

STANDING COMMITTEE ON RURAL DEVELOPMENT

(2012-2013)

38

FIFTEENTH LOK SABHA

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

**DEMANDS FOR GRANTS
(2013-14)**

THIRTY EIGHTH REPORT



LOK SABHA SECRETARIAT

NEW DELHI

April, 2013/Vaisakha, 1935 (Saka)

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(DEPARTMENT OF LAND RESOURCES)**

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(2013-14)**

Presented to Lok Sabha on 30.04.2013

Laid in Rajya Sabha on 30.04.2013



LOK SABHA SECRETARIAT

NEW DELHI

April, 2013/Vaisakha, 1935 (Saka)

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COMPOSITION OF THE STANDING COMMITTEE ON RURAL DEVELOPMENT (2012-13)

Shrimati Sumitra Mahajan - *Chairperson*

MEMBERS

Lok Sabha

2. Shri Thangso Baite
3. Shri Pulin Bihari Baske
4. Dr. Ratna De (Nag)
5. Shri Premchand Guddu
6. Shri Bijoy Krishna Handique
7. Shri Maheshwar Hazari
8. Shri Ramesh Vishwanath Katti
9. Shri Nimmala Kristappa
10. Shri Bishnu Pada Ray
11. Shri M. Rajamohan Reddy
12. Shri Anantha Venkatarami Reddy
13. Shri Arjun Charan Sethi
14. Dr. Sanjay Singh
15. Vacant*
16. Smt. Supriya Sule
17. Smt. Annu Tandon
18. Shri Narendra Singh Tomar
19. Smt. Usha Verma
20. Shri P. Viswanathan
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27. Shri Mahendra Singh Mahra
28. Dr. Chandan Mitra
29. Shri C.P. Narayanan
30. Shri Mohan Singh
31. Prof. Saif-ud-Din Soz

Secretariat

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

* Vacancy caused on account of demise of Shri. Uma Shankar Singh w.e.f 24 January, 2013

INTRODUCTION

I, the Chairperson of the Standing Committee on Rural Development (2012-2013) having been authorised by the Committee to submit the Report on their behalf, present the Thirty-Eighth Report on Demands for Grants (2013-14) 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 10 April, 2013.

4. The Report was considered and adopted by the Committee at their sitting held on 18 April, 2013.

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;
22 April, 2013
2 Vaisakha, 1935 (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
EOI	-	Expression of Interest
GBS	-	Gross Budgetary Support
GIS	-	Geographic Information System
IAP	-	Integrated Action Plan
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
LAN	-	Local Area Network
MIS	-	Management Information System
MNRE	-	Ministry of New & Renewable Energy
MGNREGA	-	Mahatma Gandhi National Rural Employment Guarantee Act
NLRMP	-	National Land Records Modernisation Programme
NILAM	-	National institute of Law Administration & Management
NRRP	-	National Rehabilitation and Resettlement
NICSI	-	National Informatics Centre Services Inc
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
QPRs	-	Quality Progress Reports
RE	-	Revised Estimate
RoRs	-	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
WCDCs	-	Watershed Cell cum Data Centres
WCs	-	Watershed Committees
ZP	-	Zilla Parishad

REPORT**PART – I****NARRATION ANALYSIS****I. INTRODUCTORY**

1.1 About 60% of cultivated area in the country is under rainfed. Rainfed areas are hot-spots of poverty, water scarcity, low productivity, malnutrition and are prone to severe land degradation. Watershed development programme is considered and adopted as an effective tool to address problems of rainfed / degraded areas in the country.

1.2 To accelerate the pace of development of wastelands/degraded lands and to focus attention in this regard, the Government had set up the National Wastelands Development Board in 1985 under the Ministry of Environment & Forests. Later a separate Department of Wastelands Development in the Ministry of Rural Development and Poverty Alleviation was created in 1992 and the National Wastelands Development Board (NWDB) was transferred to it. In April, 1999, Department of Wastelands Development (DoWD) was renamed as the Department of Land Resources to act as the nodal agency for land resource management.

1.3 A Technical Committee was constituted under the chairmanship of Professor C.H. Hanumantha Rao in 1994 to appraise the impact of Drought Prone Areas Programme (DPAP)/ Desert Development Programme (DDP) and suggest measures for improvement. Based on the recommendations of the Committee, the Guidelines for watershed development were framed and made effective from 1st April 1995. The Department of Land Resources has since then implementing three Area Development Programmes viz. Drought Prone Areas Programme (DPAP), Desert Development Programme (DDP) and Integrated Wastelands Development Programme (IWDP) on watershed basis.

1.4 In 2005, the Department constituted a Technical Committee under the chairmanship of Shri S. Parthasarthy to address major issues in watershed programmes (DPAP, DDP and IWDP) and recommend viable strategies and mechanisms for effective implementation of these programmes. The report concluded that the rainfed areas might hold the key to meet the challenge of food security in years to come and

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 a greater focus of watershed development programmes to increase productivity of lands in the rainfed areas.

1.5 Based on the Parthasarathy Committee Report, other Committee's observations and past experiences, National Rainfed Area Authority (NRAA) under the aegis of the Planning Commission in consultation with the concerned Ministries, framed Common Guidelines for Watershed Development Projects (2008) for implementation by different Ministries/Departments. The provisions in the Common Guidelines and the observations of the Parthasarathy Committee necessitated modifications in the watershed schemes of the Department of Land Resources. Accordingly, for the optimum use of resources, sustainable outcomes and integrated planning, DPAP, DDP and IWDP of the Department of Land Resources were integrated and consolidated into a single modified programme called Integrated Watershed Management Programme (IWMP) and launched in 2009-10.

1.6 The Department of Land Resources was also administering, upto 2007-08, two Centrally-sponsored schemes, viz., Computerization of Land Records (CLR) and Strengthening of Revenue Administration and Updating of Land Records (SRA & ULR). Further, during 2008-09, these two schemes were merged into one modified scheme in the shape of National Land Records Modernization programme (NLRMP) with the ultimate goal of ushering in the system of conclusive titles with title guarantee, to replace the current presumptive title system in the country.

1.7 Department of Land Resources also administers the Land Acquisition Act, 1894, and is the nodal agency for National Policy on Resettlement and Rehabilitation.

II. STATUS OF IMPLEMENTATION OF RECOMMENDATIONS CONTAINED IN THE TWENTY EIGHTH REPORT OF THE STANDING COMMITTEE ON RURAL DEVELOPMENT ON DEMANDS FOR GRANTS (2012-13) OF THE DEPARTMENT OF LAND RESOURCES

1.9 The Twenty Eighth Report of the Standing Committee on Rural Development on Demands for Grants (2012-13) pertaining to the Department of Land Resources was presented to Parliament on 2nd May, 2012 and the related Action Taken Report i.e. Thirty Fifth Report was presented to Parliament on 18th December, 2012.

1.10 The Twenty Eighth Report contained 14 recommendations out of which the Government accepted 10 recommendations and 4 recommendations were commented upon by the Committee.

1.11 The Minister of Rural Development laid the statement in Parliament under Direction 73A of Directions by the Speaker on 6 December, 2012. Out of 14 recommendations contained in the Twenty Eighth Report of the Committee on Demands for Grants (2012-13), 2 recommendations have been implemented, 8 recommendations are under process and 4 recommendations are yet to be implemented.

1.12 The final Action Taken Statement on the recommendations contained in the Twenty Eighth Report of the Committee have been furnished by the Department of Land resources on 5 April, 2013.

III. RESPONSIBILITIES/ FUNCTIONS OF THE DEPARTMENT

1.13 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.

1.14 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

1.15 During 2013-14, the above functions are dealt with under following Heads:-

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

IV. OVERALL ANALYSIS

1.16 Demand No. 84 which relates to the Department of Land Resources was laid in the Lok Sabha on 18 March, 2013. The Demand mainly provides funds for implementation of two Centrally sponsored schemes viz, Integrated Watershed Management Programme (IWMP) and National Land Records Modernization Programme (NLRMP)

1.17 Under Demand No. 84, the Department of Land Resources, has been allocated a sum of Rs. 5772.85 crore for the fiscal year 2013-14 with Plan component of Rs. 5765 crore and non-Plan component of Rs. 7.85 crore. The Plan outlay allocated during 2013-14 is Rs. 2564 crore or 80.09 percent higher than that of previous year (2012-13) Plan BE. The Plan allocation of the DoLR during the year 2012-13 was Rs. 3201 crore however, at RE stage it was reduced by Rs.201crore and stood at Rs.3000 crore. Hence, the amount which is allocated to the DoLR during 2013-14 is Rs. 2765 crore more than what the DoLR got at RE stage which is an increase of more than 92 percent.

