

STANDING COMMITTEE ON RURAL DEVELOPMENT

(2015-2016)

19

SIXTEENTH LOK SABHA

MINISTRY OF RURAL DEVELOPMENT

(DEPARTMENT OF LAND RESOURCES)

*[Action taken on the recommendations contained in the Seventh Report (Sixteenth Lok Sabha)
on Demands for Grants of the Ministry of Rural Development (Department of Land Resources)
for the year 2015-16]*

NINETEENTH REPORT



LOK SABHA SECRETARIAT

NEW DELHI

NINETEENTH REPORT

STANDING COMMITTEE ON RURAL DEVELOPMENT

(2015-2016)

(SIXTEENTH LOK SABHA)

MINISTRY OF RURAL DEVELOPMENT

(DEPARTMENT OF LAND RESOURCES)

*[Action taken on the recommendations contained in the Seventh Report (Sixteenth Lok Sabha)
on Demands for Grants of the Ministry of Rural Development (Department of Land Resources)
for the year 2015-16]*

Presented to Lok Sabha on 22.12.2015

Laid in Rajya Sabha on 22.12.2015



LOK SABHA SECRETARIAT

NEW DELHI

December, 2015/Agrahayana, 1937 (Saka)

CRD No. 116

Price : Rs.

© 2015 BY LOK SABHA SECRETARIAT

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

CONTENTS

	Page No.
COMPOSITION OF THE COMMITTEE (2015-2016)	(ii)
INTRODUCTION	(iii)
CHAPTER I Report	1
CHAPTER II Recommendations which have been accepted by the Government	11
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	19

APPENDICES

I. Extracts of Minutes of the sitting of the Committee held on 18 December, 2015.....	21
II. Analysis of Action taken by the Government on the recommendations contained in the Seventh Report (16 th Lok Sabha) of the Standing Committee on Rural Development.....	23
III. Information received from State for two days CEO's Conference on 18th and 19th August, 2015...	24

**COMPOSITION OF THE STANDING COMMITTEE ON RURAL DEVELOPMENT
(2015-2016)**

Dr. P. Venugopal -- *Chairperson*

**MEMBERS
LOK SABHA**

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

RAJYA SABHA

22. Shri Munquad Ali
23. Shri Gulam Rasool Balyawi
24. Shri D. Bandyopadhyay
25. Shri Ram Narain Dudi
26. Shri Ranvijay Singh Judev
27. Shri Ashwani Kumar
28. Shri Mahendra Singh Mahra
29. Dr. Vijaylaxmi Sadho
30. Shri A. K. Selvaraj
31. Shrimati Kanak Lata Singh

Secretariat

- | | | |
|--------------------------------|---|---------------------|
| 1. Shri Abhijit Kumar | - | Joint Secretary |
| 2. Shri A.K. Shah | - | Director |
| 3. Smt. B. Visala | - | Additional Director |
| 4. Shri Ravi Kant Prasad Sinha | - | Committee Assistant |

(ii)

INTRODUCTION

I, the Chairperson of the Standing Committee on Rural Development (2015-2016) having been authorised by the Committee to present the Report on their behalf, present the Nineteenth Report on the action taken by the Government on the recommendations contained in the Seventh Report of the Standing Committee on Rural Development (16th Lok Sabha) on Demands for Grants (2015-16) of the Ministry of Rural Development (Department of Land Resources).

2. The Seventh Report was presented to Lok Sabha/laid in Rajya Sabha on 23 April, 2015. Replies of the Government to all the recommendations contained in the Report were received on 14 July, 2015.

3. The Draft Report was considered and adopted by the Committee at their sitting held on 18 December, 2015.

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

NEW DELHI;
18 December, 2015
27 Agrahayana, 1937 (Saka)

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

CHAPTER I

REPORT

This Report of the Standing Committee on Rural Development (2015-16) deals with the action taken by the Government on the Observations/Recommendations contained in their Seventh Report (Sixteenth Lok Sabha) on Demands for Grants (2015-16) of the Ministry of Rural Development (Department of Land Resources).

2. The Seventh Report was presented to Lok Sabha on 23 April, 2015 and was laid on the Table of Rajya Sabha on the same date. The Report contained 8 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. 2,3, 4, 5 and 6.

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.1.

Total: 01
Chapter-IV

- (iv) Observations/Recommendations in respect of which final replies of the Government are still awaited:
Serial No. 7 and 8

Total:02
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. Need for re-orienting strategy for efficient utilisation of funds and persuading the NITI Aayog / Ministry of Finance for higher allocation for schemes of the Department reiterated

Recommendation (Serial Nos. 1, Para No.2.2)

6. With regard to drastic reduction in Plan funds for both the schemes of the Department, the Committee had recommended as under:-

"The planned budgetary support for the Financial Year 2015-16 is Rs. 1627.77 crore which has been made to the Department for its two flagship schemes of Integrated Watershed Management Programme (IWMP) now called Pradhan MantriKrishiSinchayeeYojana (Watershed component) and National Land Records Modernization Programme (NLRMP). An allocation of Rs. 1530 crore has been made for IWMP whereas allocation for NLRMP is to the tune of Rs. 97.77 crore. The Committee observe that the plan allocation of this year stands at Rs. 982.23 crore is quite less than that of the RE of the previous year 2014-15 which was Rs. 2500 crore. The Committee also note that no allocation has been made for 'Neeranchal' during current fiscal as the Cabinet is yet to take view on that. While scrutinizing the allocations for the two schemes of the Department, the Committee find that there has been a reduction of 34.02% and 45% under IWMP and NLRMP respectively over the previous year's RE.

