

**STANDING COMMITTEE ON RURAL DEVELOPMENT
(2010-2011)**

21

FIFTEENTH LOK SABHA

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

**DEMANDS FOR GRANTS
(2011-2012)**

TWENTY-FIRST REPORT



**LOK SABHA SECRETARIAT
NEW DELHI**

TWENTY-FIRST REPORT

**STANDING COMMITTEE ON RURAL DEVELOPMENT
(2010-2011)**

(FIFTEENTH LOK SABHA)

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

**DEMANDS FOR GRANTS
(2011-2012)**

Presented to Lok Sabha on **26.08.2011**

Laid in Rajya Sabha on **26.08.2011**



**LOK SABHA SECRETARIAT
NEW DELHI**

August, 2011/ Bhadra, 1933 (Saka)

CRD No. 021

Price : Rs.

© 2010 BY LOK SABHA SECRETARIAT

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

CONTENTS

	PAGE
REPORT	
COMPOSITION OF THE COMMITTEE (2010-11)	(iii)
INTRODUCTION	(iv)
ABBREVIATIONS.....	(v)

PART I

NARRATION ANALYSIS

I. Introductory	9
II. Functions of the Department	10
III. Overall Analysis	12
A. Scheme wise allocation	13
B. Outlay and Expenditure	14
C. Percentage increase in allocation	15
D. Unspent Balance	15
IV. Scheme-wise Analysis	17
A. Integrated Wastelands Development Programme (IWDP)	18
(i) Coverage	19
(ii) Expenditure	20
(iii) Funding Pattern	21
(iv) Achievement/output	22
B. Drought Prone Areas Programme (DPAP)	24
(i) Physical Performance	25
(ii) Funding pattern	28
(iii) Financial Performance	29
(iv) Unspent Balance	31
C. Desert Development Programme (DDP)	32
(i) Coverage	32
(ii) Funding pattern	35

D.	Integrated Watershed Management Programme (IWMP)	36
V.	The National Land Record Modernization Programme (NLRMP)	37
A.	Computerization of Land Records (CLR)	38
B.	Strengthening of Revenue Administration and Updating of Land Records (SRA & ULR)	39
C.	National Land Records Modernization Programme (NLRMP)	42
	(i) Financial Performance of NLRMP	44
	(ii) Physical Performance	46
IV.	Other important issues	49
A.	Land Acquisition Amendment of Rehabilitation & Resettlement Bill	49
B.	Land Reform	50
C.	Bio Fuel	51
D.	Convergence of Watershed Development with MGNREGA	55

PART II

Observations/Recommendations of the Committee	56
---	----

APPENDICES

I.	Projects sanctioned (in Nos.) under IWDP Programme during the period 1995-96 to 2010-11 (As on 31-12-2010)	
II.	Progress in Modernization of Land Records	
III.	Progress in infrastructure Development	
IV.	Minutes of Eighth sitting	82
V.	Extracts of the Minutes of the Fifteenth sitting	84

(iii)

**COMPOSITION OF THE STANDING COMMITTEE
ON RURAL DEVELOPMENT (2010-2011)**

Shrimati 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
7. Shri H.D. Kumaraswamy
8. Shri Raghuvir Singh Meena
9. Shri Sidhant Mohapatra
10. Shri Gobinda Chandra Naskar
11. Shri Rakesh Pandey
12. Shri P.L. Punia
13. Shri A. Venkatarami Reddy
14. Shri Jagdish Sharma
15. Shri Navjot Singh Sidhu
16. Shri Jagdanand Singh
17. Dr. Sanjay Singh
18. Shri Makansingh Solanki
19. Shri Kodikkunnil Suresh
20. Shrimati Usha Verma
21. Shri Ramesh Vishwanath Katti

Rajya Sabha

22. Shri Mani Shankar Aiyar
23. Shri Ganga Charan
24. Sardar Sukhdev Singh Dhindsa
25. Dr. Ram Prakash
26. Shri P.R. Rajan
27. Vacant*
28. Shrimati Maya Singh
29. Shri Mohan Singh
30. Miss Anusuiya Uikey
31. Dr. (Smt.) Kapila Vatsyayan

Secretariat

- | | | |
|--------------------------------|---|---------------------|
| 1. Shri Brahm Dutt | - | Joint Secretary |
| 2. Smt. Veena Sharma | - | Director |
| 3. Shri Raju Srivastava | - | Deputy Secretary |
| 4. Shri Ravi Kant Prasad Sinha | - | Committee Assistant |

* Vacant caused consequent upon the demise of Shri Arjun Singh, Mp, Rajya Sabha on 4 March, 2011.

(iv)

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 Report on Demands for Grants (2011-2012) of the Department of Land Resources (Ministry of Rural Development).

2. The Committee took evidence of the representatives of the Department of Land Resources of the Ministry of Rural Development on 28 April, 2011.

3. The Report was considered and adopted by the Committee at their sitting held on 18 August, 2011.

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

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

NEW DELHI;
24 August, 2011
2 Bhadra, 1933(Saka)

(SUMITRA MAHAJAN)
Chairperson,
Standing Committee on
Rural Development

(v)

ABBREVIATIONS

BE	-	Budget Estimate
CCEA	-	Cabinet Committee on Economic Affairs
CLR	-	Computerisation of Land Records
DDP	-	Desert Development Programme
DPAP	-	Drought Prone Areas Programme
DRDA	-	District Rural Development Agency
DPR	-	Detailed Project Report
EFC	-	Expenditure Finance Committee
ICAR	-	Indian Council for Agricultural Research
ICRISAT	-	International Crops Research Institute for the Semi-Arid Tropics
IWDP	-	Integrated Wastelands Development Programme
IWMP	-	Integrated Watershed Management Programme
NE	-	North Eastern
NGO	-	Non-Governmental Organisation
NIC	-	National Informatics Centre
NIRD	-	National Institute of Rural Development
NNE	-	Non-North Eastern
NPCLRM	-	National Programme for Comprehensive Land Resources Management
NRAA	-	National Rain-fed Area Authority
NWDB	-	National Wastelands Development Board
PIA	-	Project Implementation Agency
RE	-	Revised Estimate
RoR	-	Record of Rights
SLNA	-	State Level Nodal Agency
SRA & ULR	-	Strengthening of Revenue Administration and Updating of Land Records
TDET	-	Technology Development Extension and Training
TERI	-	The Energy and Resources Institute
UT	-	Union territory
WA	-	Watershed Association
WC	-	Watershed Committee
ZP	-	Zilla Parishad
NLRMP	-	National Law Record Modernisation Programme
RoRs	-	Record of Rights
WCDCs	-	Watershed Cell cum Data Centres
WCs	-	Watershed Committees
GIS	-	Geographic Information System
MIS	-	Management Information System
QPRs	-	Quality Progress Reports
NILAM	-	National institute of Law Administration & Management
LAN	-	Local Area Network
NRRP	-	National Rehabilitation and Resettlement
NICSI	-	National Informatics Centre Services Inc
EOI	-	Expression of Interest
GBS	-	Gross Budgetary Support
MNRE	-	Ministry of New & Renewable Energy
MGNREGA	-	Mahatma Gandhi National Rural Employment Guarantee Act

REPORT

PART-I

NARRATION ANALYSIS

I. Introductory

1.1 India has about 18% of world's human population and 15% of livestock population to be supported from only 2% of world's geographical area and 1.5% of forest and pasture land. The per capita availability of land has declined from 0.89 ha in 1951 to 0.37 ha in 1991; and that of agriculture land from 0.48 ha in 1951 to 0.16 ha in 1991. A technical Committee constituted in 2005 by the Department of Land Resources under the Chairmanship of Shri S. Parthasarthy analysed a wide range of statistics to show that even as irrigated agriculture appears to be hitting a plateau, the dry land farming has suffered neglect. The report concludes that the productivity of dry land agriculture needs to be developed if food security demands of the year 2020 are to be met. A greater focus of watershed development programmes to increase productivity of lands in rain-fed areas may hold the key to meeting the challenge of food security in years to come. Out of 328.7 million ha of geographical area of India, 142 million hectares is net cultivated area. Of this, about 57 million hectare (40%) is irrigated and the remaining 85 million ha. (60%) is rain fed. The latter is generally subject to wind and water erosion and is in different stages of degradation.

1.2 To accelerate the pace of development of wasteland/degraded lands and to focus attention in this regard, the Government had set up the National Wastelands Development Board in 1985 under the Ministry of Environment & Forests. Later a separate Department of Wastelands Development in the Ministry of Rural Development and Poverty Alleviation was created in 1992 and the National Wastelands Development Board was transferred to it. In April 1999, Department of Wastelands was renamed as the Department of Land Resources to act as the nodal agency for land resource management. Consequently, all land-based development programmes and the Land Reforms Division were brought under this Department.

II. Functions of the Department

1.3 The following functions have been assigned to the Department of Land Resources as per the Allocation of Business Rules:

- (i) Land reforms, land tenure, land records, consolidation of holdings and other related matters.
- (ii) Administration of Land Acquisition Act, 1894 (1 of 1894) and matters relating to acquisition of land for purposes of the Union.
- (iii) Recovery of claims in a State in respect of taxes and other public demands, including arrears of land revenue and sums recoverable as such arrears, arising outside that State.
- (iv) Land, that is to say, collection of rents, transfer and alienation of land, land improvement and agricultural loans excluding acquisition of non-agricultural land or buildings, town planning improvements.
- (v) Land revenue, including assessment and collection of revenue, survey for revenue purposes, alienation of revenues.
- (vi) Duties in respect of succession to agricultural land.
- (vii) National Wastelands Development Board.
- (viii) National Land Use and Wasteland Board Development Council
- (ix) Promotion of rural employment through wasteland development
- (x) Promotion and production of fuel-wood, fodder and timber on non-forest lands, including private wastelands.
- (xi) Research and development of appropriate low cost technologies for increasing productivity of wastelands in sustainable ways.
- (xii) Inter-Departmental and inter-disciplinary coordination in programme planning and implementation of the Wastelands Development Programme including training.
- (xiii) Promotion of people's participation and public cooperation and coordination of efforts of Panchayats and Voluntary and non-Government agencies for waste land development.
- (xiv) Drought Prone Area Programmes.
- (xv) Desert Development Programmes.

- (xvi) The Registration Act (16 of 1908)
- (xvii) (a) National Mission on Bio-Diesel;
- (b) Bio-fuel plant production, propagation and commercial plantation of bio-fuel plants under various schemes of the Ministry of Rural Development in consultation with the Ministry of Agriculture and the Ministry of Panchayati Raj; and
- (c) Identification of non-forest wastelands in consultation with the State Governments, the Ministry of Agriculture and the Ministry of Panchayati Raj for Bio-fuel plant production”.

1.4 With a view to carrying out the above functions, the Department of Land Resources implements the following schemes:-

- (i) Integrated Wastelands Development Programme (IWDP)
- (ii) Drought Prone Areas Programme (DPAP)
- (iii) Desert Development Programme (DDP)
- (iv) Integrated Watershed Management Programme (IWMP)
- (v) Computerization of Land Records
- (vi) Strengthening of Revenue Administration and Updating of Land Records
- (vii) Technology, Development, Extension & Training
- (viii) Bio-fuels
- (ix) National Rehabilitation and Resettlement Policy

1.5 During 2011-12, the above functions are dealt with under following Heads:-

- (i) Integrated Watershed Management Programme (IWMP) including Professional Support.
- (ii) National Land Records Management Programme (NLRMP)
- (iii) Bio-fuels
- (iv) National Rehabilitation and Resettlement Policy

III. Overall Analysis

1.6 The Demands for Grants (2011-12) in respect of Department of Land Resources laid on the Table of Lok Sabha on 11.03.2011 have made a provision of Rs.2706.20 crore with Plan component of Rs.2700.00 and non-Plan component of Rs.6.20 crore. The outlay allocated during the year 2011-12 is Rs.40.00 crore higher than previous year (2010-11) BE.

A. Scheme wise allocation

1.7 The scheme-wise provisions for the current year (2011-12) are given as below:-

Plan Schemes	Amount (Rs. in crore)
Integrated Watershed Management Programme (IWMP)	2549.20
National Land Records Modernisation Programme (NLRMP)	150.00
National Rehabilitation & Re-settlement Policy, 2007	0.50
Bio-fuel	0.30
Total Plan	2700.00
Non-Plan	
Secretariat Economic Services	6.20
Grand Total Plan and Non-Plan	2706.20

B. Outlay and Expenditure

1.8 Scheme wise Outlays and Expenditure and actual expenditure balances during last three years are given as under:-

Sl. No.	Name of Scheme/ Programme	Budget Estimates 2009-10	Revised Estimates 2009-10	Actual Expenditure 2009-10	Budget Estimates 2010-11	Revised Estimates 2010-11	Releases 2010-11 (as on 31.12.10)	Budget Estimates 2011-12
1.	<u>Plan</u> Integrated Watershed Management Programme (IWMP)	1911.00	1762.80	1764.54	2458.00	2458.00	1974.37	2549.20
2.	Externally Aided Projects	57.00	57.00	57.00	0.00	0.00	0.00	0.00
3.	National Programme for Comprehensive Land Resources Management (NPCLRM)	400.00	199.99	198.72	200.00	200.00	89.87	150.00
4.	Bio-fuel	30.00	0.20	0.00	1.00	1.00	0.00	0.30
5.	R & R Policy/others	02.00	0.01	0.00	1.00	1.00	0.00	0.50
	Total plan	2400.00	2020.00	2018.36	2660.00	2660.00	2064.24	2700.00
	<u>Non-plan</u> Sectt. Economic Services	5.64	6.69	6.70	5.80	5.80	5.09	6.20
	Grant Total (Plan and Non-Plan)	2405.64	2026.69	2025.06	2665.80	2665.80	2069.33	2706.20

1.9 About the reasons for reduction at Revised Estimate stage, the Department stated:-

"It is submitted that the reduction in the budget at the RE stage has been made by the Ministry of Finance. The reasons indicated are high unspent balances with the States/ implementing agencies and slow pace of expenditure by the Department."

