

STANDING COMMITTEE ON RURAL DEVELOPMENT

(2014-2015)



SIXTEENTH LOK SABHA

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

*[Action taken by the Government on the recommendations contained in the Second Report
Sixteenth Lok Sabha) on Demands for Grants (2014-15) of the Ministry of Rural Development
(Department of Land Resources).*

ELEVENTH REPORT



LOK SABHA SECRETARIAT

NEW DELHI

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*[Action taken by the Government on the recommendations contained in the Second Report
(Sixteenth Lok Sabha) on Demands for Grants (2014-15) of the Ministry of Rural Development
(Department of Land Resources).]*

Presented to Lok Sabha on 12 August, 2015

Laid in Rajya Sabha on 12 August, 2015



LOK SABHA SECRETARIAT

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**COMPOSITION OF THE STANDING COMMITTEE ON RURAL DEVELOPMENT
(2014-2015)**

Dr. P. Venugopal -- *Chairperson*

MEMBERS

LOK SABHA

2. Shri Sisir Kumar Adhikari
3. Shri Kirti Azad
4. Shri Harish Chandra Chavan
5. Shri Biren Singh Engti
6. Shri Jugal Kishore
7. Shri Manshankar Ninama
8. Shrimati Mausam Noor
9. Shri Mahendra Nath Pandey
10. Shri Prahlad Singh Patel
11. Dr. Ramesh Pokhriyal "Nishank"
12. Shri Gokaraju Ganga Raju
13. Dr. Anbumani Ramadoss
14. Shrimati Butta Renuka
15. Dr. Yashwant Singh
16. Shri Naramalli Sivaprasad
17. Shri Balka Suman
18. Shri Ladu Kishore Swain
19. Shri Ajay Misra Teni
20. Adv. Chintaman Navasha Wanaga
21. Shri Vijay Kumar Hansdak*

RAJYA SABHA

22. Shri Munquad Ali
23. Shri Gulam Rasool Balyawi
24. Shri D. Bandyopadhyay[@]
25. Shri Ram Narain Dudi
26. Shri Mahendra Singh Mahra
27. Shri Ranvijay Singh Judev**
28. Dr. Vijaylaxmi Sadho^{\$}
29. Shri A. K. Selvaraj
30. Shrimati Kanak Lata Singh
31. Shri Ashwani Kumar[#]

* Nominated to the Committee w.e.f. 07.10.2014.

@ Nominated to the Committee w.e.f. 13.05.2015.

** Nominated to the Committee w.e.f. 25.09.2014 vice Shri Narayan Lal Panchariya.

\$ Nominated to the Committee w.e.f. 28.11.2014 vice Shri Jairam Ramesh

Nominated w.e.f. 16. 07.2015

Secretariat

- | | | | |
|----|-----------------------------|---|---------------------|
| 1. | Shri Abhijit Kumar | - | Joint Secretary |
| 2. | Shri R. C. Tiwari | - | Director |
| 3. | Smt. B. Visala | - | Additional Director |
| 4. | Shri Ravi Kant Prasad Sinha | - | Committee Assistant |

INTRODUCTION

I, the Chairperson of the Standing Committee on Rural Development (2014-2015) having been authorised by the Committee to submit the Report on their behalf, present the Eleventh Report on the action taken by the Government on the recommendations contained in the Second Report of the Standing Committee on Rural Development (2014-15) (Sixteenth Lok Sabha) on Demands for Grants (2014-15) of the Ministry of Rural Development (Department of Land Resources).

2. The Second Report (Sixteenth Lok Sabha) was presented to Lok Sabha on 19 December, 2014. The replies of the Government to all the recommendations contained in the Report were received on 02 July, 2015.

3. The replies of the Government were examined and the Report was considered and adopted by the Committee at their sitting held on 10th August, 2015.

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

NEW DELHI;
10 August, 2015
19 Shravana, 1937 (Saka)

DR. P. VENUGOPAL,
Chairperson,
Standing Committee on Rural Development

CHAPTER I

REPORT

This Report of the Standing Committee on Rural Development (2014-15) deals with the action taken by the Government on the Observations/Recommendations contained in their Second Report (Sixteenth Lok Sabha) on Demands for Grants (2014-15) of the Ministry of Rural Development (Department of Land Resources).

