



SIXTEENTH REPORT

STANDING COMMITTEE ON  
RURAL DEVELOPMENT  
(2010-2011)

( FIFTEENTH LOK SABHA )

MINISTRY OF RURAL DEVELOPMENT  
(DEPARTMENT OF LAND RESOURCES)

*[Action taken by the Government on the recommendations contained in the Seventh Report  
(Fifteenth Lok Sabha) on Demands for Grants (2010-11) of the Ministry of Rural Development  
(Department of Land Resources)]*

*Presented to Lok Sabha on .....*

*Laid in Rajya Sabha on .....*



LOK SABHA SECRETARIAT  
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COMPOSITION OF THE STANDING COMMITTEE ON  
RURAL DEVELOPMENT (2010-2011)

Smt. Sumitra Mahajan — *Chairperson*

MEMBERS

*Lok Sabha*

2. Shri Pulin Bihari Baske
3. Shri Kunvarjibhai Mohanbhai Bavalia
4. Shri Sanjay Dhotre
5. Shri Sandeep Dikshit
6. Shri Manikrao Hodlya Gavit
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20. Shrimati Usha Verma
21. Shri Ramesh Vishwanath Katti

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23. Shri Ganga Charan
24. Sardar Sukhdev Singh Dhindsa
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27. Shri Arjun Singh
28. Shrimati Maya Singh
29. Shri Mohan Singh
30. Miss Anusuiya Uikey
31. Dr. (Smt.) Kapila Vatsyayan

SECRETARIAT

1. Shri A. Louis Martin — *Joint Secretary*
2. Shri Shiv Singh — *Director*
3. Shri A.K. Shah — *Additional Director*

## INTRODUCTION

I, the Chairperson of the Standing Committee on Rural Development (2010-2011) having been authorized by the Committee to submit the Report on their behalf, present the Sixteenth Report on the action taken by the Government on the recommendations contained in the Seventh Report of the Standing Committee on Rural Development (Fifteenth Lok Sabha) on Demands for Grants (2010-11) of the Department of Land Resources (Ministry of Rural Development).

2. The Seventh Report (Fifteenth Lok Sabha) was presented to Lok Sabha on 16 April, 2010. The replies of the Government to all the recommendations contained in the Report were received on 16 July, 2010.

3. The Draft Report was considered and adopted by the Committee at their sitting held on 6 January, 2011.

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

NEW DELHI;  
25 February, 2011  

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6 Phalgun, 1932 (Saka)

SUMITRA MAHAJAN,  
Chairperson,  
Standing Committee on Rural Development.

## CHAPTER I

### REPORT

This Report of the Committee on Rural Development (2010-11) deals with the action taken by the Government on the recommendations contained in their Seventh Report on Demands for Grants (2010-11) of the Department of Land Resources (Ministry of Rural Development) which was presented to Lok Sabha on 16 April, 2010.

2. Action taken replies have been received from the Government in respect of all the 26 recommendations which have been categorised as follows:—

- (i) Chapter-II Recommendations which have been accepted by the Government:  
Para Nos.: 2.2, 3.12, 3.13, 3.14, 3.15, 3.16, 3.19, 4.12, 4.13, 4.19, 4.33, 4.36, 5.4, 5.21, 5.23, 5.29, 5.35, 5.40, 5.45, 5.47 and 5.50
- (ii) Chapter-III Recommendations which the Committee do not desire to pursue in view of Government's replies:  
Para Nos.: 4.27 and 5.46
- (iii) Chapter-IV Recommendations in respect of which replies of the Government have not been accepted by the Committee:  
Para No.: 4.23
- (iv) Chapter-V Recommendations in respect of which final replies of the Government are still awaited:  
Para Nos.: 5.13 and 5.18

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

### Recommendation (Serial Nos. 2 and 3, Para Nos. 3.12 and 3.13)

5. The Committee had recommended as under:—

“The Committee find that the Department of Land Resources has not been getting required funds so far during the Eleventh Plan (2007-2012) commensurate with the task of watershed development and modernisation of land records in the country. As against total Eleventh Plan allocation of Rs. 17205.48 crore, the actual allocation made available during first four years (2007-08 to 2010-11) of the Plan has been as low as Rs. 8960 crore at Budget Estimate stage leaving a gap of Rs. 9245.49 crore. The allocation had further been reduced to the level of Rs. 5220 crore at RE stage for the years 2007-08 to 2009-10 leaving a gap of staggering amount of around Rs. 12,000 crore. The Committee feel that a State of uncertainty in availability of Plan funds is hampering the functioning of the Department of Land Resources as the Department has not been getting its share of plan funds as per overall allocations made for it. The Committee also find that in view of the task of covering 22.65 million hectare of rainfed area to be covered by the Department during remaining two years (2010-11 and 2011-12) of the current Plan a total sum of Rs. 8831.72 crore for IWMP and Rs. 200 crore for NLRMP is required to cover the targeted number of districts. In view of this, the Committee strongly recommend that adequate allocation should be provided to the Department to achieve the set targets under different schemes. The Committee would like the Department to convey the concerns of the Committee to the Planning Commission and the Ministry of Finance in this regard.”

*(Recommendation Para No. 3.12)*

“The Committee are unable to comprehend the rationale behind allocating higher amount while approving Eleventh Plan (2007-12) outlay for the Department than what was proposed by the Department and then not making available the funds to the Department afterwards during first four years of the current Plan. The Committee, therefore, desire that a clarification may be obtained from Planning Commission in this regard and the Committee apprised accordingly.”

*(Recommendation Para No. 3.13)*

6. The Department in their Action Taken reply has Stated as under:—

“The Concerns of the Standing Committee were conveyed to the Planning Commission and the Ministry of Finance. Details of reply received from the Ministry of Finance and the Planning Commission are enclosed as **Annexure-I and II** respectively.

The Planning Commission has stated that in the beginning of the 11th Five Year Plan, both the watershed development programme and modernization of land records were taken up for restructuring to be launched as Integrated Watershed Management Programme (IWMP) and National Land Records Modernization Programme (NLRMP) respectively. The Cabinet approval for the restructured NLRMP/IWMP was given only in 2008/2009 respectively. In this backdrop, the allocation for these programmes was decided.

The Ministry of Finance has suggested that the Department should plan and accelerate the expenditure evenly during the course of the year as also ensure timely utilization of the funds released to the States/Implementing agencies, in order to avoid high unspent balances with the entities.

In compliance with the direction of the Standing Committee, the issue was taken up with State Governments, in earnest, to expedite utilization of funds, in a two-day workshop with CEOs, SLNAs and Nodal Secretaries of the States organized by the Department on 20-21 May 2010.”

*(Reply to Recommendation Para Nos. 3.12 and 3.13)*

**7. The Committee have been given to understand that the Ministry of Finance and Planning Commission have attributed the reduction of allocation at the RE stage on account of slow pace of achievement resulting in huge unspent balance with the Department. To correct the course the Department held a two day workshop with the Chief Executive Officers, (CEOs) and State Level Nodal Agencies (SLNAs) and Nodal Secretaries of the States on 20-21 May 2010 to expedite the utilization of funds. The Committee appreciate this step of the Department and would like the Department to hold such workshops on a regular basis involving all the stakeholders.**

**B. Undertaking a study for combining the work of multiple agencies like ICRISAT, NIRD etc. on impact assessment on watershed across the country**

**Recommendation (Serial No. 11, Para No. 4.23)**

8. The Committee had recommended as under:—

“The Committee observe that the progress in regard to the issue of undertaking a study for the purpose of combining the work of multiple agencies like ICRISAT, NIRD, TERI, IGNOU etc. on awareness generation of IWMP, generation of proposal thereunder etc. for enabling an evaluator to understand the programme in a holistic manner has also not been encouraging except for a request that has been made to Centre for Rural Studies (CRS), Lal Bahadur Shastri National Academy of Administration. The response thereto is still awaited. The Committee opine that the issue in question has not attracted the desired level of attention by the Department of Land Resources since considerable time of three months has elapsed since presentation of the Report of the Committee. The Committee, therefore, desire that they be apprised of the reasons for delay in executing the task in order to arrive at a logical conclusion. At the same time the Committee urge the Department to at least now deal with the matter expeditiously.”

*(Recommendation Para No. 4.23)*

9. The Department in their Action Taken reply has Stated as under:—

“The Centre for Rural Studies (CRS), Lal Bahadur Shastri National Academy of Administration has been assigned the task of documentation and analysis of the evaluation reports of multiple agencies like ICRISAT, NIRD and TERI. Funds have been placed with them with a request to complete the work in six months.”