C. Percentage increase in allocation

1.10 Statement showing percentage increase in various schemes/programmes during the last three years is given below:-

(Rs. in crore)							
S. No.	Name of the Scheme	2009-10		2010-11		2011-12	
		Outlay	% Increase	Outlay	% Increase	Outlay	% Increase
1	Integrated Watershed Development Programmed (IWMP)	1911.00	12.8	2458.00	28.00	2549.20	3.00
2	Externally Aided Projects	57.00	-	-	-	-	-
3	National Programme for Comprehensive Land Resources Management (NPCLRM) Modernization of Revenue Administration (a)Computerization of Land Records (CLR) (b)Strengthening of Revenue Administration & Updating of Land Records (SRA &ULR) (c)Comprehensive Modernization of Land Records CMLR)	400.00	-	200.00	0.00	150.00	(-) 25
4	Bio-fuel	30.00	-	1.00	(-) 96.6	0.30	(-) 70
5	Others including R R Policy	2.00	-	1.00	(-) 50	0.50	(-) 50
	TOTAL PLAN	2400.00	11.08	2660.00	10.00	2700.00	1.00

D. Unspent Balance

1.11 In the Outcome Budget (2011-12), it has been shown that there were huge unspent balances with the Department of Land Resources. The details of Programme-wise and State-wise unspent balance of funds as on 31.12.2010 are as under:-

(Rs. In crore)								
S. No.	State	IWDP	DPAP	DDP	IWMP	SRA&ULR	CLR	NLRMP
1	Andhra Pradesh	23.59	34.26	16.11	148.27	8.07	3.30	33.38
2	Bihar	13.92	7.17	-	0.73	0.97	4.17	6.09
3	Chhattisgarh	11.69	31.38	-	36.10	7.85	0.00	9.69
4	Goa	0	0	-	0	0.13	0.03	0.00
5	Gujarat	21.66	52.92	89.93	157.88	11.02	11.08	40.07
6	Haryana	8.10	0	32.31	0.85	0.00	1.75	18.58
7	Himachal	21.12	9.98	14.15	20.32	2.15	4.16	8.16
8	Jammu & Kashmir	0	NA*	3.67	2.29	1.96	15.42	0.66
9	Jharkhand	5.13	11.91		4.82	2.50	9.76	0.00
10	Karnataka	13.32	34.23	15.92	103.28	15.09	11.81	0.00
11	Kerala	13.52	0	-	5.00	5.11	1.83	7.01
12	Madhya Pradesh	7.59	24.69	-	153.62	3.88	7.96	84.66
13	Maharashtra	33.33	18.62	-	162.01	1.67	2.90	44.52
14	Orissa	26.83	28.04	-	88.86	7.61	7.30	25.39
15	Punjab	2.89	0	-	0.34	3.66	3.39	14.00
16	Rajasthan	6.97	13.88	117.09	306.96	5.93	4.79	39.02
17	Tamil Nadu	18.22	16.81	-	68.22	3.46	8.86	0.00
18	Uttar Pradesh	5.12	25.13	-	133.85	19.70	14.23	16.42
19	Uttaranchal	7.44	4.94	-	1.69	2.51	12.14	0.00
20	West Bengal	4.19	11.51	-	0	12.33	8.30	72.56
21	Assam	15.51	-	-	42.85	5.31	15.30	21.36
22	Arunachal	13.52	-	-	1.80	0.00	0.00	0.00
23	Manipur	0.91	-	-	8.31	0.60	2.00	1.69
24	Meghalaya	2.61	-	-	0.83	0.00	0.00	6.24
25	Mizoram	0	-	-	1.79	0.00	0.00	0.00
26	Nagaland	0	-	-	11.196	0.50	0.45	1.82
27	Sikkim	1.16	-	-	0.509	0.00	0.04	0.09
28	Tripura	0.45	-	-	7.73	2.65	0.99	4.27
29	A & N Island	-	-	-	-	0.15	0.00	0.19
30	Chandigarh	-	-	-	-	0.00	0.15	0.00
31	D & N Haveli	-	-	-	-	0.06	0.12	0.67
32	Delhi	-	-	-	-	0.18	0.97	0.00
33	Daman & Diu	-	-	-	-	0.00	0.43	1.04

34	Lakshadweep	-	-	-	-	0.11	0.50	1.66
35	Punducherry	-	-	-	-	0.91	1.12	2.27
Total		278.79	325.47	289.18	1551.90	126.07	155.25	461.51

*Unspent balance in respect of Jammu & Kashmir State not reported.

1.12 The Committee wanted to know about the time since when the funds are lying unspent the Department in their reply have stated that-

"The IWMP was launched in 2009-10. During 2009-10, an amount of Rs. 501.48 crore was released under IWMP. During 2010-11, upto December 2010 an amount of Rs. 1334.16 crore was released. Out of these releases, an amount of Rs. 1551.90 crore remains unspent by end of December 2010.

Under DPAP, DDP and IWDP, project wise funds are released in the individual project accounts. As per the Guidelines of the programmes, next installment for the project is released when the unspent balance is less than 50% of the previous installment released. The fund for the project does not lapse at the end of the financial year and rolls over to the next year.

As explained above, unspent balance of maximum of 50% of previous installment is in-built in the Guidelines. The unspent balance shown against the States are sum total of unspent balances of various projects. The schemes of SRA & ULR and CLR were started in 1987-1988 and 1988-89 respectively. Under the schemes, the total amount of Rs.1061.96 crores has been release upto the year 2007-08. Out of this Rs.780.65 crore has been spent so far. Time has been given to the States to spend the money by the 29th February, 2012. The major amount of unspent funds relate to releases in the year 2006-07 and 2007-08."

1.13 On being asked about the measures taken to address the burgeoning problem of unspent balances the Department stated –

"The specific modalities to address the issue of unspent balances include holding workshop with CEOs, SLNAs and Nodal Secretaries of the States, regional review meetings and sensitization in the Steering Committee of IWMP meetings organized by this Department and written correspondences with the States.

As per the new scheme of IWMP, instead of the erstwhile 5 to 7 installments the number of installments has been reduced to 3. However, as per the Common Guidelines under which the scheme is being operated, the gestation period for the preparatory phase of the scheme is indicated as 1 to 2 years. Therefore, the first installment of 20% is bound to remain with the State Government upto a period of 2 years for preparation of DPR, implementation of the Entry Point Activities, capacity building etc.

The matter of unspent balances with the States/UTs is being monitored regularly through quarterly progress reports, review meetings and field visits by senior officers of the Department. Further to ensure timely utilization of funds, the DoLR has permitted the States/UTs to utilize the entire unspent funds of CLR and SRA& ULR up-to 29.02.2012 or return the balance funds by 31st March, 2012. The NLRMP has been launched in the year 2008-09 only and the figures shown in the above table reflect funds unutilized against the total funds released under it up-to 31.12.2010."

IV. Scheme-wise Analysis

1.14 The Department of Land Resources has been implementing three Area Development Programmes viz. Drought Prone areas Programme (DPAP), Desert Development Programme (DDP) and Integrated Wastelands Development Programme (IWDP) on watershed basis since 1995-96, based on the recommendations of a Technical Committee under the chairmanship of Professor C.H.Hanumantha Rao, appointed in 1994 to appraise the impact of DPAP / DDP and suggest measures for improvement. Accordingly, the Guidelines were framed and made effective from 1st April 1995.

1.15 The Ministry of Rural Development set up another Technical Committee on DPAP, DDP and IWDP chaired by Shri S. Parthasarathy in 2005 to address major issues in watershed programmes and recommend viable strategies and mechanisms for effective implementation of these programmes. The Parthasarthy Committee Report-2006 analysed a wide range of statistics to show that the dry land farming has suffered neglect, even as irrigated agriculture appears to be hitting a plateau. The report concluded that the productivity of dry land agriculture needs to be developed if food security demands of the year 2020 are to be met. The report recommended that a greater focus of watershed development programmes to increase productivity of lands in rain-fed areas might hold the key to meet the challenge of food security in years to come.

1.16 Under the aegis of the Planning Commission, National Rainfed Area Authority (NRAA) in consultation with the concerned Ministries framed Common Guidelines, 2008 for watershed programmes for all Ministries/Departments

based on the Parthasarathy Committee Report, other Committee's observations and past experiences. The provisions in the Common Guidelines and the observations of the Parthasarthy Committee have necessitated modifications in the watershed schemes of the Department of Land Resources. Accordingly, DPAP, DDP and IWDP of the Department of Land Resources have been integrated and consolidated into a single modified programme called Integrated Watershed Management Programme (IWMP) and launched in 2009-10. This consolidation is for optimum use of resources, sustainable outcomes and integrated planning.

1.17 The Department also monitors implementation of land reforms measures and implements Centrally Sponsored Scheme of the National Land Records Management Programme (NLRMP) with the ultimate goal of ushering in the system of conclusive titles, to replace the current presumptive title system in the country. It also administers the Land Acquisition Act, 1894, and is the nodal agency for National Policy on Resettlement and Rehabilitation.

1.18 The programmes which were merged under IWMP are discussed in subsequent paragraphs.

A. Integrated Wastelands Development Programme (IWDP)

1.19 IWDP has been under implementation since 1989-90 and was transferred to Department of Land Resources (erstwhile Department of Waste Land Development) along with National Wasteland Development Board in July 1992. From 1st April 1995, the scheme is being implemented on watershed basis in accordance with the guidelines for watershed development.

(i) Coverage

1.20 Presently IWDP is being implementing in 470 Districts in 28 States. The project under the programme are sanctioned in the blocks not covered by DDP and DPAP.

1.21 The details of project sanctioned during the period 1995-96 to 2010-11 is given in **Annexure I**

1.22 When the Committee asked about the status of the implementation of project sanctioned the Department provided the following information:-

"The State-wise completed projects including closed projects as on 31.3.2011 are as below.

S.No.	STATE	No. of projects completed/ closed
1	ANDHRA PRADESH	59
2	BIHAR	14
3	CHHATTISGARH	20
4	GOA	2
5	GUJARAT	37
6	HARYANA	10
7	HIMACHAL PRADESH	31
8	JAMMU AND KASHMIR	9
9	JHARKHAND	10
10	KARNATAKA	59
11	KERALA	3
12	MADHYA PRADESH	97
13	MAHARASHTRA	30
14	ORISSA	39
15	PUNJAB	5
16	RAJASTHAN	80
17	TAMIL NADU	42
18	UTTAR PRADESH	115
19	UTTARANCHAL	13
20	WEST BENGAL	1

	SUB-TOTAL:	676
NORTH EASTERN STATES		0
1	ARUNACHAL PRADESH	27
2	ASSAM	26
3	MANIPUR	21
4	MEGHALAYA	12
5	MIZORAM	15
6	NAGALAND	41
7	SIKKIM	11
8	TRIPURA	4
	SUB-TOTAL for NE:	157
	GRAND TOTAL:	833

1.23 When the Committee asked whether the projects were completed or the projects were closed mid-way, the Department in their written reply stated that

"There were some projects, classified as non-performing projects, which had taken one or two installments only and they were considerably delayed. The Department had taken conscious policy decision to close such non-performing projects. Out of 833 IWDP projects, 85 projects have been closed. The balance 748 projects were closed after completion."

(ii) Expenditure

1.24 The total fund released till 31.12.2010 is Rs. 4141.14 crore the details of which are as below:

Year-wise release of funds under IWDP scheme since 1995-96 till 2010-11 (upto 31.12.2010)	
Year	Amount released (Rs. In Crore)
1995-96	1.77
1996-97	8.52
1997-98	36.23
1998-99	50.33
1999-00	75.91
2000-01	121.22

2001-02	167.87
2002-03	207.97
2003-04	306.18
2004-05	334.42
2005-06	486.32
2006-07	484.27
2007-08	516.52
2008-09	670.83
2009-10	465.90
2010-11 (as on 31.12.2010)	206.88
TOTAL	4141.14

(iii) Funding pattern

1.25 Prior to 31.3.2000, watershed development projects under the programme were sanctioned at a cost norm of Rs.4000 per hectare. These were funded entirely by the Central Government. The cost norm has since been revised to Rs.6000 per hectare for the projects sanctioned after 1.4.2000. The funding of the projects is shared between the Centre and States in the ratio of Rs.5500 per ha. and Rs.500 per ha. respectively. However, the old projects sanctioned upto 31.3.2000 continue to be funded entirely by the Central Government.

(iv) Achievement/Output

1.26 Statement of outlays and outcomes/targets and achievement for 2009-10 and 2010-11 is given below:-

Rs. in Crore					
Name of Scheme/ Programme	Objective/Outcome	Outlay 2009-10	Quantifiable Deliverables	Process/ Timelines	Achievements
2	3	4	5	7	8
Integrated Wastelands Development Programme (IWDP)	(1) Increase in productivity of waste land (2) Increase in income of rural household (3) Empowerment through increased people's participation in local decision making processes relating to degraded land and other natural resources.	1762.80*	(i) Completion of 50 projects. (ii) Area of completed projects is 0.25 M.Ha.	Minimum one year	(i) An amount of Rs.465.90 Crore released for on-going projects. (ii) 196 projects have been completed. (iii) Complete covering of 0.98 M.ha. by completion of 196 ongoing projects. (iv) An area of about 0.856** M.ha. covered during the year.
2010-11					
Integrated Wastelands Development Programme (IWDP)	(1) Increase in productivity of waste land (2) Increase in income of rural household (3) Empowerment through increased people's participation in local decision making processes relating to degraded land and other natural resources.	2458.00#	(i) Completion of 250 projects by releasing last installment. (ii) Complete covering of 1.25 M.ha. by completion of 250 ongoing projects (iii) An area of about 0.598## M.ha. covered during the year.	Minimum one year	(i) An amount of Rs.200.82 Crore released for on-going projects. (ii) 136 projects have been completed. (iii) Complete covering of 0.786 M.ha. by completion of 136 ongoing projects. (iv) An area of about 0.365** M.ha. covered during the year.

