

**STANDING COMMITTEE ON RURAL DEVELOPMENT**

**(2014-2015)**

**2**

**SIXTEENTH LOK SABHA**

**MINISTRY OF RURAL DEVELOPMENT**

**(DEPARTMENT OF LAND RESOURCES)**

**DEMANDS FOR GRANTS**

**(2014-15)**

**SECOND REPORT**



**LOK SABHA SECRETARIAT**

**NEW DELHI**

**SECOND REPORT**

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**(2014-15)**

Presented to Lok Sabha on 19.12.2014

Laid in Rajya Sabha on 19.12.2014



**LOK SABHA SECRETARIAT**

**NEW DELHI**

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

Dr. P. Venugopal -- *Chairperson*

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2. Shri R.C. Tiwari - Director
3. Smt Meenakshi Sharma - Deputy Secretary
4. Shri Ravi kant Prasad Sinha - Committee Assistant

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

\*\* 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

## 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 Second Report on Demands for Grants (2014-15) of the Department of Land Resources (Ministry of Rural Development).

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

3. The Committee took briefing of the representatives of the Department of Land Resources (Ministry of Rural Development) on 13 October, 2014 and evidence on 19 November, 2014.

4. The Report was considered and adopted by the Committee at their sitting held on 16 December, 2014.

5. The Committee wish to express their thanks to the officials of the Department of Land Resources (Ministry of Rural Development) for placing before them the requisite material and their considered views in connection with the examination of the subject.

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

**NEW DELHI;**  
**18 DECEMBER, 2014**  
**27 Agrahayana, 1936 (Saka)**

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

## ABBREVIATIONS

BE	-	Budget Estimate
CCEA	-	Cabinet Committee on Economic Affairs
CLR	-	Computerisation of Land Records
DDP	-	Desert Development Programme
DPAP	-	Drought Prone Areas Programme
DRDA	-	District Rural Development Agency
DPR	-	Detailed Project Report
EOI	-	Expression of Interest
EFC	-	Expenditure Finance Committee
ETS	-	Electronic Total Station
FMB	-	Field Measurement Book
GIS	-	Geographic Information System
GBS	-	Gross Budgetary Support
ICAR	-	Indian Council for Agricultural Research
ICRISAT	-	International Crops Research Institute for the Semi-Arid Tropics
IWDP	-	Integrated Wastelands Development Programme
IWMP	-	Integrated Watershed Management Programme
LAN	-	Local Area Network
MIS	-	Management Information System
MNRE	-	Ministry of New & Renewable Energy
MGNREGA	-	Mahatma Gandhi National Rural Employment Guarantee Act
NE	-	North Eastern
NGO	-	Non-Governmental Organisation
NIC	-	National Informatics Centre
NIRD	-	National Institute of Rural Development
NNE	-	Non-North Eastern
NPCLRM	-	National Programme for Comprehensive Land Resources Management
NICSI	-	National Informatics Centre Services Inc
NILAM	-	National Institute of Land Administration & Management
NRRP	-	National Rehabilitation and Resettlement
NLRMP	-	National Land Record Modernisation Programme
NRAA	-	National Rain-fed Area Authority
NWDB	-	National Wastelands Development Board
PIA	-	Project Implementation Agency
QPRs	-	Quality Progress Reports
RE	-	Revised Estimate
RoR	-	Record of Rights
SLNA	-	State Level Nodal Agency
SRA & ULR	-	Strengthening of Revenue Administration and Updating of Land Records
TDET	-	Technology Development Extension and Training
TERI	-	The Energy and Resources Institute
UT	-	Union Territory
WA	-	Watershed Association
WC	-	Watershed Committee
WCDCs	-	Watershed Cell cum Data Centres
ZP	-	Zilla Parishad

# REPORT

## PART I

### NARRATION ANALYSIS

#### I. INTRODUCTORY

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

1.1 The Department of Land Resources, Ministry of Rural Development has, therefore, accorded high priority to holistic and sustainable development of rainfed / degraded areas through Integrated Watershed Management Programme (IWMP) launched in 2009-10. The programme is being implemented as per the Common Guidelines for Watershed Development Projects, 2008 (Revised Edition – 2011).

1.2 The major activities undertaken under IWMP since its inception in 2009-10 *inter alia* include preparation of Detailed Project Reports, institution and capacity building, entry point activities, ridge area treatment, drainage line treatment, soil and moisture conservation, rain water harvesting, nursery raising, afforestation, horticulture, pasture development, livelihood activities for the asset-less persons and production system and micro enterprises for small and marginal farmers.

1.3 Department of Land Resources aims to build an integrated land information management system with up-to-date and real-time land records. For this purpose, the two main systems of land records i.e. management and registration are proposed to be integrated with the help of modern technology. Accordingly, the preceding two schemes i.e. Computerization of Land Records (CLR) and Strengthening of Revenue Administration & Updating of Land Records (SRA&ULR) have been merged into a new and enhanced programme of National Land Records Modernization Programme (NLRMP) in the year 2008-09.



1.4 The primary focus of the NLRM programme is on providing citizen services and developing a comprehensive tool based on Geographic Information System (GIS) for supporting and planning developmental and regulatory activities. The citizen services aim to include providing computerized copies of the Records of Rights with maps, other land based certificates such as income certificates, domicile certificates etc. Property owners would get access to their land records, as the records may be placed on the website. Abolition of stamp papers and payment of stamp duty and registration fees through banks, digitized registration facilities, automatic and automated mutations, single window services can be achieved through NLRMP.

1.5 The Department of Land Resources, Ministry of Rural Development, in the Government of India has formulated the National Rehabilitation & Resettlement Policy, 2007. One of its aims is to minimize large-scale displacement, as far as possible. Only the minimum area of land commensurate with the purpose of the project may be acquired. Also, as far as possible, projects may be set up on wastelands, degraded or un-irrigated land. Acquisition of Agricultural land for non-agricultural use in the project may be kept to the minimum, multi-cropped land may be avoided to the extent possible for such purposes and acquisition of irrigated land if un-avoidable may be kept to the minimum. The Policy also provides comprehensive rehabilitation and resettlement benefits to the displaced families.

## II. RESPONSIBILITIES/ FUNCTIONS OF THE DEPARTMENT

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

- Land reforms, land tenure, land records, consolidation of holdings and other related matters.
- Administration of *Right to Fair compensation and Transparency in Land Acquisition, Rehabilitation and Resettlement Act, 2013* which came into force from 1.1.2014.
- Recovery of claims in a State in respect of taxes and other public demands, including arrears of land revenue and sums recoverable as such arrears, arising outside that State.
- Land, that is to say, collection of rents, transfer and alienation of land, land improvement and agricultural loans excluding acquisition of non-agricultural land or buildings, town planning improvements.
- Land revenue, including assessment and collection of revenue, survey for revenue purposes, alienation of revenues.
- Duties in respect of succession to agricultural land.
- National Wastelands Development Board.
- National Land Use and Wasteland Board Development Council.
- Promotion of rural employment through wasteland development.
- Promotion and production of fuel-wood, fodder and timber on non-forest lands, including private wastelands.
- Research and development of appropriate low cost technologies for increasing productivity of wastelands in sustainable ways.
- Inter-Departmental and inter-disciplinary coordination in programme planning and implementation of the Wastelands Development Programme including training.
- Promotion of people's participation and public cooperation and coordination of efforts of Panchayats and Voluntary and non-Government agencies for waste land development.
- Drought Prone Area Programmes.
- Desert Development Programmes.
- The Registration Act (16 of 1908).

- (i) National Mission on Bio-Diesel:
- (ii) Bio-fuel plant production, propagation and commercial plantation of bio-fuel plants under various schemes of the Ministry of Rural Development in consultation with the Ministry of Agriculture and the Ministry of Panchayati Raj; and
- (iii) Identification of non-forest wastelands in consultation with the State Governments, the Ministry of Agriculture and the Ministry of Panchayati Raj for Bio-fuel plant production.

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

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

1.8 During 2014-15, the above functions are dealt with under following Heads:-

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

### III. OVERALL ANALYSIS

1.9 Demand No. 85 which relates to the Department of Land Resources was laid in the Lok Sabha on 23 July, 2014. The Demand mainly provides funds for implementation of two Centrally sponsored schemes viz, Integrated Watershed Management Programme (IWMP) and National Land Records Modernization Programme (NLRMP).

1.10 Under Demand No. 85, the Department of Land Resources, has been allocated a sum of Rs. 3759.13 crore for the fiscal year 2014-15 with Plan component of Rs. 3750 crore and non-Plan component of Rs. 9.13 crore. The Plan outlay allocated during 2014-15 is Rs. 2015 crore i.e. 34.95 percent lesser than that of previous year (2013-14) Plan BE. The Plan allocation of the DoLR during the year 2013-14 was Rs. 5765 crore but, at RE stage it was reduced by Rs.3265 crore and stood at Rs.2500 crore. Thus, during 2013-14 at RE stage, a cut was imposed which was 56.63 percent of the plan BE of 2013-14.

#### A. Head-wise Allocation

(Rs. in Crore)

Sl. No.	Name of Scheme/ Programme	Major Head	Budget Estimates 2013-14	Revised Estimates 2013-14	Budget Estimates 2014-15
1.	<b>Plan</b> <b>(a) Integrated Watershed Management Programme (IWMP)</b>	2501	4822.20	1822.68	20.00
		3601	1.10	1.10	3074.00
	<b>(b) Externally Aided Project 'Neeranchal'</b>	2501	25.00	11.00	16.00
		3601	0.00	0.00	40.00
	<b>TOTAL (IWMP)</b>		4848.30	1834.78	3150.00
2.	<b>National Land Records Modernization Programme(NLRMP)</b>	2506	115.00	99.23	25.90
		3601	213.91	94.52	195.51
		3602	10.84	0.50	3.59
		<b>TOTAL (NLRMP)</b>		339.75	194.25
3.	<b>Rehabilitation &amp; Resettlement Policy</b>	2501	0.50	0.15	0.00
	<b>TOTAL</b>		5188.55	2029.18	3375.00

4.	<b>Lumpsum Provision for the N.E Region and Sikkim</b>				
	(a) Watershed Management Programme (IWMP)	2552	538.70	449.22	350.00
	(b) National Land Records Modernization Programme(NLRMP)	2552	37.75	21.60	25.00
	<b>TOTAL : NE Region</b>		576.45	470.82	375.00
	<b>TOTAL PLAN : (Land Resources)</b>		<b>5765.00</b>	<b>2500.00</b>	<b>3750.00</b>
1	<b>NON-PLAN</b> Sectt.-Economic Services	3451	7.85	8.28	9.13
	<b>GRAND TOTAL – PLAN &amp; NON PLAN</b>		<b>5772.85</b>	<b>2508.28</b>	<b>3759.13</b>

## B. Outlay and Expenditure

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

(Rs. in Crore)

Sl. No.	Name of Scheme/ Programme	Budget Estimates 2012-13	Revised Estimates 2012-13	Actual Expenditure 2012-13	Budget Estimates 2013-14	Revised Estimates 2013-14	Release 2013-14 (tentative)	Budget Estimates 2014-15
1.	<b>PLAN</b> <b>Integrated Watershed Management Programme (IWMP)</b>	3050.00	2903.50	2891.40	5362.00	2273.00	2272.67	3444.00
2.	<b>Externally Aided Projects "Neeranchal"</b>	0.00	0.00	0.00	25.00	11.00	1.91	56.00
3.	<b>National Land records Modernization Programme (NLRMP)</b>	150.50	96.00	94.80	377.50	215.85	213.22	250.00
4.	<b>National Rehabilitation policy</b>	0.50	0.50	0.20	0.50	0.15	0.00	0.00
	<b>Total Plan</b>	<b>3201.00</b>	<b>3000.00</b>	<b>2986.40</b>	<b>5765.00</b>	<b>2500.00</b>	<b>2487.79</b>	<b>3750.00</b>
1	<b>Non-Plan</b> <b>Sectt. Economic Services</b>	7.20	7.20	7.14	7.85	8.28	8.21	9.31
	<b>Grant Total (Plan and Non-Plan)</b>	<b>3208.20</b>	<b>3007.20</b>	<b>2993.54</b>	<b>5772.85</b>	<b>2508.28</b>	<b>2496.01</b>	<b>3759.31</b>

### C. Percentage Increase in Various Schemes/Programmes During Last 3 Years.

1.12 Statement showing percentage increase or decrease over previous year in allocation of the DoLR is given below:

(Rs. in crores)

S. No.	Name of the Scheme/programme	2012-13		2013-14		2014-15	
		Outlay (BE)	% Increase	Outlay (BE)	% Increase	Outlay (BE)	% Increase
1	Integrated Watershed Management Programme (IWMP)	3050.00	19.65	5387.00	76.62	3500.00	(-) 35.02
2	National Land Records Modernization Programme (NLRMP)	150.50	0.33	377.50	150.83	249.50	(-) 33.90
3	National Rehabilitation and Resettlement Policy	0.50	0.00	0.50	0.00	0.50	0.00
	<b>TOTAL PLAN</b>	<b>3201.00</b>	<b>18.56</b>	<b>5765.00</b>	<b>80.09</b>	<b>3750.00</b>	<b>(-) 34.95</b>

1.13 When asked about the reasons for the substantial cut in allocation at RE stage during 2013-14 and also how the reduced allocation during 2014-15 would affect the performance of the schemes being implemented by the Department of Land Resources, the Department in a written reply submitted to the Committee stated as under:

“The reasons for the steep decline in allocation during 2014-15 were high unspent balances with the States due to the slow pace of expenditure during 2013-14.

