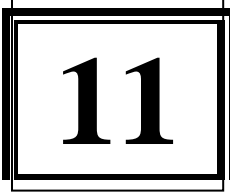


STANDING COMMITTEE ON RURAL DEVELOPMENT

(2009-2010)



FIFTEENTH LOK SABHA

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

DEMANDS FOR GRANTS (2009-10)

[Action taken by the Government on the recommendations contained in the Second Report of the Standing Committee on Rural Development (Fifteenth Lok Sabha)]

ELEVENTH REPORT



LOK SABHA SECRETARIAT

NEW DELHI

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**STANDING COMMITTEE ON
RURAL DEVELOPMENT
(2009-2010)**

(FIFTEENTH LOK SABHA)

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

[Action taken by the Government on the recommendations contained in the Second Report of the Standing Committee on Rural Development (Fifteenth Lok Sabha)]

Presented to Lok Sabha on 29.07.2010

Laid in Rajya Sabha on 29.07.2010



LOK SABHA SECRETARIAT

NEW DELHI

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(iii)
COMPOSITION OF THE STANDING COMMITTEE ON RURAL DEVELOPMENT
(2009-2010)

Shrimati Sumitra Mahajan - *Chairperson*

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30. Miss Anusuiya Uikey

Secretariat

- | | | |
|---------------------|---|---------------------|
| 1. Shri P.K. Grover | - | Joint Secretary |
| 2. Shri A.K. Shah | - | Additional Director |

* w.e.f. 15 April, 2010

** Re-nominated w.e.f. 3 May, 2010

@ Consequent upon retirement of Shri Bhagwati Singh, MP, Rajya Sabha from membership of Rajya Sabha w.e.f. 4 July, 2010.

(iv)

INTRODUCTION

I, the Chairperson of the Standing Committee on Rural Development (2009-2010) having been authorised by the Committee to submit the Report on their behalf, present the Eleventh Report on the action taken by the Government on the recommendations contained in the Second Report of the Standing Committee on Rural Development (Fifteenth Lok Sabha) on Demands for Grants (2009-10) of the Department of Land Resources (Ministry of Rural Development).

2. The Second Report (Fifteenth Lok Sabha) was presented to Lok Sabha on 17 December, 2010. The replies of the Government to all the recommendations contained in the Report were received on 12th February, 2010.

3. The replies of the Government were examined and the draft Report was considered and adopted by the Committee at their sitting held on 7th July, 2010.

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

NEW DELHI;
20 July, 2010
29 Asadha, 1932 (Saka)

SUMITRA MAHAJAN
Chairperson,
Standing Committee on Rural Development

CHAPTER I

REPORT

This Report of the Committee on Rural Development (2009-10) deals with the action taken by the Government on the recommendations contained in their Second Report on Demands for Grants (2009-10) of the Department of Land Resources (Ministry of Rural Development) which was presented to Lok Sabha on 17 December, 2009.

2. Action taken replies have been received from the Government in respect of all the 27 recommendations which have been categorised as follows:

- | | | |
|-------|-------------|---|
| (i) | Chapter II | Recommendations which have been accepted by the Government : |
| | | Para Nos.: 2.6, 3.3, 3.4, 3.17, 3.22, 4.18, 4.19, 4.28, 4.29, 4.30, 4.35, 5.8, 5.9, 5.10, 5.11, 5.12, 5.22 and 5.24 |
| (ii) | Chapter III | Recommendations which the Committee do not desire to pursue in view of Government's replies : |
| | | Para Nos.: 3.16 and 4.31 |
| (iii) | Chapter IV | Recommendations in respect of which replies of the Government have not been accepted by the Committee : |
| | | Para Nos.: 4.43 and 5.23 |
| (iv) | Chapter V | Recommendations in respect of which final replies of the Government are still awaited : |
| | | Para Nos. : 3.23, 4.6, 4.38, 4.39 and 5.25 |

3. **The Committee would like the Department to expedite the action and furnish final replies in respect of recommendations which have been categorized under interim category, within three months of the presentation of the Report.**

4. **The Committee will now deal with action taken by the Government on some of these recommendations in the succeeding paragraphs.**

A. MONITORING OF ON-GOING PROJECTS

[Recommendation Serial Nos. 2, 11, 12 and 13 (Para Nos. 3.3, 4.28, 4.29 and 4.30)]

5. The Committee had recommended as under :-

“The Committee are also dismayed to learn that wastelands in the country as on today is as high as 55.27 million hectare in spite of implementation of three area development programmes of IWDP, DPAP and DDP over the last twenty years. The Committee, therefore, doubt the utility of these programmes as the achievements have not been on expected lines over the years. The Committee recall that in the previous Thirty-sixth Report *para* 3.34 the Committee had underlined the need for monitoring of different projects under IWDP, DPAP and DDP. In view of the above the Committee recommend that the ongoing schemes be implemented in a more focused manner so that something tangible is discernible at ground level.”

[Recommendation Serial No. 2 (Para No. 3.3)]

“The Committee are constrained to note that during the last fifteen years *i.e.* from 1995-1996 to 2008-2009 out of the total of 45,062 projects sanctioned in IWDP, DPAP and DDP projects involving a cost of around Rs.17,918 crore with Central share of Rs.14,299 crore the actual releases have been only around Rs.9936 crore. The Committee are not convinced with the reasons advanced for the lower releases that under the above programmes projects are sanctioned for a period of 5 years and funds are spread over 5 to 7 installments. The Committee are also constrained to note that out of the 45,062 projects sanctioned, only 14,687 have been completed which is less than one-third of total projects sanctioned. Remaining projects have been shown as on-going. The Department is stated to have been impressing upon the State Governments at the review meetings the urgency to complete ongoing projects in 2-3 years time. Yet the Committee feel that the completion of projects of as low as one-third of the total projects sanctioned indicates that necessary urgency for completion of projects as claimed by the Department is not realized at ground level in different States.”

[Recommendation Serial No. 11 (Para No. 4.28)]

“In this connection, the Committee have been impressing upon for proper monitoring of projects in their previous Reports presented to the

Parliament from time to time. The Committee, therefore, strongly recommend that concerted and persistent efforts should be made not only by the Department of Land Resources but also by all the authorities/agencies involved in execution of these projects.”

[Recommendation Serial No. 12 (Para No. 4.29)]

“The Committee after going through the State-wise figures of projects sanctioned *vis-à-vis* projects completed find that the major States where large number of sanctioned projects are awaiting completion are Rajasthan, Gujarat, Karnataka etc. In Rajasthan out of 8,775 projects sanctioned only 2,934 projects have been completed, in Gujarat out of 5,590 projects sanctioned only 1,657 have been completed, in Karnataka out of 4,038 projects sanctioned only 1,296 have been completed. The Committee, therefore, recommend that the bottlenecks if any, in the completion of projects in such States should be removed and concrete efforts be made for expeditious completion of pending projects.”

[Recommendation Serial No. 13 (Para No. 4.30)]

6. The Department in the action taken reply have stated as under :-

“As per the recommendations of Standing Committee, DoLR has made following concerted efforts to monitor the Watershed schemes in a more focused manner:

- The Department has been continuously reviewing the ongoing projects which are overdue for completion. As a conscious strategy for the first two years of the 11th Plan, viz., 2007-08 & 2008-09, no new projects were sanctioned in 2007-08 & 2008-09 and funds were released only for completion of projects. This resulted in completion of 2465 projects in 2008-09, compared to 516 in 2006-07 and 1221 in 2007-08.
- In compliance of the recommendations of the Committee, the Department has formulated and conveyed to the States, the following policy to ensure completion of ongoing and overdue projects:
 - (i) The Pre-Hariyali projects* where only 1 or 2 installments have been released so far shall be closed and the States shall refund the unspent balance with the interest accrued thereon and furnish Utilization Certificates for the funds spent.
 - * (projects sanctioned up to 2002-03 and which should have been completed by 2007-08)
 - (ii) In case of Hariyali projects where one installment has been released in 2003-04 or 2004-05 and the State Government has

not requested for the release of next installment, the State Government shall close such projects and intimate to the Department of Land Resources, the untreated area of these projects. The State Government may consider taking up such areas under the Integrated Watershed Management Programme (IWMP). However, documents as indicated in Para (i) above shall be submitted to the Department.

- (iii) In cases, where the State Government has requested for release of 2nd installment within 4 years of release, the release of 2nd installment in such cases would be considered on a case to case basis. The reckoning of the period of 4 years for not requesting for the next installment shall be counted from the financial year in which the funds were first released by the Department.
- (iv) In projects, where no work has been executed in the field and the projects are closed by the State Government, the Secretary of the Nodal Department implementing watershed programmes in the State may certify the same to the Department of Land Resources. The State Government may consider taking up such areas under IWMP. However, documents as indicated in Para (i) shall be submitted to the Department.
- (v) The cut-off dates for completion of the Pre-Hariyali and Hariyali projects are March, 2011 and December, 2012 respectively except in the projects located in snow bound areas where actual working season is limited to 3-4 months in a year. For these areas, a grace period of 3 years beyond the cut-off dates would be considered on furnishing a certificate to this effect by the State Government.
- In the Regional Review Meetings held with the State Officials, it was pointed out by various State representatives that the funds released to the DRDAs do not reach the projects in time. They, therefore, suggested that the fund flow be routed through the dedicated State Level Nodal Agency (SLNA) constituted under IWMP. The matter was taken up with NRAA for change in Common Guidelines for Watershed Development Projects, 2008, which was agreed by the Executive Body and accordingly the fund flow is now being routed through the SLNAs.
- A scheme of Area Officers has been implemented in the Department and the officers are visiting States for effective monitoring.”

[Reply to Recommendation Serial Nos. 2 and 11 (Para Nos. 3.3 and 4.28)]

“..... the Department is taking all necessary steps to expedite completion of ongoing projects. Letters have been sent to the Chief Secretaries of all the States conveying the concern of the Committee for taking necessary steps at their end.”

[Reply to Recommendation Serial No. 12 (Para No. 4.29)]

“Each watershed project has a project duration of 5 years. The projects which have completed their project period become due for completion.

Completion of projects in the scheduled timeframe is being pursued with the States. State-wise projects sanctioned, projects due for completion and projects completed in Gujarat, Karnataka & Rajasthan are as under:

Name of the State	No. of projects sanctioned	No. of projects due for completion	No. of projects completed (as on 31.12.2009)
Gujarat	5,590	3621	2082 (57%)
Karnataka	4,038	2643	1777 (67%)
Rajasthan	8,775	5287	3396 (64%)

In the regional review meetings, States have informed that the main bottleneck is delay in fundflow from DRDA/ZP to implementing agencies and requested for release of central assistance directly to State Level Nodal Agencies (SLNA) under IWMP. The issue was taken up with National Rainfed Area Authority (NRAA) by the Department of Land Resources on 24.08.2009. NRAA discussed the matter in its executive committee meeting held on 03.11.2009 and recommended for release of funds directly to SLNAs under IWMP. Accordingly, NRAA has issued amendment to Common Guidelines, 2008 on 24.11.2009. As per the amendment made by the NRAA in the Guidelines, Department of Land resources revised the policy of release of funds under IWMP on 9.12.2009. Now, the funds are being directly released to SLNAs, who may release funds to the respective Project Implementing Agencies, as the case may be.