The Committee are however, informed that the Department had proposed Rs. 7126 crore for IWMP and Rs. 250 crore for NLRMP but the Ministry of Finance allocated only Rs. 1530 crore for IWMP and Rs. 97.77 crore for NLRMP stating that the funding of the schemes would now be shared between Centre and State on 50:50 basis somehow making the allocation equivalent to that of previous year's allocation. The Committee are also apprised that the States are yet to agree to the changed funding pattern. The Committee find that even if States agree to the changed funding pattern there would still be a shortfall in the amount as demanded by the Department. The Committee are also given to understand that with this reduced allocation, it would be impossible for them to

sanction new projects under IWMP whereas the performance of NLRMP will depend upon the priority to be accorded by the State Governments while allocating the funds. The Committee are of the view that the drastic cut in allocation during the Financial Year 2015-16 also puts a question mark on the sustainability of the ongoing programmes. The Committee apprehend that decrease in allocation would have an adverse impact on the schemes being run by the Department. The Committee, therefore, recommend the Department to reorient its strategy for not only utilizing the funds efficiently but also persuading the NitiAayog / Ministry of Finance for higher allocation for the Schemes of the Department."

7. The Government in their Action Taken Reply have stated as under:-

"The Department had proposed Rs.7,126 crore to be allocated to Integrated Watershed Mangement Programme (IWMP) & Neeranchal, during 2015-16. However, the Ministry of Finance has allocated only Rs.1500 crore for Watershed Component under the Pradhan Mantri Krishi Sinchai Yojna (PMKSY) i.e erstwhile IWMP. The Ministry of Finance has justified it by stating that in the event of the implementation of the programme at the proposed fund sharing pattern of 50 : 50 between the Centre and the States, the department would have Rs.3,000 crores available, roughly being at the same level as of the previous year.

The Department has been making continuous efforts to administer IWMP effectively. To further strengthen the effectiveness of the programme implementation, the Department has taken various new initiatives like Third party concurrent monitoring of the programme, Organization of National Workshop on best practices under IWMP, Workshop for de-silting of check dams/Water Harvesting Structures. The department has also organized a one day function called ABHINAV- 'Innovative Practices' under IWMP on 19.02.2015 at New Delhi. The function was inaugurated by the Hon'ble Minister of Rural development, Panchayati Raj and Drinking Water Supply & Sanitation. This function marked the initiation of the following innovations:

- i) Presentation of awards on the Best Practices under IWMP to various State Governments and Institutions.
- ii) Release of a book called "Best Practices under IWMP" based on the outcome of the National Workshop on best Practices under IWMP held on 03.09.2014 at Bengaluru.
- iii) Release of Operational Guidelines for Convergence of various programmes with IWMP.
- iv) Release of Operational Guidelines for Bench-marking of Watershed Management Outcomes.
- v) Inauguration of Public Financial Management System (PFMS).
- vi) Inauguration of Srishti, the Bhuvan –IWMP geoportal and the downloadable mobile App called Drishti for effective citizens monitoring of IWMP works.

In addition to above, the Department has requested the States to concentrate upon those projects that can be completed during the current financial year. The States have also been requested to converge watershed activities with MGNREGS for additional funds.

In respect of NLRMP, the Department takes note of the observation of the Committee and will make efforts during the course of the year for getting higher allocation from the Ministry of Finance."

8. While severely criticising huge reduction in proposed Plan Outlays (2015-16) for two major Schemes of IWMP including Neeranchal and NLRMP from the level of Rs.7126 crore and Rs.250 crore to as low as Rs. 1530 crore and Rs.97.77 crore respectively by reason of changing the funding pattern from 90:10 to 50:50 between Centre and the States with uncertainty over allocation on Neeranchal Scheme and apprehending that it will be difficult to sanction new IWMP project with reduced outlay, the Committee had recommended the Department of Land Resources to reorient its strategy for efficient utilisation of funds and pursuing the NITI Aayog, Ministry of Finance for higher allocation of funds for Schemes of Department. In action taken reply, the Department of Land Resources has stated that Ministry of Finance has allocated Rs.1500 crore for Watershed Component under the Pradhan Mantri Krishi Sinchai Yojana (PMKSY) i.e. erstwhile IWMP while justifying it on the ground that the quantum of amount under revised funding would be at previous years' level. The Committee however find that even though the level of funds for IWMP is same as previous year's level under changed funding pattern, yet there is a huge gap of around Rs.4000 crore between demand vis-a-vis availability of funds for IWMP. The Committee, therefore, reiterate that the issue of enhanced funds be taken up with Ministry of Finance / Niti

Aayog afresh. As regard, re-orienting the strategy for efficient utilisation of funds, the Department of Land Resources has inter alia outlined various new initiatives like inauguration of Public Financial Management System, asking States to converge Watershed activities with MGNREGA, Thirty Party Concurrent Monitoring, organisation of National Workshops on best practices etc. The Committee, however, find with dismay that converging watershed activities with MGNREGA is quite old and as such cannot be considered as new initiative. Moreover, the Committee are unable to comprehend as to how the measures outlined above will result in re-orienting the strategy for efficient utilisation of funds under IWMP. The Committee would like a clarification in this regard.