*(Reply to Recommendation Para No. 4.23)*

**10. The Committee have been informed that the Centre for Rural Studies (CRS) Lal Bahadur Shastri National Academy of Administration (LBSNAA) has been assigned to undertake the study for the purpose of combining the work of multiple agencies like Centre for Rural Studies (ICRISAT), National Institute of Rural Development (NIRD), TERI etc. though belated. However, the Department have also not furnished the reasons for the delay as desired by the Committee. The Committee therefore, would like to be informed the precise reasons**

for delay and they may also be apprised of the terms of reference of the proposed study being undertaken by the CRS and LBSNAA.

**C. Progress of IWMP in different States**

**Recommendation (Serial No. 15, Para No. 5.4)**

11. The Committee had recommended as under:—

“The Committee note that the programme of Integrated Watershed Management Programme (IWMP) that seeks to achieve a wide range of objectives of restoring ecological balance, development of degraded natural resources like soil, vegetation cover and water etc. is in formative stage and as such as per the nodal Department it would be too early to have its assessment keeping in view the long project period ranging from four to seven years. Since the Committee are already aware of these details they would like to know from the nodal Department in a comprehensive manner as to how the programme is progressing in different States bringing out clearly the difficulties being experienced as also the good results that are being achieved in implementation of the programme. The Committee would also like that all corrective action should be taken so as to achieve the indicated objectives under the aforesaid schemes.”

*(Recommendation Para No. 5.4)*

12. The Department in their Action Taken reply has Stated as under:—

“The comprehensive progress of IWMP in different States as on 30/06/2010 is as below:—

**During 2009-10:**

- The State Level Nodal Agency (SLNA) was set up in all the 28 States for overseeing the implementation of IWMP. 26 States have submitted bank account details for releasing Central assistance. Goa and West Bengal have been reminded to furnish the bank account details. Central assistance of Rs. 61.36 crore has been released to SLNAs for institutional support.
- 22 States have furnished State Perspective and Strategic Plan (SPSP) and Preliminary Project Reports (PPRs). The States of Bihar, Goa, Haryana, Jammu and Kashmir, Manipur and West Bengal have been requested to furnish SPSP and PPRs.

- An area of 62.99 lakh ha. was sanctioned against a target of 54.1 lakh ha. by SLNAs of 20 States as per the projects appraised by the Steering Committee.
- Central Assistance of Rs. 501.46 crore was released to SLNAs for implementation of IWMP projects in 20 States.

**During 2010-11 (as on 30.06.2010)**

- A two-day Workshop on IWMP with CEOs, SLNAs and Nodal Secretaries of the States was organised on 20-21 May, 2010 and various issues related to implementation of IWMP including planning for 2010-11 were discussed.
- A tentative allocation of 85 lakh Ha. target for 2010-11 has been conveyed to the States with a request to furnish proposals for appraisal of the Steering Committee.
- Central assistance of Rs. 694.23 crore has been released to SLNAs for implementation of ongoing IWMP Projects.
- Central assistance of Rs. 2.48 crore has been released to SLNAs of Bihar and Haryana for institutional support.
- Entry point activities, capacity building activities and community mobilisation etc., have been initiated in ongoing IWMP projects.
- In 6 States *viz.*, Arunachal Pradesh, Assam, Chhattisgarh, Meghalaya, Nagaland and Tripura DPRs have been prepared for the projects sanctioned during 2009-10. Preparation of DPRs in other States is under progress.

**The difficulties being faced by the Department**

In spite of repeated reminders, Bihar, Goa, Haryana, Jammu and Kashmir, Manipur, West Bengal have yet to submit their SPSP and PPRs. Further, separate bank account details for receiving Central assistance under IWMP are awaited from Goa and West Bengal. However, the Department is hopeful that with continual persuasion, these issues will be resolved."

*(Reply to Recommendation Para No. 5.4)*

**13. The Committee feel that the progress with regard to implementation of Integrated Watershed Management Programme (IWMP) has been by and large satisfactory except for Goa and West Bengal, who are yet to provide separate bank account details for receiving Central fund, all States have provided the same for smooth**

flow of funds. The Department has also held a two-day workshop on IWMP involving CEOs, SLNAs and Nodal Secretaries of the States to discuss the various issues in planning and implementation. The Committee are, however, perturbed to note that some States are yet to submit State Perspective and Strategic Plans (SPSPs) and Preliminary Project Reports (PPRs). The Committee like the Department to hold such workshops on regular basis to sort out the issues that hinder the pace of achievement of the Programme and impress upon the defaulting States to submit SPSPs and PPRs without any loss of time.

#### D. Revision of funding pattern to North-East Region

##### Recommendation (Serial No. 22, Para No. 5.40)

14. The Committee had recommended as under:—

“The Committee find that the States of Mizoram and Arunachal Pradesh have come up with a request before the Department of Land Resources for revising the funding pattern for two components of Survey/Re-survey from 50:50 and for registration from 25:75 between Centre and States to 100% from Central funding. The Committee have been informed that moving the Cabinet for revising the funding pattern under the NLRMP to allow for 100 per cent Central funding for all components under the NLRMP for North-Eastern States is under consideration of Department of Land Resources. The Committee recommend that the Department should move expeditiously in the matter. The final decision taken in the matter may be intimated to the Committee.”

*(Recommendation Para No. 5.40)*

15. The Department in their Action Taken reply has Stated as under:—

“The Cabinet in its meeting held on 8th July, 2010 has approved modification to the funding pattern for the North-Eastern States under the NLRMP, to allow for Centre : State cost sharing on a 90:10 basis for survey/resurvey and updating of the survey and settlement records (including ground control network and ground truthing), computerization of registration and modern record rooms/land records management centres at tehsil/taluk/circle/block level. For rest of the components, *viz.*, computerization of land records, training and capacity building, etc. the provision of 100% Central funding will continue.”

*(Reply to Recommendation Para No. 5.40)*

16. The Committee are happy to note that the Department has taken a positive view to the requests of Mizoram and Arunachal Pradesh on the funding pattern and extending the revised funding pattern to 90:10 basis to the entire North-Eastern region. The Committee feel that this will go a long way in achieving the goals enshrined in National Land Records Modernisation Programme (NLRMP).

E. Easy access to computerised land records to common man

**Recommendation (Serial Nos. 23 and 25, Para Nos. 5.45 and 5.47)**

17. The Committee had recommended as under:—

“The Committee are constrained to note that updated computerized land records are not available in the country even after more than sixty years of independence. The Committee feel that computerization of land records in the country is largely dependent on various ancillary factors like availability of modern record rooms, State level Data Centres, Survey of existing records, their registration, capacity building of persons etc. involved in the work of updation of land records. In this connection the Committee observe that in the absence of these facilities common man has to depend on procurement of their property related papers in most of the States from concerned district and tehsil headquarters on manual basis. The Committee also apprehend that out of 141 NLRMP districts Stated to have been covered across the country in most of the districts access to computerized records may not be available at all to common man or his representatives.”

*(Recommendation Para No. 5.45)*

“The Committee, therefore, recommend that a study may be undertaken to ascertain whether in all the 141 districts covered under NLRMP programme the supporting wherewithal in the form of Record Room, State level Data Centre etc. is available and if not available, the time-frame within which these components will be made available for availability of modern updated land records across the country. The Committee wish to emphasize that the very purpose of computerization of land records is defeated if the common man does not have easy access to authentic land records on computers. Therefore, the Committee strongly recommend that ways and means should be found out through technological interventions not only to achieve the objective of having correct and up-to-date land records but also to give easy access to such records to the common man. For this purpose kiosks may be set

up at tehsil or block level where the owner or his authorized representative can have access to the computerized records on payment of nominal fee.”