2. The Second Report was presented to Lok Sabha on 19 December, 2014 and was laid on the Table of Rajya Sabha on the same date. The Report contained 10 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 categorised as follows: -

- (i) Observations/Recommendations which have been accepted by the Government:
Serial Nos. 1, 3, 4, 7 and 8.

Total:5
Chapter-II

- (ii) Observations/Recommendations which the Committee do not desire to pursue in view of replies of the Government:
Serial No. Nil.

Total: Nil
Chapter-III

- (iii) Observation/Recommendation in respect of which replies of the Government have not been accepted by the Committee:
Serial No. 2 and 9.

Total:02
Chapter-IV

- (iv) Observations/Recommendations in respect of which final replies of the Government are still awaited:
Serial Nos. 5, 6 and 10.

Total:03
Chapter-V

4. **The Committee desire that final replies in respect of recommendations for which only interim replies have been given by the Government included in Chapter V of this Report and replies to recommendations made in the Chapter - I of this Report may be furnished to the Committee expeditiously.**

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. Appointment of Nodal Officers to ensure Accountability.

Recommendation (Serial No. 2, Para No. 2.4)

6. With regard to the unspent balances lying in both the flagship schemes of the Department, the Committee had recommended as under:

“The Committee regret to note huge unspent balances lying in both the flagship schemes of the Department viz Integrated Watershed Management Programme (IWMP) and National Land Records Modernization Programme (NLRMP) as on 31 March, 2014. The unspent balances under IWMP stood at Rs. 2189.98 crore whereas under NLRMP it is to the tune of 710.7 crore. The Committee are apprised various reasons for the unspent balances under IWMP which mainly include long project duration of 4-7 years, delay in setting up of State Level Nodal Agencies (SLNAs), delay in selection of Watershed Development Teams (WDTs), capacity building and preparation of Detailed Project Report (DPR) and the enhanced cost norm. Whereas the reasons for the unspent balances under NLRMP include difficulties in implementing the component pertaining to survey and re-survey, lack of trained manpower with the States to use modern survey techniques, shortage of vendors to take up the technical activities and engagement of officials of Revenue Administration and other officials concerned with the implementation of the programme to other works. Taking into account various steps taken by the Department to fully utilize the funds which *inter-alia* include preparation of month- wise annual plans by the States, clearance of proposal by the month of May, quarterly review meetings, Regional review meetings, concurrent third party monitoring and evaluation system and better utilization of technology, the Committee, however, are of the considered view that without proper system of accountability and responsibility, the efforts of the Department would not yield the desired results. The Committee, therefore, recommend the Department to appoint Nodal Officers at various levels in the States to ensure that the funds released by the Central Government are fully utilized in a time bound manner so the physical and financial targets are met.”

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

“IWMP is being implemented through dedicated institutions with multi-disciplinary professional support at the State, District and Project levels. At the State level, the State Level Nodal Agency (SLNA) is responsible for the overall supervision of the programme. The Department is emphasizing on expediting the implementation by utilising allocated funds in various fora like Steering Committee meetings, Regional Review Meetings, Quarterly Review meetings, Video Conferences and field visits.

Principal Secretaries/ Secretaries of the State Department of Land Revenue are the Nodal Officers for the activities relating to computerization of land records, setting up modern records rooms, digitization of maps etc. The Survey and Settlement Commissioners of the States function as the nodal officers to implement the activities concerning survey and re-survey of the land. For the activities relating to the computerization of registration, the Inspector General of Registration or the Pr. Secretary in-charge of registration department functions as the Nodal Officer. The Department has written to all the State Governments to review implementation of the of the programme at the level of the State Chief Secretaries by convening meetings of the State Level Review & Monitoring Committee of NLRMP. These steps are in addition to the regional review meetings convened by the Department and steps taken by the department in arranging training for the State functionaries to overcome the problem of technology deficit, allowing flexibility to the States in exchange of funds for different components as per their requirements. It may be mentioned that the utilization of funds has picked up and its stands at Rs. 442.88 crore as of now.”

