STANDING COMMITTEE ON RURAL DEVELOPMENT

(2015-2016)

22

SIXTEENTH LOK SABHA

MINISTRY OF RURAL DEVELOPMENT

(DEPARTMENT OF LAND RESOURCES)

Demands for Grants
(2016-17)

TWENTY SECOND REPORT

LOK SABHA SECRETARIAT

NEW DELHI

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Presented to Lok Sabha on 02.05.2016

Laid in Rajya Sabha on 02.05.2016

LOK SABHA SECRETARIAT

NEW DELHI

May, 2016/Vaisakha, 1938 (Saka)

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3. Smt. B. Visala - Additional Director
4. Shri Ravi Kant Prasad Sinha- Committee Assistant

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* Vacancy caused due to retirement of Shri Ashwani Kumar on 09.04.2016

INTRODUCTION

I, the Chairperson of the Standing Committee on Rural Development (2015-2016) having been authorised by the Committee to submit the Report on their behalf, present the Twenty-Second Report on Demands for Grants (2016-17) of the Department of Land Resources (Ministry of Rural Development).

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

3.   The Committee took evidence of the representatives of the Department of Land Resources (Ministry of Rural Development) on 21 March, 2016.

4.   The Report was considered and adopted by the Committee at their sitting held on 29 April, 2016.

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;
29 April, 2016
09 Vaisakha, 1938 (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
DILRMP	-	Digital India Land Record Modernisation 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
GBS	-	Gross Budgetary Support
GIS	-	Geographic Information System
GPS	-	Global Positioning System
HRSI	-	High Resolution Satellite Imagery
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
NIC	-	National Informatics Centre
NICSI	-	National Informatics Centre Services Inc
NILAM	-	National Institute of Land Administration & Management
NRRP	-	National Rehabilitation and Resettlement
NRAA	-	National Rain-fed Area Authority
NRSC	-	National Remote Sensing Centre
NWDB	-	National Wastelands Development Board
PIA	-	Project Implementation Agency
PMKSY	-	Pradhan Mantri Krishi Sinchayee Yojana
QPRs	-	Quality Progress Reports
RE	-	Revised Estimate
RoR	-	Record of Rights
SLNA	-	State Level Nodal Agency
SOI	-	Survey of India
TDET	-	Technology Development Extension and Training
TERI	-	The Energy and Resources Institute
TS	-	Total Station
UT	-	Union Territory
WA	-	Watershed Association
WC	-	Watershed Committee
WCDCs	-	Watershed Cell cum Data Centres
ZP	-	Zilla Parishad

REPORT
PART I

NARRATION ANALYSIS

I.   **Role of Department of Land Resources**

The Department of Land Resources (DoLR) under the administrative control of Ministry of Rural Development is *inter-alia* responsible for watershed development, land records, survey for land revenue purposes etc. and implements mainly following two schemes:-

- I. (a)   Integrated Watershed Management Programme (IWMP) now called as Pradhan Mantri Krish Sinchayee Yojana (Watershed Component)
- (b)   Word Bank assisted Watershed Management Project (Neeranchal)

- II.   Digital India Land Record Modernisation Programme (DILRMP)

1.2   Demands for Grants (2016-17) of DoLR that were laid on the Table of the Lok Sabha on 14 March, 2016 under Demand No. 76 makes a provision of Rs. 1709.36 crore comprising a Plan provision of Rs. 1,700.00 and Non-Plan provision of Rs. 9.36 crore. The analysis of Demands for Grants is as follows:-

Demands for Grants (2016-17) at a Glance

1.3   The following are the scheme-wise funds proposed in Demands for Grants (2016-17) of Department of Land Resources:-

(Rs. in crore)

	Name of Programme	Amount
	Plan	
I.(a)	Integrated Watershed Management Programme (IWMP) now called as Pradhan MantriKrishSinchayeeYojana (Watershed Component)	1495.00
(b)	Word Bank assisted Watershed Management Project (Neeranchal)	55.00
	Sub total	1550.00
II.	Digital India Land Record Modernisation Programme (DILRMP)	150.00
	Total Plan	1700.00
	Non-Plan	
III.	Secretarial Economic Services	9.36
	Grand Total Plan & Non-Plan	1709.36

Summary of Demands for Grants (2016-17) is at **Appendix I.**

Background about the programmes

(a) **Pradhan Mantri Krishi Sanchayee Yojana – Watershed Development Component (PMKSY-WDC)**

1.4   Globally the expansion of human settlements and infrastructure, intensification of agriculture, and expansion of agriculture into marginal areas and fragile ecosystems emphasizes the need for integrated planning and management of land resources. Out of 328.7 million hectare geographical area only 142 million hectare is net cultivated area comprising of 57 million hectare (40%) is irrigated and remaining 85 million hectare (60%) is rainfed area.

1.5   With a view to develop basic land through watershed the National Rainfed Area Authority (NRAA) under the aegies of the Planning Commission, framed the Common Guidelines, 2008 for watershed programmes for all Ministries/Departments. The provisions in the Common Guidelines and the observations of the Parthasarthy Committee necessitated modifications in the watershed schemes of the Department of Land Resources. Accordingly, the schemes of DPAP, DDP and IWDP of the Department of Land Resources were integrated and consolidated into a single modified programme called the Integrated Watershed Management Programme (IWMP) and launched in 2009-10.

1.6   The primary objective of the Watershed Development Programme are harnessing, conserving and developing degraded natural resources such as soil, vegetative cover and ground water table; prevention of soil run-off; rain water harvesting and recharging of ground water table; increasing the productivity of crops; introduction of multi - cropping and diverse agro-based activities; promoting sustainable livelihoods, increasing the household incomes, etc. From 2015-16, the IWMP has become the Watershed Development Component of Pradhan Mantri Krishi Sinchayee Yojana (WDC - PMKSY).

1.7   WDC - PMKSY has been launched in 2015-16 by amalgamating ongoing schemes of three Departments viz. Accelerated Irrigation Benefit Programme (AIBP) and PMKSY (WR) of Ministry of Water Resources (MOWR); IWMP of Department of Land Resources (DOLR), Ministry of Rural Development (MORD) and the Minor Irrigation component of On Farm Water Management (OFWM) of National Mission on Sustainable Agriculture (NMSA) being implemented by the Department of Agriculture and Cooperation (DAC). The nodal Ministry of PMKSY is Department of Agriculture and

Cooperation, Ministry of Agriculture. Total allocation for PMKSY for 2015-16 is Rs.5300 crore, out of which Rs.1530.00 crore has been allocated for the watershed component.

1.8   The cost norms for IWMP/WDC-PMKSY is Rs. 15000/- per ha for hilly & difficult area, Rs. 12000/- per ha for other areas and upto Rs. 15000 per ha for IWMP projects in integrated Action plan (IAP) Districts. The funding pattern under the scheme is in the ratio of 90: 10 between the Centre and States upto 31.03.2015. From 2015-16 the funding pattern of hte Watershed Component of PMKSY is 60:40 between Centre and state for all states except North Eastern States and Hill States (Jammu & Kashmir, Himachal Pradesh and Uttarakhand) wherein the funding pattern between center and state is 90:10.

(b)   Neeranchal

1.9   World Bank assisted 'Neeranchal National Watershed Project', a Technical Assistance Programme with a cost of Rs.2142 crore for six year period from 2016-17 is being implemented in nine States of Andhra Pradesh, Chhattisgarh, Gujarat, Jharkhand, Madhya Pradesh, Maharashtra, Odisha, Rajasthan and Telangana with the following four components:-

        (i)   National Institutional Capacity Building
        (ii)   National Innovation Support
        (iii)   IWMP Implementation Support in Participating States
        (iv)   Project Management and Coordination.

1.10   It inter alia aims to improve effectiveness of the IWMP through better Planning, improved watershed management practices, technical inputs etc. Rs.55.00 crore has been proposed for 'Neeranchal' in 2016-17.

(ii)   Digital India Land Record Modernization Programme - (DILRMP)

1.11   The Department of Land Resources has been implementing two Centrally-sponsored schemes, viz., Computerization of Land Records (CLR), and Strengthening of Revenue Administration and Updating of Land Records (SRA& ULR) since 2007-08 for the required purpose. These programmes were modified on 21st August, 2008 combining the key components of the aforesaid two schemes, adding new components such as integration of textual and spatial records, computerization of Registration and inter-connectivity between Revenue and Registration systems, firming up modern technology options for survey and core GIS.

1.12 A major focus of the programme is on citizen services, such as providing computerized copies of the records of rights (RoRs) with maps; other land-based certificates such as caste certificates, income certificates, domicile certificates; information for eligibility for development programmes etc. Property owners would get access to their land records, as records will be placed on the websites with proper security IDs. Abolition of stamp papers and payment of stamp duty and registration fees through banks, e-linkages to credit facilities, automatic & automated mutations and single-window service under the programme. Further, the programme will be of immense usefulness to the governments – both Central and State Governments – in modernizing and bringing efficiency to the land revenue administration as well as offering a comprehensive tool for planning various land-based developmental, regulatory and disaster management activities needing location-specific information.

1.13 The ultimate goal of the DILRMP is to usher in the system of conclusive titling, to replace the current system of presumptive titles in the country. The activities to be undertaken under the programme are to converge in the district and district is the unit of implementation. All the districts in the country are expected to be covered under the programme by the end of the 12th Plan.

1.14 The funding pattern under the programme for all States including non-NE States is 100% for computerization of land records and training & capacity building. Further, for the survey/resurvey work and modern record room, the funding pattern for non-NE States is 50:50 (Centre:State) and for NE States it is 90 : 10 (Centre : State). For computerization of registration, funding pattern under the scheme is 25:75 (Centre: State) for Non-NE States. However, NE States are funded on 90:10 (Centre: State) basis. UTs are provided 100% Central assistance under all components of the programme.