*(Recommendation Para No. 5.47)*

18. The Department in their Action Taken Reply have Stated as under:—

“All the States and UTs except A&N Islands implemented the erstwhile scheme of Computerization of Land Records, which yielded good results, but not consistently across the country. Several States have completed entry of basic land records data and are distributing the records of rights (RoRs) through computers (e.g., Andhra Pradesh, Chhattisgarh, Goa, Gujarat, Haryana, Himachal Pradesh, Karnataka, Madhya Pradesh, Maharashtra, Orissa, Rajasthan, Tamil Nadu, Sikkim, Uttar Pradesh, Uttarakhand, West Bengal, A&N Islands, Delhi, Puducherry). Many States have accorded legal sanctity to the computerized copies of the RoRs (e.g., Assam, A&N Islands, Chhattisgarh, Gujarat, Goa, Haryana, Himachal Pradesh, Karnataka, Madhya Pradesh, Maharashtra, Orissa, Punjab, Puducherry, Rajasthan, Sikkim, Tamil Nadu, Tripura, Uttar Pradesh, Uttarakhand, West Bengal). A number of States have stopped manual distribution of the RoRs (e.g., Gujarat, Goa, Haryana, Karnataka, Madhya Pradesh, Orissa, Tamil Nadu, Uttar Pradesh, Uttarakhand, West Bengal, Chandigarh, Puducherry). Several States have begun effecting mutations using computers (e.g., Andhra Pradesh, Assam, Chhattisgarh, Gujarat, Goa, Haryana, Himachal Pradesh, Karnataka, Orissa, Rajasthan, Sikkim, Tamil Nadu, Tripura, West Bengal, A&N Islands, Puducherry). Quite a few of the States have also placed land records data on the Internet websites (e.g., Andhra Pradesh, Chhattisgarh, Goa, Haryana, Karnataka, Madhya Pradesh, Maharashtra, Orissa, Puducherry, Rajasthan, Tamil Nadu, Tripura, Uttar Pradesh, Uttarakhand).”

*(Reply to Recommendation Para No. 5.45)*

“Funds are being provided under the programme for its various components like computerization of land records, digitization of cadastral maps, data centres at tehsil, sub-division and district levels, inter-connectivity among revenue offices, survey/re-survey, computerization of Sub-Registrar Offices, data entry of valuation details, data entry of legacy encumbrance data, scanning and preservation of old documents, connectivity of SROs with Revenue Offices, modern record rooms at tehsil level and training and capacity building. In fact funds were released for data entry of land



records to all the States/UTs except A&N Nicobar Islands and for 4434 tehsil-level data centres in 27 States/UTs, 1045 sub-division-level data centres in 16 States/UTs, 392 district-level data centres in 15 States and monitoring cells at State Hqrs. in 17 States under the erstwhile programme of Computerization of Land Records. Computerized copies of RoRs are being distributed by most of the States from data centres at tehsil-level. In respect of the States/UTs where such items were not sanctioned earlier under the CLR scheme, the same are being sanctioned under the NLRMP. However, it is proposed to conduct the study, as recommended by the Committee, and the Centre for Rural Studies (CRS), Lal Bahadur Shastri National Academy of Administration (LBSNAA), Mussoorie has been requested for submission of a proposal for the purpose."

*(Reply to Recommendation Para No. 5.47)*

**19. The Committee find from the reply of the Department that 19 States/UTs have started distributing Right of Records (RoRs), through Computers, 20 States/UTs have accorded legal sanctity to the computerized RoRs, 12 have stopped manual distribution of RoRs, 16 have started effecting mutations through computers and 14 have also placed data on the internet. The Committee feel that the reply of the Government is only informative in nature, since the Department have provided the data furnished by the States who have done some work but the reply of the Ministry is silent about the States who have not started any work. The Committee desire that easier accessibility of land records to all the people should be provided. While it is heartening to see that some States have posted land records data on the web, the Committee feel that the task would only be complete when every individual of this Country gets the data through internet websites and all the States/UTs have posted their respective data on the internet.**

## CHAPTER II

### RECOMMENDATIONS WHICH HAVE BEEN ACCEPTED BY THE GOVERNMENT

#### **Recommendation (Serial No. 1, Para No. 2.2)**

The Committee find that in the light of the direction 73 A of the 'Directions by the Speaker' the Hon'ble Minister of Rural Development has to make the required Statement in Parliament within six months *i.e.* by 17th June, 2010. In this connection the Committee also observe that the stipulated Statement should contain specific action taken on various recommendations of the Committee contained in the Report and should not reproduce action taken replies to various recommendations contained in the Report that the Department used to furnish within three months from the presentation of the Report as has been done while making such Statement during the Fourteenth Lok Sabha. In view of the foregoing the Committee recommend the Department of Land Resources to do the needful in the matter.

#### **Reply of the Government**

The statement under direction 73 A of the 'Directions by the Speaker', on Demands for Grants of Department of Land Resources, Ministry of Rural Development for 2009-10 has been made as per direction of the committee by the Minister of Rural Development in Lok Sabha on 3rd May, 2010 and in Rajya Sabha on 4th May, 2010.

[O.M. No. Z-18013/2/2008-GC (Vol. II) 16 July, 2010]

#### **Recommendation (Serial Nos. 2 and 3, Para Nos. 3.12 and 3.13)**

The Committee find that the Department of Land Resources has not been getting required funds so far during the Eleventh Plan (2007-2012) commensurate with the task of watershed development and modernisation of land records in the country. As against total Eleventh Plan allocation of Rs. 17,205.48 crore, the actual allocation made available during first four years (2007-08 to 2010-11) of the Plan has been as low as Rs. 8960 crore at Budget Estimate stage leaving a gap of Rs. 9245.49 crore. The allocation had further been reduced to the level

of Rs. 5220 crore at RE stage for the years 2007-08 to 2009-10 leaving a gap of staggering amount of around Rs. 12,000 crore. The Committee feel that a State of uncertainty in availability of Plan funds is hampering the functioning of the Department of Land Resources as the Department has not been getting its share of plan funds as per overall allocations made for it. The Committee also find that in view of the task of covering 22.65 million hectare of rainfed area to be covered by the Department during remaining two years (2010-11 and 2011-12) of the current Plan a total sum of Rs. 8831.72 crore for IWMP and Rs. 200 crore for NLRMP is required to cover the targeted number of districts. In view of this, the Committee strongly recommend that adequate allocation should be provided to the Department to achieve the set targets under different schemes. The Committee would like the Department to convey the concerns of the Committee to the Planning Commission and the Ministry of Finance in this regard.

The Committee are unable to comprehend the rationale behind allocating higher amount while approving Eleventh Plan (2007-12) outlay for the Department than what was proposed by the Department and then not making available the funds to the Department afterwards during first four years of the current Plan. The Committee, therefore, desire that a clarification may be obtained from Planning Commission in this regard and the Committee apprised accordingly.

### **Reply of the Government**

The Concerns of the Standing Committee were conveyed to the Planning Commission and the Ministry of Finance. Details of reply received from the Ministry of Finance and the Planning Commission are enclosed as Annexure-I and II respectively.

The Planning Commission has Stated that "In the beginning of the 11th Five Year Plan, both the watershed development programme and modernization of land records were taken up for restructuring to be launched as Integrated Watershed Management Programme (IWMP) and National Land Records Modernization Programme (NLRMP) respectively. The Cabinet approval for the restructured NLRMP/IWMP was given only in 2008/2009 respectively. In this backdrop, the allocation for these programmes was decided".

The Ministry of Finance has suggested that the Department should plan and accelerate the expenditure evenly during the course of the year as also ensure timely utilization of the funds released to the States/Implementing agencies, in order to avoid high unspent balances with the entities.

In compliance with the direction of the Standing Committee, the issue was taken up with State Governments, in earnest, to expedite utilization of funds, in a two-day workshop with CEOs, SLNAs and Nodal Secretaries of the States organized by the Department on 20-21st May 2010.

[O.M. No. Z-18013/2/2008-GC (Vol. II) 16 July, 2010]

### **Comments of the Committee**

(Please *see* Paragraph No. 7 of Chapter-I of the Report)

#### **Recommendation (Serial Nos. 4 and 5, Para Nos. 3.14 and 3.15)**

The Committee have been informed during the course of evidence of the Department of Land Resources that in view of large gap between funds agreed at initial stage and funds actually allocated year-wise during first four years of the current Plan a demand of Rs. 5330 crore for 2010-11 was made by the Department before the Planning Commission while bearing in mind a similar demand of Rs. 6600 crore for 2011-12. However, the Committee are constrained to note that Planning Commission has allocated only Rs. 2660 crore for 2010-11. In this connection the Committee have been informed by the Department that Planning Commission is convinced with their view point and as such the Department is hopeful of getting additional funds at Supplementary Grant stage. The Department plans to utilise the available funds in coming six to seven months so as to utilise the additional funds if made available to them. In the action taken reply to the Second Report of this Committee also the Department has expressed similar feeling that coverage of rainfed areas as targeted during the Eleventh Plan under IWMP would depend on the availability of funds from the Planning Commission.

In view of the foregoing the Committee desire that Planning Commission should allocate the requisite funds as they are convinced by the strategy drawn up by the Department so that the Eleventh Plan targets both for IWMP and NLRMP are met during Eleventh Plan period itself. The Committee strongly recommend that the Department should vigorously pursue with the Planning Commission for adequate outlay as the Committee have observed that the plan allocation is not sufficient for the Department to accomplish the task.