8. Taking note of the huge unspent balances in both the flagship schemes of the Department viz Integrated Watershed Management Programme (IWMP) and National Land Records Modernisation Programme (NLRMP), the Committee had recommended the DoLR to appoint Nodal Officers at various levels in the states so that accountability and responsibility is fixed at each level to get the desired results and also to ensure that the funds released are fully utilised in a time bound manner. The action taken reply furnished by the Department has merely stated the facts that State level Nodal agency is responsible for the overall supervision of the Integrated Watershed Management Programme (IWMP). It has been further stated that the Survey and Settlement Commissioners of the States

function as the Nodal Officers to implement the activities concerning survey and re-survey of the land, the Principal Secretaries/Secretaries of the State Department of Land Revenue are the Nodal Officers for the activities relating to computerization of land records, setting up of modern record rooms, digitization of maps etc. and the Inspector General of Registration functions as the Nodal Officer for the activities relating to computerization of registration. The Committee regret to note that the reply of the Department is silent about the appointment of Nodal Officers at each level to ensure fixation of accountability and responsibility. The Committee observe that despite having all the nodal agencies at State level, the problem of utilization of funds within the sanction period remained unsolved year after year and, therefore, a strong need is felt to have a better and effective monitoring of utilization of funds by the Nodal Officers appointed by the Ministry. The Committee, therefore, reiterate their recommendation and expect the Government to implement the same at the earliest for achieving the desired results.

**B. Setting up of National Institute of Land and Management (NILAM)
Recommendation (Serial No. 9, Para No. 2.12)**

9. With regard to the setting up of NILAM for training and capacity building, the Committee had recommended as under:-

“The Committee are apprised that to ensure training, research and development in land administration and land information management system, the Department proposed to set up a National Institute of Land and Management at the Central level. The Committee in their 33rd, 38th and 48th Reports of 15th Lok Sabha, had also urged to expedite setting up of NILAM as it would go a long way in capacity building and smooth implementation of the programme. The Committee are perturbed to note that the proposal of setting up of NILAM has been turned down by the Department of Expenditure and the Department of Land

Resources is now exploring the possibility of setting up of NILAM through PPP mode. The Department of Land Resources has not furnished the reasons for turning down of the proposal to the Committee. The Committee would therefore, like to be apprised of the reasons put forth by the Department of Expenditure for turning down the proposal. Since the matter of setting up of NILAM has been considerably delayed, the Committee strongly recommend the Department to expedite the process of setting up of NILAM so that trained and skilled man powerbase is created for NLRMP. The Committee would also like to be apprised of the steps taken by the Department in this regard at the earliest.”

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

“The Department has prepared a draft concept Note for setting up the NILAM and is exploring the possibility of its setting up on PPP mode. In the meantime to strengthen training infrastructure the Department has sanctioned NLRMP cells for the States for training of the State functionaries implementing NLRMP and is also arranging training through NIC for the master trainers.”

11. Recognizing the value of training, research and development in Land administration and Land Information Management System, the Committee had recommended to expedite the process of setting up of the National Institute of Land and Management (NILAM). The Committee were earlier informed that the Department of Expenditure had turned down the proposal of the DoLR regarding setting up of NILAM. The Committee had desired the DoLR to inform them the reasons given by the Department of Expenditure for turning down the proposal of setting up of NILAM. The Committee note that instead of informing the reasons, the Department has stated that they are exploring the possibility of setting up of the NILAM on PPP mode. While appreciating the initiative of the Department to set up the institute in PPP mode for capacity building, the Committee would also like to be apprised of the reasons earlier put forth by the Department of

Expenditure for turning down the proposal and also expect the Department to expedite the process of setting up of NILAM so that trained and skilled manpower base is created for National Land Records Modernisation Programme (NLRMP).

C. Restructuring of National Land Records Modernisation Programme (NLRMP)

Recommendation (Serial No. 6, Para Nos. 2.8 and 2.9)

12. With regard to restructuring and timely completion of NLRMP, the Committee had recommended as under:

"The Committee note that the schemes for Computerization of Land Records (CLR) and Strengthening of Revenue Administration & updating of Land Records (SRA & ULR) were merged into a single scheme in the shape of National Land Records Modernization Programme in 2008-09 with the objective to build an integrated land information management with up to date and real time records. The Committee are apprised that major components of the NLRMP are computerization of land records including mutations, digitization of maps, integration of textual and spatial data, survey/re-survey, settlement records including creation of original cadastral records, computerization of registration, development of core geospatial information system and capacity building. The Committee are apprised that the target of NLRMP was proposed to cover all the Districts of the country by the end of Twelfth Five Year Plan i.e. by the end of 2017. The committee, however express their dissatisfaction over slow and tardy pace of implementation of the programme as only 449 districts of the country have been partially covered and remaining 218 Districts are yet to be covered.