1.15 However, during the current financial year the funding pattern has been changed to the extent the scheme has been kept optional for the State Governments and their fund sharing has been made to 50:50 between the Centre and the States (80:20 for the 8 North East and 3 Himalayan States).

1.16 Till 2014-15, the programme was 'National Land Record Modernisation Programme'. The programme has been renamed as Digital India Land Record Modernisation Programme (DILRMP) from the year 2016-17.

XII Plan (2012-17) & Annual Plans
Outlays *vis-a-vis* Releases to States

1.17   The year-wise agreed outlay by the Planning Commission, BE and RE and releases during XIIth Plan (2012-17) for IWMP and NRLMP is as under:-

(Rs. in crore)

	IWMP				NLRMP			
Year	Agreed Outlay	BE	RE	Released to States	Agreed Outlay	BE	RE	Achievement
2012-13	3,050.00	3,050.00	2,903.50	2,893.43	@ DOLR has stated that XII[th]Plan outlay of Rs.1000 crore has been approved.	96.00	96.00	94.85
2013-14	5,387.00	5,387.00	2,284.00	2,274.57		377.50	216.00	213.08
2014-15	6,691.00	3,500.00	2,319.00	2,318.75		250.00	181.00	180.79
2015-16	7,126.00	1,530.00*	1,530.00	1,494.70#		97.00	40.00@	37.24
2016-17	7,042.00	1,495.00*	-			150.00**		
Total	29,296.00	14,962.00	9,036.50	8,981.45		970.50	533.00	526.06

*Renamed as PMKSY - WDC from 2015-16
** Renamed as DILRMP
#As on 29.02.2016

1.18   The Committee during the course of examination pointed out that there is a huge gap between agreed outlay and actual outlay for IWMP and NLRMP during XIIth Plan. In response thereto, the DoLR clarified:-

> "With regard to WDC-PMKSY, the reasons for reduction in RE-2013-14 and allocation during 2014-15 were related to availability of unspent balances with the States due to the slow pace of expenditure during 2013-14 as the majority of the sanctioned projects were still in the preparatory phase of implementation. However, for reasons best known to the Ministry of Finance, there were reductions in the budget at RE 2014-15 stage, allocation for 2015-16 & 2016-17. There was no reduction at RE in 2015-16 and it is the same as BE i.e. Rs. 1530 crore.
>
> Under NLRMP, there is no significant difference between the agreed outlays and the BE. The reduction of outlays for BE to RE in some of the years is a reflection of the inability to grant funds to States in early part of the year owing to unspent balance from previous years. This lead to curtailment of funds at RE stage. However, the RE amounts were almost fully utilized as the States were in a position to complete the formalities later in the year."

(i) Unspent Balances under IWMP

(Rupees in crore) As on 31.12.2015

S. No.	STATE	IWMP
1	Andhra Pradesh	70.55
2	Arunchal Prd.	1.85
3	Assam	35.85
4	Bihar	4.60
5	Chhattisgarh	11.94
6	Gujarat	78.04
7	Goa	0
8	Haryana	17.51
9	Himachal Pradesh	40.95
10	Jammu & Kashmir	49.28
11	Jharkhand	13.33
12	Karnataka	16.31
13	Kerala	7.85
14	Madhya Pradesh	321.54
15	Maharashtra	152.59
16	Manipur	20.15
17	Meghalaya	5.09
18	Mizoram	20.3
19	Nagaland	0.45
20	Odisha	94.43
21	Punjab	3.07
22	Rajasthan	338.52
23	Sikkim	1.71
24	Tamil Nadu	105.99
25	Telangana	9.71
26	Tripura	21.62
27	Uttar Pradesh	173.24
28	Uttarakhand	43.65
29	West Bengal	24.97
30	A&N Islands	0
31	Chandigarh	0
32	D&N Haveli	0
33	Delhi	0
34	Daman & Diu	0
35	Lakshadweep	0
36	Puducherry	0
37	Misc.(NIC, LBSNAA)	
	Total	**1685.09**

(ii) Unspent Balances under DILRMP

The details are as under:-

SI. No.	States/UTs	Year						Total		Utilization Reported	Unspent Balance
		2013-14		2014-15		2015-16		Funds Released	Districts covered		
		Funds Released	Districts covered	Funds Released	Districts covered	Funds Released	Districts covered				
1	Andhra Prd.				7			5505.44	13	2204.19	3301.25
2	Arunachal Prd.			1011.48	2	147.34		1207.42	3	0.00	1207.42
3	Assam	1.81						2137.56	27	46.68	2090.88
4	Bihar	2327.82	11					7771.42	38	5766.85	2004.57
5	Chhattisgarh							3345.57	13	1935.62	1409.95
6	Gujarat	1511.00	4	1641.990	4	2700.00		12309.75	30	8216.66	4093.09
7	Goa			398.55	2			398.55	2	0.00	398.55
8	Haryana	30.00		99.20		80.00		4095.63	21	2489.00	1606.63
9	Himachal Prd.	10.78		1949.10	5	50.00		4330.45	12	1938.24	2392.21
10	J & K	333.88						988.56	12	633.50	355.06
11	Jharkhand	117.64						2507.55	20	1172.28	1335.27
12	Karnataka							2451.20	6	22.56	2428.64
13	Kerala	632.00	4					1558.24	11	1558.24	0.00
14	M.P.	47.00		4.86		4.00		10158.50	27	8576.96	1581.54
15	Maharashtra	1819.01	18					6536.16	34	1673.67	4862.48
16	Manipur							168.53	4	0.00	168.53
17	Meghalaya							623.75	5	78.07	545.68
18	Mizoram	661.31		90.00		45.88		1563.96	3	1518.08	45.88
19	Nagaland	612.49	3					1427.62	9	1277.62	150.00
20	Orissa	7047.62	15					9628.04	30	6750.56	2877.48
21	Punjab	39.20		1317.00				2796.26	5	1050.09	1746.17
22	Rajasthan	4137.34	7					8274.55	11	928.12	7346.43
23	Sikkim	594.29		116.00				942.19	4	197.15	745.04
24	Tamil Nadu	1101.46	30	1502.00	2	277.13		3161.73	34	1427.94	1733.79
25	Telangana			8385.21	10			8385.21	10	0.00	8385.21
26	Tripura	57.28		581.73				2234.36	7	1223.74	1010.62
27	Uttar Pradesh							1852.49	26	538.35	1314.14
28	Uttarakhand			762.17	13			762.17	13	0.00	762.17
29	West Bengal*							7530.57	19	4679.10	2851.47
30	A & N Islands							72.25	1	53.49	18.76
31	Chandigarh							0.00	0	0.00	0.00
32	D & N Haveli	3.42						65.78	1	24.29	41.49
33	Delhi							132.07	1	0.00	132.07
34	Daman & Diu							103.72	2	68.60	35.12
35	Lakshadweep							166.41	1	166.41	0.00
36	Puducherry							344.57	2	9.63	334.94
37	Misc.	222.69		220.14		419.70		1293.13		285.58	1007.55
	Total	21308.03	92	18079.43	45	3724.05		116831.34	457	56511.26	60320.08

1.19   The Committee during the course of examination found from the financial progress (release of funds and utilisation reported as on 29.02.2016) under DILRMP from 2013-14 to 2015-16 that as against the total funds released to States, out of Rs.1,16,831.34 lakh as high as Rs.60,320.08 lakh remains un-utilised with major States with huge unspent balances being in the States of Telangana (Rs.8,385.21 lakh), Rajasthan (Rs.7,346.43 lakh), Maharashtra (Rs.4862.48 lakh), Gujarat (Rs.4,093.09 lakh) etc. In this connection, the Committee also recalled that while examining last year's DFG, this issue also figured in. In their action taken reply, the DoLR has inter alia spoken about writing to States/UTs to prepare action plans for utilising the unspent balances. Asked whether any action plans have been offered in this regard from State Governments, the DoLR replied:-

> "Action plan is being framed in consultation with the State Governments. In this regard regional review meetings are scheduled to be held regularly in different regions of the country to address the problems faced by the State Governments."

(iii)   Impact of reduced outlay on IWMP and DILRMP

1.20   When further enquired about the adverse impact of reduced outlays year after year on the two programmes and whether will it not inordinately delay the completion of projects leading to spilling over of the targets beyond XIIth Plan also, the DoLR explained as under:-

> "During XIIth Plan, the DOLR had proposed to cover an area of 25 million hectare and had set the target of 5 million hectare per year with the approved outlay of Rs.29,296 crore. Major factors for an adverse impact on implementation of the programme relate to both reduction in outlays and inadequate capacity of the States to absorb/spend the funds. In the case of NLRMP/DILRMP, the capacity of the States is a bigger constraint that itself led to reduction in outlays. NLRMP has four main components, i.e., computerization of land records, computerization of registration process, survey resurvey and integration of land records with registration. Process of survey resurvey is technical, tedious and time consuming due to which States take long time to use the funds released to them and considering the unspent balance the outlays have reduced.
> In WDC-PMKSY, slow pace of expenditure by States was a constraint in initial years. With a project duration of upto 7 years for completion of WDC-PMKSY projects, depending on the year of sanction, the projects are due to be completed in 2016-17 to 2021-22 in normal course."

(iv) **Requirement of funds for IWMP projects**

1.21 The Committee also pointed out that total requirements of Rs. 30,000 crore would be needed for ongoing IWMP projects. Asked about the reasons for increasing the initial amount of Rs. 29,296 crore whether it was due to increase in number of projects taken up or due to spending by State Governments, the Secretary, DoLR clarified:-

> "The amount of money mentioned by the hon. Member was Rs. 30,000 crore and that would have been the figure if we had continued on 90-10 issue but now that the scheme has been modified and 60 per cent is to be given by the Central Government, the total liability currently that has been worked out for the projects that have already been sanctioned works out to be Rs. 22,600 crore. We can give further details as to which project is at what stage. These are currently the liabilities taking into account the project cost which remains the same, which is Rs. 12,000 per hectare. This norm itself requires to be modified because since its determination in 2008-09, things have become more expensive. The inputs and labour costs have gone up. So, there is a need to enhance the amount and if such an enhancement takes place, then of course, the liability will correspondingly increase."