A. Head-wise allocation

1.18 The head-wise allocation of funds of the Department of Land Resources for the fiscal year 2012-13 and 2013-14 is given as under:-

(Rs. in crore)

Sl. No.	Name of Scheme/ Programme	Major Head	Budget Estimates 2012-13	Revised Estimates 2012-13	Budget Estimates 2013-14
1.	PLAN Integrated Watershed Management Programme (IWMP)	2501	2743.90	2612.05	4847.20
		3601	1.10	1.10	1.10
	TOTAL (IWMP)		2745.00	2613.15	4848.30
2.	National Land Records Modernization Programme(NLRMP)	2506	33.00	22.01	115.00
		3601	100.45	63.39	213.91
		3602	2.00	1.00	10.84
	TOTAL (NLRMP)		135.45	86.40	339.75
3.	Rehabilitation & Resettlement Policy	2501	0.50	0.50	0.50
	TOTAL		2880.95	2700.05	5188.55
4.	Lumpsum Provision for the N.E Region and Sikkim				
	1. Watershed Management Programme (IWMP)	2552	305.00	290.35	538.70
	2. National Land Records Modernization Programme(NLRMP)	2552	15.05	9.60	37.75
	TOTAL : NE Region		320.05	299.95	576.45
	TOTAL PLAN : (Land Resources)		3201.00	3000.00	5765.00
1	NON-PLAN Sectt.-Economic Services	3451	7.20	7.20	7.85
	GRAND TOTAL – PLAN & NON PLAN		3208.20	3007.20	5772.85

1.19 When asked about the finalization of necessary plans for optimal utilization of funds during the year 2013-14 in view of substantial increase in allocation for IWMP,

NLRMP and NE Region, the DoLR, stated as under:

“For optimum utilization of funds during 2013-14 under IWMP, Department has following plans:

- i. Sanction of new IWMP projects covering an area of 50 lakh ha
- ii. Completion of activities of preparatory phase in projects covering an area of about 61.78 lakh ha
- iii. Taking up the activities of works phase in projects covering an area of about 50 lakh ha

All the Districts of the country are proposed to be covered under the NLRMP by the end of the 12th Five Year Plan. So, funds will be utilized during the year 2013-14, as per the perspective plans of the States/UTs.”

1.20 The Committee further desired to know about the new Policy initiatives which the DoLR intends to undertake for fully utilizing funds during the year 2013-14 considering nearing double allocation as compared to the year 2012-13, the DoLR in a written reply stated as under:

“The Department has revised the fund release mechanism under IWMP in 2012-13 to ensure smooth implementation of the programme.

The Department is also taking many initiatives to ensure smooth implementation of the NLRMP e.g., regional review meetings, study tours, seminars/symposium, technical fairs, sharing of success stories of the States/UTs, State/UT specific Results Framework Document (RFD), Memorandum of Understanding (MoU) with the States/UTs, detailed guidelines/technical manuals, model tender documents/Request for Proposal (RFP) establishment of Project Management Unit, NLRMP Cells/Centres for capacity buildings and revision of the rates for various components etc. This has started showing encouraging results and it is expected that the amount allocated will be utilized fully during the year 2013-14.”

1.21 When asked about the infrastructural adequateness to absorb this enhanced amount particularly when the Ministry could not utilize the much lower allocation during the fiscal 2012-13, the DoLR in a written reply submitted:

“The IWMP is being implemented through States and the DoLR would continue to facilitate and monitor the implementation. In most of the States, the systems are now stabilizing and it is expected that the absorption capacity of the States will improve to utilize the enhanced allocation.

As the implementation of the NLRMP has started picking up, it is expected that the amount allocated will be utilized fully during the year 2013-14. The “land and maintenance of land records” is a State subject as per the Constitution nevertheless DoLR has helped State Governments effectively as facilitator and moderator for smooth transition to the electronic management of land records. A number of steps have been taken by the Department in this regard and therefore, the Department has the capability to fulfill its mandate.”

B. Outlay and Expenditure

1.22 The Scheme-wise outlays and expenditure of the DoLR during the last three years are given as under:

(Rs. in Crore)								
Sl. No.	Name of Scheme/ Programme	Budget Estimates 2011-12	Revised Estimates 2011-12	Actual Expenditure 2011-12	Budget Estimates 2012-13	Revised Estimates 2012-13	Release 2012-13 (as on 31.12.2012)	Budget Estimates 2013-14
1.	PLAN Integrated Watershed Management Programme (IWMP)	2549.20	2314.20	2312.25	3050.00	2903.50	2382.08	5362.00
2.	Externally Aided Projects	0.00	0.00	0.00	0.00	0.00	0.00	25.00
3.	National Land records Modernization Programme (NLRMP)	150.00	110.00	106.31	150.50	96.00	46.67	377.50
4.	Bio-fuel	0.30	0.30	0.24	0.00	0.00	0.00	0.00
5.	National Rehabilitation policy	0.50	0.50	0.04	0.50	0.50	0.04	0.50
	Total Plan	2700.00	2425.00	2418.84	3201.00	3000.00	2428.79	5765.00
1	<u>Non-Plan</u> Sectt. Economic Services	6.20	7.00	6.92	7.20	7.20	5.83	7.85
	Grant Total (Plan and Non-Plan)	2706.20	2432.00	2425.76	3208.20	3007.20	2434.62	5772.85

C. Percentage Increase in Allocation

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

(Rs. in crore)

Sl. No.	Name of the Scheme/programme	2011-12		2012-13		2013-14	
		Outlay	% Increase	Outlay	% Increase	Outlay	% Increase
1	Integrated Watershed Management Programme(IWMP)	2549.20	3.71	3050.00	19.65	5387.00	76.62
2	National Land Records Modernization Programme (NLRMP)	150.00	0.00	150.50	0.00	377.50	151.67
3	National Rehabilitation and Resettlement Policy	0.50	0.00	0.50	0.00	0.50	0.00
	TOTAL PLAN	2700.00		3201.00		5765.00	

V. FIVE YEAR PLAN ALLOCATIONS

Outlay and Expenditure of Eleventh Plan and Twelfth Five Year Plan Allocations

1.24 The Eleventh Plan Outlay of the Department of Land Resources was Rs.15,930 crore Plan wise allocation and expenditure of the Department of Land Resources is during 11th Plan is as under:

(Rs. in crore)

ELEVENTH PLAN ALLOCATIONS			
Year	Budget Estimates (BE)	Revised Estimates (RE)	Expenditure
2007-08	1500.00	1400.00	1399.84
2008-09	2400.00	1800.00	1787.87
2009-10	2400.00	2020.00	2018.54
2010-11	2660.00	2660.00	2613.90
2011-12	2700.00	2425.80	2418.84
TOTAL	11660.00	10305.80	10238.99

1.25 The Twelfth Plan Outlay of the DoLR is Rs.30296 crore. The allocation and expenditure during the Twelfth Plan so far is as below:

(Rs. in crore)

Year	Budget Estimates (BE)	Revised Estimates (RE)	Expenditure
2012-13	3201.00	3000.00	2988.00
2013-14	5765.00	---	---

1.26 Asked about the achievements of the Eleventh Plan the DoLR in their written reply stated as under:

“The Integrated Watershed Management Programme (IWMP) was launched in 2009-10. Accordingly, for the balance period of 11th Five Year Plan (2009-10 to

2011-12), the target was for covering 22.65 million ha under IWMP. Against this target, department had sanctioned new IWMP projects covering an area of 24.21 million ha. To initiate the implementation of IWMP projects, establishment of dedicated institutions with multi-disciplinary professional support at State and district level was mandatory. The Department pursued with the State Governments for setting up of State Level Nodal Agency (SLNA) and SLNA was established in all the States. Similarly at district level, Watershed Cell cum Data Centre (WCDC) was established in 522 programme districts.

For administering the IWMP at Central level, the Department constituted a Steering Committee under the Chairmanship of Secretary (Land Resources) with the members from line departments of Central Government, Planning Commission, National Rainfed Area Authority, technical experts from different scientific institutions, voluntary organizations and State Governments. A total of 26 meetings of the Steering Committee were held and 5,087 projects covering an area of 24.21 million ha in 27 States were appraised and cleared.

As on 28.02.2013, 802 IWMP projects in 13 States have completed preparatory phase activities.

Under pre-IWMP, 23,990 projects covering an area of 16.697 million ha were completed during the 11th Plan Period.

During the 11th Five Year Plan, Department released an amount of Rs. 9240.41 crore to States for implementation of watershed programmes.

The NLRMP was approved by the Cabinet on 21.08.2008. District is the unit of implementation where all the activities under the program are proposed to converge. All the districts of the country are proposed to be covered by the end of the 12th Five Year Plan. Further, each State/UT is required to prepare a perspective plan giving details of the Districts to be covered year-wise. Up to 11th Five Year Plan, funds have been sanctioned under the NLRMP for coverage of 267 districts.”

1.27 The DoLR informed that the priorities of the DoLR during the Twelfth Five Year Plan would be to complete IWMP projects sanctioned during 11th Plan, Sanction of new IWMP projects covering an area of 25 million ha @ 5 million ha per year during 12th Plan, Completion of phase-wise activities of the projects sanctioned in 12th Plan and to cover all the Districts of the country under NLRMP by the end of the 12th Five Year Plan.

1.28 For Integrated Watershed Management Programme (IWMP), the total outlay during 12th Plan agreed to by the Planning Commission is Rs.29,296 crore whereas the

total outlay for National Land Records Modernization Programme (NLRMP) is Rs. 1000 crore. The outlay provided during each year of the 12th Five Year Plan is as under:

	IWMP	NLRMP
Year	Outlay (BE) (Rs.in Crore)	Outlay (BE) (Rs.in Crore)
2012-13	3,050.00	150.00
2013-14	5,387.00	150.00
2014-15	6,691.00	250.00
2015-16	7,126.00	250.00
2016-17	7,042.00	200.00
Total	29,296.00	1000.00

1.29 However, the allocation for Annual Plan 2013-14(BE) for NLRMP made by the Planning Commission is Rs. 377.50 Crore.

1.30 Data regarding proposal made by the DoLR to the Planning Commission and the amount actually allocated by the Planning Commission is given below:

(Rs. In Crore)

Year	Proposed by the DoLR	Allocated by the Planning Commission (B.E.)
2012-13	5895	3050
2013-14	5369	5387

1.31 On being asked as to how the DoLR arrives at a particular amount before putting up their proposal before the Planning Commission the DoLR stated that the Department estimates the requirement of funds based on the liabilities of ongoing watershed projects and new projects to be sanctioned during the year. Under the NLRMP, 'district' is the unit of implementation where all the activities under the programme are proposed to converge. All the districts of the country are proposed to be covered by the end of the 12th Five Year Plan. Each State/UT is also required to prepare a perspective plan giving details of the Districts to be covered year-wise. Further, funds are released to the States/UTs in two installments, i.e. 60 & 40 per cent of the sanctioned amount. So, proposal for a year is prepared after taking into consideration, funds to be released for the new districts and funds for the second installment of the districts already sanctioned.