### **Reply of the Government**

The concern of Standing Committee has been conveyed to the Planning Commission and the Ministry of Finance. The Department is

making all efforts to release the due central assistance to the States. The Department has also taken up the matter of expeditious utilization of funds with State Governments.

[O.M. No. Z-18013/2/2008-GC (Vol. II) 16 July, 2010]

### **Recommendation (Serial No. 6, Para No. 3.16)**

On the issue of adequate allocation for the programme of NLRMP the Committee find that this programme has also been badly hit in all four years of the Eleventh Plan. The Committee recall that the issue was examined threadbare at the time of examination of Demands for Grants (2009-10) of the Department in their Second Report and the Committee had recommended for adequate allocation for this programme also. However even after that the necessary enhancement in allocation has not been made. The Committee would like the Department to convey the concern of the Committee to Planning Commission in this regard.

### **Reply of the Government**

The concern of the Committee has been duly conveyed to the Planning Commission.

[O.M. No. Z-18013/2/2008-GC (Vol. II) 16 July, 2010]

### **Recommendation (Serial No. 7, Para No. 3.19)**

The Committee find that the strategy for the 12th Plan would be worked out after the targets for different programmes of the Department for Twelfth Plan (2012-17) are formulated. The Committee would like to be informed of the time frame for formulation and finalization of targets for different programmes for Twelfth Plan. Keeping in view the experience of lower allocations during the current Plan the Committee feel that Department will have to cover the likely left over work of Eleventh Plan in addition to Twelfth Plan work regarding achieving coverage of 25 million ha. of rainfed area in the country. The Committee, therefore, are a little apprehensive about Department's performance during Twelfth Plan also which is roughly two years away. The Committee, therefore, desire that the Department should chalk out its strategy for Twelfth Plan bearing in mind all these issues once targets for the Plan are formulated and finalized.

## **Reply of the Government**

As recommended by the Standing Committee, the Department will chalk out its strategy for Twelfth Plan once targets for the Plan are finalized.

[O.M. No. Z-18013/2/2008-GC (Vol. II) 16 July, 2010]

### **Recommendation (Serial Nos. 8 and 9, Para Nos. 4.12 and 4.13)**

Two main issues have come up before the Committee about wastelands in the country, one relates to updation of Wastelands Atlas, 2005 and the other pertains to conversion of wastelands into cultivable land. In connection with updation of Wasteland Atlas the Committee have been informed that the required Atlas will be made available to the country shortly since it is under print at present. The Committee hope that the awaited Atlas will depict accurate data on wastelands in the country although the Department has given the figures of wastelands in the country of the order of 46.42 million with related details.

On the issue of data regarding conversion of wastelands into cultivable land the Committee are constrained to note that requisite data is not available with the Department and whatever latest data is available with the Department dates back to Wasteland Atlas of 2005 based on one Season data. The Committee also find that with a view to collect reliable data, a three Season data that was undertaken in 2006 has to be matched with another three Season data. The Committee also find that the Department has sanctioned a separate study to NRSC, Hyderabad in February, 2010 so as to complete the job within six to eight months. The Committee recommend that NRSC, Hyderabad be given necessary assistance to complete the comprehensive study on war footing basis so that the requisite data are provided within the stipulated deadline.

## **Reply of the Government**

Department of Land Resources (DoLR) has released Rs. 1.43 crore, which is about 50% of the total project cost of Rs. 2.85 crore, to National Remote Sensing Centre (NRSC) in Feb., 2010. NRSC has indicated that the study is expected to be completed by October, 2010. DoLR has again written to NRSC *vide* letter dated 3.5.2010 to complete the study on war footing basis by Oct., 2010. NRSC has also been informed that they would be provided further assistance if needed from DoLR to complete the task within the stipulated time.

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### **Recommendation (Serial No. 10, Para No. 4.19)**

The Committee are unhappy to note that not much progress has been made by the Department on the issue of impact assessment on agriculture, employment etc. of the huge investment of the order of Rs. 12,000 crore since Seventh Plan made on land resources in the country. In this connection the Committee recall that this issue was examined by the Committee last year also. The Committee have been informed that National Institute of Rural Development (NIRD) has been requested to take up the study and necessary terms of reference and its due date are being firmed up with NIRD. Some feedback is stated to have been received by the Department and two rounds of discussions have been made on the issue. The Committee conclude that tangible progress on the issue as ought to have been made by the Department has not been made on this vital area during the last three months time since presentation of the previous Report of the Committee to the Parliament. The Committee, therefore, reiterates that the Department should impress upon NIRD to take up the task expeditiously.

### **Reply of the Government**

After detailed discussion about the nature of evaluation/impact assessment, focus and thrust of assessment, as per concern of the Standing Committee, with detailed terms of reference, work has been assigned to NIRD. NIRD has been impressed upon to take up the work expeditiously and submit the report in nine months.

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### **Recommendation (Serial No. 13, Para No. 4.33)**

The Committee find with dismay that huge amount in respect of on-going schemes of IWDP, DPAP, DDP, SRA&ULR have been shown as unspent. Under IWDP, DPAP and DDP as high as Rs. 419.60 crore, Rs. 325.47 crore and Rs. 398.83 crore respectively has been lying unspent as on 31 December, 2009. Similarly for SRA &ULR and CLR Rs. 148.91 crore and Rs. 159.20 crore have been shown as unspent. The Committee recall that they have been repeatedly recommending in their previous reports for utilization of the unspent amounts in different schemes. In their last report on Demands for Grants (2009-10) of the Department of Land Resources also the Committee had made recommendation in this regard. The Committee after learning from the Department that a project is entitled to claim next installment even if upto 50 per cent of previous amount released remains unutilized, had recommended that a study be undertaken to ascertain whether this is the only reason for funds remaining unutilized

or there are other reasons like complacency on the part of the implementing agencies. From the action taken reply the Committee learn that in compliance with the Committee's recommendation NIRD has been requested to take up the study and the issue is currently being investigated by NIRD. Concurrently, the Committee have been informed that the Chief Secretaries of the concerned States have been asked to take necessary action in this regard and Department of Land Resources at its own level has carried out an intensive review of the position with regard to funds utilization in SRA &ULR and CLR schemes. From the comparative unspent balances as on 31.03.2009 to 31.12.2009, the Committee find that in respect of IWDP, the quantum of unspent amount has been reduced from the level of Rs. 471.67 crore to Rs. 419.60 crore and under DPAP programme it has decreased from the level of Rs. 444.45 crore to Rs. 325.47 crore. However, the Committee are constrained to note that in respect of DDP, the level of unspent balance has increased from Rs. 390.59 crore to Rs. 398.83 crore. The Committee, therefore, suggests that since the study by NIRD is already underway the increase in UB may also be gone into by that study itself. The Committee desire the Department to have the study expedited. At the same time, the Committee urge the Department to continue their sincere efforts with regard to utilization of unspent balances under different on-going schemes and to strive hard to ensure cent per cent utilization under different schemes.

### **Reply of the Government**

A Study has been assigned to NIRD as indicated in reply to Para 4.19. As part of this study, NIRD has been asked to examine issues relating to unspent balances and reasons behind the same. The Department has also taken up the matter of expeditious utilization of unspent balances under different on-going schemes with the State Governments.

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### **Recommendation (Serial No. 14, Para No. 4.36)**

The Committee note that the meetings of the State Level and District Level Vigilance and Monitoring Committees (V&MCs) are not being held in different States/UTs as per the V&MCs' Guidelines. The V&MCs' Guidelines stipulate that V&MCs meetings are to be held once in three months both at District and State level. The Committee are however constrained to note that the stipulated Guidelines are not being followed in letter and spirit as is evident from the details available on the website of the Department showing that during 2006-07, 2007-08, 2008-09 and 2009-10 (upto 24 March, 2010) as low as 34, 35, 36 and 8 State level V&MCs'



meetings have taken place in 33 States/UTs. As regards holding of District level V&MCs' meetings a total of 596 V&MCs' meetings were held during 2008-09 in 33 States/UTs in 617 districts. The Committee, therefore, recommend that the nodal Department should impress upon holding of V&MCs' at State and District level as stipulated in V&MCs' Guidelines with a view to monitor various programmes under its administrative control. For this purpose, the conditions for holding such meetings may be relaxed wherever felt necessary and feasible.