(v) **Prospective Planning**

1.22 During the course of examination the Committee enquired whether DoLR has prepared any road map projecting the level of funds for DOLR for implementing these programmes in a time bound manner, the DoLR explained:-

> "With project duration of upto 7 years for completion, 8214 WDC-PMKSY projects sanctioned from 2009-10 to 2014-15 would, in normal course, be completed during the period 2016-17 to 2021-22. Taking into account the Central assistance already released (Rs.12,540 crore) and the corresponding State's share (40%), another Rs.22,610 crore are required to be released by the Central Government until 2021-22. Out of this, the Cabinet has approved outlays amounting to Rs.13,590 crore to be made during the period 2015-16 to 2019-20. The remaining outlay is expected to be made in the subsequent two years.
> The States have been advised to undertake prioritization of projects on an ongoing basis in order to optimize the available funds, reduce unspent balances and to pursue time completion of projects."
> With recent revamping of NLRMP into DILRMP and decision to implement DILRMP as a Central Sector Scheme, revised road map is being prepared in consultation with various stakeholders.

V. SCHEME-WISE ANALYSIS

1. (a) Pradhan Mantri Krishi Sinchayee Yojana - Watershed Development Component (PMKSY-WDC)

2.1   During the course of examination, the Committee pointed out that the DOLR has inter alia stated that in view of about 60% of cultivated area in the country which are rainfed areas are hot spot of poverty, water scarcity etc., and as such are prone to severe land degradation, the DOLR has, therefore, accorded high priority to holistic and sustainable development of rainfed/degraded areas through IWMP programme launched in 2009-2010, and IWMP programme is being implemented under Common Guidelines for Watershed projects, 2008, reviewed in 2011, allowing greater flexibility in choice of technologies, dedicated institutions etc.

(i)   Major Challenges before DOLR

2.2   It came out during the course of examination that two major challenges that are coming in the way of implementation of IWMP projects.One, very nature of programme where visibility is quite low as compared to projects like road and building construction and other inadequate funding for the programme.About funds, the DOLR has worked out an additional requirement of Rs.9020 crore for completing the sanctioned projects. Asked about the way out for arranging requisite funds to IWMP projects, the DoLR replied:-

> "In the Budget Speech 2016, the Hon'ble Finance Minister made the following announcement:
> 'A dedicated Long Term Irrigation Fund will be created in NABARD with an initial corpus of about Rs20,000 crore. To achieve all these, a total provision of Rs12,517 crore has been made through budgetary support and market borrowings in 2016-17.'
> The Department will explore the possibility of obtaining some fundingfor the WDC-PMKSY from the above source, in addition to the budgetary support."

(ii)   Need for coordination among Ministries of Agriculture, Water Resources & Department of Land Resources

2.3   During the course of evidence of representatives of DoLR, the Committee pointed out that the budget allocation which was made for PMKSY after renaming the programme as WDC-PMKSY, there are three Ministries involved *viz.* Agriculture, Water Resources & DoLR and that DoLR has limited budget mainly for watershed works and

the remaining budget would be spent by Department of Agriculture and Ministry of Irrigation. The Committee enquired how DoLR would be able to coordinate with remaining two Ministries and how results would come, the Secretary, DoLR clarified:-

> "On the PMKSY and the clubbing of these three or four Ministries, what I want to say is that, the focus of these things is providing more water for agriculture in different areas. For example, the AIBP works only in certain areas where the irrigated water can reach, including the command area. In agriculture, they are looking at practices micro irrigation and other initiatives which are required for saving water. Here, we are trying to do things in rain fed areas where better water conservation, better soil moisture, storage and other things can be done. So, the purpose is similar, but areas are different. What has been done is, is to club all these things so that a comprehensive programme for the entire country can be done. That was the purpose. The WDC, which is the watershed development portion, takes into account, as I mentioned earlier, currently about 12 per cent of India's area. Against that, our allocation under the PMKSY is about 25 per cent of the total amount. As a proportion, we have funds available. By itself, of course, we need to have more funds so that the projects completed in a proper time."

(iii) **Physical and Financial Performance**

2.4   The State-wise total number of project sanctioned, area covered and funds released under from 2009-10 to 2015-16 IWMP are as under:-

Integrated Watershed Management Programme (IWMP)
Details of no. of projects, are (m.ha), sanctioned and central funds (Rs. In crore) released from 2009-10 to 2015-16 (31.12.2015)

S. No.	States	2009-10			2010-11			2011-12			2012-13			2013-14			2014-15			2015-16	Total		
		No. of projects	Area	Funds released	No. of projects	Area	Funds released	No. of projects	Area	Funds released	No. of projects	Area	Funds released	No. of projects	Area	Funds released	No. of projects	Area	Funds released	Funds released	No. of projects	Area	Funds released
1	Andhra Pradesh	62	0.3	13.0	97	0.4	64.3	102	0.4	93.0	56	0.2	76.5	56	0.2	107.7	59	0.2	163.8	86.7	432	1.8	605.0
2	Bihar							40	0.2	3.0	24	0.1	12.2	26	0.1	15.4	33	0.2	21.5	5.0	123	0.6	57.1
3	Chhattisgarh	41	0.2	13.7	71	0.3	50.4	69	0.3	62.4	27	0.1	0.0	29	0.2	26.0	26	0.1	10.0	20.0	263	1.2	182.4
4	Goa#																					0.0	0.0
5	Gujarat	151	0.7	50.2	141	0.7	161.7	138	0.7	160.7	59	0.3	329.2	60	0.3	60.0	61	0.3	72.3	100.0	610	3.1	934.3
6	Haryana							47	0.2	11.6	13	0.1	5.2	15	0.1	14.2	13	0.1	27.0		88	0.4	58.0
7	Himachal Pradesh	36	0.2	16.5	44	0.2	57.8	30	0.1	48.9	21	0.1	8.0	15	0.1	46.1	17	0.1		20.0	163	0.8	197.3
8	J & K							41	0.2	0.0	43	0.2	38.3	46	0.2	0.0	29	0.1	51.4		159	0.7	89.7
9	Jharkhand	20	0.1	7.6	22	0.1	24.1	45	0.2	15.7	30	0.2	48.2	27	0.1	29.4	27	0.1		20.0	171	0.9	145.0
10	Karnataka	119	0.5	81.0	127	0.5	71.0	116	0.5	127.4	68	0.3	334.6	63	0.3	586.1	78	0.3	125.4	125.0	571	2.6	1450.5
11	Kerala				26	0.1	11.0	15	0.1	10.8	20	0.1	4.8	10	0.1	0.0	12	0.1	15.2	20.0	83	0.4	61.8
12	Madhya Pradesh	116	0.7	43.5	99	0.5	113.3	111	0.6	108.6	37	0.2	128.3	73	0.4	135.6	81	0.5	304.0	150.0	517	2.9	983.2
13	Maharashtra	243	1.0	67.8	370	1.6	208.1	215	0.9	378.7	120	0.5	501.6	116	0.5	180.4	122	0.5	197.9	250.0	1186	5.1	1784.5
14	Odisha	65	0.3	21.8	62	0.4	73.5	68	0.4	77.5	39	0.2	89.7	38	0.2	136.9	38	0.2	248.8	67.5	310	1.7	715.7
15	Punjab	6	0.0	2.3	13	0.1	3.5	14	0.1	8.4	12	0.0	14.9	14	0.1	15.4	8	0.0		8.0	67	0.3	52.5
16	Rajasthan	162	0.9	69.9	213	1.3	257.5	229	1.3	318.3	145	0.8	424.5	135	0.7	0.0	141	0.7	403.1	200.0	1025	5.8	1673.3
17	Tamil Nadu	50	0.3	16.2	62	0.3	60.2	56	0.3	17.6	32	0.2	227.8	39	0.2	168.6	31	0.2	124.0	75.0	270	1.4	689.2
18	Telangana	48	0.2	17.7	74	0.3	55.5	71	0.3	67.9	46	0.2	48.7	41	0.2	75.6	50	0.2	124.0	70.0	330	1.4	459.4
19	Uttar Pradesh	66	0.4	22.7	183	0.9	132.1	174	0.9	164.5	64	0.3	128.4	67	0.3	88.1	58	0.3	75.4	75.0	612	3.0	686.2
20	Uttarakhand*				39	0.2	16.0	18	0.1	2.3	8	0.0	4.2			0.0	0	0.0	49.8	25.7	65	0.3	98.0
21	West Bengal							77	0.3	16.1	42	0.2	40.3	44	0.2	0.0			0.0	25.9	10.0	163	0.7	92.2
	N E States																						
22	Arunachal Pradesh	13	0.1	5.5	32	0.1	20.1	41	0.1	22.1	28	0.1	16.0	26	0.1	110.8	16	0.1		18.0	156	0.5	192.4
23	Assam	57	0.2	32.5	86	0.4	40.8	83	0.4	37.5	54	0.2	43.0	45	0.2	116.6	47	0.2	7.0	45.0	372	1.6	322.4
24	Manipur				27	0.1	10.4	33	0.2	15.3	15	0.1	33.8	13	0.1	30.3	14	0.1	11.1	9.0	102	0.5	109.8
25	Meghalaya	18	0.0	2.4	29	0.1	9.9	14	0.0	12.9	12	0.0	37.4	11	0.0	28.1	12	0.0	37.2	18.0	96	0.2	145.8
26	Mizoram	16	0.1	5.1	16	0.1	17.1	17	0.1	5.8	15	0.1	16.4	14	0.1	69.2	11	0.1	75.8		89	0.4	189.5
27	Nagaland	22	0.1	8.6	19	0.1	26.7	20	0.1	59.4	17	0.1	76.4	20	0.1	74.7	13	0.1	95.1	27.0	111	0.5	367.9
28	Sikkim	3	0.0	1.2	3	0.0	3.9	3	0.0	1.2	2	0.0	8.2			0.0	4	0.0		6.3	15	0.1	20.7
29	Tripura	10	0.0	2.5	10	0.0	8.2	11	0.0	18.2	17	0.0	24.0	8	0.0	47.8	9	0.0	19.0	13.5	65	0.2	133.2
	Grand Total	1324	6.3	501.5	1865	8.8	1496.8	1898	9.1	1865.9	1066	5.0	2720.5	1051	5.0	2162.8	1010	4.8	2284.6	1464.7	8214	39.1	12496.9