The Committee are further apprised that survey and re-survey is a major component of the programme which is lagging behind in many States due to the apprehension that legal disputes may arise out of survey/ re-survey. The Committee are also apprised of various measures taken in this regard viz revising rates of survey, re-survey and digitizing of Field measurement Books (FMBs) on demands of the States. The Committee also note that to deal with the technology related difficulties faced by the States, training has been arranged at different national institutes, such as National Remote Sensing Center, Survey of India and National informatics Center. The Committee note with satisfaction that States like Gujarat, Haryana, Bihar, Odisha, Madhya Pradesh, etc have initiated steps to implement the work of survey and re-survey in their respective States. During evidence, the Secretary, DoLR also informed that to address the component of survey and resurvey, the scheme is being restructured on a large scale. The Committee would like the Department to expedite finalization of the restructured scheme at the earliest to give a fillip to the pace of implementation of NLRMP."

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

"At the time of inception of the programme in 2008 an amount of Rs. 5656 crores was approved for the total programme out of which Rs. 3098 crores was envisaged as the Central Share. In the 12th Five Year Plan only Rs. 1000 crores was allocated. Till the end of 2014-15 a total amount of Rs. 1131.07 crores has been released to the States. The implementation of programme is facing a number of challenges like low priority to the land revenue and survey and settlement departments, the lack of trained manpower to implement high technology components. In the face of all these constraints under provisioning of resources will affect the pace of implementation of the programme and the programme is likely to spill over beyond 12th Plan.

The Department has constituted a working group to revamp the programme. The Department will finalise the restructured programme on the recommendations of the working group."

14. During examination of the Demands for Grants of the Department of Land Resources for the year 2014-15, the Committee had expressed their dissatisfaction over slow and tardy pace of implementation of the National Land Records Modernization Programme (NLRMP) as only 449 districts of the country had been partially covered and the remaining 218 districts were yet to be covered. As per the target of NLRMP, all the districts of the country are to be covered by the end of Twelfth Five Year Plan i.e. by 2017. Taking into account the Department's proposal for restructuring the scheme on a large scale, the Committee had recommended the Department to expedite finalization of restructured scheme at the earliest to give a fillip to the pace of implementation of NLRMP. In their action taken reply, the Department have stated that the constraints like low priority accorded to the programme by the States and lack of trained manpower would affect the timely completion of the programme which is likely to spill over beyond Twelfth Five Year Plan. To address these issues, the Department have constituted a working group to revamp the programme and the restructured programme will be finalized on the recommendation of this group. The Committee urge the Department to persuade the working group to submit their recommendations at the earliest so that restructuring of the programme could be finalized to achieve the objectives of NLRMP.

CHAPTER II

RECOMMENDATION WHICH HAVE BEEN ACCEPTED BY THE GOVERNMENT

Recommendation (Serial No. 1, Para No. 2.3)

The Committee while scrutinizing the Gross Budgetary Support (GBS) of the Department find that there has been a sharp decline of about 34.95 percent in the allocation, during current fiscal 2014-15 as compared to the previous one. The Plan Budgetary Estimate which stood at Rs. 5765 crore during 2013-14 was slashed to Rs.3750 crore during current fiscal. The Committee also note that during the year 2013-14 a cut of Rs. 3265 crore i.e. about 56.63 percent of the BE was imposed on the Department at the Revised Estimate (RE) stage. The Committee are apprised that reason for sharp decline in allocation at RE stage is high unspent balances lying with the States due to slow pace of expenditure. The Committee disagree with the view of the Department that the reduced allocation during 2014-15 will not drastically hamper the set targets. The Committee while stressing the need for timely utilization of allocated funds to avoid any cut at RE stage strongly recommend the Department to sincerely put indefatigable efforts in co-ordination with the State Governments to fully absorb the allocated funds so that cut at RE is not made and physical targets are achieved.

Reply of the Government

As recommended by the Committee, the Department has been making sincere efforts for coordination with the States for better utilisation of the allocated funds under IWMP in a time bound manner. The unspent balance as on 1.4.2014 was Rs.2189.98 crore. Against the total available funds of Rs. 4728.46 crore during 2014-15 (unspent balance as on 1.4.2014 plus releases made during 2014-15 (as on 28.2.2015) Rs. 3167.11 crore have been utilised which is 67% of the available funds. The unspent balance as on 1.4.2015 is Rs. 1561.35 crore which is 28% less than the previous year.