Besides, the Department has also formulated and conveyed policy interventions to States for timely completion of overdue projects as indicated in para 3.3 above. The matter is also being pursued with the State Governments.”

[Reply to Recommendation Serial No. 13 (Para No. 4.30)]

7. The Committee find that in regard to their recommendation about more focused implementation of on-going projects a number of measures have been undertaken which *inter-alia* include non-sanctioning of new projects in initial two years of the Eleventh Plan, release of funds only for completion of projects etc. During the course of examination of Demands for Grants (2010-2011) of the Department they also notice that as a result as large as 2465 on-going projects of IWDP, DPAP and DDP have been identified for closure. They also recall that in their previous Report viz. Seventh Report (Para No. 4.27) they have recommended that before taking final decision on closure of as large as 2465 projects spreading over big States like Bihar, Jharkhand, Orissa etc. the concerned State Governments be consulted on case to case basis as closure of such large number of projects at one go would not be in consonance with over all planning and implementation. In view of the foregoing they would like to reiterate their recommendation made in this regard.

8. The reply of Government to the Committee's recommendation for making concrete efforts by the Department and by the implementing agencies in execution of projects, does not deal at all with over-all planning and implementation except mentioning that funds are now being directly released to State Level Nodal Agencies (SLNAs) who may release it to the Project Implementing Agencies (PIAs) and implementation of Area Officers Scheme. The Committee regret to note that the reply is silent about the State specific problems coming in the way of on-going watershed projects like weak institutional support, pathetic on-line monitoring of different watershed projects under IWDP, DPAP

and DDP, absence of their post launch care etc. and the extent to which these have been addressed. They, therefore, desire that a comprehensive reply covering such important aspects be furnished to them so as to arrive at a logical conclusion. They would also like to be apprised about the tangible impact, the funds being released directly to SLNAs.

**B. EXPEDITIOUS CLEARANCE OF BIO-FUEL PROGRAMME
[Recommendation Serial Nos. 7 and 18 (Para Nos. 3.23 and 4.43)]**

9. The Committee in their original Report had recommended as under :

“The Committee note that for IWMP against the outlay of Rs.1968 crore during 2009-2010, the releases so far are Rs.1003.98 crore, whereas for NLRMP against the outlay of Rs.400 crore the releases are Rs.135.52 crore only. The Committee are constrained to learn that Rs. 30 crore for bio-fuel may go unutilized. The Committee recommend that the Department should strive hard to increase pace of releases in the remaining half of the current year particularly in respect of NLRMP to ensure full utilization of funds. Besides, it should also be ensured that the funds utilized lead to achievement of corresponding physical targets. Besides, the Committee also recommend that the Department should make all out efforts for obtaining clearance for the bio-fuel programme from the Group of Ministers for its finalization after taking into account necessary impact assessment study of plantation work already done on Jatropa, so that Rs. 30 crore earmarked for this programme does not go unutilized.”

[Recommendation Serial No. 7 (Para No. 3.23)]

“The Committee are unhappy to note that prolonged delay in finalization of the Bio-diesel programme for one reason or another has occurred since the programme was started way back in April, 2003. The Committee also recall that this issue has been constantly pursued in their examination of Demands for Grants in the previous years. It has also figured in their Thirty-sixth Report on Demands for Grants (2007-2008). The Committee have now been informed that the programme has been approved by Group of Ministers at their sitting held on 24 February 2009 in principle, subject to three conditions. One of these relates to prior assessment of plantation work and positive feedback before initiating the demonstration phase. The Committee have also been informed that the Department is in

the process of carrying out an Impact Assessment Study of Jatropha and Pongamia plantations in India by an independent agency. The Committee recommend that the Department should complete the above impact assessment study without any loss of time for taking final view on the issue. While recommending for expeditious clearance of National Mission on Bio-diesel, the Committee would like to emphasise that the Jatropha and Pongamia cultivation in the country should be done without affecting the food security and agricultural land of the country.”

[Recommendation Serial No. 18 ([Para No. 4.43])]

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

“Under the IWMP, the BE of Rs.1968 crore was reduced to Rs.1819.80 crore at the RE stage. By the end of January 2010, Rs.1427 crore, i.e., 78.4% of the funds have already been sanctioned and released. The Department will make all out efforts to utilise this amount within this financial year. Under NLRMP, the BE of Rs.400 crore was reduced to Rs.199.99 crores at RE stage. This entire amount will be utilized within this financial year. Regarding bio-fuel, the Department made all out efforts to get the clearance from Group of Ministers. The matter thereafter was taken to the Cabinet. As per the decision of the Cabinet, study is to be conducted on impact of plantation already taken up in the country and if positive feedback is received, then only demonstration phase can be taken up. Action has already been initiated to comply with the decision of the Cabinet.”

[Reply to Recommendation Serial No. 7 (Para No. 3.23)]

“The Group of Ministers (GoM) gave a conditional recommendation for the demonstration phase of Bio-diesel Programme in its meeting held on 24th February 2009. The GoM recommendations were submitted to the Cabinet by Ministry of New & Renewable Energy. As per the Cabinet decision, the Bio-diesel Mission has been given only “in principle” approval subject to receipt of positive feedback of the assessment of the plantations work already carried out in the country. Necessary action has been taken in the matter.”

[Reply to Recommendation Serial No. 18 (Para No. 4.43)]

11. The Committee note with dismay that endless status-quo is prevailing on the issue of clearance of Bio-diesel programme from Group of Ministers (GoM).

They are also constrained to note the action taken reply of the Department is silent on crucial issue of impact assessment study by an independent agency necessary for initiating the demonstration phase which the Department was in the process of carrying out last time also. They are also unhappy to find that instead of giving latest update on the issue, the Committee have been given old position on the subject matter that hardly serve any purpose. They, therefore, recommend that required information be furnished to the Parliamentary Committee in future in order to arrive at the logical conclusion. The concerns of the Committee in this regard should appropriately be placed, while pursuing the issue by the Ministry with Group of Ministers.

C. EXPEDITING DATA REGARDING CONVERSION OF WASTELAND INTO AGRICULTURE LAND
[Recommendation Serial No. 8 (Para No. 4.6)]

12. The Committee had recommended as under :-

“The Committee are constrained to note that there is no updated data about wastelands in the country. The Committee are also anguished to note that whatever data that has been relied upon by the Department of Land Resources is based on Wastelands Atlas of India brought out by the Department of Land Resources in collaboration with National Remote Sensing Agency (NRSA) Hyderabad dating back to 2005, *i.e.* four years old. The Secretary, Land Resources candidly admitted before the Committee that in spite of repeated requests to different State Governments, the States are unable to inform the Department about exact area of wasteland utilized by them. The Department has also furnished varying data of wastelands as referred to in Parthasarthy Committee Report. The Committee feel that these data also do not serve the purpose of getting accurate area of wastelands in the country. According to, the Secretary, Land Resources, NRSA, Hyderabad has been asked to bring out another Atlas of Wasteland showing updated position. The Committee are dismayed to note that in the age of satellite imaginary, the country is bereft of the basic data of wasteland in the country. The Committee, wonder how in the absence of basic data the ambitious programme of

Integrated Watershed Management Programme can be implemented in a result oriented manner in the country in the coming years. The Committee, therefore, recommend that the Department should take up the matter of bringing out the updated wasteland Atlas urgently with NRSA, Hyderabad. At the same time States should be asked to report the utilization of wastelands in their respective States. The Committee also recommend in the wasteland Atlas there should be clear data regarding wastelands as also those under rain-fed area in order to have a clear picture in the matter. The concrete action in this regard should be communicated to the Committee.”

[Recommendation Serial No. 8 (Para No. 4.6)]

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

“NRSC has been assigned the task of updating the Wasteland Atlas 2005 and it is in the process of updating Wasteland Atlas. The issue of bringing out clear data regarding rainfed wastelands has been taken up with the NRSC. Further, all the States have been requested to furnish district-wise details of wastelands converted to cultivable land.”

[Reply to Recommendation Serial No. 8 (Para No. 4.6)]

14. **The Committee are constrained to note that updated Wasteland Atlas and details regarding conversion of wastelands into cultivable land in the country are not available in the country as on today. The Committee are also dismayed to find that Department of Land Resources is still in the process of updating the aforesaid Atlas with National Remote Sensing Centre (NRSC) and have requested all the States the district-wise details of wastelands converted into cultivable land. Meanwhile they also recall that this issue has also been dealt with by them in their Seventh Report (Para No. 4.13) wherein after having learnt that a separate study has been sanctioned to NRSC, Hyderabad in February, 2010 to complete the job within six to eight months time, they had recommended that NRSC, Hyderabad be given necessary assistance for the purpose. However, on the issue**

of collecting district-wise information from various States they observe that their recommendation has not been given desired level of attention. They also opine that had the Department been a little active by working on day-to-day basis, required information should have been made available by now, considering the importance of the two vital documents/details, they recommend that required information be made available to them without any further delay in order to arrive at a logical conclusion.

D. IMPLEMENTATION OF COMMON GUIDELINES

[Recommendation Serial Nos. 19 and 22 (Para Nos. 5.8 and 5.11)]

15. The Committee had recommended as under :-

“The Committee note that Integrated Watershed Management Programme (IWMP) being implemented from 1st April, 2008 under ‘Common Guidelines, 2008’ aims to restore the ecological balance by harnessing, conserving and developing degraded natural resources such as soil, vegetative cover and water so as to prevent soil run off, regenerate natural vegetation and for recharging of ground water and for rain water harvesting. The Committee have been informed that keeping in view the aforesaid diverse nature of subjects encompassing the jurisdiction of various Ministries/ Departments viz. Agriculture, Drinking Water Supply, Environment etc. the ‘Common Guidelines’ have been approved at the level of National Rain-fed Area Authority (NRAA) under Ministry of Agriculture, in order to have a co-ordinated approach. However, the Committee are constrained to note that implementation mechanism both at Central as also at State level for implementing IWMP is not moving on expected lines.”

[Recommendation Serial No. 19 (Para No. 5.8)]

“The Committee further note with dismay that the eight States which have constituted necessary SLNAs are yet to submit their State Perspective and Strategic Plans to the Department of Land Resources. Likewise, the Committee are surprised to note that in Uttarakhand, proposals worth Rs. 75 crore covering 50,000 hectare of area has been appraised and cleared by the Steering Committee at the Central level but are still awaiting necessary sanction from concerned SLNA. The Committee have also been informed that some States are facing difficulty in flow of funds from DRDAs to Project Implementing Agencies (PIAs). In order to resolve

these, the NRAA is being approached for necessary changes in 'Common Guidelines, 2008'. In view of the above, the Committee recommend that a pro-active role on the part of Steering Committee is need of the hour for constitution of SLNAs in Bihar and West Bengal and for obtaining necessary State Perspective and Strategic Plans from the eight States which have constituted SLNAs but have not submitted these to Steering Committee. The Committee would also like to be informed about the States which are yet to submit such plans. The Committee recommend that the Department should take necessary action early on other issues highlighted above for expeditious implementation of IWMP."