*# No proposal received from State.   * No New Projects sanctioned during 2015-16.*

2.5   The Committee pointed out that largest number of projects sanctioned are in Maharashtra (1186), Rajasthan (1025), Gujarat (610), Karnataka (571), Madhya Pradesh (517), Andhra Pradesh (432), asked whether number of IWMP projects in different States are quite large and some of them are quite old and need to be completed early, the DoLR clarified:-

> "While the number of sanctioned IWMP projects varies from State to State, it may be noted that the projects are sanctioned based on proposals made by the States after taking into account a 12-point criteria that includes --
>   1. Poverty index
>   2. Percentage of SC/ST population
>   3. Actual wages
>   4. Percentage of small and marginal farmers
>   5. Groundwater status
>   6. Moisture index
>   7. Area under rainfed agriculture
>   8. Availability of drinking water
>   9. Degraded lands
>   10. Productivity potential of the land
>   11. Contiguity to another watershed that has already been treated
>   12. Cluster approach
>
> The proposals submitted by various States in accordance with the above criteria are considered for sanction by the Department of Land Resources on the following criteria:
>   (i)   Identified DPAP/DDP areas in the State as percentage of total DPAP and DDP area in the country.
>   (ii)   Total treatable wastelands in the State as percentage of total treatable wastelands in the country.
>   (iii) Total SC/ST population of the State as percentage of total SC/ST population of the country.
>   (iv)   Percentage of rainfed area in the State to total cultivated area in the country.
>   (v)   10% mandatory allocation to North-Eastern States.
>
> A total of 8214 IWMP projects were sanctioned for implementation by different States during the period 2009-10 to 2014-15. Taking into account the project completion period of upto 7 years, these projects are due for completion during the period 2016-17 to 2021-22, in normal course. The above analysis indicates that none of the projects are suffering from time-overrun at this stage."

(a)   Implementation Constraints

2.6   During the course of examination, the Committee enquired about what sort of difficulties are coming in their implementation, the DoLR replied as under:-

"As per the information given by the States in the review meetings, the difficulties in implementation inter-alia are that during the initial years of the programme, it took some time in establishing dedicated institutions with professional support in the State, District and Project levels; there are some delays in the release of funds by the State Government to the implementing agency i.e. State Level Nodal Agency (SLNA); and also some delays in providing the matching State share, etc."

(b)   Status of IWMP in Rajasthan

2.7   During the course of evidence, the representatives of DoLR in reply to a query regarding implementation of IWMP projects in Rajasthan clarified:-

''राजस्थान के बारे में मैं बताना चाहूँगा कि देश में 8214 प्रोजेक्ट्स लिये गये हैं, उनमें से राजस्थान 1025 प्रोजेक्ट्स किसी भी राज्य के लिए एरिया-वाइज सबसे ज्यादा हैं और हर 8 में से एक प्रोजेक्ट राजस्थान में है। These have been taken up in all the successive years of six years. कुछ प्रोजेक्ट प्राइमरी स्टेज पर हैं, कुछ वर्क फेज में हैं, कुछ कंसोलिडेशन फेज में हैं। वे सभी प्रोजेक्ट्स चल रहे हैं। जैसे-जैसे इसमें और प्रोजेक्ट्स लिये जाते हैं, जिस तरह से एलोकेशन किया जाता है, उसमें राज्य सरकार जब प्रोजेक्ट्स करती हैं तो उनके पास 12 क्राइटेरिया का एक सेट है, जिनके हिसाब से वे डिसाइड करते हैं कि कौन-सा प्रोजेक्ट लिया जाना चाहिए। इन 12 क्राइटेरियाज को जो मीट करता है, वे हमारे पास प्रोजेक्ट लेकर आते हैं। जितनी एलोकेशन पॉसिबल होती है, उसके हिसाब से हमारे चार क्राइटेरिया होते हैं, जिसके हिसाब से हम सेलेक्ट करते हैं कि कौन-सा प्रोजेक्ट सैंक्शन होना है। बेसिकली इस समय सबसे ज्यादा प्रोजेक्ट्स एरिया-वाइज राजस्थान में ही हैं।''

(c)   Issue of IWMP in Goa

2.8   The Committee also enquired whether DoLR is getting necessary cooperation from all the 29 IWMP States, the DoLR informed:-

"While the Department is getting cooperation from 28 States, the programme is yet to be taken up in the State of Goa."

2.9   During the course of evidence of the representatives of DoLR, this issue also came up before the Committee. The Committee pointed out when State Government of Goa did not want to do IWMP projects barring small works why DoLR is not leaving the matter at that stage, the Secretary, DoLR clarified:-

"Goa on its own has possibly done some projects which are similar to the watershed projects but for the Central scheme, they have not given us so far any project for inclusion. Unless the State Government comes forward for it, the Central Government can only offer the programme to the State Government. The choice remains with the State Government whether they want to take up the project or not. If they think that they already have the money or they want to do it differently, then of course, the State Government is free to do so. That is the situation in Goa."

(iv) **Project Planning and Implementation**

2.10   Implementation of IWMP/WDC - PMKSY is done in three phases:

> (i)   Preparatory Phase-I (1 to 2 years)
> (ii)   Watershed Works Phase (2 to 3 years)
> (iii) consolidation and Withdrawal Phase (1 to 2 years)

2.11   The Committee also pointed out that from 2009-10 to 2014-15 a total of 8,214 schemes were sanctioned. Asked by when these will be completed, the Secretary, DoLR explained:-

> "The projects that are there under IWMP were sanctioned from 2009 onwards. For six years successively, the projects were sanctioned. About 1324 projects were sanctioned in 2009-10. These projects are due for completion and the seventh year is getting over in the current year, that is, 2016-17. So, all for the first year projects are due for completion in this year. These projects are in works phase and consolidation phase. Some of them are already in consolidation phase and some will be moving into consolidation phase and then getting terminated during this year. So far, the projects are running on schedule."

(v) **Review of IWMP through Srishti and Drishti**

2.12   The Department has also informed that a review of review of Training Programmes were organised both at State level of Himachal (on 16.06.15) and Hyderabad (on 19.02.2016) regarding implementation on 'Use of BHUWAN Geo Portal of IWMP Srishti and Drishti and National level training programme (on 22nd April, 2015) at Delhi.

2.13   The Committee wanted to know as in what way these training programmes have solved the challanges of implementation and inadequacy of funds, the DoLR in their written reply stated as under:

> "Srishti & Drishti is a Remote Sensing and GIS based Geo-portal for the monitoring and evaluation of IWMP projects. The portal can be used to see the field level geo coded information on a near real time basis. The change analysis based on pre and post project satellite images can also be done. The activities under taken on the field can also be visualized on the satellite images. As the watershed activities are spread over a large area, often in hard to reach locations, the geo-portal with the help of satellite images of different periods can be used to monitor the implementation of the programme by the SLNAs as well as the PIAs. In addition, the Geo-portal and the mobile app reduce the need for teams being sent for an on the spot verification because reliable evidence can be collected from any person including citizens who are near the site thereby making the usage cost effective."

2.14   Further the committee wanted to know as to how the benefit of IWMP Geo-Portal on Srishti and Drishti can accrue to the ordinary citizen, the DoLR in their written reply stated as under:

> " The Geo-portal Srishti & mobile app Drishti are also available for use by the citizens. Any citizen can view the information available on the Geo-portal including the project location, project boundaries, field photos, satellite images and other information uploaded by the users. The citizen can also use the mobile app Drishti to upload photographs and other information about the works undertaken under the WDC-PMKSY programme."

2.15   The Committee enquired about as to how the portal works in training the implementing agencies on IWMP activities. The DoLR responded by stating that the The Geo portal is primarily a tool for the planning, monitoring and evaluation of the WDC-PMKSY projects. The portal can also be used as a training tool for training the implementing agencies in carrying out various activities under WDC-PMKSY and their monitoring, etc.

2.16   Asked whether these projects are being reviewed by Steering Committee chaired by Secretary, DOLR for effective and professional management of Watershed regularly, the DoLR clarified:-

> "Yes. The implementation of projects has been reviewed in various fora like the Hon'ble Minister for Rural Development's reviews, Review Meetings chaired by the Vice Chairman, NITI Ayog as Chairman National Executive Committee of the PMKSY, Review Meetingsmeetings chaired by Secretary (DoLR), video conferences with the States, Regional Review meetings also chaired by Secretary (DoLR) and field visits, SLNA meetings held at State level and Departmental officials visit to States. The States are advised to expedite implementation of projects."

(vi)   Issue of Desertification

2.17   As per Wasteland Atlas available on the website of Ministry of Environment & Forests about 69 percent of geographical area falls in the dry land and as such large part of the country is vulnerable to water and wind erosion, salination and water logging etc. vulnerability of land to different forms of degradation is accentuated by high biotic pressure – human and livestock population resulting unsustainable land use. A large part of our country's land is undergoing the process of degradation or desertification. There is an urgent need to arrest the process of desertification and combat land degradation. According to Wasteland Atlas degradation within the dry-land region is called desertification. India has been the signatory to the United Nations Convention to

Combat Desertification (UNCCD), which has been adopted on June 17, 1994. One of the prerequisite for combating desertification is to identify area undergoing the process of desertification.