The project duration under IWMP is four to seven years. The reduction of budget allocation in 2014-15 will not adversely affect the performance of the programme provided States improve the pace of implementation during the subsequent years.

Under NLRMP the Department has targeted to cover 60 districts during 2014-15. Upto 31st October 2014 funds have been released to cover 38 districts. The Department is monitoring the progress with the States/UTs for full achievement of the targets.”

1.14 During evidence, the Secretary, DoLR in this context further added:

“... I would like to say that when this cut was effected the then Minister for Rural Development considered this move as a matter of concern and wrote a letter to the Minister of Finance, but the reason for this cut was this fact that there was huge unspent balance at that time, only thirty percent expenditure was done till September and cut was effected in the budget of many departments..”

1.15 The Committee further desired to know about the plan of action to deal with the reduced fund allocation so that the targets set are achieved in time, the DoLR in a written reply submitted to the Committee stated as under:

“The Department has been making efforts to improve the pace of implementation through close monitoring, frequent reviews and visits by senior officers. As stated earlier, the implementation period of IWMP being 4 to 7 years, reduction in allocation during 2014-15 will not drastically hamper the set targets.”

1.16 During the course of evidence, the Sectary DoLR in this regard added:

“General Election were held this year and code of conduct came into effect, IWMP is one of our flagship programmes, despite this we have spent 52 percent funds against the target of 50 percent upto September. We are trying our best to spend the whole amount this year so that we may ask for more allocation than the present one because now most of the projects would come at work phase level and as a result we would require huge funds. “

#### IV. Unspent Balances

1.17 Programme wise unspent balance of funds under different Schemes being implemented by the Department in different States is given below:

(Rs. In crore)  
(As on 31.03.2014)

S. No.	STATE	IWDP	DPAP*	DDP*	IWMP	CLR	SRA& ULR	NLRMP
1	Andhra Pradesh	6.32	6.12	0.70	31.23	2.51	8.07	55.00
2	Arunchal Prd.	0.67	0.00	0.00	10.25	0.00	0.00	0.49
3	Assam	10.56	0.00	0.00	57.35	15.30	5.31	21.38
4	Bihar	8.71	6.95	0.00	10.21	0.00	5.56	35.26
5	Chhattisgarh	10.20	15.78	0.00	53.44	0.00	1.32	31.89
6	Gujarat	12.30	22.26	7.31	275.26	4.67	3.43	46.97
7	Goa	0.00	0.00	0.00	0.00	0.03	0.13	0.00
8	Haryana	0.06	0.00	0.33	11.27	0.00	0.00	19.87
9	Himachal	8.24	5.08	13.13	84.36	0.00	0.00	4.85
10	J & K	1.98	<b>2.22</b>	16.57	13.85	15.42	1.96	9.88
11	Jharkhand	1.42	1.58	0.00	65.13	9.76	2.50	25.06
12	Karnataka**	0.72	2.54	0.62	244.45	11.81	15.09	24.51
13	Kerala	0.83	0.00	0.00	10.14	0.00	0.77	7.43
14	Madhya Pradesh	1.17	2.78	0.00	79.42	7.96	3.88	72.14
15	Maharashtra	21.24	49.93	0.00	407.71	0.64	0.62	50.79
16	Manipur	7.42	0.00	0.00	54.80	2.00	0.60	1.69
17	Meghalaya	1.01	0.00	0.00	6.22	0.00	0.00	5.46
18	Mizoram	0.42	0.00	0.00	0.33	0.00	0.00	8.39
19	Nagaland	0.00	0.00	0.00	3.34	0.00	0.00	6.98
20	Odisha	10.34	5.75	0.00	131.48	0.11	0.13	72.30
21	Punjab	0.77	0.00	0.00	23.29	1.32	1.21	14.01
22	Rajasthan	0.91	2.99	75.30	338.84	4.13	5.27	82.35
23	Sikkim	0.02	0.00	0.00	6.76	0.00	0.00	6.47
24	Tamil Nadu	4.38	2.79	0.00	54.78	0.02	2.92	11.20
25	Tripura	0.13	0.00	0.00	27.99	0.00	0.00	5.70
26	Uttar Pradesh	0.10	0.26	0.00	140.13	7.75	19.70	13.14
27	Uttarakhand	1.59	1.01	0.00	7.86	12.14	2.51	0.00
28	West Bengal	0.86	3.43	0.00	40.09	0.00	10.76	70.06
29	A&N Islands	0.00	0.00	0.00	0.00	0.00	0.15	0.20
30	Chandigarh	0.00	0.00	0.00	0.00	0.15	0.00	0.00
31	D&N Haveli	0.00	0.00	0.00	0.00	0.12	0.06	0.75
32	Delhi	0.00	0.00	0.00	0.00	0.97	0.18	1.32
33	Daman & Diu	0.00	0.00	0.00	0.00	0.43	0.00	0.79
34	Lakshadweep	0.00	0.00	0.00	0.00	0.34	0.11	0.30
35	Puducherry	0.00	0.00	0.00	0.00	1.12	0.91	3.44
	<b>Total</b>	<b>112.37</b>	<b>131.47</b>	<b>113.96</b>	<b>2189.98</b>	<b>98.70</b>	<b>93.15</b>	<b>710.07</b>

\*DPAP and DDP are implemented in 16 States & 7 States respectively.



1.18 The Committee desired to know the reasons for the unspent balances in the aforesaid schemes alongwith steps taken for fully utilizing the funds, the DoLR in a written note submitted to the Committee stated as under:

“As IWMP is a project based scheme with a project duration of 4-7 years, there will be some unspent balance as on 31st March of any year. Further, IWMP being a seasonal programme, the working months include April to June and some funds will be required during these months so that the pace of implementation is not disrupted.

CLR and SRA & ULR have been merged and since 2008-09 an integrated National Land Records Modernization Programme (NLRMP) is being implemented. Consequently, implementation of CLR and SRA & ULR has been stopped. The States have been asked to return the unutilized balance of the two earlier schemes. As on 20 October, 2014 the outstanding balance in the case of CLR was Rs.54.59 crore and SRA & ULR was Rs.42.41 crore...”

1.19 Finding that unspent balances to the tune of Rs. 2189.98 crore under IWMP and Rs. 710.07 crore under NLRMP, the Committee desired to know the specific reasons for the unspent balances in the aforesaid schemes. In this context, the DoLR in a written note submitted to the Committee stated as under:

“Under the IWMP, the funds are made available immediately after the sanction of the projects by the Steering Committee and the SLNA. The States took some initial time in setting up the SLNAs and recruiting the necessary staff to man these SLNAs. Further, as per the guidelines of the IWMP, the projects are to be implemented by the Watershed Committees with the assistance of the Watershed Development Teams (WDTs), there are delays in the selection of the WDTs. Further, the capacity building, preparation of a Detailed Project Report (DPR) take time and this leads to delays in project implementation and unspent balances.

In the case of NLRMP some of the States face difficulties in implementing the component pertaining to survey and re-survey. The major reasons for reluctance to take survey and re-survey component include the apprehension concerning increase in land related disputes on measurement of the land during the survey process and the lack of trained manpower with the States to use modern survey techniques. The States have pointed out shortage of vendors to take up these technical activities. Further, the Revenue Administration and other offices concerned with implementation of the programme are often assigned other duties of urgent nature such as election duties, various kinds of enumeration duties etc. due to which the priority required for this programme suffers.”

1.20 Further, during the evidence the Secretary DoLR, about the utilization of allocation of current fiscal (2014-15) stated as under:

“..General Election were held this year and code of conduct came into effect, IWMP is one of our flagship programmes, despite this we have spent 52 percent funds against the target of 50 percent upto September. We are trying our best to spend the whole amount..... I would also like to inform that this time we have spent 52 percent under IWMP and 57 percent under NLRMP”

1.21 On being asked about the steps taken by the Department to utilize the unspent balances, the DoLR in their written reply submitted as under:

“The Department has, *inter alia*, taken steps to decrease the unspent balances under IWMP which include the following steps:

- i) Preparation of the Annual Action Plans by the States (monthwise)
- ii) Clearance of the new proposals by the Steering Committee by May each year
- iii) Letters from the Minister for Rural Development to the Chief Ministers and Secretary, DoLR to the Chief Secretaries apprising them of the slow progress in their States
- iv) Quarterly Review Meetings by Secretary
- v) Regional Review Meetings in States by Secretary
- vi) Attending SLNA meetings and State visits by Senior Officers of DoLR
- vii) A changed system of releases wef June 2012
- viii) Concurrent Third party Monitoring and Evaluation system
- ix) Better utilization of space technology
- x) Insistence on adopting the Public Financial Management System (PFMS) of the Govt of India

1.22 Further, the Committee desired to know as to how the merger of DPAP, DDP & IWDP into IWMP and CLR and SRA&ULR into NLRMP sought to do away with the inherent flaws in the Schemes has contributed to the rise in unspent balances, the DoLR in the written reply stated as under:

“There is a difference in per hectare cost between IWMP and the previous programmes. Under DDP, DPAP and IWDP the per ha cost was Rs. 6000 with different funding pattern. Under IWMP it is Rs 12,000 and Rs 15,000 which is

twice than the previous programmes. There wasn't a "merger" of the previous programmes but a new programme was recast which was built upon the previous programmes.

Department of Land Resources aims to build an integrated land information management system with up-to-date & real-time land records. For this purpose the two main systems of land records management viz record of rights maintained by the Revenue Departments in the States and the Registration are being integrated with the help of modern technology. Accordingly, the preceding two schemes i.e. Computerization of Land Records (CLR) and Strengthening of Revenue Administration & Updating of Land Records (SRA&ULR) have been merged into a new & enhanced programme of NLRMP in the year 2008-2009 with added component such as (i) data entry of registration offices, (ii) inter-connectivity among revenue offices (iii) integration of land records with registration offices, and (iv) NLRMP Cell/Centre in their Survey/Revenue/Administration Training Institutes."

## V. SCHEME WISE ANALYSIS

### A. Integrated Watershed Management Programme (IWMP)

#### (i) Brief particulars of the Scheme

1.23 The Department of Land Resources had been implementing three area-based programmes on watershed basis, namely, Drought Prone Areas Programme (DPAP), Desert Development Programme (DDP) and Integrated Wastelands Development Programme (IWDP). These were integrated and consolidated into a single programme called **Integrated Watershed Management Programme (IWMP)** during 2009-10. The salient features of IWMP are as follows:

- a. **Enhanced Cost Norms:** The cost norm under IWMP has been enhanced to Rs. 12,000 per hectare in plains and Rs. 15,000 per ha in difficult and hilly areas from Rs.6,000 provided under Hariyali projects. Flexibility in the cost norm upto Rs. 15000 per ha has also been given for IWMP projects in IAP Districts.
- b. **Funding pattern:** The cost of the project is shared in the ratio of 90:10 between Central Government and State Government.
- c. **Cluster Approach:** The IWMP envisages taking up a cluster of contiguous micro-watersheds with an area of about 5,000 ha, for various interventions under the programme.
- d. **Dedicated Institutions:** There are provisions of dedicated implementing agencies of State Level Nodal Agencies (SLNAs), Watershed Cell cum Data Centres (WCDCs), Project Implementing Agencies (PIAs) and Watershed Committees (WCs) at State, District, Project and Village level, respectively.
- e. **Reduced number of installments of fund release:** The IWMP projects are implemented in 3 Phases viz. Preparatory Phase, Works Phase and Consolidation & withdrawal Phase. The financial assistance to projects under IWMP is released in 3 installments of 20%, 50 % and 30%, respectively.

