

TWENTY-EIGHTH REPORT
STANDING COMMITTEE ON
RURAL DEVELOPMENT
(2011-2012)

(FIFTEENTH LOK SABHA)

MINISTRY OF RURAL DEVELOPMENT
(DEPARTMENT OF LAND RESOURCES)

DEMANDS FOR GRANTS
(2012-2013)

Presented to Lok Sabha on 02.05.2012

Laid in Rajya Sabha on 02.05.2012



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COMPOSITION OF THE STANDING COMMITTEE ON
RURAL DEVELOPMENT (2011-2012)

Shrimati Sumitra Mahajan—*Chairperson*

MEMBERS

Lok Sabha

2. Shri Gajanan D. Babar
3. Shri Sandeep Dikshit
4. Shri Manikrao Hodlya Gavit
5. Shri Maheshwar Hazari
6. Shri Ramesh Vishwanath Katti
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8. Shri Raghuvir Singh Meena
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18. Shri Kodikunnil Suresh
19. Shri Narendra Singh Tomar
20. Shri A.K.S. Vijayan
21. Smt. Vijaya Shanthi M.**

Rajya Sabha

22. Shri Mani Shankar Aiyar
23. Vacant[#]

* Nominated to the Committee w.e.f. 03.01.2012 vice Shri Navjot Singh Sidhu.

** Nominated to the Committee w.e.f. 25.11.2011.

[#] Shri Ganga Charan and Miss Anusuiya Uikey ceased to be the members of the Committee w.e.f. 02.04.2012 consequent upon their retirement from Rajya Sabha.

24. Shri Hussain Dalwai
25. Sardar Sukhdev Singh Dhindsa
26. Dr. Ram Prakash
27. Shri P. Rajeeve[^]
28. Shri Mohan Singh
29. Smt. Maya Singh
30. Vacant[#]
31. Shri D. Bandyopadhyay^{\$}

SECRETARIAT

1. Shri Brahm Dutt — *Joint Secretary*
2. Smt. Veena Sharma — *Director*
3. Shri Raju Srivastava — *Additional Director*

[^] Nominated to the Committee w.e.f. 02.11.2011 vice Shri P.R. Rajan.

^{\$} Nominated to the Committee w.e.f. 18.04.2012 vice Dr. (Smt.) Kapila Vatsyayan.

INTRODUCTION

I, the Chairperson of the Standing Committee on Rural Development (2011-2012) having been authorised by the Committee to submit the Report on their behalf, present the Twenty-eighth Report on Demands for Grants (2012-13) of the Department of Land Resources (Ministry of Rural Development).

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

3. The Committee took evidence of the representatives of the Department of Land Resources (Ministry of Rural Development) on 27 March, 2012.

4. The Report was considered and adopted by the Committee at their sitting held on 18 April, 2012.

5. 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.

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

NEW DELHI;
25 April, 2012

5 Vaisakha, 1934 (Saka)

SUMITRA MAHAJAN,
Chairperson,
Standing Committee on
Rural Development.

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 and 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 and Renewable Energy
MGNREGA	—	Mahatma Gandhi National Rural Employment Guarantee Act

REPORT

PART I

NARRATION ANALYSIS

I. Introductory

Soil degradation on large tracts of cultivable land is seriously undermining millions of people's livelihoods. Attempts to overcome this problem have been made through large investments in watershed management throughout Asia, Africa and Latin America. 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.

1.2 The country's total land mass area of 329 million hectare, 142 million hectare is cultivated, and 69.09 million hectare is forest area, with the balance 117.91 million hectare being land unfit for cultivation for a variety of reasons. As per the common guidelines for Watershed Development Projects 2008, published by National Rainfed Area Authority (NRAA), out of 142 million hectare of net cultivated area, 85 million hectare is rainfed area which works out to 59.86%. Many forest and non-forest areas are degraded and producing bio-mass far below their potential. Watershed Development is considered an effective tool to address problems of soil and water management of rainfed/degraded areas in the country. Government's guidelines for watershed development programmes aim to make investments in watershed management which have a long-lasting impact on crop production and rural livelihoods in rainfed cropping areas. Guidelines are periodically reviewed in consultation with States and expert bodies to improve the efficiency of implementation of the programme.

1.3 The Department of Land Resources is implementing area development programmes on watershed basis. A watershed is a topographically delineated area that is drained by a stream system. Watershed is made up of its physical and hydrological natural resources as well as human resources. Management of a watershed thus entails the rational utilization of land and water resources for optimum production but with minimum hazard to natural and human resources. Therefore, watershed management is the process of guiding and organizing land use and use of other resources in a watershed to

provide desired goods and services without adversely affecting soil and water resources. Embedded in this concept is the recognition of the inter-relationships among land use, soil and water and the linkages between uplands and downstream areas.

1.4 The Eleventh Plan proposed new initiatives under the Integrated Watershed Management Programme. But the progress on these has been less than satisfactory. Much of the higher allocation has been absorbed by the backlog of older incomplete projects. The new projects have also been slow in incorporating the innovative elements in the new Common Guidelines. Four functional areas, namely (a) institutional development, (b) capacity building, (c) monitoring and evaluation and (d) livelihood orientation need to be an integral part of the programme from the very beginning. Each one comprises of quality and process-oriented activities, which demand a whole series of initiatives and partnerships to be put into place. These will require greater attention in the Twelfth Plan.

1.5 The Department of Land Resources was also administering, upto 2007-08, two Centrally-sponsored schemes, *viz.*, Computerization of Land Records and Strengthening of Revenue Administration and Updating of Land Records. Further, during 2008-09, these two schemes were merged into one modified scheme in the shape of National Land Records Modernization Programme.

II. Responsibilities/functions of the Department

1.6 The following are the functions of the Department of Land Resources:—

- Land reforms, land tenure, land records, consolidation of holdings and other related matters.
- Administration of Land Acquisition Act, 1894 (1 of 1894) and matters relating to acquisition of land for purposes of the Union.
- 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.
- 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.
- Land revenue, including assessment and collection of revenue, survey for revenue purposes, alienation of revenues.

- Duties in respect of succession to agricultural land.
- National Wastelands Development Board.
- National Land Use and Wasteland Board Development Council.
- Promotion of rural employment through wasteland development.
- Promotion and production of fuel-wood, fodder and timber on non-forest lands, including private wastelands.
- Research and development of appropriate low cost technologies for increasing productivity of wastelands in sustainable ways.
- Inter-Departmental and inter-disciplinary coordination in programme planning and implementation of the Wastelands Development Programme including training.
- Promotion of people's participation and public cooperation and coordination of efforts of Panchayats and Voluntary and non-Government agencies for waste land development.
- Drought Prone Area Programmes.
- Desert Development Programmes.
- The Registration Act (16 of 1908).
- (i) National Mission on Bio-Diesel;
- (ii) 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
- (iii) 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.

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

- Integrated Wastelands Development Programme (IWDP).
- Drought Prone Areas Programme (DPAP).
- Desert Development Programme (DDP).
- Integrated Watershed Management Programme (IWMP).
- National Land Records Modernization Programme (NLRMP).
- Technology, Development, Extension & Training.

1.8 During 2012-13, the above functions are dealt with under following Heads:—

- Integrated Watershed Management Programme (IWMP) including Professional Support.
- National Land Records Modernization Programme (NLRMP).
- National Rehabilitation and Resettlement Policy (NRRP).

III. Overall Analysis

1.9 From Demand No. 83 pertaining to the Department of Land Resources, the Committee note that for the fiscal 2012-13, a sum of Rs. 3208.20 crore with Plan component of Rs. 3201.00 crore and non-Plan component of Rs. 7.20 crore has been allocated to the Department. The outlay allocated during the year 2012-13 is Rs. 502 crore or 18.54% higher than the previous year (2011-12) BE.

1.10 When asked to provide the figures of Budget Estimates (BE), Revised Estimates (RE) and Expenditure during the Eleventh Plan period as also the Budget Estimates figures for the fiscal year (2012-13), the following information was furnished to the Committee by the Department:—

(Rs. in crore)			
Year	Budget Estimates (BE)	Revised Estimates (RE)	Expenditure
Eleventh Plan			
2007-08	1500.00	1403.86	1399.84
2008-09	2400.00	1804.69	1787.87
2009-10	2400.00	2026.69	2018.54
2010-11	2660.00	2665.80	2613.90
2011-12	2700.00	2432.00	2427.49
Total	11660.00	10333.04	10247.64
Twelfth Plan			
2012-13	3201.00	—	—

1.11 Asked further about the reasons for sharp decline in the Revised Estimates during the Eleventh Plan period (2007-12), except for the fiscal year 2010-11, the Department stated in their written submission to the Committee that reduction in the budget at the RE stage has been made by the Ministry of Finance. The reasons indicated by the Ministry of Finance are high unspent balances with the States/ implementing agencies and slow pace of expenditure by the Department.

1.12 Having observed that on the one hand, more funds are demanded by the Department and on the other hand, the funds are reduced at the RE stage and the actual expenditure during the fiscal year(s) further nosedived, the Committee asked the Department as to whether these aspects were examined in detail before seeking enhanced budget for the fiscal year 2012-13. In their written reply, the Department stated that under watershed projects, central assistance is being released to States/Districts in instalments *i.e.* 3 instalments to State Level Nodal Agency (SLNA) under IWMP with project duration of 4-7 years and 5 instalments to DRDA/ZP under ongoing Pre-IWMP (DPAP, DDP & IWDP) projects with a project period of 5 years. Under IWMP, projects are eligible for claiming 2nd installment on expenditure of 60% of the 1st instalment funds. Similarly projects are eligible for 3rd instalment on expenditure of 75% of the funds released. In case of DPAP, DDP and IWDP, projects are eligible for next instalment when the unspent balance is less than 50% of the last instalment released. Accordingly, Department works out the financial requirement based on the committed liabilities of ongoing projects and the target set for covering area under IWMP in a particular year. In NLRMP, Department intends to cover all the remaining 391 Districts in the country in 12th Five Year Plan and also complete the process of modernization of land records in the Districts already sanctioned during the 11th Five Year Plan. Accordingly, Department projected a requirement of Rs. 21,350 crore for 12th Five Year Plan.

A. Head-wise allocation

1.13 The head-wise allocation of funds for the fiscal year 2012-13 are given as under:—

(Rs. in crore)			
Sl. No.	Name of Scheme/Programme	Major Head	Budget Estimates 2012-13
1	2	3	4
PLAN			
1.	Integrated Watershed Management Programme (IWMP)	2501 3601	2743.90 1.10
	Total (IWMP)		2745.00
2.	National Land Records Modernization Programme (NLRMP)	2506 3601 3602	33.00 100.45 2.00
	Total (NLRMP)		135.45

1	2	3	4
3.	Bio-fuel	2501	0.00
4.	R&R Policy	2501	0.50
	Total		2880.95
5.	Lump sum Provision for the N.E Region and Sikkim		
	1. Integrated Watershed Management Programme (IWMP)	2552	305.00
	2. National Land Records Modernization Programme (NLRMP)	2552	15.05
	3. Bio-fuel	2552	0.00
	Total: NE Region		320.05
	Total Plan (Land Resources):		3201.00
	Non-Plan		
	Sectt. Economic Services	3451	7.20
	Grand Total - Plan & Non-Plan		3208.20

B. Outlay and Expenditure

1.14 When the Committee sought the scheme-wise outlays and expenditure/releases during the last three years, the following information was provided by the Department:—

(Rs. in crore)

Name of Scheme/ Programme	Budget Estimates 2010-11	Revised Estimates 2010-11	Actual Expenditure 2010-11	Budget Estimates 2011-12	Revised Estimates 2011-12	Release 2011-12 (as on 29.02.12)	Budget Estimates 2012-13
1	2	3	4	5	6	7	8
Plan							
Integrated Watershed Management Programme (IWMP)	2458.00	2458.00	2455.43	2549.20	2314.20	2109.00	3050.00
Externally Aided Projects	0.00	0.00	0.00	0.00	0.00	0.00	0.00
National Land Records Modernization Programme (NLRMP)	200.00	200.00	156.02	150.00	110.00	81.19	150.50

1	2	3	4	5	6	7	8
Bio-Fuel	1.00	1.00	0.09	0.30	0.30	0.00	0.00
National Rehabilitation policy	1.00	1.00	0.00	0.50	0.50	0.00	0.50
Total Plan	2660.00	2660.00	2611.54	2700.00	2425.00	2190.19	3201.00
Non-Plan							
Sectt. Economic Services	5.80	5.80	6.31	6.20	7.00	6.76	7.20
Grand Total (Plan and Non-Plan)	2665.80	2665.80	2617.85	2706.20	2432.00	2196.95	3208.20

1.15 On the specific question of percentage increase in the allocation for the preceding two fiscals as also the corresponding figures for the ongoing one, the Department furnished the following information:—

(Rs. in crore)

Name of the Scheme/ programme	2010-11		2011-12		2012-13	
	Outlay	% Increase	Outlay	% Increase	Outlay	% Increase
Integrated Watershed Development Programmed (IWMP)	2458.00	28.62	2549.20	3.71	3050.00	19.65
Externally Aided Projects	-	-	-	-	-	-
National Land Records Modernization Programme (NLRMP)	200.00	(-)50.00	150.00	(-)25.00	150.50	0.33
Bio-fuel	1.00	(-)96.66	0.30	(-)70.00	0.00	0.00
National Rehabilitation and Resettlement Policy	1.00	(-)50.00	0.50	(-)50.00	0.50	0.00
Total Plan	2660.00	10.83	2700.00	3.05	3201.00	18.56

C. Twelfth Five Year Plan

1.16 Asked to spell out various aspects on advance planning for the Twelfth Five Year Plan for the Integrated Watershed Management Programme (IWMP) as well as the National Land Records Modernization Programme (NLRMP), the Department informed the Committee that for IWMP, during the 12th Plan, the Department

proposes to cover an area of 25 million ha. by sanctioning new IWMP projects @ of 5 million ha. per year. As the project period, on an average, is five years, the projects will be at different stages of completion during the 12th Five Year Plan. Accordingly, the budgetary requirement for this purpose is estimated as Rs. 14,722 crore.

