आशा है कि जो भी वास्तविक स्थिति है, उसे वह दो-तीन साल में अपडेट कर लेंगे।”

3.52 The Committee also pointed out that rampant encroachment takes place around the area after a rail project is declared in the lust of getting higher compensation of land so encroached upon and asked steps to be taken the witness clarified:

“सर, आपके प्रश्न नंबर चार में आपने कहा है कि जब भी कंपेसेशन के लिए लैंड एक्विजिशन होती है, कुछ माफिया एक्टिव हो जाते हैं। पहले वाले एक्ट में यह बात बिल्कुल सही है, लेकिन वर्तमान जो नया एक्ट है, वह 01.01.2014 से लागू हुआ है, उसके सैंक्शन 11(5) में बहुत स्पष्ट उल्लेख है कि जब प्रिलिमिनरी नोटिफिकेशन होगा तो वि दिन दो महीने में कलेक्टर को तहसीलदार के द्वारा उसकी अद्यतन माप करवाकर, वीडियोग्राफी और फोटोग्राफी करवानी है। उसके बाद उसका लैंड यूज चेंज नहीं हो सकता है। वह उसके बाद घर बना ले तो उसका मुआवज़ा नहीं मिलेगा। जो वर्तमान एक्ट है, उसमें यह संभावना बहुत कम है। सर, यह बिल्कुल सही है, क्योंकि मैंने रेवेन्यू में ही ज्यादातर काम किया है कि यह पहले वाले एक्ट में होता था। इसीलिए अब यह प्रावधान किया है कि जैसे ही आप आरएफसीटीआरएक्ट के सैंक्शन 11 में प्रारम्भिक नोटिफिकेशन करते हैं, उसके सैंक्शन 5 में यह है कि दो महीने में आपको लैंडरिकॉर्ड अपडेट करना है।

कई बार यह भी होता है कि कॉमर्शियल यूज में कन्वर्जन कर लिया है, लेकिन एग्रीकल्चर ही रिकॉर्डेड है। इसकी दोनों ही साइड हैं। अब नए वाले में यह संभावना बिल्कुल कम है।”

PART – II
Recommendations / Observations

Demands for Grants (2022-23) of Department of Land Resources (DOLR) was laid on the Table of the House on 08.02.2022 proposing Rs.2259.34 crore for the Financial Year 2022-23. The Standing Committee on Rural Development and Panchayati Raj (2021-22) have examined the same. The observations / recommendations arising out of the analysis of Demands for Gants (2022-23) are enumerated in the successive paragraphs:

Lowering of Budget at Revised Estimates criticised

The Budget of Department of Land Resources is devoted mainly for two prominent schemes of Watershed Development Component – Pradhan Mantri Krishi Sinchai Yojana (WDC-PMKSY) and Digital India Land Records Modernisation Programme (DILRMP) that are broadly intended to bring prosperity in rural areas through watershed development and reduce land related disputes that are common place in present day. In this context, the Committee note that year after year, there is reduction in the budget of DOLR at RE stage which reflects faulty budgetary planning. From the Demands for Grants, it may be seen that, as against the BE (2019-20), (2020-21) and (2021-22); Rs.2227.24 crore, Rs.2251.25 crore and Rs.2170.42 crore respectively, the RE of the corresponding year was reduced to Rs.1900.00 crore, Rs.1252.15 crore and 1484.5 crore respectively. The Committee are of the firm view that huge reduction of budgetted amount at RE stage does not augur well on the part of Ministry of Finance particularly when both WDC-PMKSY and DILRMP programmes are people oriented, development focussed and intended to bring transparency in land records. The Committee recommend that DOLR should convey the concern of the Committee to Ministry of Finance not to cut the amount at RE level particularly when both these programmes have started yielding results in defined areas. Rather the Committee strongly recommend that proposed BE for the year 2022-23 for an amount of Rs. 2,259.34 crore may be utilized effectively to yield desired results and if required budgetary amount may be increased at RE stage under this Head.