The Department has held Regional Review Meetings with the States, organized workshop on 16 February, 2015 on best practices of the States in implementing the NLRMP, and addressed letters to the Chief Secretaries of the States to hold the States/UTs level monitoring and review committee meeting for regular review of the progress of the programme. The RE for NLRMP during 2014-15 was finalized by the Ministry of Finance at Rs. 181 crores. The cut at RE stage was imposed despite the fact that the Department had achieved an expenditure level of 57% by the end of 30th September 2014. The expenditure up to 30.09.2014 i.e. the end of the first half of 2014-15 was Rs.143.38 crores out of the total BE allocation of Rs.250 crore for the year 2014-15.

O.M. No. Z-16013/1/2014-GC (Vol.III)

Recommendation (Serial No. 3, Para No. 2.5)

The Committee note that Integrated Watershed Management Programme(IWMP) was launched during 2009-10 by amalgamating the previous programmes of DDP, DPAP and IWDP. The Committee are apprised that some of the salient features of the programme are enhanced cost norms, funding pattern of 90:10 among the Centre and States, cluster approach, dedicated institutions, release of funds in two installments, livelihood orientation and scientific inputs. Noting that IWMP project takes over a period of 4 to 7 years for completion from the date of sanction, the Committee are of the opinion that performance of the project would depend on actual completion of projects the results of which will start emanating by the end of March 2015. The Committee therefore, strongly recommend the Department to take sincere efforts to ensure timely completion of projects and apprise the Committee of the outcomes of the completed projects.

Reply of the Government

As recommended by the Committee, an impact assessment study will be conducted after the completion report of the IWMP projects is received in the Department.

O.M. No. Z-16013/1/2014-GC (Vol.III)

Recommendation (Serial No. 4, Para No. 2.6)

The Committee are apprised that IWMP guidelines are prepared by the 'National Rainfed Area Authority' under the aegis of Planning Commission and not by Department of Land Resources. Since IWMP is a flagship programme of the Department, the Committee are of the considered view that the formulation of Guideline should vest with the Department of Land Resources.

Reply of the Government

The Cabinet has approved the proposal of the Department of Land Resources in January 2015 and has vested it with the authority to formulate the Guidelines for IWMP instead of NRAA.

O.M. No. Z-16013/1/2014-GC (Vol.III)

Recommendation (Serial No. 7, Para No. 2.10)

The Committee find that the total cost of implementing NLRMP was computed to be Rs. 5656 crore at the time of initiation of the programme out of which the Government of India share was estimated at Rs 3098 crore. However ,till the end of Eleventh Five Year Plan only Rs.645 crore were released by the Centre and only Rs.1000 crore have been allocated for the Twelfth Five Year Plan.The justification given by the Department that allocation of funds falling short of actual requirement of Rs. 3098 core by the Centre would lead the target to cover all Districts, spill over to the Thirteenth Five Year Plan is unacceptable to the Committee in view of the fact that till 31.03.2014 the Department had unspent balances to the tune of Rs.710.07 crore with them. The

Committee recommend the Department to make all out efforts to expedite the utilization of funds in a time bound manner so that targets are achieved by the end of the Twelfth Five Year Plan and the ultimate goal of NLRMP to usher in a system of conclusive-titling in the country is achieved.

Reply of the Government

The programme is facing many challenges which are responsible for slow implementation of the programme. Some of these include:

- Lack of political and administrative will to take up survey and re-survey components.
- The Departments implementing the programme in the States namely Land Revenue Department, Survey and Settlement Department and Registration Department do not get high priority as a result there is low priority in the States to NLRMP. From 2015-16 onwards the financing of the programme is proposed to be changed in a manner that the States would be required to allocate higher share from their resources. Hence achievements under the programme will be determined by the priority to be accorded by the States to the programme.
- Lack of trained manpower to use modern technologies for different components including survey/resurvey.
- Availability of required high speed bandwidth for connectivity of land record offices and integration of registration and land record offices.
- Lack of availability of technically capable private vendors for digitization of land records and survey.

While the department will make its best efforts for achievement of the targets, the above constraints coupled with under provisioning by the Centre will affect achievement of targets by the end of 2016-17.