* An outlay of Rs.1762.80 crore (RE) has been provided for IWMP (DPAP, DDP IWDP, IWMP & Professional Support) during 2009-10.

** This includes area covered under projects for which last installment of fund has been released for completion and other ongoing projects during 2009-10.

An outlay of Rs.2458 crore has been provided for IWMP (DPAP, DDP IWDP, IWMP & Professional Support) during 2010-11.

This includes area covered under projects for which last installment of fund has been released for completion and other ongoing projects during 2010-11.

1.27 When the Committee asked that how far the Department have been able to increase the productivity and income of rural house hold in the areas where the projects have been completed the Department in the reply stated that

"The Department of Land Resources had assigned an impact assessment study of 837 watershed projects in 9 States sanctioned during 01.04.1998 to 31.03.2002 and completed since then, to NIRD, Hyderabad. Out of 837 projects, it was found that 700 projects were average in performance and the remaining were poor. As per the study report received during April, 2011, there was an enhancement in cropping intensity by 24%, range being 2 to 50%, due to implementation of IWDP and this resulted in enhancement of yields of cereals by 49% and cash crops by 28%. As to the increase of income of rural households, the study observed that mandays increased by 43 per annum per head, ranging from 25 to 68 days, because of better production systems due to implementation of IWDP."

1.28 The Committee pointed out that the impact assessment study of 837 watershed projects in 9 States sanctioned during 1.4.1998 to 31.3.2002 and completed since then, to NIRD, Hyderabad. Out of 837 projects, it was found that 700 projects were average in performance and the remaining were poor. Asked about its reasons, the Department in their written reply stated as under:-

"As per the direction of the Hon'ble Committee, a comprehensive study has been assigned to NIRD. The study is under progress. Meanwhile, NIRD has submitted draft report of a study which was earlier assigned to them for 837 projects sanctioned during 1.4.1998 to 31.3.2002 in 121 ecologically and economically disadvantaged Districts, of 9 States. The draft impact assessment study report was furnished by NIRD in the third week of April, 2011. The study is based on 26 parameters like change in land use pattern, ground water increase, runoff reduction, soil erosion reduction, surface water increase, decrease in wastelands, improvement in vegetative cover, increase in cropping intensity, increase in mandays and increase in yield of crops etc. For grading the projects, marks were given to each of the 26 parameters. The projects which scored 33 to 65 on a scale of 1-100 have been rated as average and projects which were below 33 have been rated as poor. Accordingly, 700 micro-watershed projects have been rated as average and balance projects as poor. The draft report is under examination."

1.29 When the Committee asked the Department about the corrective steps taken to make the watershed projects viable, productive and serving the needs of citizens, the Department in their written reply submitted that:-

"The projects for which evaluation carried out by the NIRD were old projects sanctioned between 1.4.1998 to 31.3.2002. According to Parthasarathy Committee (2005), these projects were inter alia facing some bottlenecks like lack of dedicated institutions, production systems & livelihood activities for asset less etc. The shortcomings identified by the Parthasarathy Committee were addressed while formulating the common guidelines for watershed development projects, 2008, under which modified IWMP is implemented."

B. Drought Prone Areas Programme (DPAP)

1.30 In order to address specific problems of drought prone areas, DPAP is being implemented on watershed basis from 1995 onwards. No new projects have been sanctioned under this programme w.e.f. 2007-08. The details of which are as below:

Sl.No.	States	No. of Districts	No. of Blocks	Identified Area in M. Ha.	Project area in M. Ha.
1	Andhra Pradesh	11	94	9.9218	2.121
2	Bihar	6	30	0.9533	0.2715
3	Chhattisgarh	9	29	2.1801	0.580
4	Gujarat	14	67	4.3938	1.222
5	Himachal Pradesh	3	10	0.3319	0.206
6	Jammu & Kashmir	6	22	1.4705	0.280
7	Jharkhand	15	100	3.4843	0.7975
8	Karnataka	17	81	8.4332	1.185
9	Madhya Pradesh	26	105	8.9101	1.6335
10	Maharashtra	25	149	19.4473	1.808
11	Orissa	8	47	2.6178	0.6595
12	Rajasthan	11	32	3.1968	0.5535
13	Tamil Nadu	18	80	2.9416	0.811
14	Uttar Pradesh	15	60	3.5698	0.8885
15	Uttaranchal	7	30	1.5796	0.423
16	West Bengal	4	36	1.1594	0.2795
	Total	195	972	74.5913	13.7195

1.31 When asked about why out of 74.5913 million hectare identified area, project area is only 13.7195 million hectare, the Department in their written reply submitted that:-

"No new projects were sanctioned under DPAP from 2007-08 onwards. As the Planning Commission and National Rainfed Area Authority (NRAA) framed Common Guidelines, 2008 for watershed programmes for all Ministries/Departments based on the Parthasarathy Committee Report, 2006, other Committee's observations and past experiences. The provisions in the Common Guidelines and the observations of the Parthasarathy Committee have necessitated modifications in the watershed schemes of the Department of Land Resources. Accordingly, Drought Prone Areas Programme (DPAP), Desert Development Programme (DDP) and Integrated Wastelands Development Programme (IWDP) of the Department of Land Resources have been integrated and consolidated into a single modified programme called Integrated Watershed Management Programme (IWMP) w.e.f. 26.02.2009. Under IWMP, the identified DPAP areas have been given due priority while selecting the projects for implementation. Hence, the remaining DPAP areas are taken care of."

(i) Physical Performance

1.32 Under DPAP, 27,439 watershed projects covering an area of 13.72 M. ha. with a total cost of about 7,364 crores were sanctioned upto 2006-07. Out of these, 14,498 projects have been completed / closed (as on 31.12.2010).

1.33 From 2007 onwards no new projects have been sanctioned under DPAP the State wise details regarding the number of DPAP project sanctioned from 1995-96 to 2006-07 or given as under:-

State	Year												
	95-96	96-97	97-98	98-99	99-00	00-01	01-02	02-03	03-04	04-05	05-06	06-07	Total
Batch →	1 st	2nd	3rd	4th	5th	6th	7th	8th	Har-I	Har-II	Har-III	Har-IV	
A.P	527	60	321	700	587	314	166	291	287	287	342	360	4242
Bihar	101	0	0	0	0	28	46	60	60	68	90	90	543
Chh.garh	234	0	0	0	0	197	106	116	116	116	135	140	1160
Gujarat	275	100	19	55	230	329	110	241	250	250	290	295	2444
H.P.	33	21	0	0	17	77	40	50	40	40	47	47	412
J & K	-	0	10	22	0	132	44	66	66	66	77	77	560
Jharkhand	263	0	0	0	19	200	173	164	200	200	234	142	1595
Karnataka	406	0	0	0	248	266	245	221	227	227	265	265	2370
M.P.	661	0	0	0	265	657	238	265	269	269	310	333	3267
Maharashtra	818	0	0	0	219	588	296	300	296	303	360	436	3616
Orissa	192	0	0	0	0	111	221	160	146	146	170	173	1319
Rajasthan	182	0	0	0	18	271	96	113	96	96	115	120	1107
T.N.	297	0	0	103	299	0	61	144	160	160	190	208	1622
U.P.	282	99	56	0	286	93	92	158	160	160	190	201	1777
Uttaranchal	117	0	0	0	90	58	90	97	90	90	105	109	846
W.B.	135	0	0	0	0	60	28	32	72	72	80	80	559
Total	4523	280	406	880	2278	3381	2052	2478	2535	2550	3000	3076	27439

1.34 Department in their replies have also submitted that as on 1.4.2011, 6859 number of DPAP projects are ongoing and the Department propose to complete all these projects by December, 2012. The details of ongoing projects are as below:-

S.No.	NAME OF STATE #	NO. OF ONGOING PROJECTS
1	ANDHRA PRADESH	1012
2	BIHAR	183
3	CHHATTISGARH	481
4	GUJARAT	899
5	HIMACHAL PRADESH	146
6	JAMMU AND KASHMIR	167
7	JHARKHAND	388
8	KARNATAKA	470
9	MADHYA PRADESH	483
10	MAHARASHTRA	1069
11	ORISSA	254
12	RAJASTHAN	251
13	TAMIL NADU	437
14	UTTAR PRADESH	53
15	UTTARANCHAL	294
16	WEST BENGAL	272
	TOTAL	6859

DPAP is implemented in 16 States only.

1.35 When the Committee wanted to know the details of the oldest projects which have still not been completed with the date of initial sanction of the project, the Department in their written replies submitted that:-

"The oldest ongoing DPAP projects pertain to the year 2003-04 (31.07.2003). The State-wise details of such ongoing DPAP projects as on 01.04.2011 are as below:

S.No.	STATE	No. of Projects
1	ANDHRA PRADESH	179
2	BIHAR	0
3	CHHATTISGARH	112
4	GUJARAT	196
5	HIMACHAL PRADESH	12
6	JAMMU & KASHMIR	0
7	JHARKHAND	0
8	KARNATAKA	99
9	MADHYA PRADESH	18
10	MAHARASHTRA	160
11	ORISSA	8
12	RAJASTHAN	51
13	TAMIL NADU	24
14	UTTAR PRADESH	28
15	UTTARANCHAL	63
16	WEST BENGAL	58
	TOTAL	1008

(ii) Funding pattern

1.36 Till March 1999, the funds were shared on 50:50 basis between the Central Government and the State Governments. However, with effect from 1st April 1999, the funding is shared on 75:25 basis between the Centre and State Government. The projects of 500 ha. are sanctioned under the programme. With effect from 1.4.2000, uniform cost norms @ Rs.6,000/- per ha. have been introduced. These norms are applicable to projects sanctioned during and after 2000-2001. In respect of earlier projects sanctioned up to 1999-2000, the pre-revised cost norms are applicable.

(iii) Financial Performance

1.37 The Central funds released under the programme from 1995-96 to 2010-11 (as on 31.12.2010) are given below:-

Year	Amount released (Rs. in Crore)
1995-96	118.92
1996-97	109.95
1997-98	100.77
1998-99	72.99
1999-2000	95.00
2000-2001	190.00
2001-2002	209.52
2002-2003	250.02
2003-2004	294.99
2004-2005	299.99
2005-2006	353.18
2006-2007	359.00
2007-2008	383.48
2008-09	448.30
2009-10	404.47
2010-11 (as on 31.12.2010)	221.84
Total	3912.42

1.38 State-wise details of funds released during 2010-11 under DPAP are given below:-

(Rs. in crores)

STATES	DPAP
Andhra Pradesh	19.06
Bihar	0
Chhattisgarh	11.34
Gujarat	10.96
Himachal Pradesh	12.20
Jammu & Kashmir	7.02
Jharkhand	0
Karnataka	27.61
Maharashtra	45.73
Madhya Pradesh	25.49
Orissa	20.89
Rajasthan	15.99
Tamilnadu	8.97
Uttar Pradesh	10.15
Uttarakhand	6.43
West Bengal	0
Total	221.84

(iv) Unspent Balance

1.39 Till 31.03.2011 there were Rs. 340.45 crore left with different DPAP States the details which are as below:-

S.No.	NAME OF STATE #	UNSPENT BALANCE AS ON 01.04.2011 (RS. IN CRORE)
1	ANDHRA PRADESH	46.27
2	BIHAR (Dec.2010)	7.05
3	CHHATTISGARH(Dec.2010)	20.72
4	GUJARAT (Feb.2011)	31.10
5	HIMACHAL PRADESH	23.73
6	JAMMU AND KASHMIR	N/A
7	JHARKHAND (Dec.2010)	10.02
8	KARNATAKA (Feb.2011)	7.79
9	MADHYA PRADESH	23.64
10	MAHARASHTRA	58.62
11	ORISSA (Feb.2011)	44.86
12	RAJASTHAN	13.60
13	TAMIL NADU	21.82
14	UTTAR PRADESH(Dec.2010)	14.88
15	UTTARANCHAL	10.25
16	WEST BENGAL	6.10
	TOTAL	340.45

DPAP is implemented in 16 States only.

1.40 When asked about as to how the Department will tackle the problem of unspent balance the Department in their written reply submitted that

"The steps undertaken by the Department to utilise the unspent balance include holding workshops with CEOs, SLNAs and Nodal Secretaries of the States, regional review meetings and sensitization in the Steering Committee of IWMP meetings organized by this Department and written correspondences with the States. Further, it is submitted that under DPAP project wise funds are released in the individual project accounts. The account for each project is audited every year and the submission of the audited report is mandatory for release of next installment. The next installment for the project is released in the same account when the unspent balance is less than 50% of the previous installment released. The fund for the project does not lapse at the end of the financial year and rolls over to the next year. Therefore, the unspent balance for the project is eliminated only on completion of the project."

C. Desert Development Programme (DDP)

1.41 The DDP was started in the year 1977-78 both in the hot desert in Rajasthan, Gujarat and Haryana and the cold desert areas of Jammu & Kashmir and Himachal Pradesh. From 1995-96 onwards DDP has been implemented on watershed basis and the coverage of programme extended to another six Districts of Karnataka and one District in Andhra Pradesh.