(Recommendation Serial No.1)

Cascading impact of reduction of funds on prominent WDC-PMKSY and DILRMP deplored

The Committee are seriously concerned to observe that reduction of budgeted amount of DOLR has badly hit the two WDC-PMKSY and DILRMP programmes during the last three years. In respect of WDC-PMKSY, as against the proposed amount of BE Rs.2,066 crore, Rs.2,000 crore and Rs.2,000 crore during the year (2019-20), (2020-21) and (2021-22) respectively, a provision of reduced amount of Rs.1732.00 crore, Rs.1000.00 crore and Rs.1216.00 crore were provided in the corresponding years. Similarly, under DILRMP, as against the BE of Rs.250 crore and Rs.150 crore for 2019-20 and 2020-21 respectively, the same was reduced at the RE stage to as low as Rs.145 crore and Rs.50 crore. However, as an exception, the Committee find that during 2021-22 under DILRMP, budgetary amount could be utilized significantly. The Committee deplore the Ministry of Finance for downsizing of Budget estimates under each of the two WDC-PMKSY and DILRMP programmes and notice that late approval of funds for 2021-22 has led to reduced level of expenditure. The Committee, therefore, recommend DOLR to take efficacious steps to utilise available funds well within time under each of the two programmes so that proposed BE under the head, allocated during the year 2022-23 may not have same fate as experienced during the previous years. (Recommendation Serial No.2)

Huge unspent balances under WDC-PMKSY criticised and DOLR asked to liquidate the same for success of programme

The Committee are dismayed to note that prominent programme of WDC-PMKSY 1.0 that aims to improve livelihood in rural areas by development of degraded land or rainfed land through watershed activities with complete shift in approach in WDC-PMKSY 2.0 is beset with huge unspent balances (constituting both Centre and State share etc.) to the tune of Rs.2254.73 crore in 2019-20, Rs.1832.85 crore in 2020-21 and Rs.1324.88 crore in 2021-22 (as on 31.12.2021) respectively. In this context, the Committee are constrained to note that total State-wise funds of Rs.1200.02 crore are lying unspent as on 08.02.2022 with major States like Maharashtra (Rs.399.10 crore), Jharkhand (Rs.117.47 crore), Gujarat (Rs.88.22 crore), Andhra Pradesh (Rs.69.70 crore), Uttar Pradesh (Rs.6.83 crore) and so on. The Committee note that Covid 19 pandemic and delay in

release of matching amount in some States/UTs and heavy rains in June-September, 2021 etc., have been cited as reasons for unspent amount. The Committee find that since WDC-PMKSY- 2.0 has been started with shift in approach, it calls for greater use of funds both by Central and States for making it a peoples' programme in a phased manner. The Committee feel that its success is very essential; particularly when the DOLR has been able to cover only 29 million hectares of land out of 97 million hectares of rainfed/degraded land. Furthermore, a target to cover another 20 million hectares of degraded land will be achieved during the years i.e. 2021-22 to 2026-27.

(Recommendation Serial No.3)

Expeditious completion of WDC-PMKSY 1.0 projects within timeline across the country recommended.

The Committee are constrained to note that even after the time line of PMKSY 1.0 getting over on 31 March, 2021, out of 6382 projects being funded by DOLR, only 4392 projects (75.09%) have been completed, 409 projects are in consolidation Phase (6.41%) and 1181 projects are at work Phase. The Committee are, therefore, constrained to note that the data submitted by DOLR regarding examination of Demands for Grants (2022-23) as on 31 January, 2022 reflects that hardly any significant change is shown in progress details of 5243 number of projects (82.15%) completed, 245 projects (3.84%) in consolidation and 894 (14%) in work phases. During the course of evidence, the Secretary, DoLR was optimistic before the Committee to complete 880-890 projects by 31st March, 2022. The Committee express its deep dissatisfaction over the fact that conclude that pendency of large number of projects after expiry of WDC-PMKSY time line does not speak well on over all monitoring by DOLR. The Committee thus impress upon DOLR to complete these projects on war footing within extended time line.

(Recommendation Serial No.4)

Shift in approach for WDC-PMKSY 2.0 welcomed and DOLR asked to roll out a roadmap for time bound work

The Committee welcome the shift in WDC-PMKSY 2.0 based on the NITI Aayog evaluation on six parameters of Relevance, Effectiveness, Efficiency, Sustainability, Impact and Equity after studying End-line Evaluation done in Andhra Pradesh, Maharashtra, Karnataka, Rajasthan, Nagaland, Tamil Nadu and