O.M. No. Z-16013/1/2014-GC (Vol.III)

Recommendation (Serial No. 8, Para No. 2.11)

The Committee note that Capacity Building of the staff involved in the implementation of programme is required on a large scale. The Committee are informed that out of 32 NLRMP Cells sanctioned in various States/UTs only 25 are functional and the matter is being pursued for early start of activities in the 7cells. The Committee are apprised that the Department has targeted to set up a cell in each of the States based on the demand of the State Government and 2cells are being sanctioned in States with the population of more than 5 crore. The Committee are of the opinion that as setting up of NLRMP cells would help create a plethora of trained and skilled personnel for the programme, the Department should make efforts to persuade the State Governments to come up with the proposal of setting up NLRMP Cells.

Reply of the Government

The suggestion of the Committee to encourage States to submit proposals for setting up NLRMP cells will be kept in view at the time of seeking proposals from the States.

O.M. No. Z-16013/1/2014-GC (Vol.III)

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

Nil

CHAPTER IV

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

Recommendation (Serial No. 2, Para No. 2.4)

The Committee regret to note huge unspent balances lying in both the flagship schemes of the Department viz Integrated Watershed Management Programme (IWMP) and National Land Records Modernization Programme (NLRMP) as on 31 March, 2014. The unspent balances under IWMP stood at Rs. 2189.98 crore whereas under NLRMP it is to the tune of 710.7 crore. The Committee are apprised various reasons for the unspent balances under IWMP which mainly include long project duration of 4-7 years, delay in setting up of State Level Nodal Agencies (SLNAs), delay in selection of Watershed Development Teams (WDTs), capacity building and preparation of Detailed Project Report (DPR) and the enhanced cost norm. Whereas the reasons for the unspent balances under NLRMP include difficulties in implementing the component pertaining to survey and re-survey, lack of trained manpower with the States to use modern survey techniques, shortage of vendors to take up the technical activities and engagement of officials of Revenue Administration and other officials concerned with the implementation of the programme to other works. Taking into account various steps taken by the Department to fully utilize the funds which *inter-alia* include preparation of month- wise annual plans by the States, clearance of proposal by the month of May, quarterly review meetings, Regional review meetings, concurrent third party monitoring and evaluation system and better utilization of technology, the Committee, however, are of the considered view that without proper system of accountability and responsibility, the efforts of the Department would not yield the desired results. The Committee, therefore, recommend the Department to appoint Nodal Officers at various levels in the States to ensure that the funds released by the Central Government are fully utilized in a time bound manner so the physical and financial targets are met.

Reply of the Government

IWMP is being implemented through dedicated institutions with multi-disciplinary professional support at the State, District and Project levels. At the State level, the State Level Nodal Agency (SLNA) is responsible for the overall supervision of the programme. The Department is emphasizing on expediting the implementation by utilising allocated funds in various fora like Steering Committee meetings, Regional Review Meetings, Quarterly Review meetings, Video Conferences and field visits.

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Secretary in-charge of registration department functions as the Nodal Officer. The Department has written to all the State Governments to review implementation of the of the programme at the level of the State Chief Secretaries by convening meetings of the State Level Review & Monitoring Committee of NLRMP. These steps are in addition to the regional review meetings convened by the Department and steps taken by the department in arranging training for the State functionaries to overcome the problem of technology deficit, allowing flexibility to the States in exchange of funds for different components as per their requirements. It may be mentioned that the utilization of funds has picked up and its stands at Rs. 442.88 crore as of now.

O.M. No. Z-16013/1/2014-GC (Vol.III)

Comments of the Committee

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

Recommendation (Serial No. 9, Para No. 2.12)

The Committee are apprised that to ensure training, research and development in land administration and land information management system, the Department proposed to set up a National Institute of Land and Management at the Central level. The Committee in their 33rd, 38th and 48th Reports of 15th Lok Sabha, had also urged to expedite setting up of NILAM as it would go a long way in capacity building and smooth implementation of the programme. The Committee are perturbed to note that the proposal of setting up of NILAM has been turned down by the Department of Expenditure and the Department of Land Resources is now exploring the possibility of setting up of NILAM through PPP mode. The Department of Land Resources has not furnished the reasons for turning down of the proposal to the Committee. The Committee would therefore, like to be apprised of the reasons put forth by the Department of Expenditure for turning down the proposal. Since the matter of setting up of NILAM has been considerably delayed, the Committee strongly recommend the Department to expedite the process of setting up of NILAM so that trained and skilled man powerbase is created for NLRMP. The Committee would also like to be apprised of the steps taken by the Department in this regard at the earliest.