1.17 During 11th Plan, target of sanction of new IWMP projects covering an area of 22.65 million ha. was set for the Department. The IWMP scheme was launched in 2009-10 after the approval of Government on 26.2.2009. The Department is expected to achieve the total target by sanctioning of new projects under IWMP by the end of 11th Plan *i.e.* March 2012. The 12th Five Year Plan will have to oversee the completion of all IWMP projects sanctioned during 11th Five Year Plan, assuming an average project period of five years. So far an amount of Rs. 1998.31 crore has been released during 2009-10 & 2010-11 and another Rs. 1721.20 crore is expected to be released in 2011-12. Further budgetary requirements during 12th Plan for completing the IWMP projects sanctioned during 11th Plan is estimated as Rs. 21,350 crores.

1.18 As recommended by the Working Group of Planning Commission on Minor Irrigation and Watershed Management for 12th Five Year Plan, the Department proposes to take up a stream of pilot projects for development of special problem areas such as waterlogged, saline, ravine, ground water over-exploited areas and left wing extremism areas. For this purpose, Department proposes an amount of Rs. 100 crore during 12th Five Year Plan.

1.19 During the 1st year of 12th Five Year Plan, the Department is expected to complete all the remaining 3250 ongoing projects of DPAP, DDP & IWDP. The budgetary requirements estimated for accomplishing this task is Rs. 288 crore.

1.20 In regard to NRLMP, the Department further informed that there are 640 Districts in the country at present and 251 Districts have been covered under the NLRMP so far. 20 more Districts are likely to be covered by the end of the 11th Five Year Plan, *i.e.*, during the current financial year. So, 271 Districts will be covered under the NLRMP in the Eleventh Plan. This leaves 369 Districts to be covered in the 12th Five Year Plan. An average District requires around Rs. 8 crores for implementation of all the activities of NLRMP, out of which nearly 50% works out to be the Central share. So far an amount of Rs. 620.19 crore has been released to the States for covering the aforesaid 251 Districts. Out of this, only an amount of Rs. 53.48 crore has been utilized so far.

1.21 The Department needs to sanction projects in 369 Districts during the 12th Five Year Plan. Although it was contemplated that two years of time period is adequate for completing all the activities under NLRMP, but the experience so far does not corroborate such notion. NLRMP involves high end technologies, survey, settlement process and necessary legal changes in various processes. This year (2012-13), Rs. 150.50 crore has been allocated for covering 40 Districts. However, efforts will be made to cover more Districts.

1.22 When asked to furnish the salient features of the Working Group for 12th Plan in the context of objectives, schemes and projected plan outlay, the Department stated that the Planning Commission constituted a Working Group on Minor Irrigation and Watershed Management for the XII Five Year Plan under the Chairmanship of Shri Deep Joshi, Co-Founder, PRADAN in February 2011 to *inter alia* examine critically the physical and financial performance of the sectors during 11th Plan and suggest strategies, priorities and allocations for the 12th Plan.

1.23 The major recommendations of the Working Group include establishing a dedicated agency for Watershed Management, pooling human resources from other Ministries, need to create institutions that promote/support production systems and economic growth of individual members, taking up pilots in special areas of concern, creating Network Based Research Support System, working of technical agencies in collaboration with DoLR, establishing Institutional and legal base for community based regulatory systems of conserved Natural Resources.

1.24 The objectives, schemes and projected plan outlay are as under:—

- (i) During the first year of 12th Five Year Plan, the Department is expected to complete all the remaining ongoing projects of DDP, DPAP and IWDP which are approximately 3,250 in number. The budgetary requirement for accomplishing this task is Rs. 288 crore.
- (ii) The 12th Five Year Plan will also oversee completion of watershed projects on an area of 22.65 m.ha. sanctioned during the last three years of 11th Five Year Plan. Assuming an average project period of five years, the budgetary requirement for this will be Rs. 21,350 crore.
- (iii) The Department proposes to cover an area of 25 m.ha. during the 12th Five Year Plan @ 5 m.ha. per year. As the project period on an average is five years, these projects

will be at different stages of completion during the Five Year Plan. The budgetary requirement for this will be Rs. 14,722 crore.

- (iv) As the proposed 12th Five Year Plan also includes taking up of a stream of pilot projects for special areas, an amount of Rs. 100 crore has been included in the estimate.

1.25 Based upon these expectations the anticipated size of Twelfth Five Year Plan works out to be approximately Rs. 36,460 crore at the current rates.

IV. Scheme-wise Analysis

A. Integrated Watershed Management Programme (IWMP)

1.26 The Department of Land Resources, in collaboration with the National Remote Sensing Centre, Department of Space, has prepared Wastelands Atlas of India in 2000, 2005 & 2010. The extent of wastelands in the country was estimated to be 63.85 million hectare, 55.27 million hectare and 47.23 million hectare respectively. The State-wise extent of wastelands in the country is as under:—

Sl.No.	State	Total Wasteland area (million ha)		
		Wastelands Atlas, 2000	Wastelands Atlas, 2005	Wastelands Atlas, 2010
1	2	3	4	5
1.	Andhra Pradesh	5.17	4.53	3.88
2.	Bihar	0.59	0.54	0.68
3.	Chhattisgarh	1.02	0.76	1.18
4.	Goa	0.06	0.05	0.05
5.	Gujarat	4.30	2.04	2.14
6.	Haryana	0.37	0.32	0.24
7.	Himachal Pradesh	3.16	2.83	2.25
8.	Jammu and Kashmir	6.54	7.02	7.38
9.	Jharkhand	1.59	1.12	1.17
10.	Karnataka	2.08	1.35	1.44

1	2	3	4	5
11.	Kerala	0.14	0.18	0.25
12.	Madhya Pradesh	5.95	5.71	4.00
13.	Maharashtra	5.34	4.93	3.83
14.	Odisha	2.13	1.90	1.66
15.	Punjab	0.22	0.12	0.10
16.	Rajasthan	10.56	10.15	9.37
17.	Tamil Nadu	2.30	1.73	0.91
18.	Uttar Pradesh	2.27	1.70	1.10
19.	Uttarakhand	1.61	1.61	1.28
20.	West Bengal	0.57	0.44	0.20
21.	Arunachal Pradesh	1.83	1.82	0.57
22.	Assam	2.00	1.40	0.88
23.	Manipur	1.29	1.32	0.70
24.	Meghalaya	0.99	0.34	0.39
25.	Mizoram	0.40	0.45	0.60
26.	Nagaland	0.84	0.37	0.48
27.	Sikkim	0.35	0.38	0.33
28.	Tripura	0.12	0.13	0.13
29.	Union Territory	0.06	0.03	0.04
Grand Total		63.85	55.27	47.23

1.27 Of the total land mass area of 329 million hectare, 142 million hectare is cultivated, and 69.09 million hectare is forest area, with the balance 117.91 million hectare being land unfit for cultivation for a variety of reasons. As per the common guidelines for Watershed Development Projects 2008, published by National Rainfed Area Authority (NRAA), out of 142 million hectare of net cultivated area, 85 million hectare is rainfed area which works out to 59.86%. Many forest and non-forest areas are degraded and producing bio-mass far below their potential. Watershed development is considered an effective tool to address problems of soil and water management of rainfed/ degraded areas in the country.

(i) Consolidation of Integrated Wastelands Development Programme (IWDP), Drought Prone Areas Programme (DPAP) and Desert Development Programme (DDP)

1.28 Under the aegis of the Planning Commission, National Rainfed Area Authority (NRAA) 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. 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 programme called Integrated Watershed Management Programme and launched in 2009-10.

1.29 The salient features of IWMP are:

- Dedicated institutions at State, District & Village level to implement the Programme.
- Flexibility in the project duration (4 to 7 years).
- Livelihood component added to the programme.
- Differential cost norm of Rs. 12,000/ha. for the plains, Rs. 15,000/ha. for the hilly & difficult areas and upto Rs. 15,000/ha. for the IAP Districts.
- Funding pattern in the ratio of 90:10 between Centre and States.

1.30 The Committee desired to know the past experiences of the Department on the basis of which DPAP, DDP and IWDP were integrated and consolidated into a single programme called Integrated Watershed Management Programme (IWMP), the Department in their reply stated that the Ministry of Rural Development set up a 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.

1.31 The Parthasarathy 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.

1.32 The Committee also desired to know as to whether any substantial improvement in addition to optimum use of resources, sustainable outcomes and integrated planning has been witnessed by the Department after integration of these three programmes. The Department in a written reply informed that IWMP is being implemented as per the Common Guidelines for Watershed Development Projects 2008. Under IWMP, the dedicated institutions with multi-disciplinary professional support at State/District/Project levels, the livelihood activities, production systems and micro-enterprise are new additions to watershed programme, which hitherto consisted of conventional activities such as water harvesting, recharging of the ground water table and prevention of surface soil run off. These new activities are expected to maximize utilization of the potential generated by watershed activities and creation of livelihoods and enhanced incomes for the households falling within the watershed area.

1.33 The activities to be taken up under IWMP are spread over in three phases. The preparatory phase (1-2 years) mainly involves preparation of DPR, entry point activities and institution & capacity building. The watershed works phase (2-3 years) involves the watershed works, livelihood activities and production system & micro enterprises. The consolidation and withdrawal phase (1-2 years) involves consolidation and completion of various works.

1.34 At present, the projects sanctioned under IWMP in most of the States are in preparatory phase, hence any improvement in addition to optimum use of resources, sustainable outcomes and integrated planning is yet to be observed.

(ii) Coverage

1.35 Keeping in view the mandate of the Department of Land Resources and its watershed schemes, the following criteria are adopted for the allocation of target area among the States.

- (i) Identified DPAP/DDP areas in the State as percentage of total DPAP and DDP area in the country.
- (ii) Total treatable wastelands in the State as percentage of total treatable wastelands in the country.

- (iii) Total SC/ST population of the State as percentage of total SC/ST population of the country.
- (iv) Percentage of rainfed area in the State to total cultivated area in the country.
- (v) 10% mandatory allocation to North-Eastern States.

1.36 The IWMP is a demand driven programme. However, to cover all the States, a minimum tentative allocation of area by following the above criteria is made in the beginning of the year which remains valid upto a certain date, after which the programme is operated on 'first-come-first-serve' basis.

(iii) Physical and financial performance

1.37 Under IWMP, against the target of 5.41 million ha. for the year 2009-10, a total of 1324 projects covering an area of 6.310 million ha. has been sanctioned by SLNAs of 20 States. Against the target of 8.50 million ha. for the year 2010-11, a total of 1865 projects covering an area of 8.824 million ha. has been sanctioned by SLNAs of 23 States. The target for sanction of new projects under IWMP for the year 2011-12 is 8.74 million ha. A total of 1403 projects covering an area of 6.729 million ha have been sanctioned by SLNAs (upto 31.12.2011). A total amount of Rs. 501.48 crores, Rs. 1496.83 crore & Rs. 1764.56 crore have been released during 2009-10, 2010-11 and 2011-12 (upto 31.12.2011), respectively, towards the central funds for the projects sanctioned under IWMP. State-wise and year-wise details of projects sanctioned, area covered and funds released under IWMP are as under:-

[Area in million ha. and Rs. in crore]

STATES	2009-10			2010-11			2011-12 (as on 31.12.2011)		
	No. of projects	Area	Amount	No. of projects	Area	Amount	No. of projects	Area	Amount
1	2	3	4	5	6	7	8	9	10
Andhra Pradesh	110	0.473	30.68	171	0.741	119.8	173	0.747	160.94
Bihar									
Chhattisgarh	41	0.209	13.69	71	0.284	50.38	3	0.014	43.89
Goa									
Gujarat	151	0.708	50.23	141	0.714	161.73	104	0.531	157.71
Haryana							47	0.179	11.63
Himachal Pradesh	36	0.204	16.51	44	0.238	57.77			44.92

1	2	3	4	5	6	7	8	9	10
Jammu and Kashmir									
Jharkhand	20	0.118	7.64	22	0.097	24.1	39	0.206	13.35
Karnataka	119	0.492	81	127	0.547	70.96	116	0.548	127.41
Kerala				26	0.142	11.01			9.85
Madhya Pradesh	116	0.671	43.48	99	0.548	113.25			104.06
Maharashtra	243	0.996	67.77	370	1.614	208.14	215	0.931	378.69
Orissa	65	0.336	21.77	62	0.35	73.47	68	0.380	77.53
Punjab	6	0.035	2.29	13	0.053	3.45			5.34
Rajasthan	162	0.926	69.92	213	1.257	257.47	229	1.301	318.33
Tamil Nadu	50	0.26	16.17	62	0.311	60.16	56	0.271	17.50
Uttar Pradesh	66	0.35	22.68	183	0.897	132.13	159	0.793	163.73
Uttarakhand				39	0.207	15.97			
West Bengal									
Arunachal Pradesh	13	0.068	5.45	32	0.091	20.08	13	0.048	3.86
Assam	57	0.221	32.53	86	0.36	40.82	83	0.370	24.55
Manipur				27	0.128	10.37	33	0.170	13.80
Meghalaya	18	0.03	2.43	29	0.052	9.88	14	0.038	12.87
Mizoram	16	0.062	5.06	16	0.066	17.14	17	0.072	5.84
Nagaland	22	0.106	8.56	19	0.083	26.71	20	0.086	59.42
Sikkim	3	0.015	1.17	3	0.014	3.88	3	0.014	1.15
Tripura	10	0.03	2.45	10	0.03	8.16	11	0.030	8.12
Grand Total	1324	6.310	501.48	1865	8.824	1496.83	1403	6.729	1764.49

1.38 When enquired by the Committee about the State/UT-wise status of projects under IWMP (stage of completion) sanctioned during 2009-10, 2010-11 and 2011-12, the Department has furnished the following information:-

Year of Sanction	Status of implementation	Remarks
1	2	3
2009-10	In most of the States, projects sanctioned in 2009-10 are in the process of completion of preparatory phase.	Karnataka, Nagaland and Tripura have completed the preparatory phase and started the activities of works phase.