1.32 When asked to provide reasons for reducing the proposal during the year 2012-13 and on the other hand granting extra during 2013-14 of what the DoLR actually proposed, the DoLR stated that Planning Commission allocates funds to various Ministries/Departments for a particular year as per the total availability of funds and relative importance of the programme.

1.33 Further, the Committee desired to know about how the DoLR would improve upon the shortcomings of the 11 Five Year Plan during the Twelfth Plan, the DoLR in a written note as under:

“The objectives set for Eleventh Plan period were met except the pace of implementation of IWMP. In this regard, it is submitted that IWMP is a modified scheme with inclusion of new components such as dedicated institutions with multi-disciplinary professional support, capacity building for all stakeholders and preparation of DPRs with scientific inputs including bench mark survey and participatory rural appraisal, entry point activities, livelihoods for asset-less people, production systems and micro-enterprises. The projects are implemented in three phases over a period of 4 to 7 years viz. preparatory (1-2 years), works (2-3 years) and consolidation & withdrawal phase (1-2 years). As a result of these new components especially establishing dedicated institutions and preparation of DPRs, the pace of implementation was not at the expected level in the initial phase of programme.

During 12th Plan, Department would further strive for expediting pace of implementation by close monitoring through progress review with States, Steering Committee meetings, Regional Review meetings, SLNA meetings held at State level and Department officials' visit to States.

Funds have been released under the NLRMP for coverage of 267 districts up to the end of the 11th Five Year plan. However, utilization of the funds has been rather slow. The Department is taking many initiatives to ensure smooth implementation of the program.”

1.34 Asked about how the DoLR proposed to utilise this huge allocation during 12th Five Year Plan the DoLR, stated that the Department proposes to utilize the allocation during the 12th Five Year Plan by completing most of the IWMP projects sanctioned during 11th Plan. In addition, the projects sanctioned in the initial three years of the 12th Plan are expected to be in the Works Phase of implementation, wherein the expenditure would be substantially high.

“As the implementation of the NLRMP has started picking up, it is expected that the allocation given by the Planning Commission will be fully utilized during the 12th Five Year Plan.”

VI. SCHEME-WISE ANALYSIS

1.35 The Department of Land Resources mainly administers two schemes viz Integrated Watershed Management Programme (IWMP) and National Land Records Management Programme (NLRMP).

- (i) IWMP was launched in 2009-10 by integrating three areas development programme viz Desert Development Programme (DDP), Drought Prone Areas Programme (DPAP) and Integrated Wastelands Development Programme (IWDP). The aim of the programme is to increase productivity of the rainfed/ degraded land.

The Projects under DDP, DPAP and IWDP were being sanctioned by the Department on watershed basis from 1995-96 to 2006-07. To give emphasis on completion of ongoing projects under these programmes, no new projects were sanctioned *w.e.f.* 2007-08. However, central assistance is being released for completion of on-going projects.

- (ii) NLRMP was launched in 2008-09 by merging the schemes of Computerisation of Land Records (CLR) and Strengthening of Revenue Administration and Updating of Land Records (SRA&ULR). The ultimate goal of NLRMP is to usher in the system of conclusive titles with title guarantee, to replace the current presumptive title system in the country

1.36 Besides above, the DoLR also monitors the implementation of the National Rehabilitation and Resettlement Policy, 2007.

1.37 The above schemes are discussed in the succeeding paragraphs.

A. Integrated Watershed Management Programme (IWMP)

1.38 Based on the Parthasarathy Committee Report, other Committee's observations and past experiences, National Rainfed Area Authority (NRAA) under the aegis of the Planning Commission in consultation with the concerned Ministries, framed Common Guidelines for Watershed Development Projects (2008) for implementation by different Ministries/Departments. The provisions in the Common Guidelines and the observations of the Parthasarathy Committee necessitated modifications in the watershed schemes of the Department of Land Resources. Accordingly, DPAP, DDP and IWDP of the

Department of Land Resources have been integrated and consolidated into a single modified programme called Integrated Watershed Management Programme (IWMP) and launched in 2009-10.

(i) Features of the programme

1.39 The main features of the programme are as below:-

- i. 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 Systems & Micro Enterprises. The Consolidation and Withdrawal Phase (1 to 2 years) involves consolidation and completion of various works.
- ii. The cost norm for IWMP is Rs. 15000/- per ha for hilly and difficult area, Rs. 12000/- per ha for other areas and upto Rs. 15000 per ha for IWMP projects in Integrated Action Plan (IAP) Districts. The funding pattern under the scheme is in the ratio of 90:10 between the Centre and States. The projects under IWMP undertake a cluster of micro-watersheds of area about 5000 ha in rainfed/ degraded areas having no assured irrigation. Dedicated institutions are also provided at Centre, State and District levels. The programme lays emphasis on meticulous planning and capacity building, by providing a special provision of 1 % for preparation of Detailed Project Report (DPR) and 5 % for Institution and Capacity Building.
- iii. Livelihood orientation: 9 % of the project cost is earmarked for development of sustainable livelihood options for assetless people whereas, 10 % of the project cost is dedicated for production systems and micro enterprises for small & marginal farmers.
- iv. Scientific inputs: The programme emphasizes utilizing the information technology, remote sensing techniques, GIS facilities, with spatial & non-spatial data, into planning, implementation, monitoring and evaluation of the projects.

Funding Pattern

1.40 The funding of the programme is shared between Centre and State on 90:10 basis. The component-wise earmarking of project cost is as under:

Component	% of project cost
DPR preparation	1
Entry point activities	4
Institution & Capacity building	5
Watershed Development works	56
Livelihood for asset-less persons	9
Production system & micro-enterprise	10
Consolidation	3
Monitoring	1
Evaluation	1
Administration	10
Total	100

(iii) Fund Release Mechanism

1.41 The first installment of 60 percent of annual requirement of SLNA including unspent balance as on 1st April or fund requirement for first 6 months, whichever is less is released.

1.42 The second installment is released after utilization of 60 percent of funds of 1st installment and submission of the following:

- (i) Physical progress, Utilisation Certificates
- (ii) Audited Statement of Accounts
- (iii) Evaluation report along with action taken report on the recommendations of evaluating agency.

(iv) Activities under watershed projects

1.43 Activities under the watershed projects include:

- (i) Soil and moisture conservation measures
- (ii) Rain water harvesting measures
- (iii) Afforestation, horticulture and pasture development
- (iv) Livelihood activities including production systems and micro-enterprise
- (v) Capacity building and awareness generation
- (vi) Encouraging people's participation.

(v) Targets vis-à-vis achievements

1.44 The financial and physical targets and achievement of 2012-13 of IWMP is under:

Name of the Scheme	Financial performance (Rs. crore)		Physical performance	
	Target	Achievement	Target	Achievement
IWMP	2903.50	2893.43	50.00 lakh ha	50.00 lakh ha.

1.45 The achievements of IWMP are as under:

- (i) SLNA, a dedicated institution with multi-disciplinary professional support is established in 28 States.
- (ii) WCDC has been established in 522 programme districts.
- (iii) 32 meetings of Steering Committee are held and 6,153 projects covering an area of 29.21 m ha in 27 States appraised.
- (iv) DPRs for 3,382 projects have been prepared.
- (v) 1,356 projects covering an area 6.31 m ha have completed preparatory phase of implementation.
- (vi) 2,81,771 no. of Entry Point Activities have been completed.

1.46 The details of number of projects sanctioned, area covered and central fund released since inception i.e. from 2009-10 till 31.12.2012 under the IWMP is given below:

Sl. No.	State	Total			Unspent Balance (Rs. in crore)
		No. of projects	Area (m.ha)	Central funds released (Rs. in crore)	
1	Andhra Pradesh	552	2.367	436.56	241.94
2	Bihar	40	0.192	12.43	12.06
3	Chhattisgarh	181	0.792	126.44	83.69
4	Goa	0	0	0.00	0.00
5	Gujarat	489	2.451	701.91	605.57
6	Haryana	47	0.179	11.63	8.84*
7	Himachal Pradesh	131	0.69	131.23	90.28
8	Jammu & Kashmir	41	0.179	14.54	15.12
9	Jharkhand	117	0.62	95.61	63.37
10	Karnataka	430	1.92	613.92	270.03**
11	Kerala	46	0.247	26.63	28.25*
12	Madhya Pradesh	326	1.834	303.13	193.03*
13	Maharashtra	948	4.0675	1156.20	992.30
14	Odisha	234	1.278	262.47	80.07
15	Punjab	45	0.201	15.44	4.30
16	Rajasthan	749	4.272	1070.25	892.98
17	Tamil Nadu	200	1.013	232.63	154.82
18	Uttar Pradesh	487	2.425	323.75	123.74
19	Uttarakhand	57	0.306	22.53	19.77
20	West Bengal	77	0.323	22.71	27.53
	NE STATES				
21	Arunachal Pradesh	86	0.283	52.80	17.71
22	Assam	226	0.951	153.85	68.78
23	Manipur	75	0.3671	48.18	39.53
24	Meghalaya	73	0.159	32.27	2.03
25	Mizoram	49	0.2	28.04	0.28
26	Nagaland	78	0.344	144.51	1.13
27	Sikkim	9	0.043	6.20	1.49
28	Tripura	37	0.111	46.41	14.55
	Grand Total	5830	27.815	6092.27	4053.19

* Unspent Balance reported as on 30.10.2012

** Unspent Balance in respect of Karnataka reported as on November, 2012

1.47 On being asked as to how many of the sanctioned projects have been completed, the DoLR in their written reply stated that as per the Guidelines of the programme, IWMP project is to be completed over a period of 4 to 7 years from the date of sanction. Accordingly, so far, no IWMP project has reached the stage of completion.