Kerala for covering 20 million hectares of degraded / rainfed land in coming five years time from 2021-22 to 2025-26. This is to be done with a Central outlay of Rs.8134 crore, Government of India approved on 15th December, 2021 by undergoing a shift in approach in WDC-PMKSY 2 with emphasis on ecology, economy, moving to biological measures from engineering treatment of land, diversification of watershed by Integrated Farming System (IFS) with horticulture, fisheries etc., linking it with agriculture institutions like Farmers Produce Organisations (FPOs) etc. The Committee welcome that activities like spring-shed are being undertaken for reviving 50% of water bodies that have dried in Himalayan and Eastern / Western Ghats Regions. The Committee recommend that a roadmap be rolled out by DOLR to take up WDC-PMKSY 2.0 with the concerned States/UTs to work resolutely so as to achieve defined objectives of the WDC-PMKSY ensuring that the scheme does not remain on paper only. (Recommendation Serial No.5)

Innovation of NITI Aayog findings and active involvement of local MPs in WDC-PMKSY projects

The Committee are glad to note that NITI Aayog in Interim Report on impact of WDC-PMKSY has come out with prominent findings related with WDC-PMKSY scheme, these inter alia include giving importance to rain water harvesting to country's economy, generation of employment through WDC-PMKSY projects and their monitoring by Remote Sensing through Srishti and Drishti Apps and Bhuvan Portal etc. These findings also suggest that the cost norms be enhanced from the level of Rs.22000 to Rs.25000 for plain areas and Rs.28000 to Rs.30000 per hectares of land for hilly areas, integration with FPOs, need for convergence with MGNREGA, National Rural Livelihood Mission (NRLM) etc. Hence, the Committee unequivocally resonate with the findings of NITI Aayog and urge DOLR to utilise them for betterment of the scheme. Besides this, the Committee recommend the role of local MPs be ensured in WDC-PMKSY projects at planning and implementation stage so that their valuable suggestions are incorporated in the DPRs that are prepared at grassroots level and their monitoring is ensured in periodic DISHA meetings. (Recommendation Serial No.6)

Higher DILRMP funds recommended'

The Committee are constrained to note that the prominent Central Sector Scheme of DILRMP with an operation period spanning over ten years from 1 April, 2016 to March, 2026 is getting very low level of funds from Rs.100 crore in 2017-18 to Rs. 250.00 crore in 2022-23. These funds are utilised in working on various areas like digitalizing land records for common man's benefits for easy access to common man, reducing land disputes that constitute as high as 60% - 70% of total Court disputes, preventing fraudulent and benami transactions, integrating land records at National level for six different areas like Property Registration, Bank loan, Fertilizers subsidy, FCI procurement, Crop insurance, Disaster relief, PM Kisan Samman Nidhi and Income Tax, integrating with various agencies under Union Ministries of Government of India, Banks, Tehsils and Courts. The Committee find that though some of the features such as Special Initiatives of (i) Integrated Land Information Management System (ILIM), Unique Land Parcel Identification Number (ULPIN) and National General Document Registration System (NGDRS) and 'New Components' of Computerisation of Revenue Courts and their integration with land records and consent based integration of Aadhaar Number with land data base have been added very recently, thus enhancing the need for more funds, the Committee feel that in the light of objective of DILRMP, the present level of funds should be suitably enhanced substantially, commensurating the volume of work in hand by chalking out roadmap for achieving these in a time bound manner so that the work in hand is achieved much before the given time line of 1st April, 2026.

(Recommendation Serial No.7)

Huge unspent balances figuring under prominent common man's benefit scheme of DILRMP criticised and their expeditious liquidation recommended

The Committee note with concern that the common man's scheme of DILRMP is experiencing huge unspent balance of the tune as high as Rs.398.54 crore in 2019-20, Rs.492.82 crore in 2020-21 and Rs.536.57 crore in 2021-22 and various reasons have been attributed like inability of States to contribute matching share due to fund release on reimbursement basis, fall out of Covid 19 pandemic etc. From the State-wise data of unspent balances upto 10.01.2022, the

Committee are constrained to find that Telangana with as high as Rs.81.19 crore tops the list of States with unspent balances followed by Andhra Pradesh with Rs.68.90 crore, Odisha with Rs.55.28 crore, Himachal Pradesh with Rs.3354.72 crore, Maharashtra with Rs.30.91 crore and so on. The Committee do not subscribe to the views of DOLR that the issue is being taken up with Regional Review Meetings (RRMs) and Video Conferences (VCs) held from time to time. In this connection, various DILRMP challenges like implementation being complex, sensitive, time consuming etc., lack of resources with State Governments/UTs to meet States' share upto 31.03.2016, need for highly skilled manpower, non-revision of rates in some of the components etc. have been showcased before the Committee. In the light of importance of the DILRMP programme, the Committee recommend the DOLR to sensitise the State Governments/UTs and other stakeholders for expeditious liquidation of these unspent balances in a time bound manner so that desired results of the scheme could be achieved as conceived for the benefit of the 'Common Man'.

