

**STANDING COMMITTEE ON RURAL DEVELOPMENT**

**(2013-2014)**

**48**

**FIFTEENTH LOK SABHA**

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

*[Action taken by the Government on the recommendations contained in the Thirty-Eighth Report  
(Fifteenth Lok Sabha) on Demands for Grants (2013-14) of the Ministry of Rural Development  
(Department of Land Resources)]*

**FORTY EIGHTH REPORT**



**LOK SABHA SECRETARIAT**

**NEW DELHI**

# **FORTY EIGHTH REPORT**



**STANDING COMMITTEE ON RURAL DEVELOPMENT  
(2013-2014)  
(FIFTEENTH LOK SABHA)**

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

*[Action taken by the Government on the recommendations contained in the Thirty-Eighth Report (Fifteenth Lok Sabha) on Demands for Grants (2013-14) of the Ministry of Rural Development (Department of Land Resources)]*

Presented to Hon'ble Speaker on 04.01.2014

Presented to Lok Sabha on 07.02.2014

Laid in Rajya Sabha on 07.02.2014



**LOK SABHA SECRETARIAT  
NEW DELHI**

*January, 2014/Pausa, 1935 (Saka)*

CRD No. 94

*Price : Rs.*

© 2013 BY LOK SABHA SECRETARIAT

Published under Rule 382 of the Rules of Procedure and Conduct of Business in Lok Sabha (Fourteenth Edition) and Printed by \_\_\_\_\_.

## CONTENTS

	Page No.
COMPOSITION OF THE COMMITTEE (2013-2014) .....	(ii)
INTRODUCTION .....	(iii)
CHAPTER I            Report .....	1
CHAPTER II            Recommendations which have been accepted by the Government .....	7
CHAPTER III            Recommendations which the Committee do not desire to pursue in view of the Government's replies .....	16
CHAPTER IV            Recommendations in respect of which replies of the Government have not been accepted by the Committee .....	17
CHAPTER V            Recommendations in respect of which final replies of the Government are still awaited .....	18

## APPENDICES

I. Minutes of the sixth sitting of the Committee held on 17 December, 2013	19
II. Analysis of Action taken by the government on the recommendations contained in the Thirty-Eight Report (15th Lok Sabha) of the Standing Committee on Rural Development.....	21

**COMPOSITION OF THE STANDING COMMITTEE ON  
RURAL DEVELOPMENT (2013-2014)**

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. Shri Prabhunath Singh
15. Dr. Sanjay Singh
16. Smt. Supriya Sule
17. Smt. Annu Tandon
18. Shri Narendra Singh Tomar
19. Smt. Usha Verma
20. Shri P. Viswanathan
21. Shri Madhu Goud Yaskhi

**RAJYA SABHA**

22. Shri Mani Shankar Aiyar
23. Shri Munquad Ali
24. Shri D. Bandyopadhyay
25. Sardar Sukhdev Singh Dhindsa
26. Shri Vinay Katiyar
27. Shri Faggan Singh Kulaste
28. Shri Mahendra Singh Mahra
29. Shri C.P. Narayanan
30. Vacant\*
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 Mohan Singh from 22.09.2013

## INTRODUCTION

I, the Chairperson of the Standing Committee on Rural Development (2013-2014) having been authorized by the Committee to present the Report on their behalf, present the Forty Eighth Report on the action taken by the Government on the recommendations contained in the Thirty-Eighth Report of the Standing Committee on Rural Development (Fifteenth Lok Sabha) on Demands for Grants (2013-14) of the Ministry of Rural Development (Department of Land Resources).

2. The Thirty-Eighth Report was presented to Lok Sabha/laid in Rajya Sabha on 30 April, 2013. Replies of the Government to all the recommendations contained in the Report were received on 26 November, 2013.