B. Unspent balances criticised and putting in place mechanism for ensuring accountability at each level for proper utilisation of funds reiterated

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

9. With regard to huge unspent balances with Department of Land Resources and need for putting in place mechanism for ensuring accountability at each level for optimal utilisation of unspent balances, the Committee had recommended as under:-

"The Committee find from the data provided by the Department that there are huge unspent balances in both the schemes of the DoLR. A closer examination of the unspent balances reveals that the unspent balances under IWMP stood at Rs. 1561.33 crore as on 28.02.2015, is very close to this year's allocation. The status of unspent balances gets all the more worse under the NLRMP where the unspent balance is Rs.742.7547 crore or 7.60 times more than the present year's

allocation of Rs. 97.77 crore. The Committee have been apprised of the various reasons for the unspent balances under IWMP which mainly include delay in the establishment of dedicated implementing structures at the State, District and project level and the provision in the Guidelines for the completion of project in 4-7 years time with two years given for the preparations of the project. The reasons for unspent balances under NLRMP are stated to be the low priority accorded by the States to the programme, lack of administrative and political will to take up the various components of the programme especially survey and resurvey, lack of trained manpower with the States to use high technology to implement survey and resurvey, integration of spatial and textual data and delay in process of tenders etc. The Committee are also apprised of various steps taken by the Department to utilize the unspent balances which *inter alia* include preparation of month wise Annual Action Plan, Quarterly review meeting by the Secretary, Regional review meetings, field visits, concurrent third party monitoring and evaluation, better utilization of space technology, adopting public financial management system of the Government of India, Vigilance and Monitoring Committees with Members of Parliament, elected representatives of the State and Panchayati Raj Institutions.

The Committee note that the institutional and procedural arrangements for the better utilization of funds were already in place for a long time but they have failed to yield the desired results due to factors like lack of the mechanism to fix the responsibility at each level and also the failure of the DoLR to convince and persuade the States and other stakeholders to avail the full benefits of the Schemes by utilizing the funds. The Committee, therefore, recommend the Department to put in place a mechanism to ensure accountability at each level so that the allocated funds are fully utilized and benefits of the Schemes reach the common people for whom such Schemes are launched."

10. The Government in their Action Taken Reply have stated as under:-

As recommended by the Committee, the Department has been making sincere efforts in-coordination with the States for the effective utilization of 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 available funds. The unspent balance as on 1.4.15 is Rs. 1561.35 crore which is 28% less than the previous year. The unspent balance as on 30.09.2015 under IWMP is Rs. 1245.21 crore which is 43% less than the previous year (as on 01.04.2014)*.

In addition to the existing monitoring mechanism, the Department has been insisting on States to 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.

*updated by DoLR on 04.12.2015

So far as NLRMP is concerned, the Department has written to all the State Governments to prepare an action plan to utilize the unspent balance of funds efficiently available with them from the previously released amounts. It has also urged the State Governments to review implementation of the programme at the level of the State Chief Secretaries by convening meetings of the State Level Review & Monitoring Committee of NLRMP. The Department is also participating in these meetings. These steps are in addition to the regional review 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 and the unspent balance stands at Rs. 714 crore."

11. Criticising huge unspent balances of Rs.2303.08 crore, as on 28 February, 2015 i.e. Rs. 1561.33 crore under IWMP and Rs.742.75 crore under NLRMP on different reasons like low priority accorded by States to the programmes, lack of administrative and political will to take up various components of the programmes etc., and while observing that institutional arrangements already available for a long time for better utilisation of funds have failed in yielding desired results, the Committee had recommended the Department to put in place a mechanism to ensure accountability of each level for optimal utilisation of funds. In action taken reply, the Department of Land Resources has inter alia stated that Department has been making sincere efforts in consultation with States for optimal utilisation of allocated funds under IWMP in a time bound manner and as a result 22 States have already appointed independent concurrent monitoring and evaluating agencies. Similarly, under NLRMP, State Governments have been asked to prepare action plan to utilise unspent balances efficiently. The Committee find that the unspent balance under IWMP as on 01.04.14 of Rs.2189.98 crore has come down to Rs. 1561.35 crore on 01.04.15, and as on 30.09.2015 it is still as high as 1,245.21 crore, yet they feel that

the figure of Rs.1245.21 crore is quite high. Further from the figures (Annexure) that were made available for Two Day's Conference of CEOs of SLNA of all States on implementation of Pradhan Mantri Krishi Sinchayee Yojana - Watershed Development (erstwhile IWMP) held on 18th and 19th August, 2015 at New Delhi, the Committee find that unspent balance as on 1 April, 2015 stands at Rs.1439.24 crore and major States where there are huge unspent balances under IWMP are Uttar Pradesh (Rs.192.74 crore), Rajasthan (Rs.152.26 crore), Madhya Pradesh (Rs.145.91 crore), Maharashtra (Rs.111.47 crore) and Gujarat (Rs.103.37 crore). The Committee find that there is a variation in amounts of unspent balances as on 1st April, 2015 as shown in the Action Taken Replies and figures made available to the Two Day's Conference referred to above. The Committee would desire clarification in this regard.