**f. Delegation of power of sanction to States:** The States have been empowered to sanction and oversee the implementation of watershed projects within their areas of jurisdiction.

**g. Capacity Building:** A component of capacity building (5 % of the total project cost) has been provided for capacity building of all stakeholders of the programme.

**h. Monitoring and Evaluation:** 2 % of the total project cost is earmarked for ensuring monitoring and evaluation.

**i. Detailed Planning:** To emphasize proper planning for better and systematic implementation of the project, 1 % of the project cost is provided for preparation of Detailed Project Report (DPR).

**j. Livelihood orientation:** 9 % of the project cost is earmarked for development of sustainable livelihood options for asset less people whereas, 10% of the project cost is dedicated for productivity enhancement and development of micro enterprises for small and marginal farmers.

**k. Centrality of Community Participation:** Involvement of primary stakeholders in the form of grass-root community organizations is at the centre of planning, budgeting, implementation, and management of watershed projects.

**l. Scientific inputs:** The programme emphasizes utilizing the information technology, remote sensing techniques, GIS facilities, with spatial and non-spatial data, into planning, implementation, monitoring and evaluation of the projects.

1.24 On being asked as to why the earlier programmes of DDP, DPAP and IWDP which were in operation since, 1973-74, 1977-78, and 1989-90 respectively, were merged to form a new scheme of IWMP after a very long time in 2008-09 and in what way the new programme of IWMP and activities thereunder were different from the previous programmes, the DoLR, in a written note submitted to the Committee as under:

“The Department of Land Resources had been implementing three Area Development Programmes viz. Integrated Wastelands Development Programme (IWDP), Drought Prone Areas Programme (DPAP) and 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, appointed in 1994. Accordingly, the Guidelines were framed and made effective from 1<sup>st</sup> April 1995. The Watershed Guidelines of 1995 were revised by the Ministry of Rural Development in 2001 to make them more focused, transparent and suitable to local requirements. The Guidelines for these programmes were further revised with effect from 1<sup>st</sup> April 2003 and renamed as Hariyali Guidelines.

The Department set up another Technical Committee on DPAP, DDP and IWDP chaired by Shri S. Parthasarathy in 2005 to address major issues in watershed programmes and recommend viable strategies and mechanisms for effective implementation of these programmes.

Under the aegis of the Planning Commission, the National Rainfed Area Authority (NRAA) framed the Common Guidelines, 2008 for watershed programmes for all Ministries/Departments essentially based on the Parthasarathy Committee Report. The provisions in the Common Guidelines and the observations of the Parthasarthy 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.

1.25 On being asked whether the new programme was launched to put a curtain on the failures of the previous run programmes the DoLR in their written reply *inter alia* stated that independent impact analysis and studies have shown that watershed programmes are not “failures”.

1.26 Further, during the evidence, the Secretary of the Department added:

“Under this new Programme we have created dedicated structure through SLN. Under it we have take up soil conservation as well as ground water recharge etc and we have given it a new look bringing livelihood option and included poor people who have been deprived of this benefit this programme provides a platform and we connect with other program also because the platform provided by us can be used by agriculture, horticulture and fisheries etc. also“

1.27 On the issue of cost norms of IWMP, Secretary DoLR, during the course of evidence stated under:

...when this scheme was formulated in 2009-10, norms were fixed for one hectare to cover one hectare, we have said that it will be Rs. 12,000 in a normal area, in the difficult hilly areas it will be Rs. 15,000 and in the integrated action

plan it can be upto Rs. 15,000. these are old norms. After revising we want to increase them. Last year, we had tried to introduce TSP but we could not succeed and there norms were not changed. We need an upward revision of norms...”

1.28 On the Guidelines of IWMP, the Secretary during the course of evidence stated as under:

“It is implemented under common guidelines. But there is one problem in this which I want to place before you. National Rainfed Area Authority was once under Department of Agriculture but now it is under planning commission which formulates guidelines. If we propose to make any change in it, we ourselves can't do so. We have to approach them and these guidelines and changed only with their consent. Probably ours is the only department which brings programmes through sates and it is responsible to Parliament but we do not have the capacity to formulate guidelines. We are also finding out solution of this. We have submitted the note regarding these guidelines to the cabinet. There for the new thing that would present, we cannot it in guideline at present, because it is not under our jurisdiction. There is another issue which concerns us and we seek your support for this. “

1.29 Elaborating on the practical difficulties being faced by the Department as the formulation of guidelines is not with them, the Secretary DoLR, during evidence stated as ubder:

“Common guidelines were formulated for all departments. As on date, water shed Programme is implemented by the Department of Land Resources but the guidelines one same, old guidelines are in vogue and presently there are formulated by National Rainfed Area Authority which is with Planning Commission, my Joint Secretary has shown you that we are trying to have third party monitoring and evaluation, we are also conducting benchmark, we are engaging hydrologists, we are doing conversion matrix all these things are not part of guidelines because guidelines are not with our Department, these are with Planning Commission. Hon'ble Prime Minister had written a report wherein it was said that this Programme should be implemented in PPP mode, now if we want to implement it, then, we will have to make changes in the guidelines which are not within this Department. These are with National Rainfed Area Authority and it is under Planning Commission. I will have to send my suggestion to them and they will present it before their board and take consent of their Minister, then, my Department and my Minister would accept it. This whole exercise is problematic. We have a humble request for Prime Minister also, now we have moved a Cabinet note that these guidelines should be with us because with time whatever changes come in the Programme, my guidelines would also change accordingly. Those guidelines would be framed by out Minister and us.”

1.30 The amount earmarked during previous two Annual Plans and current year, the amount spent and the achievement made against the targets fixed for various activities under IWMP are as below:

(Phy: Area in lakh ha. and Fin: Rs. in crores)

Year	Target		Achievement		Reasons for short fall
	Phy.	Fin. (RE)	Phy.	Fin.	
2012-13	50.00	2903.50	50.00	2893.43	99.65% of financial target has been achieved.
2013-14	50.00	2284.00	50.51	2274.57	99.59% of financial target has been achieved.
2014-15	50.00	3500.00	37.73 (as on 31.07.2014)	896.31 (as on 31.07.2014)	It is expected that the target will be achieved by 31.03.2015.

1.31 It may be observed from the above table that the allocation for the IWMP has been declining ever since the start of Twelfth Five year plan. Observing the fact that the DoLR has been achieving its physical targets successively with the reduced allocation each year, the Committee desired as to how the Department has been achieving physical targets despite successive lower allocations, the DoLR in their reply stated that the physical target consists of the area sanctioned for development under IWMP and not the area saturated through the programme. AS the implementation period is between 4-7 years, some projects are expected to be completed only by 31 March 2015.

1.32 The State wise details of Physical targets in terms of area, area sanctioned, total cost of the sanctioned area, central assistance released and expenditure by the States as on 30.09.2014 are given below:

S. No.	Name of State	Total target allocated from 2009-10 to 2014-15 (Lakh ha)	Area sanctioned from 2009-10 to 2014-15 (Lakh ha) (As on 31.10.2014)	Total cost of the projects sanctioned (Rs. in Crore)	Total central funds released from 2009-10 to 2014-15 (Rs. in Crore)	Total funds utilised (As on 30.09.2014) (Rs. in Crore)
1	Andhra Pradesh	*30.61	18.1	2204.27	517.73	415.6
2	Arunachal Pradesh	3.49	4.67	701.48	174.42	169.33
3	Assam	15.01	15.77	1946.11	270.45	186.65



4	Bihar	9.99	6.12	841.53	30.6	23.77
5	Chhattisgarh	11.60	11.95	1517.87	152.44	114.11
6	Goa	0.23	0	0	0	0
7	Gujarat	23.74	31.03	4022.19	834.25	606.48
8	Haryana	4.29	3.62	437.25	31.06	25.51
9	Himachal Pradesh	5.25	8.4	1259.94	177.31	117.27
10	J & K	12.25	6.52	979.73	89.7	79.36
11	Jharkhand	10.90	9.11	1142.7	125.01	72.03
12	Karnataka	24.22	25.69	3324.46	1286.74	1144.99
13	Kerala	3.82	4.23	589.54	41.79	40.6
14	Madhya Pradesh	35.11	29.37	3568.11	793.18	584.52
15	Maharashtra	39.03	51.28	6517.49	1504.46	1370.78
16	Manipur	4.67	4.91	735.13	90.83	56.52
17	Meghalaya	2.56	2.36	351.99	127.83	125.5
18	Mizoram	4.22	3.73	560.87	189.47	182.29
19	Nagaland	4.74	4.76	714.91	340.87	297.58
20	Odisha	15.49	17	2191.36	448.01	329.02
21	Punjab	3.22	3.14	377.61	44.51	28.53
22	Rajasthan	57.20	50.16	6905.99	1448.33	1032.91
23	Sikkim	0.35	0.66	98.07	14.38	11.68
24	Tamil Nadu	11.67	13.68	1643.19	604.24	458.83
25	Telangana		13.99	1828	389.94	300.59
26	Tripura	2.61	2.13	320.31	119.65	94.57
27	Uttar Pradesh	23.55	27.53	3229.33	535.79	436.21
28	Uttarakhand	2.91	3.46	492.88	72.3	12.09
29	West Bengal	13.78	6.93	896.16	82.22	66.76
	<b>Total</b>	<b>376.50</b>	<b>380.3</b>	<b>49398.47</b>	<b>10537.51</b>	<b>8384.08</b>
<b>* Including Telangana</b>						

1.33 IWMP is being implemented in 88 Integrated Action Plan (IAP) Districts covering 10 States. The State-wise and District-wise details of IWMP projects are given at *Annexure I*

1.34 On being asked about the difficulties that are being faced by the Department in implementing the Scheme in IAP Districts and strategy of the Department to deal with these difficulties, the DoLR in their written reply stated:

“As per the information furnished by the States, some of the major difficulties inter alia faced in implementing IWMP in IAP districts are as below:

The project areas are located in remote places which are not easily accessible. This results in delay in implementation of projects and involves higher cost. There is lack of proper civic and infrastructure facilities at the project level as well as at district headquarters. As a result, the personnel engaged for implementation in these districts are not able to reside in these areas and monitor the implementation of the programme in the desired manner. The communities living in these areas lack awareness and capacity. As such, the initial social mobilization and capacity building is one of the major problems in these areas. In the absence of technical institutions and very low literacy rates, it becomes difficult to find qualified persons required for the programme execution. Hence, many sanctioned posts at the District & project levels remain vacant with high attrition rates.

In order to give a special dispensation to IAP districts, the Department amended the guidelines of the programme that the District Collector should be the Chairman of the Watershed Cell cum Data Centre (WCDC) for IAP Districts. Further, the Department also enhanced the cost norms from Rs. 12,000 per ha upto Rs. 15,000/- for IWMP projects in the IAP districts. The Guidelines of the programme (Common Guidelines – 2011, para 40) also provides for relaxation in the qualification for engaging the technical personnel at Project Implementing Agency (PIA) level i.e. Watershed Development Team (WDT) wherever necessary.

In addition, in order to create technical personnel at the project level, the Department has started a one year diploma course in collaboration with Indira Gandhi National Open University (IGNOU) on watershed management. Already States like Jharkhand have sponsored candidates who will undertake this course and successful candidates will be absorbed as WDTs. This course is open to anyone who is interested.”

1.35 On being asked by the Committee whether check dams under MGNREGA are being made using technological knowhow of IWMP, the DoLR, in a written note stated that as per the latest Guidelines issued on 11.8.2014, it has been stated that watershed management works independently under MGNREGA or in convergence with IWMP are to be carried out scientifically after preparing comprehensive watershed plan in consultation with State Level Nodal Agency (SLNA) of IWMP and using satellite imagery.

1.36 The Committee desired to know whether activities like fencing and leveling of land of farmers could be covered under IWMP so that allocations are made for the abovementioned two components, the DoLR in their written reply stated as under:

“Yes, provided they fall within the component allocations and cost norms of the programme guidelines and is part of the DPR.”

## **(ii) Dedicated Agencies For Implementation of IWMP**

1.37 There are provisions of dedicated implementing agencies of State Level Nodal Agencies (SLNAs), Watershed Cell cum Data Centres (WCDCs), Project Implementing Agencies (PIAs) and Watershed Committees (WCs) at State, District, Project and Village level, respectively.