[Recommendation Serial No. 22 (Para No. 5.11)]

16. The Department in the action taken reply have stated as under :-

"The implementation mechanism required for IWMP has been put in place both at Central and State levels. At Central level, Steering Committee has members from Planning Commission, NRAA, technical experts from different scientific institutions, voluntary organizations, related departments of the Central and State Governments. At State level, 26 out of 28 States have constituted State Level Nodal Agency (SLNA), the dedicated institution with professional support, for implementation of IWMP. Remaining two States (Bihar & West Bengal) have been repeatedly reminded to set up SLNA.

The formats for State Perspective and Strategic Plan (SPSP), Preliminary Project Report (PPR) and formats for Management Information System have been prepared in consultation with the State Governments and circulated to all the States. As a result, SLNAs have prepared SPSP and PPRs and submitted to the Department of Land Resources for appraisal of the Steering Committee.

Formally, every Wednesday and Thursday was set aside for the meeting of the Steering Committee. However, in the course of discussions, members requested that these meetings may be held as and when the proposals are received from the States. While appraising projects, members raise queries on technical issues of the proposals and give valuable suggestions. With this arrangement, no State proposal, complete in all respects, is pending in the Department.

The Steering Committee has appraised the State Perspective & Strategic Plans of 20 States and cleared projects for a total area of 6.25 million ha for implementation during 2009-10.

As indicated in para 4.30, the Department is now releasing funds directly to SLNAs, who may release funds to the respective Project Implementing Agencies, as the case may be. This will ensure that the

time-gap between the release of funds from the Central Government and the receipt of the same by the PIA will be considerably reduced.”

[Reply to Recommendation Serial No. 19 (Para No. 5.8)]

“The Department has pursued the matter with the States which have not submitted State Perspective and Strategic Plan (SPSP). Consequently, Jharkhand, Kerala, Mizoram and Uttar Pradesh have furnished SPSP. These SPSPs have been appraised by the Steering Committee during December 2009 – January 2010. Remaining 4 States viz. Goa, Haryana, Jammu & Kashmir and Manipur have been reminded to submit SPSP for appraisal of the Steering Committee. In the case of Uttarakhand, the sanction has been issued by the SLNA on 22/12/2009 which had earlier been appraised by the Steering Committee.

The issue of fundflow was taken up to National Rainfed Area Authority (NRAA) by the Department of Land Resources on 24/08/2009. NRAA discussed the matter in its executive committee meeting held on 03/11/2009 and recommended for release of funds directly to SLNAs under IWMP. Accordingly, NRAA has issued amendment to Common Guidelines, 2008 on 24/11/2009. As per the amendment made by the NRAA in the Guidelines, Department of Land resources revised the policy of release of funds under IWMP on 9.12.2009 and funds are being directly released to SLNAs, who may release funds to the respective Project Implementing Agencies, as the case may be.

Regarding setting up of SLNA, the Chief Secretaries of Bihar and West Bengal have again been reminded to constitute SLNA.”

[Reply to Recommendation Serial No. 22 (Para No. 5.11)]

17. The Committee note with satisfaction that fundamental requirements under the ‘Common Guidelines’ of constitution of State Level Nodal Agencies (SLNAs) and preparation of State Perspective and Strategic Plan (SPSP)/Preliminary Project Report (PPR) for watershed projects have been met by way of setting up of SLNAs and preparation of SPSP/PPR barring a few exceptions. About constitution of SLNAs they recall that during the course of examination of Demands for Grants (2010-11) they have been already informed that SLNA in

West Bengal has been set up and constitution of SLNA in Bihar is in the process. They also recall that in their Seventh Report (Para No. 5.13) they had recommended that expeditious constitution of SLNA in Bihar should be pursued vigorously so that the process of constitution of SLNAs in all States is completed. The Committee, therefore, wish to reiterate their recommendation and urge the Department to apprise the latest update in this regard.

18. On the issue of submission of SPSPs by remaining States, the Committee are constrained to note that four States of Goa, Haryana, Jammu and Kashmir and Manipur are yet to submit the necessary SPSPs and the Committee have been informed that these States have also been reminded to do so. In this connection they recall that in their Seventh Report (Para 5.18) they had also dealt with this issue and had felt of a need to have an independent assessment of the problem with regard to the affected States for submission of their SPSPs/DPRs. They, therefore, while reiterating their recommendation urge upon the Department to apprise them follow up action if any taken in this regard. They also recommend the Department to persuade the aforesaid States for submission of stipulated SPSPs under IWMP programme.

**E. SPEEDIER AND TIME BOUND IMPLEMENTATION RECOMMENDED FOR NATIONAL LAND RECORD MANAGEMENT PROGRAMME (NLRMP)
[Recommendation Serial Nos. 25 and 26 (Para Nos. 5.23 and 5.24)]**

19. The Committee had recommended as under :-

“The Committee are dismayed to note that implementation of the NLRMP so far in the country is also far below the expectations. As against the target of 210 districts as on 31.10.2009, the actual coverage was as low

as 102 districts for this programme. The Committee apprehend that with this slow pace the target of covering 455 districts in the country by 2011-12 is unachievable by any stretch of imagination. The Committee, therefore, recommend that all out efforts be made to speed up NLRMP coverage as per targets drawn in this behalf.”

[Recommendation Serial No. 25 (Para No. 5.23)]

“The Committee note that Department has delineated ladder like approach for securing conclusive titles of land records in the country ranging from computerization to automated mutation of property after its registration. The Committee have been informed that as a result of the review of NLRMP held on 18-19 August 2009 various revelations have been made available from different States in this regard. These relate to various flaws like delay in release of amount, non-reporting of progress, non-utilisation of funds under NLRMP etc. In view of the serious revelations reflected above, the Committee feel that ladder like approach as also other details may be communicated to these States so as to eliminate the bottlenecks being faced by these States. The Committee, therefore, recommend that a time-bound approach is very necessary for securing the goals of NLRMP during the designated period.”

[Recommendation Serial No. 26 (Para No. 5.24)]

20. The Department in the action taken reply have stated as under :-

“The programme envisaged that in each State and UT, begin with 1 or 2 districts, then to scale up to 3-4 districts per State/UT, and to cover the entire country by the 12th Plan period. Accordingly, 69 districts in the States/UTs were covered under the programme during 2008-09, the first year. In the year 2009-10, so far, funds have been released for 35 districts, and the Project Sanctioning Committee has approved another 17 districts under the NLRMP. Proposals for more districts are expected during the rest of the financial year.

The Department has initiated a number of measures to speed up the coverage of NLRMP in various States/UTs. One of the important initiatives has been to bring the stakeholders from both the Govt. side as well as the private sector together on one platform for a free and meaningful interaction and transfer of technology, in the form of the NLRMP Technical Fair-2009, organized from 15th to 17th December, 2009 at the Indian Habitat Centre, New Delhi. The private sector organizations active in the relevant field, the apex level technical agencies of the Government of India (Gol) and all the State and UTs were invited to participate in the Fair.

There were 62 stalls including 6 stalls by the Govt. agencies: (1) NIC HQ, (2) Survey of India, (3) NRSC/ISRO, (4) Government of West Bengal, (5) NIC Andhra Pradesh State Unit, and (6) the Stock Holding Corporation of India Ltd. (SHCIL). Prominent among the private sector participants included the Infosys Technologies Ltd., the Tata Consultancy Services Ltd., the WIPRO Ltd., the IL&FS Technologies Ltd., the HCL Infosystems Ltd., the Genesys International Corp. Ltd., the HTC Global Services, the NIIT GIS Ltd., the Leica Geosystems, Pitney Bowes (from the UK), SALMAT (from Northern Territory, Australia), FENO (from France), CADASTEC from Australia, among others.

In addition to the stalls, the Fair had an interaction area, which facilitated exchange of ideas and information on the requirements of the States and UTs vis-à-vis the offerings of the vendors, contact information, etc. Also, concurrently, presentations were arranged in two halls, where 64 presentations were made by 47 private sector organizations, 3 technical agencies of the GoI as well as the State Governments of Gujarat, Kerala, Bihar, Madhya Pradesh and West Bengal. All the participating organizations from abroad made presentations.

Technical Fair has been highly appreciated by various participants. Some of the feedback received in this regard is as follows:-

1. Micronet Solutions, Nagpur

“Congratulations on the success of NLRMP 2009. You have laid the foundation for ‘effective’ governance. This program will have a cascading effect. I am overwhelmed by the thought of an integrated system of land records (Map based), ROR (Right of Records), Titling (Deeds & ownership). Just thinking about an integrated system like this makes me smile. Who thought that this could be implemented in India. But you’ve have sown the seed whose benefit shall be reaped by the generations to come.

The immediate and tangible benefits would be transparency, efficiency, effectiveness and peace of mind for the land owners. The intangible benefits starts with decreased pressure on judicial system owing to integration of these three functions, Increase in Tax Revenues, uncovering Mass & unlawful land holdings by miscreants (Benami Properties, dual ownerships etc.)”

2. RMSI, NOIDA

“The event, the first of its kind in the history of land reforms in India, is a classic example of bringing together the Public and the Private Sector for development, better governance and public welfare”.

I would like to also thank you for giving us an opportunity to exhibit at the Fair. Exhibiting at the Fair and interacting with delegates from different states helped us immensely in

understanding the needs of different State land departments that will help us in creating solutions as per needs of different States leading towards optimum success of the NLRMP programme.”

3. Capital Business systems Limited, New Delhi

“It was indeed a privilege for CBSL to be part of immensely successful NLRMP Technical Fair, 2009. My congratulations to you and all in NLRMP management.”

I am confident that the very idea of NLRMP Technical Fair and mutually enriching discussion and dialogue amongst all stake holders will make direction setting contributions towards successful implementations under NLRMP.”

[Reply to Recommendation Serial No. 25 (Para No. 5.23)]

“The ladder-like approach has been communicated to the States/UTs from time to time and has also been discussed in the meetings, workshops organized by the Department on the NLRMP. Further, this has also been included in the Guidelines and Technical Manuals for implementation of the programme. The Guidelines and the Technical Manuals formulated for implementation of the programme include all components of the programme in detail.

Efforts will be made by the Deptt. to act upon the recommendation of the Committee to develop a time-bound approach for the NLRMP, in consultation with the States/UTs.”

[Reply to Recommendation Serial No. 26 (Para No. 5.24)]

21. The Committee had recommended for speeding up of National Land Record Modernisation Programme (NLRMP) coverage in the country with time bound approach for securing the goal of the NLRMP programme in the light of slow progress on coverage and in view of various other flaws like delay in release of amount, non-reporting of progress in NLRMP etc. from different States. However they find that the action taken replies are too general and interim in nature in as much as these merely state that process of coverage under the NLRMP programme commences with 1 to 2 districts initially in each State to be extended to 3 to 4 States afterwards. Further, it also mentions about coverage

done during 2008-09, funds released/approval accorded and proposed work during 2009-10. In this connection they recall that during the course of examination of Demands for Grants (2010-11) the actual NLRMP coverage has gone upto 141 districts across the country. The Committee would like to know the latest update in this regard.

22. As regards all out efforts taken by the Department to speed up the coverage, the Committee note with dismay that the action taken reply nowhere indicates as to how the initiative taken by the Department of public-private partnership that was discussed in the NLRMP Technical Fair, 2009 held in New Delhi had resulted in accelerating the pace of coverage of NLRMP programme in different States. They therefore, desire whether the aforesaid idea of public private partnership also influenced the Government policy of NLRMP coverage in the country.