The Committee recall that they in their previous Reports on Demands for Grants i.e. Second Report on Demands for Grants (2014-15) and Eleventh Report (Action Taken Report thereon) had recommended and reiterated time bound utilisation of unspent balances. The Committee once again reiterate that it is high time that the Department of Land Resources may put in place a mechanism to ensure accountability of each level for timely utilisation of funds. The Committee reiterate that within 6 months such mechanism should be in place.

C. Expeditious setting up National Institute of Land Administration Management (NILAM) reiterated.

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

12. About expeditious setting up of National Institute of Land Administration and Management (NILAM) the Committee have recommended as under:-

"The Committee are informed that the reasons for slow progress for NLRMP are lack of trained manpower, non-availability of high speed bandwidth, lack of technically capable private vendors, lack of coordination among the Departments involved in implementing the programme, etc. The Committee also note that out of the 34 sanctioned NLRMP cells for the training of staff involved in the implementation of the programme, only 25 are functional in the different parts of the country. They are further informed that the Department proposes to set up National Institute of Land Administration and Management (NILAM) .It will provide short term courses on the issues related to the NLRMP, land administration and land management to the senior and middle level officers of the States/UTs. Training of trainers of the personnel from Administrative Training Institutes and/or the Survey/Revenue/Patwari Training Schools will also be conducted by the NILAM. As informed to the Committee, the Government of Rajasthan has allotted land measuring 17.40 hectares in village Kalipahari, in Tehsil Behror of Alwar district for the establishment of the National Institute of Land Administration and Management (NILAM) and the DoLR is now exploring the possibility of setting-up the Institute on Public Private Partnership mode as setting up the proposed Institute may require a substantial investment as well as recurring expenditures thereafter.

The Committee are of the opinion that NLRMP is a highly technical programme which requires a plethora of trained and skilled manpower and therefore, recommend the DoLR to expedite the setting up of NILAM. They also desire the Department to ensure that all the sanctioned cells are functional at the earliest to resolve the shortage of technical manpower. The Committee would also like to be apprised of the steps taken in this regard."

13. The Government in their Action Taken Reply have stated as under:-

"While the Department is exploring the possibility for establishing NILAM in PPP Mode 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."

14. While being concerned on the slow progress on NLRMP programme, on account of lack of trained manpower and coordination among Departments involved in implementing it and having found that a National Institute of Land Administration and Management (NILAM) is being set up at Alwar district in Rajasthan under PPP mode and the NLRMP programme being highly technical in nature, requiring trained and skilled manpower, the Committee had recommended expeditious setting up of NILAM Institute and making the sanctioned cells functional for resolving the shortage of technical manpower. In action taken reply, the Committee have been informed by the Department of Land Resources that Department is exploring the possibility of establishing NILAM, training master trainers through NIC etc.

The Committee recall that they in their previous Reports on Demands for Grants i.e. Second Report on Demands for Grants (2014-15) and Eleventh Report (Action Taken Report thereon), had recommended and reiterated expeditious setting up of NILAM Institute. In view of the foregoing, the Committee note with dismay that status quo is prevailing on the issue and Department of Land Resources has not been pro-active on this issue. The Committee once again reiterate that Department of Land Resources should make all out efforts for early setting up of NILAM for expeditious implementation of NLRMP Programme in the country.

CHAPTER II

RECOMMENDATION WHICH HAVE BEEN ACCEPTED BY THE GOVERNMENT

Recommendation (Serial No. 2 & 3, Para No. 2.3 & 2.4)

The Committee find from the data provided by the Department that there are huge unspent balances in both the schemes of the DoLR. A closer examination of the unspent balances reveals that the unspent balances under IWMP stood at Rs. 1561.33 crore as on 28.02.2015, is very close to this year's allocation. The status of unspent balances gets all the more worse under the NLRMP where the unspent balance is Rs.742.7547 crore or 7.60 times more than the present year's allocation of Rs. 97.77 crore. The Committee have been apprised of the various reasons for the unspent balances under IWMP which mainly include delay in the establishment of dedicated implementing structures at the State, District and project level and the provision in the Guidelines for the completion of project in 4-7 years time with two years given for the preparations of the project. The reasons for unspent balances under NLRMP are stated to be the low priority accorded by the States to the programme, lack of administrative and political will to take up the various components of the programme especially survey and resurvey, lack of trained manpower with the States to use high technology to implement survey and resurvey, integration of spatial and textual data and delay in process of tenders etc. The Committee are also apprised of various steps taken by the Department to utilize the unspent balances which inter alia include preparation of month wise Annual Action Plan, Quarterly review meeting by the Secretary, Regional review meetings, field visits, concurrent third party monitoring and evaluation, better utilization of space technology, adopting public financial management system of the Government of India, Vigilance and Monitoring Committees with Members of Parliament, elected representatives of the State and Panchayati Raj Institutions.