(vi) Monitoring Mechanism

1.48 The IWMP is implemented on watershed basis. The people living in watershed area are responsible for planning and implementation of the project. Following steps have been taken by the DoLR for effective monitoring and control over the performance of the programme.

- a) Management Information System (MIS) for IWMP has been developed by NIC and made online. However, the data entry is under progress.
- b) At the State-level, the SLNAs have been made responsible for monitoring the State-level Watershed Programme.
- c) The DoLR holds meetings of Steering Committee and Regional Review meetings to monitor the Programme.
- d) The Area Officers Scheme of the Ministry aims at monitoring the programmes through field visits. Inspection of the works through field visits is also undertaken at the State and district levels officers in the State.
- e) Evaluation of the projects by an independent evaluating agency is mandatory on completion of every phase of implementation of the projects i.e. preparatory phase, work phase & consolidation & withdrawal phase.

B. Status of pre-IWMP projects

1.49 The three schemes of Integrated Watershed Development Programme (IWDP), Drought Prone Areas Programme (DPAP) and Desert Development Programme (DDP) were merged into a single programme in 2009-10 called Integrated Watershed Management Programme (IWMP).

(i) Drought Prone Areas Programme (DPAP)

1.50 Drought Prone Areas Programme (DPAP) was the area development programme which was implemented to tackle the special problems faced by those fragile areas, which were constantly affected by severe drought conditions. DPAP was under implementation in 972 blocks of 195 districts in 16 States.

1.51 Under DPAP 27,439 watershed projects covering an area of 13.72 M. ha. with a total cost of about Rs. 4259.27 crore were sanctioned upto 31.12.2012. Out of the sanctioned, 27,439 projects 19168 projects have been completed and 6154 projects have been closed.

(ii) Integrated Watershed Development Programme (IWDP)

1.52 Under IWDP 1877 watershed projects covering an area of 10.722 M.ha.with a total cost of about Rs. 4512.86 crore were sanctioned upto 31.12.2012 in the Blocks not covered by DDP and DPAP. Out of these, 1167 projects have been completed and 266 projects were closed. So far, the projects under the Programme have been implemented in 470 districts.

(iii) Desert Development Programme (DDP)

1.53 The Desert Development Programme (DDP) 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. So far the projects under the programme have been implemented in 235 Blocks of 40 Districts.

1.54 Under DDP, 15,746 watershed projects covering an area of 7.873 million hectares with a total cost of about Rs.3142.79 crore were released till 31.12.2012. Out of these, 13,319 projects have been completed and 825 projects have been closed.

1.55 The information regarding the status of pre-IWMP projects:

Scheme	No. of Projects sanctioned upto 2006-07*	Area of projects sanctioned	No. of projects completed	Area of projects completed	No. of projects closed	Area of closed projects
DPAP	27,439	13.7	19,168	9.584	6,154	3.077
DDP	15,746	7.8	13,319	6.659	825	0.412
IWDP	1,877	10.7	1,167	6.963	266	1.336
TOTAL	45,062	32.2	33,654	23.206	7,245	4.825

1.56 In respect of pre IWMP Projects, the Committee sought clarification regarding projects which have been closed a reply of the DoLR stated during evidence as under:

“It got divided into three categories – 33654 projects were completed in which last instalment were released. In the second category, there were 16 per cent projects which we were forced to close because the State Governments were not coming forward for taking the second instalment or the third instalment. Took one instalment did a little work. They were not coming forth for the subsequent instalments. We closed them after getting them examined as per their reports. Nine percent such projects are still remaining whose files are lying with us. We will complete those projects which may be completed after paying fourth-fifth instalment. We may be forced to get some of those projects closed.”

1.57 The Committee further sought State-wise details of the above mentioned projects which were closed, the witness assured the Committee to furnish the desired information within two months time.

C. National Land Records Modernisation Programme (NLRMP)

1.58 The DoLR was administering two Centrally Sponsored Schemes, viz., Computerization of Land Records (CLR) and Strengthening of Revenue Administration and Updating of Land Records (SRA&ULR) up to 2007-08. During 2008-09, a modified Centrally-sponsored scheme in the shape of the National Land Records Modernization Program (NLRMP) was launched 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 with the ultimate goal to usher in the system of conclusive titling, to replace the current system of presumptive titles in the country.

1.59 The activities being supported under the Programme, *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 land records management centres at tehsil/taluk/circle/block level.

1.60 The activities to be undertaken under the NLRMP 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.

(i) Components of NLRMP

1.61 The main objective of the programme is to modernize the land records system in the country and to build up an integrated land information management system with up-to-date and real time land records. For this purpose, the two main systems of land records management and registration are to be integrated with the help of modern technology.

1.62 Accordingly, the following activities are being supported under the programme:

- (i) Completion of computerization of the records of rights (RoRs)
- (ii) Digitization of maps and integration of textual and spatial data
- (iii) Survey/resurvey using modern technology including aerial photogrammetry
- (iv) Computerization of registration
- (v) Automatic generation of mutation notices
- (vi) Vertical linking of revenue offices and connectivity amongst the land records and registration offices
- (vii) Modern record rooms/ land records management centres at tehsil/ taluk/ circle/block level; and
- (viii) Training and capacity building of the concerned officials and functionaries

(ii) Allocation for 11th and 12th Plan

1.63 The Eleventh Plan allocation for NLRMP was Rs. 581 crore. The annual fund allocation is as under:

Year	RE	Expenditure
2007-08*	145.00	144.46
2008-09	202.90	188.76
2009-10	199.99	195.44
2010-11	200.00	157.08
2011-12	110.00	106.07
Total	857.89	791.81

* Pertains to the schemes of CLR and SRA&ULR.

1.64 The Twelfth Five Year Plan allocation for NLRMP is Rs. 1000 crore. The annual allocation is as under:

Year	Allocation (Rs. in crores)	Expenditure
2012-13	96.00 (RE)	94.85
2013-14	377.50 (BE)	----

(iii) Funding Pattern

1.65 The NLRMP is being implemented as a Centrally-sponsored scheme with the following funding pattern for its various components:

- (i) Computerization of land records including digitization of cadastral maps, integration of textual and spatial data, data centres at Tehsil, Sub-division, District and State level, interconnectivity among revenue offices (100% by Govt. of India)
- (ii) Survey/resurvey and updating of the survey & settlement records (including ground control network and ground truthing) using modern technology options (90% and 50% by Govt. of India for NE States and other States respectively)
- (iii) Computerization of Registration including connectivity to SROs with revenue offices (90% and 25% by Govt. of India for NE States and other States respectively)
- (iv) Modern record rooms/land records management centres at Tehsil level (90% and 50% by Govt. of India for NE States and other States respectively)
- (v) Training & capacity building (100% by Govt. of India); and
- (vi) Core GIS (100% by Govt. of India)

(iv) **Financial performance of NLRMP**

1.66 The allocation for Annual Plan 2013-14 (BE) made by the Planning Commission is Rs. 377.50 crore which is 151.67% higher than BE of the previous year which was Rs. 150.50 crore during 2012-13.

1.67 The total releases for the programme since its inception is Rs. 722.29 crore. However only 130.46 could be utilized till 31.01.2013 which is only 18.07 per-cent of the allocated funds. The total unspent balances under NLRMP till 31.01.2013 was Rs. 591.83 crore which is almost 80 percent of the total funds released. **(Appendix – I)**

1.68 On being asked about the reasons for this huge under utilization of funds and also the steps being taken for full utilization of funds, the DoLR in their written reply stated as under:

“The erstwhile schemes of CLR and SRA&ULR provided a hamper of activities. The States/UTs selected activities under these schemes as per their preferences. However, these sporadic activities did not help the States/UTs in achieving the stage of real-time land records. Therefore, these two schemes were merged and replaced with an enhanced scheme of NLRMP in the year 2008-09. The NLRMP is a hi-tech and complex program which envisages a paradigm shift in land records management from manual to electronic. So, its implementation is taking some time by the State/UTs. In the Business Process Re-Engineering (BPR), the States/UTs are required to change their Acts/Rules/Manuals related to land records management, so that modern land records management system is as per the legal provisions. This process is time taking. However, the Department of Land Resources is taking all initiatives to facilitate smooth implementation of the NLRMP. In this regard, regular review meetings of States/UTs are being organized by the Department. Recently, five Regional Review Meetings were organized by the Department in various parts of the Country where implementation of the program was reviewed thoroughly. In a new initiative, Results Framework Document (RFD) has been finalized for each State/UT, which delineates the target to be achieved in the year 2012-13. These RFDs will be reviewed at the end of the Financial Year 2012-13 and targets for the next years will be finalized accordingly. Further, to give a push to the agenda of land records computerization, a State Revenue Ministers’ Conference was held in Vigyan Bhawan, New Delhi on 20th September, 2012 which was chaired by the Hon’ble Minister for Rural Development, Shri Jairam Ramesh.”