23. On the issue of implementation of ladder like approach for implementation of NLRMP programme and in the process elimination of various bottlenecks being faced by different State Governments, the Committee are constrained to note that here also action taken reply is too general and does not at all spell out remedial measures taken to address various flaws like delay in release of amount, non-reporting of progress etc. being encountered by different States. They, therefore, desire that a comprehensive reply be furnished to them in this regard so as to arrive at a logical conclusion.

Chapter II

RECOMMENDATIONS WHICH HAVE BEEN ACCEPTED BY THE GOVERNMENT

Recommendation (Serial No. 1, Para No. 2.6)

The Committee note that direction 73 A of the 'Directions by the Speaker' is not being followed in the right spirit. This is evident from the considerable delay in making the Statement by the Minister in the House regarding status of implementation of recommendations contained in Thirty-Sixth Report of the Committee on Demands for Grants (2008-2009) in respect of the Department of Land Resources. In Committee's opinion the Department has not shown the desired urgency and will to make the Statement within the stipulated period. The Committee desire that in future the Statement under direction 73 A should be made within the prescribed time limit. The Committee are, however, glad to note that their recommendations made in their previous Reports regarding enhancing the per hectare cost norms for wasteland development and finalization of guidelines of the restructured programmes of land record management have found favours from EFC in the Ministry of Finance as well as the Cabinet Secretariat that resulted in finalization of cost norms as also NLRMP.

Reply of the Government

As per direction 73A of Speaker, Lok Sabha & rule 266 of Rules of Procedure & Conduct of Business in the Council of States & following the direction by Hon'ble Chairman, Rajya Sabha, Hon'ble Minister of Rural Development was to make a statement in both Houses of Parliament on implementation of recommendations contained in thirty sixth report of Standing Committee on Rural Development pertaining to Department of Land Resources within six months of presentation of Report to Parliament. The Report was presented to Parliament on 17.4.2008. Action Taken replies were sent to Standing Committee on 26.08.2008. Accordingly Speaker, Lok Sabha & Chairman, Rajya Sabha were requested by Minister of Rural Development for giving dates to him for making the statement and on receipt of such dates he made the statement on 12.12.2008 in Lok Sabha & on 17.12.2008 in Rajya Sabha. Second Report of the Standing Committee on Rural Development on Demands for Grants (2009-10) in respect of Department of Land Resources has been presented to Parliament on 17.12.2009. Every effort will be made to ensure that Minister of Rural Development makes the statement on the Action Taken on the 2nd Report of the Standing Committee on Rural Development during Budget Session 2010-11.

[O.M. No. Z-16015/4/2009-GC Dated : February, 2010 of Department of Land Resources (Ministry of Rural Development)]

Recommendation (Serial No. 2, Para No. 3.3)

The Committee are also dismayed to learn that wastelands in the country as on today is as high as 55.27 million hectare in spite of implementation of three area development programmes of IWDP, DPAP and DDP over the last twenty years. The Committee, therefore, doubt the utility of these programmes as the achievements have not been on expected lines over the years. The Committee recall that in the previous Thirty-sixth Report *para* 3.34 the Committee had underlined the need for monitoring of different projects under IWDP, DPAP and DDP. In view of the above the Committee recommend that the ongoing schemes be implemented in a more focused manner so that something tangible is discernible at ground level.

Reply of the Government

As per the recommendations of Standing Committee, DoLR has made following concerted efforts to monitor the Watershed schemes in a more focused manner:

- The Department has been continuously reviewing the ongoing projects which are overdue for completion. As a conscious strategy for the first two years of the 11th Plan, viz., 2007-08 & 2008-09, no new projects were sanctioned in 2007-08 & 2008-09 and funds were released only for completion of projects. This resulted in completion of 2465 projects in 2008-09, compared to 516 in 2006-07 and 1221 in 2007-08.
 - In compliance of the recommendations of the Committee, the Department has formulated and conveyed to the States, the following policy to ensure completion of ongoing and overdue projects:
 - (i) The Pre-Hariyali projects* where only 1 or 2 installments have been released so far shall be closed and the States shall refund the unspent balance with the interest accrued thereon and furnish Utilization Certificates for the funds spent.
- * (projects sanctioned up to 2002-03 and which should have been completed by 2007-08)
- (ii) In case of Hariyali projects where one installment has been released in 2003-04 or 2004-05 and the State Government has not requested for the release of next installment, the State Government shall close such projects and intimate to the Department of Land Resources, the untreated area of these projects. The State Government may consider taking up such areas under the Integrated Watershed Management Programme (IWMP). However, documents as indicated in Para (i) above shall be submitted to the Department.
 - (iii) In cases, where the State Government has requested for release of 2nd installment within 4 years of release, the release of 2nd installment in such cases would be considered on a case to case basis. The reckoning of the period of 4 years for not requesting for the next installment shall be counted from the financial year in which the funds were first released by the Department.

- (iv) In projects, where no work has been executed in the field and the projects are closed by the State Government, the Secretary of the Nodal Department implementing watershed programmes in the State may certify the same to the Department of Land Resources. The State Government may consider taking up such areas under IWMP. However, documents as indicated in Para (i) shall be submitted to the Department.
- (v) The cut-off dates for completion of the Pre-Hariyali and Hariyali projects are March, 2011 and December, 2012 respectively except in the projects located in snow bound areas where actual working season is limited to 3-4 months in a year. For these areas, a grace period of 3 years beyond the cut-off dates would be considered on furnishing a certificate to this effect by the State Government.
- In the Regional Review Meetings held with the State Officials, it was pointed out by various State representatives that the funds released to the DRDAs do not reach the projects in time. They, therefore, suggested that the fund flow be routed through the dedicated State Level Nodal Agency (SLNA) constituted under IWMP. The matter was taken up with NRAA for change in Common Guidelines for Watershed Development Projects, 2008, which was agreed by the Executive Body and accordingly the fund flow is now being routed through the SLNAs.
 - A scheme of Area Officers has been implemented in the Department and the officers are visiting States for effective monitoring.

[O.M. No. Z-16015/4/2009-GC Dated : February, 2010 of Department of Land Resources (Ministry of Rural Development)]

Comments of the Committee

(Please see Paragraph No.7&8 of Chapter I of the Report)

Recommendation (Serial No. 3, Para No. 3.4)

The Committee deplore the way the planning for new schemes is being made. They are dismayed to note that too many policy interventions on wasteland development have been made from time to time. For instance, consequent upon Hanumantha Rao Committee recommendations in 1994 the three area development programmes of IWDP, DDP and DDP were implemented on watershed basis; accordingly, the guidelines were framed on watershed basis. In 2001 and 2003 these guidelines were further revised for making them more focused. Finally in 2008 the Department of Land Resources have come out with 'Common Guidelines' based on the recommendations of Parthasarthy Committee Report. In Committee's view such frequent changes in policy for wasteland development may be one of the reasons for slow progress in this area. The Committee also feel that frequent changes not only lead to confusion among project implementing agencies (PIAs) about implementation of the programmes but also do not project a clear and true picture about the programmes among the beneficiaries and public at large. The Committee, therefore, desire that PIAs should be properly

educated in different States so that the on going projects are completed in time. The Committee would also like that all the corrective action should be taken so as to achieve the indicate objectives under the aforesaid schemes and also to ensure cent percent utilization under different schemes along with achieving the physical target.

Reply of the Government

- As recommended by the Committee, special attention will be paid to capacity development of the stakeholders of the project especially PIAs. The State Governments have already been requested to ensure intensive training for PIAs.
- Further, in compliance of the recommendations of the Committee, the Department has formulated and conveyed to the States, a policy to ensure completion of ongoing and overdue projects. The details of this policy have been given in reply to para 3.3 above.

[O.M. No. Z-16015/4/2009-GC Dated : February, 2010 of Department of Land Resources (Ministry of Rural Development)]

Recommendation (Serial No. 5, Para No. 3.17)

About NLRMP, the Committee feel that there could not be a case of worse planning than in this case. It is surprising to find that against the Eleventh Plan allocation of Rs.581 crore, after release of Rs.188.76 crore during previous year *i.e.* 2008-2009 and Rs. 400 crore as allocation for current year, the Department does not have any allocations available for remaining two years of the Eleventh Plan. The Committee have been informed that the Planning Commission is now being requested in this regard for necessary funds. About Bio-fuel Programme the Committee find the Programme is still awaiting clearance. In Committee's opinion all these developments of reduction in targets under IWMP, lack of funds for NLRMP and uncertainty over bio-fuel do not speak well about the over all functioning of the Department, particularly, when the utilization of Plan funds is only 30 per cent so far. This definitely calls for renewed efforts to be made on the part of the Department in all these areas in order to fully utilise the allocation of the order of Rs.17,205.49 crore for Eleventh Plan Period. The Committee, therefore, recommend that concerted efforts should be made in these areas so as to utilise full outlay during remaining two years of the current Plan. The Committee also strongly recommend that adequate allocation should be provided to NLRMP and the Department should make every effort to ensure that it is meaningfully utilized.

Reply of the Government

As observed by the Committee, renewed efforts have been made by the Department for adequate provision of funds under NLRMP so as to meet the targeted requirement in the balance period of the current Plan. Planning Commission has been requested to increase the budgetary allocation for NLRMP from Rs.581 crores to Rs.1216 crores which includes additional allocation of Rs.635 crores for the next two years. A provision of Rs.300 crores was requested for the year 2010-11. Similarly

under Watershed Programme also, an allocation of Rs.4995 crores was requested for allocation for the year 2010-11 so as to utilize the full allocation of fund under IWMP for the 11th Plan in the balance two years. Unfortunately, Planning Commission, against a total requirement of Rs.5330 crores, has only allocated Rs.2660 crores for the year 2010-11. However, the Department has requested the Planning Commission to increase allocation by at least Rs.2512 crores more for the next year, i.e., Rs.940 crores for committed liabilities and Rs.1572 crores for sanctioning new projects under IWMP.

[O.M. No. Z-16015/4/2009-GC Dated : February, 2010 of Department of Land Resources (Ministry of Rural Development)]

Recommendation (Serial No. 6, Para No. 3.22)

The Committee are constrained to note that there has been reduction of Plan funds at revised estimate stage during 2007-2008 and 2008-2009 to the extent on Rs.100 crore and Rs. 600 crore respectively. Various reasons like slow expenditure on the schemes of 'Professional Support' and non-receipt of proposals from the States for 'Externally Aided Projects' during 2007-2008 and delay in Cabinet clearance for IWMP during 2008-2009 have been given as reasons for such reduction at RE stage. The Committee feel that these reasons were well within the control of the Department. In their view, had the Department taken sufficient caution, huge aforesaid reduction in Plan Budget during 2007-2008 and 2008-2009 could have been avoided.