The Committee note that the institutional and procedural arrangements for the better utilization of funds were already in place for a long time but they have failed to yield the desired results due to factors like lack of the mechanism to fix the responsibility at each level and also the failure of the DoLR to convince and persuade the States and other stakeholders to avail the full benefits of the Schemes by utilizing the funds. The Committee, therefore, recommend the Department to put in place a mechanism to ensure accountability at each level so that the allocated funds are fully utilized and benefits of the Schemes reach the common people for whom such Schemes are launched.

(Recommendation Para No. 2.3)

The Committee note that the Department of Land Resources had been implementing three Area Development Programmes viz. the Integrated Wastelands Development Programme (IWDP), the Drought Prone Areas Programme (DPAP) and the Desert Development Programme (DDP) on watershed basis since 1995-96, based on the recommendations of a Technical Committee under the Chairmanship of Professor C.H. Hanumantha Rao. The Guidelines of 1995 were revised in the year 2001 and 2003 and renamed as the Hariyali Guidelines. In 2005, the Department set up another technical Committee on DPAP, DDP and IWDP under the Chairmanship of Shri

S. Parthasarathy to address issues in watershed programmes. Based on the Parthasarathy Committee Report, the National Rainfed Area Authority (NRAA) framed Common Guidelines, 2008 for watershed programmes for all Ministries/Departments. The provisions in the Common Guidelines and the observations of the Parthasarathy Committee necessitated modifications in the watershed schemes of the Department. Accordingly, DPAP, DDP and IWDP of the Department were integrated and consolidated into a single modified programme called the Integrated Watershed Management Programme (IWMP) w.e.f. 26.02.2009. Now, the Committee have been informed that the IWMP has been converted into Pradhan Mantri Krishi Sinchayee Yojana (watershed component) in 2015. The Committee are also apprised during evidence that IWMP is now a part of Pradhan Mantri Krishi Sinchayee Yojana and this scheme will be implemented by Ministry of Agriculture and the structure and modalities of the scheme are not yet clear. The Secretary, DoLR also stated during evidence that PMKSY could only focus on irrigation while IWMP was a multidimensional programme.

The Committee note with concern that during the span of 14 years i.e. 1995 to 2009, the guidelines of the watershed schemes have been revised five times on the recommendations of various Committees. However, despite that the programme could not live up to the expectations for which it was conceived. The Committee share the concern of the DoLR that beneficiaries of the Scheme will be deprived of the multi-dimensional benefits of the IWMP and equity in development could not be ensured. The Committee are of the considered view that the Department should have taken the remedial measures well in time and the frequent modifications in the guidelines could have been avoided so that the implementation of the Schemes could have been effective and the people would not have been deprived of the benefits. The Committee, therefore, recommends the Department to focus on the effective implementation of the Scheme by initiating all necessary measures.

(Recommendation Para No. 2.4)

Reply of the Government

Watershed development has evolved from a purely technical, externally imposed intervention in the 1980s to a more participatory exercise in which local people help design and implement watershed management plans. In the process, Watershed Guidelines were revised for incorporating the lessons learned and views of local experts/people without modifying the basic approach of watershed management. Under IWMP, dedicated institutions, livelihood activities, production systems and micro-enterprise are new additions to watershed programme, which hitherto consisted of conventional activities such as soil & moisture conservation, rain water harvesting, recharging of the ground water table and prevention of soil erosion. These new activities are expected to maximize utilization of the potential generated by watershed activities and creation of livelihoods and enhanced incomes for the households falling within the watershed area.

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 continuously emphasizing on expediting the implementation by utilizing the allocated funds in various fora like the Steering Committee meetings, Regional Review Meetings, Quarterly review meetings and field visits etc. The new

initiatives like Shirшти & Drishti web & mobile applications, implementation of Public Financial Management System (PFMS) and awarding the States and the implementing agencies for their best practices under IWMP shall result in better implementation of the programme.

As recommended by the Committee, the Department has been making sincere efforts in-coordination with the States for the effective utilization of 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 available funds. The unspent balance as on 1.4.15 is Rs. 1561.35 crore which is 28% less than the previous year.

In addition to the existing monitoring mechanism, the Department has been insisting on States to 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.

So far as NLRMP is concerned, the Department has written to all the State Governments to prepare an action plan to utilize the unspent balance of funds efficiently available with them from the previously released amounts. It has also urged the State Governments to review implementation of the programme at the level of the State Chief Secretaries by convening meetings of the State Level Review & Monitoring Committee of NLRMP. The Department is also participating in these meetings. These steps are in addition to the regional review 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 and the unspent balance stands at Rs. 714 crore.

[O.M. No. Z-16013/1/2015-GC dated 14 July, 2015, 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. 4, Para No. 2.5)

The Committee observe that till 2014-15, the IWMP was being implemented on a cost sharing ratio of 90:10 between Centre and States. Now, the cost sharing ratio between Centre and States is stated to have changed to 50:50. The Secretary, during evidence stated that IWMP may not be a top priority programme for the States as States have already announced their Budgets and allotted only 10 percent of their share for the IWMP. The Committee are of the opinion that before changing the funding pattern, States should have been consulted and sufficient time should have been given to them to fine tune their budget to adapt to the new sharing ratios that both the State and DoLR would have been better prepared to effectively deal with the transition phase as co-ordination between Centre and States is a pre-requisite for the successful implementation of any programme.