1.69 The Committee pointed out that the States of Arunachal Pradesh, Assam, Jammu & Kashmir, Jharkhand, Manipur, Meghalaya, Odisha, Punjab, Rajasthan, Sikkim, Tamil Nadu, Uttarakhand, Delhi, Daman & Diu and Pudducherry have reported Nil utilization of funds and enquired as to why the programme could not take off in the aforesaid States and whether this matter was taken up with the respective States, the DoLR in their written submission stated as under:

“...the NLRMP is a hi-tech and complex program which envisages a paradigm shift in the land records management from manual to electronic system. So, its implementation is taking some time by the State/UTs. However, its implementation has started picking up now. The States/UT of Odisha, Uttarakhand, Sikkim, Punjab & Delhi have already reported utilization of funds of Rs. 851.703 lakh, Rs. 78 lakh, Rs. 61.390 lakh, Rs. 78 lakh & Rs. 38.89 respectively. Rest of the States/UTs are also at various stages of implementation of the program. The issue of unspent balances with the States/UTs is being reviewed by the Department regularly and instructions are being issued in this regard. Further, States/UTs have been requested to utilize the funds in a time bound manner at the level of Minister of Rural Development and Secretary, DoLR also.”

1.70 Actual expenditure, revised estimates along with amount surrendered under NLRMP during the last two years i.e. 2011-12 and 2012-13 is given below:

(Rs. in crore)

Year	BE (Plan)	RE (Plan)	Actual expenditure	Surrender
2011-12	150.50	110.50	106.05	2.80
2012-13	150.50	96.00	77.25	Yet to be completed
TOTAL	301.00	206.50	183.30	

1.71 The Department informed that the Planning Commission reduced the amount at RE stage during 2011-12 and 2012-13 as per the expenditure of the Department during the corresponding years.

1.72 In view of BE (Plan) of Rs. 377.50 crore for the current fiscal (2013-14), the total available funds under the scheme would be Rs.969.33 crore during 2013-14 when unspent balances and allocation of this year are put together the Committee asked

whether the DoLR has the adequate infrastructure to absorb this huge amount, the Department in their written reply stated as under:

“...the Department is taking various initiatives to ensure smooth implementation of the NLRMP. It is expected that the pace of implementation of the program will now pick up and States/UTs will be able to achieve the targets as envisaged.

(v) **Physical performance**

1.73 Progress under NLRMP is given as under:

Sl.No.	Services/ Activities	Name of States/ UTs
1	RoRs Computerized	20 States/UTs :- Andhra Pradesh, Chhattisgarh, Gujarat, Goa, Haryana, Himachal Pradesh, Karnataka, Madhya Pradesh, Maharashtra, Manipur, Orissa, Punjab, Rajasthan, Sikkim, Tamil Nadu, Tripura, Uttar Pradesh, Uttarakhand, West Bengal and Puducherry.
2	Stopped manual issue of RoRs	17 States/UTs :- Chhattisgarh, Gujarat, Goa, Haryana, Karnataka, Madhya Pradesh, Orissa, Punjab, Sikkim, Tamil Nadu, Tripura, Uttar Pradesh, Uttarakhand, West Bengal, Andaman & Nicobar Island, Chandigarh and Puducherry
3	RoRs on the Web	18 States/UTs :- Andhra Pradesh, Assam, Chhattisgarh, Gujarat, Goa, Haryana, Karnataka, MP, Maharashtra, Orissa, Punjab, Rajasthan, Tamil Nadu, Tripura, Uttar Pradesh, Uttarakhand A&N Island and Puducherry
4	Digitally Signed RoRs	6 States/UTs :- Andhra Pradesh, Goa, Jharkhand, Maharashtra, Rajasthan, UP
5	Issuance of RoRs through Kiosks/Common Service Centres	12 States :- Andhra Pradesh, Gujarat, Goa, Haryana, HP, Karnataka, Kerala, MP, Maharashtra, Punjab, Rajasthan, UP
6	Digitization of Maps	7 States/UTs : Chhattisgarh, Gujarat, Goa, MP, Tripura, WB and Puducherry
7	Computerization of Registration	23 States/UTs :- Andhra Pradesh, Assam Bihar, Gujarat, Goa, Haryana, HP, Jharkhand, Karnataka, Kerala, Maharashtra, Orissa, Punjab, Sikkim, TN Tripura,

		UP, Uttarakhand, WB, Chandigarh, D&N Haveli Delhi and Puducherry
8	E-Stamping	8 States/UTs :- Assam, Gujarat, Karnataka, Maharashtra, Orissa, Chandigarh, Delhi, Puducherry
9	Integration of Land Records and Registration	9 States/UTs :- Andhra Pradesh, Gujarat, Haryana, HP, Karnataka, Maharashtra, Orissa, Tripura and Puducherry

1.74 When the Committee desired to know the details of the efforts made by the Department to achieve the objective of NLRMP till the end of Twelfth Five Year Plan and whether year wise targets have been formulated to achieve the objective of NLRMP the DoLR in their written replies submitted that the NLRMP was approved by the Cabinet on 21.08.2008 with the ultimate objective of ushering in the system of conclusive titling in the country. District is the unit of implementation where all the activities under the programme are proposed to converge. All the districts of the country are proposed to be covered by the end of the 12th Five Year Plan. Further, each State/UT is required to prepare a perspective plan giving details of the Districts to be covered year-wise. As on 31.01.2013, funds have been sanctioned under the NLRMP for coverage of 315 districts. For conclusive titling, up-to-date and real-time land records are an essential pre-requisite. The effective implementation of the NLRMP will help the States/UTs in reaching this stage.

1.75 As “land and maintenance of land records” is a State subject under the Constitution, so to usher in the system of conclusive titling, a Model Land Titling Bill has been prepared by the Department. It has been sent to the M/o Law and Justice for vetting. This Bill will be applicable to the UTs without legislature and act as a model for rest of the UTs and States.

1.76 On the apprehension of the Committee that the computerized data may be incorrect, the representative of the DoLR stated during evidence that the Revenue Officer is competent to correct that on the application of the concerned person.

1.77 On computerization of registration a representative of DoLR informed as under:

“Madam, encumbrance data in many States are seen for 15 years, 20 years or 25 years. Therefore, this one is one of our components in computerisation of registration, that their each and every data may be put in digital database so that you can search and access it. Some States have done this....the database available with the Department of Revenue has been computerised by them.”

(vi) Training and Capacity Building

1.78 The Committee were informed that 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.

1.79 When the Committee enquired about the status of establishment the NILAM, the DoLR in their reply stated that the Planning Commission has given “in-principle” approval for the establishment of the NILAM. The EFC note for the NILAM has been prepared by the Department and circulated to the concerned Ministries/Department of Govt. of India. Meeting to consider the aforesaid EFC note was held on 11.01.2013 under the Chairmanship of Secretary, Department of Expenditure, Ministry of Finance. It was decided in the meeting that the proposal may be revisited by the Department and the revised EFC note may be put up for consideration.

1.80 So far 31 NLRMP Cells/Centres have been sanctioned in 26 different States.

(vii) Monitoring and control

1.81 At the national level, for sanctioning of projects and monitoring and reviewing of the programme, a Project/Proposal Sanctioning and Monitoring Committee has been set up under the chairpersonship of the Secretary, Department of Land resources. The Committee considers the proposals received from the States/UTs for release of funds and reviews progress of the NLRMP work. Review meetings are organised for monitoring and review of the programme. Formats for Management Information System (MIS) have 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 Centre Services Inc. (NICSI) was entrusted with 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.

D. Unspent Balances

1.82 Programme wise unspent balance of funds under different Schemes under the Department with different States (as on 31.12.2012) is as under:

(Rs. In crore)								
S. No.	STATE	IWDP	DPAP	DDP	IWMP	CLR	SRA&ULR	NLRMP
1	2	3	4	5	6	7	8	9
1	Andhra	20.18	47.81	11.17	241.94	2.51	8.07	54.87
2	Arunchal Prd.	9.43	0.00	0.00	17.71	0.00	0.00	4.86
3	Assam	10.56	0.00	0.00	68.78	15.30	5.31	21.36
4	Bihar	8.71	6.95	0.00	12.06	4.17	7.35	18.61
5	Chhattisgarh	14.45	18.77	0.00	83.69	0.00	7.85	31.89
6	Gujarat	15.80	33.31	28.93	605.57	11.08	11.02	46.09
7	Goa	0.00	0.00	0.00	0.00	0.03	0.13	0.00
8	Haryana	1.64	0.00	12.65*	8.84	1.75	0.05	28.62
9	Himachal	17.15	12.15	10.40	90.28	4.16	2.15	18.37