2.18 As per the present inventory, 105.48 mha i.e. 32 percent of the geographic area of the country is undergoing the process of land degradation. On the basis of digital data base for this DSM map created in GIS environment, the total area undergoing the process of land degradation in India is 105.48 million hectares (mha), which constitutes 32.07 percent of the total geographical area (TGA). There are three major process of desertification in the country. The water erosion is the major process of degradation in the country followed by vegetal degradation and wind erosion. The process-wise desertification of the area under land degradation for India is as under:-

Processes of Desertification / land degradation	Area covered	
	Area (mha)	% of Total Geog. Area
Water Erosion	33.56	10.21
Vegetal Degradation	31.66	9.63
Wind/Eolian Degradation	17.56	5.34
Frost Shattering	10.21	3.10
Salinity/Alkalinity	5.26	1.60
Mass Movement	4.45	1.35
Water logging	0.98	0.30
Rocky areas/ Barren	1.65	0.50
Others (Man made, frost heaving etc.)	0.15	0.04
	105.48	32.07

2.19 The State-wise statistics of the process of desertification / land degradation is as under:-

State ↓ Processes →	Wat Ero	Veg Deg	Eolian	Frost Shat	salinity	Mass Movment	Wat Logg	Rock/Barn	Others	Total (ha)
A.P	2084611	2546819	13054	0	136977	0	106543	59552	17236	4964792
Arunachal Pradesh	174467	1060423	0	581798						1816688
Assam	846611	1526454	0	0	0	0	46021			2419086
Bihar	108490	104812	0	0	9466	0	188070	3646	299	414783
Chhatisgarh	707382	1894274	1235	0	647	0	521	14834	16399	2635292
Goa	1172	0	0	0	0	0	0	5073		6245
Gujarat	6790469	2737866	543322	0	3294079	0	0	23521	25951	13415208
Haryana/Delhi	0	0	112304	0	72063	0	0	50643		235010
H.P	97232	1918629	259	741783	0	4843				2762746
J&K	207905	313304	618344	7903008	0	4447429	0	0	7428	13497418
Jharkhand	1160878	641235	0	0	0	0	3321	11357	2095	1818886
Karnataka	683450	934861	4537	0	56621	0		12883	384	1692736
Kerala	28775	60691	0	0	0	0	0	411		89877
M.P	1314276	2083423	0	0	2053	0	333	61990	3283	3465358
Maharashtra	9251593	4034749	0	0	45014	0	0	8371	19450	13359177
Manipur	309038	1179151	0				8517			1496706
Meghalaya	94256	781036	0	0	0	0	1606			876898
Mizoram	1036	1664017	0							1665053
Nagaland		0	1065578	0						1065578
Orissa	3206507	2011038	1202				242838	2544	5107	5469236
Punjab	6049	4331	0							10380
Sikkim	20649	152924	0	154776						328349
Rajasthan	3840503	2138495	15203070		364643		4108	1383473	31875	22966167
T.N	94794	345226	3090	0	1565				6353	451028
Tripura	0	667122	0				14721			681843
U.P	648939	167697	0		1272238		131428	12919	4282	2237503
Uttaranchal	82473	2073049	0	827279	811					2983612
W.Bengal	1789721	618557					240480		11909	2660667
TOTAL	33551276	31660183	17564760	10208919	5256177	4452272	988507	1651217	153011	105486322

2.20 The issue of verification of wasteland came up before the Committee in a big way. In this connection, the Committee pointed out as to how through satellite it can be ascertained, the Secretary, DoLR submitted:-

> "We have various kinds of classifications for the land available. So, if the records are kept properly we will be able to identify it."

2.21 He further stated:-

> "On the wasteland, I take the guidance of the Committee. We have to work on this. This is a huge area. We have used the satellite imagery for knowing how much of waste land exists. But there is no programme at the moment of recovering these waste lands to make it culturable. This is an area where we need to work. There is currently no scheme available for this. But with the guidance of the Committee, we will get this area gone into and with the help of experts we will try and work out some new scheme."

2.22 The Committee further enquired whether any data in this regard is available, the Secretary, DoLR explained:-

"On the wasteland side, satellite-wise we have a complete mapping."

2.23   The Committee also pointed out whether State Governments and local agencies do have such wherewithal to convey the information about wasteland. The Secretary, DoLR clarified:-

> "Sir, in 2011 a complete satellite survey of all the areas in the country was done and the Wasteland Atlas was published. This is under revision now and we are working with the NRSC to complete the revision so as to know which of the wasteland still continue to be wasteland and which wastelands have actually been converted into cultivable land."

2.24   The Committee also wanted to know the updated wasteland data in the Country, the Secretary, DoLR explained as under:-

> "Sir, approximately it works out to about 12 per cent of the area but in this there are some wastelands which are like glaciers where nothing can be done at all."

2.25   The Issue of rising level of desertification of land in the Country also came up before the Committee. In this connection, the Committee pointed out that in 1996, the wasteland percentage was near 9% and it is constantly on the rise and it seems that the Government is unable to check it. The Committee also enquired about the percentage increase in desertification in all these years for helping the Government to take appropriate steps. In this connection when enquired about the latest data, the Secretary, DoLR explained:-

> "Sir, there is scientific data. This is all based on satellite imagery. Time series comparisons are undertaken from year to year. We have data for the mid-1990s. We have data for early 2000. We have all these comparisons done by Wasteland Atlas of 2011. I am told that the Wasteland Atlas is also there on our website which is of 2011. But by end of 2016, we will have a further revision of that wasteland atlas completed where the comparison between 2008-09 and 2014-15 will be available. I agree that there are some areas where the Wasteland has gone up. There are also some areas where the wasteland has actually reduced. So, there is both plus and minus. **The number** that I gave was an approximation. I am subject to correction on that but the entire data is available."

(vii) **Impact of Watershed Programmes on reduction of poverty**

2.26   It came out during the course of examination that that International Crop Research Institute for Semi-Arid Tropic (ICRISAT), Hyderabad in their study 'Comprehensive Assessment of Watershed Programme in India' and another study by NIRD in 2011have come up with various findings like preservation of soil loss, increase of ground water table and drinking water availability, milk production, etc. Asked whether these programmes really brought about the above changes at ground level and whether DoLR has actually verified these findings at different States as claimed by ICRISAT/NIRD, the DoLR clarified:-

> "Two studies were entrusted by the Department of Land Resources to ICRISAT and NIRD, being institutions of high repute in the field of Rural Development, in order to assess the impact of investments made in watershed development on the physical and economic parameters governing economic conditions of local communities. The study by ICRISAT is based upon a meta-analysis of 636 micro-level studies undertaken independently by researchers. The study by NIRD is based, inter alia, upon data collected from a survey of 66680 primary beneficiaries and other stakeholders in 947 completed watershed projects spread over 169 districts in 17 States, sanctioned under DPAP (444 projects), DDP (321 projects), and IWDP (182 projects) during the period from 1st April 2002 to 31st March, 2005. Since the Department relies upon the findings of the studies that have been conducted and submitted by credible institutions of high repute, being independent third parties, a need for subjecting these findings for further verification has not been felt."

2.27   The Committee also pointed out that the DoLR in their Annual Report (2015-16) have showcased a number of success stories on watershed management in Adilabad district in Telangana, Dindigul District in Tamil Nadu, Chittoor District in Andhra Pradesh and Barmer District in Rajasthan etc. Asked whether DoLR should show case these success stories in a big way throughout the country for other States to emulate and whether any spadework have been done in this regard, the DoLR submitted:-

> "The Department of Land Resources agrees with the suggestion. With a view to share the success stories emanating from different States with stakeholder agencies in other States, exclusive sessions are earmarked for presentations by States on their innovative practices and success stories during the Review Meetings held by the Department periodically. A workshop on Best Practices in IWMP was organised at Bangalore during September, 2014. Awards for Best Practices were also given during February 2015 to States and Institutions.
> The success stories reported from different States have also been compiled, published, and circulated by the Department during 2011 and

2015 under the title "Success Stories under Watershed Development Programmes – a Compendium" and "Best Practices Under Integrated Watershed Management Programme (IWMP) in India" respectively. A "whatsapp" group comprising officers from SLNAs in the country has also been organised recently, which inter alia acts as a platform to share best practices, innovative ideas, and success stories among the practitioners."

(b) **Neeranchal**

3.1   World Bank assisted 'Neeranchal National Watershed Project', a Technical Assistance Programme with a cost of Rs.2142 crore for six year period from 2016-17 is being implemented in nine States of Andhra Pradesh, Chhattisgarh, Gujarat, Jharkhand, Madhya Pradesh, Maharashtra, Odisha, Rajasthan and Telangana with the following four components:-

      (i)   National Institutional Capacity Building
      (ii)   National Innovation Support
      (iii)   IWMP Implementation Support in Participating States
      (iv)   Project Management and Coordination.

3.2   It inter alia aims to improve effectiveness of the IWMP through better Planning, improved watershed management practices, technical inputs etc.   Rs.55.00 crore has been proposed for 'Neeranchal' in 2016-17.

3.3   Asked about the role ofDoLR in over-all implementation of 'Neeranchal', the DoLR clarified:-

> "DoLR is the main implementing partner for Neeranchal. DoLR will play the lead as well as the coordinating role in the implementation of the project. Three components of the project i.e. Central Institutional and Capacity Building, National Innovation and Support and Project Management and Coordination will be implemented at the DoLR level but will benefit all the States and the PMKSY as a whole."