The Committee also note that till 31.12.2014, a total number of 8214 projects covering an area of 39.069 lakh hectares have been sanctioned by the Department of Land Resources under Integrated Watershed Management Programme (IWMP), out of which 4728 projects i.e. 58 percent are in works phase. The Secretary, during evidence, admitted that there will be slowing down of implementation of IWMP due to reduced allocation and the desired share not coming from the States as these projects would have to be prioritized for funding. The Committee feel that with the present level of allocation, it will take many years to fund the earlier committed projects and no new projects can be sanctioned beyond 2014-15. The Committee, therefore, recommend the DoLR to make all out efforts in completing the sanctioned projects as foreclosure of the earlier sanctioned projects would amount to huge wastage of funds without realizing the desired outcomes.

Reply of the Government

As recommended by the Committee, the department will focus on completion of already sanctioned projects with the available budget. No new projects will be sanctioned during 2015-16 due to liability of the on-going projects.

[O.M. No. Z-16013/1/2015-GC dated 14 July, 2015, Department of Land Resources (Ministry of Rural Development)]

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

The Committee are apprised that the Department has been monitoring the watershed projects through review meetings, Management Information System, progress reports, utilization certificates, audited system of accounts etc. The Committee have also been apprised that to improve the monitoring and evaluation mechanism, the DoLR, in collaboration with National Remote Sensing Centre (NRSC) has launched a Geo-portal named 'Shrishti' which will provide satellite images for monitoring the IWMP projects. They have also launched 'Drishti' an android based mobile app to upload pictures of the project which will be linked to 'Shrishti'. The Committee appreciate the new initiatives taken by the DoLR and hope that launch of the 'Shrishti' and 'Drishti' would help bring in transparency and better monitoring of the watershed schemes. The Committee would, therefore, recommend the DoLR to make efforts to popularize these two mechanisms so that people are aware of the site and app, as involving people of the project area would bring participative monitoring of the IWMP which will eventually lead to success of the programme.

Reply of the Government

As recommended by the Committee, the Department is actively facilitating implementation of Srishti and Drishti. Trainings have been organized for the personnel working in the States in Delhi as well as in the State Headquarters. So far 10 trainings have been organized and 430 people have been trained by the National Remote Sensing Centre (NRSC), Hyderabad. Further trainings have been planned. Support through video conferencing and telephone is being provided to the States. User manuals have also been provided to the States.

[O.M. No. Z-16013/1/2015-GC dated 14 July, 2015, Department of Land Resources (Ministry of Rural Development)]

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

The Committee note that for modernization of land records system in the country, the National Land Records Modernization Programme (NLRMP) was launched during 2008-09. The main objective of the NLRMP is to develop a modern, comprehensive and transparent land records management system with the aim to implement the conclusive land-titling system in the country by the end of Twelfth Five Year Plan.

The Committee find that funding pattern under the programme for its various components was 100% Central funding for computerization of land records and training & capacity building, funding in the ratio of 90:10 between the Centre and the NE States and 50:50 for other States for survey/resurvey and modern record rooms. Further, the funding ratio is 90:10 between the Centre and the NE States and 25:75 for other States for computerization of registration. UTs, however, are provided with 100% Central assistance. The Committee are apprised that from the current financial year 2015-16, NLRMP will be implemented on a funding pattern in the ratio of 50:50 between the Centre and States. Expressing concern over the changed funding pattern, the Department also apprehend that with this level of allocation it will take several years to complete the activities under the programme.

The Committee observe that under NLRMP, the target is to cover all districts of the country by the end of 12th Five Year Plan. However, only 457 districts have been covered under NLRMP so far. Computerization of Record of Rights have been completed in 23 States, 17 States have stopped manual issuance of RORs, 21 States/UTs have accorded legal sanctity to computerized copy of RORs, 19 States/UTs have placed ROR data on website, 7 States have digitized their cadastral maps, 24 States have computerized their registration process, 10 States/UTs have integrated their Land Records with registration process and 12 States are issuing ROR through Kiosk/ Common Service Centre at Town/village level. To achieve the targets of NLRMP by stipulated time, the Committee do not find it logical to make sudden change in funding pattern without giving the States due time to adopt to the new system. However, in view of the huge unspent balances lying with the States under the programme, the Committee recommend the DoLR to chalk out a strategy in consultation with the States concerned for the expeditious utilization of the unspent balances so that funding issue is solved to some extent. They also desire the Department to approach the Ministry of Finance for higher allocation of funds.

Reply of the Government

While the final decision on the funding pattern rests with the Ministry of Finance; the National Land Records Modernisation Programme has been listed under at Annex 8B (at Sr. no. 18) of the Expenditure Budget Volume-I. The Annex 8B lists 'Scheme to be run with Changed Sharing Pattern'. The Department has noted the observations of the Committee's relating to the likely impact on the programme due to changed funding pattern and regarding smaller allocation of funds. The Department will make efforts during the course of the year for higher allocation from the Ministry of Finance. At this stage the Department has intimated to the States the reduction in allocation of funds; therefore there is a need on their part to allocate higher funds from their respective budgets and has also requested the States to prepare action plan to utilize unspent balances.