1.38 The Committee asked about the details of Nodal Agencies at State, District and Project level its guidelines, composition and criteria for becoming the member Nodal Agency and their specific nature of work for the last 14 years. The DoLR in their written note submitted as under:

“The Common Guidelines provides for setting up of the Nodal Agencies at State, District & Project Levels. The criteria for setting up of these Nodal Agencies and their functions are given in the Guidelines. The Nodal Agencies at various levels have been set up consequence to launch of the IWMP in 2009-10. The relevant extracts of the Guidelines about setting up of Nodal Agencies and their functions are at *Annexure II*:

## **(iii) Monitoring Mechanism**

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

- (i) The Department monitors the progress of works under watershed projects through the instruments of Review Meetings, Management Information System (MIS), progress reports, utilization certificates, Audited Statement of Accounts, etc.
- (ii) At the State-level, the SLNAs have been made responsible for monitoring the State-level Watershed Programme.
- (iii) The DoLR holds Steering Committee Meetings, Regional Review Meetings & Quarterly Review Meetings under the Chairpersonship of Secretary (LR) to monitor the Programme.

- (iv) Officers, dealing with the implementation of the programmes at State Headquarters & district, visit project areas to ensure that the programmes are being implemented satisfactorily.
- (v) With a view to monitor the quality in implementation of programmes of the Ministry including watershed programme, the Vigilance & Monitoring Committees are constituted with Members of Parliament and elected representatives of the people in State Legislatures and Panchayati Raj Institutions.
- (vi) Evaluation of projects by an independent evaluating agency is mandatory on completion of every phase of implementation of the project i.e. preparatory phase, work phase and consolidation & withdrawal phase.

1.40 All the States have been instructed to appoint third party agencies for concurrent monitoring of IWMP. This would include satellite imageries also. Already States like Maharashtra, Karnataka, Odisha and Haryana have appointed concurrent monitoring agencies while the other States are in advance stages of appointing such agencies.

1.41 On being asked about the adequacy of the aforesaid mechanism the DoLR in their written note submitted to the Committee stated that the Department is constantly endeavoring to strengthen its monitoring mechanism.

1.42 Explaining the monitoring mechanism, the Secretary, during evidence stated as under:

“..we have taken two-three initiatives. First initiative is that we have fixed third party monitoring and evaluation Agency after talks with states. Presently 15 states have appointed their monitoring and evaluation agency and remaining states would also follow to see that we get monitoring and evaluation report independently. Besides this, we have asked National Remote Sensing Centre, they have Bhuwan portal, so that you get real time information and data on IWMP... common man can take photos of our structures such as chek dams or other things and upload them on website. Our endeavour is to bring participation and transparency in it and we would do so through this portal. After this, we have received direction from Prime Minister’s Office that we should undertake intensive monitoring of 50 districts in the country. We would have to convey its result to PMO. We will do that also through Bhuwan portal. Besides this, how we will explain the success of our Programme, for this we have fixed benchmark. The entire country has been divided into eight agro-climatic zones and we have earmarked 64 indicators. Now, the crieteria would be that after execution of

programme or project, its result would be checked through these indicators, thus we would review it and then decide as to whether the programme has been successful or not.”

1.43 On being asked by the Committee about the number of projects which have been evaluated by the independent evaluating agencies and among them how many of them were found to be not up to the mark, the DoLR furnished the following information:

“As per the Common Guidelines, in order to progress from one phase to the next phase the SLNA has to get all projects of that batch evaluated through independent agencies. So far 3741 IWMP projects have been evaluated for this purpose. 105 evaluated IWMP projects were rated as poor.

## **B. National Land Records Modernisation Programme (NLRMP)**

1.44 Department of Land Resources aims to build an integrated land information management system with up-to-date and real-time land records. For this purpose the two main systems of land records management *viz* Record of Rights maintained by the Revenue Departments in the States and the Registration are being integrated with the help of modern technology. Accordingly, the preceding two schemes i.e. Computerization of Land Records (CLR) and Strengthening of Revenue Administration & Updating of Land Records (SRA&ULR) have been merged into a new and enhanced programme of NLRMP in the year 2008-2009 with some added components. The new components which have been added in the NLRMP include (i) data entry of registration offices, (ii) inter-connectivity among revenue offices (iii) integration of land records with registration offices and (iv) NLRMP Cell/Centre in their Survey/Revenue/Administration Training Institutes.

1.45 The major components of the NLRMP are computerization of all land records including mutations, digitization of maps and integration of textual and spatial data, survey/re-survey and updation of all survey and settlement records including creation of original cadastral records wherever necessary, computerization of registration and its integration with the land records maintenance system, development of core Geospatial Information System (GIS) and capacity building. The integrated programme brings together under one umbrella all the elements required for developing a modern land records system in the country.

1.46 Statement showing percentage increase in the outlay for NLRMP during last 3 years is as under:

Name of the Scheme/programme	2012-13		2013-14		2014-15	
	Outlay (BE)	% Increase	Outlay (BE)	% Increase	Outlay (BE)	% Increase
National Land Records Modernization Programme (NLRMP)	150.50	0.33	377.50	150.83	249.50	(-) 33.90

1.47 Asked about the reasons for the reduction in allocation in BE for 2014-15 as compared to 2013-14, the DoLR in a written reply stated that the BE for the year 2013-14 represented a steep increase (150%) over the BE of Rs.150.50 crore for the previous year i.e. 2012-13. The Department of Expenditure reduced the allocation for 2013-14 to Rs.215.85 crores at RE stage taking into consideration the progress of expenditure and unspent balance with the States. The BE for 2014-15 for the programme was based on the pace of utilization of the expenditure in the previous years.

1.48 The Committee desired to know as to how the decrease in allocation during 2014-15 as compared to 2013-14 would affect the performance of the programme during current fiscal i.e. 2014-15 and whether the Department has chalked out any plan so that the physical targets do not suffer, the DoLR in a reply submitted to the Committee stated as under:

“BE during 2014-15 was Rs. 250 crore which represented an increase of 16% over the RE of Rs 215.85 crore for the previous year. For the Annual Plan 2014-15 DoLR had invited Annual Action Plans (AAPs) from the States and UTs and based on these AAPs fixed the physical targets. The Department has targeted to cover 60 districts under NLRMP during 2014-15. The Department is monitoring the progress with the States/UTs and during the course of interaction with the States impressing upon them to take up survey and re-survey activities and utilize the unspent balances lying with the States/UTs.”

1.49 On being asked about the success rate of NLRMP in various States/UTs the country, the Department in a written reply submitted to the Committee stated as under:

“The States are at various stages of the implementation of the programme and some States have developed citizen centric services for the various stake

holders, for example, the Mee-Sewa by the Government of Andhra Pradesh, Survey and Re-survey by ETS/GPS method by Gujarat, Survey and Re-survey through high resolution satellite imagery method by Haryana, Integration of Registration and RoR by some of the States. Most of the States have progressed well in computerizing the Land records. The Department of Land Resources has arranged visits of the officers from North-Eastern States to other States such as Gujarat, Madhya Pradesh where the programme has performed well to encourage these States also to perform better.”

1.50 During evidence the Secretary, DoLR, on the issue of unspent balances and status of NLRMP, stated as under:

“...under that Programme as you said that 70 percent funds were with states, this time we have pushed that also. I accept that this programme is not being implemented as efficiently as we had expected. It is facing same problems also. One point is that our focus is on survey or resurvey. States feel that if survey or resurvey is conducted, it would create disputes because disputes would occur on the issue of land and states are not ready to conduct survey or resurvey to avoid them. This is one component which we have been asked that we should frame a new structure of this scheme we should give a new format and then bring it on large scale. On this issue, further deliberations are going on. However, our effort is to promote this scheme and as on date, there are 23 states where record of rights has been completed and in 24 states registration process has been completed. There are 10 such states where integration has been completed, but the problem that exists there is not getting due recognition from states. Due to this problem unspent balances have increased.”

1.51 All the districts are to be covered by the end of 12th five year plan. The outlay of the 12th five year plan is Rs. 1000 crore. 422 districts have been partially covered and remaining 218 districts are to be covered.

1.52 The Committee desired to know about the steps being undertaken by the Department so that all Districts are covered under the Programme by 2017, the DoLR in their written reply stated as under:

“The programme is at various stages of implementation in different States. At present, 449 districts in the country have been covered under different activities of the NLRMP. The Department of Land Resources has taken several steps for fully utilizing the funds. These include streamlining the planning process by insisting upon the States to prepare Annual Action Plans. The Department is also monitoring the progress of implementation by conducting Regional Review Meetings. To expedite its implementation, the Department has revised rates of survey and re-survey and digitization of FMBs on demand of the States. Workshops on best practices and experience sharing by the States/ UTs have

been organized. Survey and re-survey is a major component of the programme. The performance of the States with regard to this component needs improvement. To expedite implementation of survey and re-survey component the Department has taken steps to overcome the technology related difficulties faced by the States which include arranging training at different National Institutes such as National Remote Sensing Center, Survey of India and National Informatics Centre (NIC). These institutes also provide technical support wherever required by the State Governments. The Department has also sanctioned NLRMP centres/cells so that the States can train their staff and manpower on use of modern technologies. Further, the Department is revamping the NLRMP to expedite implementation of the programme.

A total cost of Rs.5656 crore was estimated for implementing the programme at the time of launching NLRMP in 2008. Out of this the Government of India share was estimated at Rs.3098 crore. The actual allocation for the programme has been far less than the requirement. The release of funds by the Government of India from 2008-09 till the end of the 11th Plan i.e. 2011-12 was Rs 645 crore. The allocation for the NLRMP for the 12th Five Year Plan (2012-13 to 2016-17) is Rs 1000 crore. Thus allocation of funds to the programme will fall short of the actual requirement of Rs. 3098 crore. Therefore, the target to cover all districts will spill over to the 13th Plan.”

1.53 During the course of evidence, Secretary DoLR, on the slow pace of implementation of the programme, stated as under:

“We have a modest NLRM Programme which is also a flagship programme. As you have said 70 percent money under this programme remains with the states, we have also given a push to that. I accept that this Programme is not going on as satisfactorily as it should have been. There are some problems in it. On one side we give focus on surveys and resurveys. States feel that in the course of survey and resurvey there may be some dispute regarding land and to avoid such a situation states do not agree to conduct survey and resurvey. It is a component in which it has been said that the scheme may be restructured and should be given a new look and at a larger scale. The matter is being considered. Though it is our effort to promote this scheme and as of now, record of rights has been completed in 23 states and registration process has been completed in 24 states. In 10 states integration work has also been completed but the states are not giving them recognition, which they should. Due to this problem, unspent balances have increased. If we place IEC programme firmly alongwith the previous programme and boost it, we hope that this programme would also pick up pace and progress.”



1.54 Actual Expenditure, Revised Estimates along with amount surrendered during the last three years is as below:

(Rs. in crore)

Year	BE (plan)	RE (Plan)	Actual	Surrender
2012-13	150.50	96.00	94.85	1.15
2013-14	377.50	216.00	213.08	2.92
2014-15	250.00	--	--	--

1.55 On being asked by the Committee about the sharp cut in the allocation of funds at RE stage for the financial years 2012-13 and 2013-14 and also about the initiatives taken by the Department to avoid such cut at the RE stage during 2014-15, the DoLR in a written reply *in te ralia* stated that the States have been reluctant to implement survey and re-survey components for a variety of reasons resulting in accumulation of unspent balance with the States. Such unspent balance with the States was largely responsible for reduction in allocation at RE Stage. In the recent years, the Department has been impressing upon the States to implement this component also and as a result some of the States like Gujarat, Haryana, Bihar, Odisha, Himachal Pradesh etc. have initiated steps to implement the work of survey and re-survey. It is expected that this will reduce unspent balances with the States. The Department has allowed inter-component flexibility in use of funds. Upto 13th November 2014, an amount of Rs 174.57 crore has been released to the States/ UTs in the current year and the Department will be able to utilize the amount of Rs 250 crore provided in the budget in the current fiscal.

### Financial Performance

1.56 Till 31.07.2014 of the total release of Rs.980.065, crore the utilization reported under NLRMP was 298.51 crore and the unspent balances were as high as 681.55 crore.

1.57 On being asked to account for the severe underutilization of funds under NLRMP and to specify the difficulties being faced by the States/UTs to implement the Scheme the DoLR in a written note submitted to the Committee stated as under:

“Some of the difficulties faced in implementing the programme pertain to survey and re-survey which has not been taken up in a number of States for a variety of reasons. The major reasons for reluctance to take survey and re-survey component include i) the apprehension of rise in land related disputes on

measurement of the land during the survey process ii) the lack of trained manpower with the States to use modern survey techniques and iii) shortage of vendors to take up these technology intensive activities. Further, the Revenue Administration and other offices concerned with implementation of the programme are often assigned other duties of urgent nature such as election duties, various kinds of enumeration duties etc. due to which the priority required for this programme suffers.”