### **Reply of the Government**

The recommendations of the Standing Committee have been taken up with the Nodal Department (*i.e.* Department of Rural Development) in the Ministry of Rural Development for follow up action. The Nodal Department has informed that V&MC provides crucial role to peoples' representatives in the monitoring of implementation of the RD programmes. As per Guidelines, V&MC meetings are to be held every quarter. State level meeting held during the year 2008-09 and 2009-10 were 36 and 10 respectively. The nodal Department has informed that "lesser number of meetings in 2009-10 could be due to the reason that after the formation of XV Lok Sabha, Ministry issued Guidelines for reconstituting V&MCs at State and District level on 26.8.2009. Thereafter, the State/District Authorities started reconstituting the V&MCs and holding their meetings".

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### **Recommendation (Serial No. 15, Para No. 5.4)**

The Committee note that the programme of Integrated Watershed Management Programme (IWMP) that seeks to achieve a wide range of objectives of restoring ecological balance, development of degraded natural resources like soil, vegetation cover and water etc. is in formative stage and as such as per the nodal Department it would be too early to have its assessment keeping in view the long project period ranging from four to seven years. Since the Committee are already aware of these details they would like to know from the nodal Department in a comprehensive manner as to how the programme is progressing in different States bringing out clearly the difficulties being experienced as also the good results that are being achieved in implementation of the programme. The Committee would also like that all corrective action should be taken so as to achieve the indicated objectives under the aforesaid schemes.

## **Reply of the Government**

The comprehensive progress of IWMP in different States as on 30/06/2010 is as below:—

### **During 2009-10:**

- The State Level Nodal Agency (SLNA) was set up in all the 28 States for overseeing the implementation of IWMP. 26 States have submitted bank account details for releasing central assistance. Goa and West Bengal have been reminded to furnish the bank account details. Central Assistance of Rs. 61.36 crore has been released to SLNAs for institutional support.
- 22 States have furnished State Perspective and Strategic Plan (SPSP) and Preliminary Project Reports (PPRs). The States of Bihar, Goa, Haryana, Jammu and Kashmir, Manipur and West Bengal have been requested to furnish SPSP and PPRs.
- An area of 62.99 lakh ha was sanctioned against a target of 54.1 lakh ha by SLNAs of 20 States as per the projects appraised by the Steering Committee.
- Central Assistance of Rs. 501.46 crore was released to SLNAs for implementation of IWMP projects in 20 States.

### **During 2010-11 (as on 30.06.2010)**

- A two-day Workshop on IWMP with CEOs, SLNAs and Nodal Secretaries of the States was organised on 20-21 May 2010 and various issues related to implementation of IWMP including planning for 2010-11 were discussed.
- A tentative allocation of 85 lakh Ha.target for 2010-11 has been conveyed to the States with a request to furnish proposals for appraisal of the Steering Committee.
- Central assistance of Rs. 694.23 crore has been released to SLNAs for implementation of ongoing IWMP Projects.
- Central Assistance of Rs. 2.48 crore has been released to SLNAs of Bihar and Haryana for institutional support.
- Entry point activities, capacity building activities and community mobilisation etc., have been initiated in ongoing IWMP projects.

- In 6 States *viz.* Arunachal Pradesh, Assam, Chhattisgarh, Meghalaya, Nagaland and Tripura DPRs have been prepared for the projects sanctioned during 2009-10. Preparation of DPRs in other States is under progress.

### **The difficulties being faced by the Department:**

In spite of repeated reminders, Bihar, Goa, Haryana, Jammu and Kashmir, Manipur, West Bengal have yet to submit their SPSP and PPRs. Further, separate bank account details for receiving central assistance under IWMP are awaited from Goa and West Bengal. However, the Department is hopeful that with continual persuasion, these issues will be resolved.

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### **Comments of the Committee**

(Please *see* Paragraph No. 13 of Chapter-I of the Report)

### **Recommendation (Serial No. 18, Para No. 5.21)**

While reviewing the financial performance of the IWMP during the last three years from 2008-09 onwards the Committee find that the Budget allocation in the IWMP programme of Rs. 1825 crore in 2008-09 and Rs. 1911 crore during 2009-10 have been substantially reduced to the level of Rs. 1545 crore and Rs. 1762 crore respectively at the RE stage. The Committee have been informed that reduction at revised estimates stage during 2009-10 has been done by the Finance Ministry as per their own assessment while according to the Department, it could have utilized the amount Budgeted during 2009-10 for its programmes of IWMP and NLRMP. In the light of the above the Committee desire a clarification should be obtained from Ministry of Finance specifying reasons for reduction at RE stage. Needless to State that the issue of avoiding reduction at RE stage has consistently been taken up by the Committee in their previous reports also. The Committee would like the Department to take corrective measures in the light of the concern expressed by them while examining Demands for Grants of the previous year and reiterate now so that the funds allocated are fully utilized. The Committee also recommend to take up the matter regarding lowering of allocation at RE stage urgently with the Ministry of Finance.

### **Reply of the Government**

Already covered under the reply to para 3.12 and 3.13.

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### **Recommendation (Serial No. 19, Para No. 5.23)**

The Committee find from the physical performance of IWMP during the last three years from 2007-08 onwards that during first two years *viz.* 2007-08 and 2008-09 the emphasis of the Department has been on completion of on-going projects whereas during 2009-10 the emphasis is on new projects. The Committee have been informed that the Department is hopeful to achieve the target for 2009-10 by 31.3.2010. The Committee desire that actual achievement made by the Department as on 31st March, 2010 be communicated to the Committee in order to arrive at a logical conclusion since 2009-10 was the first year when new projects have again been started to be sanctioned.

### **Reply of the Government**

During the year 2009-10, the Department has not only achieved the target of 54.10 lakh ha. of launching new projects under IWMP but exceeded its target to achieve 62.9 lakh hectares.

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### **Recommendation (Serial No. 20, Para No. 5.29)**

The Committee find from the facts provided to them that the actual progress in respect of on-line monitoring of three on-going projects of IWDP, DPAP and DDP in different States is far from satisfactory. For instance in IWDP as against the 464 Programme Districts in 28 States, only 117 districts are reporting on-line. Similarly, in DPAP out of 183 programme districts in 16 States as low as 41 districts are reporting on-line. Likewise in DDP out of 40 programme districts in 7 States, only 6 districts are reporting on-line. From the State-wise details of on-line monitoring the Committee find that in almost all the States the situation is very pathetic with large number of programme districts not reporting on-line. The Committee, therefore, strongly recommend that Department of Land Resources should pay special attention on this vital area and apprise the Committee about the steps taken in this regard.

## **Reply of the Government**

In the two-day Workshop with CEOs, SLNAs and Nodal Secretaries of the States was organised on 20-21 May 2010 this issue was discussed in detail and the representatives of the States were requested to ensure regular online submission of progress reports.

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### **Recommendation (Serial No. 21, Para No. 5.35)**

The Committee are constrained to note that one of the prominent programmes of Department of Land Resources *viz.* National Land Records Modernisation Programme (NLRMP) could get as low as Rs. 581 crore for Eleventh Plan (2007-2012) from the Planning Commission that was barely sufficient only upto 2010-11. The Committee have been informed that for 2011-12, Planning Commission has already been requested to revise the Eleventh Plan allocation. The Committee recall that the issue of inadequate provisioning of Plan outlay was also dealt with by them in last year's Report (Para No. 5.22). From the action taken reply thereto the Committee learn that after the programme was approved by Cabinet on 21st August, 2008 the total cost of the programme was Rs. 5656 crore out of which Centre's share was Rs. 3098 crore. Keeping in view the huge cost involved for the programme and the fact that only 148 districts Stated to have been covered by the end of 2009-10, the Committee recommend that funds for this programme as demanded by the Nodal Department may be made available for targeted coverage of 455 districts during the current Plan. Besides, corrective action with regard to the implementation of programme should be taken urgently so as to achieve the objective of computerization of Land Records in all the States within the stipulated timeframe.

## **Reply of the Government**

Keeping in view the year-wise expenditure during the period 2007-08 to 2009-10, the Planning Commission has been requested to provide additional allocation of Rs. 635.00 crore for the NLRMP for the 11th Plan. Accordingly, it is expected that adequate funds would be provided by the Planning Commission through the Annual Plan allocations. As regards the coverage of districts under the programme, it has been as per the expectations set by the DoLR for the first two years of implementation *i.e.* during 2008-09 – 1 to 2 districts per State/UT and during 2009-10 – 3 to 4 districts per State/UT as 69 districts and 72 districts have been covered under the programme during 2008-09 and 2009-10 respectively.

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### **Recommendation (Serial No. 22, Para No. 5.40)**

The Committee find that the States of Mizoram and Arunachal Pradesh have come up with a request before the Department of Land Resources for revising the funding pattern for two components of survey/resurvey from 50:50 and for registration from 25:75 between Centre and States to 100% from Central funding. The Committee have been informed that moving the Cabinet for revising the funding pattern under the NLRMP to allow for 100 per cent Central funding for all components under the NLRMP for North-Eastern States is under consideration of Department of Land Resources. The Committee recommend that the Department should move expeditiously in the matter. The final decision taken in the matter may be intimated to the Committee.