Reply of the Government

Under the IWMP, the BE of Rs.1968 crore was reduced to Rs.1819.80 crore at the RE stage. By the end of January 2010, Rs.1427 crores, i.e., 78.4% of the funds have already been sanctioned and released. The Department will make all out efforts to utilise this amount within this financial year. Under NLRMP, the BE of Rs.400 crores was reduced to Rs.199.99 crores at RE stage. This entire amount will be utilized within this financial year. Regarding bio-fuel, the Department made all out efforts to get the clearance from Group of Ministers. The matter thereafter was taken to the Cabinet. As per the decision of the Cabinet, study is to be conducted on impact of plantation already taken up in the country and if positive feedback is received, then only demonstration phase can be taken up. Action has already been initiated to comply with the decision of the Cabinet.

[O.M. No. Z-16015/4/2009-GC Dated : February, 2010 of Department of Land Resources (Ministry of Rural Development)]

Recommendation (Serial Nos. 9 & 10, Para No. 4.18 and 4.19)

The Committee are unhappy to note that the impact of the huge investment of over Rs. 12000 crore made in land resources in the country since Seventh Plan (1985-

1989) has not been properly assessed throughout the country for the purpose of ascertaining its return in agriculture inputs, employment etc.

In this connection, the Committee have been informed by the Department that various findings of the evaluations/studies like watershed programme undertaken indicate an increase in rural income by 58 per cent, agricultural income by 35 per cent, employment generation by 154 days per hectare per year and improvement in ground water table by 3.2 metres etc. Strangely, the above findings have not been verified by the Department. In the absence of proper verification of data by the Department, the Committee wonder how the Department could rely on these ambitious findings in toto. In their view, these findings may be based on sporadic studies. The Committee, therefore, recommend that the Department of Land Resources should undertake a comprehensive study at the earliest to ascertain the impact of the huge investment already made in watershed development activities on areas like agriculture, employment, increase in ground water recharge etc. The concrete action taken should be communicated to the Committee.

Reply of the Government

As recommended by the Committee, the Department has requested National Institute of Rural Development (NIRD) to undertake an impact assessment study to ascertain the impact of the investment made in watershed development activities.

[O.M. No. Z-16015/4/2009-GC Dated : February, 2010 of Department of Land Resources (Ministry of Rural Development)]

Recommendation (Serial No. 11, Para No. 4.28)

The Committee are constrained to note that during the last fifteen years *i.e.* from 1995-1996 to 2008-2009 out of the total of 45,062 projects sanctioned in IWDP, DPAP and DDP projects involving a cost of around Rs.17,918 crore with Central share of Rs.14,299 crore the actual releases have been only around Rs.9936 crore. The Committee are not convinced with the reasons advanced for the lower releases that under the above programmes projects are sanctioned for a period of 5 years and funds are spread over 5 to 7 installments. The Committee are also constrained to note that out of the 45,062 projects sanctioned, only 14,687 have been completed which is less than one-third of total projects sanctioned. Remaining projects have been shown as on-going. The Department is stated to have been impressing upon the State Governments at the review meetings the urgency to complete ongoing projects in 2-3 years time. Yet the Committee feel that the completion of projects of as low as one-third of the total projects sanctioned indicates that necessary urgency for completion of projects as claimed by the Department is not realized at ground level in different States.

Reply of the Government

As per the recommendations of Standing Committee, DoLR has made following concerted efforts to monitor the Watershed schemes in a more focused manner:

- The Department has been continuously reviewing the ongoing projects which are overdue for completion. As a conscious strategy for the first two years of the 11th Plan, viz. 2007-08 & 2008-09, no new projects were sanctioned in 2007-08 & 2008-09 and funds were released only for completion of projects. This resulted in completion of 2465 projects in 2008-09, compared to 516 in 2006-07 and 1221 in 2007-08. In 2009-10, 3235 projects have been completed as on 31.01.2010 resulting in completion of 17922 projects out of 29353 projects due for completion which is 61%.
- In compliance of the recommendations of the Committee, the Department has formulated and conveyed to the States, the following policy to ensure completion of ongoing and overdue projects:
 - (i) The Pre-Hariyali projects* where only 1 or 2 installments have been released so far shall be closed and the States shall refund the unspent balance with the interest accrued thereon and furnish Utilization Certificates for the funds spent.

* (projects sanctioned up to 2002-03 and which should have been completed by 2007-08)

 - (ii) In case of Hariyali projects where one installment has been released in 2003-04 or 2004-05 and the State Government has not requested for the release of next installment, the State Government shall close such projects and intimate to the Department of Land Resources, the untreated area of these projects. The State Government may consider taking up such areas under the Integrated Watershed Management Programme (IWMP). However, documents as indicated in Para (i) above shall be submitted to the Department.
 - (iii) In cases, where the State Government has requested for release of 2nd installment within 4 years of release of first installment, the release of 2nd installment in such cases would be considered on a case to case basis. The reckoning of the period of 4 years for not requesting for the next installment shall be counted from the financial year in which the funds were first released by the Department.
 - (iv) In projects, where no work has been executed in the field and the projects are closed by the State Government, the Secretary of the Nodal Department implementing watershed programmes in the State may certify the same to the Department of Land Resources. The State Government may consider taking up such areas under IWMP. However, documents as indicated in Para (i) shall be submitted to the Department.
 - (v) The cut-off dates for completion of the Pre-Hariyali and Hariyali projects are March, 2011 and December, 2012 respectively except in the projects located in snow bound areas where actual working season is limited to 3-4 months in a year. For these areas, a grace period of 3 years beyond the cut-off dates would be considered on furnishing a certificate to this effect by the State Government.

[O.M. No. Z-16015/4/2009-GC Dated : February, 2010 of Department of Land Resources (Ministry of Rural Development)]

Comments of the Committee

(Please see Paragraph No.7&8 of Chapter I of the Report)

Recommendation (Serial No. 12, Para No. 4.29)

In this connection, the Committee have been impressing upon for proper monitoring of projects in their previous Reports presented to the Parliament from time to time. The Committee, therefore, strongly recommend that concerted and persistent efforts should be made not only by the Department of Land Resources but also by all the authorities/agencies involved in execution of these projects.

Reply of the Government

As indicated in reply to para 3.3 above, the Department is taking all necessary steps to expedite completion of ongoing projects. Letters have been sent to the Chief Secretaries of all the States conveying the concern of the Committee for taking necessary steps at their end.

[O.M. No. Z-16015/4/2009-GC Dated : February, 2010 of Department of Land Resources (Ministry of Rural Development)]

Comments of the Committee

(Please see Paragraph No.7&8 of Chapter I of the Report)

Recommendation (Serial No. 13, Para No. 4.30)

The Committee after going through the State-wise figures of projects sanctioned *vis-à-vis* projects completed find that the major States where large number of sanctioned projects are awaiting completion are Rajasthan, Gujarat, Karnataka etc. In Rajasthan out of 8,775 projects sanctioned only 2,934 projects have been completed, in Gujarat out of 5,590 projects sanctioned only 1,657 have been completed, in Karnataka out of 4,038 projects sanctioned only 1,296 have been completed. The Committee, therefore, recommend that the bottlenecks if any, in the completion of projects in such States should be removed and concrete efforts be made for expeditious completion of pending projects.

Reply of the Government

Each watershed project has a project duration of 5 years. The projects which have completed their project period become due for completion.

Completion of projects in the scheduled timeframe is being pursued with the States. State-wise projects sanctioned, projects due for completion and projects completed in Gujarat, Karnataka & Rajasthan are as under:

Name of the State	No. of projects sanctioned	No. of projects due for completion	No. of projects completed (as on 31.12.2009)
Gujarat	5,590	3621	2082 (57%)
Karnataka	4,038	2643	1777 (67%)
Rajasthan	8,775	5287	3396 (64%)

In the regional review meetings, States have informed that the main bottleneck is delay in fundflow from DRDA/ZP to implementing agencies and requested for release of central assistance directly to State Level Nodal Agencies (SLNA) under IWMP. The issue was taken up with National Rainfed Area Authority (NRAA) by the Department of Land Resources on 24.08.2009. NRAA discussed the matter in its executive committee meeting held on 03.11.2009 and recommended for release of funds directly to SLNAs under IWMP. Accordingly, NRAA has issued amendment to Common Guidelines, 2008 on 24.11.2009. As per the amendment made by the NRAA in the Guidelines, Department of Land resources revised the policy of release of funds under IWMP on 9.12.2009. Now, the funds are being directly released to SLNAs, who may release funds to the respective Project Implementing Agencies, as the case may be.

Besides, the Department has also formulated and conveyed policy interventions to States for timely completion of overdue projects as indicated in para 3.3 above. The matter is also being pursued with the State Governments.

[O.M. No. Z-16015/4/2009-GC Dated : February, 2010 of Department of Land Resources (Ministry of Rural Development)]

Comments of the Committee

(Please see Paragraph No.7&8 of Chapter I of the Report)

Recommendation (Serial No. 15, Para No. 4.35)

The Committee are constrained to note that even after the persistent recommendations by the Committee, there have been huge amounts lying unspent in all the three Area development programmes of IWDP, DPAP and DDP. In this connection, the Committee are constrained to note that Rs.471.67 crore in IWDP Rs.444.45 crore in DPAP and Rs.390.59 crore in DDP have been lying as unspent as on 31.3.2009. The Committee have been informed that under the guidelines, it is provided that a project is entitled to claim next installment even if upto 50 per cent of previous amount released is unutilized. It is for this reason that there are large amount of unspent balances in Madhya Pradesh, Andhra Pradesh, Karnataka etc. In view of the above, the Committee feel that in order to ascertain the exact position State-wise, a study be conducted in different on-going projects in order to ascertain whether this is the only reason for the funds remaining unutilized or there are other reasons like complacency on the part of the implementing authorities.

Reply of the Government

As desired by the Standing Committee, the NIRD has been requested to take up impact assessment study. The issue of unspent balances lying with the States will also be investigated in the same study.

[O.M. No. Z-16015/4/2009-GC Dated : February, 2010 of Department of Land Resources (Ministry of Rural Development)]

Recommendation (Serial No. 19 Para No. 5.8)

The Committee note that Integrated Watershed Management Programme (IWMP) being implemented from 1st April, 2008 under 'Common Guidelines, 2008' aims to restore the ecological balance by harnessing, conserving and developing degraded natural resources such as soil, vegetative cover and water so as to prevent soil run off, regenerate natural vegetation and for recharging of ground water and for rain water harvesting. The Committee have been informed that keeping in view the aforesaid diverse nature of subjects encompassing the jurisdiction of various Ministries/ Departments viz. Agriculture, Drinking Water Supply, Environment etc. the 'Common Guidelines' have been approved at the level of National Rain-fed Area Authority (NRAA) under Ministry of Agriculture, in order to have a co-ordinated approach. However, the Committee are constrained to note that implementation mechanism both at Central as also at State level for implementing IWMP is not moving on expected lines.

Reply of the Government

The implementation mechanism required for IWMP has been put in place both at Central and State levels. At Central level, Steering Committee has members from Planning Commission, NRAA, technical experts from different scientific institutions, voluntary organizations, related departments of the Central and State Governments. At State level, 26 out of 28 States have constituted State Level Nodal Agency (SLNA), the dedicated institution with professional support, for implementation of IWMP. Remaining two States (Bihar & West Bengal) have been repeatedly reminded to set up SLNA.