10	Jammu &	7.24	3.52	3.25	15.12	15.42	1.96	8.90
11	Jharkhand	2.92	3.52	0.00	63.37	9.76	2.50	23.90
12	Karnataka**	1.41	9.60	4.69	270.03	11.81	15.08	0.00
13	Kerala	8.64*	0.00	0.00	28.25*	0.00	0.77	1.10
14	Madhya	0.61*	15.26	0.00	193.03	7.96	3.88	71.33
15	Maharashtra	24.35	56.25	0.00	992.30	9.18	1.14	43.05
16	Manipur	7.42	0.00	0.00	39.53	2.00	0.60	1.69
17	Meghalaya	1.01	0.00	0.00	2.03	0.00	0.00	6.24
18	Mizoram	2.81	0.00	0.00	0.28	0.00	0.00	2.01
19	Nagaland	0.00	0.00	0.00	1.13	0.45	0.50	4.77
20	Odisha	26.95*	14.66	0.00	80.07	7.30	7.61	17.29
21	Punjab	1.21	0.00	0.00	4.30	1.33	1.21	14.40
22	Rajasthan	2.53*	6.29*	135.14	892.98	4.79	7.38	41.37
23	Sikkim	0.02	0.00	0.00	1.49	0.35	0.00	1.71
24	Tamil Nadu	9.10	9.06	0.00	154.82	1.25	2.36	2.81
25	Tripura	0.13	0.00	0.00	14.55	0.00	0.17	2.75
26	Uttar Pradesh	0.52	1.97	0.00	123.74	7.75	19.70	18.27
27	Uttarakhand	4.18	5.64	0.00	19.77	12.14	2.51	1.18
28	West Bengal	2.68	3.08	0.00	27.53	0.00	11.65	69.67
29	A&N Islands	0.00	0.00	0.00	0.00	0.00	0.15	0.21
30	Chandigarh	0.00	0.00	0.00	0.00	0.15	0.00	0.00
31	D&N Haveli	0.00	0.00	0.00	0.00	0.12	0.06	1.01
32	Delhi	0.00	0.00	0.00	0.00	0.97	0.18	1.18
33	Daman & Diu	0.00	0.00	0.00	0.00	0.43	0.00	1.04
34	Lakshadweep	0.00	0.00	0.00	0.00	0.34	0.11	0.30
35	Puducherry	0.00	0.00	0.00	0.00	1.12	0.91	3.45
	Total	201.65	247.84	206.23	4053.1	133.3	122.3	560.71

* Unspent balances reported as on 30.10.2012.

** Unspent balance in respect of Karnataka reported as on November, 2012.

1.83 Finding unspent balances to the tune of Rs. 201.65 crore in IWDP, Rs. 247.84 crore in DPAP, Rs. 206.23 crore in DDP and Rs. 4053.19 crore under IWMP, the Committee desired to know the reasons for the unspent balances in the aforesaid schemes alongwith steps taken for fully utilizing the funds. The DoLR in a written note stated as under:

“As per the Guidelines of the programme, central funds were being released, batch-wise, directly to State Level Nodal Agencies for implementation of IWMP. A batch of projects was eligible for claiming 2nd installment on expenditure of 60% of the 1st installment funds. Similarly projects were 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. With the aforesaid 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. Accordingly, unspent balance of previous installment is in-built in the Guidelines. Out of Rs. 4,708.91 crore of unspent balance, Rs.4,053.19 crore (i.e 86%) is under IWMP. Out of this an amount Rs. 2,382.07 crore has been released during 2012-13 (as on 31.12.2012). As per the Common Guidelines, 2008 (Revised Edition - 2011) under which the scheme is being implemented, 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 States upto a period of 2 years for activities like preparation of DPRs with scientific inputs, implementation of Entry Point Activities, institution & capacity building etc. As the preparatory phase of 1st batch of IWMP projects (2009-10) and some projects of 2nd batch (2010-11) is complete and projects have entered the works phase, it is expected that the pace of expenditure will improve during 2013-14. To address the issue of unspent balances under IWMP, Department has revised fund release mechanism during 2012-13. This mechanism *inter alia* provides for taking into account the unspent balance available with the States while releasing central funds to SLNAs. 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, Conference of the State Ministers, Conference of Chief Executive Officers of SLNAs, Steering Committee meetings, Regional Review meetings, SLNA meetings held at State level and Department officials' visit to States. The States have been advised to expedite implementation of projects and minimize unspent balances."

1.84 Further, the Committee desired to know as to how the merger of DPAP, DDP & IWDP sought to do away with the inherent flaws in the Schemes has contributed to the rise in unspent balances, the DoLR in the written reply *inter alia* stated that 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. With the aforesaid 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. Accordingly, unspent balance of previous installment is in-built in the Guidelines.

1.85 The issue of unspent balances under the erstwhile schemes of CLR and SRA&ULR is reviewed regularly by the Department in the meetings of the Revenue

Secretaries/Director Land Records of the States/UTs. States/UTs have indicated that works under the above schemes are at various stages of progress, so they must be given extra time to complete such works. Accordingly, the States/UTs have been directed to utilize the unspent balances available with them under the SRA & ULR scheme up-to 28th February, 2013. The balance funds if any on 28th February, 2013, should be returned by 31st March, 2013.”

1.86 On the steps taken to utilize the Unspent Balances under NLRMP the DoLR furnished the following information:

“The various activities under the NLRMP i.e. computerization of land records, survey/re-survey, computerization of registration and inter-connectivity between revenue and the registration offices etc. are proposed to be completed in two years in a district. As these activities involve usage of modern technology, out-sourcing of various activities, business process re-engineering, changes in the land revenue laws/manuals/ rules etc., States are taking a longer time in the implementation of the NLRMP. However, DoLR is facilitating the States/UTs in smooth transition to the electronic system of land records management. The DoLR has taken following initiatives in this regard:

- i. Detailed guidelines for implementation of the NLRMP have been prepared and circulated to the States.
- ii. Management Information System (MIS) has been prepared and put online to facilitate monitoring of the program.
- iii. Guidelines for the establishment of the Project Management Unit (PMU) have been prepared and circulated to the States/UTs for better coordination between different Departments and smoother fund flow.
- iv. Considering the special circumstances prevalent in the North-Eastern States, the funding pattern (State Share:Central Share) for them has been changed from 50:50 (survey/resurvey and modern record rooms), and 25:75 (computerization of registration) to 90:10.
- v. Technical fair, symposium and workshops etc. are being organized for experience sharing and guidance of the States/UTs in implementation of the program.
- vi. Regional review meetings are being organized to review the implementation of the program and chalk out the future course of action for each State/UT.
- vii. Model Request for Proposal (RFP) and tender documents for various components of the NLRMP have been prepared and circulated to the States.
- viii. State/UT specific Results Framework Document (RFD) have been prepared and communicated to the States/UTs delineating various targets to be achieved in a year.”

1.87 Explaining further about NLRMP, the DoLR, *inter alia* stated that under the erstwhile schemes of Computerization of Land Records (CLR) and Strengthening of Revenue Administration & Updating of Land Records (SRA & ULR) funds were released to the States as per their specific demands. This has resulted in scattered progress in various aspects of the computerization of land records. This deficiency has been addressed in the revised scheme of NLRMP. Funds under NLRMP are released for a district, where all the activities of the computerization of land records are proposed to be completed thereby removing the inherent flaws in the earlier schemes.

E. Strategy for Achieving targets during 2013-14

1.88 To achieve the targets during the fiscal year 2013-14, the DoLR proposes to follow the following strategy:

- All the States are being covered under RFD (Results Framework Document)
- Exercise for developing State Annual Action Plan 2013-14 has been undertaken
- Pace of Expenditure is being expedited by Policy initiatives:
 - Flexibility has been given to the States to use the funds from one activity to the other and from one district to other
 - Fund flows through State Level PMU
 - Capacity Building is done through NLRMP Cell/SOI/NIC etc.
 - Regional Review Meetings are to be held
 - Seminars / Workshops are to be conducted to facilitate interaction of States & IT / Spatial Industries
 - Best Practices with States are to be shared
 - Revision in cost norms to be made in line with rising prices

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

2.1 The Committee note that the detailed Demands for Grants 2013-14 of the Ministry of Rural Development (Department of Land Resources) (Demand No. 84) were laid in Lok Sabha on 14 March, 2013. The total allocation at the Budget Estimate (BE) stage is Rs. 5772.85 crore of which the Plan allocation is Rs. 5765 crore and Non-plan allocation is Rs. 7.85 crore. The Committee find that the Plan allocation during current fiscal 2013-14 stands at Rs. 2564 crore higher i.e. 80 per cent higher than that of the previous fiscal 2012-13. The Committee endorse the Demands for Grants of the Department for the year 2013-14. The Observations/ Recommendations of the Committee are detailed in succeeding paragraphs.

OVERALL ANALYSIS

2.2 The Committee note that the total Plan allocation of Rs. 3201 crore at BE stage during the previous year 2012-13 was reduced by Rs. 201 crore at RE stage and stood at Rs. 3000 crore. Earlier, the Plan BE allocation during the year 2011-12 was also reduced by Rs. 275 crore at RE stage. Considering the increased budget of Rs. 5772.85 crore for the current fiscal 2013-14, the Committee would like the Department to ensure that the projected activities of the schemes /projects are implemented by them in right earnest so as to utilize the funds fully and also to avoid reduction of budget at RE stage by the Ministry of Finance/ Planning Commission.

(Recommendation Sl. No.1, Para No.2.2)

2.3 The Committee find percentage increase in outlay of funds for the two schemes of the Department viz. Integrated Watershed Management Programme (IWMP) and National Land Records Modernisation Programme (NLRMP) during the current fiscal 2013-14 which is 76.62% and 151.67% respectively as compared to the previous financial year 2012-13. The Committee note that though the DoLR has revised the fund release mechanism under IWMP for fully utilizing the funds and has taken many initiatives eg. Regional review meetings, study tours, seminars, technical fares, State/ UT specific Results Framework Document (RFD), Memorandum of understanding with the States/ UTs, etc. under NLRMP but these efforts have not yielded the desired results. Moreover, going by the past performance, the Committee apprehend that the increase in allocation during the current fiscal 2013-14 might be brought down at the RE stage. The Committee, therefore, would like the DoLR to monitor the schemes vigorously and review their implementation on quarterly basis and if need be more frequently so that timely interventions could be made to remove the inadequacies and plug the gaps, if any.