(Recommendation Serial No.8)

Expeditious completion of DILRMP work under different component recommended

The Committee are constrained to note that DILRMP work under its 4 components is showing varying degree of implementation even after five years of its operation. For instance, the Committee are constrained to note that under the computerisation of land records, the component of Records of Rights (RoRs) reflect 92.98%, completion while computerisations of Registration exhibits 93.51% completion whereas in Integration of Land Records (ILR) and Modern Record Rooms, the progress of completion is as low as 75.36% and 37.36% and delay on the part of State Governments in civil work for Modernisation of Record Rooms has been attributed reasons. Besides, need for skill manpower, non-revision of rates in some components have been shown other reasons. The Committee recommend that implementation of work on the components be accelerated by resolving the issues with concerned States Governments/ UTs within DOLR expeditiously.

(Recommendation Serial No.9)

DOLR asked to issue advisories lifting ban on sale of land upto 2 acres by multiple owners and treating villages in forest land (Van-Gram) as Revenue villages in the country on case to case basis

Two prominent issues, firstly, ban on sale of land upto 2 acres after Independence have led to a situation particularly in Punjab wherein the ownership of land varies from single to multiple over a long period of time as a result the owners are unable to sell their lands for their genuine requirement. Secondly, villages in Forest land (Van-Gram) are unable to get basic amenities like roads, schools, toilets, playgrounds etc. in their vicinity owing to stringent laws governing forest areas and necessary permission from Forest officials are not at all easy to obtain. During the course of evidence, the Committee were assured by Secretary (DOLR) to examine these issues and thereafter do needful by issuing necessary advisories. The Committee, therefore, recommend that these issues be solved expeditiously by devising a nation-wide solution for the redressal of grievance of the affected citizens.

(Recommendation Serial No.10)

NEW DELHI;
14 March, 2022
23 Phalgun, 1943 (Saka)

PRATAPRAO JADHAV
Chairperson,
Standing Committee on Rural Development & Panchayati Raj

Annexure I

STANDING COMMITTEE ON RURAL DEVELOPMENT & PANCHAYATI RAJ
(2021-2022)
MINUTES OF THE SIXTH SITTING OF THE COMMITTEE HELD ON
MONDAY, THE 21st FEBRUARY, 2022

The Committee sat from 1415 hrs. to 1735 hrs. in New Committee Room '1', Parliament House Annexe Extension Building, Block – 'A' (EPHA – 'A'), New Delhi.

PRESENT

Shri Prataprao Jadhav -- *Chairperson*

MEMBERS

Lok Sabha

2. Shri A.K.P. Chinraj
3. Shri Sukhbir Singh Jaunapuria
4. Dr. Mohammad Jawed
5. Prof. Rita Bahuguna Joshi
6. Shri Narendra Kumar
7. Shri Janardan Mishra
8. Shri Talari Rangaiah
9. Smt. Gitaben Vajesingbhai Rathva
10. Smt. Mala Rajya Laxmi Shah
11. Shri Vivek Narayan Shejwalkar
12. Dr. Alok Kumar Suman

Rajya Sabha

13. Shri Dineshchandra Jemalbhai Anavadiya
14. Shri Ajay Pratap Singh

Secretariat

1. Shri D. R. Shekhar - Joint Secretary
2. Shri A. K. Shah - Director
3. Shri Nishant Mehra - Deputy Secretary

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

- | | | | |
|-----|-------------------------|---|--|
| 1. | Shri Ajay Tirkey | - | Secretary |
| 2. | Shri Hukum Singh Meena | - | Additional Secretary |
| 3. | Ms. Leena Johri | - | Additional Secretary & Financial Advisor |
| 4. | Shri Mitter Sain | - | DDG (A&C) |
| 5. | Shri Umakant | - | Joint Secretary (WM) |
| 6. | Shri Sonmoni Borah | - | Joint Secretary (LR) |
| 7. | Smt. Sudha Keshari | - | Economic Advisor (PME) |
| 8. | Dr. C.P. Reddy | - | Sr. Addl. Commissioner |
| 9. | Shri Rajesh Kumar Singh | - | Director (WM) |
| 10. | Shri Sushil Kumar Daila | - | Director (WM) |

2. At the outset, the Chairperson welcomed the Members to the sitting of the Committee convened for taking the evidence of the representatives of the Department of Land Resources (Ministry of Rural Development) in connection with the examination of Demands for Grants (2022-23) relating to Department of Land Resources.