3. The Draft Report was considered and adopted by the Committee at their sitting held on 17 December, 2013.

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

**NEW DELHI;**  
**17 December, 2013**  
**26 Agrahayana, 1935 (Saka)**

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

## REPORT

### CHAPTER I

This Report of the Standing Committee on Rural Development (2013-14) deals with the action taken by the Government on the Observations/Recommendations contained in their Thirty-eighth Report (Fifteenth Lok Sabha) on Demands for Grants of the Ministry of Rural Development (Department of Land Resources) for the year 2013-2014.

2. Thirty-eighth Report was presented to Lok Sabha on 30.04.2013 and was laid on the Table of Rajya Sabha on the same date. The Report contained 15 observations/recommendations:

3. Action Taken Notes in respect of all the observations/recommendations contained in the Report have been received from the Government. These have been examined and categorized as follows: ----

- |       |  |                           |
|-------|--|---------------------------|
| (i)   | Observations/recommendations which have been accepted by the Government:<br>Serial Nos.: 1, 2, 3, 4, 5, 6, 7, 9, 10, 11, 13, 14, and 15. | Total: 13<br>Chapter-II   |
| (ii)  | Observations/recommendations which the Committee do not desire to pursue in view of replies of the Government:<br>Serial No.: Nil        | Total: NIL<br>Chapter-III |
| (iii) | Observations/recommendations in respect of which replies of the Government have not been accepted by the Committee:<br>Serial No.: Nil.  | Total: NIL<br>Chapter-IV  |
| (iv)  | Observations/recommendations in respect of which final replies of the Government are still awaited:<br>Serial Nos. : 8 and 12.           | Total: 2<br>Chapter-V     |

4. **The Committee desire that final replies in respect of observations/recommendations for which only interim replies have been submitted by the Government and Action Taken Notes on the observations/recommendations contained in Chapter-I and V of the Report may be furnished to the Committee within three months of the presentation of this Report.**

5. The Committee will now deal with action taken by the Government on some of their observations/recommendations that require reiteration or merit comments.

**A. Monitoring of Integrated Watershed Management Programme (IWMP)  
[Recommendation (Serial No. 6, Para No. 2.7)]**

6. The Committee in their 38<sup>th</sup> Report had recommended as under:

"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."

7. The Department in their action taken reply have stated as under:--

"The Guidelines of the IWMP provide for involvement of Panchayat Raj Institutions (PRIs) at all levels i.e. planning, execution, monitoring and post project maintenance. Accordingly, States have been requested to involve the PRIs for effective implementation and monitoring.

**8. Observing that the present monitoring mechanism has failed to yield the desired results, the Committee had recommended to involve the PRIs in monitoring of IWMP for its effective implementation. The Committee while appreciating that States have been requested to involve the PRIs for effective implementation and monitoring, expect the Department to adopt a more focused approach for monitoring of the IWMP. The Committee would like the Department to monitor this vital aspect while monitoring the IWMP projects and keep a constant co-ordination with State Governments.**

**B. Time frame for completion of pre Integrated Watershed Management Programme projects  
[Recommendation (Serial No. 7, Para No. 2.8)]**

9. The Committee had recommended as under:

"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."

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

"It is submitted that the Department has taken a decision in consultation with the Ministry of Finance that the central assistance is to be released by 31.03.2014 only to the projects where the final installments (4<sup>th</sup> & 5<sup>th</sup>) were due except for the projects implemented in snow bound areas. Accordingly, a total of 43,554 Projects have been completed / closed and 1508 no. of projects, including the projects in snow bound area, are ongoing as on 30.09.2013. These ongoing projects are to be completed by 31.03.2014. The no. of ongoing projects in snowbound areas are 733 which will be completed by 31.03.2015."

**11. While observing that funds are still being released under DPAP, DDP and IWDP for completion of ongoing pre IWMP project, the Committee had recommended to put a timeframe for the completion of these projects. The Department in their action taken reply have apprised the Committee that 43554 projects have been completed/closed and 1508 projects are still continuing out of which 733 projects are in snow bound area. The Committee are further apprised that the ongoing projects are to be completed by 31.03.2014, whereas, the ongoing projects in the snow bound area will be completed by 31.03.2015. The Committee while appreciating that the Department have put a timeframe for completion of the projects would like the Department to ensure that more and more projects are completed and are not closed. The Committee would also desired to have a status Report at the end of March, 2014.**

**C. Setting up of National Institute of Land And Management**

**[Recommendation (Serial No. 12), Para No. 2.13]**

12. The Committee had recommended as under:

"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."