1.58 Further, on being enquired about the steps taken for fully utilizing the funds so that target to cover all districts in the country is achieved by the end of 12<sup>th</sup> Five Year Plan, the DoLR in a written reply submitted to the Committee stated as under:

“The programme is at various stages of implementation in different States. At present, 449 districts in the country have been covered under different activities of the NLRMP. The Department of Land Resources has taken several steps for fully utilizing the funds. These include streamlining the planning process by insisting upon the States to prepare Annual Action Plans. The Department is also monitoring of the progress of implementation by conducting Regional Review Meetings. To expedite its implementation the Department has revised rates of survey and re-survey and digitization of FMBs on demand of the States. Workshops on best practices and experience sharing by the States/ UTs have been organized. Survey and re-survey is a major component of the programme. The performance of the States with regard to this component needs improvement. To expedite implementation of survey and re-survey component the Department has taken steps to overcome the technology related difficulties faced by the States which include arranging training at different National Institutes such as National Remote Sensing Center, Survey of India and National Informatics Centre (NIC). These institutes also provide technical support wherever required by the State governments. The Department has also sanctioned NLRMP centres/cells so that the States can train their staff and manpower on use of modern technologies. Further, the Department is revamping the NLRMP to expedite implementation of the programme.”

1.59 A total cost of Rs.5656 crore was estimated for implementing the programme at the time of launching NLRMP in 2008 out of which the Government of India share was estimated at Rs.3098 crore. The actual allocation for the programme has been far less than the requirement. The release of funds by the Government of India from 2008-09 till the end of the 11th Plan i.e. 2011-12 was Rs 645 crore. The allocation for the NLRMP for the 12th Five Year Plan (2012-13 to 2016-17) is Rs 1000 crore. Thus allocation of funds to the programme will fall short of the actual requirement of Rs. 3098 crore. Therefore, the target to cover all districts will spill over to the 13th Plan.”

**(i) Monitoring Mechanism**

1.60 At the national level, for sanctioning of projects and monitoring and reviewing of the programme, a Project/Proposal Sanctioning and Monitoring Committee has been set up under the chairpersonship of the Secretary, Department of Land resources. The Committee considers the proposals received from the States/UTs for release of funds and reviews progress of the NLRMP work. Review meetings are organised for monitoring and review of the programme.

1.61 Formats for Management Information System (MIS) have been prepared and circulated to the States and Union Territory Administrations and other agencies concerned for monitoring and effective management of the programme. The National Informatics Centre Services Inc. (NICSI) was entrusted with the task for development of requisite software for making the MIS on-line. Accordingly, they have developed the base modules of the MIS for the NLRMP and hosted on the website.

1.62 On being asked about the adequacy of the present mechanism as to whether it needs any improvement, the DoLR in a written reply stated as under:

“The Department has been monitoring the programme through Project Sanctioning and Monitoring Committee and Regional Review Meetings interfacing with the States and getting feedback on the implementation of the programme. However, the monitoring mechanism has not been effective and it the endeavor of the department to improve it. The MIS of the Department also needs improvement to be effective. Further, the Department is in the process of developing third Party Monitoring System for NLRMP.”

1.63 The Committee desired to know as to how it's verified that the data entered online actually corresponds to the ground reality, the DoLR in a written note submitted to the Committee stated that while the Department provides funds for modernization of the land management system of the States, the 'Land and its Management' is a State subject, the responsibility regarding the online feeding of data and its position with the ground reality lies with the States/UTs concerned.

1.64 On the status of new survey of land undertaken by using modern techniques in States/ UTs for matching of co-ordinates, the DoLR in a reply stated as under:

“Some of the States have taken up the new survey using modern techniques, for example Haryana has used High Resolution Satellite Imagery (HRSI) and ground truthing by ETS and GPS. Gujarat has used applied pure ground method using electronic total station (ETS) and differential global positioning system and Bihar and Odisha are using Hybrid methodology using aerial photography and ground truthing by ETS and GPS. In the case of States like Gujarat, Haryana the performance of the survey and re-survey has been progressing well while in some other States like Odisha the work on survey and re-survey has also been on its early stages of implementation. To improve skills of the staff and personnel of the States employed in survey and re-survey work the DoLR arranges training on use of modern techniques and also provides funds for purchase of ETS/GPS equipment for training of staff at the institutes of the States.”

## **(ii) National Institute of Land Administration and Management (NILAM)**

1.65 A National Institute of Land Administration and Management (NILAM) is also proposed at the Central level. It will provide short term courses on the issues related to the NLRMP, land administration and land management to the senior and middle level officers of the States/UTs. Training of Trainers of the personnel from Administrative Training Institutes and/or the Survey/Revenue/Patwari Training Schools will also be conducted by the NILAM. These personnel will provide further training in their respective Institutes to the lower level officers of the States/UTs. Diploma and Degree Courses on land administration and land management will also be conducted by the NILAM.

1.66 To facilitate training of officials in modern methods and techniques the Committee in their 33, 38 and 48 Reports of 15th Lok Sabha had asked the Department to expedite setting up of National Institute of Land and Management (NILAM) and formulating a timeframe for setting up this Institute.

1.67 Asked about the current status of setting up of NILAM and reasons for the delay in setting up of NILAM the DoLR in a written reply stated that the Department had submitted an Expenditure Finance Committee (EFC) Note on 11.1.2013 which was not accepted by the Department of Expenditure and the Department is exploring the possibility of setting up the Institute on PPP mode.

### **(iii) National Land Records Modernization Programme Cells**

1.68 Capacity building of the staff involved in implementation of the programme is required on a large scale. Accordingly, funds are being provided to the States/UTs for creation of NLRMP Cell/Centre in their Survey/Revenue/Administration Training Institutes. So far 32 NLRMP Cells/Centres have been sanctioned in various States/UTs.

1.69 The Committee asked about the number of NLRMP cells/ Centres to be set up in the entire country alongwith the details of sanctioned cells in the various States/UTs as well as functional Cells, the DoLR in a written note submitted to the Committee stated as under:

“The Department has targeted to set up a cell in all the States based on the demand of that State Government. The States with a population of more than 5 crores are being sanctioned 2 cells. At present, 25 NLRMP centres/cells sanctioned by the Department have become operational. Funds have been sanctioned for another 7 centres/cells which the Department is pursuing for early start of their activities.”

1.70 On being asked by the Committee as to what kind of system was needed to implement setting up of Revenue Courts so that the judgments are based on land data collected under NLRMP, the Department in a written note submitted to the Committee submitted as under:

“Revenue Courts exist at Tehsil, District, Division and Board of Revenue levels and these handle the revenue cases as per land revenue/ tenancy laws/codes of the States. Usually manual records are accepted by these courts. However, wherever legal sanctity has been accorded to computerized records by the Revenue Departments as developed under the NLRMP, these are also accepted in these courts.”

## Part – II

### Observations/ recommendations of the Committee

**2.1 The Committee take note that the Rule 331G of the Rules of Procedure and Conduct of Business in Lok Sabha relating to examination of Demands for Grants by the Departmentally Related Standing Committees (DRSCs) was suspended by the Hon'ble Speaker, Lok Sabha to enable the House to pass the Demands for Grants for the year 2014-15 without the same being referred to the concerned DRSCs. Hon'ble Speaker, Lok Sabha, however, made observations in the House on 15th and 21st July, 2014 that the Demands would however stand referred to the Standing Committees for examination and report to the House so that the Committees can make suitable recommendations which may be used in the preparation of Demands for Grants for the next year. The Committee have accordingly examined the Demands for Grants of the Department of Land Resources (Ministry of Rural Development). Since the Budget for the year 2014-15 has already been passed by the Parliament, the Committee endorse the same. Nevertheless, the Committee feel that the suggestions and recommendations of the Committee in this Report would help the Department of Land Resources (Ministry of Rural Development) in analyzing their physical and financial performance and implementation of various schemes and projects during the current year and also in preparing the Demands for Grants for the next financial year.**

**2.2 The Committee note that the detailed Demands for Grants (2014-15) of the Ministry of Rural Development (Department of Land Resources) under Demand Number 85 were laid in Lok Sabha on 23.07.2014. The Gross Budgetary support of**

the Department is Rs. 3759.13 crore in which Plan Outlay is Rs. 3750 crore and non-plan outlay is Rs. 9.13 crore. The Committee have examined in detail the Demands for Grants of the Department of Land Resources for the year 2014-15. The Committee endorse the Demands for Grants of the Department for the year 2014-15. Observations / recommendations of the Committee are detailed in succeeding paragraphs.

Outlay and Expenditure

**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.

(Recommendation SI.No.1, Para no.2.3)

## Unspent Balances

**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.**

**(Recommendation SI.No.2, Para no.2.4)**

**Integrated Watershed Management Programme (IWMP)**

**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.**

**(Recommendation SI.No.3, Para no.2.5)**

**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.**

**(Recommendation SI.No.4, Para no.2.6)**

## Monitoring of IWMP

**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.**

**(Recommendation SI.No.5, Para no.2.7)**

## NLRMP

**2.8 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.

2.9 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.

**(Recommendation SI.No.6, Para Nos.2.8 & 2.9)**

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.

**(Recommendation SI.No.7, Para no.2.10)**

Capacity Building

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 7 cells. 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 2 cells 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.

(Recommendation SI.No.8, Para no.2.11)

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 33<sup>rd</sup> , 38<sup>th</sup> and 48<sup>th</sup> Reports of 15<sup>th</sup> 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 manpower base 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.

**(Recommendation SI.No.9, Para no.2.12)**

Monitoring

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.

(Recommendation Sl.No.10, Para no.2.13)

New Delhi;