1	2	3
2010-11	In all the States, projects sanctioned in 2010-11 are implementing the activities of preparatory phase.	
2011-12	In some States, projects sanctioned in 2011-12 are implementing the activities of preparatory phase. The States which have taken projects for the first time are in the process of establishing institutions.	Bihar, Haryana, Jammu & Kashmir and West Bengal have taken projects for the first time.

1.39 The Committee found that the top-five States in the country having maximum wastelands are Assam, Karnataka, Orissa, Andhra Pradesh and Punjab. However, the total numbers of projects sanctioned during 2009-10 to 2011-12 in these States are 226, 362, 193, 454 and 19 respectively. The Committee when asked about the reasons for uneven sanctioning of projects in various States, the Department stated that under IWMP, the Department of Land Resources allocates state-wise minimum tentative target area for taking up new IWMP projects based on following criteria:-

- (i) Identified DPAP/DDP areas in the State as percentage of total DPAP and DDP area in the country.
- (ii) Total treatable wastelands in the State as percentage of total treatable wastelands in the country.
- (iii) Total SC/ST population of the State as percentage of total SC/ST population of the country.
- (iv) Percentage of rainfed area in the State to total cultivated area in the country.
- (v) 10% mandatory allocation of North-Eastern States.

1.40 From the above, it may be seen that in addition to extent of wastelands in the state, other criteria are also taken into consideration for allocating the target area for taking up new IWMP projects. Hence, the area sanctioned under IMWP may not be in proportion to extent of wastelands in the state.

1.41 The Department further stated that the three watershed programme of the Department *viz.* Drought Prone Areas Programme (DPAP), Desert Development Programme (DDP) and Integrated

Wastelands Development Programme (IWDP) have been integrated and consolidated into a single modified programme called Integrated Watershed Management Programme (IWMP) *w.e.f.* 26.02.2009.

1.42 IWMP is being implemented as per the Common Guidelines for Watershed Development Projects, 2008. Under IWMP, the dedicated institutions with multi-disciplinary professional support at State/District/Project levels, the livelihood activities, production systems and micro-enterprise are new additions to watershed programme, which hitherto consisted of conventional activities such as soil and moisture conservation, rain water harvesting and prevention of surface soil run off etc.

1.43 These new activities are expected to maximize utilization of the potential generated by watershed activities and creation of livelihoods and enhanced incomes for the households falling within the watershed area.

1.44 The Committee found that against the Plan target of 226.5 lakh ha. new IWMP projects covering an area of 221.36 lakh ha. have been sanctioned as on 15.02.2012 which works out to 97.73% of the 11th Plan target. The balance target is expected to be covered by 31.03.2012. Against the Revised Estimates of the budget of Rs. 9194.50 crore received by this Department during 11th Plan (upto 2011-12), Rs. 8983.67 crore have been released under IWMP including ongoing liabilities of DPAP, DDP & IWDP as on 15.02.2012 which works out to 97.71%. The Committee desired to know the amount earmarked during previous two Annual Plans, the amount spent and the achievement made against the targets fixed for various activities, the Department furnished the following information:-

[Phy: Area in lakh ha. and Fin: Rs. in crore]

Year	Target			Achievement		
	Physical		Financial	Physical		Financial
	New Projects	On-going projects		New Projects	On-going projects	
2009-10	54.10	27.10	1762.80	63.10	28.10	1762.64
2010-11	85.00	18.17	2458	88.24	19.47	2456.73
2011-12 (as on 15.02.2012)	87.40	16.78	2314.20	70.01	4.95	2055.35

1.45 According to the Department, the activities to be taken up under IWMP are spread over three phases. The Preparatory Phase (1 to 2 years) mainly involves preparation of DPR, Entry Point Activities and Institution & Capacity Building. The Watershed Works Phase (2 to 3 years) involves the Watershed Development Works, Livelihood Activities for the asset less persons and Production System & Micro Enterprises. The Consolidation and Withdrawal Phase (1 to 2 years) involves consolidation and completion of various works. When the Committee wanted to know the State/UT-wise details of physical achievements (in terms of no. of projects) in respect of new and on-going projects during 2009-10 to 2011-12, the Department in their reply submitted the relevant information as is given in Annexure-I. When the Committee asked about the State/UT-wise physical targets fixed for the fiscal year 2012-13 under the IWMP programme, the Department provided the following information:-

Sl.No.	State	Minimum tentative allocation for 2012-13 (in Lakh ha.)
1	2	3
1.	Andhra Pradesh	4.06
2.	Bihar	1.33
3.	Chhattisgarh	1.54
4.	Goa	0.03
5.	Gujarat	3.15
6.	Haryana	0.57
7.	Himachal Pradesh	0.70
8.	Jammu and Kashmir	1.63
9.	Jharkhand	1.45
10.	Karnataka	3.21
11.	Kerala	0.51
12.	Maharashtra	5.18
13.	Madhya Pradesh	4.66
14.	Odisha	2.06
15.	Punjab	0.43
16.	Rajasthan	7.59

1	2	3
17.	Tamil Nadu	1.55
18.	Uttar Pradesh	3.13
19.	Uttarakhand	0.39
20.	West Bengal	1.83
21.	Arunachal Pradesh	0.46
22.	Assam	1.99
23.	Manipur	0.62
24.	Meghalaya	0.34
25.	Mizoram	0.56
26.	Nagaland	0.63
27.	Sikkim	0.05
28.	Tripura	0.35
TOTAL		50.00

1.46 Having noted that during 2009-10 and 2010-11, the physical achievements in respect of new and on-going projects have exceeded the targets fixed for the purpose, the Committee asked about the details of all such States/UTs where the physical achievements in respect of new and on-going projects have exceeded its targets. The Committee in their written reply stated that the new projects have been sanctioned only under IWMP during 2009-10 & 2010-11. The details of states where the physical achievements in respect of new projects have exceeded its targets are as below:

(Area in m ha.)

Sl. No.	Name of the State	2009-10		2010-11	
		Target allocated	Area Sanctioned	Target allocated	Area Sanctioned
1	2	3	4	5	6
1.	Andhra Pradesh	0.44	0.4734	0.693	0.7409
2.	Chhattisgarh	0.15	0.2093	0.236	0.284
3.	Gujarat	0.33	0.708	0.515	0.714

1	2	3	4	5	6
4.	Himachal Pradesh	0.09	0.2038	0.138	0.238
5.	Karnataka	0.34	0.4915	0.533	0.5466
6.	Kerala	0.05	0	0.081	0.142
7.	Maharashtra	0.57	0.9959	0.895	1.617
8.	Madhya Pradesh	0.54	0.671	NA	NA
9.	Odisha	0.22	0.336	NA	NA
10.	Rajasthan	0.8	0.9256	1.254	1.257
11.	Tamil Nadu	0.18	0.26	0.289	0.311
12.	Uttar Pradesh	NA	NA	0.548	0.8971
13.	Uttarakhand	NA	NA	0.078	0.204
14.	Arunachal Pradesh	0.06	0.0683	NA	NA
15.	Meghalaya	NA	NA	0.046	0.052
16.	Mizoram	0.04	0.0624	NA	NA
17.	Nagaland	0.05	0.1057	NA	NA
18.	Sikkim	0.01	0.0145	NA	NA

NA: Not Applicable.

1.47 Under ongoing projects of DPAP, DDP and IWDP, no State-wise targets are allocated as these programmes are demand driven. The target indicated is the target of the Department. The achievement (sum of the achievement of all States) made by the Department under these programmes is given as achievement under ongoing programme.

B. Integrated Wastelands Development Programme (IWDP)

(i) Coverage

1.48 Integrated Wastelands Development Programme (IWDP) has been under implementation since 1989-90. The programme is being implemented on watershed basis *w.e.f.* 1 April, 1995. The development of wastelands and degraded lands under the programme is expected to promote generation of employment in rural areas besides increasing land productivity in the project areas. The programme is aimed at integrated development of wastelands/degraded lands based on village/micro watershed plans. The projects under the programme are

sanctioned in the Blocks not covered by DDP and DPAP. The projects under the programme are being implemented in 470 Districts in all 28 States of the country. Hariyali Guidelines launched with effect from 1.4.2003 aimed at empowering Panchayati Raj Institutions (PRIs), both administratively and financially, in implementation of watershed programmes. From 2007-08 onwards, no new projects are sanctioned under this scheme.

(ii) Physical and financial performance

1.49 The position regarding achievements with reference to outlays/targets fixed for 2010-11 and 2011-12 (as on 31.12.2011) are as under:

Year	Outlay	Quantifiable Deliverables	Achievements
2010-11	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.	(i) An amount of Rs. 325.75 crore released for on-going projects. (ii) 278 projects have been completed. (iii) Complete covering of 1.68 M.ha. by completion of 302 ongoing projects. (iv) An area of about 0.592** M. ha covered.
2011-12 (as on 31.12.2011)	2314.20*	(i) Completion of 300 projects by releasing last installment. (ii) Complete covering of 1.50 M.ha. by completion of 300 ongoing projects. (iii) An area of about 0.545** M.ha. covered during the year.	(i) An amount of Rs. 101.06 crore released for on-going projects. (ii) 142 projects have been completed. (iii) Complete covering of 0.586 M.ha. by completion of 142 ongoing projects. (iv) An area of about 0.183** M.ha. covered.

* Outlay has been provided for IWMP (DPAP, DDP IWDP, IWMP& Professional Support).

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

1.50 The Committee desired to know the total amount allocated by the Department for IWDP (a component of IWMP) during 2010-11 and 2011-12. The Department in a written reply stated that no allocation of funds is made for IWDP. The programme being demand driven, the funds are released on receipt of complete claim proposal, from IWMP budget head.

1.51 It has been reported that during the fiscal year 2010-11 and 2011-12, 278 and 142 projects respectively were completed under IWDP.

When the Committee enquired about State/UT-wise details of all such completed projects, the Department furnished the following information:—

Sl. No.	State	No. of Projects Completed in 2010-11	No. of Projects Completed in 2011-12
1	2	3	4
1.	Andhra Pradesh	15	2
2.	Bihar	0	0
3.	Chhattisgarh	7	11
4.	Goa	0	0
5.	Gujarat	16	2
6.	Haryana	4	2
7.	Himachal Pradesh	12	4
8.	Jammu and Kashmir	1	3
9.	Jharkhand	2	0
10.	Karnataka	18	15
11.	Kerala	1	0
12.	Maharashtra	20	2
13.	Madhya Pradesh	32	7
14.	Odisha	15	15
15.	Punjab	0	3
16.	Rajasthan	29	4
17.	Tamil Nadu	15	2
18.	Uttar Pradesh	18	7
19.	Uttarakhand	9	5
20.	West Bengal	1	0
21.	Arunachal Pradesh	17	15
22.	Assam	9	1
23.	Manipur	4	4
24.	Meghalaya	9	38

1	2	3	4
25.	Mizoram	20	0
26.	Nagaland	1	0
27.	Sikkim	3	0
28.	Tripura	0	0
Total		278	142

1.52 Keeping in view the fact that from 2007-08 onwards, no new projects were sanctioned under IWDP, the Committee wanted to know as to how many IWDP projects which were sanctioned from 1995-96 to 2006-07 are proposed to be completed during the fiscal year 2012-13. The Department in a note informed that 609 projects sanctioned from 1995-96 to 2006-07 are proposed to be completed during the fiscal year 2012-13. The Committee also desired to know the estimation of the Department to complete all the on-going IWDP projects. The Department stated that the ongoing Hariyali Projects (sanctioned from 2003-04 to 2006-07) under IWDP are proposed to be completed by December, 2012 except the projects sanctioned in snow bound areas which are proposed to be completed by December, 2015. The pre-hariyali projects (sanctioned from 1995-96 to 2002-03) are on-going only in snow bound areas which are proposed to be completed by March, 2014.

C. Drought Prone Areas Programme (DPAP)

(i) Coverage

1.53 The basic objective of the programme is to minimize the adverse impacts of drought on the production of crops, productivity of crops, productivity of land, availability of water, livestock and human resources thereby ultimately leading to the drought proofing of the affected areas.