[O.M. No. Z-16013/1/2015-GC dated 14 July, 2015, Department of Land Resources (Ministry of Rural Development)]

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. 1, Para No. 2.2)

The planned budgetary support for the Financial Year 2015-16 is Rs. 1627.77 crore which has been made to the Department for its two flagship schemes of Integrated Watershed Management Programme (IWMP) now called Pradhan Mantri Krishi Sinchayee Yojana (Watershed component) and National Land Records Modernization Programme (NLRMP). An allocation of Rs. 1530 crore has been made for IWMP whereas allocation for NLRMP is to the tune of Rs. 97.77 crore. The Committee observe that the plan allocation of this year stands at Rs. 982.23 crore is quite less than that of the RE of the previous year 2014-15 which was Rs. 2500 crore. The Committee also note that no allocation has been made for 'Neeranchal' during current fiscal as the Cabinet is yet to take view on that. While scrutinizing the allocations for the two schemes of the Department, the Committee find that there has been a reduction of 34.02% and 45% under IWMP and NLRMP respectively over the previous year's RE.

The Committee are however, informed that the Department had proposed Rs. 7126 crore for IWMP and Rs. 250 crore for NLRMP but the Ministry of Finance allocated only Rs. 1530 crore for IWMP and Rs. 97.77 crore for NLRMP stating that the funding of the schemes would now be shared between Centre and State on 50:50 basis somehow making the allocation equivalent to that of previous year's allocation. The Committee are also apprised that the States are yet to agree to the changed funding pattern. The Committee find that even if States agree to the changed funding pattern there would still be a shortfall in the amount as demanded by the Department. The Committee are also given to understand that with this reduced allocation, it would be impossible for them to sanction new projects under IWMP whereas the performance of NLRMP will depend upon the priority to be accorded by the State Governments while allocating the funds. The Committee are of the view that the drastic cut in allocation during the Financial Year 2015-16 also puts a question mark on the sustainability of the ongoing programmes. The Committee apprehend that decrease in allocation would have an adverse impact on the schemes being run by the Department. The Committee, therefore, recommend the Department to reorient its strategy for not only utilizing the funds efficiently but also persuading the Niti Aayog / Ministry of Finance for higher allocation for the Schemes of the Department.

Reply of the Government

The Department had proposed Rs.7,126 crore to be allocated to Integrated Watershed Management Programme (IWMP) & Neeranchal, during 2015-16. However, the Ministry of Finance has allocated only Rs.1500 crore for Watershed Component under the Pradhan Mantri Krishi Sinchai Yojna (PMKSY) i.e erstwhile IWMP. The Ministry of Finance has justified it by stating that in the event of the implementation of the programme at the proposed fund sharing pattern of 50 : 50 between the Centre and

the States, the department would have Rs.3,000 crores available, roughly being at the same level as of the previous year.

The Department has been making continuous efforts to administer IWMP effectively. To further strengthen the effectiveness of the programme implementation, the Department has taken various new initiatives like Third party concurrent monitoring of the programme, Organization of National Workshop on best practices under IWMP, Workshop for de-silting of check dams/Water Harvesting Structures. The department has also organized a one day function called ABHINAV- 'Innovative Practices' under IWMP on 19.02.2015 at New Delhi. The function was inaugurated by the Hon'ble Minister of Rural development, Panchayati Raj and Drinking Water Supply & Sanitation. This function marked the initiation of the following innovations:

- i) Presentation of awards on the Best Practices under IWMP to various State Governments and Institutions.
- ii) Release of a book called "Best Practices under IWMP" based on the outcome of the National Workshop on best Practices under IWMP held on 03.09.2014 at Bengaluru.
- iii) Release of Operational Guidelines for Convergence of various programmes with IWMP.
- iv) Release of Operational Guidelines for Bench-marking of Watershed Management Outcomes.
- v) Inauguration of Public Financial Management System (PFMS).
- vi) Inauguration of Srishti, the Bhuvan –IWMP geoportal and the downloadable mobile App called Drishti for effective citizens monitoring of IWMP works.

In addition to above, the Department has requested the States to concentrate upon those projects that can be completed during the current financial year. The States have also been requested to converge watershed activities with MGNREGS for additional funds.

In respect of NLRMP, the Department takes note of the observation of the Committee and will make efforts during the course of the year for getting higher allocation from the Ministry of Finance.

[O.M. No. Z-16013/1/2015-GC dated 14 July, 2015, Department of
Land Resources (Ministry of Rural Development)]

Comments of the Committee

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

CHAPTER V

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

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

The Committee are informed that the reasons for slow progress for NLRMP are lack of trained manpower, non-availability of high speed bandwidth, lack of technically capable private vendors, lack of coordination among the Departments involved in implementing the programme, etc. The Committee also note that out of the 34 sanctioned NLRMP cells for the training of staff involved in the implementation of the programme, only 25 are functional in the different parts of the country. They are further informed that the Department proposes to set up National Institute of Land Administration and Management (NILAM). It will provide short term courses on the issues related to the NLRMP, land administration and land management to the senior and middle level officers of the States/UTs. Training of trainers of the personnel from Administrative Training Institutes and/or the Survey/Revenue/Patwari Training Schools will also be conducted by the NILAM. As informed to the Committee, the Government of Rajasthan has allotted land measuring 17.40 hectares in village Kalipahari, in Tehsil Behror of Alwar district for the establishment of the National Institute of Land Administration and Management (NILAM) and the DoLR is now exploring the possibility of setting-up the Institute on Public Private Partnership mode as setting up the proposed Institute may require a substantial investment as well as recurring expenditures thereafter.