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

"As directed in the EFC meeting dated 11.01.2013, the revised EFC note for the establishment of the NILAM has been prepared by the Department and is being submitted for consideration."

14. **To facilitate the training of officials in modern methods and techniques, the Committee had desired the Department to expedite setting up of National Institute of Land and Management (NILAM) in their 33rd Report presented in Parliament on 28 August, 2012. The same was also reiterated in their 38<sup>th</sup> and 43<sup>rd</sup> Reports presented on 30 April, 2013 and 14 August, 2013 respectively. Finding that the 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, wherein, it was decided that the proposal be revisited and a revised EFC note be put up for consideration. The DoLR in their action taken reply have stated that the revised EFC note is being submitted. The Committee deplore the laxity on part of the Department as even after a lapse of almost one year, the Department have not been able to submit the revised EFC Note. Taking into consideration the significance of setting up NILAM, the Committee strongly urge the DoLR to expedite submitting revised EFC note and ensuring other follow-up action so that NILAM is set up at the earliest. The Committee would also like to be apprised of follow-up action take in this regard alongwith the timeframe for setting up the Institute.**

## D. Unspent Balances

### [Recommendation (Serial No. 13, Para No. 2.14)].0

15. The Committee had recommended as under:

"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."

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

"As desired by the Hon'ble Standing Committee, the Department is making sincere efforts to increase the pace of implementation of IWMP. In order to expedite the pace of implementation, the Department has taken following steps:

- (i) Meeting with Principal Secretaries of the State nodal department for IWMP and Chief Executive Officers of State Level Nodal Agency (SLNA) of all States was organized on 03.04.2013 to finalize the Plan for implementation of IWMP during 2013-14.
- (ii) Hon'ble Minister for Rural Development has addressed a DO letter to Hon'ble Chief Ministers of the States highlighting the issues related to IWMP and requested to expedite the pace of implementation of IWMP in the States.
- (iii) The Department initiated Quarterly Review Meeting with States and the review with States for the Quarter-I & II of the current financial year has been completed.
- (iv) Regional Review Meeting for the States of the Northern Region was organized on 14.06.2013 under the chairmanship of Secretary, Department of Land Resources.
- (v) The implementation of the scheme is being reviewed with States regularly through Steering Committee meetings, SLNA meetings and field visits."

17. **Noticing more than 80% unspent balances under the scheme of IWMP in the States of Maharashtra, Bihar, Uttarakhand, Rajasthan, Gujarat and Manipur and unspent balances surpassing the central releases in the States of Jammu & Kashmir, Kerala and West Bengal, the Committee in order to curb the unspent balances had recommended to expedite implementation of IWMP in these non-performing States. The Department in their action taken replies furnished to the Committee**

have enumerated various steps being taken by them to expedite the pace of implementation of the IWMP in these States. Since good performance of the Scheme is crucial for the development of people, the Committee, while reiterating their recommendation desire that the Department should discuss the matter with the State Governments to find out the problems being faced by them in implementing the scheme and take necessary steps and chalk out special plan of action specifically for those States which have shown abysmally poor performance with regard to implementation of the programme.

**CHAPTER II****RECOMMENDATIONS WHICH HAVE BEEN ACCEPTED BY  
THE GOVERNMENT****Recommendation (Serial No. 1, Para No. 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.

**Reply of the Government**

As advised by the Hon'ble Standing Committee, sincere efforts are being made by the Department for utilization of funds fully during the current financial year (2013-14). So far as IWMP is concerned an amount of Rs. 1594.67 crore has been released to the States up to 30<sup>th</sup> September, 2013.