1.54 DPAP is being implemented on watershed basis from 1995 onwards. At present, DPAP is under implementation in 972 Blocks of 195 Districts in 16 States, as detailed below:—

States	No. of Districts	No. of Blocks	Identified Area in M.Ha.	Project Area in M.Ha.
1	2	3	4	5
Andhra Pradesh	11	94	9.9218	2.121
Bihar	6	30	0.9533	0.2715

1	2	3	4	5
Chhattisgarh	9	29	2.1801	0.580
Gujarat	14	67	4.3938	1.222
Himachal Pradesh	3	10	0.3319	0.206
Jammu and Kashmir	6	22	1.4705	0.280
Jharkhand	15	100	3.4843	0.7975
Karnataka	17	81	8.4332	1.185
Madhya Pradesh	26	105	8.9101	1.6335
Maharashtra	25	149	19.4473	1.808
Odisha	8	47	2.6178	0.6595
Rajasthan	11	32	3.1968	0.5535
Tamil Nadu	18	80	2.9416	0.811
Uttar Pradesh	15	60	3.5698	0.8885
Uttarakhand	7	30	1.5796	0.423
West Bengal	4	36	1.1594	0.2795
Total	195	972	74.5913	13.7195

1.55 The Committee found that the total identified area in Maharashtra, Andhra Pradesh, Madhya Pradesh and Karnataka is 19.44, 9.92, 8.91 and 8.43 million hectare respectively, whereas, the total project area in these States is confined to 1.808, 2.121, 1.6335 and 1.185 respectively. The Committee asked as to whether the objectives of DPAP programme can be achieved when the project area is negligible in terms of total identified areas. The Committee also desired to know the estimation of the Department to cover the entire identified area in all the 16 States alongwith the funds required by the Department to treat the entire identified area of 74.5913 million hectare. The Department in a note informed that under the aegis of Planning Commission, the National Rainfed Area Authority (NRAA) framed Common Guidelines for Watershed Development Projects, 2008 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. IWMP is extended to all the States and UTs. Under IWMP, the identified DPAP areas have been given due priority while selecting the projects for implementation. Hence, the remaining DPAP areas are being taken care of. As per the report of the Parthasarthy Committee Report (2006), Rs. 1,50,000 crores are required for covering the balance rainfed/ degraded areas of 125 m.ha including DPAP area in the country over a period of 15 years.

1.56 When the Committee enquired as to whether any fresh study has been conducted by the Department to identify new areas in these States requiring expansion of identified area under the programme, the Department informed that no fresh study has been conducted by the Department to identify new DPAP areas in the States as the programme alongwith DDP and IWDP have been consolidated as single modified programme of IWMP. The IWMP is extended to all States and UTs.

(ii) Physical and financial performance

1.57 Under DPAP, 27,439 watershed projects covering an area of 13.72 million hectare with a total cost of about 7,364 crores were sanctioned upto 2006-07. Out of these, 22,409 projects have been completed/closed (as on 31.12.2011). From 2007 onwards, no new projects have been sanctioned under DPAP. Earlier sanctioned projects are being implemented in accordance with the earlier Guidelines.

1.58 On being asked about the State/UT-wise details of all the 22,409 projects completed and/or closed till date, the Department furnished the following information:—

Sl. No.	State	No. of projects completed/closed
1	2	3
1.	Andhra Pradesh	3320
2.	Bihar	540
3.	Chhattisgarh	725
4.	Gujarat	1752
5.	Himachal Pradesh	286

1	2	3
6.	Jammu and Kashmir	435
7.	Jharkhand	1551
8.	Karnataka	2076
9.	Madhya Pradesh	2867
10.	Maharashtra	2743
11.	Odisha	1215
12.	Rajasthan	893
13.	Tamil Nadu	1274
14.	Uttar Pradesh	1724
15.	Uttarakhand	606
16.	West Bengal	402
Total		22409

1.59 According to the Department, out of 22,409 completed/closed projects, 16,323 projects have been completed. State-wise details of total area covered on completion of 16,323 projects are as below:

Sl. No.	State	No. of projects completed	Area of completed projects (mn ha)
1	2	3	4
1.	Andhra Pradesh	3227	1.614
2.	Bihar	0	0.000
3.	Chhattisgarh	445	0.223
4.	Gujarat	1203	0.602
5.	Himachal Pradesh	286	0.143
6.	Jammu and Kashmir	29	0.015
7.	Jharkhand	19	0.010
8.	Karnataka	1840	0.920
9.	Madhya Pradesh	2769	1.385
10.	Maharashtra	1801	0.901

1	2	3	4
11.	Odisha	838	0.419
12.	Rajasthan	826	0.413
13.	Tamil Nadu	1157	0.579
14.	Uttar Pradesh	1612	0.806
15.	Uttarakhand	271	0.136
16.	West Bengal	0	0.000
	Total	16323	8.166

1.60 Having found that out of 22,409 projects, 6086 projects have been closed, the Committee asked about the reasons for closing the projects before completion in various States. The Department in a note informed that some of the projects were identified as non-performing as they did not claim next installment for four years or more. As per policy decision of the Department, such projects were closed. State Governments have been requested to refund unspent balances along with UC and ASA. The Committee also desired to know as to when the Department proposes to complete the rest of 5030 projects. The Department informed that all the ongoing projects under DPAP are proposed to be completed by December, 2012.

1.61 During the year 2010-11 and 2011-12, the details of State-wise release of central funds under Drought Prone Areas Programme are as under:—

(Rs. in crore)			
Sl. No.	State	Central funds released during 2010-11	Central funds released during 2011-12 [as on 31.12.2011]
1	2	3	4
1.	Andhra Pradesh	44.27	3.12
2.	Bihar	0.00	0.00
3.	Chhattisgarh	14.92	3.88
4.	Gujarat	18.65	7.70

1	2	3	4
5.	Himachal Pradesh	19.36	1.06
6.	Jammu and Kashmir	9.61	3.22
7.	Jharkhand	0.00	0.00
8.	Karnataka	40.39	6.79
9.	Madhya Pradesh	37.48	4.31
10.	Maharashtra	80.93	7.81
11.	Odisha	27.45	6.64
12.	Rajasthan	21.93	6.39
13.	Tamil Nadu	16.18	4.17
14.	Uttar Pradesh	12.52	1.08
15.	Uttarakhand	15.01	0.00
16.	West Bengal	0.00	0.00
	Total	358.70	56.17

1.62 The Committee pointed out that during the fiscal year 2011-12, funds under DPAP to Bihar, Jharkhand, Uttarakhand and West Bengal were not released. When the Committee asked about the reasons for non-release of central funds to these States, the Department in a written note stated that the programme being demand driven, the funds are released on receipt of complete claim proposal. Proposals from Uttarakhand have been received and funds to the tune of Rs. 2.58 crore released to State. However, in case of Bihar, Jharkhand and West Bengal, no proposal complete in all respect has been received for release of central assistance during 2011-12.

D. Desert Development Programme (DDP)

(i) Coverage

1.63 The Desert Development Programme was started both in hot desert areas of Rajasthan, Gujarat and Haryana and the cold deserts of Jammu & Kashmir and Himachal Pradesh in 1977-78. From 1995-96, the coverage has been extended to another six Districts of Karnataka and one District of Andhra Pradesh.

1.64 DDP is under implementation in 235 Blocks of 40 Districts in 7 States. The States where DDP is under implementation alongwith the number of Blocks are as under:—

Name of the State	District	Blocks	Identified Area in M. Ha.	Project Area in M.Ha.
Andhra Pradesh	1	16	1.9136	0.527
Gujarat	6	52	5.5424	1.531
Haryana	7	45	2.0542	0.5945
Himachal Pradesh	2	3	3.5107	0.276
Jammu & Kashmir	2	12	9.6701	0.3645
Karnataka	6	22	3.2295	0.791
Rajasthan	16	85	19.8744	3.789
Total	40	235	45.7949	7.873

1.65 The Committee found that the total identified area in Rajasthan, Jammu & Kashmir and Gujarat is 19.87, 9.67 and 5.54 million hectare respectively, whereas, the total project area in these States is confined to 3.789, 0.3645 and 1.531 million hectare respectively. The Committee asked as to whether the objectives of DDP programme can be achieved when the project area is negligible in terms of total identified areas. The Committee also desired to know the estimation of the Department to cover the entire identified area in all the 07 States and how much funds would be required by the Department to treat the entire identified area of 45.7949 million hectare. The Department in a written note informed that under the aegis of Planning Commission, the National Rainfed Area Authority (NRAA) framed Common Guidelines for Watershed Development Projects, 2008 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 Parthasarthy 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. IWMP is extended to all the States and UTs. Under IWMP, the identified DDP areas have been given due priority while selecting the projects for

implementation. Hence, the remaining DDP areas are being taken care of. As per the Parthasarthy Committee Report (2006), Rs.1,50,000 crores are required for covering the balance rainfed/degraded areas of 125 million hectare including DDP area in the country over a period of 15 years.

(ii) Physical and financial performance

1.66 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 2006-07. Out of these, 12,314 projects have been completed/closed as on 31.12.2011. No new projects have been sanctioned under DDP *w.e.f.* 2007-08.

1.67 On being asked about the State/UT-wise details of all the 12,314 projects completed and/or closed till date, the Department furnished the following information:—

Sl.No.	State	No. of projects completed/closed
1.	Andhra Pradesh	772
2.	Gujarat	2530
3.	Haryana	978
4.	Himachal Pradesh	237
5.	Jammu & Kashmir	316
6.	Karnataka	1548
7.	Rajasthan	5933
Total		12314

1.68 According to the Department, out of 12,314 completed/closed projects, 11,489 projects have been completed. State-wise details of total area covered on completion of 11,489 projects are as below:—

Sl.No.	State	No. of projects completed	Area covered in lakh ha.
1	2	3	4
1.	Andhra Pradesh	772	3.86
2.	Gujarat	2530	12.65
3.	Haryana	762	3.81

1	2	3	4
4.	Himachal Pradesh	203	1.015
5.	Jammu & Kashmir	211	1.055
6.	Karnataka	1286	6.43
7.	Rajasthan	5725	28.625
	Total	11489	57.445

1.69 Having found that out of 12314 projects, 825 projects have been closed before completion, the Committee asked about the reasons for closing the projects before completion in various States. The Department stated that some of the projects were identified as non-performing as they did not claim next installment for four years or more. As per policy decision of the Department, such projects were closed. State Governments have been requested to refund unspent balances along with UC and ASA. The Committee also desired to know as to when the Department proposes to complete the rest of 3432 projects. The Department in a note stated that the ongoing projects under DDP are proposed to be completed by December, 2012 except the projects sanctioned in snow bound areas of Leh and Kargil Districts of Jammu & Kashmir and Kinnaur and Lahaul & Spiti of Himachal Pradesh which are proposed to be completed by December, 2015.

1.70 During the year 2010-11 and 2011-12, the details of State-wise release of central funds under Desert Development Plan are as under:—

(Rs. in crore)

Sl.No.	State	Central funds released during 2010-11	Central funds released during 2011-12 [as on 31.12.2011]
1.	Andhra Pradesh	17.43	0.00
2.	Gujarat	28.63	1.14
3.	Haryana	25.06	4.98
4.	Himachal Pradesh	13.74	0.00
5.	Jammu & Kashmir	20.75	2.79
6.	Karnataka	27.65	1.71
7.	Rajasthan	118.03	33.86
	Total	251.29	44.48

1.71 The Committee pointed out that during the fiscal year 2011-12, funds under DDP to Andhra Pradesh and Himachal Pradesh were not released. When the Committee asked about the reasons for non-release of central funds to these States, the Department in a written note stated that the programme being demand driven, the funds are released on receipt of complete claim proposal. Two claim proposals were received from Andhra Pradesh. Rs. 317.86 lakh has been released in one proposal and the other claim proposal is under process. No proposal has been received from Himachal Pradesh during 2011-12.

E. Impact assessment of Watershed Projects

A study titled "Comprehensive Assessment of Watersheds programmes in India" had been assigned to International Crops Research Institute for the Semi-Arid Tropics (ICRISAT), Hyderabad to assess the impact of various watershed development programmes in India. This study evaluated the impact of watershed programmes with the help of 636 micro-level studies including 311 studies included in the previous study to get more authentic and realistic results. The study *inter-alia* reported that:

- Soil loss of 1.1.tonne/ha/year was prevented due to interventions of the watershed programme.
- Additional water storage capacity of about 38 hectare -meter was created in a 500 ha. watershed as a result of watershed programme.
- There was an increase of 52% in area under irrigation, while the cropping intensity increased by 35.5%.
- Benefits of the watershed programmes were more in the low-income regions as compared to high-income regions and also the benefits were more pronounced in the rainfall regions ranging between 700 mm and 1000 mm with the available technologies.
- Most of the watershed programmes were not sensitive to the needs of small & marginal farmers, women & landless labourers and they were left out of watershed related decision making process.
- There was lack of appropriate institutional arrangement to attain potential benefits of watershed programmes.
- People's participation is the key determinant in the success of the watershed programmes. The benefit cost ratio was greater in watersheds where people's participation was higher.
- The macro-watershed (area more than 1000 Ha.) performs better than micro-watershed area below 500 ha.

1.73 The above three Watershed Development Programmes of the Department *i.e.* IWDP, DPAP and DDP have been consolidated into a single modified programme namely 'Integrated Watershed Management Programme (IWMP)' and launched in 2009-10. The salient features of IWMP are:

- Dedicated institutions at State, District & Village level to implement the Programme.
- Flexibility in the project duration (4 to 7 years)
- Livelihood component added to the programme
- Differential cost norm of Rs. 12,000/ha. for the plains, Rs. 15,000/ha. for the hilly & difficult areas and upto Rs. 15,000/ha. for the IAP Districts.
- Funding pattern in the ratio of 90:10 between Centre and States

1.74 In regard to the absence of any specific mentioning of attainment of objectives in the form of increase in productivity and rural incomes while implementing the watershed development programmes, a representative of the Department of Land Resources, during evidence before the Committee stated as under:-

"We had given study to the NRSC. They have brought out Wastelands Atlas of India in 2000. This was based on satellite imageries taken from 1986 to 2000, *viz.*, 14 years period. As per this, the wasteland area in the country got 63.85 million hectare. NRSC was again asked to update the Wasteland Atlas in 2003 and they came out with the Report in 2005 which is Wastelands Atlas 2005 and as per that, they indicated 55.27 hectare is the wasteland. So, difference is that 8.58 million hectare was reduction in the wasteland. So, we asked as to where this land has gone.