Reply of the Government

The Department has prepared a draft concept Note for setting up the NILAM and is exploring the possibility of its setting up on PPP mode. In the meantime to strengthen training infrastructure the Department has sanctioned NLRMP cells for the States for training of the State functionaries implementing NLRMP and is also arranging training through NIC for the master trainers.

O.M. No. Z-16013/1/2014-GC (Vol.III)

Comments of the Committee

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

CHAPTER V

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

Recommendation (Serial No. 5, Para No. 2.7)

The Committee find monitoring of the progress of works under the watershed projects through the Review meetings, Management Information System (MIS), utilization certificates, Audited system of Accounts, etc. as unsatisfactory. The Department has also admitted that there is a need to strengthen the existing monitoring mechanism. The Committee however appreciate new initiatives taken by the Department to monitor the projects which include appointing third party monitoring and evaluating agency, using 'Bhuwan' portal of the National Remote Sensing Centre (NRSC) to upload the real time images of the existing structures of the projects, dividing the entire country in 8 agro-climatic regions for effective implementation of the programme, introducing 64 parameters for judging the projects after the completion, etc. The Committee are also apprised that so far, only 15 States have appointed monitoring and evaluation agency. The Committee, therefore, desire that necessary action should be taken by the Government to appoint independent monitoring and evaluation agencies in all the remaining States without further loss of time. The action taken by the Government in this regard may also be apprised to the Committee.

Reply of the Government

As recommended by the Committee, Department has been insisting that the States appoint independent concurrent monitoring & evaluating agencies. As a result, 22 States have already appointed independent concurrent monitoring & evaluating agencies. The remaining States are in the process of appointing independent monitoring and evaluating agencies.

O.M. No. Z-16013/1/2014-GC (Vol.III)

Recommendation (Serial No. 6, Para Nos. 2.8 and 2.9)

The Committee note that the schemes for Computerization of Land Records (CLR) and Strengthening of Revenue Administration & updating of Land Records (SRA & ULR) were merged into a single scheme in the shape of National Land Records Modernization Programme in 2008-09 with the objective to build an integrated land information management with up to date and real time records. The Committee are apprised that major components of the NLRMP are computerization of land records including mutations, digitization of maps, integration of textual and spatial data, survey/re-survey, settlement records including creation of original cadastral records, computerization of registration, development of core geospatial information system and capacity building. The Committee are apprised that the target of NLRMP was proposed to cover all the Districts of the country by the end of Twelfth Five Year Plan i.e. by the end of 2017. The committee, however express their dissatisfaction over slow and tardy pace of implementation of the programme as only 449 districts of the country have been partially covered and remaining 218 Districts are yet to be covered.

The Committee are further apprised that survey and re-survey is a major component of the programme which is lagging behind in many States due to the apprehension that legal disputes may arise out of survey/ re-survey. The Committee are also apprised of various measures taken in this regard viz revising rates of survey, re-survey and digitizing of Field measurement Books (FMBs) on demands of the States. The Committee also note that to deal with the technology related difficulties faced by the States, training has been arranged at different national institutes, such as National Remote Sensing Center, Survey of India and National informatics Center. The Committee note with satisfaction that States like Gujarat, Haryana, Bihar, Odisha, Madhya Pradesh, etc have initiated steps to implement the work of survey and re-survey in their respective States. During evidence, the Secretary, DoLR also informed that to address the component of survey and resurvey, the scheme is being restructured on a large scale. The Committee would like the Department to expedite finalization of the restructured scheme at the earliest to give a fillip to the pace of implementation of NLRMP.

Reply of the Government

At the time of inception of the programme in 2008 an amount of Rs. 5656 crores was approved for the total programme out of which Rs. 3098 crores was envisaged as the Central Share. In the 12th Five Year Plan only Rs. 1000 crores was allocated. Till the end of 2014-15 a total amount of Rs. 1131.07 crores has been released to the States. The implementation of programme is facing a number of challenges like low priority to the land revenue and survey and settlement departments, the lack of trained manpower to implement high technology components. In the face of all these constraints under provisioning of resources will affect the pace of implementation of the programme and the programme is likely to spill over beyond 12th Plan.

The Department has constituted a working group to revamp the programme. The Department will finalise the restructured programme on the recommendations of the working group.