In the case of NLRMP, a detailed strategy has been worked out in consultation with the States/UTs to ensure full utilization of the allocated amount during the fiscal year 2013-14. In pursuance of this, a Results Framework Document (RFD) has been prepared for each State/UT which delineates various activities and timeframes for the Financial Year (FY) 2013-14. Due to this, an amount of Rs. 152.93 crores (as on 30.09.2013) of the allocated amount of Rs. 377.50 crores under NLRMP has already been released to the States/UTs.

[O. M. No. H – 11011/2/2013–GC, dated: 25 November, 2013 Department of Land Resources  
(Ministry of Rural Development)]

**Recommendation (Serial No. 2, Para No. 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.

### **Reply of the Government**

As desired by the Hon'ble Standing Committee, the Department has initiated Quarterly Review Meetings with the States w.e.f 01.04.2013. The review with States for the Quarter-I & II of the current financial year have been completed. In addition, implementation of the scheme is being reviewed with States regularly through Regional Review Meetings, Steering Committee meetings, SLNA meetings and field visits.

As already stated in reply to Recommendation Serial No. 1, a detailed strategy has been worked out in consultation with the States/UTs to ensure full utilization of the allocated amount during the fiscal year 2013-14. Further, as suggested, implementation of both the schemes will be monitored on a regular basis and remedial measures will be taken to ensure full and effective utilization of the allocated amount in this financial year.

[O. M. No. H – 11011/2/2013–GC, dated: 25 November, 2013 Department of Land Resources  
(Ministry of Rural Development)]

### **Recommendation (Serial No. 3, Para No. 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.

### **Reply of the Government**

As desired by the Hon'ble Standing Committee, sincere efforts are being made by the Department for full utilization of outlay provided for IWMP and NLRMP in the 12<sup>th</sup> Five Year Plan. During current financial year, an amount of Rs. 1594.67 crore under IWMP and Rs. 152.93 under NLRMP has been released to the States up to 30<sup>th</sup> September, 2013. The steps being taken in this regard have already been enunciated in reply to Recommendations at Serial No. 1 & 2.

[O. M. No. H – 11011/2/2013–GC, dated: 25 November, 2013 Department of Land Resources  
(Ministry of Rural Development)]

### **Recommendation (Serial No. 4, Para No. 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.

### Reply of the Government

It is submitted that under IWMP, a target of 22.65 m.ha. had been set for sanction of new projects and establishing requisite institutional arrangements for implementation of programme for the 11<sup>th</sup> Five Year Plan. Accordingly, the Department has sanctioned new IWMP projects covering an area of 24.21 m.ha. during 11<sup>th</sup> Five Year Plan. Setting up of institutions at different levels has also been achieved.

Each IWMP project has to be completed over a project period of 4 to 7 years from the date of sanction (1 to 2 years for completion of preparatory activities, 2 to 3 years for completion of work phase and remaining 1 to 2 years for consolidation and withdrawal phase). The IWMP was launched in 2009-10. Since the programme included various new components such as establishing dedicated institutions with multi-disciplinary professional support, capacity building for all stakeholders and preparation of DPRs with scientific inputs including benchmark survey and participatory rural appraisal, entry point activities, livelihoods for asset-less people, production systems and micro-enterprises, the pace of implementation especially the preparatory phase (consisting the above mentioned activities) exceeded the stipulated period of 2 years in some of the States in respect of projects sanctioned in the initial years of the programme. Accordingly, it was informed that the pace of implementation is lagging behind during 11<sup>th</sup> Plan. However, all efforts are made to expedite the pace of implementation during the 12<sup>th</sup> Five Year Plan.

So far as NLRMP is concerned, as per the Cabinet approval dated 21.08.2008, all the districts of the country are to be covered under the NLRMP by the end of the 12<sup>th</sup> Five Year Plan. So far, funds have been released for coverage of 348 districts in 32 States/UTs. Thus, the progress under the programme has been as per schedule. Further, it is expected that the remaining districts will also be covered by the end of the 12<sup>th</sup> Five Year Plan.