(Recommendation Sl. No.2, Para No.2.3)

FIVE YEAR PLAN ALLOCATIONS

2.4 The Committee find that the total outlay during Twelfth Plan as approved by the Planning Commission is Rs. 30,296 crore comprising of Rs. 29,296 crore for IWMP and Rs. 1,000 crore for NLRMP. The Committee also note that the approved Eleventh Plan outlay of the DoLR was Rs. 15930 crore, out of which

only Rs.10305.80 crore were actually allocated to the DoLR. The Committee therefore, desire the DoLR to make all out efforts to improve their performance so that the approved outlay is utilised during the Twelfth Plan and objectives set are achieved fully.

(Recommendation SI. No.3, Para No.2.4)

2.5 The Committee are informed that the objectives set by DoLR for the Eleventh Five Year Plan were met with satisfaction except for the slow pace of implementation of programmes. The Committee are also apprised that the priorities of DoLR during the Twelfth Plan would be to complete IWMP projects sanctioned during the Eleventh Plan, sanction of new IWMP projects covering an area of 25 million hectare, completion of phase wise activities of the projects sanctioned during the Twelfth Plan and to cover all the Districts of the country under NLRMP. The Committee find contradiction in the information furnished by the DoLR that all the objectives of the Eleventh Plan were met with satisfaction except the pace of it. The Committee fail to understand as to how the objectives were met when the pace of implementation lagged behind. The Committee would, therefore, await a clarification from the Department in this regard.

(Recommendation SI. No.4, Para No.2.5)

Integrated Watershed Management Programme(IWMP)

2.6 The Committee are informed that IWMP was launched in 2009-10 by integrating three areas development programmes viz Desert Development Programme (DDP), Drought Prone Areas Programme (DPAP) and Integrated Wastelands Development Programme (IWDP). The project which is being implemented on watershed basis is to be completed over a period of 4 to 7 years from the date of sanction. The Committee are also informed that 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 Systems & Micro Enterprises. The Consolidation and Withdrawal Phase (1 to 2 years) involves consolidation and completion of various works. Accordingly, no IWMP project has reached the stage of completion so far. The cost norm for IWMP is Rs. 15000/- per ha for hilly and difficult area, Rs. 12000/- per ha for other areas and upto Rs. 15000 per ha for IWMP projects in Integrated Action Plan (IAP) Districts. The funding pattern under the scheme is in the ratio of 90:10 between the Centre and States.

In respect of the achievements of the IWMP, the Committee are *inter alia* apprised that 1356 projects covering an area of 6.31 million hectare have completed preparatory phase of implementation, dedicated institution with multi-disciplinary professional support is established in 28 States, DPRs for 3,382

projects have been prepared and WCDC has been established in 522 programme Districts. In view of the fact that the sanctioned projects have only completed the preparatory phase and the programme is being implemented w.e.f. 2009-10, the Committee are of the view that the projects sanctioned during the year 2009-10 should have reached near completion, in view of the fact that the time taken for completion of a IWMP project is 4-7 years. In this context, the Committee find that the performance of IWMP is yet to take off. The Committee therefore, recommend the Department to make sincere and earnest efforts to increase the pace of implementation of the programme so that the targets set are achieved in a time bound manner. The Committee would also like to be apprised of the steps taken by the DoLR in this regard.

(Recommendation SI. No.5, Para No.2.6)

2.7 The Committee note that DoLR has taken various steps for effective monitoring of the IWMP which includes, online Management Information System (MIS), fixing of responsibilities to the State Level Nodal Agencies, review meetings, field visits, etc. The Committee, however, feel that these steps have failed to yield the desired results and the monitoring system needs more focus. Besides this the Committee recommend that local bodies such as PRIs should also be involved in the monitoring of the IWMP for its effective implementation.

(Recommendation SI. No.6, Para No.2.7)

Status of Pre-Integrated Watershed Management Programme (IWMP) Projects

2.8 The Committee note that DPAP, DDP and IWDP were merged into a single programme in 2009-10 viz IWMP. To give emphasis on completion of the ongoing projects, no new projects, were sanctioned w.e.f. 2007-08 under DPAP, DDP and IWDP. However, central assistance is still being released for the completion of ongoing projects of DDP, DPAP and IWDP.

The Committee are apprised that under DPAP, 27439 watershed projects covering an area of 13.72 Million Hectare with a total cost of about Rs. 4259.27 crore were sanctioned upto 31.12.2012. Out of these sanctioned, 27439 projects, 19168 projects have been completed and 6154 projects have been closed. Further under IWDP, 1877 watershed projects covering an area of 10.722 Million Hectare with a total cost of about Rs. 45012.86 crore were sanctioned upto 31.12.2012 in the Blocks not covered by DDP and DPAP. Out of these, 1167 projects have been completed and 266 projects were closed. So far, the projects under the Programme have been implemented in 470 districts. Under DDP, 15,746 watershed projects covering an area of 7.873 million hectares with a total cost of about Rs.3142.79 crore were released till 31.12.2012. Out of these, 13,319 projects have been completed and 825 projects have been closed. The number of pending DPAP, DDP and IWDP projects stand at 2117, 1602 and 444 respectively. The Committee would therefore, expect the Government to prepare the time frame for completion of these projects.

(Recommendation SI. No.7, Para No.2.8)

2.9 The Committee are of the view that the dovetailing of the schemes has been done by the DoLR to put a curtain on the failure of the schemes. The Committee are of the view that the projects which are closed mid way, the resources and the funds put therein proved unproductive. The Committee, therefore, desire the Department to analyze the amount that has been wasted, the area which could not be covered on such projects and the number of people deprived of the estimated benefits due to closure of projects under these schemes. The Committee would also like the Government to prepare a detailed Report on the closed projects *inter alia* including the reasons and expenditure incurred in each of the project closed and apprise the Committee of the same.

(Recommendation SI. No.8, Para No.2.9)

National Land Records Modernisation Programme (NLRMP)

2.10 The Committee note that Computerisation of Land Records(CLR) and Strengthening of Revenue Administration&Updating of Land Records(SRA&ULR) administered by DoLR upto 2007-08 were merged into a modified and upgraded Centrally Sponsored Scheme in the shape of NLRMP by adding new components with the ultimate goal to usher in the system of conclusive titling to replace the current system of presumptive titles in the country. The activities to be undertaken are to coverage in the district which is the unit of implementation. All districts in the country are expected to be covered by the end of 12 Five Year Plan.

The Committee are apprised that the budgetary allocation for 11th Five Year Plan for NLRMP was Rs. 581 crore which has been enhanced to Rs. 1000 crore during Twelfth Five Year Plan which is nearly double as compared to 11th Plan allocation. The Committee also note that during the first year of the 12th Five Year Plan, Rs. 96 crore were allocated which was nearly utilized (Rs. 94.85 crore). Further, the allocation for the second year i.e. 2013-14 has been enhanced to Rs. 377.50 crore which is Rs. 282.65 crore higher i.e. almost more than three times than what the Department could spend during 2012-13. Keeping in view the last year's utilization level, the Committee, expect the Department to initiate sincere and concerted efforts from the very beginning to fully utilize the enhanced funds not only during current fiscal but also during the remaining years of 12th Five Year Plan so as to achieve the targets of NLRMP by the end of 12th Five Year Plan. They would like to be apprised of the steps taken by the Department in this direction.

(Recommendation SI. No.9, Para No.2.10)

2.11 The Committee note that so far 23 States/UTs have computerized Registrations, 20 States/UTs have computerized their RoRs and 18 States/UTs have put up their RoRs on web, 17 States/UTs have stopped manual issue of RoRs, 12 States have started issuing RoRs through Kiosks/Common Service Centres; 9 States/UTs have integrated land records and registration, 8 States/UTs have started use of E-stamping, 7 States/UTs have digitized their Maps and only 6 States/UTs i.e. Andhra Pradesh, Goa, Jharkhand, Maharashtra, Rajasthan and UP

have started issuing digitally signed RoRs. The Committee are dismayed to note this slow progress of implementation of modernization of land records across the country. The Committee are of the view that though the NLRMP is an extremely important programme, still much needs to be desired in view of the fact that so far only 315 districts have been covered and majority of States/UTs are lagging behind in various activities. The Committee apprehend that with this slow speed of implementation of NLRMP it seems difficult to achieve the target of full computerization of land records by 2017. The Committee expect that with more and more computerization in all the sectors including E-Governance, the State Governments would take the programme seriously. Accordingly, the Department should take all steps to complete the computerization of land records by the year 2017 i.e. terminal year of 12th Plan.

(Recommendation SI. No.10, Para No.2.11)

2.12 The Committee in their 33rd Report had also recommended the Government to implement the programme with due seriousness by assigning it high priority and formulating year-wise targets so that computerization of land records across the country is completed by the end of Twelfth Five Year Plan. While reiterating their recommendation, the Committee strongly recommend the Government to formulate year-wise targets and apprise them of the same so that benefits of computerization of land records are reaped by the citizens. The Committee at the same time also desire the Government to find out modalities to have correct and upto date land records in order to avoid inconvenience to the common man.

(Recommendation SI. No.11, Para No.2.12)

2.13 Considering capacity building as an integral part of NLRMP, the Committee in their Thirty Third Report had recommended the Government to expedite setting up of National Institute of Land and Management (NILAM) to facilitate training of officials in modern methods and techniques. In this context, the Committee are apprised that Expenditure Finance Committee (EFC) Note prepared by the Department was considered in the meeting held under the Chairmanship of Secretary, Department of Expenditure, Ministry of Finance on 11.1.2013. It was decided therein that the proposal may be revisited by the Department and revised EFC note be put up for consideration. Since the second year of 12th Five Year Plan has already started, the Committee would like the Government to expedite the matter by putting up revised EFC note at the earliest so as to facilitate setting up of NILAM. The Committee would also like to be apprised of the follow up action taken in this regard and time frame for setting up the Institute.