The formats for State Perspective and Strategic Plan (SPSP), Preliminary Project Report (PPR) and formats for Management Information System have been prepared in consultation with the State Governments and circulated to all the States. As a result, SLNAs have prepared SPSP and PPRs and submitted to the Department of Land Resources for appraisal of the Steering Committee.

Formally, every Wednesday and Thursday was set aside for the meeting of the Steering Committee. However, in the course of discussions, members requested that these meetings may be held as and when the proposals are received from the States. While appraising projects, members raise queries on technical issues of the proposals and give valuable suggestions. With this arrangement, no State proposal, complete in all respects, is pending in the Department.

The Steering Committee has appraised the State Perspective & Strategic Plans of 20 States and cleared projects for a total area of 6.25 million ha for implementation during 2009-10.

As indicated in para 4.30, the Department is now releasing funds directly to SLNAs, who may release funds to the respective Project Implementing Agencies, as the case may be. This will ensure that the time-gap between the release of funds from the Central Government and the receipt of the same by the PIA will be considerably reduced.

[O.M. No. Z-16015/4/2009-GC Dated : February, 2010 of Department of Land Resources (Ministry of Rural Development)]

Comments of the Committee

(Please see Paragraph No.17&18 of Chapter I of the Report)

Recommendation (Serial No. 20, Para No. 5.9)

In this connection, the Committee note that at Central level at the initial stage itself there is a delay in transfer of NRAA from Department of Agriculture & Cooperation to Department of Land Resources even after Cabinet Secretariat's nod given in April, 2009. Not only that the decision of the Cabinet taken in February, 2009 regarding engagement of four technical experts in the Department of Land Resources pending transfer of NRAA to this Department has not been implemented. The Committee have been informed that pending the NRAA's transfer Internal Monitoring Cell and a Steering Committees in the Department have started functioning for necessary appraisal and clearance of projects under IWMP. However, the Committee are constrained to note that the Steering Committee has met on only eight occasions and appraised State Perspective and Strategic Plans from 18 States only. Thus, the Committee can only conclude that much is desired to be done with regard to implementation of IWMP at Central level. The Committee, therefore, recommend that the issue of transfer of NRAA should be taken up with Cabinet Secretariat seriously so that necessary mechanism is put in place with the Department of Land Resources.

Reply of the Government

The concern of the Standing Committee on the issue of transfer of NRAA from Ministry of Agriculture to DoLR has been again taken up with the Cabinet Secretariat for expediting the decision.

[O.M. No. Z-16015/4/2009-GC Dated : February, 2010 of Department of Land Resources (Ministry of Rural Development)]

Recommendation (Serial No. 21, Para No. 5.10)

The Committee also note with constraint that the necessary dedicated institution *viz.* State Level Nodal Agency (SLNA) for sanctioning of watershed projects under IWMP programme has not come up in big States like Bihar and West Bengal as late as October, 2009, particularly when the programme was started in April, 2009.

Reply of the Government

In pursuance of the recommendations of the Standing Committee, the Department has been continuously pursuing with State Governments of West Bengal and Bihar. Chief Secretaries of both the States have again been requested to personally look into the matter.

[O.M. No. Z-16015/4/2009-GC Dated : February, 2010 of Department of Land Resources (Ministry of Rural Development)]

Recommendation (Serial No. 22, Para No. 5.11)

The Committee further note with dismay that the eight States which have constituted necessary SLNAs are yet to submit their State Perspective and Strategic Plans to the Department of Land Resources. Likewise, the Committee are surprised to note that in Uttarakhand, proposals worth Rs. 75 crore covering 50,000 hectare of area has been appraised and cleared by the Steering Committee at the Central level but are still awaiting necessary sanction from concerned SLNA. The Committee have also been informed that some States are facing difficulty in flow of funds from DRDAs to Project Implementing Agencies (PIAs). In order to resolve these, the NRAA is being approached for necessary changes in 'Common Guidelines, 2008'. In view of the above, the Committee recommend that a pro-active role on the part of Steering Committee is need of the hour for constitution of SLNAs in Bihar and West Bengal and for obtaining necessary State Perspective and Strategic Plans from the eight States which have constituted SLNAs but have not submitted these to Steering Committee. The Committee would also like to be informed about the States which are yet to submit such plans. The Committee recommend that the Department should take necessary action early on other issues highlighted above for expeditious implementation of IWMP.

Reply of the Government

The Department has pursued the matter with the States which have not submitted State Perspective and Strategic Plan (SPSP). Consequently, Jharkhand, Kerala, Mizoram and Uttar Pradesh have furnished SPSP. These SPSPs have been appraised by the Steering Committee during December 2009 – January 2010. Remaining 4 States *viz.* Goa, Haryana, Jammu & Kashmir and Manipur have been reminded to submit SPSP for appraisal of the Steering Committee. In the case of Uttarakhand, the sanction has been issued by the SLNA on 22/12/2009 which had earlier been appraised by the Steering Committee.

The issue of fundflow was taken up to National Rainfed Area Authority (NRAA) by the Department of Land Resources on 24/08/2009. NRAA discussed the matter in its executive committee meeting held on 03/11/2009 and recommended for release of funds directly to SLNAs under IWMP. Accordingly, NRAA has issued amendment to Common Guidelines, 2008 on 24/11/2009. As per the amendment made by the NRAA in the Guidelines, Department of Land resources revised the policy of release of funds under IWMP on 9.12.2009 and funds are being directly released to SLNAs, who may release funds to the respective Project Implementing Agencies, as the case may be.

Regarding setting up of SLNA, the Chief Secretaries of Bihar and West Bengal have again been reminded to constitute SLNA.

[O.M. No. Z-16015/4/2009-GC Dated : February, 2010 of Department of Land Resources (Ministry of Rural Development)]

Comments of the Committee

(Please see Paragraph No. 17&18 of Chapter I of the Report)

Recommendation (Serial No. 23, Para No. 5.12)

The other important area that has invited the attention of the Committee is the role of multiple agencies of national reputation like ICRISAT, NIRD, TERI, IGNOU etc. for undertaking the work of awareness about IWMP, generation of proposals under IWMP and for impact assessment of watersheds across the country. In this connection, the Committee feel that combined work of these organizations should be documented at one place at national level showing clearly their roles vis-à-vis achievements in their assigned areas. This will help the evaluator to understand the programme in a more holistic manner.

Reply of the Government

As suggested by the committee the work of documentation of studies done by different agencies like ICRISAT, NIRD, TERI, IGNOU etc. with regard to impact assessment of watersheds across the country is being entrusted to Centre for Rural Studies, Lal Bahadur Shastri National Academy of Administration, Mussoorie.

[O.M. No. Z-16015/4/2009-GC Dated: February, 2010 of Department of Land Resources (Ministry of Rural Development)]

Recommendation (Serial No. 24, Para No. 5.22)

The Committee note that the Department of Land Resources has come out with a National Land Record Modernisation Programme (NLRMP) for making available updated land records in the country by use of modern methods of survey, re-survey and

through computerization etc. The Committee are constrained to note that Eleventh Plan allocation for NLRMP of Rs.581 crore is hardly commensurate with the work involved. As pointed out by the Committee in an earlier Chapter, the Department does not have any allocations available from 2010-2011 onwards. The Committee have been informed that Planning Commission is being requested to increase the Eleventh Plan allocation for NLRMP. The Committee are unable to comprehend as to how the Department has conceptualized the funding requirements for the mammoth work of updation and modernization of land records in the country particularly when the funds were only available for the programme in first three years of the current Plan. The Committee feel that this is a very sorry state of affairs and puts a big question mark on overall process of programme wise preparation of budget estimates and also on planning process for Eleventh Plan Period and beyond. The Committee, therefore, desire that a detailed reply about requirements of funds for the programme for the remaining plan period and beyond be furnished to the Committee so as to reach at logical conclusion.

Reply of the Government

The NLRMP was approved by the Cabinet on 21st August, 2008, which was late into the second year of the 11th Plan. The total cost of the programme is Rs. 5656.00 crores including the State share. Cost to the Government of India is Rs. 3098 crores. The fund allocated in the year 2007-08 was Rs. 145 crores, in the year 2008-09 the allocation was Rs. 202.90 crores, and in the year 2009-10 the allocation is Rs. 199.99 crores. Budget allocation for the year 2010-11 is Rs.200 crores. The allocation for the 12th plan will be requested after taking into account the allocations for the 11th Plan.

[O.M. No. Z-16015/4/2009-GC Dated : February, 2010 of Department of Land Resources (Ministry of Rural Development)]

Recommendation (Serial No. 26 Para No. 5.24)

The Committee note that Department has delineated ladder like approach for securing conclusive titles of land records in the country ranging from computerization to automated mutation of property after its registration. The Committee have been informed that as a result of the review of NLRMP held on 18-19 August 2009 various revelations have been made available from different States in this regard. These relate to various flaws like delay in release of amount, non-reporting of progress, non-utilisation of funds under NLRMP etc. In view of the serious revelations reflected above, the Committee feel that ladder like approach as also other details may be communicated to these States so as to eliminate the bottlenecks being faced by these States. The Committee, therefore, recommend that a time-bound approach is very necessary for securing the goals of NLRMP during the designated period.

Reply of the Government

The ladder-like approach has been communicated to the States/UTs from time to time and has also been discussed in the meetings, workshops organized by the Department on the NLRMP. Further, this has also been included in the Guidelines and

Technical Manuals for implementation of the programme. The Guidelines and the Technical Manuals formulated for implementation of the programme include all components of the programme in detail.

Efforts will be made by the Deptt. to act upon the recommendation of the Committee to develop a time-bound approach for the NLRMP, in consultation with the States/UTs.

[O.M. No. Z-16015/4/2009-GC Dated : February, 2010 of Department of Land Resources (Ministry of Rural Development)]

Comments of the Committee

(Please see Paragraph No.21, 22&23 of Chapter I of the Report)

Chapter III

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

Recommendation (Serial No. 4, Para No. 3.16)

The Committee are glad to find that the Eleventh Plan (2007-2012) outlay of Rs.17205.49 crore available to Department of Land Resources is almost three times the Plan allocations of Rs.6526 crore during Tenth Plan (2002-2007). The Committee find that enhanced allocation is mainly for on going watershed programme of IWDP, DPAP and DDP and projects under new programme of Integrated Watershed Management Programme (IWMP) and also for new programmes viz. National Land Record Management Programme, Bio Fuel etc. The Committee are unhappy to find that as against the huge allocations of the order of Rs. 17,205.49 crore for Eleventh Plan Period, the expenditure up to 30.10.2009 i.e. by the mid of the Eleventh Plan is only 4337.37 crore representing 30 per cent of the total allocations. They are also distressed to learn that the Department has lowered the Plan targets for watershed development from original level of 25 million hectares to 22.65 million hectares for the remaining period of the current Plan. Such reduction in targets during the remaining part of the Eleventh Plan was not at all desirable keeping in view the monumental task assigned to the Department of Land Resources by the Parthasarthy Committee that envisages covering a total of 75 million hectares of rain-fed area in the country in fifteen years time at the rate of covering 25 million hectare in every five Year Plan from Eleventh Plan onwards with a huge expenditure of Rs.150,000 crore. The Committee desire a clarification from Department in this regard. Even though the Integrated Watershed Management Programme (IWMP) has been launched in 2009-2010 itself, the Committee wish to point out that this is only a merger of the three programmes earlier being implemented by the Department viz. IWDP, DPAP and DDP. In view of this the reduction in physical targets is completely unjustified particularly when huge funds out of the Eleventh Plan allocations are still left with the Department.