[O. M. No. H – 11011/2/2013–GC, dated: 25 November, 2013 Department of Land Resources  
(Ministry of Rural Development)]

### Recommendation (Serial No. 5, Para No. 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.

### **Reply of the Government**

As desired by the Hon'ble Standing Committee, the Department is making sincere efforts to increase the pace of implementation of IWMP. In order to expedite the pace of implementation the Department has taken following steps:

- (i) Meeting with Principal Secretaries of the State nodal department for IWMP and Chief Executive Officers of State Level Nodal Agency (SLNA) of all States was organized on 03.04.2013 to finalize the Plan for implementation of IWMP during 2013-14.
- (ii) Hon'ble Minister for Rural Development has addressed a DO letter to Hon'ble Chief Ministers of the States highlighting the issues related to IWMP and requested to expedite the pace of implementation of IWMP in the States.
- (iii) The Department initiated Quarterly Review Meeting with States and the review with States for the Quarter-I & II of the current financial year have been completed.
- (iv) Regional Review Meeting for the States of the Northern Region was organized on 14.06.2013 under the chairmanship of Secretary, Department of Land Resources.
- (v) The implementation of the scheme is being reviewed with States regularly through Steering Committee meetings, SLNA meetings and field visits.

[O. M. No. H – 11011/2/2013–GC, dated: 25 November, 2013 Department of Land Resources  
(Ministry of Rural Development)]

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

### **Reply of the Government**

The Guidelines of the IWMP provide for involvement of Panchayat Raj Institutions (PRIs) at all levels i.e. planning, execution, monitoring and post project maintenance. Accordingly, States have been requested to involve the PRIs for effective implementation and monitoring.

[O. M. No. H – 11011/2/2013–GC, dated: 25 November, 2013 Department of Land Resources  
(Ministry of Rural Development)]

### **Comments of the Committee**

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



### **Recommendation (Serial No. 7, Para No. 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 DDP. 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.

### **Reply of the Government**

It is submitted that the Department has taken a decision in consultation with the Ministry of Finance that the central assistance is to be released by 31.03.2014 only to the projects where the final installments (4<sup>th</sup> & 5<sup>th</sup>) were due except for the projects implemented in snow bound areas. Accordingly, a total of 43,554 Projects have been completed / closed and 1508 no. of projects, including the projects in snow bound area, are ongoing as on 30.09.2013. These ongoing projects are to be completed by 31.03.2014. The no. of ongoing projects in snowbound areas are 733 which will be completed by 31.03.2015.

[O. M. No. H – 11011/2/2013–GC, dated: 25 November, 2013 Department of Land Resources  
(Ministry of Rural Development)]

### **Comments of the Committee**

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

### **Recommendation (Serial No. 9, Para No. 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.

### **Reply of the Government**

A detailed strategy has been worked out in consultation with the States/UTs to ensure full utilization of the allocated amount during the fiscal year 2013-14. In pursuance of this, a Results Framework Document (RFD) has been prepared for each State/UT which delineates various activities and timeframes for the Financial Year (FY) 2013-14. Further, implementation of the NLRMP is being monitored on a regular basis and remedial measures are being taken to ensure full and effective utilization of the allocated amount in the FY 2013-14. Furthermore, achievements of all the States/UTs with regard to the RFD will be reviewed at the end of the FY. Shortfalls if any of States/UTs will be addressed through Workshops/Technical Seminars/Symposiums/Study Tours/Capacity Building/Hand Holding etc. Based on the achievements/experience of the States/UTs, RFDs for the next FY will be prepared in consultation with the States/UTs.

[O. M. No. H – 11011/2/2013–GC, dated: 25 November, 2013 Department of Land Resources (Ministry of Rural Development)]

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

### **Reply of the Government**

As per the Cabinet approval, all the districts of the country are to be covered under the NLRMP by the end of the 12<sup>th</sup> Five Year Plan. So far, funds have been released for coverage of 348 districts in 32 States/UTs. 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 a district. As these activities involve usage of modern technology, outsourcing of various activities, business process re-engineering, changes in the land revenue laws/manuals/rules etc., States/UTs are taking a longer time in the implementation of the NLRMP. However, DoLR is taking many steps to help the States/UTs in smooth transition to the electronic system of land records management. Following initiatives have been taken by the DoLR:

- i. Detailed guidelines for implementation of the NLRMP have been prepared and circulated to the States/UTs.