[Witnesses were then called in]

3. After welcoming the witnesses, the Chairperson drew the attention of the Department that whatever the discussions held here would be treated as confidential and not to be made public till the Report of the Committee is presented to Parliament. The Chairperson then broadly mentioned about the scheme-wise funds proposed/allocated by the Department for the year 2022-23 under different schemes and requested the Secretary to brief the Committee thereon. Thereafter, the Secretary, Department of Land Resources (Ministry of Rural Development) made a Power Point Presentation *inter-alia* highlighting allocations viz. utilisation of funds in different years so far alongwith the budgetary allocation for the year 2022-23 and the initiatives taken under different schemes of Department of Land Resources.
4. Thereafter, the Members raised queries on issues ranging from adequacy of budget for different schemes/projects, its impact on the implementation of the schemes and the progress made by the Department in this regard, which were responded to by the witnesses.

5. The Chairperson then thanked the representatives of the Department of Land Resources and asked them to furnish written information on points raised by the Members on which the replies were not readily available as soon as possible, to this Secretariat.

[The Witnesses then withdrew]

A verbatim record of the proceedings has been kept.

The Committee then adjourned.

Annexure II**STANDING COMMITTEE ON RURAL DEVELOPMENT & PANCHAYATI RAJ**
(2021-2022)**MINUTES OF THE EIGHTH SITTING OF THE COMMITTEE HELD ON**
MONDAY, THE 14 MARCH, 2022

The Committee sat from 1500 hrs. to 1600 hrs. in New Committee Room No.'2', Parliament House Annexe Extension Building, Block - 'A' (PHA-Ext. 'A'), New Delhi.

PRESENT

Shri Prataprao Jadhav -- *Chairperson*

MEMBERS**LOK SABHA**

2. Shri A.K.P. Chinraj
3. Shri Vijay Kumar Dubey
4. Shri Sukhbir Singh Jaunapuria
5. Dr. Mohammad Jawed
6. Shri Nalin Kumar Kateel
7. Shri Narendra Kumar
8. Shri Janardan Mishra
9. Smt. Gitaben Vajesingbhai Rathva
10. Smt. Mala Rajya Laxmi Shah
11. Shri Vivek Narayan Shejwalkar
12. Dr. Alok Kumar Suman
13. Shri Shyam Singh Yadav

RAJYA SABHA

14. Shri Dineshchandra Jemalabhai Anavadiya
15. Shri Shamsheer Singh Dullo
16. Shri Iranna Kadadi
17. Shri Rathwa Naranbhai Jemlabhai
18. Shri Ram Shakal
19. Shri Ajay Pratap Singh

SECRETARIAT

- | | | |
|-----------------------|---|------------------|
| 4. Shri D. R. Shekhar | - | Joint Secretary |
| 5. Shri A. K. Shah | - | Director |
| 6. Shri Nishant Mehra | - | Deputy Secretary |

2. At the outset, the Chairperson welcomed the Members to the sitting of the Committee convened for consideration of three Draft Reports of the Committee on Demands for Grants (2022-23) in respect of XXX XXX XXX, Department of Land Resources (Ministry of Rural Development) and XXX XXX XXX and 01 Draft Report on XXX XXX XXX.

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

- (i) XXX XXX XXX XXX;
- (ii) Demands for Grants (2022-23) of the Department of Land Resources (Ministry of Rural Development);
- (iii) XXX XXX XXX XXX
- (iv) XXX XXX XXX XXX

4. Draft Reports were taken up for consideration one-by-one and after discussion, the Committee adopted the above Draft Report without any modifications. The Committee then authorized the Chairperson to finalize the aforesaid Draft Reports and present the same to the Parliament.

The Committee then adjourned.

XXX Not related to the Draft Report