Reply of the Government

For operationalization of Common Guidelines for Watershed Development Projects, 2008, the approval of EFC and Cabinet was required. However, the Cabinet approval for the IWMP was accorded on 26.02.2009 and therefore, the programme has been launched from 2009-10 onwards.

The target for covering the area under IWMP in the remaining 11th Plan period has, therefore, been revised to 22.65 million ha. However, against the target of covering 5.41 million ha for 2009-10, projects covering an area of 5.64 million ha (as on 31.01.2010) have been sanctioned under IWMP.

The actual coverage under IWMP, however, would depend upon the Annual Budget Allocation to the Department by the Planning Commission in the remaining period of the 11th Plan.

[O.M. No. Z-16015/4/2009-GC Dated : February, 2010 of Department of Land Resources (Ministry of Rural Development)]

Recommendation (Serial No. 14, Para No. 4.31)

After examining the details of mid-term evaluation done in respect of IWDP, DPAP and DDP projects, the Committee are constrained to note that such evaluation was done in respect of only a few projects. For instance, in IWDP only 984 projects, in DPAP only 18789 projects and in DDP only 13143 projects were evaluated in the aforesaid mid-term evaluation. The Committee, therefore, desire that all the on-going projects in all the three programmes be evaluated in order to ensure their early completion.

Reply of the Government

The mid-term evaluation becomes due for release of 4th instalment in case of pre-Hariyali projects and 3rd instalment in case of Hariyali projects. The mid-term evaluation of the project is mandatory for release of subsequent instalment after 45% of the project cost has been released.

Under watershed projects, funds are being released in instalments. For pre-Hariyali projects (projects sanctioned upto 2002-03), funds are being released in 7 instalments (15% each of 6 instalments and 10% for 7th instalment). For Hariyali projects (sanctioned from 2003-04 to 2006-07), funds are being released in 5 instalments (15%, 30%, 30%, 15% & 10%). The subsequent instalment is released after utilization of 50% amount of last instalment released and 100% of all earlier instalments.

As on 31.10.2009, 32916 projects (IWDP – 984, DPAP – 18789, DDP – 13143) had taken 45% funds and accordingly became due for mid-term evaluation. The remaining on-going projects are being evaluated as and when they are due for mid-term evaluation.

[O.M. No. Z-16015/4/2009-GC Dated : February, 2010 of Department of Land Resources (Ministry of Rural Development)]

Chapter IV

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

Recommendation (Serial No. 18, Para No. 4.43)

The Committee are unhappy to note that prolonged delay in finalization of the Bio-diesel programme for one reason or another has occurred since the programme was started way back in April, 2003. The Committee also recall that this issue has been constantly pursued in their examination of Demands for Grants in the previous years. It has also figured in their Thirty-sixth Report on Demands for Grants (2007-2008). The Committee have now been informed that the programme has been approved by Group of Ministers at their sitting held on 24 February 2009 in principle, subject to three conditions. One of these relates to prior assessment of plantation work and positive feedback before initiating the demonstration phase. The Committee have also been informed that the Department is in the process of carrying out an Impact Assessment Study of Jatropha and Pongamia plantations in India by an independent agency. The Committee recommend that the Department should complete the above impact assessment study without any loss of time for taking final view on the issue. While recommending for expeditious clearance of National Mission on Bio-diesel, the Committee would like to emphasise that the Jatropha and Pongamia cultivation in the country should be done without affecting the food security and agricultural land of the country.

Reply of the Government

The Group of Ministers (GoM) gave a conditional recommendation for the demonstration phase of Bio-diesel Programme in its meeting held on 24th February 2009. The GoM recommendations were submitted to the Cabinet by Ministry of New & Renewable Energy. As per the Cabinet decision, the Bio-diesel Mission has been given only "in principle" approval subject to receipt of positive feedback of the assessment of the plantations work already carried out in the country. Necessary action has been taken in the matter.

[O.M. No. Z-16015/4/2009-GC Dated : February, 2010 of Department of Land Resources (Ministry of Rural Development)]

Comments of the Committee

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

Recommendation (Serial No. 25, Para No. 5.23)

The Committee are dismayed to note that implementation of the NLRMP so far in the country is also far below the expectations. As against the target of 210 districts as on 31.10.2009, the actual coverage was as low as 102 districts for this programme. The Committee apprehend that with this slow pace the target of covering 455 districts in the country by 2011-12 is unachievable by any stretch of imagination. The Committee, therefore, recommend that all out efforts be made to speed up NLRMP coverage as per targets drawn in this behalf.

Reply of the Government

The programme envisaged that in each State and UT, begin with 1 or 2 districts, then to scale up to 3-4 districts per State/UT, and to cover the entire country by the 12th Plan period. Accordingly, 69 districts in the States/UTs were covered under the programme during 2008-09, the first year. In the year 2009-10, so far, funds have been released for 35 districts, and the Project Sanctioning Committee has approved another 17 districts under the NLRMP. Proposals for more districts are expected during the rest of the financial year.

The Department has initiated a number of measures to speed up the coverage of NLRMP in various States/UTs. One of the important initiatives has been to bring the stakeholders from both the Govt. side as well as the private sector together on one platform for a free and meaningful interaction and transfer of technology, in the form of the NLRMP Technical Fair-2009, organized from 15th to 17th December, 2009 at the Indian Habitat Centre, New Delhi. The private sector organizations active in the relevant field, the apex level technical agencies of the Government of India (GoI) and all the State and UTs were invited to participate in the Fair.

There were 62 stalls including 6 stalls by the Govt. agencies: (1) NIC HQ, (2) Survey of India, (3) NRSC/ISRO, (4) Government of West Bengal, (5) NIC Andhra Pradesh State Unit, and (6) the Stock Holding Corporation of India Ltd. (SHCIL). Prominent among the private sector participants included the Infosys Technologies Ltd., the Tata Consultancy Services Ltd., the WIPRO Ltd., the IL&FS Technologies Ltd., the HCL Infosystems Ltd., the Genesys International Corp. Ltd., the HTC Global Services, the NIIT GIS Ltd., the Leica Geosystems, Pitney Bowes (from the UK), SALMAT (from Northern Territory, Australia), FENO (from France), CADASTEC from Australia, among others.

In addition to the stalls, the Fair had an interaction area, which facilitated exchange of ideas and information on the requirements of the States and UTs vis-à-vis the offerings of the vendors, contact information, etc. Also, concurrently, presentations were arranged in two halls, where 64 presentations were made by 47 private sector organizations, 3 technical agencies of the GoI as well as the State Governments of Gujarat, Kerala, Bihar, Madhya Pradesh and West Bengal. All the participating organizations from abroad made presentations.

Technical Fair has been highly appreciated by various participants. Some of the feedback received in this regard is as follows:-

1. Micronet Solutions, Nagpur

“Congratulations on the success of NLRMP 2009. You have laid the foundation for ‘effective’ governance. This program will have a cascading effect. I am overwhelmed by the thought of an integrated system of land records (Map based), ROR (Right of Records), Titling (Deeds & ownership). Just thinking about an integrated system like this makes me smile. Who thought that this could be implemented in India. But you’ve have sown the seed whose benefit shall be reaped by the generations to come.

The immediate and tangible benefits would be transparency, efficiency, effectiveness and peace of mind for the land owners. The intangible benefits starts with decreased pressure on judicial system owing to integration of these three functions, Increase in Tax Revenues, uncovering Mass & unlawful land holdings by miscreants (Benami Properties, dual ownerships etc.)”

2. RMSI, NOIDA

“The event, the first of its kind in the history of land reforms in India, is a classic example of bringing together the Public and the Private Sector for development, better governance and public welfare”.

I would like to also thank you for giving us an opportunity to exhibit at the Fair. Exhibiting at the Fair and interacting with delegates from different states helped us immensely in understanding the needs of different State land departments that will help us in creating solutions as per needs of different States leading towards optimum success of the NLRMP programme.”

3. Capital Business systems Limited, New Delhi

“It was indeed a privilege for CBSL to be part of immensely successful NLRMP Technical Fair, 2009. My congratulations to you and all in NLRMP management.”

I am confident that the very idea of NLRMP Technical Fair and mutually enriching discussion and dialogue amongst all stake holders will make direction setting contributions towards successful implementations under NLRMP.”

[O.M. No. Z-16015/4/2009-GC Dated : February, 2010 of Department of Land Resources (Ministry of Rural Development)]

Comments of the Committee

(Please see Paragraph No.21, 22&23 of Chapter I of the Report)

Chapter V

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

Recommendation (Serial No. 7, Para No. 3.23)

The Committee note that for IWMP against the outlay of Rs.1968 crore during 2009-2010, the releases so far are Rs.1003.98 crore, whereas for NLRMP against the outlay of Rs.400 crore the releases are Rs.135.52 crore only. The Committee are constrained to learn that Rs. 30 crore for bio-fuel may go unutilized. The Committee recommend that the Department should strive hard to increase pace of releases in the remaining half of the current year particularly in respect of NLRMP to ensure full utilization of funds. Besides, it should also be ensured that the funds utilized lead to achievement of corresponding physical targets. Besides, the Committee also recommend that the Department should make all out efforts for obtaining clearance for the bio-fuel programme from the Group of Ministers for its finalization after taking into account necessary impact assessment study of plantation work already done on Jatropa, so that Rs. 30 crore earmarked for this programme does not go unutilized.

Reply of the Government

Under the IWMP, the BE of Rs.1968 crore was reduced to Rs.1819.80 crore at the RE stage. By the end of January 2010, Rs.1427 crores, i.e., 78.4% of the funds have already been sanctioned and released. The Department will make all out efforts to utilise this amount within this financial year. Under NLRMP, the BE of Rs.400 crores was reduced to Rs.199.99 crores at RE stage. This entire amount will be utilized within this financial year. Regarding bio-fuel, the Department made all out efforts to get the clearance from Group of Ministers. The matter thereafter was taken to the Cabinet. As per the decision of the Cabinet, study is to be conducted on impact of plantation already taken up in the country and if positive feedback is received, then only demonstration phase can be taken up. Action has already been initiated to comply with the decision of the Cabinet.

[O.M. No. Z-16015/4/2009-GC Dated : February, 2010 of Department of Land Resources (Ministry of Rural Development)]

Comments of the Committee

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

Recommendation (Serial No. 8, Para No. 4.6)

The Committee are constrained to note that there is no updated data about wastelands in the country. The Committee are also anguished to note that whatever data that has been relied upon by the Department of Land Resources is based on Wastelands Atlas of India brought out by the Department of Land Resources in collaboration with National Remote Sensing Agency (NRSA) Hyderabad dating back to 2005, *i.e.* four years old. The Secretary, Land Resources candidly admitted before the Committee that in spite of repeated requests to different State Governments, the States are unable to inform the Department about exact area of wasteland utilized by them. The Department has also furnished varying data of wastelands as referred to in Parthasarthy Committee Report. The Committee feel that these data also do not serve the purpose of getting accurate area of wastelands in the country. According to, the Secretary, Land Resources, NRSA, Hyderabad has been asked to bring out another Atlas of Wasteland showing updated position. The Committee are dismayed to note that in the age of satellite imaginary, the country is bereft of the basic data of wasteland in the country. The Committee, wonder how in the absence of basic data the ambitious programme of Integrated Watershed Management Programme can be implemented in a result oriented manner in the country in the coming years. The Committee, therefore, recommend that the Department should take up the matter of bringing out the updated wasteland Atlas urgently with NRSA, Hyderabad. At the same time States should be asked to report the utilization of wastelands in their respective States. The Committee also recommend in the wasteland Atlas there should be clear data regarding wastelands as also those under rain-fed area in order to have a clear picture in the matter. The concrete action in this regard should be communicated to the Committee.