(Recommendation Sl. No.12, Para No.2.13)

Unspent Balances

2.14 The Committee observe that upto 31.12.2012 Rs. 6092.27 crore have been released under the scheme of IWMP out of which Rs. 4053.19 crore were lying unspent. The Committee also find that under the IWMP, the North- Eastern States of Meghalaya, Mizoram, Nagaland, Sikkim and Tripura have shown good utilization of funds. The Committee note with concern that in the States of Maharashtra, Bihar, Uttarakhand, Rajasthan, Gujarat and Manipur the unspent

balances are more than 80% of the central releases as on 13.12.2012. whereas, in the States of Jammu & Kashmir, Kerala and West Bengal the unspent balances have surpassed the central releases. The Committee would like the Department to expedite the implementation of IWMP in the aforesaid non performing states as the good performance of the scheme is crucial for the development of the people residing in difficult areas.

(Recommendation SI. No.13, Para No.2.14)

2.15 On the fund release mechanism the Committee are apprised that central funds were being released, batch-wise, directly to State Level Nodal Agencies for implementation of IWMP. A batch of projects was 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. Further, pre-IWMP (i.e. DPAP, DDP and IWDP), project wise funds are released in the individual project accounts. The Committee also note that 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. With this kind of arrangement, the funds of the watershed projects both under IWMP and Pre-IWMP do not lapse at the end of the financial year and roll over to the next year. Accordingly, unspent balance of previous installment is in-built in the Guidelines. The Committee strongly recommend that the Ministry should improve their co-ordination with the State Governments with a view to expedite completing the projects resulting in release of more funds.

(Recommendation SI. No.14, Para No.2.15)

2.16 The Committee find that a total of Rs. 722.29 crore have been released as on 31.1.2013 under NLRMP covering 315 districts, whereas utilization Report for funds amounting to only Rs. 130.46 crore has been received which clearly reflects that balance to the tune of Rs. 591.83 crore is still lying unspent which is about 80% of the total funds released. The Committee are of the view that unspent balances is a matter of deep concern and needs to be addressed at the earliest. The Committee feel that the issue assumes all the more importance when on one hand there is enhancement in budgetary allocations and on the other hand there is rise in unspent balances. To utilize unspent balance, the Committee recommend the DoLR to pursue this matter with the State Governments to expedite the scheme by taking effective remedial measures and to motivate them to furnish utilization Certificates in time so that funds are effectively utilized in time.

(Recommendation Sl. No.15, Para No.2.16)

NEW DELHI;
22 April, 2013
2 Vaisakha, 1935 (Saka)

SUMITRA MAHAJAN
Chairperson,
Standing Committee on Rural Development

Financial progress under NLRMP 2008-09 to 2012-13 (as on 31.01.2013)
(Vide para 1.67 of the Report)

(Rs. in Lakh)

Sl. No.	States/UTs	2013			
		Total Released funds	Districts Covered	Utilisation Report for funds	Unspent Balance
1	Andhra Pradesh	5505.440	6	18.750	5486.690
2	Arunachal Pradesh	48.600	1		48.600
3	Assam	2135.745	27		2135.745
4	Bihar	4495.938	27	2634.570	1861.368
5	Chhattisgarh	3345.565	13	156.625	3188.940
6	Gujarat	6456.755	22	1646.340	4810.415
7	Goa	0.000	0		0.000
8	Haryana	3886.430	21	1024.000	2862.430
9	Himachal Pradesh	2298.770	7	461.230	1837.540
10	J & K	889.960	9		889.960
11	Jharkhand	2389.910	20		2389.910
12	Karnataka	2451.200	6		2451.200
13	Kerala	926.240	7	815.740	110.500
14	Madhya Pradesh	10068.790	27	2935.490	7133.300
15	Maharashtra	4717.150	16	412.260	4304.890
16	Manipur	168.530	4		168.530
17	Meghalaya	623.750	5		623.750
18	Mizoram	588.960	2	387.720	201.240
19	Nagaland	815.135	6	338.260	476.875
20	Odisha	2580.41225	15	851.7027	1728.710
21	Punjab	1440.063	5		1440.063
22	Rajasthan	4137.210	4		4137.210
23	Sikkim	231.900	4	61.390	170.510
24	Tamil Nadu	281.140	2		281.140
25	Tripura	1163.351	7	539.365	623.986
26	Uttar Pradesh	1852.488	26	25.990	1826.498
27	Uttarakhand	189.500	0		189.500
28	West Bengal	7530.570	19	524.020	7006.550
29	A & N Islands	72.250	1	51.400	20.850
30	Chandigarh	0.000	0		0.000
31	D & N Haveli	125.330	1	24.290	101.040
32	Delhi	117.500	0		117.500
33	Daman & Diu	103.720	2		103.720
34	Lakshadweep	166.410	1	136.660	29.750
35	Puducherry	344.570	2		344.570
36	Misc. (NIC)	80.000	0		80.000
	Total	72229.28185	315	13045.803	59183.47915

STANDING COMMITTEE ON RURAL DEVELOPMENT (2012-2013)

MINUTES OF THE TENTH SITTING OF THE COMMITTEE HELD ON

WEDNESDAY, THE 10 APRIL, 2013

The Committee sat from 1100 hours to 1240 hours in Committee Room No. D, Ground Floor, Parliament House Annexe, New Delhi.

Shrimati Sumitra Mahajan - *Chairperson*

MEMBERS
LOK SABHA

2. Shri Pulin Bihari Baske
3. Shri Premchand Guddu
4. Shri Bijoy Krishna Handique
5. Shri Maheshwar Hazari
6. Shri Nimmala Kristappa
7. Shri Bishnu Pada Ray
8. Shri Anantha Venkatarami Reddy
9. Smt. Annu Tandon
10. Smt. Usha Verma
11. Shri P. Viswanathan
12. Shri Madhu Goud Yaskhi

RAJYA SABHA

13. Shri Munquad Ali
14. Shri Mahendra Singh Mahra
15. Shri C.P. Narayanan
16. Shri Mohan Singh
17. Prof. Saif-ud-Din Soz

SECRETARIAT

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

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

- | | | | |
|----|------------------------|---|------------------------|
| 1. | Shri Prabhudayal Meena | - | Additional Secretary |
| 2. | Smt. B. Bhamathi | - | Special Secretary & FA |
| 3. | Shri Surendra Kumar | - | Joint Secretary |
| 4. | Dr. Savita Anand | - | Joint Secretary (WM) |
| 5. | Shri P. K Gautam | - | Economic Adviser |

6.	Shri G.P. Gupta	-	Chief Controller of Accounts
7.	Shri Charanjit Singh	-	Director (LR)
8.	Shri V.M. Arora	-	Director (DDP)
9.	Shri Jagdish Singh	-	DIG (WM)

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 (Ministry of Rural Development) in connection with examination of Demands for Grants (2013-14) of the Department.

[Witnesses were then called in]

3. After welcoming the witnesses, the Chairperson read out Direction 55(1) of the 'Directions by the Speaker' regarding confidentiality of the proceedings. Thereafter, the Chairperson in her opening remarks highlighted the issues pertaining to huge unspent balances in the two schemes of Integrated Watershed Management Programme (IWMP) and National Land Records Modernisation Programme (NLRMP). After the permission from the Chairperson, the representative of the Department of Land Resources made a power point presentation highlighting the salient features of the programmes being implemented by the Department *inter-alia* covering their current implementation status, physical and financial achievements, etc. The members sought clarifications on various issues relating to incomplete projects of the earlier schemes of Desert Development Programme (DDP), Drought Prone Areas Programme (DPAP) and Integrated Wastelands Development Programme (IWDP) which were merged into a single programme of Integrated Watershed Management Programme (IWMP), status of Bio-fuels projects, progress under NLRMP and integration of Land Records with Registration, etc. These were replied to by the witnesses.

4. On those queries on which the information was not readily available, the Department was directed to furnish written replies to the Secretariat.

[The witnesses then withdrew]

5. A Verbatim record of the proceedings has been kept.

The Committee then adjourned.

COMMITTEE ON RURAL DEVELOPMENT (2012-2013)

EXTRACTS OF THE MINUTES OF THE ELEVENTH SITTING OF THE COMMITTEE HELD ON
THURSDAY, THE 18 APRIL 2013

The Committee sat from 1100 hrs. to 1220 hrs. in Committee Room No. 'D', Ground Floor, Parliament House Annexe, New Delhi.

PRESENT

Shrimati Sumitra Mahajan - Chairperson

MEMBERS**Lok Sabha**

18. Shri Pulin Bihari Baske
19. Shri Premchand Guddu
20. Shri Bijoy Krishna Handique
21. Shri Maheshwar Hazari
22. Shri Nimmala Kristappa
23. Shri Bishnu Pada Ray
24. Smt. Usha Verma
25. Shri P. Vishwanathan
26. Shri Madhu Goud Yaskhi

Rajya Sabha

27. Shri Vinay Katiyar
28. Shri Mahendra Singh Mahra
29. Shri C.P. Narayanan
30. Shri Mohan Singh

SECRETARIAT

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

2. At the outset, the Chairperson welcomed the members to the sitting of the Committee and apprised about the Agenda for the sitting. The Committee then took up for consideration the Draft Reports on Demands for Grants (2013-14) of the Department of Land Resources (Ministry of Rural Development) and XXX XXX. After discussing the Draft Reports in detail, the Committee adopted the Draft Reports with minor modifications.

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

The Committee then adjourned.

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