The Committee are of the opinion that NLRMP is a highly technical programme which requires a plethora of trained and skilled manpower and therefore, recommend the DoLR to expedite the setting up of NILAM. They also desire the Department to ensure that all the sanctioned cells are functional at the earliest to resolve the shortage of technical manpower. The Committee would also like to be apprised of the steps taken in this regard.

Reply of the Government

While the Department is exploring the possibility for establishing NILAM in PPP Mode 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-16013/1/2015-GC dated 14 July, 2015, Department of Land Resources (Ministry of Rural Development)]

Comments of the Committee

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

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

The Committee are apprised that the Department monitors the NLRMP through Project/Proposal Sanctioning and Monitoring Committee under the Chairpersonship of the Secretary, Department of Land Resources. The Monitoring Committee considers the proposals received from the States/UTs for release of funds and reviews progress of the NLRMP work. Further, the base modules of the Management Information System (MIS) for the NLRMP have been developed and hosted on the website. The Committee recommend the DoLR to strengthen the existing monitoring mechanism and to evolve a system of physical verification so that the data put on the website can be verified. The Committee also recommend the Department to make changes in the extant monitoring mechanism for the better and effective monitoring of the scheme.

Reply of the Government

The recommendations of the Committee are noted for compliance. Department is taking initiatives for better monitoring of the NLRMP.

[O.M. No. Z-16013/1/2015-GC dated 14 July, 2015, Department of Land Resources (Ministry of Rural Development)]

NEW DELHI;
18 December, 2015
27 Agrahayana, 1937 (Saka)

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

COMMITTEE ON RURAL DEVELOPMENT (2015-2016)

**MINUTES OF THE SIXTH SITTING OF THE COMMITTEE HELD ON
FRIDAY, THE 18 DECEMBER, 2015**

The Committee sat from 1000 hrs. to 1030 hrs. in Committee Room 'C', Ground Floor, Parliament House Annexe, New Delhi.

Dr. P. Venugopal - *Chairperson*

MEMBERS

LOK SABHA

2. Smt. Renuka Butta
3. Shri Harishchandra Deoram Chavan
4. Shri Vijay Kumar Hansdak
5. Shri Ajay Misra (Teni)
6. Shri Manshankar Ninama
7. Smt. Mausam Noor
8. Shri Prahlad Singh Patel
9. Shri Gokaraju Ganga Raju
10. Shri Jugal Kishore Sharma
11. Dr. Yashwant Singh
12. Shri Ladu Kishore Swain
13. Shri Chintaman Navasha Wanaga

RAJYA SABHA

14. Shri D. Bandyopadhyay
15. Shri Ram Narain Dudi
16. Shri Ranvijay Singh Judev
17. Shri A.K. Selvaraj

SECRETARIAT

- | | | | |
|----|--------------------|---|---------------------|
| 1. | Shri Abhijit Kumar | - | Joint Secretary |
| 2. | Shri A.K. Shah | - | Director |
| 3. | Smt. B. Visala | - | Additional Director |

2. At the outset, the Chairperson welcomed the Members to the sitting of the Committee convened for consideration of one draft Report on the subject XXX XXX XXX XXX and four Draft Reports of the Committee on action taken by the Government on the recommendations contained on Demands for Grants (2015-16) in respect of Ministry of Drinking Water and Sanitation, Department of Rural Development (Ministry of Rural Development), Department of Land Resources (Ministry of Rural Development) and Ministry of Panchayati Raj:

3. The Committee then took up for consideration the following Draft Reports:-

(i) XXX XXX XXX XXX XXX XXX

(ii) XXX XXX XXX XXX XXX XXX

(iii) XXX XXX XXX XXX XXX XXX

(iv) Draft Report on Action taken by the Government on the recommendations contained in the Seventh Report on Demands for Grants (2015-16) of the Department of Land Resources (Ministry of Rural Development); and

(v) XXX XXX XXX XXX XXX XXX

4. Draft Reports were taken up for consideration one-by-one and after detailed discussions, the Committee adopted the Reports with minor modifications. The Committee then authorized the Chairperson to finalize the aforesaid Draft Reports and present the same to the Parliament.

5. XXX XXX XXX XXX XXX XXX

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 SEVENTH REPORT (16TH LOK
SABHA) OF THE STANDING COMMITTEE ON RURAL DEVELOPMENT**

I.	Total number of recommendations:	08
II.	Recommendations that have been accepted by the Government : Serial Nos. 2, 3, 4, 5 and 6	
	Total:	5
	Percentage:	62.5 %
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. 1	
	Total:	01
	Percentage:	12.5 %
V.	Recommendations in respect of which final replies of the Government are still awaited : Serial No. 7 and 8	
	Total:	02
	Percentage:	25 %