Reply of the Government

NRSC has been assigned the task of updating the Wasteland Atlas 2005 and it is in the process of updating Wasteland Atlas. The issue of bringing out clear data regarding rainfed wastelands has been taken up with the NRSC. Further, all the States have been requested to furnish district-wise details of wastelands converted to cultivable land.

[O.M. No. Z-16015/4/2009-GC Dated : February, 2010 of Department of Land Resources (Ministry of Rural Development)]

Comments of the Committee

(Please see Paragraph No.14 of Chapter I of the Report)

Recommendation (Serial No. 16, Para No. 4.38)

The Committee wish to point out that like unspent balances, the issue of outstanding Utilisation Certificates (UCs) have been continuously pursued by the Committee for necessary liquidation. Even after that the Committee find that large

number of UCs involving crores of rupees are visible in this year's budget also. For instance, as many as 156 UCs in IWDP, 107 UCs in DPAP and 31 UCs each in CLR and SRA & ULR are lying outstanding as on 31.3.2009. Out of 269 outstanding UCs relating to watershed programmes, 60 UCs involving Rs.38.13 crore are stated to have been liquidated as on 31.10.2009. The Committee recall that last year the figures of UCs in respect of IWDP, DPAP and DDP were 153, 115 and 24 respectively. The Committee are anguished to find that desired progress on this issue has not been discernible.

Reply of the Government

In view of the observations of the Committee, a letter, along with details of pending UCs, has been issued to the Chief Secretaries of respective States, with a request to review the position with concerned officials in the State and expedite submission of all pending UCs.

As for the CLR and SRA&ULR schemes, the Department has carried out intensive review of the fund utilization position, and as a result, the position regarding submission of UCs by the States/UTs has improved.

[O.M. No. Z-16015/4/2009-GC Dated : February, 2010 of Department of Land Resources (Ministry of Rural Development)]

Recommendation (Serial No. 17, Para No. 4.39)

About liquidating outstanding UCs in CLRs and SRA & ULR, the Committee have been informed that as high as Rs. 159.77 crore in CLRs and Rs. 183.97 crore in SRAs and ULRs are presently lying unspent and States have been directed to submit UCs for their settlement by 31.03.2010 and the matter was to be reviewed on 5th and 26th November, 2009. The Committee would like to be informed about the outcome of these meetings. The Committee feel that although efforts have been made in this regard by the Department, yet the Committee apprehend that the desired results may not be achieved as was experienced during previous year. The Committee fail to understand why the State Governments are not submitting utilization certificates in time. The Committee strongly recommend that the Department should pursue with the State Governments in this regard.

Reply of the Government

With a view to reviewing the implementation of the National Land Records Modernization Programme in the States, Regional Review Meetings were organized by the Department on 5th, 12th, 19th and 26th November, 2009. The agenda of the meetings included review of position of UCs under the schemes of CLR and SRA&ULR. The feedback received is at **Annexure-A**, which reflects that the amount of pending UCs as on 31.8.2009 under SRA&ULR was Rs.176.17 crores and the same was reduced to Rs.148.91 crores as on 31.12.2009. The amount of pending UCs as on 31.8.2009 under CLR was Rs.202.74 crores and the same was reduced to Rs.159.20 crores as on 31.12.2009. In total, for both the schemes, the amount under pending UCs

has reduced from Rs.378.91 crores as on 31.8.2009 to Rs.308.11 crores as on 31.12.2009, i.e., a reduction of Rs.70.80 crores. The State Governments have been requested to take effective steps for full utilization of the unspent balances under the CLR and SRA&ULR schemes by 31.3.2010 and for submission of remaining outstanding UCs.

[O.M. No. Z-16015/4/2009-GC Dated : February, 2010 of Department of Land Resources (Ministry of Rural Development)]

Recommendation (Serial No. 27, Para No. 5.25)

On the issue of funding pattern for NLRMP for different components like Survey of land, computerization of registrations and setting up Modern Record Rooms, the Department of Land Resources has informed that these require 100 per cent Central funds like other components of Programme. The Committee recommend that keeping in view the mammoth task, the Department should review the funding pattern in respect of the aforesaid components under intimation to the Committee. The Committee note that the thrust of the Government is on computerization of land records. The Committee, therefore, strongly recommend that ways and means should be found out through technological intervention to achieve the objective of having correct up-to-date land records so as to give the required security to the owner of the land. The Department should take the desired initiative in this regard and inform the Committee accordingly.

Reply of the Government

For revision in the funding pattern under the programme requests from some North-Eastern States have been received. Further, some States have requested for revision in the unit cost norms of the components of the programme. Accordingly, it is proposed to consider the matter after some progress is made under the programme.

The DoLR is dedicated to the task of finding ways and means through technological intervention to achieve the objective of introducing titling system in the country, based on updated property records, giving better security to the landowners.

[O.M. No. Z-16015/4/2009-GC Dated : February, 2010 of Department of Land Resources (Ministry of Rural Development)]

NEW DELHI;
20 July, 2010
29 Asadha, 1932 (Saka)

SUMITRA MAHAJAN
Chairperson,
Standing Committee on Rural Development

Annexure-A

Referred to in reply to para 4.39 of the 2nd Report of the Standing Committee on Rural Development (2009-10) of the Department of Land Resources.

S.No.	States/UTs	SRA & ULR		CLR	
		Amount involved in outstanding UCs as on		Amount involved in outstanding UCs as on	
		31.8.2009	31.12.2009	31.8.2009	31.12.2009
1	Andhra Pradesh	836.98	807.30	2056.13	737.51
2	Arunachal Pradesh	22.78	1.00	0.00	0.00
3	Assam	494.01	494.01	1660.43	1529.80
4	Bihar	1163.75	829.92	3069.24	417.49
5	Chhattisgarh	1305.27	784.98	180.09	0.00
6	Gujarat	1197.72	1115.12	1108.29	1108.29
7	Goa	191.59	13.15	90.00	3.07
8	Haryana	1.36	1.36	394.53	309.09
9	Himachal Pradesh	214.50	214.50	415.95	415.95
10	J&K	356.09	196.12	1562.73	1542.00
11	Jharkhand	250.00	250.00	758.24	758.24
12	Karnataka	1508.76	1508.76	1181.35	1181.35
13	Kerala	546.44	546.44	308.23	182.71
14	M.P.	1365.95	687.53	1088.10	506.85
15	Maharashtra	790.09	167.25	290.09	290.09
16	Manipur	60.03	60.03	199.77	199.77
17	Meghalaya	24.00	0.00	0.00	0.00
18	Mizoram	0.00	0.00	127.00	0.00
19	Nagaland	49.91	49.91	45.15	45.15
20	Orissa	1271.88	1189.19	1431.04	730.25
21	Punjab	366.08	366.08	339.27	339.27
22	Rajasthan	1224.54	854.79	933.93	479.00

23	Sikkim	123.01	69.46	3.50	3.50
24	Tamil Nadu	496.36	371.92	1434.66	972.47
25	Tripura	680.84	680.84	197.54	154.09
26	Uttar Pradesh	1969.90	1969.90	1423.21	1423.21
27	Uttarakhand	409.69	250.72	1539.73	1214.47
28	West Bengal	1715.35	1232.99	1400.23	830.20
29	A&N Islands	14.85	14.85	0.00	0.00
30	Chandigarh	0.00	0.00	15.00	15.00
31	D&N Haveli	75.74	6.00	12.16	12.16
32	Delhi	17.74	17.74	96.82	96.82
33	Daman & Diu	0.00	0.00	50.00	43.42
34	Lakshadweep	10.52	10.52	25.00	25.00
35	Puducherry	90.94	90.94	111.94	111.94
Total		18846.64	14853.32	23574.35	15678.16

[O.M. No. Z-16015/4/2009-GC Dated : February, 2010 of Department of Land Resources (Ministry of Rural Development)]

APPENDIX I**COMMITTEE ON RURAL DEVELOPMENT (2009-2010)****EXTRACTS OF THE MINUTES OF THE TWENTIETH SITTING OF THE COMMITTEE HELD
ON WEDNESDAY, THE 07 JULY, 2010**

The Committee sat from 1500 hrs. to 1630 hrs. in Committee Room 'D', Ground Floor, Parliament House Annexe, New Delhi

PRESENT

Shrimati Sumitra Mahajan - *Chairperson*

Members**Lok Sabha**

2. Shri Sanjay Dhotre
3. Shri H.D. Kumaraswamy
4. Shri Sidhant Mohapatra
5. Shri Gobinda Chandra Naskar
6. Shri P.L. Punia
7. Shri A. Venkatarami Reddy
8. Shri Jagdish Sharma
9. Shri Jagdanand Singh
10. Shri Makansingh Solanki
11. Shri Kodikkunnil Suresh
12. Shrimati Usha Verma
13. Shri Ramesh Vishwanath Katti

Rajya Sabha

14. Shri Ganga Charan
15. Shri P.R. Rajan
16. Shrimati Maya Singh

Secretariat

1. Shri A. Louis Martin - Joint Secretary
2. Shri A.K. Shah - Additional Director

2. The Chairperson welcomed the members to the sitting of the Committee convened for consideration of Memoranda containing draft Reports of the Committee on action taken by the Government on the recommendations contained in four Reports on Demands for Grants (2009-10).

APPENDIX II
[*Vide* Para 4 of the Introduction]

**ANALYSIS OF THE ACTION TAKEN BY THE GOVERNMENT ON THE
RECOMMENDATIONS CONTAINED IN THE SECOND REPORT OF THE STANDING
COMMITTEE ON RURAL DEVELOPMENT
(15TH LOK SABHA)**

I.	Total number of recommendations	27
II.	Recommendations that have been accepted by the Government Para Nos. 2.6, 3.3, 3.4, 3.17, 3.22, 4.18, 4.19, 4.28, 4.29, 4.30, 4.35, 5.8, 5.9, 5.10, 5.11, 5.12, 5.22 and 5.24	18
	Percentage to total recommendations	(66.66)
III.	Recommendations which the Committee do not desire to pursue in view of the Government's replies Para Nos.: 3.16 and 4.31	2
	Percentage to total recommendation	(7.41)
IV.	Recommendations in respect of which replies of the Government have not been accepted by the Committee Para Nos. : 4.43 and 5.23	2
	Percentage to total recommendations	(7.41)
V.	Recommendations in respect of which final replies of the Government are still awaited Para Nos. : 3.23, 4.6, 4.38, 4.39 and 5.25	5
	Percentage to total recommendation	(18.52)