We also asked them to indicate it to us. So, the NRSC could not throw light on this. Then, we asked them why they do not do the change analysis. They said that they could not throw light on this because change analysis has not been done. They were again asked to update the Atlas in 2006. Based on that, they came out with the Atlas 2010. As per the Atlas, the wasteland area was 47.23 million hectares. So, again, there was a reduction of a little more than 8 million hectares. Again, they were asked why they do not give the information as to where the land has gone. The NRSC said that they would not be able to do the change analysis because they could not do this on the GIS platform on the ground that the

Waste Land Atlas, 2005, which was based on the 2003 figures, was taken on the basis of single season data. The 2006 data was based on the three-season data. The earlier one was that of one-season data. The three-season data cannot be overlaid on the one-season data. So, again, we gave them another study for change analysis mentioning where it has gone. They have done some work. They have given us the report. The report, I presume, is under examination of the Department.”

F. Involvement of Panchayati Raj Institutions

1.75 The Hariyali Guidelines (2003) modified the earlier guidelines for Watershed Development, in order to make the PRIs the pivotal stakeholders in all the Watershed Development Programmes of the Ministry. As per the Hariyali Guidelines, Zila Parishad/DRDA is the nodal authority at District level for planning and implementation of all the Area Development Programmes. It approves the selection of watersheds, appointment of Project Implementing Agencies (PIAs), the action plan/treatment plan of the projects etc.

1.76 At the field level, the Gram Panchayats implement the projects under the overall supervision and guidance of PIAs. An intermediate Panchayat may also be the PIA for the entire project sanctioned in the particular Block/Taluka. In case, these Panchayats are not adequately empowered, then the Zila Parishad can either act as PIA itself or may appoint a suitable line Department or Agencies as PIA.

1.77 Gram Panchayats execute the works under the guidance and control of the Gram Sabha. In States where there are Ward Sabhas and the area to be treated is within that Ward, the Ward Sabha may perform the duties of the Gram Sabha. In Sixth Schedule Areas, the Village Councils may be assigned the responsibilities of the Gram Panchayats/ Gram Sabhas. The Gram Panchayat is to carry out the day-to-day activities of the project and is responsible for coordination and liaison with the Watershed Development Team and the Zila Parishad to ensure smooth implementation of the project.

1.78 The Gram Sabha is responsible to approve/improve the Watershed Development Plan, to monitor and review its progress, approve the statement of accounts, form user groups, self help groups, resolve the differences between different stakeholders, approve arrangements for the collection of public donations and contributions from the community and individual members etc.

1.79 Regarding the role of Panchayati Raj Institutions in the watershed development programmes, the Secretary, Department of Land Resources, during evidence before the Committee stated:—

“You are aware that when we drafted the new programme of IWMP, *viz.*, Integrated Watershed Management Programme, by merging the DPAP, DDP and Wasteland Development Programmes, we have issued from the Department, common guidelines for the watershed development. In these common guidelines, there is a complete role of the Panchayati Raj Institutions which has been clearly laid down. At every stage, whether it is at the District level or the intermediate level, the village level, the Panchayati Raj Institutions are to be involved.”

G. National Land Records Modernization Programme (NLRMP)

(i) Coverage

1.80 The Department of Land Resources (DoLR) is striving for effective management of land records through the use of modern technology. It was administering up to 2007-08 two Centrally-sponsored schemes, *viz.*, Computerization of Land Records (CLR), and Strengthening of Revenue Administration and Updating of Land Records (SRA & ULR). Significant progress has been achieved through these schemes as 26 States/UTs have completed data entry of Record of Rights (RoRs), 16 States/UTs have stopped manual issue of RoRs and 21 have accorded legal sanctity to the computerized copies of RoRs. Further, 16 States/UTs have placed the RoR data on websites 18 States/UTs are effecting mutations using computers. In addition, the States/UTs have taken steps for carrying out survey/resurvey operations and upgraded the training infrastructure by upgrading their survey/revenue training institutes.

1.81 A modified Centrally-sponsored scheme in the shape of the National Land Records Modernization Program (NLRMP) was launched on 21st August, 2008 combining the key components of the aforesaid two schemes, adding new components such as integration of textual and spatial records, computerization of Registration and inter-connectivity between Revenue and Registration systems, firming up modern technology options for survey and core GIS.

1.82 The activities being supported under the NLRMP, *inter alia*, include computerization of the records of rights (RoRs), digitization of maps, survey/resurvey using modern technology including aerial photogrammetry, computerization of registration, training and capacity

building of the concerned officials and functionaries, connectivity amongst the land records and registration offices and modern record rooms/land records management centres at tehsil/taluk/circle/block level.

1.83 The funding pattern under the programme is 100% Central funding for computerization of land records and training & capacity building, 90:10 between the Centre and the NE States and 50:50 for other States for survey/resurvey and modern record rooms and 90:10 between the Centre and the NE States and 25:75 for other States for computerization of registration. However, UTs are provided 100% Central assistance.

1.84 A major focus of the programme is on citizen services, such as providing computerized copies of the records of rights (RoRs) with maps; other land-based certificates such as caste certificates, income certificates, domicile certificates; information for eligibility for development programmes etc. Property owners would get access to their land records, as records will be placed on the websites with proper security IDs.

1.85 Abolition of stamp papers and payment of stamp duty and registration fees through banks, e-linkages to credit facilities, automatic and automated mutations and single-window service can be achieved under the programme. Further, the programme will be of immense usefulness to the governments - both Central and State Governments - in modernizing and bringing efficiency to the land revenue administration as well as offering a comprehensive tool for planning various land-based developmental, regulatory and disaster management activities needing location-specific information.

1.86 The ultimate goal of the NLRMP is to usher in the system of conclusive titling, to replace the current system of presumptive titles in the country. The activities to be undertaken under the programme are to converge in the District and District is the unit of implementation. All the Districts in the country are expected to be covered under the programme by the end of the 12th Plan.

1.87 A National-level Project/Proposal Sanctioning and Monitoring Committee has been constituted under the programme under the chairpersonship of the Secretary, DoLR with representatives from the Ministries/Departments of Home Affairs, Development of North-Eastern Region, Information Technology, Science and Technology and technical agencies like National Informatics Centre (NIC), National Remote Sensing Centre (NRSC) and Survey of India (SoI) on the Committee.

The State/UT proposals received for release of funds under the programme are placed before the Committee for its consideration and funds are released to the States/UTs as per recommendations made by the Committee.

1.88 A Core Technical Advisory Group with representatives from the technical agencies, concerned Ministries/Departments and experts from States has been constituted to advise the DoLR and the States/UTs on issues related to implementation as well as on the technological aspects of the programme.

1.89 An "Advisory Committee on Legal Changes for Conclusive Titling in India" has been constituted under the Programme to, *inter-alia*, examine and suggest the changes required in the Registration Act and other land related laws to reach the ultimate goal of ushering in the system of conclusive titles.

1.90 Detailed Guidelines and Technical Manuals have been circulated to the States and Union Territory Administrations for implementation of the programme. Further, formats for Management Information System (MIS), Annual Action Plan/Detailed Project Report and State Perspective Plan have also been prepared and circulated to the States and Union Territory Administrations and other agencies concerned for monitoring and effective management of the programme. The National Informatics Center Services Inc. (NICSI) was entrusted the task for development of requisite software for making the MIS on-line. Accordingly, they have developed the base modules of the MIS for the NLRMP and hosted on the website.

1.91 As the NLRMP is a technology based hi tech program, training and capacity building on a large scale is required. So, to provide comprehensive training on all the components on the program, the NLRMP Centers/Cells are being established at Administrative Training Institute and/or the Survey/Revenue/Patwari Training Schools in each State/UT. So far 26 NLRMP Cells have been sanctioned in various States. Further, funds are being provided to the Survey Training Institute of Survey of India at Hyderabad for organizing training for the staff of the States/UTs on survey/resurvey using modern equipments.

1.92 A National Institute of Land Administration and Management (NILAM) is also proposed at the central level. It will provide short term courses on the issues related to the NLRMP, land administration and land management to the senior and middle level officers of the States/UTs. Training of Trainers of the personnel from Administrative

Training Institutes and/or the Survey/Revenue/Patwari Training Schools will also be conducted by the NILAM. These personnel will provide further training in their respective Institutes to the lower level officers of the States/UTs. Diploma and Degree Courses on land administration and land management will also be conducted by the NILAM.

(ii) Physical and financial performance

1.93 During the current financial year, as on 15.2.2012, funds to the tune of Rs. 81.19 crore have been released to the States/UTs towards balance amount of 1st installment released during 2010-11 and for 47 Districts and creation of 5 NLRMP Cells in the Administrative/Revenue/Survey Training Institutes of the States. The details showing State-wise funds sanctioned by the Project Sanctioning and Monitoring Committee towards Central share and funds released to the States/UTs are as under:—

(Rs. in lakh)

States/UTs	Total	
	Funds Released (2008-09 to 2011-12)	Districts covered
1	2	3
Andhra Pradesh	3474.24	5
Arunachal Pradesh	48.60	1
Assam	2135.75	27
Bihar	3211.94	15
Chhattisgarh	968.57	5
Gujarat	6242.69	15
Goa	0.00	0
Haryana	3761.48	21
Himachal Pradesh	815.77	3
Jammu & Kashmir	889.96	9
Jharkhand	2389.91	20
Karnataka	0.00	0
Kerala	700.79	3

1	2	3
Madhya Pradesh	9745.97	27
Maharashtra	4599.43	16
Manipur	168.53	4
Meghalaya	623.75	5
Mizoram	362.92	1
Nagaland	815.14	6
Odisha	2538.54	7
Punjab	1399.78	5
Rajasthan	4137.21	4
Sikkim	75.06	4
Tamil Nadu	281.14	2
Tripura	774.96	4
Uttar Pradesh	1852.49	8
Uttarakhand	117.50	0
West Bengal	7491.37	19
Andaman & Nicobar Islands	72.25	1
Chandigarh	0.00	0
Dadra & Nagar Haveli	91.65	1
Delhi	117.50	0
Daman & Diu	103.72	2
Lakshadweep	166.41	1
Puducherry	344.57	2
	62019.56925	251

1.94 The Committee found that during the last 4 years (2008-09 to 2011-12), funds to the tune of Rs. 620.19 crores have been released as a result of which 251 Districts have been covered under the programme. The Committee desired to know the date line for covering the remaining Districts in the country. The Department stated that the remaining 381 Districts are proposed to be covered by the end of the 12th Plan. Regarding the yearly projection of targets to be achieved

for coverage of remaining Districts under the programme, the Department in a written reply stated that subject to availability of funds, the yearly projection of targets for all the year(s) of 12th Five Year Plan is as below:—

2012-13	191 Districts
2013-14	remaining Districts

1.95 The Committee found that funds under the scheme were released to Uttarakhand and Delhi despite the fact that not a single District in these States has been covered, till date. When enquired by the Committee about the reasons for release of funds to these States, the Department in a note stated that funds for the NLRMP Cell to be established at Lal Bahadur Shastri National Academy of Administration (LBSNAA), Mussorie, Uttarakhand and National Institute of Defence Estates Management (NIDEM), New Delhi have been sanctioned. These have been shown against Uttarakhand and Delhi respectively. However, no funds have been released to Delhi and Uttarakhand Govts. under NLRMP for conducting survey and re-survey and other components of NLRMP as no proposals have been received from them.

1.96 The Department of Land Resources (DoLR) is striving for effective management of land records through the use of modern technology. It was administering up to 2007-08 two Centrally-sponsored schemes, *viz.*, Computerization of Land Records (CLR), and Strengthening of Revenue Administration and Updating of Land Records (SRA & ULR). Significant progress has been achieved through these schemes as 26 States/UTs have completed data entry of Record of Rights (RoRs), 16 States/UTs have stopped manual issue of RoRs and 21 have accorded legal sanctity to the computerized copies of RoRs. Further, 16 States/UTs have placed the RoR data on websites 18 States/UTs are effecting mutations using computers. The details (as on 10.01.2012) are as under:—

States/UTs	RoRs Completed	Stopped manual issue of RoRs	Accorded legal sanctity to computerized copy of RoR	Started mutation using computers	Taken up digitization of cadastral maps	Placed RoR data on website
1	2	3	4	5	6	7
Andhra Pradesh	√		√	√	√	√
Arunachal Pradesh	√				√	
Assam			√	√	√	

1	2	3	4	5	6	7
Bihar					√	
Chhattisgarh	√	√	√	√		√
Gujarat	√	√	√	√	√	
Goa	√	√	√	√	√	√
Haryana	√	√	√	√	√	√
Himachal Pradesh	√		√	√	√	
J & K						
Jharkhand						
Karnataka	√	√	√	√	√	√
Kerala					√	
M.P.	√	√	√	√	√	√
Maharashtra	√		√	√	√	√
Manipur					√	
Meghalaya					√	
Mizoram	√					
Nagaland	√				√	
Odisha	√	√	√	√	√	√
Punjab		√	√		√	√
Rajasthan	√		√	√	√	√
Sikkim	√	√	√	√		
Tamil Nadu	√	√	√	√	√	√
Tripura	√		√	√	√	√
Uttar Pradesh	√	√	√		√	√
Uttarakhand	√	√	√			√
West Bengal	√	√	√	√	√	
A & N Islands	√	√	√	√	√	√
Chandigarh	√	√				
D & N Haveli	√					

1	2	3	4	5	6	7
Delhi	√					
Daman & Diu	√				√	
Lakshadweep					√	
Puducherry	√	√	√	√	√	√
Total	26	16	21	18	26	16

1.97 The Committee wanted to know the reasons due to which Jammu & Kashmir and Jharkhand have not attained any of the components for computerization of land records. On this aspect, the Department informed that as per the latest information available, the States of J&K and Jharkhand have taken various steps for computerization of land records. J&K has started survey in 4519 villages in 39 Tehsils of the State. Survey work has been completed in 2285 villages. The digitized Records of Rights (RoR) and maps are available for these villages.