3.4   Asked about the level of preparedness for implementing the Mega World Bank assisted IWMP project of 'Neeranchal' on national level across the 9 States being brought under the programme, the DoLR clarified:-

> "The preparatory activities under Neeranchal have already started. Steps are being taken to establish a Project office at the national level and constitute the Project Management Unit. The first meeting of the Project Empowered Committee (PEC) headed by the Secretary LR was held on 22.12.2015. The first meeting of the Project Implementation Unit (NPIU) headed by Joint Secretary, was held on 28.1.2016. Two meetings have been held with the States. Regular budget support will start from April 1, 2016. Rs 55 crore has been allocated for the FY 2016-17. Partnering

States have also been informed about the allocation for the Financial Year 2016-17 and that the Centre-State share for the Component-3 of the project is to be 60:40. The procurement of various consultants has also been initiated at the DoLR level. The Request for Expression of Interest (REOIs) for Project Management Consultancy and Capacity Building Support Agency has been issued."

3.5   During the course of evidence of representatives of DoLR, the Committee also wanted to know the basic reason to take up this mega project only for capacity building, the Secretary, DoLR clarified:-

"Neeranchal is a World Bank assisted project. It is a loan project. Whatever we take from the World Bank has to be returned to them. This is a project which is taken up so that the quality of the implementation of the project goes up. There is a better capacity available. We are able to work on areas which have not been hitherto touched. For example, we have not taken up any urban watershed so far. There is a very limited understanding and capacity within the country to be able to take urban watersheds. This is something which we want to leverage newer technologies for undertaking this."

3.6   He added:-

"Then there are other things like the better water usage practices, like how water budgeting be done at the district level, at the village level, what is the requirement, how much water is required for what purpose, how should it be stored, how should it be used, how do you control that, etc. On those things we require the best practices that have taken place anywhere in the world so that we are able to implement those practices here. These are the reasons why we have taken up this project. The project was devised two or three years ago. We have been very keen to start this project. It did take some time. This project is not only for support of watershed development but also for the entire PMKSY. Just to give you an example, in the areas which are irrigated, today we do flood irrigation where there is huge amount of water wastage. What can be done in one litre of water we end up spending four or five or six litres of water for that. So, it is four or five times. If we are able to take up newer practices of micro irrigation, of drip irrigation or sprinkler irrigation, we can save a lot of water and therefore money. Another example is fertigation. When you do drip irrigation, then fertilizer goes only to the root. Currently what happens is that, because of flood irrigation, the fertilizer also fertilizes the weeds. So, weeds also grow quickly. If we are able to control that and put the fertilizer along with the micro irrigation that we do, then it will go to the right purpose and it will not grow unnecessary weeds. So, these are newer kinds of practices that we need to bring in. These are the reasons for Neeranchal."

2. **Digital India Land Records Modernization Programme (DILRMP)**

4.1   The Digital India Land Record Modernization Programme (DILRMP), the erstwhile NLRMP seeks to modernise the land record system in the country to build up an integrated land information management system with updated and up to date and real time land record digitisation. The aim of DILRMP is to usher in conclusive titling for replacing the presumptive titles in the country. By the end of XIIth Plan, all districts are expected to be covered under DILRMP.

4.2   DoLR has stated that considering the fact that modernisation of land record is critical to dispute free titles and care of doing business, it has been decided as a Central Sector Scheme from 2016-17 onwards with 100% funding from Central Government. A sum of Rs.150 crore for 2016-17 has been proposed under DILRMP.

(i)   Challenges before DoLR

4.3   DoLR outlining challenges in DILRMP programme has spoken about requirement of higher funds from Rs.150 crore to Rs.500 crore for different reasons like, enhancement of rates of digitisation of maps and survey and re-survey, setting up of NILAM etc. Enquired about the justification for quantum increase in funds   desired   by DoLR, the DoLR clarified:-

> "The scheme of DILRMP has been included under Digital India Initiative, and will be implemented as a central sector scheme from Financial Year 2016-17. The funding pattern has been altered and 100% funding in the scheme would be from the Central Government. While dedicated funds for IEC activities, M&E activities and development of software at Central level are being considered, the scheme is also under suitable restructuring. Various new initiatives like Aadhaar No. seeding with RoR, integration of RoR, digital cadastral map, computerized registration process and setting up of modern record rooms at district level are under consideration for faster and deeper implementation of the scheme. Due to change in funding pattern and augmentation in initiatives there is a need of increase in allocation of funds."

(ii)   Work done

4.4   It came out during the course of examination of that since 2008-09, funds to the tune of Rs.1168.31 crore have been released to 35 States/UTs for 457 districts and 35 NLRMP Cells/Centres have been sanctioned under the NLRMP. Asked about the State-wise details of district covered / not to be covered under DILRMP as on 01.03.2016, DoLR gave the following details:-

S. No.	STATE	Total no. of districts	Total no. of districts covered	Total no. of districts to be covered
1	Andhra Pradesh	13	13	0
2	Arunchal Prd.	19	3	16
3	Assam	32	27	5
4	Bihar	38	38	0
5	Chhattisgarh	27	13	14
6	Gujarat	2	2	0
7	Goa	33	32	1
8	Haryana	21	21	0
9	Himachal Pradesh	12	12	0
10	Jammu & Kashmir	22	12	10
11	Jharkhand	24	20	4
12	Karnataka	30	6	24
13	Kerala	14	11	3
14	Madhya Pradesh	51	27	24
15	Maharashtra	36	34	2
16	Manipur	9	4	5
17	Meghalaya	11	5	6
18	Mizoram	8	3	5
19	Nagaland	11	9	2
20	Odisha	30	30	0
21	Punjab	22	5	17
22	Rajasthan	33	11	22
23	Sikkim	4	4	0
24	Tamil Nadu	32	32	0
25	Telangana	8	7	1
26	Tripura	75	26	49
27	Uttar Pradesh	13	13	0
28	Uttarakhand	10	10	0
29	West Bengal	20	19	1
30	A&N Islands	3	1	2
31	Chandigarh	1	0	1
32	D&N Haveli	1	1	0
33	Delhi	2	2	0
34	Daman & Diu	1	1	0
35	Lakshadweep	11	1	10
36	Puducherry	4	2	2
	Total	**683**	**457**	**226**

4.5   Component-wise progress in different States is as under:-

Sl.No.	Activity	States/ Uts who have completed the activity
1	Computerization of Land Records (31 States/Uts)	Andhra Pradesh. Chhattisgarh, Gujarat. Goa Haryana, Himachal Pradesh, Karnataka Madhya Pradesh, Maharashtra, Odisha, Punjab, Rajasthan, Sikkim, Telangana, Tamil Nadu, Tripura, Uttar Pradesh, Uttarakhand, Dadra & Nagar Haveli, Daman & Diu, Puducherry, Bihar, Jharkhand, Kerala, Assam, Manipur (Partial), West Bengal (Partial), Andaman and Nicobar (Partial), Chandigarh (Partial), Delhi (partial), Lakshadweep (partial),
2	Computerization of property registration (30states/Uts)	Andhra Pradesh, Assam Bihar Gujarat, Goa, Haryana, Himachal Pradesh, Jharkhand, Karnataka, Kerala, Maharashtra, Madhya Pradesh, Odisha, Punjab,Rajasthan, Sikkim, Tamil Nadu, Telangana, Tripura, Uttar Pradesh, Uttarakhand, West Bengal, Chandigarh, Dadra Nagar Haveli, Delhi and Puducherry, Daman and Diu, Manipur(partial),Andaman &Nicobar (partial), Lakshadweep (partial),
3	Integration of Land Records and property Registration (11 States/Uts)	Andhra Pradesh Gujarat, Haryana, Himachal Pradesh, Karnataka, Maharashtra, Odisha, Tripura, Telangana and Puducherry (Partial), West Bengal (Partial)
4	Stoppage of manual issue of Record of Rights (RORs) (18 States/Uts)	Chhattisgarh, Gujarat, Haryana, Karnataka, Madhya Pradesh, Maharashtra, Andhra Pradesh, Odisha, Punjab, Sikkim, Tamil Nadu, Telangana, Tripura, Uttar Pradesh, Uttarakhand, West Bengal (partial) and puducherry
5	RoRs on the Web (22 States/Uts)	Andhra Pradesh Chhattisgarh, Gujarat, Goa, Haryana, Himachal Pradesh, Karnataka, Madhya Pradesh Maharashtra, Odisha, Punjab, Rajasthan, Tamil Nadu, Telangana, Tripura, Uttar Pradesh, Uttarakhand, Dadra Nagar Haveli, Puducherry, West Bengal, Bihar, Jharkhand
6	Bhu-naksha customization done (15 StatesUTs)	Assam, Bihar, Chhattisgarh, Haryana, Himachal Pradesh Jharkhand, Madhya Pradesh, Maharashtra, Nagaland, Odisha, Rajasthan, Sikkim, Tripura, Uttar Pradesh Mizoram
7	Digitally Signed RoRs (states/Uts)	Goa, Karnataka, Andhra Pradesh, Telangana, Uttar Pradesh, Tripura, Rajasthan
8	Integration of Bhunaksha with ROR and as a service to the public on the website (5 States/Uts)	Madhya Pradesh, Chhattisgarh, Tripura, Jharkhand
9	Linking with Aadhaar (5 States)	Andhra Pradesh, Telangana, Haryana, Tripura, Maharashtra Provision in the software for capturing Aadhaar- Himachal Pradesh
10	Capacity building (19 States/Uts)	Gujarat , Sikkim, West Bengal, Puducherry (UT), Uttarakhand, Odisha, Haryana, Himachal Pradesh Maharashtra, Tripura, Arunachal Pradesh, Rajasthan, Nagaland, Mizoram, Andaman & Nicobar, Lakshadweep, Uttar Pradesh, Bihar an Andhra Pradesh

Source: not based on NLRMP-MIS data. It has been complied based on the telephonic interactions with State/ NIC/UT centres and it has not been formally vetted by State Governments/ UT administration. Physical progress as on16 [th] March

4.6   Asked whether DoLR would be able to cover all the districts in remaining one year of XIIth Plan and whether DoLR apprehend that the target appears unachievable, the DoLR clarified:-

From 1st April, 2016 DILRMP will be implemented as a Central Sector Scheme which envisages completion of various activities in the next five year. Activities like survey/resurvey, which are extensively laborious and time consuming have been initiated in some of the States. Similarly seeding of Aadhaar Numbers with RoRs are in advanced stage in some States like Tripura, Telangana and Andhra Pradesh.