18 December, 2014

27 Agrahayana, 1936 (saka)

Dr. P. VENUGOPAL

*Chairperson,*

*Standing Committee on  
Rural Development*

## ANNEXURE - 1 (vide para 1.33 of the Report)

## STATE WISE/DISTRICT-WISE IWMP PROJECTS SANCTIONED IN IAP DISTRICTS AS ON 31.03.2014 (Area in ha. &amp; Rs. in crores)

Sl. No	State	Districts	2009-10			2010-11			2011-12			2012-13			2013-14			2014-15			Grand Total		
			No. of Projects	Area (in ha.)	Total Project Cost	No. of Projects	Area (in ha.)	Total Project Cost	No. of Projects	Area (in ha.)	Total Project Cost	No. of Projects	Area (in ha.)	Total Project Cost	No. of Projects	Area (in ha.)	Total Project Cost	No. of Projects	Area (in ha.)	Total Project Cost	Total No. of Project	Area (in ha.)	Total Project Cost
1	Orissa (18)	Gajapati	4	22040	26.45	1	6200	7.44				2	10184	15.28	1	4500	6.75	0	0.00	8	42924	55.91	
2		Keonjhar	4	22360	26.83				6	36757	44.11	2	12101	18.15	4	21916	32.87	2	10519	15.78	18	103653	137.75
3		Koraput	5	30000	36.00	2	12000	14.40	2	11600	13.92	2	8893	13.34	2	11500	17.25	6	32951	49.43	19	106944	144.34
4		Malkangiri	3	12800	15.36							4	21234	31.85				0	0	0.00	7	34034	47.21
5		Ganjam				2	12219	14.66	3	17723	21.27	2	11010	16.52	2	11000	16.50	2	11886	17.83	11	63838	86.78
6		Jajapur				1	6611	7.93	2	10759	12.91	2	10205	15.31	2	10637	15.96	1	5100	7.65	8	43312	59.76
7		Nayagarh	1	5350	6.42	4	21450	25.74	3	18350	22.02	2	11466	17.20	2	11250	16.88	0	0		12	67866	88.25
8		Mayurbhanj	5	27800	33.36	4	24920	29.90	5	31121	37.35	2	11934	17.90	1	5990	8.99	2	10961	16.44	19	112726	143.94
9		Navrangpur	5	27550	33.06	4	22565	27.08				2	11242	16.86	2	10354	15.53	2	11840	17.76	15	83551	110.29
10		Rayagada	4	20460	24.55	2	14500	17.40	4	23710	28.45	2	11460	17.19	2	11820	17.73	2	11820	17.73	16	93770	123.05
11		Sambhalpur				4	21276	25.53	4	22233	26.68	1	5980	8.97	2	10932	16.40	0	0	0.00	11	60421	77.58
12		Sundargarh	4	21300	25.56	3	15712	18.85	6	35115	42.14	2	11070	16.61	1	5300	7.95	2	9908	14.86	18	98405	125.97
13		Kandhamal	5	26300	31.56	6	31650	37.98	5	23904	28.68	2	10550	15.83				2	11250	16.88	20	103654	130.93
14		Deogarh				1	5132	6.16	4	22915	27.50	2	11985	17.98				2	12165	18.25	9	52197	69.88
15		Balangir	4	19000	22.80	2	11400	13.68	2	10320	12.38	2	9200	13.80	2	11400	17.10	0	0	0.00	12	61320	79.76
16		Kalahandi	4	18950	22.74	1	6400	7.68	5	22000	26.40	2	10000	15.00	2	12190	18.29	1	5005	7.51	15	74545	97.62
17		Nuapada	5	19772	23.73	3	16312	19.57	6	31365	37.64	2	10864	16.30	2	10247	15.37	3	15362	23.04	21	103922	135.65
18		Sonapur				1	5500	6.60				3	16754	25.13				0	0	0.00	4	22254	31.73
		Sub Total	53	273682	328.42	41	233847	280.62	57	317872	381.45	38	206132	309.20	27	149036	223.55	27	148767	223.16	243	1329336	1746.39
19	Andhra Pradesh (4)	East Godavari												14	55526	83.29				14	55526	83.29	
20		Srikakulam	4	19508	23.41	5	21113	25.34	2	7094	8.51	3	13073	19.61	10	36927	55.39	4	14755	22.13	28	112470	154.39
21		Visakhapatnam													15	52699	79.05				15	52699	79.05
22		Vizianagaram													10	43368	65.05	3	10414	15.62	13	53782	80.67
		Sub Total	4	19508	23.41	5	21113	25.34	2	7094	8.51	3	13073	19.61	49	188520	282.78				70	274477	397.40
23	Telangan (4)	Adilabad	9	36000	43.20	12	49636	59.56	12	51760	62.11	6	25842	38.76	16	76675	115.01	4	16276	24.41	59	256189	343.05
24		Karimnagar	0	0	0.00	0	0	0.00	0	0	0.00	0	0	0.00	0	0	0.00	4	16653	24.97	4	16653	24.97
25		Warangal	0	0	0.00	0	0	0.00	0	0	0.00	2	9961	14.94	8	36974	55.46	4	16407	24.61	14	63342	95.01
26		Khammam	2	10000	12.00	4	18230	21.88	2	8893	10.67	2	8970	13.46	14	59662	89.49	4	16796	25.19	28	122551	172.69
		Sub Total	11	46000	55.20	16	67866	81.44	14	60653	72.78	10	44773	67.16	38	173311	259.96	16	66132	99.18	105	458735	536.54
27	Madhya Pradesh(10)	Anuppur				4	20000	24.00				4	23295	27.95				2	14340	17.20	10	57635	69.15
28		Balaghat				3	19937	23.92							2	12528	15.03				5	32465	38.96
29		Dindori				4	19862	23.83							4	21337	25.60				8	41199	49.44
30		Mandla	3	19675	23.61				3	20196	24.24				4	24207	29.05				10	64078	76.89
31		Seoni	2	19983	23.98										2	12107	14.53	2	10746	12.89	6	42836	51.40
32		Sidhi							4	19705	23.65							3	15094	18.11	7	34799	41.76
33		Chhindwara	3	19500	23.40	4	21690	26.03	5	29700	35.64				1	7763	9.32				13	78653	94.38
34		Singrauli				4	20000	24.00										4	21015	25.22	8	41015	49.22
35		Shahdol				4	20000	24.00										2	12710	15.25	6	32710	39.25
36		Umaria				3	20100	24.12										4	22705	27.24	7	42805	51.36
		Sub Total	8	59158	70.99	26	141589	169.91	12	69601	83.52	4	23295	27.95	13	77942	93.53	17	96610	115.91	80	371585	44590.20
37	Uttar Pradesh (3)	Chandauli	0	0	0.00	1	4500	5.40	0	0	0.00	0	0	0.00	2	10095	12.11				3	14595	17.51
38		Mirzapur	1	4198	5.04	2	11401	13.68	4	22534	27.04	2	10650	12.78	2	9800	11.76				11	58583	70.30
39		Sonebhadra	0	0	0.00	3	14525	17.43	4	18030	21.64	1	5020	6.02	2	10200	12.24				10	47775	57.33
		Sub Total	1	4198	5.04	6	30426	36.51	8	40564	48.68	3	15670	18.80	6	30095	36.11				24	120953	145.14
40		Bastar	3	14361	17.23	1	4187	5.02	5	23827	28.59	1	3843	5.77	2	9533	14.30				12	55752	70.91



41	Chhattisgarh (14)	Dantewada	2	6600	7.92	0	0	0.00	2	7694	9.23	0	0	0.00	0	0	0.00				4	14294	17.15
42		Jashpur	3	17612	21.13	5	18171	21.81	10	55740	66.89	2	11755	14.11	0	0	0.00	2	10200	15.30	22	113478	139.24
43		Kanker	2	5502	6.60	4	13211	15.85	7	24254	29.10	3	13907	20.86	1	4757	7.14				17	61631	79.55
44		Korea	3	11278	13.53	4	18553	22.26	3	10001	12.00	0	0	0.00	1	4932	7.40	2	9656	14.48	13	54420	69.67
45		Rajnand gaon	3	14011	16.81	3	13307	15.97	2	8184	9.82	3	10071	12.09	2	8716	13.07	2	8606	12.91	15	62895	80.67
46		Sarguja	1	6612	7.93	1	3678	4.41	3	11255	13.51	2	9461	11.35	3	17190	25.78				10	48196	62.98
47		Kawardha	2	17238	20.69	4	21024	25.23	1	2713	3.26	0	0	0.00	0	0	0.00	2	7443	11.16	9	48418	60.34
48		Bijapur	0	0	0.00	0	0	0.00	1	2559	3.07	1	2797	4.20	1	3959	5.94				3	9315	13.21
49		Narayanpur	0	0	0.00	0	0	0.00	1	5027	6.03	0	0	0.00	2	12268	18.40	1	4167	6.25	4	21462	30.68
50		Balrampur	0	0	0.00	7	28952	34.74	1	3355	4.03	0	0	0.00	3	13468	20.20	2	10747	16.12	13	56522	75.09
51		Gariaband	1	3735	4.48	1	4797	5.76	1	5540	6.65	2	9346	11.22	1	4635	6.95	1	5141	7.71	7	33194	42.77
52		Kondagaon	0	0	0.00	3	10673	12.81	1	5406	6.49	1	7677	11.52	1	6032	9.05	1	5817	8.72	7	35605	48.59
53		Sukma	0	0	0.00	3	8207	9.85	0	0	0.00	0		0.00	2	14437	21.66	2	9891	14.83	5	32535	46.34
			<b>Sub Total</b>	<b>20</b>	<b>96949</b>	<b>116.32</b>	<b>36</b>	<b>144760</b>	<b>173.71</b>	<b>38</b>	<b>165554</b>	<b>198.67</b>	<b>15</b>	<b>68858</b>	<b>91.12</b>	<b>19</b>	<b>99928</b>	<b>149.89</b>	<b>15</b>	<b>71668</b>	<b>107.48</b>	<b>141</b>	<b>647717</b>
54	Jharkhand (17)	Bokaro	0	0	0.00	1	5298	6.36	2	11179	13.41	1	5096	7.64	4	22835	34.25				8	44408	61.67
55		Chatra	0	0	0.00	0	0	0.00	2	11718	14.06	2	11469	17.20	2	11224	16.84				6	34411	48.10
56		Garhwa	0	0	0.00	4	15022	18.03	1	5658	6.79	0	0	0.00	1	5752	8.63	2	11362	17.04	8	37794	50.48
57		Giridih	1	6495	7.79	2	9201	11.04	6	28534	34.24	0	0	0.00	0	0	0.00				9	44230	53.08
58		Gumla	1	8416	10.10	1	5580	6.70	0	0	0.00	2	10386	15.58	2	10207	15.31	1	5028	7.54	7	39616	55.22
59		Hazaribagh	2	9784	11.74	0	0	0.00	4	20237	24.28	0	0	0.00	0	0	0.00	2	10429	15.64	8	40451	51.67
60		Khunti	1	6390	7.67	0	0	0.00	0	0	0.00	2	12316	18.47	1	5584	8.38	1	5005	7.50	5	29295	42.02
61		Koderma	0	0	0.00	0	0	0.00	2	10077	12.09	2	10244	15.37	1	3913	5.87				5	24235	33.33
62		Latehar	0	0	0.00	0	0	0.00	1	5949	7.14	6	33266	49.90	0	0	0.00				7	39214	57.04
63		Lohardaga	0	0	0.00	1	4550	5.46	0	0	0.00	2	11099	16.65	2	10392	15.59	1	5430	8.14	6	31472	45.84
64		Palamau	1	5284	6.34	2	7642	9.17	1	6435	7.72	0	0	0.00	1	5446	8.17	4	22225	33.34	9	47033	64.74
65		Pashchimi Singhbhum	1	6179	7.41	3	13632	16.36	7	41232	60.37	0	0	0.00	1	5395	8.09				12	66438	92.24
66		Purbi Singhbhum	2	10287	12.34	1	4964	5.96	1	4277	5.13	0	0	0.00	1	5676	8.51	2	10433	15.65	7	35636	47.60
67		Rangarh	2	9967	11.96	0	0	0.00	1	5195	6.23	1	5637	8.46	1	4710	7.07				5	25510	33.72
68		Ranchi	3	21677	26.01	3	12349	14.82	7	37746	45.29	0	0	0.00	0	0	0.00				13	71772	86.13
69		Saraikela Kharsawan	1	5043	6.05	0	0	0.00	3	17065	20.48	0	0	0.00	1	5797	8.70	2	11006	16.50	7	38911	51.73
70		Simdega	0	0	0.00	1	4831	5.80	0	0	0.00	2	11644	17.47	2	12022	18.03	2	10534	15.80	7	39031	57.10
		<b>Sub Total</b>	<b>15</b>	<b>89521</b>	<b>107.43</b>	<b>19</b>	<b>83070</b>	<b>99.68</b>	<b>38</b>	<b>205301</b>	<b>257.25</b>	<b>20</b>	<b>111158</b>	<b>166.74</b>	<b>20</b>	<b>108953</b>	<b>163.43</b>	<b>17</b>	<b>91452</b>	<b>137.15</b>	<b>129</b>	<b>689455</b>	<b>931.68</b>
71	Maharashtra (4)	Gadchiroli	4	20031	24.04												1	2035	3.05	5	22066	27.09	
72		Gondia				8	34709	41.65				6	26464	39.69	2	8083	12.12	4	14410	21.62	20	83666	115.08
73		Bhandra				9	43827	52.59				3	17398	20.88	2	8701	10.51	3	12497	15.00	17	82422	98.98
74		Chandrapur	3	10574	12.69	7	26477	31.77				15	64871	77.84	1	1966	2.36	3	13117	15.74	29	117005	140.40
		<b>Sub Total</b>	<b>7</b>	<b>30605</b>	<b>36.73</b>	<b>24</b>	<b>105013</b>	<b>126.01</b>				<b>24</b>	<b>108733</b>	<b>138.41</b>	<b>5</b>	<b>18749</b>	<b>25.00</b>	<b>11</b>	<b>42059</b>	<b>55.40</b>	<b>71</b>	<b>305159</b>	<b>381.55</b>
75	Bihar (11)	Arwal															2	8986	13.48	2	8986	13.48	
76		Aurangabad							4	19399	23.28	3	11879	17.82	2	9145	13.72	3	14958	22.44	12	55381	77.25
77		Gaya							7	36420	43.70	5	23372	35.06	4	19077	28.62	3	12760	19.14	19	91629	126.52
78		Kaimur							3	11554	13.87	2	12318	18.48	5	30236	45.35	2	12053	18.08	12	66161	95.78
79		Munger							1	4500	5.40	1	5757	8.64	4	22326	33.49	3	14757	22.13	9	47340	69.66
80		Jamui							8	39822	47.79	6	30425	45.64	3	13847	20.77	2	10991	16.49	19	95085	130.68
81		Jehanabad																2	9829	14.74	2	9829	14.74
82		Nawada							5	24494	29.39	2	12000	18.00	3	16899	25.35	4	19354	29.03	14	72747	101.77
83		Pashchim Champaran																0			0	0	0.00
84		Sitamarhi																0			0	0	0.00
85	Rohtas							4	17604	21.12	3	14165	21.25	2	8595	12.89	2	8095	12.14	11	48458	67.40	
		<b>Sub Total</b>						<b>32</b>	<b>153793</b>	<b>184.55</b>	<b>22</b>	<b>109916</b>	<b>164.88</b>	<b>23</b>	<b>120123</b>	<b>180.18</b>	<b>23</b>	<b>111783</b>	<b>167.67</b>	<b>100</b>	<b>495616</b>	<b>697.29</b>	
86	West Bengal (3)	Midnapore West	0	0	0.00	-	-	-	16	64800	93.06	5	22700	34.05	0	0	0.00	10	45400	68.10	31	132900	195.21
87		Bankura	0	0	0.00	-	-	-	15	59800	73.83	6	23800	35.70	2	7700	11.55	2	8200	12.30	25	99500	133.38
88		Purulia	0	0	0.00	-	-	-	13	55900	76.38	7	31000	46.50	0	0	0.00	10	43300	64.95	30	130200	187.83
		<b>Sub Total</b>	<b>0</b>	<b>0</b>	<b>0.00</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>44</b>	<b>180500</b>	<b>243.27</b>	<b>18</b>	<b>77500</b>	<b>116.25</b>	<b>2</b>	<b>7700</b>	<b>11.55</b>	<b>22</b>	<b>96900</b>	<b>145.35</b>	<b>86</b>	<b>362600</b>	<b>516.42</b>

**Annexure-II**  
**(vide para 1.38 of the Report)**

***Relevant extracts from Common Guidelines for Watershed Development Projects – 2008  
(Revised Edition 2011)***

**Institutional Arrangements at State, District and Project Levels**

**4.4 State Level Nodal Agency**

1. A dedicated State Level Nodal Agency (SLNA) (Department / Mission / Society/ Authority) will be constituted by the State Government having an independent bank account. The state should be given the flexibility to utilise or strengthen an existing state level agency/department/organisation. Central assistance for SLNA will be transferred directly to the account of SLNA and not into the State Government budget.