O.M. No. Z-16013/1/2014-GC (Vol.III)

Comments of the Committee

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

Recommendation (Serial No. 10, Para No. 2.13)

The Committee are apprised that the Department has been monitoring the NLRMP through Project Sanctioning and Monitoring Committees, Regional Review Meetings interfacing with the States and getting feedback on the implementation of the programme. The Department has however, admitted that this mechanism as well as the Management Information System (MIS) which is an online platform of the DoLR developed to track the programme also need improvement to be effective. The Committee note with concern that there is no mechanism available with the Department to verify whether the data entered online corresponds to the ground reality as the responsibility regarding data entered online lies with the States/UTs concerned. The Committee are further apprised that the Department is in process of developing third

party monitoring system for NLRMP. The Committee are surprised to note that despite knowing the inadequacies of the existing monitoring mechanism, no substantive steps have been taken by the Department to make alteration in the extant mechanism to make it more effective. The Committee therefore, recommend the Department to develop third party monitoring mechanism at the earliest and appoint Nodal Officers at various levels in the State for effective monitoring of the implementation of the Programmes and utilization of funds as this will not only help in identifying the flaws of the scheme but will also facilitate concurrent physical verification of online data entered.

Reply of the Government

The Department will set a third party monitoring system as suggested by the Committee.

O.M. No. Z-16013/1/2014-GC (Vol.III)

NEW DELHI;
10 August, 2015
19 Shravana, 1937 (Saka)

DR. P. VENUGOPAL
Chairperson,
Standing Committee on Rural Development

STANDING COMMITTEE ON RURAL DEVELOPMENT (2014-2015)**MINUTES OF THE TWENTY THIRD SITTING OF THE COMMITTEE HELD ON MONDAY,
THE 10 AUGUST, 2015**

The Committee sat from 1530 hrs. to 1545 hrs. in Committee Room 'B', Ground Floor, Parliament House Annexe, New Delhi.

PRESENT

Dr. P. Venugopal - *Chairperson*

Members**Lok Sabha**

2. Shri Kirti Azad
3. Shri Harish Chandra Chavan
4. Shri Manshankar Ninama
5. Shri Prahlad Singh Patel
6. Dr. Ramesh Pokhriyal "Nishank"
7. Shri Gokaraju Ganga Raju
8. Smt. Butta Renuka
9. Dr. Yashwant Singh
10. Shri Ladu Kishore Swain
11. Shri Ajay Misra Teni
12. Adv. Chintaman Navasha Wanaga
13. Shri Vijay Kumar Hansdak

Rajya Sabha

14. Shri Gulam Rasool Balyawi
15. Shri Ram Narain Dudi
16. Shri Mahendra Singh Mahra
17. Shri Ranvijay Singh Judev
18. Dr. Vijaylaxmi Sadho
19. Shri A. K. Selvaraj
20. Smt. Kanak Lata Singh
21. Shri Ashwani Kumar

SECRETARIAT

1. Shri Abhijit Kumar - Joint Secretary
2. Shri R.C.Tiwari - Director
3. Smt. B. Visala - Additional Director

2. At the outset, the Chairperson welcomed the members to the Sitting of the Committee. Thereafter, the Committee took up for consideration the following draft Action Taken Reports:-

- | | | | | |
|-------|---|-----|-----|-----|
| (i) | XXX | XXX | XXX | XXX |
| (ii) | Draft Report on Action Taken by the Government on the recommendations contained in the Second Report on Demands for Grants (2014-15) of the Department of Land Resources (Ministry of Rural Development); | | | |
| (iii) | XXX | XXX | XXX | XXX |
| (iv) | XXX | XXX | XXX | XXX |
| (v) | XXX | XXX | XXX | XXX |
| (vi) | XXX | XXX | XXX | XXX |

3. After detailed discussions, the Committee adopted the Reports without any 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 THE ACTION TAKEN BY THE GOVERNMENT ON THE RECOMMENDATIONS CONTAINED IN THE SECOND REPORT (16TH LOK SABHA) OF THE STANDING COMMITTEE ON RURAL DEVELOPMENT

I.	Total number of recommendations:	10
II.	Recommendations that have been accepted by the Government : Serial Nos. 1, 3, 4, 7 and 8	
	Total:	5
	Percentage:	50 %
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 :	
	Serial Nos. 2 and 9.	
	Total:	02
	Percentage:	20 %
V.	Recommendations in respect of which final replies of the Government are still awaited : Serial Nos. 5, 6, and 10.	
	Total:	03
	Percentage:	30 %