(i) Coverage

1.42 The Desert Development Programme (DDP) is under implementation in 235 blocks of 40 Districts in 7 States. The States where DDP is under implementation along with the number of blocks are as below:

S. No.	Name of the State	District	Blocks	Identified Area in M. Ha.	Project area in M.Ha.
1	Andhra Pradesh	1	16	1.9136	0.527
2	Gujarat	6	52	5.5424	1.531
3	Haryana	7	45	2.0542	0.5945
4	Himachal Pradesh	2	3	3.5107	0.276
5	Jammu & Kashmir	2	12	9.6701	0.3645
6	Karnataka	6	22	3.2295	0.791
7	Rajasthan	16	85	19.8744	3.789
	Total	40	235	45.7949	7.873

1.43 When asked about as to why out of the total identify area of 45.7949 million hectare, the total project area is 7.873 million hectare the Department in their written reply have stated that:-

"No new projects were sanctioned under DDP from 2007-08 onwards. As the Planning Commission and National Rainfed Area Authority (NRAA) framed Common Guidelines, 2008 for watershed programmes for all Ministries/Departments based on the Parthasarathy Committee Report, 2006, other Committee's observations and past experiences. The provisions in the Common Guidelines and the observations of the Parthasarathy Committee have necessitated modifications in the watershed schemes of the Department of Land Resources. Accordingly, Drought Prone Areas Programme (DPAP), Desert Development Programme (DDP) and Integrated Wastelands Development Programme (IWDP) of the Department of Land Resources have been integrated and consolidated into a single modified programme called Integrated

Watershed Management Programme (IWMP) w.e.f. 26.02.2009. Under IWMP, the identified DDP areas have been given due priority while selecting the projects for implementation. Hence, the remaining DDP areas are taken care of."

1.44 Under DDP, 15,746 watershed projects covering an area of 7.873 million hectares with a total cost of Rs.4487.12 crores were sanctioned up to 2010-11 (as on 31.12.2010). Out of these 8977 projects have been completed/closed.

1.45 The State-wise details of watershed project sanctioned under DDP during the period 1995-96 to 2010-11 (as on 31.12.2010) is given below:-

S. No	Name of the State	Year												Total	
		Batch No	95-96 I	96-97 II	97-98 III	98-99 IV	99-00 V	00-01 VI	01-02 VII	02-03 VIII	03-04 Har-I	04-05 Har-II	05-06 Har-III		06-07 Har-IV
1	Andhra Pradesh		96	10	00	100	96	60	80	110	110	110	134	148	1,054
2	Gujarat		345	00	00	100	250	400	304	277	298	298	370	420	3,062
3	Haryana		107	6	00	100	76	144	100	121	118	118	140	159	1,189
4	Himachal Pradesh		80	00	00	00	48	75	95	73	49 A	38	46	48	552
5	Jammu & Kashmir		94	49	36	00	96	73	111	77	41	40	50	62	729
6	Karnataka		130	00	00	100	51	226	160	165	166	166	198	220	1,582
7	Rajasthan		841	00	00	00	883*	681#	509\$	779^	780**	830AA	1062@	1213\$\$	7,578
TOTAL			1,693	65	36	400	1,500	1,659	1,359	1,602	1,562	1,600	2,000	2,270	15,746

Note: A project under DDP generally covers an area of 500 hectares.

* Includes 614 special projects for sand dune stabilization , shelterbelt plantations etc. during 1999-2000.

Includes 293 special projects for sand dune stabilization, shelterbelt plantations etc. during 2001-2001.

\$ Include 264 special projects for sand dune stabilization, shelterbelt plantations etc. during 2001-2002.

^ Includes 362 special projects for sand dune stabilization, shelterbelt plantations etc. during 2001-2001.

** Includes 362 special projects for sand dune stabilization, shelterbelt plantations etc. during 2003-2004.

- A** Includes 11 special projects sanctioned to the cold desert areas of Lahaul & Spiti Districts.
- AA** Includes 387 special projects for sand dune stabilization, shelterbelt plantations etc. during 2004-2005.
- @** Includes 498 special projects for sand dune stabilization, shelterbelt plantations etc. during 2005-2006.
- \$\$** Includes 572 special projects for sand dune stabilization, shelterbelt plantations etc. during 2006-2007

1.46 When asked about the projects which were not completed in time, the Department furnished the information as below:-

STATE	NO.OF PROJECTS COMPLETED		
	COMPLETED IN TIME	COMPLETED BEYOND TIME	TOTAL
ANDHRA PRADESH	216	556	772
GUJARAT	783	1455	2238
HARYANA	141	552	693
HIMACHAL PRADESH	48	155	203
JAMMU & KASHMIR	94	133	227
KARNATAKA	388	913	1301
RAJASTHAN	848	2695	3543
TOTAL	2518	6459	8977

During 2010-11 (as on 31.12.2010), no new projects have been sanctioned under DDP. Earlier sanctioned projects will be implemented in accordance with the earlier Guidelines."

1.47 The above table shows that nearly 72% of the projects got delayed and only 28% of the projects got completed in time.

(ii) Funding pattern

1.48 The DDP is a Centrally Sponsored Programme and funds are directly released to DRDAs/ZPs for implementation of the programme both by the Central and State Governments. With effect from 1.4.1999, the total costs of watershed projects sanctioned to the State is shared between the Central and State Governments in the ratio of 75:25. However, the projects sanctioned before 1.4.1999 continued to be funded on the old pattern as per the following details:

Sl. No.	Type of Areas	Central Share	State Share
1.	Hot Arid (Non-Sandy) Areas	75%	25%
2.	Hot Arid (Sandy) Areas	100%	-
3.	Cold Arid Areas	100%	-

1.49 Central funds released under the programme is given below:-

Year	Amount released (Rs. in crore)
1995-96	101.00
1996-97	65.37
1997-98	70.01
1998-99	79.80
1999-00	84.99
2000-01	134.98
2001-02	149.88
2002-03	184.99
2003-04	214.80
2004-05	214.99
2005-06	267.98
2006-07	269.00
2007-08	265.44
2008-09	395.96
2009-10	304.17
2010-11 (as on 31.12.2010)	200.82
Total	3004.18

D. Integrated Watershed Management Programme

1.50 Under the aegis of the Planning Commission, National Rain-fed Area Authority (NRAA) in consultation with the concerned Ministries framed Common Guidelines, 2008 for watershed programmes for all Ministries/Departments, based on the Parthasarathy Committee Report, other Committee's observations and past experiences. The provisions in the Common Guidelines and the observations of the Parthasarathy Committee have necessitated modifications in the watershed schemes of the Department of Land Resources.

1.51 Accordingly, Drought Prone Areas Programme (DPAP), Desert Development Programme (DDP) and Integrated Wastelands Development Programme (IWDP) of the Department of Land Resources have been integrated and consolidated into a single modified programme called Integrated Watershed Management Programme (IWMP) and launched in 2009-10.

1.52 When asked about if the problems faced by the Department that were being faced by the Department in implementing the programmes so that the Department had to merge the schemes into a consolidated scheme, the Department in their replies stated that:-

"The problems faced by the Department in implementing the programme was primarily lack of dedicated institutions at various levels. In different States different Departments of State Governments with multiple responsibilities were supervising implementation of the programme. The problems of the watershed programmes were studied by the Parthasarathy Committee. The Committee observed various other problems like, low cost norms, lack of cluster approach, lack of dedicated institutions, too many installments, varying funding patterns, low emphasis on capacity building, monitoring and evaluation, planning. It also pointed out that inclusive growth was not being followed as the landless people were left out of the scheme."

1.53 Also being asked if these problems were not identified by the Department while conceiving the pre-amalgamated programmes, namely, Drought Prone Areas Programme (DPAP), Desert Development Programme (DDP) and Integrated Wastelands Development Programme (IWDP). The Department in their reply stated that:-

"DPAP, DDP & IWDP are implemented on watershed basis from the

year 1995-96 on the basis of recommendation of Prof. Hanumantha Rao Committee (1994). This Committee was set up in 1994 to identify weaknesses of the programmes and suggest further improvements. After careful appraisal, the Committee opined that "Programmes have been implemented in a fragmented manner by different Departments through rigid guidelines without any well designed plans prepared on watershed basis by involving the inhabitants". There was no specific mention of lack of dedicated institutions in the implementation of watershed programmes."

1.54 When asked about the possibility that the IWMP will not face the same bottlenecks as were faced by the earlier based programme, the Department in their written reply have stated:-

"There is no possibility of IWMP facing the same bottlenecks as were faced by the earlier area based programmes as the shortcomings identified by the Parthasarathy Committee were addressed while formulating the common guidelines for watershed development projects, 2008, under which IWMP is implemented."

V. The National Land Records Modernization Programme (NLRMP)

1.55 Department of Land Resources aims to build an integrated land information management system with up-to-date & real time land records. For this purpose the two main systems of land records, management & registration are proposed to be integrated with the help of modern technology. Accordingly, the preceding two schemes i.e. Computerization of Land Records (CLR) and Strengthening of Revenue Administration & Updating of Land Records (SRA&ULR) have been merged into a new & enhanced programme of NLRMP.

1.56 The primary focus of the programme is on providing citizen services and developing a comprehensive tool based on GIS for supporting and planning developmental, regulatory, and disaster management activities. The citizen services aim to include providing computerized copies of the records of rights with maps, other land based certificates such as income certificates, domicile certificates etc. Property owners would get access to their land records, as the

records may be placed on the website. Abolition of stamp papers and payment of stamp duty and registration fees through banks, digitized registration facilities, automatic and automated mutations, single windows services can be achieved through NLRMP.

1.57 As the NLRMP was started amalgamating the two programmes of CLR and SRA & ULR before examining the performance of NLRMP lets look at how the aforesaid two programmes have performed during their operation.

A. Centrally Sponsored Scheme on Computerization of Land Records (CLR)

1.58 With the aim of removing inherent flaws in the existing land records system and bringing efficiency, transparency and easy accessibility to the system of land records, the Centrally Sponsored Scheme on Computerization of Land Records (CLR) was launched in 1988-89. Pilot projects were initiated in 8 Districts, one each in 8 States, and the scheme was subsequently extended to the rest of the country.

1.59 Upto 2007-08, 583 Districts in the country were covered under the programme. Also funds were provided to the States/UTs for setting up data centres at tehsils/taluk, sub-division and Districts. Since inception of the scheme, the Ministry released Rs. 586.60 crore as on 31.03.2008. The utilization of funds reported by the States/UTs is Rs.431.35 crore which is approximately 74% of the total funds released.

1.60 As the funds were also provided for sitting up date centres, the Committee when asked that how many date centers have come up during the period from 1988-89 to 2007-08 i.e. when this programme was in operation the Department replied:-

"Under the erstwhile centrally sponsored scheme of Computerization of Land Records, central assistance to States/UTs was provided for various activities including the establishment of data centre at various levels. These are :-

- i. Undertaking data entry work.

- ii. Setting up of computer centres at the taluk/tehsils/block/circle level and sub-divisional level.
- iii. Imparting training on computer awareness and application software to revenue officials for regular updating of records of rights and smooth operation of computer centres.
- iv. District Land Records Data Centres.
- v. Setting up of monitoring cell at State Head quarter and;
- vi. Digitization of Cadastral maps.

1.61 With the expenditure of Rs. 431.35 crore computer centers have been set up in 4434 tehsils/talukes 1045 sub-division and 392 Districts.

1.62 Till 31.3.2008 Rs. 586.60 crore were released under the scheme and the utilization was only 74% of the released funds. When enquired about the reasons for the same the Department in their reply said:-

"The land records are being managed manually in the country for a long time. To switch over from a manual system to a computerized environment requires different kinds of activities involving establishment of hardware, creation of appropriate software, digitization of maps, data entry/re-entry, capacity building etc. The State/UTs have already utilised 74% of the funds and have been asked to utilise fully by 29.02.2012".

1.63 When further enquired by the Committee about the steps taken for full utilization of funds released by the centre the Department stated that

"In order to utilize the entire unspent funds available which the States/UTs, the Department of Land Resources has allowed the States/UTs to utilize these funds for the approved activities up-to 29.02.2012. The progress in this regard, is being regularly monitored by the Department, through quarterly progress reports, regular review meetings with the States/UTs and also visit by the senior officers of the Department."

B. Centrally Sponsored Scheme for Strengthening of Revenue Administration and Updating of Land Records (SRA & ULR)

1.64 The Centrally sponsored scheme for Strengthening of Revenue Administration and Updating of Land Records (SRA & ULR) was started in 1987-88 with the objective of helping the States in updating & maintenance of

land records, strengthening & modernizing revenue machinery, carrying out survey & settlement operations and strengthening training infrastructure. Funding under the scheme was on 50:50 sharing basis between the Centre and the States. The Union Territories were provided full Central assistance.

1.65 When the Committee wished to know as to how far the Department has been able to achieve the above stated objectives during its operations the Department replied that:-

"Under the erstwhile scheme of SRA & ULR funds were provided to the States/UTs for the following activities:-

- i. Survey/re-survey through modern survey equipment and purchase of instruments like GPS, Total Electronic Station, EDM, Theodolite Work Station, aerial survey etc for survey operation and also for Training Institutions for training of survey and settlement & officers and staff.
- ii. Digitization of survey record and land holdings through modern equipments.
- iii. Construction/renovation/upgradation of Training Institutes, Hostels, office seems residence of patwaries, tehsils/Kacharies and modern record rooms.
- iv. Transport facilities for having institutes etc.