As regard NLRMP Cells/Centres, the Committee recall that while examining DFG (2015-16) of DoLR, it came out before the Committee that out of 35 NLRMP Cells/Centres only 25 were functional.

4.7   Enquired whether all the 35 NLRMP Cells/Centres have become functional as on 01.03.2016, the DoLR stated:-

"With recent sanction of one NLRMP Cell to Mizoram, the total number of cells sanctioned is 36, out of which 28 are functional."

4.8   The Committee also wanted to know by when these will start functioning, DoLR explained:-

"The remaining 8 cells are under creation / setting up and it is expected that in next 6 to 12 months these cells will start functioning.
The Annual Report of the DoLR(2015-16) has given the following details:-

I.	The States/Uts which have computerised Records	27 States/Uts
II.	States/Uts which have stopped manual issue of RORs	19 States/Uts
III.	States which have uploaded RORs on their website	22 States/Uts
IV.	States which have done computerisation of Registration	25 States/Uts
V.	States which have done Integrated Land Records with Registration	11 States/Uts

(iii)   Reasons for slow implementation

4.9   In reply to a query about slow implementation of computerization of land records work, the Secretary, DoLR during the course of evidence further explained:-

"As regards land records, this question has come up more than once like by when will it be completed. As I mentioned, this work started many years ago. It is progressing at a slow speed. We have also monitored this and we keep encouraging the States to increase the pace of implementation of this work. States have their own difficulties in terms of how much money and man power resource they can give to the revenue administration. So, it is really depending on how the States would take it forward. Land administration being entirely a State subject, the dependence of the programme for early implementation largely stays with the States. From our side, the support and the encouragement can be given to them. Finances can also be given. That is the reason why from the

Centrally sponsored scheme, it has been converted into a fully central sector scheme where 100 per cent of the money will be given by the Central Government. But even so, the States will have to create the capacity to do the work and to spend the money."

4.10 He added:-

''अगर पैसा लेकर खर्च नहीं करेंगे तो अगली बार उन्हें पैसा नहीं मिलेगा। उन्हें कैपेसिटी बढ़ानी पड़ेगी और कैपेसिटी बढ़ाने में भी मदद करने को हम तैयार हैं, उसके लिए ट्रेनिंग इंस्टीट्यूशन की शुरूअंत हम करना चाहते हैं जो इस साल शुरू हो जाना चाहिए। अगर वह हो जाता है तो राज्य की कैपेसिटी कुछ हद तक बढ़ेगी लेकिन जहां वैकेंसी रेट बहुत ज्यादा है खास कर पटवारी, तहसीलदार आदि लेवल पर। इसके अलावा उनकी टेक्नीकल चीजें बहुत लिमिटेड हैं। जब तक उन्हें आधुनिक तरीके से काम करने के लिए तैयार नहीं किया जाएगा, उन्हें ट्रेनिंग नहीं दी जाएगी, तो उसमें दिक्कत आती रहेगी जब तक कि उसे ठीक नहीं करेंगे।''

4.11 During the course of examination it came out that Aadhaar enabled land records in Haryana, Generic Software for Registration in Maharashtra and consent based Aadhaar authentication services are offered by UIDAI. The DoLR has also stated that Generic Software for Registration is being used for integration of digitised ROR in 10 States. Asked in what way common man can get the benefit of these new initiatives, the DoLR informed:-

The new initiatives expected to give the following benefits to the common man:
- Provide online copy of RoRs, registered documents etc
- Reduction in land disputes
- Deeper financial inclusion of farmers through unlocking of capital in land
- Better land utilization & planning
- Effective crop insurance; and reforms in fertilizer subsidy

4.12 When further enquired whether DoLR has prepared any road map for use of these innovative initiatives throughout the country, the DoLR clarified:-

"A road map is under consideration wherein Aadhaar seeding and integration of land records have been incorporated as new initiatives."

(v)   Use of Total Station (TS)/GPS/HRST

4.13 It came out during the course of examination that use of modern technology such as TS/GPS/High Resolution Satellite Imaging for computerization of land records and fairly good workdone by re-survey of land in Gujarat. Asked whether the experience of Gujarat be used in States/Uts that are lagging behind and whether DoLR has done some spade work in guiding the slow moving States to fast track their modernisation of land records, the DoLR clarified:-

"Taking into account the specific State level issues and the current state of land records, the States are expected to select one among the three methods of survey/resurvey i.e. Pure ground methods using ETS & DGPS; Hybrid Method using Satellite Imagery ground truthing; and, Hybrid Method using Aerial Photography and Ground Truthing. While Gujarat has followed the pure ground method, Haryana has selected Satellite Imagery method, Bihar has selected Aerial Survey and Odisha is following a combination of Aerial Survey and Satellite Imagery method in different districts. The survey resurvey in all districts of Gujarat & Haryana have been completed, data capturing in 10 districts of Bihar has been completed and work is in progress in 9 districts of Odisha.

In consultation with all State Governments, and with the help of NIC DoLR has developed a Management Information System (MIS) where all the information is required to be uploaded by the States. The MIS gives suitable visibility to different participating units to assist with a faster implementation of the programme. There exist different levels of dashboard for National, State, Districts and Tehsil levels in the MIS."

4.14   Asked in what way modern technology like TS/GPS/HRSI are being used for the above purpose, the DoLR clarified:-

"The ETS / GPS is one of the methods being used for conducting survey and re-survey. Gujarat has used this method which is also called ground truthing. The GPRS is used for collecting the coordinates from the satellite and total station is used for measurement of the field. Similarly high resolution satellite imagery is also used for conducting survey and re-survey wherein the images are taken and where ever there is a discrepancy the ETS / DGPS is used to rectify the discrepencies."

4.15   When further enquired how much work has been done in this area, the DoLR explained:-

"The survey resurvey in all districts of Gujarat & Haryana have been completed, data capturing in 10 districts of Bihar has been completed and work is in progress in 9 districts of Odisha."

(vi)   Expeditious setting up of National Institute of Land Administration (NILAM)

4.16   On the issue of expeditious setting up of NILAM it came out during the course of examination that land has been allocated at Neemrana, Rajanthan for National Institute of Land Administration(NILAM). The Committee recall that while examining DFG (2015-16) the same was the position. Asked about the reasons for status quo in this regard, the DoLR submitted:-

"With the help of National Institute of Smart Governance (NISG) which is a public limited company incorporated under Section 25 of the Company Act (not for profit) under the Department of Electronics and Information Technology, DoLR is in the process of finalising an agreement for setting up of the NILAM."

4.17   When further enquired by the Committee whether delay in opening of NILAM will not delay in opening up to Training Schools within the proposed NILAM for much needed trained manpower for computerisation of land record, the DoLR clarified:-

"Department of Land Resources is exploring the possibility of starting the training programme ahead of the establishment of physical infrastructure by leveraging the training capacity available with existing organisations.   The department agrees with the findings and assures the committees that the training facilities will be put in place quickly."

4.18   Informing the Committee about latest update, the Secretary, DoLR during the course of evidence of DoLR added:-

"The present status on the National Institute of Land Administration and Management is that, as very rightly said by you, a plot of land was given to us by the Government of Rajasthan at Neemrana. This is a 17-hectare plot of land. On this the project has to come up. Initially when we had gone with the proposal to make the Institute under the Government entirely, at that time it was felt that the Government should not create another training academy of this kind which will become a permanent liability for the Government in terms of huge number of staff and all that. So, the Department had taken up the project of trying to do it under the PPP. When we went to find out whether there could be agencies who will work that, the main problem that came up is that the PPP projects typically come up in areas which have strong revenue streams, where the capacity to earn back is there so that they can recover the cost of expenditure. So, there is very little headway that we could make in that."

4.19   He added:-

"Currently what we have done is that we have come up with a hybrid model and we are working with a agency called the National Institute of Smart Governance, which is a Section 25 company, under the DEITY. We are working with them. They are also wanting to have a similar kind of training facility for e-governance. This is an arrangement which is still under negotiation. What we have said is that the DOLR at the site which is available will spend capital expenditure for making the infrastructure available. After that, the NISG will run this institute at their own cost so that the Government does need to create any liability for it and we will use the facilities of that on a per trainee basis. So, we are working on those details. Hopefully that will work out and we will be able to make some headway during the current year itself. Separately we have also asked them that even before the full construction of the Institute is done, whether we can put these training facilities through hired spaced and co-located spaces ahead of that. On that also there is certain amount of good exchange of information is going on. We want to do and try that, and start the training programmes as early as possible."

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Part-II
OBSERVATIONS/RECOMMENDATIONS OF THE COMMITTEE

The Demands for Grants (2016-17) of Department of Land Resources (DoLR) that were laid on the Table of Lok Sabha on 14th March, 2016 make a provision of Rs.1709.36 crore with Plan component of Rs.1700 crore for three projects of Pradhan Mantri Krishi Sinchayee Yojana (Watershed Component) and Neeranchal Project and Digital India Land Record Modernisation Programme (DILRMP) and Non-Plan component of Rs.9.36 crore for Secretariat Economic Services. The Committee have examined the Demands for Grants (2016-17) of DoLR and observations/recommendations of the Committee are in succeeding paragraphs.