2. The SLNA will sign an MOU with the Departmental Nodal Agency setting out mutual expectations with regard to performance, timelines and financial parameters including conditions related to release of funds to SLNA. The SLNA will be required to review the programme and provide enabling mechanism to set up State Data Cell and ensure regular reporting to the Central Government/ Nodal Agency at the central level in the Department. There would be multi-disciplinary professional support team at the State level to implement the programme.

3. The Development Commissioner / Additional Chief Secretary / Agricultural Production Commissioner/ Principal Secretary of the concerned department or their equivalent nominated by the State Government will be the Chairperson of the SLNA. The State Level Nodal Agency will have a full-time CEO who may be a serving Government officer on deputation or appointed on a contract of not less than three years with the State Level Nodal Agency. Such a contract will set out the terms and conditions of engagement as well as clearly defined goals against which the performance of the CEO will be closely monitored.

4. The SLNA would consist of one representative from the NRAA, one representative each from the Central Nodal Ministries, one representative from NABARD, one representative each from the State Department of Rural Development, Agriculture, Animal Husbandry, Forest and allied sector, one representative from Ground Water Board and one representative from an eminent voluntary organization and two professional experts from research institutes / academia of the state. There will be also representation from MGNREGA, BRGF and other related implementing agencies at the state level. The SLNA will sanction watershed projects for the State on the basis of approved state perspective and strategic plan as per procedure in vogue and oversee all watershed projects in the state within the parameters set out in these Guidelines.

5. A Team of 4 to 7 professional experts will assist the State Level Nodal Agency. This team will be selected by the State Level Nodal Agency either on deputation from experts available from the line departments or in case such experts are not available, they may be engaged on contract basis from the open market by a transparent process. Their disciplines will, inter-alia, include agriculture, water management, capacity building, social mobilisation, information

technology, administration and finance/ accounts, etc. A requisite number of administrative staff will support this team of experts.

**6.** The main functions of the SLNA will be to:

- a.** Prepare a perspective and strategic plan of watershed development for the state on the basis of plans prepared at the block and district level and indicate implementation strategy and expected outputs/outcomes, financial outlays and approach the Nodal Agency at the central level in the Department for appraisal and clearance.
- b.** Establish and maintain a state level data cell from the funds sanctioned to the States, and connect it online with the National Level Data Centre.
- c.** Provide technical support to Watershed Cell cum Data Centre (WCDC), throughout the state.
- d.** Approve a list of independent institutions for capacity building of various stakeholders within the state and work out the overall capacity building strategy in consultation with NRAA/Nodal Ministry.
- e.** Approve Project Implementing Agencies identified/selected by WCDC/ District Level Committee by adopting appropriate objective selection criteria and transparent systems.
- f.** Establish monitoring, evaluation and learning systems at various levels (internal and external/ independent systems).
- g.** Ensure regular and quality on-line monitoring of watershed projects in the state in association with Nodal Agency at the central level and securing feedback by developing partnerships with independent and capable agencies.
- h.** Constitute a panel of Independent Institutional Evaluators for all watershed projects within the state, get this panel duly approved by the concerned Nodal Agencies at the central level and ensure that quality evaluations take place on a regular basis.
- i.** Prepare State Specific Process Guidelines, Technology Manuals etc in coordination with the Nodal Ministry/ NRAA and operationalise the same.

**7.** The Funding support for the State Level Nodal Agency and the state level data cell will come primarily from the budget of the Department of Land Resources, Ministry of Rural Development after suitable review of the existing staff and infrastructure already available and actual requirement. It may also receive support from other Institutes and Agencies both national and international, corporate entities, and such other organisations which seek to support programmes on watershed mode. Each State Level Nodal Agency and state level data cell will be provided with an initial capital grant to meet establishment costs and a recurring grant per annum to meet its annual expenses. The actual amount would depend upon the level of staff and infrastructure already available and the actual requirement. Till such time, SLNA is set up, the existing arrangement regarding sanctioning of project and flow of fund will be continued. However, all out efforts should be made by the States to set up SLNAs within a period of 6 months.

#### **4.5 Watershed Cell cum Data Centre (WCDC)**

**8.** A separate Cell, called the Watershed Cell cum Data Centre (WCDC) will be established at the district level, which will oversee the implementation of watershed programme in each

district and will have separate independent accounts for this purpose. It will be set up in DRDA/Zilla Parishad/District Level Implementing Agency/Department in all programme districts as per the convenience of the State Governments and strengthen the same with professional support in the districts implementing large number of watersheds with area more than 25,000 ha. WCDC will function in close co-ordination with the District Planning Committee. District Collector/ CEO, ZP may be designated as Chairman of WCDC and a District Officer of the Department, in which WCDC has been located, may be called the Project Manager for WCDC. The Project Manager will attend to day to day functioning of WCDC and implementation of watershed programmes in their jurisdiction whereas, District Collector/CEO, ZP will have role in securing coordination and convergence along with periodical review of the programme. Representatives of MGNREGS, BRGF implementing agency at the district level should be included in the periodical review meeting of the programme for convergence.

**9.** WCDC will be a separate unit with a Project Manager and 3 to 6 full time staff (3 in districts with less than 25,000 ha project area and 6 in districts with more than 25,000ha project area) comprising of subject matter specialists on Agriculture/ Water Management / Social Mobilisation/ others as appropriate/ Management & Accounts, and data entry operator appointed on the basis of their qualification and expertise on contract/deputation/transfer etc. A District Officer of the Department in which WCDC has been located will be the Project Manager. The Project Manager, WCDC in consultation with SLNA will spell out well-defined annual goals, against which his/her performance will be consistently monitored. The arrangements for setting up/ strengthening the WCDCs will be financially supported by the Government of India after review of available staff, infrastructure and the actual requirement.

**10.** The functions of WCDC will be as follows:

- a.** Identify potential Project Implementing Agencies (PIAs) in consultation with Zila Parishad/Zila Panchayat/ District Council as per the empanelment process to be decided by the respective State Governments.
- b.** Take up the over all responsibility of facilitating the preparation of strategic and annual action plans for watershed development projects in respective districts.
- c.** Providing professional technical support to Project Implementing Agencies (PIAs) in planning and execution of watershed development projects.
- d.** Develop action plans for capacity building, with close involvement of resource organizations to execute the capacity building action plans.
- e.** Carry out regular monitoring, evaluation and learning.
- f.** Ensure smooth flow of funds to watershed development projects.
- g.** Ensure timely submission of required documents to SLNA / Nodal Agency of the Department at central level.
- h.** Facilitate co-ordination with relevant programmes of agriculture, horticulture, rural development, animal husbandry, etc with watershed development projects for enhancement of productivity and livelihoods.
- i.** Integrate watershed development projects/ plans into District Plans of the District Planning Committees. All expenditure of watershed projects would be reflected in district plans.
- j.** Establish and maintain the District Level Data Cell and link it to the State Level and National Level Data Centre.

## **4.6 Role of Panchayati Raj Institutions at District and Intermediate Levels**

**11.** The full responsibility of overseeing the watershed programme within the district will lie with the WCDC which will work in close collaboration with the District Planning Committee (DPC). The DPC will provide full governance support to the programme. The DPC will approve the perspective and annual action plans relating to watershed projects in the district. DPC will integrate the watershed development plans with over all district plans and also oversee its implementation. WCDC will help the DPC in providing oversight and ensuring regular monitoring and evaluation of the programme. The District Panchayat / Zilla Parishad will have an important role of governance in matters relating to the co-ordination of various sectoral schemes with watershed development projects, review of progress, settling disputes etc. Where the Panchayat system is not in operation, this role will be played by the WCDC/District Autonomous Councils.

**12.** Similarly, Intermediate Panchayats have an important role in planning the watershed development projects at the intermediate level. They can also provide valuable support to PIAs and Gram Panchayats/ Watershed Committees in technical guidance with the help of their subject matter specialists.

## **5. Institutional Arrangements at Project Level**

### **5.1 Project Implementing Agency (PIA)**

**13.** The SLNA would evolve appropriate mechanisms for selecting and approving the PIAs, who would be responsible for implementation of watershed projects in different districts. These PIAs may include relevant line departments, autonomous organizations under State/ Central Governments, Government Institutes/ Research Bodies, Panchayats, Voluntary Organizations (VOs). However, the following criteria may be observed in the selection of these PIAs:

- They should preferably have prior experience in watershed related aspects or management of watershed development projects.
- They should be prepared to constitute dedicated Watershed Development Teams.

**14.** Voluntary Organizations (VOs) will have an important role in the programme and their services will be utilized substantively in the areas of awareness generation, capacity building, IEC and social audit among others. As far as direct implementation of the programme is concerned, Voluntary Organizations (VOs) with established credentials may be chosen as PIAs on the basis of detailed criteria as enumerated below.

**35.1** The Voluntary Organizations (VOs) would need to satisfy the following criteria to be selected as PIA:

- a. Should be a registered legal entity of at least 5 years standing.
- b. Should have had at least 3 years of field experience in the area of community based Natural Resource Management and livelihood development.
- c. Should not have been blacklisted by CAPART or any other Department of Government of India or State Government.
- d. Should be equipped with a dedicated, multidisciplinary team with gender balance.
- e. Should furnish three years balance sheet, audited statement of accounts and income returns. All accounts of the organization should be up to date.

- f. Should furnish the profile of its Board of Directors.
- g. Should have successfully implemented projects independently.

**35.2** It will be subjected to the following conditions:

- i. At any point of time, one VO cannot be assigned more than 10,000 ha area in a district.
- ii. At any point of time, one VO cannot be assigned more than 30,000 ha area in a State.
- iii. In any case, not more than 1/4<sup>th</sup> of the total Projects at a time in a State to be implemented by VOs.

**15.** Selected PIAs will sign a contract/MOU with the concerned WCDCs/ District Level Committee as referred in para 29 that will spell out well-defined annual outcomes, against which the performance of each PIA will be monitored each year and evaluated on a regular basis by institutional evaluators from a panel approved by the SLNA / Departmental Nodal Agency at the central level.

**16.** Each PIA must put in position a dedicated watershed development team (WDT) with the approval of WCDC. The WDT will be hired on contract / deputation /transfer etc for a term not exceeding the project period. The composition of the WDT will be indicated in the contract/MOU. No programme funds for DPR and watershed works under any circumstances should be released to either the PIA or Watershed Committee (WC) unless the composition of the WDT has been clearly indicated in the MOU/ contract and the team members are fully in place.

## **5.2 Roles and Responsibilities of the PIA**

**17.** The Project Implementing Agency (PIA) will provide necessary technical guidance to the Gram Panchayat for preparation of development plans for the watershed through Participatory Rural Appraisal (PRA) exercise, undertake community organization and training for the village communities, supervise watershed development activities, inspect and authenticate project accounts, encourage adoption of low cost technologies and build upon indigenous technical knowledge, monitor and review the overall project implementation and set up institutional arrangements for post-project operation and maintenance and further development of the assets created during the project period.