1.66 The progress achieved in this regard by the States/UTs as on 31.03.2011 is indicated below:-

S.No.	State/UT	Record rooms constructed	Office-cum-residence of Patwari/Talathi/RI constructed	Tehsil Kacharies constructed	Training Instituted renovated/ upgraded/ constructed
1	Andhra Prd.	4			1
2	Arunachal Prd.				1
3	Assam				1
4	Bihar	12			2
5	Chhattisgarh	10	484		
6	Gujarat		61		1
7	Goa				

8	Haryana	17	50		2
9	Himachal Prd.	48	244		1
10	J & K	2	288	5	2
11	Jharkhand				
12	Karnataka				2
13	Kerala	331	183		1
14	M.P.	232	545	10	13
15	Maharashtra	258	1025	252	7
16	Manipur				
17	Meghalaya				
18	Mizoram				
19	Nagaland				2
20	Orissa	3	2		2
21	Punjab	4	165		
22	Rajasthan	6	73	10	8
23	Sikkim				
24	Tamil Nadu				2
25	Tripura	32	46	85	1
26	Uttar Pradesh	74			11
27	Uttaranchal		840		1
28	West Bengal	331	267	50	3
29	A & N Islands		38		
30	Chandigarh				
31	D & N Haveli				
32	Delhi				
33	Daman & Diu				
34	Lakshdweep	2			
35	Pondicherry				
	Total	1366	4311	412	64

1.67 Till 31.03.2008 funds in tune of Rs. 475.36 crore were released to the states/UTs. The utilization reported by the States/UTs in Rs 349.30 Crore which is about 73% of the central release. Asked about the reasons, the Department in their written reply stated

"The land records are being managed manually in the country for a long time. To switch over from a manual system to a computerized environment requires different kinds of activities involving establishment of hardware, creation of appropriate software, digitization of maps, data entry/re-entry, capacity building etc. The State/UTs have already utilised 73% of the funds and have been asked to utilise fully by 29.02.2012. "

1.68 When enquired about the steps taken to utilize the full amount, the Department in their reply stated:-

"The progress of the various activities is being regularly monitored by the DoLR through progress reports, review meetings and field visits of senior officers. Further to ensure timely utilization of funds, the DoLR has permitted the States/UTs to utilize the entire unspent funds up-to 29.02.2012 or return the balance funds by 31st March, 2012."

1.69 The Department of Land Resources (DOLR), Ministry of Rural Development was administering upto 2007-08 two Centrally-sponsored schemes, viz., Computerization of Land Records (CLR), and Strengthening of Revenue Administration and Updating of Land Records (SRA & ULR). The two schemes have supported the efforts of the States for updating and computerization of land records.

C. National Land Records Modernization Programme (NLRMP)

1.70 The two schemes were merged into a single scheme of NLRMP after it was approved by the cabinet on 21 August, 2008.

1.71 Explaining reasons for bringing revised scheme, the Department stated in a note:-

"Under the schemes, of CLR and the SRA& ULR support was provided to the States and Union Territories for strengthening of the land records maintenance infrastructure, adoption of modern survey and information technology for updating and computerization of both textual and spatial records, digitization of maps, training and capacity building.

The choice of activities was left to the States and UTs, most of who opted for activities that strengthened revenue administration but not necessarily helped in up-dation of land records. This "hamper-of-activities" approach led to eddy; each activity was a goal in itself rather than a step in the systematic, ladder-like approach towards achieving auto-updated land records.

The way the schemes were framed, the exit modes were not defined; nor were technology options for survey firmed up; neither was the system of monitoring emphatically spelt out. Further, both the schemes of CLR and SRA&ULR excluded interconnectivity, geographic information system (GIS) mapping, connectivity with banks and treasuries, and Registration – the last of which is a vital link in updating the land records.

Progress was uneven across the country; some States moved forward rapidly, pooling together the Central Government support and their own resources and initiatives, e.g., Karnataka and Goa; others lagged behind, or made progress only in some areas, such as, computerization of outdated textual records.

Accordingly, during 2008-09, the two schemes were merged into one modified scheme in the shape of the National Land Records Modernization Programme (NLRMP), combining the key components of the two schemes and rationalizing them into one integrated and enhanced schemes. The NLRMP was approved by the Cabinet on 21st August, 2008."

1.72 When further enquired by the Committee as to how the new scheme is an improvement over the previous run schemes of CLR and SRA & ULR the Department stated:-

"Under the NLRMP, the new components introduced are as follows:

- i. integration of textual and spatial data,
- ii. spelling out the technological options for the Survey/ Re-survey operations,
- iii. interconnectivity between registration and revenue offices and amongst the revenue offices,
- iv. Geographic Information System (GIS), and
- v. Computerization of Registration –which is vital link in updating the land records.

1.73 About the checks and balances in the scheme the Department stated:-

"The funds are released under NLRMP in installments after utilization of at least 60% of the earlier release. The scheme is being monitored regularly through quarterly progress reports, regular review meetings with the States/UTs and also visit by the senior officers of the Department."

1.74 When the Committee asked whether the financial tightening is helpful in achieving the desired objective and apart from that what other steps, the Department takes to improve the Physical performance, the Department in their reply stated:-

"The programme of NLRMP is being implemented based on demand and performance of the States. Instead of allocating fund more disciplined approach has motivated States to prepare Perspective Plan and evolve Annual Action Plan thereof. Further, release of installments based on utilization of previous fund release has also helped in this regard. Training and capacity building activities are very important, since NLRMP

is a highly technology driven programme and requires in-depth application of information technology. Efforts are also being made to involve technical agencies like NIC, Survey of India, ISRO etc. for necessary support."

(i) Financial Performance of NLRMP

1.75 The NLRMP was launched during 2008-09. The allocation during 2008-09, 2009-10, 2010-11 and 2011-12 is as below

Year	BE	RE	Actual
2008-09	473	202.9	191.47
2009-10	400	199.99	198.72
2010-11	200	200	153.98
2011-12	150	--	--

1.76 It can be observed from the above table that there were reduction of more than 50 percent at the RE stage during 2008-09 and 2009-10 when asked about the reasons for the same the Department in their replies have stated that:-

"In the year 2008-09, the budget provision for the NLRMP was made keeping in view the funding pattern proposed under the NLRMP viz. 100% Central funding for computerization of land records, survey/re-survey, inter-connectivity, training and capacity building and 50:50 between the Centre and the States for computerization of registration and modern record rooms/land record management centres. However, the funding pattern approved by the EFC and Cabinet for the programme is 100% Central funding for computerization of land records, inter-connectivity, training and capacity building, 50:50 between the Centre and the States for survey/re-survey, modern record rooms/land record management centres and 25:75 between the Centre and the States for computerization of registration. The gap between proposal and final approval reduced requirement of fund under the programme substantially. Further the cut was imposed by Ministry of Finance very substantially amounting to Rs.600 crore in 2008-09 and Rs.400 crore in 2009-10. Since the reduction of the budget had to be apportioned between both the schemes of the Department i.e. IWMP and NLRMP the appropriate reduction had to be made accordingly."

1.77 During 2010-11 Rs. 157.08 crore has been the expenditure against the sanctioned amount of Rs. 200 crore. Asked about the reasons for less expenditure, the Department in their reply stated:-

"It may be mentioned that Rs.153.98 crores have been released during 2010-11 to the States/UTs. The funds were not released to the States/UTs where the utilization of the funds is poor. Funds have been released for 63 Districts and for establishment of 15 NLRMP Cells. Low pace of utilization of fund in the States is the main reason for less release."

1.78 The State/UT wise date of the funds released and utilised in given below:-

S.No.	State/UT	Total fund released	Utilization Reported	Unspent Balance
1	Andhra Pradesh	3474.24	18.75	3455.49
2	Arunachal Pradesh	48.60		48.60
3	Assam	2135.745		2135.745
4	Bihar	122213.71	860.12	1353.59
5	Chhattisgarh	968.57		968.57
6	Gujarat	6242.685	140.10	6102.585
7	Goa	0.00		0.00
8	Haryana	3761.48	1024.00	2737.48
9	Himachal Pradesh	815.77		815.77
10	J & K	300.91		300.91
11	Jharkhand	162.25		162.25
12	Karnataka	0.00		0.00
13	Kerala	700.79		700.79
14	M.P.	8466.20		8466.20
15	Maharashtra	4599.43	30.08	4569.35
16	Manipur	168.53		168.53
17	Meghalaya	623.75		623.75
18	Mizoram	323.72		323.72
19	Nagaland	240.595	58.97	181.625
20	Orissa	2538.54		2538.54225
21	Punjab	1399.783		1399.783
22	Rajasthan	4137.21		4137.21
23	Sikkim	75.06		75.06
24	Tamil Nadu	0.00		0.00

25	Tripura	657.33		657.33
26	Uttar Pradesh	1852.49	25.99	1826.50
27	Uttaranchal	0.00		0.00
28	West Bengal	7256.09	5.60	7250.49
29	A & N Islands	66.25	46.91	19.34
30	Chandigarh	0.00		0.00
31	D & N Haveli	91.65	24.29	67.36
32	Delhi	0.00		0.00
33	Daman & Diu	103.72		103.72
34	Lakshdweep	166.41		166.41
35	Pondicherry	226.93		226.93
	Total	53818.42925	2234.81	51583.61925

1.79 On being asked about the steps taken to utilize the sanctioned amount, the Department in their reply stated as under:-

"The progress of the NLRMP is being regularly monitored by the Do LR through progress reports, review meetings and field visits of senior officers."

(ii) Physical Performance

1.80 NLRMP envisages to bring all Districts in the country under the coverage of NLRMP by the end of XIIth Plan period.

1.81 The progress so far has been

(a) 69 Districts in 20 States/UTs were covered in 2008-09.

(b) 72 Districts in 18 States/UTs were covered in 2009-10.

(c) 63 Districts in 22 States/UTs were covered in 2010-11.

1.82 Total coverage so far in 204 Districts in 29 States/UTs.

1.83 To achieve the goal of NLRMP is a vital part. The progress in infrastructure development till 31.03.2011 is as below:-

S.No.	State/UT	Record rooms constructed	Office-cum-residence of Patwari/Talathi/RI constructed	Tehsil Kacharies constructed	Training Instituted renovated/ upgraded/ constructed
1	Andhra Pradesh	4			1
2	Arunachal Pradesh				1
3	Assam				1
4	Bihar	12			2
5	Chhattisgarh	10	484		
6	Gujarat		61		1
7	Goa				
8	Haryana	17	50		2
9	Himachal Pradesh	48	244		1
10	J & K	2	288	5	2
11	Jharkhand				
12	Karnataka				2
13	Kerala	331	183		1
14	M.P.	232	545	10	13
15	Maharashtra	258	1025	252	7
16	Manipur				
17	Meghalaya				
18	Mizoram				
19	Nagaland				2
20	Orissa	3	2		2
21	Punjab	4	165		
22	Rajasthan	6	73	10	8
23	Sikkim				
24	Tamil Nadu				2
25	Tripura	32	46	85	1
26	Uttar Pradesh	74			11
27	Uttaranchal		840		1
28	West Bengal	331	267	50	3
29	A & N Islands		38		
30	Chandigarh				
31	D & N Haveli				
32	Delhi				
33	Daman & Diu				
34	Lakshdweep	2			
35	Pondicherry				
	Total	1366	4311	412	64

1.84 Till 31.03.2011 Department had set up 15 NLRMP Cells/centers. Asked as to how many NLRMP cells are required to cover the entire country, the Department in their reply stated:-

"Each State and UT requires a training institute relating to land revenue administration covering various aspects of land record preparation and maintenance. This involves imparting of detailed knowledge in survey and settlement and related revenue laws. With the advent of technology driven land record management programme it is necessary for the States/UTs to have such training institutes appropriately equipped with modern facilities so that officials are updated with their knowledge based on modern methods of land records management. Thus at least one Centre/Cell which can cover under training programme reasonable number of functionaries should be established in each State/UT."

1.85 On being asked whether the Department have adequate infrastructure for training and capacity building, the Department replied:-

"States have administrative institutes, survey training institutes and patwari training schools etc. Under the NLRMP these are being strengthened to impart comprehensive training on NLRMP. Different technical agencies, e.g. NIC, NRSC, Survey of India and LBSNAA have been involved in imparting training to the functionaries engaged in the land revenue administration. To bridge the gap of the training and capacity building a National Institute of Land Administration and Management (NILAM) is also proposed to be established at the central level."

1.86 Progress in modernization of Land Records so far is given in at the **Annexure-II**

1.87 When further asked by the Committee that by when the NILAM will be set up, the Department in their reply stated that

"As indicated in reply to para 56 and 57 the training of officials are regularly being held in institutions of State Governments and also various Central Government technical agencies. However, as regards the establishment of the NILAM is concerned the matter has been taken up with the Planning Commission."

VI OTHER IMPORTANT ISSUES

A. Land Acquisition Amendment and Rehabilitation & Resettlement Bill

1.88 The Department monitors implementation of land reforms measures and implements Centrally Sponsored Scheme of the National Land Records Management Programme (NLRMP) with the ultimate goal of ushering in the system of conclusive titles, to replace the current presumptive title system in the country. It also administers the Land Acquisition Act, 1894, and is the nodal agency for National Policy on Resettlement and Rehabilitation.

1.89 Asked about the latest position in this regard the Department in their replies have also informed that:-

"To give a statutory backing to NRRP, 2007, the Rehabilitation and Resettlement Bill, 2007 and the Land Acquisition (Amendment) Bill, 2007, to align the provisions of the Land Acquisition Act, 1894 with the provisions of the National Rehabilitation and Resettlement Policy, 2007 were introduced in the Lok Sabha during Winter Session of 2007. These Bills were referred for examination to the Parliamentary standing Committee on Rural Development. The Bills were examined and reports on them were submitted by the Standing Committee. The official amendments to these Bills were developed by this Department in consultation with the Ministry of Law. The Bills were considered and passed by the Lok Sabha in its sitting held on 25th February, 2009 and referred to the Rajya Sabha for consideration. However, the Bills have lapsed on dissolution of the 14th Lok Sabha.

The Rehabilitation and Resettlement Bill, 2009 and the Land Acquisition (Amendment) Bill, 2009 were drafted by this Department in consultation with the Ministry of Law & Justice. These were considered by the Cabinet in its meeting held on 23.7.2009 and approved for their introduction in the Lok Sabha. These Bills were sent to the Lok Sabha Secretariat on 5th August, 2009 by the Ministry of Law & Justice, but could not be introduced during the year 2009. In the meantime, as per directions of the Ministry of the Parliamentary Affairs, the Ministry of Law & Justice was requested for changing the titles of the Bills as the Rehabilitation and Resettlement Bill., 2010 and the Land Acquisition (Amendment) Bill, 2010, because of the change in the year from 2009 to 2010. Now, this Department proposes to introduce LA(A) Bill, 2010 and R&R Bill, 2010 in consultation with the Ministry of Parliamentary Affairs."