- 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, workshops, study tours 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 Proposals (RFPs) and tender documents for various components of the NLRMP have been prepared and circulated to the States/UTs.
- 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.

[O. M. No. H – 11011/2/2013–GC, dated: 25 November, 2013 Department of Land Resources  
(Ministry of Rural Development)]

#### **Recommendation (Serial No. 11, Para No. 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 up-to-date land records in order to avoid inconvenience to the common man.

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

As stated in reply to Recommendation at Serial No. 10, the Department of Land Resources is taking many steps to ensure modernization of land records management systems in States/UTs. In a new initiative, State/UT specific Results Framework Document (RFD) have been prepared and communicated to the States/UTs delineating various targets to be achieved in a particular year. Further, achievements of all the States/UTs with regard to the RFDs will be reviewed at the end of the financial year. The NLRMP envisages technological integration of various systems associated with land management. It endeavors for computerization of Record of Rights (RoRs) and digitization of cadastral maps & their integration with the digitized RoRs. Further, computerization of Registration and their integration with the digitized RoRs will lead to a system of real-time and dynamically updated land records.

[O. M. No. H – 11011/2/2013–GC, dated: 25 November, 2013 Department of Land Resources  
(Ministry of Rural Development)]

### **Recommendation (Serial No. 13, Para No. 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 31.12.2012. 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.

### **Reply of the Government**

As desired by the Hon'ble Standing Committee, the Department is making sincere efforts to increase the pace of implementation of IWMP. In order to expedite the pace of implementation, the Department has taken following steps:

- (i) Meeting with Principal Secretaries of the State nodal department for IWMP and Chief Executive Officers of State Level Nodal Agency (SLNA) of all States was organized on 03.04.2013 to finalize the Plan for implementation of IWMP during 2013-14.
- (ii) Hon'ble Minister for Rural Development has addressed a DO letter to Hon'ble Chief Ministers of the States highlighting the issues related to IWMP and requested to expedite the pace of implementation of IWMP in the States.
- (iii) The Department initiated Quarterly Review Meeting with States and the review with States for the Quarter-I & II of the current financial year has been completed.
- (iv) Regional Review Meeting for the States of the Northern Region was organized on 14.06.2013 under the chairmanship of Secretary, Department of Land Resources.
- (v) The implementation of the scheme is being reviewed with States regularly through Steering Committee meetings, SLNA meetings and field visits.

[O. M. No. H – 11011/2/2013–GC, dated: 25 November, 2013 Department of Land Resources

(Ministry of Rural Development)]

### **Comments of the Committee**

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

### **Recommendation (Serial No. 14, Para No. 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 2<sup>nd</sup> installment on expenditure of 60% of the 1<sup>st</sup> installment funds. Similarly projects are eligible for 3<sup>rd</sup> 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.

### **Reply of the Government**

With a view to improve the co-ordination with the State Governments, Department of Land Resources regularly reviews the progress of implementation of the programme through Quarterly review meetings, Steering Committee meetings, Regional Review meetings, SLNA meetings held at State level and Department officials' visit to States. Hon'ble Minister (RD) also reviews the progress through visit to States. During the review meetings, the activity-wise, phase-wise and batch-wise progress of implementation is reviewed, as a result the pace of implementation has picked up.

[O. M. No. H – 11011/2/2013–GC, dated: 25 November, 2013 Department of Land Resources  
(Ministry of Rural Development)]

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

### **Reply of the Government**

As already stated in reply to Recommendation at Serial no. 10, the Department is taking many steps to ensure effective utilization of the funds available with the States/UTs.