1.98 In Jharkhand all the Sub-Registrar Offices (SROs) have been computerized. The data entry for RoRs in 4 Districts has been started. It has been completed in Lohardagga District, where computerized copies of RoRs are being given. In the remaining 3 Districts, 70 to 80 per cent data entry has been done. Digitization of cadastral maps has also been taken up. A total of 8432 cadastral sheets have been digitized so far.

1.99 The Committee pointed out that the entire exercise of computerization of land records would not produce the desired results until and unless legal sanctity to computerized copy of Record of Rights (RoRs) is accorded. The Department in a written note stated that the States/UTs are being requested to provide legal sanctity to the computerized copy of the RoR and stop the manual issue of RoRs. A total of 21 States/UTs have already provided legal sanctity to the computerized copy of RoR. Further, Karnataka, Rajasthan, Uttar Pradesh and Goa have started issuing digitally signed copies of the RoRs. On the aspect of renewing the efforts by the Department with a view to ensuring that the remaining States/UTs accord legal sanctity to computerized copy of RoRs, the Department stated that the remaining 14 States/UTs are also being requested to provide legal sanctity to the computerized copy of the RoR. Further, the progress in this regard is being reviewed regularly at the Department level. The Committee also found that for capacity building, the Department had proposed to set

up a National Institute of Land Administration (NILAM). However, till date, NILAM has not been established. On this aspect, the Department, in a note stated that the date for the Expenditure Finance Committee (EFC) for the NILAM will be finalized by the Department of Expenditure, Ministry of Finance. The file in this regard has already been submitted to the Department of Expenditure. Further, action will be taken as per the decision of the EFC.

H. Bio-fuels

1.100 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.

1.101 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 Agricultural Minister. Ministry of New & Renewable Energy (MNRE) was made the Nodal Ministry for GoM. The GoM met on 24.2.09 and recommended conditionally for the establishment of a National Mission on Bio-Diesel in DoLR.

1.102 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. Accordingly, following due procedure an agency was selected to carry out with the study. Assessment study report has been received and is under examination.

1.103 When the Committee desired to know the progress made in regard to bio-fuel programme and a common perception that the programme is being abandoned by the Department, the Secretary, Department of Land Resources, during the evidence stated:—

"It is not the Department which is not interested. The Department had gone to the GoM with the proposal that we should lay out demonstration plots. The GoM, in fact, gave us the direction that

first you must make an assessment of the plantations which have already taken place in the country. This was on 24th February, 2009. Thereafter, we took up the matter and gave this job to a company. It was only in 2010 that we selected TERI. The TERI has given its Report only a week back. We went through the Report hurriedly to see what all we can actually do. You are right that we have not gone to the Cabinet as such. The Report has come only a week back. So, it is not as if the Department is not interested. But the Assessment Report itself is so negative. It says that there is absolutely no scope for going in for further demonstration of Jatropha plantation in the country. Now, it is for the Cabinet to take a decision on that. We will be going to the Cabinet very shortly.”

1.104 When the Committee asked about the major recommendations made by TERI in the Assessment Study Report, the Department in a note stated that keeping in view of current status of plantation especially with respect to its yield and productivity, it is not advisable to initiate the demonstration phase and implement the Jatropha/Pongamia plantation under similar/on-going scheme with similar *modus-operandi* of project execution. TERI, however, has recommended carrying on research to find suitable germplasm of Bio-fuel species for different agro-climatic and soil conditions. The Committee also wanted to know the future action plan of the Department in regard to the programme. The Department in a written reply stated that the assessment study report submitted by TERI will be submitted to the CCEA and further plan of action of the Department will depend on the decision of the CCEA.

1.105 Explaining the constraints in continuance of bio-fuel programme, the Secretary, Department of Land Resources has stated:—

“The TERI Report is also informing us that when this plantation is grown on wastelands or un-irrigated lands, the energy that we get back is not commensurate with the expenditure that has gone for the plantation. So, they are saying that it is not economically viable and it is not possible for India to convert the agricultural land into jatropha growing land because we will face a very acute food security problem. The position is before us and we have to take a very conscious decision. We will be placing it before the Cabinet and we will go ahead as per their recommendation. So, this is as far as bio-fuel is concerned.”

1.106 Keeping in view the fact that for the fiscal year 2012-13, no funds for Bio-fuels have been allocated, the Committee enquired as to whether the Department intends to shelve this programme. The

Department informed that action will be taken by the Department after receipt of Cabinet's decision on the recommendations made by TERI. In view of recommendation of TERI about non-viability of demonstration phase, the Department does not expect to go ahead in the direction and hence no budget provision has been kept for 2012-13.

V. Utilization certificates and unspent balances

1.107 On perusal of the Outcome Budget (2011-12 and 2012-13), the Committee noted that there were 627 utilization certificates involving an amount of Rs. 766.42 crore pending during the fiscal year 2010-11. Similarly, during the fiscal year 2011-12, 640 utilization certificates involving an amount of Rs. 1076.58 crore are pending. The details of scheme-wise utilization certificates pending with the States as on 31 December, 2010 and 31 December, 2011 are as under:—

(Rs. in crore)

TYPE OF GRANATEE/LOANS	Total UCs outstanding	Total amount involved	Total UCs outstanding	Total amount involved
	[As on 31.12.2010]		[As on 31.12.2011]	
Integrated Wasteland Development Programme (IWDP)	456 Nos.	252.26	456 Nos.	252.26
Drought Prone Areas Programme (DPAP)	88 Nos.	49.50	88 Nos.	49.50
Desert Development Programme (DDP)	2 Nos.	1.88	2 Nos.	1.88
Computerization of Land Records (CLR)*	30 Nos.	155.25	30 Nos.	141.79
Strengthening of Revenue Administration & Updation of Land Records (SRA&ULR)	28 Nos.	126.07	28 Nos.	120.47
National Land Records Modernisation Programme (NLRMP)	16 Nos.	178.30	30 Nos.	505.74
Technology Development, Extension & Training (TDET)	7 Nos.	3.16	6 Nos.	4.94
Grand Total	627 Nos.	766.42	640 Nos.	1076.58

*The Schemes of CLR and SRA & ULR stand merged in the NLRMP during 2008-09. Accordingly, the position of outstanding UCs is against releases made as on 31.3.2008.

1.108 Asked to spell out the reasons for increasing trend in non-receipt of utilization certificates in respect of grants/loans released by the Department and the measures taken by the Department to ensure

that utilization certificates are received by them in a time bound manner, the Department informed the Committee that they are regularly pursuing with the State Governments to submit all pending UCs. The issue is discussed in detail with the State officials during the Steering Committee meetings, Regional Review Meetings and also written correspondence. The subsequent installment of central funds is released on receipt of year-wise UCs.

1.109 On being asked about the impact of non-receipt of utilization certificates on effective implementation of various schemes, the Department in a written note stated that in order to expedite the implementation and completion of ongoing projects under IWDP, DPAP & DDP programmes, no new projects were sanctioned since 2007-08. Also, a policy decision has been taken to complete these ongoing projects by the cut-off date of 31.12.2012 except in snow bound areas where a grace period of 3 years has been allowed after the cut-off date.

1.110 Having noted that the Department is not only witnessing the problem of non-receipt of utilization certificates from the States, but also progressive accretion of unspent balances in regard to various schemes of the Department, the Committee asked about the details of programme-wise and State-wise unspent balance of funds as on 31.12.2011. The Department has supplied the following information:—

STATE	IWDP	DPAP	DDP	IWMP	#CLR	#SRA& ULR	#NLRMP
1	2	3	4	5	6	7	8
Andhra Pradesh	14.88	31.26	10.36	288.52	2.51	8.07	34.55
Arunachal Pradesh	6.47	0.00	0.00	11.85	0.00	0.00	0.49
Assam	10.56	0.00	0.00	44.86	15.30	5.31	21.36
Bihar	12.67*	6.95*	0.00	0.73	4.17	7.35	14.64
Chhattisgarh	13.17	12.01	0.00	47.30	0.00	7.85	23.12
Gujarat	10.30	29.36	47.89	365.05	11.08	11.02	50.47
Goa	0.00	0.00	0.00	0.00	0.03	0.13	0.00
Haryana	8.30	0.00	24.94	12.48	1.75	0.05	27.37
Himachal Pradesh	16.18	19.75	15.54	111.00	4.16	2.15	3.55
Jammu and Kashmir	**	4.63	**	2.05	15.42	1.96	8.90

1	2	3	4	5	6	7	8
Jharkhand	2.87*	4.23*	0.00	32.27	9.76	2.50	23.90
Karnataka	7.25	9.45	8.96	102.26	11.81	15.08	0.00
Kerala	12.64	0.00	0.00	21.32	0.00	0.77	3.52
Madhya Pradesh	10.32	13.37	0.00	101.39	7.96	3.88	41.33
Maharashtra	22.40	24.96	0.00	286.45	9.35	2.12	44.33
Manipur	2.20	0.00	0.00	12.31	2.00	0.60	1.69
Meghalaya	3.53	0.00	0.00	10.06	0.00	0.00	6.24
Mizoram	3.75	0.00	0.00	1.76	0.00	0.00	3.31
Nagaland	0.00	0.00	0.00	7.7	0.45	0.15	7.56
Odisha	34.07	31.93	0.00	143.65	7.30	7.61	25.39
Punjab	4.44*	0.00	0.00	0.34	1.33	1.21	14.00
Rajasthan	7.15	10.86	80.68	622.81	4.79	4.29	41.37
Sikkim	0.73	0.00	0.00	3.83	0.35	0.00	0.75
Tamil Nadu	12.01	14.26	0.00	50.07	1.25	2.36	2.81
Tripura	0.39	0.00	0.00	9.76	0.00	0.17	6.87
Uttar Pradesh	0.55	1.19	0.00	172.83	7.75	19.70	18.27
Uttarakhand	8.74	2.34	0.00	18.34	12.14	2.51	1.18
West Bengal	5.04	4.17	0.00	0.00	8.31	11.93	70.55
A&N Islands	0.00	0.00	0.00	0.00	0.00	0.15	0.21
Chandigarh	0.00	0.00	0.00	0.00	0.15	0.00	0.00
D&N Haveli	0.00	0.00	0.00	0.00	0.12	0.06	0.67
Delhi	0.00	0.00	0.00	0.00	0.97	0.18	1.18
Daman & Diu	0.00	0.00	0.00	0.00	0.43	0.00	1.04
Lakshadweep	0.00	0.00	0.00	0.00	0.34	0.11	0.30
Puducherry	0.00	0.00	0.00	0.00	1.12	0.91	3.45
Total:	230.61	220.72	188.37	2480.99	142.10	120.18	500.92

*Unspent balances reported as on 30.09.2011.

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

#Position as on 29.02.2012.

1.111 Asked further if the Department had made any analysis of the magnitude of unspent balances to, it was stated that during 2009-10, an amount of Rs. 501.48 crore was released under IWMP. During 2010-11, an amount of Rs. 1496.83 crore was released and in 2011-12, an amount of Rs.1764.49 crore was released as on 31st December 2011. Out of these releases, an amount of Rs. 2480.99 crore remains unspent by end of December 2011. Under IWMP, central funds are released directly to State Level Nodal Agencies. Projects are eligible for claiming 2nd installment on expenditure of 60% of the 1st installment funds. Similarly projects are eligible for 3rd installment on expenditure of 75% of the funds released. Under pre-IWMP (*i.e.* 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.

1.112 With the above arrangement, the funds of the watershed projects both in IWMP and pre- IWMP do not lapse at the end of the financial year and roll over to the next year.

1.113 The Committee found that Budget Estimates for the fiscal year 2012-13 of the Department of Land Resources are Rs. 3208.20 crore, whereas, the total unspent balances under various schemes of the Department (as on 31.12.2011) are Rs. 3883.89 crore. In this context, when the Committee enquired about the pro-active measures taken by the Department to address the problem of unspent balances, the Department stated that out of Rs. 3883.89 crores of unspent balance, Rs. 2480.99 crore (*i.e.* 64%) is under IWMP. As per the Common Guidelines, 2008 under which the scheme is being operated, the gestation period for the preparatory phase of the scheme is 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. Now the preparatory phase period of 1st batch of IWMP projects (2009-10) is over. It is expected that with the onset of works phase, pace of expenditure will improve during 2012-13.

1.114 Based on the experience of implementation of DPAP, DDP & IWDP, fund release system has been changed under IWMP. Accordingly, central funds are now released in lump sum to SLNAs which in turn are releasing funds to projects based on their performance both physical & financial. Unlike pre-IWMP projects, under IWMP, the central funds towards 2nd installment comprising of 50% of the project cost are to be released on 60% expenditure of 1st installment funds and submission

of utilization certificate etc., and 3rd installment of 30% project cost to be released on 75% expenditure of the total funds released and submission of utilization certificate etc. Further 1% of project funds have been earmarked for Planning & Detailed Project Report Preparation (DPR) and 1% of project cost for monitoring purpose under IWMP for effective planning and monitoring. An online MIS has been made operational and data entry is under progress. This will enable to get data about physical & financial progress of projects at all levels.

1.115 The above measures are expected to help in effective monitoring of progress, flexibility to utilize funds by SLNA in more efficient manner by minimizing unspent balances with the projects at a given point in time. Further, the issue of unspent balances has been taken up with State Governments in various fora like Hon'ble Minister for Rural Development's progress review with States, Steering Committee meetings, Regional Review meetings, SLNA meetings held at State level and Department officials visit to States. The States are advised to expedite implementation of projects and minimize unspent balances.