B. Land Reforms

1.90 Land reforms related issues have been considered by Govt. of India at the highest level. In order to evolve a comprehensive policy on the matter, two very high level bodies have been formed as below:

- (i) "Committee on State Agrarian Relations and the Unfinished Task in Land Reforms" under the chairmanship of Minister of Rural Development, and
- (ii) National Council for Land Reforms" under the chairmanship of the Prime Minister."

1.91 The composition, terms of reference, etc. of the Committee and the Council were notified in the Official Gazette on 9th January, 2008.

1.92 The Committee has submitted its report for consideration of the National Council. As recommendations made by the Committee relate to the State Governments/UT Administrations and also the concerned Central Ministries, the Report was sent to the State Governments and the concerned Central Govt. Ministries for their views/comments on such issues as they are concerned with.

1.93 In the mean time, it has been decided that the recommendations of the Committee may be examined by an appropriate Committee of Secretaries (CoS) before they are placed for consideration of the "National Council for Land Reforms". Accordingly, the recommendations of the Committee are being considered by the Committee of Secretaries (CoS) and five meetings of the CoS have been held so far. Further meetings will be held to examine balance recommendations, which are yet to be considered.

C. Bio Fuel

1.94 The Committee on Development of Bio-fuels set-up by the Planning Commission in July, 2002, in its report of April, 2003, recommended launching of the National Commission on Bio-diesel. Ministry of Rural development was designated as the Nodal Ministry for this Mission. As a follow-up, Detailed Project Report (DPR) Prepared by the Energy Research Institute (TERI) New Delhi and submitted to Planning Commission. The planning commission accorded "in principal approval" to the Bio-Diesel Project on 23.12.05.

1.95 The proposal for establishment of National Mission of Bio-Diesel in Department of Land Resources, Ministry of Rural Development, with the approval of EFC meeting on 9.10.2006, was placed before the Cabinet Committee on Economics Affairs (CCEA). CCEA referred the matter to a Group of Ministers (GoM) headed by Union Agriculture Minister. Ministry of New & Renewable Energy (MNRE) was made the Nodal Ministry for GoM. The GoM met on 24.2.09 and gave in principle conditional approval for the establishment of a National Mission on Bio-Diesel in DoLR.

1.96 The GoM recommendations were submitted to the Cabinet by Ministry of New & Renewable Energy (MNRE). The Cabinet gave "in principle" conditional approval to the Programme to take up 3 lakh ha. plantations on bio-diesel producing, non-edible oilseeds species (Jatropha and Pongamia) on degraded forest land and waste land, i.e. approval subject to receipt of positive feedback of the assessment of the plantations work already carried out in the country.

1.97 In this regard, Expression of Interest (EOI) has been called from the various reputed agencies for assessment of Jatropha/Pongamia plantation work already carried out. Selection of agency has been done. The study has been awarded to TERI on 18.03.2011 and it will be completed in six months that is way 18.09.2011.

1.98 When asked why it took nearly two years for the Department to select the agency to carryout the assessment survey, the Department stated:

"Initially a proposal on the Demonstration phase of the National Mission on Bio-diesel was sent to EFC and thereafter with the approval of EFC, proposal was placed before the Cabinet Committee on Economic Affairs (CCEA). CCEA in March 2007 decided that the proposal be placed before GoM. The GoM held 3 meetings, the last one on 9.07.2008 wherein it recommended that the National Mission on Bio-diesel need not be pursued further. This recommendation of the GoM was placed before the Cabinet by Ministry of New & Renewable Energy (MNRE), which is Service Ministry for Bio-fuel issues in Gol, in September 2008. However, the Cabinet sent back the issue for reconsideration to the reconstituted GoM. The new GoM met on 24.02.2009 and conditionally recommended the Demonstration phase.

MNRE placed the recommendation of GOM before the Cabinet after the General Elections of April- May 2009. The Cabinet approved the conditional recommendation of GoM on 23.07.2009. MNRE conveyed the Cabinet decision to DoLR in late August 2009 and thereafter the Department proceeded to entrust the Assessment study to a reputed agency. In the meantime a study report conducted by TERI on the status of Jatropha/Pongamia plantations in the 9 states (namely Rajasthan, Gujarat, Karnataka, Tamil Nadu, Andhra Pradesh, Chhattisgarh, Madhya Pradesh, Uttarakhand and Assam) was made available to the department by MNRE which had funded this study. Detailed examination of the Report revealed that TERI report did not provide adequate information on certain parameters required for the Assessment of Jatropha/Pongamia plantaions, such as, quality of existing plantations, availability of germ plasm/ seed material for different agro climatic zones, seed production quantity/ oil yield, commercial viability of the plantation programmes etc.

It is worthwhile to mention here that some other Ministries/departments and organizations like Deptt. of Bio-technology, Deptt. of Agriculture and Cooperation, CSIR, ICAR, Ministry of Environment and Forest, MNRE, NOVOD Board, and DRDO have been working on various aspects of Bio-fuel plantations. Therefore, consultations with these agencies were held and issues to be covered in the assessment study were framed and TORs for the study were prepared. EOI for the study were published in the newspapers in July, 2010. After observing the due procedures and rules, the Assessment study has now been awarded to TERI on 18.03.2011."

1.99 The Eleventh Five Year Plan approved outlay for the Bio fuel is Rs. 403.17 crore the allocation during the Eleventh Five Year Plan is as below:-

(Rs. in Crore)

Year	Allocation
2007-08	50.00
2008-09	50.00
2009-10	30.00
2010-11	1.00
2011-12	0.30

1.100 The actual expenditure during the last two years is given below:-

(Rs. in crore)

Year	BE(Plan)	Actual Expenditure	Amount surrendered
2009-10	30.00	00.00	30.00
2010-11	1.00	00.01	00.99
Total	31.00	00.01	30.99

1.101 During the course of evidence the Committee expressed concern over taken grant for the programme, a representative of the Department stated as under:-

"For the first time in the year 2004-05, the initiative was taken by the Planning Commission. It was thought that the Bio-fuel Programme was launched on ad-hoc basis. Rs. 50 crore was given to the Department and this was released for raising of seedlings. In the subsequent year also, another Rs. 50 crore was kept in the budget and that was also released. Thereafter, the scheme or the programme was taken to the Cabinet. Then the Cabinet decided that this should be examined and a GoM was constituted. GoM had three meetings and in the last meeting they recommended that there is no need to take up Bio-fuel Plantation Programme in the Ministry of Rural Development but this recommendation was not agreed by the Cabinet. It was further referred back to the GoM to reconsider the issue. Then finally, a conditional recommendation came out that whatever plantation work has been taken

in the country in the past that should be examined in details and if any positive impact has actually been found then only it could be considered to take up the Bio-fuel Programme under the Ministry of Rural Development. There are many organizations which are now working on Bio-fuel. Even in the Government itself the NOVOD Board in agriculture that Non-edible Oil Board is working on this; DRDO is also working on this; Bio Technology Department is working on this. There are very many species of germplasm of bio fuels products like Jatropha and other which is very popular in Southern parts of the country is Pongamia. There are different experiences at different places like Andhra Pradesh is started with Jatropha but after a couple of years they decided that Jatropha is not allowed to be promoted in the State. It was all uprooted. They are now cultivating Pongamia. So, the issue is a very debatable issue. Different kinds of views are there. Another issue is that whether it is commercially viable? This is also a very debatable issue. There are some recommendations that if you have irrigation and proper germplasm; at least 4 to 12 irrigations in a year if you have for at least first three years, then only our can have a profitable kind of productivity from the Bio-diesel plants. This is the one view. There are very many researches and discussions are there. The opposite argument is this that if you have to give irrigation then why does Bio-diesel? Use it for food crops and all which the country needs. Whether irrigated land should at all be put Bio-diesel plantation? This view is also there. The first recommendation of GoM was that irrigated land should not be allowed to be used for this kind of plantation. Therefore, keeping all these views, the Cabinet decided to have a detailed study. After examining all the reports, some study was done by MNRE through Tata Energy Research Institute, so, after seeking all that we prepared a detailed Terms of Reference what exactly we need out of that in the Bio-diesel Programme and what are the potentials with respect to different agro climatic zones and various germplasm species, that study and commercial viability of the same on the point of view of farmer as well as a commercial product both when it is converted into diesel. This study now has taken certain processes, inviting technical bids then financial bids and five or six months time that all has taken. The Tata Energy Research Institution and Forest Research Institution are the main contenders and TERI has come down to a lower cost so it was given to TERI. In between June to September, we expect the report to come. Once the report comes we will know exactly to which line we should precede, I mean, whether we should go for a full-fledged scheme in the country or we should not. It is a scheme which we perhaps look little cautiously because it is very debatable views even now in the country and not many people do by Jatropha. USA does it through corns and molasses is being done by Brazil. So, experience is very varied in different countries of the world. There is no specific model to follow and experts have many kinds of views. When this report comes thereafter we may take some conscious decision like in which way to go."

D. Convergence of Watershed Development with MGNREGA

1.102 During the course of evidence the Committee asked the Department, whether the watershed programme can be linked with MGNREGA works the Secretary, Department of Land Resources submitted that:-

"Many times, it has been discussed that our programme should be converged with MGNREGS. This is very important that we must converge. If conversion do not take place in the field the same area, same activity will be shown in every scheme. Therefore, we have made it compulsory for each and every state government and have prepared guidelines for the convergence of MGNREGS and IWMP. The guidelines have already been issued. I myself call meetings. Last time, the representatives from Andhra Pradesh informed that officers of field level at first decide that what work will be done under MGNREGS and what work will be done under IWMP. The same work come under MGNREGS because it mainly deals with wage component but they devide the work as to where the work will be done under MGNREGS and where the same will be done under IWMP. Where good governance is prevailing in the implementation work, there convergence is taking place at field level. You mentioned about the success story. In the recent past we had a conference on Best Practices. We are compiling the best practices come in light in the said conference in the form of a booklet. The booklet is likely to be published within two-three months. I shall certainly show it to you next time. We have dialogues with states in this regard and we are working on it. As regard to the watershed, our members said that ponds are dug but water is not available in those ponds. I can understand such aberration and we shall take steps in this regard if such cases come in our notice."

PART II**OBSERVATIONS/RECOMMENDATIONS OF THE COMMITTEE**

2.1 The Committee take note that the Rule 331 G of the Rules Procedure and Conduct of Business in Lok Sabha relating to examination of Demands for Grants by the Departmentally Related Standing Committees (DRSCs) was suspended by the Hon'ble Speaker, Lok Sabha due to rescheduling of the Financial Business in Lok Sabha to pass the Demands for Grants for the year 2011-12 during the Seventh Session of Fifteenth Lok Sabha without being referred to the DRSCs concerned. However, the Committee have examined the Demands for Grants and made report thereon. Since the Budget for the year 2011-12 has already been passed by the Parliament, the Committee endorse the same. Nevertheless, the Committee feel that the suggestions and recommendations of the Committee would help the Department of Land Resources, Ministry of Rural Development in analyzing their performance and implementation of various Schemes/Projects during the current year, which happens to be the terminal year of the 11th Plan period. The Observations/Recommendations of the Committee are given in the succeeding paragraphs.

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

Overall Analysis

2.2 The Department of Land Resources act as a nodal agency for Land Resource Management. The Demand for Grants (2011-12) of the Department with a plan component of Rs. 2700 crore and non-plan component of Rs. 6.20 crore was laid on the table of Lok Sabha on 11.3.2011. The outlay for the year 2011-12 is Rs. 40 crore higher than that of the previous year. The Committee find from the information provided by the Department that during the financial year 2010-2011, there was 28 percent increase in the allocation of funds under IWMP, whereas, during this year, the increase is only 3 percent. In spite of the Committee's recommendations made in their Second and Seventh Reports (15th Lok Sabha) the need for higher allocation for National Land Records Modernisation Programme (NLRMP), the funds for NLRMP have actually been reduced by 25 percent for the year 2011-12. Similarly, funds for other Schemes including Rehabilitation & Resettlement Policy have been reduced by 50 percent. The Committee take strong exception to reduction in funds allocation for these vital schemes in spite of their repeated recommendations for enhancing the allocation. The Committee

recommend that the work programmes for these schemes should be revised vis-à-vis availability of funds and necessary funds may be sought wherever necessary.

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

2.3 The Committee's examination has revealed that the unspent funds under various schemes with the States were over Rs. 3000 crore at the end of December 2010. The Committee have been informed by the Department that under Drought Prone Areas Programme (DPAP), Desert Development Programme (DDP) and Integrated Wastelands Development Programme (IWDP), funds are released in the individual project accounts and the next installment is released when more than 50 percent of the funds have been utilized which is one of the reasons for huge unspent balances under these programmes. The Committee are of the view that regular audit and monitoring of the projects through monthly progress reports instead of present system of quarterly progress reports and releasing the funds to the Panchayats for utilizing the same for watershed development will not only empower the people at the grass root level but will also help in minimizing the unspent

balances. The Committee would also like the Department to review the project Planning/Monitoring system of various bodies and organizations under its administrative control and ensuring better co-ordination with State Governments with a view to improving the utilization of funds so as to ensure that funds are utilized evenly during the year. This would ensure proper utilization of funds and also help in achieving the physical targets set for various Schemes.