### **Reply of the Government**

The Cabinet in its meeting held on 8th July, 2010 has approved modification to the funding pattern for the North-Eastern States under the NLRMP, to allow for Centre:State cost sharing on a 90:10 basis for survey/resurvey and updating of the survey and settlement records (including ground control network and ground truthing), computerization of registration and modern record rooms/land records management centres at Tehsil/taluk/circle/block level. For rest of the components, *viz.*, computerization of land records, training and capacity building, etc. the provision of 100% Central funding will continue.

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### **Comments of the Committee**

(Please see Paragraph No. 16 of Chapter-I of the Report)

### **Recommendation (Serial No. 23, Para No. 5.45)**

The Committee are constrained to note that updated computerized land records are not available in the country even after more than sixty years of independence. The Committee feel that computerization of land records in the country is largely dependent on various ancillary factors like availability of modern record rooms, State level Data Centres, Survey of existing records, their registration, capacity building of persons etc. involved in the work of updation of land records. In this connection the Committee observe that in the absence of these facilities common man has to depend on procurement of their property related papers in most of the States from concerned district and tehsil headquarters on manual basis. The Committee also apprehend that out of 141 NLRMP districts

Stated to have been covered across the country in most of the districts access to computerized records may not be available at all to common man or his representatives.

### **Reply of the Government**

All the States and UTs except A&N Islands implemented the erstwhile scheme of Computerization of Land Records, which yielded good results, but not consistently across the country. Several States have completed entry of basic land records data and are distributing the records of rights (RoRs) through computers (*e.g.*, Andhra Pradesh, Chhattisgarh, Goa, Gujarat, Haryana, Himachal Pradesh, Karnataka, Madhya Pradesh, Maharashtra, Orissa, Rajasthan, Tamil Nadu, Sikkim, Uttar Pradesh, Uttarakhand, West Bengal, A&N Islands, Delhi, Puducherry). Many States have accorded legal sanctity to the computerized copies of the RoRs (*e.g.*, Assam, A&N Islands, Chhattisgarh, Gujarat, Goa, Haryana, Himachal Pradesh, Karnataka, Madhya Pradesh, Maharashtra, Orissa, Punjab, Puducherry, Rajasthan, Sikkim, Tamil Nadu, Tripura, Uttar Pradesh, Uttarakhand, West Bengal). A number of States have stopped manual distribution of the RoRs (*e.g.*, Gujarat, Goa, Haryana, Karnataka, Madhya Pradesh, Orissa, Tamil Nadu, Uttar Pradesh, Uttarakhand, West Bengal, Chandigarh, Puducherry). Several States have begun effecting mutations using computers (*e.g.*, Andhra Pradesh, Assam, Chhattisgarh, Gujarat, Goa, Haryana, Himachal Pradesh, Karnataka, Orissa, Rajasthan, Sikkim, Tamil Nadu, Tripura, West Bengal, A&N Islands, Puducherry). Quite a few of the States have also placed land records data on the Internet websites (*e.g.*, Andhra Pradesh, Chhattisgarh, Goa, Haryana, Karnataka, Madhya Pradesh, Maharashtra, Orissa, Puducherry, Rajasthan, Tamil Nadu, Tripura, Uttar Pradesh, Uttarakhand).

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### **Comments of the Committee**

(Please *see* Paragraph No. 19 of Chapter-I of the Report)

### **Recommendation (Serial No. 25, Para No. 5.47)**

The Committee therefore, recommend that a study may be undertaken to ascertain whether in all the 141 districts covered under NLRMP programme the supporting wherewithal in the form of Record Room, State level Data Centre etc. is available and if not available, the timeframe within which these components will be made available for availability of modern updated land records across the country. The Committee wish to emphasize that the very purpose of computerization

of land records is defeated if the common man does not have easy access to authentic land records on computers. Therefore, the Committee strongly recommend that ways and means should be found out through technological interventions not only to achieve the objective of having correct and up-to-date land records but also to give easy access to such records to the common man. For this purpose kiosks may be set up at tehsil or block level where the owner or his authorized representative can have access to the computerized records on payment of nominal fee.

### **Reply of the Government**

Funds are being provided under the programme for its various components like computerization of land records, digitization of cadastral maps, data centres at tehsil, sub-division and district levels, inter-connectivity among revenue offices, survey/resurvey, computerization of Sub-Registrar Offices, data entry of valuation details, data entry of legacy encumbrance data, scanning and preservation of old documents, connectivity of SROs with Revenue Offices, modern record rooms at tehsil level and training and capacity building. In fact funds were released for data entry of land records to all the States/UTs except A&N Islands and for 4434 tehsil-level data centres in 27 States/UTs, 1045 sub-division-level data centres in 16 States/UTs, 392 district-level data centres in 15 States and monitoring cells at State Hqrs. in 17 States under the erstwhile programme of Computerization of Land Records. Computerized copies of RoRs are being distributed by most of the States from data centres at tehsil-level. In respect of the States/UTs where such items were not sanctioned earlier under the CLR scheme, the same are being sanctioned under the NLRMP. However, it is proposed to conduct the study, as recommended by the Committee, and the Centre for Rural Studies (CRS), Lal Bahadur Shastri National Academy of Administration (LBSNAA), Mussoorie has been requested for submission of a proposal for the purpose.

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### **Comments of the Committee**

(Please see Paragraph No. 19 of Chapter-I of the Report)

### **Recommendation (Serial No. 26, Para No. 5.50)**

The Committee are delighted to learn that NLRMP Fair, 2009 organised in New Delhi in December last year under the aegis of the Department of Land Resources has resulted in dissemination of awareness among various stakeholders on different aspects of the programmes like



technologies to be used, potential of Public Private Partnership (PPP) etc. associated with speedier coverage of districts in different States under the NLRM programme for making available updated land records in the country. The Committee, however find that only two State Governments of West Bengal and Andhra Pradesh participated in the aforesaid 'NLRM Fair'. The Committee feel that representation from States needs to be broad based in such 'NLRM Fairs' for the success of the programme. The Committee also feel that more and more such 'Fairs' be organized by the Department for accelerating the implementation of the programme.

### **Reply of the Government**

Representatives from 27 States/UTs participated in the Technical Fair. Some of the States deputed a large number of their staff/officers for participation in the Fair like Haryana (37 Nos.), Chhattisgarh (16 Nos.), West Bengal (15 Nos.), Rajasthan (12 Nos.), Maharashtra (8 Nos.).

There were 62 stalls including 6 stalls by the Government 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.

One of the positive outcomes of the NLRMP Technical Fair 2009 has been that there has been a spectacular rise in the response to tenders and EoIs floated by various State Governments. for the various processes of the NLRMP, mostly from the participants of the Fair.

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### CHAPTER III

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

##### **Recommendation (Serial No. 12, Para No. 4.27)**

The Committee note that in compliance with their recommendation made in their Second Report presented last year that on-going schemes of IWDP, DPAP and DDP be implemented in a more focused manner so that something tangible is discernible at ground level, the Department of Land Resources has come out with a series of steps taken for monitoring the ongoing watershed schemes. These include the decision taken for not sanctioning of new projects for first two years of the Eleventh Plan *viz.* 2007-2008 and 2008-2009 and release of funds only for completion of projects, closure of (a) pre-Hariyali projects sanctioned upto 2002-2003 and which were to be completed by 2007-2008 where only 1 or 2 installments have been released after refund of unspent balances, (b) Hariyali projects where one installment has been released in 2003-2004 or 2004-2005 and State Government has not asked for release of next installments etc. The Committee find that consequent upon these measures a total of 2546 projects have been identified for closure in different States across the country. From the State-wise details of projects identified for closure the Committee find that major States where large number of projects have been identified for closure are Jharkhand (758 projects), Jammu and Kashmir (374 projects), Bihar (230 projects), Maharashtra (274 projects), Orissa (216 projects) etc. In Committees' view closure of as large as 2546 projects at one go, many of which are in big States may not be in consonance with the over-all planning and implementation of on-going watershed projects in the country. The Committee, therefore, recommend that before finally closing the projects the concerned State Governments may once again be consulted on case to case basis. The concrete action taken should be communicated to the Committee.

## **Reply of the Government**

A total of 2546 overdue and non-performing projects have been identified in different States for closure. However, these projects are to be processed for closure by the State Governments keeping in view the progress made, amount utilised against Central assistance released and the unspent balance to be refunded to Government of India. The State Governments have also been advised to take up the uncovered areas under Integrated Watershed Management Programme (IWMP).