**18.** The PIA, after careful scrutiny, shall submit the Action Plan for Watershed Development Project for approval of the WCDC/DRDA and other arrangements. The PIA shall submit the periodical progress report to WCDC. The PIA shall also arrange physical, financial and social audit of the work undertaken. It will facilitate the mobilization of additional financial resources from other government programmes, such as MGNREGA, BRGF, SGRY, National Horticulture Mission, Tribal Welfare Schemes, Artificial Ground Water Recharging, Greening India, etc.

## **5.3 Watershed Development Team**

**19.** The WDT is an integral part of the PIA and will be set up by the PIA. Each WDT should have at least four members, broadly with knowledge and experience in agriculture, soil science, water management, social mobilisation and institutional building. At least one of the WDT members should be a woman. The WDT members should preferably have a professional degree. However, the qualification can be relaxed by the WCDC with the approval of SLNA in deserving cases keeping in view the practical field experience of the candidate. The WDT should be located as close as possible to the watershed project. At the same time, it must be ensured that the WDT should function in close collaboration with the team of experts at the district and state level. The expenses towards the salaries of the WDT members shall be

charged from the administrative support to the PIA. WCDC will facilitate the training of the WDT members.

#### **5.4 Roles and Responsibilities of WDT**

**20.** The WDT will guide the Watershed Committee (WC) in the formulation of the watershed action plan. An indicative list of the roles and responsibilities of the WDT would include among others, the following.

- a.** Assist Gram Panchayat / Gram Sabha in constitution of the Watershed Committee and their functioning.
- b.** Organizing and nurturing User Groups and Self-Help Groups.
- c.** Mobilising women to ensure that the perspectives and interests of women are adequately reflected in the watershed action plan.
- d.** Conducting the participatory base-line surveys, training and capacity building.
- e.** Preparing detailed resource development plans including water and soil conservation or reclamation etc. to promote sustainable livelihoods at household level.
- f.** Common property resource management and equitable sharing.
- g.** Preparing Detailed Project Report (DPR) for the consideration of Gram Sabha.
- h.** Undertake engineering surveys, prepare engineering drawings and cost estimates for any structures to be built.
- i.** Monitoring, checking, assessing, undertaking physical verification and measurements of the work done.
- j.** Facilitating the development of livelihood opportunities for the landless.
- k.** Maintaining project accounts.
- l.** Arranging physical, financial and social audit of the work undertaken.
- m.** Setting up suitable arrangements for post-project operation, maintenance and future development of the assets created during the project period.

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**STANDING COMMITTEE ON RURAL DEVELOPMENT**  
**(2014-2015)**

**MINUTES OF THE FIFTH SITTING OF THE COMMITTEE HELD ON**  
**MONDAY, THE 13 OCTOBER, 2014**

The Committee sat from 1430 hrs. to 1600 hrs. in Committee Room No. G-074, Ground Floor, Parliament Library building (PLB), New Delhi.

**PRESENT**

Dr. P. Venugopal -- *Chairperson*

**MEMBERS**

**LOK SABHA**

2. Shri Kirti Azad
3. Shri Biren Singh Engti
4. Shri Jugal Kishore
5. Shri Manshankar Ninama
6. Shri Mahendra Nath Pandey
7. Shri Prahlad Singh Patel
8. Shri Gokaraju Ganga Raju
9. Shrimati Butta Renuka
10. Dr. Yashwant Singh
11. Shri Balka Suman
12. Shri Ajay Misra Teni
13. Shri Vijay Kumar Hansdak

**RAJYA SABHA**

14. Shri Gulam Rasool Balyawi
15. Shri Mahendra Singh Mahra
16. Shri Ranvijay Singh Judev
17. Shrimati Kanak Lata Singh
18. Prof. Saif-ud-Din Soz

**SECRETARIAT**

1. Shri Abhijit Kumar - Joint Secretary
2. Smt. B. Visala - Additional Director
3. Smt. Meenakshi Sharma - Deputy Secretary



**Representatives of Ministry of Rural Development**  
**(Department of Land Resources)**

- |     |                            |   |  |
|-----|----------------------------|---|--|
| 1.  | Smt. Vandana Kumari Jena   | - | Secretary                                |
| 2.  | Shri Prabhudayal Meena     | - | Special Secretary                        |
| 3.  | Smt. Seema Bahuguna        | - | Additional Secretary & Financial Adviser |
| 4.  | Shri Prabhat Kumar Sarangi | - | Joint Secretary                          |
| 5.  | Shri Surinder Singh        | - | Economic Adviser                         |
| 6.  | Shri G.P. Gupta            | - | Chief Controller of Accounts             |
| 7.  | Shri Jagdish Singh         | - | DIG                                      |
| 8.  | Shri P.K. Jha              | - | DIG                                      |
| 9.  | Shri Amit Kumar            | - | Director                                 |
| 10. | Shri B.B. Patel            | - | Director                                 |
| 11. | Shri K. Unnikrishnan       | - | Director                                 |

2. At the outset, the Chairperson welcomed the members of the Committee to the sitting convened to take briefing by the representatives of the Department of Land Resources (Ministry of Rural Development) in connection with examination of the Demands for Grants (2014-15) of the Department.

*[Witnesses were then called in]*

3. After welcoming the witnesses the Chairperson read out Direction 55 (1) of the Directions by the Speaker regarding confidentiality of the proceedings. After permission from the Chairperson, the Secretary, Department of Land Resources (Ministry of Rural Development) made a Power Point presentation on the salient features, targets and achievements, funding pattern, etc. of the two schemes of the Department viz. Integrated Watershed Management Programme (IWMP) and National Land Records Management Programme (NLRMP). The Members sought clarifications on various issues relating to Nodal Agencies in various States under IWMP, Guidelines and criteria for becoming a member of the State Level Nodal Agency, assessment of watershed projects, need for launching a new Integrated Watershed Management Programme in 2009 by merging the earlier schemes, problems faced in modernizing Land Records, use of remote sensing in preparing hydro-geological maps as well as in mapping of land area, monitoring of the schemes and the timeframe of completing the NLRM projects, etc. These were replied to by the witnesses. On those queries on which the information was not readily available, the Department was directed to furnish written replies to the Secretariat.

*[The witnesses then withdrew]*

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

The Committee then adjourned.

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**STANDING COMMITTEE ON RURAL DEVELOPMENT**  
**(2014-2015)**

**MINUTES OF THE TENTH SITTING OF THE COMMITTEE HELD ON**  
**WEDNESDAY, THE 19 NOVEMBER, 2014**

The Committee sat from 1430 hrs. to 1645 hrs. in Committee Room No. G-074, Ground Floor, Parliament Library building (PLB), New Delhi.

**PRESENT**

Dr. P. Venugopal -- *Chairperson*

**MEMBERS**

**LOK SABHA**

2. Shri Sisir Kumar Adhikari
3. Shri Kirti Azad
4. Shri Mahendra Nath Pandey
5. Dr. Ramesh Pokhriyal "Nishank"
6. Shri Gokaraju Ganga Raju
7. Shrimati Butta Renuka
8. Shri Ajay Misra Teni
9. Adv. Chintaman Navasha Wanaga
10. Shri Vijay Kumar Hansdak

**RAJYA SABHA**

11. Shri Ram Narain Dudi
12. Shri Mahendra Singh Mahra
13. Shri A.K. Selvaraj

**SECRETARIAT**

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

**Representatives of Ministry of Rural Development**  
**(Department of Land Resources)**

- |    |                          |   |  |
|----|--------------------------|---|--|
| 1. | Smt. Vandana Kumari Jena | - | Secretary                                |
| 2. | Shri K. P. Krishnan      | - | Additional Secretary                     |
| 3. | Smt. Seema Bahuguna      | - | Additional Secretary & Financial Adviser |
| 4. | Dr. Sandeep Dave         | - | Joint Secretary                          |
| 5. | Shri Surinder Singh      | - | Economic Adviser                         |
| 6. | Shri Jagdish Singh       | - | DIG                                      |
| 7. | Shri P.K. Jha            | - | DIG                                      |
| 8. | Shri B.B. Patel          | - | Director                                 |
| 9. | Shri K. Unnikrishnan     | - | Director                                 |

2. At the outset, the Chairperson welcomed the members of the Committee to the sitting convened to take evidence of the representatives of the Department of Land Resources (Ministry of Rural Development) in connection with examination of the Demands for Grants (2014-15) of the Department.

*[Witnesses were then called in]*

3. After welcoming the witnesses, the Chairperson read out Direction 55 (1) of the Directions by the Speaker regarding confidentiality of the proceedings. Thereafter, the Chairperson in opening remarks highlighted the issue of unspent balances under both the schemes of the Department *viz* Integrated Watershed Management Programme (IWMP) and National Land Records Modernisation Programme (NLRMP) and their slow pace of implementation. After permission from the Chairperson, Joint Secretary, Department of Land Resources (Ministry of Rural Development) made a Power Point presentation on new initiatives taken under Integrated Watershed Management Programme (IWMP) highlighting *inter alia* monitoring through remote sensing, use of geo-thermal technique to monitor the IWMP projects, adopting different approaches in different agro-climatic regions of the country, convergence of schemes to realize true potential of watershed, usage of 'Bhuvan' portal and mobile applications, etc. Some of the issues discussed included engagement of Monitoring and Evaluation Agency, benchmarking of programmes on the basis of certain indicators, need of coordinated and integrated efforts to achieve the targets set, persuading the States to effectively utilize the allocated funds, formulation of guidelines by the Department, utilization of flexi-funds, status of the study of the foreclosed projects by National Institute of

Rural Development (NIRD), appointment of Nodal/coordinating officers for finding out the shortcomings in the Plan or execution of the Schemes and fixing responsibility for lapses if any, various problems faced by States in modernizing Land Records and furnishing of updated data to the Committee, etc. The Members also sought clarifications which were replied to by the witnesses. On those queries on which the information was not readily available, the Department was directed to furnish written replies to the Secretariat. It was also decided to undertake a study visit in the coming months.

*[The witnesses then withdrew]*

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

The Committee then adjourned.

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**STANDING COMMITTEE ON RURAL DEVELOPMENT**  
**(2014-2015)**

**MINUTES OF THE ELEVENTH SITTING OF THE COMMITTEE HELD ON**  
**TUESDAY, THE 16 DECEMBER, 2014**

The Committee sat from 1500 hrs. to 1600 hrs. in Committee Room No. G-074, Ground Floor, Parliament Library building (PLB), New Delhi.

**PRESENT**

Dr. P. Venugopal -- *Chairperson*

**MEMBERS**

**LOK SABHA**

2. Shri Mahendra Nath Pandey
3. Shri Prahlad Singh Patel
4. Dr. Ramesh Pokhriyal "Nishank"
5. Shri Gokaraju Ganga Raju
6. Dr. Anbumani Ramadoss
7. Dr. Yashwant Singh
8. Shri Balka Suman
9. Shri Ajay Misra Teni
10. Adv. Chintaman Navasha Wanaga

**RAJYA SABHA**

11. Shri Gulam Rasool Balyawi
12. Shri Ram Narain Dudi
13. Shri Mahendra Singh Mahra
14. Shri Ranvijay Singh Judev
15. Dr. Vijaylaxmi Sadho
16. Shri A. K. Selvaraj
17. Smt. Kanak Lata Singh

**SECRETARIAT**

1. Shri R. C. Tiwari - Director
2. Smt. B. Visala - Additional Director
3. Smt. Meenakshi Sharma - Deputy Secretary

2. At the outset, the Chairperson welcomed the members of the Committee to the sitting convened for consideration and adoption of four draft reports on Demands for Grants 2014-15. The Hon'ble Chairperson also welcomed Dr. Vijaylaxmi Sadho, MP on her nomination as Member to the Committee.

3. X X X X X X X X

4. The Committee then took up for consideration the following draft reports:

(i) Draft Report on Demands for Grants (2014-15) of the Ministry of Rural Development (Department of Rural Development);

(ii) X X X X X X X X

(iii) X X X X X X X X; and

(iv) X X X X X X X X

After discussing the Draft Reports in detail, the Committee adopted the aforesaid four Draft Reports. The Committee also authorized the Hon'ble Chairperson to finalize these Draft Reports taking into consideration consequential changes arising out of factual verification, if any, by the concerned Ministry/Department and to present the same to both the Houses of Parliament.

*The Committee then adjourned.*

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X Relevant portion of the Minutes not related with the subject have been kept separately.