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

Integrated Wastelands Development Programme (IWDP)

2.4 IWDP has been under implementation since 1989-90 and was transferred to the Department of Land Resources alongwith National Wasteland Development Board in July 1992. From 1 April 1995, the Scheme is being implemented on a watershed basis in accordance with the guidelines for watershed development. Presently, IWDP is being implemented in 470 Districts in 28 States. The projects under the programme are sanctioned in the Blocks not covered by Desert Development Programme (DDP) and Drought Prone Areas Programme (DPAP). During the period from 1995-96 to

2006-07, 1877 projects were sanctioned under the Scheme. The Committee were also informed by the Department that during the period from 2007 to 2010, no new projects were sanctioned. Of the 1877 sanctioned projects, only 748 have been completed so far and 85 projects have been closed.

The Committee have been informed that upto 31.12.2010 Rs. 4141.14 crore were released by the Government for the programme. Prior to 31.03.2000, projects under the programme were sanctioned at the cost norm of Rs 4000 per hectare funded entirely by the Central Government. The cost norm for the projects sanctioned after 1.4.2000 has been revised to Rs. 6000 per hectare. The funding of the projects is shared between the Centre and the States in the ratio of Rs. 5500 and Rs. 500 per hectare respectively. However, the projects sanctioned prior to 1.4.2000 continue to be funded entirely by the Central Government at the cost norm of Rs. 4000 per hectare. The Committee appreciate the upward revision in the cost per hectare for IWDP. However, the Committee fail to understand as to why the cost of the projects which were sanctioned prior to 1.4.2000 and not completed till date has not been revised. The Committee are of the view that not increasing the cost of the earlier projects will make them

unviable. The Committee, therefore, urge the Government to revise the cost of the earlier projects (sanctioned prior to 1.04.2000) also so that the objectives of the projects for which it was conceived are achieved in real sense.

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

2.5 The Committee note that an impact assessment study carried out by the National Institute of Rural Development (NIRD) in 12 ecologically and economically disadvantaged Districts of 9 States on 837 watershed projects sanctioned during the period from 1.04.1998 to 31.03.2002 has rated 700 of them as 'average' and the remaining 137 as 'poor'. None of the projects had 'above average' performance. The study was based on 26 parameters *inter-alia* change in land use pattern, increase in cropping intensity, ground water increase, run off reduction, soil erosion reduction, surface water increase, decrease in waste lands, improvement in vegetative cover, increase in man days, increase in crop yield, etc. The study also revealed that there was an enhancement in cropping intensity by 24 percent, range being 2 percent to 50 percent due to implementation of IWDP and this resulted in enhancement of yields of cereals by 49 percent and cash crops by 28 percent.

As regards to increase in income of rural households, the study observed that man days increased by 43 per annum per head, ranging from 25 to 68 days, because of better production systems due to implementation of IWDP.

In the context of NIRD study, the Department informed the Committee that the projects on which the study was carried out were old i.e. sanctioned between 1.4.1998 to 31.3.2002 and according to the Parthasarthy Committee Report (2005), these projects were suffering from some bottlenecks which have been addressed while formulating the common guideline of IWMP. The Committee feel that the Department should not take solace in proclaiming that the projects were old and suffering from some bottlenecks. The Committee are of the strong opinion that the Department should have acted swiftly and have wedged the gaps in implementation/execution of the projects long before the constitution of the Parthasarthy Committee. The Committee, therefore, urge the Department to be pro-active in formulation/planning/implementation of the projects. Considering the fact that the earlier study related to projects completed prior to March, 2002, the Committee would like the Government to appoint another Expert Committee to assess

the impact of implementation of projects during the last five years.

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

Drought Prone Areas Programme (DPAP)

2.6 In order to address the specific problems of drought prone areas, DPAP is being implemented on watershed basis from 1995 onwards. The programme is being implemented in 195 Districts of 16 States. The Committee find from the information provided by the Department that out of 74.5913 million hectare that has been identified under the DPAP programme. The project area is limited only to 13.7195 million hectare which comprises of 27439 projects. The Committee are astonished to find that no new projects have been sanctioned under this programme from 2007-08 onwards. Out of 27439 sanctioned projects, 6859 projects are still ongoing and the Department propose to complete these projects by 2012. The Committee are further concerned to find that there are as many 1008 projects sanctioned during 2003-04 which are still ongoing i.e. even after seven years of sanction.

The Drought prone areas are amongst the most backward areas of the country and of the total identified area as drought

prone in 16 States, the project area is only 13.7195 million hectare i.e. 18.39 percent of the total drought prone area. The Committee are perturbed to note that after 16 long years of operation, the proposed coverage of the projects is only 18.39 percent of the total drought prone area. The Department has informed that under the revised programme of IWMP, priority will be given to identified areas. Though it is too early to comment on the progress of the new programme, the Committee recommend the Department to complete the ongoing projects of the existing programme on priority basis. The Committee would like to be apprised of the actual area covered vis-à-vis completed projects. Close monitoring including regular visits by the project implementing authorities at the project sites involving people in the planning and implementation process and stringent monitoring will help the Department to complete the projects in time. The Committee also desire that the concept of accountability and fixing responsibility should be in built in project planning and implementation process.

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

2.7 The Central funds released under DPAP programme from 1995-96 to 2010-11 upto 31.12.2010 is Rs. 3912.42 crore. The Committee observe that during 2010-11, under the DPAP, Rs. 221.84 crore has been released to different States. However, to the States of Bihar, Jharkhand and West Bengal, no funds were released during 2010-2011. The Committee were informed that from 1.4.1999, the fund sharing pattern between the Centre and State has been changed from 50:50 to 75:25. Also, with effect from 1.4.2000 uniform cost norm at Rs. 6000 per hectare has been introduced, but the pre-revised norm in respect of projects sanctioned up to 1999-2000 is still continuing.

Upto 31.3.2011, Rs. 340.45 crore was un-utilized funds with different DPAP States. Explaining the reasons for unspent balances the Committee were informed by the Department that the next installment of funds for the project is released when the unspent balance is less then 50% of the funds and it does not lapse at the end of the year but rolls over to the next year. The Department also informed the Committee that in order to check the unspent balances, the account of each project is audited every year and submission of audit report has been made mandatory for the release of next installment. The Committee would like the Department to utilize this mechanism

for monitoring the progress of projects so as these are completed within approved cost and time frame.

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

Desert Development Programme (DDP)

2.8 The Desert Development Programme (DDP) was started in the year 1977-78, both in the hot deserts in Rajasthan, Gujarat and Haryana and the cold desert areas of Jammu & Kashmir and Himachal Pradesh. Later on, the coverage of the programme was extended to another six Districts of Karnataka and one District in Andhra Pradesh also. From 1995-96 onwards, DDP is being implemented on a watershed basis in 235 Blocks of 40 Districts in 7 States of the country. The Committee find that out of the total indentified desert area of 45.7949 million hectare, the total project area is 7.873 million hectare only. The Department has informed that under the revised programme of IWMP, the 'identified DDP areas' have been given due priority while selecting the projects for implementation. Under the programme, 15746 watershed projects covering an area of 7.873 million hectare were sanctioned upto 2010-11, out of these 8977 projects have been

completed/closed. The Committee are dismayed to note that out of the 8977 completed projects, only 2518 projects were completed in time and 6459 projects were completed beyond the scheduled time i.e. only 28 percent of the projects were completed in time and a staggering 72 percent of the projects got delayed. The Committee expect the Department to give data relating to area covered under the completed projects for proper analysis. It appears that the Department did not pay any importance to the programme otherwise most of the projects would have been completed in time. The Committee also strongly recommend that Government should review and strengthen their monitoring mechanism so that projects are completed in time.

The Committee have been informed that from 1.4.1999 onwards the total cost shared between the Centre and the State has been revised to 75:25 for all the projects. However, the projects sanctioned before 1.4.1999 continue to be funded on the old pattern i.e. 75:25 shared between Centre and State for Hot Arid (Non Sandy) Areas and for hot Arid (Sandy) and cold areas, 100 percent Central assistance has been provided. The Committee have also been informed that the funds under the

scheme are directly released to DRDAs/ZPs for implementation of the programme both by the Central and State Governments. The Committee also find it amazing that the funding pattern of projects which have been sanctioned prior to 1.4.1999 have not been revised. The Committee, therefore, recommend the Department to revise the funding patterns of all sanctioned projects so that they do not suffer for want of funds.

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

Integrated Watershed Management Programme (IWMP)

2.9 IWMP was launched in 2009-10 by merging the programmes of DPAP, DDP and IWDP. These programmes were implemented on a watershed basis from the year 1995-96 on the recommendations of Prof. Hanumantha Rao Committee (1994). In 2005, after careful appraisal of the programmes, Parthasarthy Committee found that the aforesaid programmes of DPAP, DDP & IWDP were implemented in a fragmented manner without well designed plans. The Department has also admitted that there were lack of dedicated institutions at various levels under the previously run programmes. In different States, various Departments of State Governments

with multiple responsibilities were supervising the implementation of the programmes. The Parthasarthy Committee has pointed out various critical issues in the previously run programmes like low cost norms, lack of cluster approach, lack of dedicated institution, too many installments, varying funding patterns, low emphasis on capacity building, monitoring, evaluation and Planning.

The Department has assured the Committee that the bottlenecks of the earlier programmes have been done away with in the new programme guidelines of IWMP. The Committee are of the view that the physiographic and demographic dynamics of the country is constantly changing and any change in the guidelines which appear to be relevant today may not be relevant in future. The Committee, therefore, recommend the Department to be proactive to the needs of the people while formulating any programme/guidelines. The Committee are of the view that dedicated institutions, emphasis on capacity building and stringent monitoring and evaluation can help in achieving the desired objectives of this new programme of IWMP. The Committee urge the Government to take the desired steps and apprise the Committee accordingly.

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

Centrally Sponsored Scheme on Computerisation of Land Records (CLR)

2.10 The Committee note that with the objective of removing inherent flaws in the existing land records system and bringing efficiency, transparency and easy accessibility to the system of Land Records, the centrally sponsored scheme on Computerization of Land Records (CLR) was launched in 1988-89. Initially, the pilot-projects were initiated in 8 Districts of 8 States. The Scheme was subsequently extended to rest of the country. Upto 2007-08, 583 Districts in the country were covered under the programme.

The Committee have been informed that since inception of the scheme, the Ministry has released Rs. 586.60 crore till 31.3.2008 for the programme out of this, utilization of funds by the States is Rs. 431.35 crore which is approximately 74 percent of the total funds released. Funds were also provided for setting up Data Centers. So far, Computer Data Centres have been set up in 4434 Tehsils/Talukas, 1045 sub-Division and 392 Districts of the country. The Committee note from the aforesaid information that the performance of the programme has been abysmally low. The Committee are of the view that

although land is a State subject and switch over from manual system to a computerized environment requires different kinds of activities involving establishment of hardware, creation of appropriate software, digitization of maps, data entry/re-entry, capacity building, etc. twenty years is too long a time to achieve the desired goals. The Committee have been informed that the programme has been merged with NLRMP from 2008-09 onwards. The Committee feel that merging/renaming/reframing the programme would not serve the purpose unless there is a strong will from the Government, which, in this area, seems lacking. Regular monitoring, audit and capacity building exercise should be done with more vigour and renewed approach to achieve full computerization of land records across the country. Besides, corrective action with regard to the implementation of the programme should be taken urgently so as to achieve the objective of computerization of land records in all the States/UTs within the stipulated time frame.

(Recommendation Sl. No.10, Para No.2.10)

Centrally Sponsored Scheme for Strengthening of Revenue Administration and Updating of Land Records (SRA & ULR)

2.11 With the objective of helping the States in updating and maintenance of land records, strengthening and modernizing revenue machinery, carrying out survey and settlement operations and strengthening training infrastructure, SRA & ULR was initiated in 1987-88. Funding under the scheme was shared between Centre and State in the ratio of 50:50. The Union Territories were provided full central assistance under the programme. Upto 31.3.2008, funds to tune of Rs. 475.36 crore were released to the States/UTs. The Committee find that with the expenditure of Rs. 349.30 crore which is about 73 percent of the total releases, the Department has been able to construct 1366 record rooms, 4311 office-cum-residence of Patwari/Talathi, 412 Tehsil Kacharies and 64 Training Institutes. The Committee also find that there are 19 States/UTs where no record rooms have been constructed. Similarly, in 20 States/UTs no office-cum-residence of Patwari/Talathi have been constructed, in 29 States/UTs no tehsil kacheries have been constructed and there are 14 States/UTs where no training institutes have been constructed/renovated/upgraded. It goes beyond saying that the performance of the programme has not

been up to the mark. Infrastructure development and capacity building are very critical in the success of this programme and these aspects are lagging far behind. The Committee recommend the Government to take corrective action and strengthen the infrastructure in a time bound manner.

(Recommendation Sl. No.11, Para No. 2.11)

National Land Records Modernisation Programme (NLRMP)

2.12 The two schemes of computerization of Land records and updating of Land Records & Strengthening of revenue administration were merged into a single scheme of NLRMP in 2008-09. The Committee were informed that in the previous run programmes of CLR and SRA & ULR, the choice of activities were left to the States and UTs most of them opted for activities that strengthened revenue administration but not necessarily helped in updation of Land Records. The Committee were also informed that this 'hamper-of-activities' approach led to eddying, each activity was goal in itself rather than a step in systematic ladder like approach towards achieving updated Land Records. The Committee were also given to understand that the way the Schemes were framed, the exit modes were not defined, nor were technology options for survey firmed up. The system of monitoring was not emphatically spelt out and both

the schemes of CLR and SRA & ULR excluded inter-connectivity. The Committee fail to understand as to why it took the Department nearly 20 years to reach to these conclusions in the aforesaid two programmes. The Committee are of the view that these problems should have been identified long back by the Department and corrective steps would have been taken.