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### **Recommendation (Serial No. 24, Para No. 5.46)**

In this connection the Committee visualize from the component wise details of funds allocated to different States during 2009-10 as furnished by the Department that although specified districts have been covered under NLRMP yet no allocation has been made in associated components like computerization, Modern Record Rooms, State level Data Centres. For instance in States of Uttar Pradesh, Assam, Maharashtra as many as 5 districts, 20 districts, 6 districts have been brought under NLRMP, yet under Modern Record Rooms component no funds have been shown to have been sanctioned to these States.

## **Reply of the Government**

The NLRMP is a Centrally-sponsored scheme which is demand driven and funds are released to the States/UTs in response to the proposals received and keeping in view the funds provided for the same item under the earlier schemes of Computerization of Land Records (CLR) and Strengthening of Revenue Administration and Updating of Land Records (SRA&ULR).

2. In case of Uttar Pradesh, funds amounting to Rs. 150 lakh towards Central share were sanctioned for modern record rooms at Tehsil level during 2008-09 for four districts (Barabanki, Ghaziabad, Jaunpur and Mathura) out of five districts covered under the NLRMP. For the fifth district *viz.* Allahabad, funds were not sanctioned as funds were sanctioned during 2007-08 (Rs.100 lakh towards Central share) under the SRA&ULR Scheme. Similarly, in respect of Maharashtra, Rs. 925.00 lakh towards

Central share was sanctioned for modern record rooms at Tehsil level for the 6 districts covered during 2008-09 under the NLRMP. In respect of Assam, as indicated in the component-wise sanction of funds for the year 2009-10, funds to the tune of Rs. 1587.50 lakh have been sanctioned for modern record rooms at Tehsil level in 20 districts of the State covered during 2009-10.

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## CHAPTER IV

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

#### **Recommendation (Serial No. 11, Para No. 4.23)**

The Committee observe that the progress in regard to the issue of undertaking a study for the purpose of combining the work of multiple agencies like ICRISAT, NIRD, TERI, IGNOU etc. on awareness generation of IWMP, generation of proposal thereunder etc. for enabling an evaluator to understand the programme in a holistic manner has also not been encouraging except for a request that has been made to Centre for Rural Studies (CRS), Lal Bahadur Shastri National Academy of Administration. The response thereto is still awaited. The Committee opine that the issue in question has not attracted the desired level of attention by the Department of Land Resources since considerable time of three months has elapsed since presentation of the Report of the Committee. The Committee, therefore, desire that they be apprised of the reasons for delay in executing the task in order to arrive at a logical conclusion. At the same time the Committee urge the Department to at least now deal with the matter expeditiously.

#### **Reply of the Government**

The Centre for Rural Studies (CRS), Lal Bahadur Shastri National Academy of Administration has been assigned the task of documentation and analysis of the evaluation reports of multiple agencies like ICRISAT, NIRD and TERI. Funds have been placed with them with a request to complete the work in six months.

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#### **Comments of the Committee**

(Please see Paragraph No. 10 of Chapter-I of the Report)

## CHAPTER V

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

#### **Recommendation (Serial No. 16, Para No. 5.13)**

The Committee note that various constraints in implementation of IWMP have been highlighted by the nodal Department. These relate to funds flow to States, progress on establishment of State Level Nodal Agencies (SLNAs), Watershed Cell-cum-Data Centre in programme districts and non-availability of bank accounts of SLNAs. In addition to this certain other constraints have been outlined by the Department in their Outcome Budget. The Committee find that considerable progress is stated to have been made in regard to funds flow to project implementing agencies through SLNAs for timely release of funds. About establishment of SLNAs the Committee find that SLNA in West Bengal has also now been set up and SLNA in Bihar is in progress. They recommend that the matter regarding 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 also find that some problem is being faced in setting up of Watershed Cell-cum-Data Centre in programme districts in different States where DRDAs are not associated with IWMP work and for this the Committee have been informed that necessary modifications in the Cabinet decision is under process for establishing WCDCs in DRDA/Zila Panchayat/District Level Implementing Agency/Department as per the convenience of the State Governments. The Committee desire that the same may be done expeditiously. As regards non-availability of Bank Account details of SLNAs of three States of Goa, Manipur and West Bengal the Committee feel that this should not be a big issue, the matter should be taken up with concerned State Governments urgently since in the absence of Bank Accounts these SLNAs may not get the required releases under IWMP as per the revised mechanism. The Department should take the desired steps immediately and the Committee would like to be apprised about the progress made in this regard.

#### **Reply of the Government**

As a result of regular pursuance by DoLR, although all 28 States have set up SLNAs, SLNA, Goa has not yet opened a bank account and

SLNA, West Bengal is yet to submit a separate bank account for receiving funds.

Regarding necessary modifications in the Cabinet decision for establishing WCDCs in DRDA/Zila Panchayat/District Level Implementing Agency/Department as per the convenience of the State Governments, the draft Cabinet Note is in the last stage of consultation.

[O.M. No. Z-18013/2/2008-GC (Vol. II) 16 July, 2010]

### **Recommendation (Serial No. 17, Para No. 5.18)**

The Committee have come across various implementation constraints as highlighted in the Outcome Budget (2010-11) of the nodal Department stating that achievement under IWMP may be affected by delay in submission of State Perspective Strategic Plans (SPSPs)/Detailed Project Report (DPRs) by States delay, in release of State share etc. The problem in submission of SPSPs had emanated from States of Goa, Haryana, J&K, Manipur and West Bengal whereas release of State share is a problem common to majority of States. The Committee feel that there is a need to have an independent assessment of the problem with regard to the affected States for submission of SPSPs/DPRs. As far as arranging State share is concerned the Committee feel that State Governments should be persuaded to at least now release their share which under the Common Guidelines has been reduced from earlier level of 25 per cent to existing level of 10 per cent.

### **Reply of the Government**

22 States have by now submitted SPSP. Matter is being pursued at the highest level with the States which are yet to gear up work in IWMP.

A two-day workshop on Integrated Watershed Management Programme (IWMP) with CEOs, SLNAs and Nodal Secretaries of the States was organized on 20-21 May, 2010 in Delhi and various issues related to implementation of IWMP including need for timely submission of SPSP and DPRs and release of State share were emphasized.

[O.M. No. Z-18013/2/2008-GC (Vol. II) 16 July, 2010]

NEW DELHI;  
25 February, 2011  
6 Phalgun, 1932 (Saka)

SUMITRA MAHAJAN,  
*Chairperson,*  
*Standing Committee on Rural Development.*

## APPENDIX I

File No. 14(25)-B(PD)/2009  
Ministry of Finance  
Department of Economic Affairs  
(Budget Division)

North Block, New Delhi,  
Dated the May 12, 2010

### OFFICE MEMORANDUM

**Subject: Seventh Report of the Standing Committee on Rural Development (2009-10) on Demands for Grants (2010-11) of the Department of Land Resources (Ministry of Rural Development).**

The undersigned is directed to refer to the Department of Land Resources' OM No. Z-18013/2/2008-GC, dated April 26, 2010 on the subject cited above and furnish herewith the comments of Ministry of Finance as below:—

- (i) The statement of the Department of Land Resources to the Standing Committee regarding reduction in revised estimate during 2009-10 that it has been done by the Finance Ministry as per their own assessment is *not* justifiable. While finalizing the Revised Estimates of expenditure during the pre-budget meetings with the various Ministries/Departments, the issues relating to necessary approvals of competent authorities and other factors *viz.* the institutional capacity of the implementing agencies to implement the scheme as scheduled, the constraints on spending by the spending agencies, thrust area of the Government, off-take by State/UT Government, etc. are also kept in view. Accordingly, the Budget Estimates are corrected through mid-term review at the time of finalizing the Revised Estimates. **Most importantly**, the quantum of Government assistance lying with the recipients unutilised etc. is taken in account while finalizing the estimates with a view to minimising the scope for surrenders at a later stage. Notwithstanding the above, efforts are always taken to keep the variation to the minimum.