PART II

OBSERVATIONS/RECOMMENDATIONS OF THE COMMITTEE

Eleventh Five Year Plan – Review of performance

2.1 The Committee note that during the Eleventh Plan period (2007-12), against the Revised Estimates of Rs. 9194.50 crore received by the Department, Rs. 8983.67 crore has been released under Integrated Watershed Management Programme (IWMP) including ongoing liabilities of Integrated Wastelands Development Programme (IWDP), Drought Prone Areas Programme (DPAP) and Desert Development Programme (as on 15.02.2012). Similarly, for National Land Records Modernization Programme (NLRMP) which was launched during 2008-09, against the Revised Estimates of Rs. 716.40 crore, an expenditure of Rs. 620.19 crore was incurred during the entire Plan. Hence, the expenditure made by the Department for these two flagship programmes during the Eleventh Plan period does not meet the financial target even when the enormity of unspent balances are not taken into account. Keeping in view the significance of these programmes which are handled by the Department, the non-spending of this sum during the entire Plan reflects the poor performance of the Department especially when Rs. 18,074 crore for watershed programme alone was sought by the Department from the Planning Commission for the Eleventh Five Year Plan. Even though the Committee were informed that physical and financial performance during the last couple of years have been satisfactory as compared to earlier years, the utilization of funds and achievement of targets in full measure could have been beneficial for the country in general and rural populace in particular. The Committee, therefore, strongly feel that there should be higher allocation for the flagship programmes provided that the Department is able to properly plan their priorities, strategize and synchronize their work programmes. They, therefore, recommend that the Department should work out a two-pronged strategy *i.e.*, to increase their financial-absorption capacity and thereafter again take up the matter with the Planning Commission for a realistic higher allocation for the Twelfth Five Year Plan.

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

Allocation of funds for 2012-13

2.2 The Committee observe that the projected outlay for various schemes of the Department during the Twelfth Five Year Plan will be approximately Rs. 36,460 crore at current rates. The outlay for the fiscal year 2012-13 is Rs. 3201 crore, which is Rs. 501 crore higher than that of the previous fiscal year.

The Committee endorse the Demands for Grants of the Department. The Committee's recommendations on availability of funds and related matters are detailed in succeeding paragraphs. The Committee also note that during this year, there is an increase of 19.65 percent in the allocation of funds under Integrated Watershed Management Programme (IWMP), whereas, for National Land Records Modernization Programme (NLRMP), the increase in allocation is a meagre 0.33 percent. Notably, no funds have been allocated for bio-fuel during the current financial year. The Committee's examination has revealed glaring mismatch between the yearly allocation of funds *vis-à-vis* total projected outlay for the entire Twelfth Five Year Plan. For instance, Rs. 7292 crore is required to be allocated to the Department, on yearly basis, for meeting the total projected outlay of Rs. 36,460 crore for various schemes of the Department during the Twelfth Five Year Plan, whereas, fund to the tune of Rs. 3208.20 crore has been allocated for the fiscal year 2012-13. The Committee strongly feel that at the current pace of allocation of funds, the overall achievement of targets during the Twelfth Five Year Plan are not likely to be fully achieved. In view of the foregoing, the Committee would like the Department to approach the Planning Commission/ Ministry of Finance to allocate more funds, on evenly basis during all the 5 years of the Plan, so that the time bound implementation and completion of projects can be ensured and the work is not suffered for want of funds.

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

Integrated Watershed Management Programme (IWMP)

2.3 The Committee note that Integrated Watershed Management Programme (IWMP) was started in the year 2009-10 after integrating the Integrated Wastelands Development Programme (IWDP), Drought Prone Areas Programme (DPAP) and Desert Development Programme (DDP) into a single programme. Reportedly, IWMP is a demand driven programme and the activities taken up under the programme are spread over in three phases - the Preparatory Phase of 1 to 2 years, the Watershed Works Phase of 2 to 3 years and the

Consolidation and Withdrawal Phase of 1-2 years. In other words, there is a project duration of 4-7 years for IWMP. The Committee are dismayed to note that the physical performance under IWMP is not encouraging in view of the fact that during the fiscal year 2011-12 (upto 15.02.2012), against the target for sanction of new projects covering an area of 87.40 lakh hectare and for ongoing projects covering an area of 16.78 lakh hectare, the achievements were 70.01 lakh hectare (80%) and 4.95 lakh hectare (29%) respectively. The financial performance has also remained dismal during this period as against the target of Rs. 2314.20 crore, the Department has been able to infuse only an amount of Rs. 2055.35 (88%). The Department, for the year 2012-13, has fixed a target of 50 lakh hectare which is based on minimum tentative allocation system. The Committee are apprehensive that keeping in view the past performance, achievement of this target by the Department would remain a pipe dream. The Committee are also aware of the fact that, at this juncture, the targets spelled out by the Department are only confined to sanctioning of projects. The performance of the Department would depend on actual completion of the projects, the details of which would start emanating in the middle of Twelfth Five Year Plan. The Committee, therefore, strongly recommend that a detailed and practicable strategy be put in place and proper plan be prepared to ensure that the target for sanctioning of new and ongoing projects are met with surgical precision and methodical approach. The Committee would also like the Department to approach the Ministry of Finance to allocate optimum funds, at the time of revised estimates so that the implementation of projects do not suffer for wants of funds.

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

2.4 The Committee find that provisions in the Common Guidelines, 2008 for watershed programmes and the observations of the Parthasarathy Committee have necessitated modifications in the watershed schemes of the Department of Land Resources. Accordingly, DPAP, DDP and IWDP have been integrated and consolidated into a single modified programme called Integrated Watershed Management Programme. The Department also submitted before the Committee that IWMP is a Demand Driven Programme. However, the Committee have experienced that by transforming the programme from 'rights based' to 'demand driven', the responsibilities of the executing/ implementing organisation could be conveniently shifted to the beneficiaries. In other words, there would not be any pre-determined targets and, therefore, whatever

deliveries are attained by an organisation within a specified timeframe are regarded and brought under the category of achievements. The accountability of optimum utilisation of scarce resources also gets vitiated due to the fact that lower utilisation of funds is often co-related with lower generation of demand. The Committee are constrained to mention that in order to camouflage the administrative inefficiency and/or fundamental conceptual flaw in the schemes, almost every centrally sponsored scheme of the Government are now being transformed to a demand driven approach. The Committee are of considered view that the Integrated Watershed Management Programme would not be able to deliver the desired results if the scheme continue to be operated on demand driven mode. The Committee, therefore, recommend that a quick study should be initiated by the Department to pragmatically analyse the shortcomings of the demand driven approach of IWMP so that timely action for re-transforming the scheme to target-oriented approach may be taken. The Committee urge the Government to take the desired steps and apprise the Committee accordingly.

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

Integrated Wastelands Development Programme (IWDP)

2.5 The Committee note that Integrated Wastelands Development Programme (IWDP) is aimed at integrated development of wastelands/degraded lands based on village/micro watershed plans. The Department has stated that the projects under the programme are sanctioned in the Blocks not covered by Drought Prone Areas Programme (DPAP) and Desert Development Programme (DDP). The Department has further stated that from 2007-08 onwards, no new projects are sanctioned under this scheme and 609 projects are proposed to be completed during the fiscal year, 2012-13. While the Committee appreciate the timeline given by the Department to complete 609 projects, at the same time, they express concern over the retarded rate of completion of projects which are more than 6 years old, apparently, due to poor coordination between the implementing agencies. Going by the past record of the Department with regard to completion of 278 projects during the fiscal year 2010-11 and 142 projects during the fiscal year 2012-13, the Committee have serious apprehension regarding completion of 609 projects during the fiscal year 2012-13 that too at the rate of 50 projects per month. The Committee, therefore, recommend that the Department should play a pro-active role by strengthening their monitoring system so that all the 609 projects are completed within the end of this fiscal year. The Committee would like to be kept informed about the progress made in this regard.

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

Drought Prone Areas Programme

2.6 The Committee observe that Drought Prone Areas Programme aimed at minimizing the adverse impact of drought on the production of crops, productivity of crops, productivity of land, availability of water, livestock and human resources, thereby, ultimately leading to drought proofing of the affected areas. With these objectives in view, the programme was implemented on watershed basis from 1995 onwards and 13.72 million hectare was earmarked as project area. The Committee have been informed that upto 2006-07, 27,439 watershed projects were sanctioned and from 2007 onwards, no new projects had been sanctioned. It has also come to the notice of the Committee that 16,323 projects covering an area of 8.16 million hectare have been completed. Physical performance of DPAP which presently stands at 59% is far from satisfactory. On analyzing the entire gamut of activities taken up by the Department under the programme, the Committee are astonished to find that there are fundamental conceptual flaws in the scheme as the total identified area in the country requiring drought proofing is a mammoth 74.59 million hectare, whereas, the project area taken up by the Department is only 13.71 million hectare which comes to around 18 percent. Similarly, 6086 projects have been closed mid-way for various reasons which also do not augur well of the overall performance of the Department. Now that DPAP alongwith DDP and IWDP have been integrated and consolidated into a single programme called IWMP, the Committee strongly recommend that under the integrated programme, the conceptual flaws in the form of taking an indicative target of coverage should be appropriately rectified by bringing the balance rainfed/degraded areas of 125 million hectare under the activity zone. The Committee also recommend that all the on-going 5030 projects should be completed by December, 2012 as committed by the Department themselves and thereafter, the entire activity mapping for drought proofing of the entire affected areas/identified areas in the country should be taken by the Department at the right earnest.

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

Desert Development Plan (DDP)

2.7 The Committee note that Desert Development Programme was started in the hot desert areas of Rajasthan, Gujarat and Haryana and the cold deserts of Jammu & Kashmir and Himachal Pradesh in 1977-78. For this purpose, the Department had earmarked 78.7 lakh

hectare as project area out of the total 457.9 lakh hectare of identified area for which 15,746 watershed projects with a total cost of Rs. 4487.12 crore were sanctioned upto 2006-07. Against these targets, 11,489 projects covering an area of 57.44 lakh hectare have been accomplished. Besides, 825 projects have been closed as non-performing. The Department, for the year 2012-13 has fixed a target of completion of 3432 on-going projects by December, 2012 except the projects sanctioned in snow bound areas which would be completed by December, 2015. The Committee hope that the Department would honour their commitment for completing the on-going DDP projects. However, the Committee are unable to understand the reasons for restricting the total project area to 78.7 lakh hectare which is a meagre 17% of the total identified area of 457.9 lakh hectare. The Committee also express their serious concern on the slow pace of development of 57.44 lakh hectare desert area over a period of 30 years which comes to around 2 lakh hectare per year. The Committee, therefore, strongly recommend that the Department should make all out efforts to complete all the on-going projects, whether in plain areas or in snow bound areas, by the end of current financial year. The Committee would also like to be apprised of the reasons for taking a small percentage of project area *vis-a-vis* total identified area alongwith a road map *inter alia* containing the future plan of action for desert development in the new Integrated Watershed Management Programme.

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

Impact assessment of the watershed projects

2.8 The Committee note that in order to accelerate the pace of development of wastelands/degraded lands, 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 Development was renamed as the Department of Land Resources to act as a nodal agency for land resource management. The Committee also note that the Department of Land Resources has been implementing three area development programmes *viz.*, Integrated Wastelands Development Programme, Drought Prone Areas Programme and Desert Development Programme. These programmes have now been consolidated into a single modified programme namely Integrated Watershed Management Programme. While

formulating these programmes, the Department has prescribed the objectives which *inter alia* include increase in the productivity of rainfed/degraded areas, increase in income of rural household and empowerment through increased people's participation in local decision making processes. However, the Committee are flabbergasted to find that in all the documents published by the Department *i.e.*, the Annual Report or the Outcome Budget, only the reforms measures and policy initiatives, past performance of the individual programmes/schemes, financial review have been highlighted. As a matter of fact, there has been no attempt of the Department to either mention the impact of watershed projects on actual increase in the productivity of rainfed/degraded land or actual increase in income of rural household or their empowerment through increased people's participation in local decision making processes including the provisions contained under Article 243(G) read with Schedule XI of the Constitution which are stated objectives of the programme. The Committee are of the firm opinion that the success of all the watershed programmes could be measured not in terms of deliverables or achievements but on the basis of these aforementioned attributes. The Committee, therefore, recommend that the Department should assess and provide a detailed account of attainment of these objectives so that the viability of various watershed programmes could be reviewed by them for betterment of rural populace of the country.

The Committee are also dismayed to note that the various social welfare schemes/programmes are initially formulated by the Ministry and soon thereafter, without making any realistic assessment of attainment of objectives in terms of overall benefits to the masses, the schemes/programmes are merged/renamed/reframed on the pretext of administrative convenience and judicious utilization of resources. As a matter of fact, similar methodology has been adopted by the Ministry while integrating the watershed programmes (IWDP, DPAP and DDP) into a new programme, namely, IWMP. This sort of malady becomes all the more serious when the projects under earlier programmes are not completed as it has been noticed in the case of IWDP, DPAP and DDP projects. The Committee, therefore, strongly recommend that all the pending projects under IWDP, DPAP and DDP are completed within the end of this fiscal year (2012-13) and thereafter, the integrated IWMP programme may be functionalized and operated as per modified guidelines.