The Committee were informed that for Capacity Building the Department propose to setup a National institute of Land Administration (NILAM), but it is still in the process of getting sanction from the Planning Commission. The Committee also find that upto 31.3.2011, the Department had set up 15 NLRMP cells in different States of the country and according to their assessment, each State and UT needs at least one such cell. The Committee are of the view that Capacity Building is an integral and vital part of NLRMP and therefore, urge the Department to take the issue of training and capacity building more seriously and expedite the process of consultation with the Planning Commission to get the sanction for NILAM without further loss of time.

(Recommendation Sl. No. 12, Para No. 2.12)

2.13 The Committee were informed by the Department that under NLRMP from 2008-09 to 2010-11, Rs. 538.18 crore have been released for the programme but the utilization reported by the States/UTs is merely Rs. 22.34 crore which is just 4.1 percent of the total amount released. The Committee also find from the information provided by the Department that while no funds were released to the States like Goa, Tamil Nadu and Delhi, funds were only utilized by the States of Andhra Pradesh, Bihar, Gujarat, Haryana, Maharashtra, Nagaland, Uttar Pradesh, West Bengal, Andaman & Nicobar Island, Dadra & Nagar Haveli. The Committee recommend the Department to look into the causes of low utilization or 'Nil' utilization of funds by the States/UTs and take corrective measures. As land is a State subject, the Committee would like the Government to work with the States with better coordination so as to achieve the ultimate goal of NLRMP.

During the Study Tour to Mangalore in June, 2011, the Committee were apprised by the officials of Karnataka Government that they have fully computerized their Land Records and they do not need any financial assistance or the programme/project from the Central Government. The Committee recommend that the Government should study the

model adopted by the Karnataka Government for computerization of Land Records. Such study would help the Department to modify/expedite their computerization programme. Needless to emphasize that this process will go a long way in helping the farming community/ common man in a big way. This will also help in greater transparency and expedient service to the common man.

(Recommendation Sl. No. 13, Para No. 2.13)

Land acquisition (Amendment) Bill & Rehabilitation & Resettlement Bill

2.14 The Department of Land Resources administers the Land Acquisition Act 1894 and is the nodal agency for National Policy on Resettlement and Rehabilitation. The Committee were informed that in order to give statutory backing to the National Rehabilitation and Resettlement Policy, 2007, 'the Rehabilitation and Resettlement Bill, 2007' and 'the Land Acquisition (Amendment) Bill, 2007', were introduced in the winter session of 2007 of the Parliament. The Bills were considered and passed by the Lok Sabha in its sitting held on 25 February, 2009 and referred to the Rajya Sabha for consideration. However, the Bills lapsed due to dissolution of the 14th Lok Sabha. Again, the 'Rehabilitation and Resettlement

Bill, 2009' and the 'Land Acquisition (Amendment) Bill 2009' were drafted by the Department in consultation with the Ministry of Law and Justice. The Cabinet in its meeting held on 23.7.2009 approved the introduction of bills in Lok Sabha.

The Committee are disappointed to note that even after the lapse of 2 years since the approval of introduction of Bills in Parliament by the Cabinet, the Bills have not yet been introduced. The Committee feel that with the increasing number of litigations in Land Acquisition and Rehabilitation across the country and the discontentment in the farming community at large in the process of land acquisition, it is high time the Government should come up with a comprehensive Land Acquisition Act and Rehabilitation & Resettlement Act, taking into account the grievances of the affected persons and the recent Supreme Court observations/judgements in the cases of land acquisition. The Committee recommend the Government to come up with the Bills in the current session of Parliament itself.

(Recommendation Sl. No. 14, Para No.2.14)

Land Reforms

2.15 As the basis of all economic activity, land can serve as an essential asset for a country to achieve economic growth and social equity. India at independence inherited a semi-feudal agrarian system. The ownership and control of land was highly concentrated in the small group of landlords and intermediaries whose main intention was to extract maximum rent from tenants. Land related problems such as tenancy rights and access to land for subsistence farming continue to challenge the country. The importance of land issue may be inferred from the fact that, notwithstanding the decline in the share of agriculture in the GDP, more than half of Indian population is dependent on agriculture for livelihood. From an economic perspective, the question of land is linked to critical issues of agricultural productivity, agrarian relations, industrial uses, infrastructure development, employment opportunities, housing and other related issues, each one of these aspects is crucial for enhancing economic growth, food security, goods for export and so on. Apart from its economic functions, land ownership has a more profound social function. The Committee appreciate the return of land reforms to the Government list of priorities which is evident from the fact that the Government

has formed two high level bodies; One, "Committee on State Agrarian Relations and the Unfinished Task in Land Reforms" under the Chairmanship of Minister of Rural Development, and the other "National Council for Land Reforms" under the Chairmanship of the Prime Minister. The Committee were also informed that the composition, terms of reference etc. of the Committee and the Council were notified in the official Gazette on 9.1.2008 and the Committee has submitted its report for consideration to the National Council. The Committee also note that the recommendations of the aforesaid Committee are being considered by the Committee of Secretaries (COS) and five meetings have been held so far. Since the process has already taken more than 3 years, the Committee strongly recommend the Government to move expeditiously in the matter and come out with a comprehensive long term policy in this regard. The final decision taken in the matter may be intimated to the Committee.

(Recommendation Sl. No.15, Para No. 2.15)

Convergence of Watershed Development with MGNREGA

2.16 It emerged during the discussion with the representatives of the Department of Land Resources that Watershed development activities of the Department can be merged with

the MGNREGA activities of the Department of Rural Development. During the evidence, the Secretary agreed with the views expressed by the Committee and informed that the Department have made it compulsory for every State Government to converse watershed development works with the MGNREGA works and guidelines have also been prepared for the convergence. The Committee were also given to understand that where good governance is prevailing in the implementation, convergence is taking place on the field level. It also came out during the evidence that very often the structures for watershed development in the field do not conform to the contours and are made without any consideration of technical parameters. In several watersheds, such structures have been washed away or have broken down, as observance of technical & engineering aspects have not been up to the mark. In some cases, structures have been washed away after just a few inches of rainfall.

The Committee are of the view that merely formulating the guidelines does not relieve the Department of its responsibility. It is also the bounden duty of the Department to see that the guidelines are implemented in letter and spirit at the ground level so that the convergence on the field is achieved. The

Committee are also of the view that water conservation should be the focal point of attention under the watershed development programmes. Water conservation should be done at all places. If water conservation and management is not done even in high rainfall areas, there is likelihood of water scarcity for agriculture as well as for drinking purposes in lean seasons. The Committee recommend the Government to look into the above issues seriously and initiate corrective steps. They would also like to be apprised about the same.

(Recommendation Sl. No. 16, Para No. 2.16)

NEW DELHI;
26 August, 2011
2 Bhadra, 1933 (Saka)

(SUMITRA MAHAJAN)
Chairperson,
Standing Committee on
Rural Development

Annexure I

PROJECTS SANCTIONED (IN NO.S) UNDER IWDP PROGRAMME DURING THE PERIOD 1995-96 TO 2010-11 (AS ON 31.12.2010)
NO NEW PROJECTS SANCTIONED DURING FROM 2007 TO 2010)

S. No.	Name of the States	1995-96	1996-97	1997-98	1998-99	1999-2000	2000-2001	2001-2002	2002-2003	2003-2004	2004-2005	2005-2006	2006-2007	Total project
1	Andhra Pradesh	2	2	5	6	4	7	10	2	10	10	24	20	102
2	Bihar	1						1		9	9	22	23	65
3	Chattisgarh	1					4	6		8	9	21	21	70
4	Goa									2		2		4
5	Gujarat		1	1	6	6	7	6		11	9	21	16	84
6	Haryana	1		2			1	3		4	4	7	4	26
7	Himachal Pradesh			2	2	5	8	7		8	2	21	8	63
8	Jammu & Kashmir			1	2			4		1	4	16	9	37
9	Jharkhand					1	2	1		6	4	6	5	25
10	Karnataka			4	5	5		8	1	9	10	22	22	86
11	Kerala	1					2			3		18	5	29
12	Maharashtra			1	3	5	7	4		9	10	14	31	84
13	Madhya Pradesh		1	5	2	11	9	10	1	16	14	29	26	124
14	Orissa		2	6	6	1		9		7	9	22	21	89
15	Punjab		1					3			4	8	1	17
16	Rajasthan	1	1	2	1	8	9	7		9	9	21	22	90
17	Tamil Nadu		1	1	1	8	9	4		11	10	27	10	82
18	Uttar Pradesh		8	7	7	9	3	7		13	13	25	38	130
19	Uttaranchal			1			4	6	4	3	6	17	10	51
20	West Bengal							1		2	4	11	11	29
	Total	7	17	38	41	63	78	97	8	141	140	354	303	1287
NORTH - EASTERN STATES														
1	Arunachal Pradesh				1			1	8	10	11	35	79	145
2	Assam			1		3	11	10	15	14	35	23	37	149
3	Manipur			3	3	1		1	6	5	7	8	9	43
4	Meghalaya						2	5		7	7	45	46	112
5	Mizoram						7	5	5	5	5	17	8	52
6	Nagaland	1	1	1	2	2	5	5	7	5	5	5	3	42
7	Sikkim		1	2	1	2	1	2		3	4	5	4	25
8	Tripura							4			7	5	6	22
	Total	1	2	7	7	10	29	28	41	49	81	143	192	590
	G. Total	8	19	45	48	73	107	125	49	190	221	497	495	1877

APPENDIX IV

COMMITTEE ON RURAL DEVELOPMENT (2010-2011)**MINUTES OF THE EIGHTH SITTING OF THE COMMITTEE HELD
ON THURSDAY, THE 28 APRIL, 2011**

The Committee sat from 1100 hrs. to 1345 hrs. in Committee Room No. 'C', Ground Floor, Parliament House Annexe, New Delhi.

PRESENT

Shrimati Sumitra Mahajan - *Chairperson*

Members**Lok Sabha**

2. Shri Kunvarjibhai Mohanbhai Bavalia
3. Shri Sanjay Dhotre
4. Shri Sandeep Dikshit
5. Shri Manikrao Hodlya Gavit
6. Shri H.D. Kumaraswamy
7. Shri Rakesh Pandey
8. Shri P.L. Punia
9. Shri A. Venkatarami Reddy
10. Shri Jagdish Sharma
11. Shri Jagdanand Singh
12. Shri Makansingh Solanki
13. Shrimati Usha Verma
14. Shri Ramesh Vishwanath Katti

Rajya Sabha

15. Sardar Sukhdev Singh Dhindsa
16. Dr. Ram Prakash
17. Miss Anusuiya Uikey

Secretariat

- | | | | |
|----|----------------------|---|------------------|
| 1. | Shri Brahm Dutt | - | Joint Secretary |
| 2. | Smt. Veena Sharma | - | Director |
| 3. | Shri Raju Srivastava | - | Deputy Secretary |

Representatives of Department of Land Resources

1. Smt. Anita Choudhary, Secretary
2. Shri Chinmay Basu, Special Secretary
3. Shri Arvind Mayaram, Additional Secretary & Financial Advisor
4. Dr. Savita Anand, Joint Secretary

2. At the outset, the Chairperson welcomed the members of the Committee to the sitting convened to take evidence of the representatives of the Department of Land Resources on Demands for Grants (2011-2012) of the Department.

[Witnesses were then called in]

3. The Chairperson then read out direction 55 (1) regarding confidentiality of the proceedings. The Chairperson then highlighted the issues of Watershed development, Bio-fuels, Computerization of Land Records, Land Acquisition Amendment Bill, Rehabilitation & Resettlement Bill etc. The Chairperson highlighted the fact that out of 17 responsibilities/items of work entrusted to the Department, the Budget provision has been made only for 4 activities/schemes/projects. Similarly, in some of the areas, the Department's activities were hardly visible. Thereafter, the representatives of the Department of Land Resources made a power point presentation highlighting the salient features of the programmes being implemented by the Department, current implementation status, physical and financial achievements etc. Keeping in view the complexity of the subject, the Chairperson directed the Secretary, Land Resources to furnish a detailed note on the queries raised by the members.

[The representatives of Department of Land Resources withdrew]

4. A verbatim record of the proceedings has been kept.

The Committee then adjourned.

APPENDIX V**COMMITTEE ON RURAL DEVELOPMENT (2010-2011)****MINUTES OF THE FIFTEENTH SITTING OF THE COMMITTEE HELD ON
THURSDAY, THE 18 AUGUST, 2011**

The Committee sat from 1530 hrs. to 1745 hrs. in Committee Room 'B', Ground Floor, Parliament House Annexe, New Delhi.

PRESENT

Shrimati Sumitra Mahajan - *Chairperson*

Members***Lok Sabha***

2. Shri Sanjay Dhotre
3. Shri Raghubir Singh Meena
4. Shri Rakesh Pandey
5. Shri P.L. Punia
6. Shri A. Venkatarami Reddy
7. Shri Jagdanand Singh
8. Shri Kodikkunnil Suresh
9. Shri Ramesh Vishwanath Katti

Rajya Sabha

10. Shri Ganga Charan

Secretariat

- | | | |
|-------------------------|---|---------------------|
| 1. Shri Brahm Dutt | - | Joint Secretary |
| 2. Smt.Veena Sharma | - | Director |
| 3. Shri A.K. Shah | - | Additional Director |
| 4. Shri Raju Srivastava | - | Deputy Secretary |

2. At the outset, the Chairperson welcomed the members to the sitting of the Committee. The Committee then took up for consideration the Draft Reports on Demands for Grants (2011-2012) of the Department of Land Resources (Ministry of Rural Development) and *** ***. After discussing the Draft Reports in detail the Committee adopted the Draft Reports with minor modifications.

3. The Committee also authorised the Chairperson to finalise the above-mentioned Draft Reports taking into consideration consequential changes arising out of factual verification, if any, by the concerned Ministry/ Department and to present the same to both the Houses of Parliament.

The Committee then adjourned.

/-----/

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