- (ii) Two major factors were considered in the RE meetings with the Department of Land Resources *viz.* pace of expenditure upto September and the unspent balance with the States/ implementing agencies for finalisation of Plan RE ceilings, as indicated below:

(Rs. in crore)

Year	BE	Expenditure upto September	Unspent balance reported by the Department of LR at the time of pre-budget meetings	Amount agreed to in the RE meeting
2007-08	1500.00	26.46%	Rs. 1282.09 crore as on 30.9.2007	1400.00
2008-09	2400.00	23%	Rs. 1379.81 crore as on 1.8.2008	1800.00
2009-10	2400.00	45%	Rs. 1736.88 crore as on 31.3.2009	2020.00

- (iii) The Department may accordingly plan and accelerate the expenditure evenly during the course of the year as also ensure timely utilisation of the funds released to the States/ implementing agencies, in order to avoid huge unspent balances with the entities. These factors would ensure utilisation of budgeted amount without any substantial reduction at RE stage.

Sd/-

**(Sant Ram)**

Under Secretary to the Government of India

Tele. 2309 5177

Department of Land Resources,  
**(Shri D.P. Singh, Director)**  
 'G' Wing, NBO Building, Nirman Bhavan,  
 New Delhi.

## APPENDIX II

No.P-12021/2/2010-RD  
Planning Commission  
(Rural Development Division)

Yojana Bhavan, Sansad Marg,  
New Delhi, the 17th May, 2010

### OFFICE MEMORANDUM

**Subject: Seventh Report of the Standing Committee on Rural Development (2009-10) on Demands for Grants (2010-11) of the Department of Land Resources (Ministry of Rural Development)– Comments/Clarification of Planning Commission.**

Please refer to your letter No. Z-18013/2/2008-GC, dated 26/04/2010 on the above subject. I am directed to forward herewith the para-wise comments of Planning Commission on the recommendations of the Committee which are given as under:

3.12 The Deptt. of Land Resources has been implementing two major programmes, *i.e.*, Water Shed Development Programme and Modernization of Land Records in the country. The Five Year Plan allocation to the department is only indicative which is split into Annual Plans. It is true that the allocation of funds made during the first four years of the 11th Five Year Plan were little less as compared to the outlay proposed by the Deptt. The allocation of funds during the formulation of Annual Plan depends on various factors such as actual requirement of funds, capacity to utilize, availability of resources and the past performance. In the beginning of the 11th Five Year Plan, both the Water Shed Development Programme and Modernization of Land Records were taken up for restructuring to be launched as Integrated Water Shed Management Programme (IWMP) and National Land Records Modernization Programme (NLRMP) respectively. The cabinet approval for the restructured NLRMP/IWMP was given only in 2008/2009 respectively. In this backdrop, the allocation for these programmes was decided. It may, however, be observed that the approved outlay for the Deptt. which was Rs. 1500 crore in 2007-08 was increased to Rs. 2400 crore in 2009-10 and further to Rs. 2660 crore in 2010-11.

However, there has been a small reduction in the outlay at the RE stage on account of low utilization of available funds. Therefore, it may be mentioned that mere allocation of funds may not result in achieving the objectives unless the State Government, machinery is geared up to take up the programmes at desired level.

3.13 The 11th Plan outlay was indicated keeping in view the certain physical targets for both the programmes of Deptt. of Land Resources. However, the process of restructuring the programmes consumed considerable time. Therefore, the programmes have not been implemented at the scale projected in the 11th Five Year Plan.

3.14 The achievement under the programmes does not entirely depend upon on the availability of funds only. The capacity of line departments of the State to implement the programmes is also a major factor. There has been a significant increase in the allocation of funds over the years. If the Deptt. is able to utilize the resources judiciously for implementation of the programmes, it can always approach the Planning Commission for additional funds at supplementary budget stage. Further, it may not be prudent to park the funds with the programme implementing agencies as the scarce resources has the opportunity cost.

3.15 The request of the Deptt. of Land Resources for additional resources, if any, could be considered on the basis of merit at the appropriate stage.

3.16 The implementation of National Land Resource Modernization Programme (NLRMP) has not suffered on account of lack of resources. The Deptt. of Land Resources may submit the detailed proposal with the justification for allocation of additional resources for this programme for the consideration of Planning Commission.

5.35 The 11th Plan allocation for NLRMP was indicated as Rs. 513.69 crore. However, during the first four years of the plan, *i.e.*, 2007-08 to 2010-11, an outlay of Rs. 1223 crore was approved by the Planning Commission. However, there has been a substantial reduction in the outlay at R.E. stage on account of low utilization.

Sd/-  
**(T.V. Bhavadas)**  
Director (RD)

**Shri D.P. Singh**  
Director (GC & Parl.) Deptt. of Land Resources,  
Ministry of Rural Development  
'G' Wing, NBO Building, Nirman Bhavan,  
New Delhi-110011

### APPENDIX III

#### COMMITTEE ON RURAL DEVELOPMENT (2010-2011)

#### EXTRACTS OF THE MINUTES OF THE THIRD SITTING OF THE COMMITTEE HELD ON THURSDAY, THE 6 JANUARY, 2011

The Committee sat from 1500 hrs. to 1730 hrs. in Committee Room No. 'B', Ground Floor, Parliament House Annexe, New Delhi.

#### PRESENT

Smt. Sumitra Mahajan — *Chairperson*

#### MEMBERS

#### *Lok Sabha*

2. Dr. Pulin Bihari Baske
3. Shri Kunvarjibhai Mohanbhai Bavaliya
4. Shri Sanjay Dhotre
5. Shri H.D. Kumaraswamy
6. Shri Govind Chandra Naskar
7. Shri Rakesh Pandey
8. Shri P.L. Punia
9. Shri A. Venkatarami Reddy
10. Shri Navjot Singh Sidhu
11. Shri Jagdanand Singh
12. Shri Makansingh Solanki
13. Shri Kodikkunnil Suresh

*Rajya Sabha*

14. Shri Ganga Charan
15. Sardar Sukhdev Singh Dhindsa
16. Dr. Ram Prakash
17. Shrimati Maya Singh
18. Shri Mohan Singh
19. Dr. (Smt.) Kapila Vatsyayan

SECRETARIAT

1. Shri A. Louis Martin — *Joint Secretary*
2. Shri Shiv Singh — *Director*
3. Shri A.K. Shah — *Additional Director*
4. Shri Raju Srivastava — *Deputy Secretary*

2. \*\*\*                      \*\*\*                      \*\*\*                      \*\*\*                      \*\*\*

3. The Committee first took up for consideration the following memoranda one by one:—

- (i) \*\*\*                      \*\*\*                      \*\*\*                      \*\*\*                      \*\*\*
  - (ii) \*\*\*                      \*\*\*                      \*\*\*                      \*\*\*                      \*\*\*
  - (iii) Memorandum No. 9 regarding consideration and adoption of draft action taken Report on the recommendations contained in the Seventh Report of the Committee on Demands for Grants (2010-11) relating to Department of Land Resources (Ministry of Rural Development);
  - (iv) \*\*\*                      \*\*\*                      \*\*\*                      \*\*\*                      \*\*\*
  - (v) \*\*\*                      \*\*\*                      \*\*\*                      \*\*\*                      \*\*\*
4. \*\*\*                      \*\*\*                      \*\*\*                      \*\*\*                      \*\*\*

5. The Committee, thereafter, considered and adopted \*\*\* \*\*\* \*\*\* and draft action taken Report at Sl. No. (iii) with slight modifications.

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\*\*\* Relevant portions of the Minutes not related to the subject have been kept separately.

The Committee then authorized the Chairperson to finalize these draft action taken Reports and present the same to both the Houses of Parliament.

- 6. \*\*\*                      \*\*\*                      \*\*\*                      \*\*\*                      \*\*\*
- 7. \*\*\*                      \*\*\*                      \*\*\*                      \*\*\*                      \*\*\*
- 8. A verbatim record of the proceedings has been kept.

*The Committee then adjourned.*

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\*\*\* Relevant portions of the Minutes not related to the subject have been kept separately.

## APPENDIX IV

[Vide Para 4 of the Introduction]

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

I.	Total number of recommendations:	26
II.	Recommendations that have been accepted by the Government:	21
	Para Nos.: 2.2, 3.12, 3.13, 3.14, 3.15, 3.16, 3.19, 4.12, 4.13, 4.19, 4.33, 4.36, 5.4, 5.21, 5.23, 5.29, 5.35, 5.40, 5.45, 5.47 and 5.50	
	Percentage to total recommendations:	(80.76)
III.	Recommendations which the Committee do not desire to pursue in view of the Government's replies:	2
	Para Nos.: 4.27 and 5.46	
	Percentage to total recommendations:	(7.7)
IV.	Recommendations in respect of which replies of the Government have not been accepted by the Committee:	1
	Para No. 4.23	
	Percentage to total recommendations:	(3.84)
V.	Recommendations in respect of which final replies of the Government are still awaited:	2
	Para Nos. 5.13 and 5.18	
	Percentage to total recommendations:	(7.7)