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

National Land Records Modernisation Programme (NLRMP)

2.9 The Committee note that the schemes for Computerization of Land Records (CLR) and Strengthening of Revenue Administration & Updating of Land Records (SRA & ULR) were merged into a single scheme in the shape of National Land Records Modernization Programme (NLRMP) and launched in August, 2008. The modified programme aimed at providing computerized copies of Records of Rights (RORs) with maps, other land-based certificates such as caste certificates, income certificates, domicile certificates etc. The Committee have also been informed that abolition of stamp papers and payment of stamp duty and registration fees through banks, e-linkages to credit facilities, automatic and automated mutations and single window service can also be achieved under the programme. However, the Committee observe that Budget Outlays for the last two fiscals (2010-11 and 2011-12) were always downward at Revised Estimates/Actual Expenditure/ Releases stage. This was attributed to procedural delays by various implementing agencies, which lead to timelines being staggered for this scheme till the end of the Twelfth Five Year Plan. Appalled by this shoddy state of affairs, the Committee in their Twenty First Report (2011-12) had recommended that corrective action with regard to implementation of the programme be taken urgently so as to achieve the objectives of the scheme within the shortest possible time. The Committee, therefore, again reiterate their recommendation and follow-up action should be urgently taken thereon in the right earnest so that availability of funds should not come in the way of attainment of objectives of the scheme.

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

2.10 The Committee express their happiness over the fact that the Planners have finally acted, though belatedly, upon their specific recommendation for streamlining the process so as to attain the objective of the scheme by its timely implementation. This fact is further strengthened as 26 States/UTs have completed data entry of Record of Rights (RoRs), 16 States have stopped manual issue of RoRs and 21 States have accorded legal sanctity to the computerized copies of RoRs. Besides, 16 States/UTs have placed the RoR data on websites and 18 States/UTs are effecting mutations using computers. The Committee would like the Department to motivate the remaining States to come forward and implement the programme so that its in-built benefits could be reaped by all the citizens of the country.

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

2.11 The Committee have also been informed that for the fiscal year 2012-13, Rs. 150 crore has been allocated for the programme. While co-relating the target of covering 191 Districts during the fiscal year 2012-13 with the availability of funds, the Committee once again emphasise that shortage of funds should not stand in the way of attainment of targets set for the fiscal year 2012-13. Apart from operational and coverage aspects, the Committee would also like to know the status of services *viz.*, issuing of caste certificates, income certificates, domicile certificates etc., being provided to the people in those States where major portion of the programme has been implemented and operationalised. The Committee would also like to be apprised of actual usage of the programme in planning of various land-based developmental, regulatory and disaster management activities.

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

Bio-fuels

2.12 The Committee are perturbed to note that there is inordinate delay in finalization of bio-fuels programme which was started way back in April, 2003 followed by in-principle approval of demonstration phase by taking up 3 lakh hectare plantations on bio-diesel producing non-edible oilseeds species (Jatropha and Pongamia) on degraded forest land and waste land. However, thereafter, the entire programme has been engulfed in a prolonged debate on the issue of viability or non-viability of the programme amongst the Department of Land Resources, Cabinet Committee on Economic Affairs (CCEA), Group of Ministers (GoM) and The Energy Research Institute (TERI). The outcome of this long debate has not only consumed a decade of uncertainty on the issue, but also the entire programme is shrouded in mystery. The Committee also note that for the fiscal year 2012-13, no funds have been allocated for bio-fuels programme as the decision on the future of the programme has been pending for long. The Department has informed that the assessment report submitted by TERI is so negative that there is no scope for going in for further demonstration of Jatropha plantation in the country. It has further been informed that it is now for the Union Cabinet to take a decision in the matter. The Committee, therefore, recommend that the Department should place the matter before the Union Cabinet at the earliest for taking a conscious decision on continuance or otherwise of bio-fuels programme.

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

Utilization Certificates and Unspent Balances

2.13 The Committee are disappointed to note that even after persistent recommendations of the Committee, there is an increasing trend of outstanding Utilization Certificates (UCs) with the States. For instance, 627 UCs involving an amount of Rs. 766 crore were outstanding with the States as on 31.12.2010 which further swelled to 640 UCs involving an amount of Rs. 1076.58 crore as on 31.12.2011. The Committee have been informed that the Department has been taking up the issue of liquidation of these outstanding UCs with the State officials during the Steering Committee meetings, Regional Review meetings and also through written correspondence. The Committee express their displeasure at the prevailing situation as it is abundantly clear that the present mechanism for follow-up being practiced by the Department for liquidation of outstanding UCs with the States has not served the intended purpose. They strongly feel that there is urgent need to revisit this mechanism and introduce necessary correctives at the earliest so that the States are persuaded to follow financial discipline and take cogent measures to liquidate the outstanding UCs in a time bound manner and further release of funds from the Department continues unhindered. The concept of incentives to the best performing States could also be thought of on the lines of some of the rural development/ drinking water/sanitation schemes. The Committee, therefore, desire the Department to initiate corrective measures in the matter at the earliest and apprise them of the follow up action taken.

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

2.14 The Committee also regret to note that there have been huge amounts lying unspent in all the programmes being implemented by the Department. In this connection, the Committee note that Rs. 230.61 crore in IWDP, Rs. 220.72 crore in DPAP, Rs. 188.37 crore in DDP, Rs. 2480.99 crore in IWMP and Rs. 500.92 crore in NLRMP have been lying as unspent as on 31.12.2011. The Committee have been informed that central funds are released directly to State Level Nodal Agencies and projects are eligible for claiming 2nd instalment on expenditure of 60% of the first instalment funds. Similarly, projects are eligible for 3rd instalment on expenditure of 75% of the funds released. As per the Guidelines of the programmes, next instalment for the project is released when the unspent balance is less than 50% of the previous instalment released. In view of the acute problem of accumulation of unspent balances, the Committee strongly recommend the Department to

devise a practical solution to this perennial problem and make every possible efforts to ensure that the problem is tackled at the earliest lest there could be a situation in the coming years, where the unspent balances would surpass the total budgetary allocation of the Department. The Committee wish to be apprised of the innovative steps taken by the Department in this regard.

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

NEW DELHI;
25 April, 2012

5 Vaisakha, 1934 (Saka)

SUMITRA MAHAJAN,
Chairperson,
Standing Committee on
Rural Development.

APPENDIX I

STATE-WISE DETAILS OF PHYSICAL ACHIEVEMENTS UNDER NEW PROJECTS AND ONGOING PROJECTS DURING 2009-10 TO 2011-12

(vide para 1.45 of the Report)

(Area in lakh ha.)

Sl. No.	State	2009-10			2010-11			2011-12		
		New Projects		Ongoing Projects	New Projects		Ongoing Projects	New Projects		Ongoing Projects
		Target	Achievement	Achievement	Target	Achievement	Achievement	Target	Achievement	Achievement
1	2	3	4	5	6	7	8	9	10	11
1.	Andhra Pradesh	4.40	4.73	1.88	6.93	7.41	1.59	7.13	7.47	0.12
2.	Bihar	1.30	0.00	0.10	2.11	0.00	0.00	2.17	0.00	0.01
3.	Chhattisgarh	1.50	2.09	0.82	2.36	2.84	0.48	2.42	2.99	0.32
4.	Goa	0.03	0.00	0.00	0.05	0.00	0.00	0.05	0.00	0.00
5.	Gujarat	3.30	7.08	4.48	5.15	7.14	1.33	5.29	5.31	0.27
6.	Haryana	0.60	0.00	0.67	1.00	0.00	0.66	1.03	1.79	0.14
7.	Himachal Pradesh	0.90	2.04	0.46	1.38	2.38	1.04	1.42	0.00	0.19
8.	Jammu & Kashmir	1.70	0.00	0.50	2.61	0.00	0.71	2.68	0.00	0.20
9.	Jharkhand	1.50	1.18	0.12	2.37	0.97	0.02	2.43	2.06	0.02
10.	Karnataka	3.40	4.92	3.45	5.33	5.47	1.83	5.48	5.48	0.41
11.	Kerala	0.50	0.00	0.06	0.81	1.42	0.12	0.83	0.00	0.00
12.	Madhya Pradesh	5.40	6.71	1.93	8.41	5.48	1.05	8.64	0.00	0.19
13.	Maharashtra	5.70	9.96	2.98	8.95	16.17	2.57	9.20	9.31	0.32
14.	Odisha	2.20	3.36	1.63	3.45	3.50	1.06	3.55	3.80	0.47
15.	Punjab	0.40	0.35	0.08	0.70	0.53	0.03	0.73	0.00	0.04
16.	Rajasthan	8.00	9.26	3.63	12.54	12.57	3.25	12.89	13.01	1.05
17.	Tamil Nadu	1.80	2.60	0.65	2.89	3.11	0.60	2.97	2.71	0.23
18.	Uttar Pradesh	3.50	3.50	1.58	5.48	8.97	0.43	5.63	7.93	0.07

1	2	3	4	5	6	7	8	9	10	11
19.	Uttarakhand	0.50	0.00	0.23	0.78	2.04	0.61	0.80	0.00	0.15
20.	West Bengal	2.10	0.00	0.09	3.20	0.00	0.06	3.29	0.00	0.01
21.	Arunachal Pradesh	0.60	0.68	0.53	0.90	0.91	0.49	0.00	0.48	0.20
22.	Assam	2.20	2.21	0.65	3.50	3.60	0.24	0.93	3.70	0.14
23.	Manipur	0.90	0.00	0.20	1.48	1.28	0.28	3.60	1.70	0.13
24.	Meghalaya	0.30	0.30	0.31	0.46	0.52	0.47	1.52	0.38	0.20
25.	Mizoram	0.40	0.62	0.71	0.65	0.66	0.51	0.48	0.72	0.06
26.	Nagaland	0.50	1.06	0.20	0.83	0.83	0.01	0.67	0.86	0.00
27.	Sikkim	0.10	0.15	0.16	0.14	0.14	0.03	0.86	0.14	0.03
28.	Tripura	0.30	0.30	0.03	0.54	0.30	0.00	0.14	0.30	0.00
29.	Union Territory	0.00	0.00	0.00	0.00	0.00		0.56	0.00	
	Grand Total	54.03	63.10	28.10	85.00	88.23	19.47	87.39	70.14	4.95

APPENDIX II

COMMITTEE ON RURAL DEVELOPMENT (2011-2012)

MINUTES OF THE NINETEENTH SITTING OF THE COMMITTEE HELD ON TUESDAY, THE 27th MARCH, 2012

The Committee sat from 1500 hrs. to 1615 hrs. in Committee Room No. 'C', Ground Floor, Parliament House Annexe, New Delhi.

PRESENT

Shrimati Sumitra Mahajan—*Chairperson*

MEMBERS

Lok Sabha

2. Shri Gajanan D. Babar
3. Shri Ramesh Vishwanath Katti
4. Shri Raghuvir Singh Meena
5. Dr. Ratna De (Nag)
6. Smt. Supriya Sule

Rajya Sabha

7. Shri Mani Shankar Aiyar
8. Shri Hussain Dalwai
9. Shri P. Rajeeve
10. Miss Anusuiya Uikey

SECRETARIAT

1. Shri Brahm Dutt — *Joint Secretary*
2. Shri Raju Srivastava — *Deputy Secretary*

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

1. Smt. Anita Choudhary — *Secretary*
2. Dr. Savita Anand — *Joint Secretary*
3. Shri Surendra Kumar — *Joint Secretary*

4. Shri A.K. Gautam — Economic Adviser
5. Dr. D.N. Pathak — Chief Controller of Accounts
6. Shri Charanjit Singh — Director
7. Shri Jagdish Singh — DIG

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 (2012-13) of the Department. The Chairperson apprised about broad allocation of budget to the Ministry.

[Witnesses were then called in]

3. The Chairperson then read out Direction 55 (1) of the Directions by the Speaker regarding confidentiality of the proceedings. Thereafter, the Chairperson highlighted the issues of Watershed development, Bio-fuels, unspent balances and non-receipt of utilization certificates from the States, slow pace of National Land Records Modernisation Programme (NLRMP) and road map of Twelfth Plan projects in the area of IWMP and NLRMP. The Chairperson also highlighted that under the three area-based programme *i.e.* Drought Prone Areas Programme (DPAP), Desert Development Programme (DDP) and Integrated Wastelands Development Programme (IWDP), the rate of completion of projects is not encouraging.

4. 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. The issues highlighted by the Chairperson were replied to by the officers of the Ministry. The Committee also sought clarifications particularly with reference to involve village panchayats in the programme, which were responded to by the witnesses.

*[The representatives of Ministry of Rural Development
(Department of Land Resources) then withdrew]*

5. The Chairperson also informed the Committee that Ms. Anusuiya Uikay, M.P. is retiring from the Rajya Sabha on 2 April, 2012. The Committee placed on record their appreciation for her valuable contribution to the Committee. The Committee also wished her well.

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

The Committee then adjourned.

APPENDIX III

COMMITTEE ON RURAL DEVELOPMENT (2011-2012)

EXTRACTS OF MINUTES OF THE TWENTY-SECOND SITTING OF THE COMMITTEE HELD ON WEDNESDAY, THE 18th APRIL 2012

The Committee sat from 1500 hrs. to 1630 hrs. in Committee Room No. 'D', Ground Floor, Parliament House Annexe, New Delhi.

PRESENT

Shrimati Sumitra Mahajan—*Chairperson*

MEMBERS

Lok Sabha

2. Shri Gajanan D. Babar
3. Shri P. Kumar
4. Shri Raghuvir Singh Meena
5. Shri Bishnu Pada Ray
6. Shri Narendra Singh Tomar

Rajya Sabha

7. Shri Mani Shankar Aiyar
8. Shri Hussain Dalwai
9. Smt. Maya Singh

SECRETARIAT

1. Shri Brahm Dutt — *Joint Secretary*
2. Smt. Veena Sharma — *Director*
3. Shri Raju Srivastava — *Additional Director*

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 (2012-13) of the *** and the Department of Land Resources, Ministry of Rural Development. After

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

discussing the Draft Reports in detail the Committee adopted the Draft Reports with some modifications.

3. The Committee also authorized the Chairperson to finalize the above 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.