[O. M. No. H – 11011/2/2013–GC, dated: 25 November, 2013 Department of Land Resources  
(Ministry of Rural Development)]

**CHAPTER III**

**RECOMMENDATIONS WHICH THE COMMITTEE DONOT DESIRE TO PURSUE  
IN VIEW OF REPLIES OF THE GOVERNMENT**

- NIL -

**CHAPTER IV**

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

- NIL -

## CHAPTER V

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

#### Recommendation (Serial No. 8, Para No. 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.

#### Reply of the Government

As desired by the Hon'ble Standing Committee, in order to analyse various issues pertaining to foreclosed project, a study has been assigned to the National Institute of Rural Development (NIRD), Hyderabad.

[O. M. No. H – 11011/2/2013–GC, dated: 25 November, 2013 Department of Land Resources  
(Ministry of Rural Development)]

#### Recommendation (Serial No. 12, Para No. 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.

#### Reply of the Government

As directed in the EFC meeting dated 11.01.2013, the revised EFC note for the establishment of the NILAM has been prepared by the Department and is being submitted for consideration.

[O. M. No. H – 11011/2/2013–GC, dated: 25 November, 2013 Department of Land Resources  
(Ministry of Rural Development)]

#### Comments of the Committee

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

NEW DELHI  
17 December, 2013  
26 Agrahayana, 1935 (Saka)

SUMITRA MAHAJAN  
Chairperson  
Standing Committee on Rural Development



**STANDING COMMITTEE ON RURAL DEVELOPMENT (2013-2014)****MINUTES OF THE SIXTH SITTING OF THE COMMITTEE HELD ON  
TUESDAY, THE 17 DECEMBER, 2013**

The Committee sat from 1500 hrs. to 1540 hrs. in Committee Room 'C', Ground Floor, Parliament House Annexe, New Delhi.

Shrimati Sumitra Mahajan - *Chairperson*

**MEMBERS****LOK SABHA**

2. Shri Thangso Baite
3. Dr. Ratna De (Nag)
4. Shri Bijoy Krishna Handique
5. Smt. Annu Tandon
6. Smt. Usha Verma
7. Shri Anantha Venkatarami Reddy

**RAJYA SABHA**

8. Shri D. Bandyopadhyay
9. Shri Mahendra Singh Mahra
10. Shri C.P. Narayanan
11. Prof. Saif-ud-Din Soz

**SECRETARIAT**

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

2. At the outset, the Chairperson welcomed the members to the sitting of the Committee convened for consideration of Memoranda containing draft Reports of the Committee on action taken by the Government on the recommendations contained in three Reports on Demands for Grants (2013-14) and one Report on 'Working of Vigilance and Monitoring Committee in States/UTs'.

3. The Committee then took up for consideration the following draft Action Taken Reports:-

(i) Draft Report on Action taken by the Government on the recommendations contained in the Thirty-Eighth Report on Demands for Grants (2013-14) of the Ministry of Rural Development (Department of Land Resources);

(ii) X                    X                    X                    X                    X                    X;

(iii) X                    X                    X                    X                    X                    X; and

(iv) X                    X                    X                    X                    X                    X

4. Draft Reports were taken up seriatim. After detailed discussions, the Committee adopted the Reports with minor modifications. The Committee then authorized the Chairperson to finalize the aforesaid Reports and present the same to the Parliament.

*The Committee then adjourned.*

## APPENDIX – II

[Vide Para 4 of Introduction of Report]

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

I.	Total number of recommendations	15
II.	Recommendations that have been accepted by the Government: Serial Nos. 1, 2, 3, 4, 5, 6, 7, 9, 10, 11, 13, 14, and 15.	Total : 13 Percentage: 86.67
III.	Recommendations which the Committee do not desire to pursue in view of the Government's Replies:  NIL	Total : 00 Percentage: 00
IV	Recommendations in respect of which replies of the Government have not been accepted by the Committee:  NIL	Total : 00 Percentage: 00
V.	Recommendations in respect of which final replies of the Government are still awaited: Serial Nos. 8 and 12	Total: 2 Percentage: 13.33