XIIth Plan (2012-17) outlays vis-a-vis expenditure

2.1   The Committee are constrained to note that during XIIth Plan (2012-17) under IWMP there was huge gap between agreed outlay vis-a-vis actual outlay whereas under DILRMP there was no such gap. The Committee also note that in both programmes, there was reduction from BE to RE, particularly during 2013-14 and 2014-15 under IWMP and during 2013-14 to 2015-16 under NLRMP though marginal. For instance the Committee find that under IWMP as against the agreed outlay of Rs.29,296.00 crore, the actual outlay was only Rs.14,962 crore which was brought down to Rs.9,036.50 crore at RE level in the first four years of the Current Plan. In the case of IWMP, large unspent balances have been given as reasons for reduction for 2013-14 whereas for 2014-15, DoLR has stated that it was done for reasons best known to Ministry of Finance. Whereas under NLRMP during the XIIth Plan (2012-17) BE of Rs.970.50 crore was brought down to as low as Rs.533.00 crore at RE stage in first four years of the Current Plan and DoLR

has stated that it is a reflection of inability to grant funds to the States in early part of the year owing to unspent balances from previous years. The Committee find that under IWMP, BE (2013-14) and (2014-15) was brought down from Rs.5,387 crore and Rs.3,500.00 crore to as low as Rs.2,284.00 crore and Rs.2,319 crore at RE stage respectively, whereas under NLRMP, the BE (2013-14), (2014-15) and (2015-16) of Rs.377.50 crore, Rs.250.00 crore and Rs.97.00 crore was brought down to as low as Rs.216.00 crore, Rs.181.00 crore and Rs.40.00 crore at RE level respectively.

The Committee feel that reduction of agreed outlays under IWMP and reduction of BE to RE both under IWMP and NLRMP largely due to unspent balance does not augur well with the overall utilisation of funds on the part of DoLR. The Committee therefore recommend that all out steps be taken to utilise the allocated funds under both the programmes during 2016-17 so as to bridge the gap between BE and RE level under both the programmes.

(Recommendation Serial No. 1)

Unspent Balances

2.2   The Committee have also examined the State-wise details of unspent balances under IWMP as also NLRMP programmes as on 31.12.2015. The Committee are constrained to note that as large as Rs.1,685.00 crore under IWMP and as large as Rs. 603.20 crore under NLRMP during 2015-16 are lying unspent. Further under IWMP, the major States where there are unspent balances are in Rajasthan with Rs. 338.52 crore, Madhya Pradesh with Rs. 321.54 crore, Uttar Pradesh with Rs. 173.24 crore and Maharashtra with Rs. 152.59 crore and in the remaining States, unspent balances are at varying level.

Similarly under NLRMP, the major States where large amount of unspent balances are figuring are Telangana with Rs. 83.85 crore, Rajasthan with Rs. 73.46 crore, Maharashtra with Rs. 48.62 crore and Gujarat Rs. 40.93 crore and in remaining States, the unspent balances are figuring at varying degree. It came out during the course of examination that inadequate capacity of the States to absorb / spend funds led to unspent balances. The Committee have also been informed that in case of DILRMP, the capacity of the States is bigger constraint and under DILRMP there are four components of (i) computerisation of land records, (ii) computerisation of registration process (iii) survey / resurvey and (iv) integration of land records with Registration and process of survey/re-survey is a time consuming process, whereas under PMKSY (WDC) slow place of expenditure was constraint in initial years. The Committee while feeling concerned about the difficulties in this regard being faced by DoLR, desire that capacity of States to absorb funds can be achieved by proper monitoring the SLNAs/DLNAs in respect of PMKSY-WDC and nodal agencies for DILRMP to accelerate their absorption capacities by proper coordination and consultation at regular intervals for liquidating these huge unspent balances under both the programmes.

(Recommendation No.2)

Requirement of funds

2.3   The Committee's examination has revealed that following change in funding pattern from 75:25 to 60:40, the requirement of funds of Rs. 29,296 crore for PMKSY-WDC projects has been brought down to Rs.22,600 crore. In the case of DILRMP, the DoLR has stated that with the recent revamping of the programme for making it a Central scheme discussion with Stakeholders are in progress.

About PMKSY-WDC, the DoLR has also stated that the project cost may escalate if the per hectare norm that was fixed in 2008-09 are revised and input and labour costs are added. The DoLR has also informed the Committee that as many as 8214 projects to be completed in 7 years time frame have started from 2009-10 to 2014-15 and are likely to be completed during 2016-17 to 2021-22. Taking into account Central assistance of Rs.12,540 crore and 40% State share Rs.22,610 crore are required to be released from Central Government till 2021-22. Out of this, Cabinet has approved outlays of Rs.13,590 crore to be made by 2015-16 to 2019-20 and remaining outlay is expected to be made in subsequent years. With regard to shortage of funds, the Committee are constrained to note that DoLR is facing additional requirement of Rs.9020 crore for meeting its ongoing projects and is planning to get provision of Rs.12,517 crore through NABARD under budgeting support and market borrowings in 2016-17. The Committee are unable to comprehend the reasons for additional requirement of funds of Rs.9020 crore in 2016-17 from NABARD particularly when the PMKSY-WDC projects will be completed by 2021-22. The Committee desire an explanation in this regard.

The Committee find that requirement of funds under PMKSY-WDC projects has been largely assessed whereas in the case of DILRMP, it is still uncertain as revised road map is under preparation. The Committee feel that requirement of funds under DILRMP be quantified expeditiously for timely submitting the combined requirement before NITI Aayog for allocation under the two programmes.

(Recommendation No.3)

SCHEME-WISE ANALYSIS

I. **(a)** **Need for coordination among Ministries of Agriculture and Water Resources and Department of Land Resources**

2.4 **The Committee find as challenges before DoLR, PMKSY-WDC projects, the erstwhile IWMP projects are being implemented by DoLR with a view to develop large part of rain fed/degraded areas of the country. The Committee find that after revamping of IWMP into PMKSY-WDC for budget allocation, three Ministries are involved viz., Agriculture, Water Resources and Department of Land Resources (under Ministry of Rural Development) and that DoLR has limited budget for watershed works and the remaining budget would be spent by Ministry of Agriculture and Water Resources. In this connection, elaborating before the Committee, the Secretary, DoLR informed that idea behind clubbing of three Ministries is to provide more water for agriculture in different areas as Ministry of Agriculture is looking at various irrigation and other activities whereas DoLR is doing for better water conservation, better soil moisture etc. The Secretary, DoLR also requested for higher funds under PMKSY-WDC taking into account that for covering as large as 12% of India's area, only 25% allocation are being made. In view of the above, the Committee feel that there is a need for greater coordination among the Ministries of Agriculture, Water Resources and DoLR for achieving the desired result. The Committee also feel that there is a need to enhance the allocation for DoLR in view of area involved.**

(Recommendation No.4)

(b) **Monitoring**

2.5 **The Committee's examination has revealed various aspects related with monitoring like overall performance of IWMP projects in different States, need for IWMP projects in desert areas for addressing growing desertification of lands,**

use of space technology for monitoring by Geo-portal like Srishti for IWMP project and survey/re-survey work and use of mobile technology like Drishti by mobile app, impact of watershed projects on poverty reduction etc. With regard to overall performance, the Committee appreciate that all the 8,214 IWMP projects are in Maharashtra, 1,025 projects are in Rajasthan, 610 projects in Gujarat etc. The Committee hope that these ongoing IWMP projects are completed on time. The Committee are also happy to note that as many as 1,324 projects that were sanctioned in 2009-10 are due for completion this year. With regard to implementing more and more IWMP projects in desert areas like Rajasthan, the Committee are happy to note that second largest ongoing IWMP projects are in Rajasthan. The Committee find that in the light of growing desertification of land, there is a need to take up more and more watershed projects. In this context, the Committee have been informed that scientific data based on satellite imaging is available for this purpose. The Committee are constrained to note that latest updated data is available in Wasteland Atlas, 2011 which is under revision and the updated data will be available only by end of 2016-17. The Committee desire that the updated data on this issue be made available to public expeditiously. On the issue of space technology through Geo-portal of Srishti and by mobile technology through mobile app Drishti for implementation of IWMP projects and survey/re-survey work under DILRMP programme, the Committee appreciate that by this way a lot of funds are being saved by avoiding field visits by officials. The Committee however, feel that the use of these technologies be promoted in a big way so that common man is largely aware of these technologies. On the issue of impact assessment of wasteland programmes on poverty reduction, the Committee are constrained to note that DoLR is relying on the findings of studies

done by ICRISAT Hyderabad in different areas in 17 States. The Committee feel that DoLR should cross check these with available space technologies, mobile technologies and if necessary field visits by officers to take stock of the real situation at ground level. On the issue of showcasing the good work by watershed activities in other areas, the Committee are happy to note that DoLR has agreed with their suggestion. The Committee, therefore feel that such an exercise be undertaken in time-bound manner in consultation with States/UTs for rejuvenating the affected areas.

(Recommendation No.5)

Neeranchal Project

2.6 The Committee are glad to note that a World Bank assisted Neeranchal National Watershed Project (a six year project) with a cost of Rs. 2,142 crore is being implemented in nine States of Andhra Pradesh, Chhattisgarh, Gujarat, Jharkhand, Madhya Pradesh, Maharashtra, Odisha, Rajasthan and Telangana, broadly on capacity building and innovation support by way of adopting new areas like water budgeting, use of drip irrigation etc. and the project is at preparatory stage. The Committee feel that since the nine Neeranchal beneficiary States are largely naxal affected States facing day to day law and order problems, DoLR has to take special efforts for its timely implementation by regular monitoring with partnering States.

(Recommendation No.6)

(c) **Workdone**

2.7 The Committee are constrained to note that DILRMP which aims to build an integrated land information system in the country and that seeks to cover all districts by the end of XII Plan (2012-17) could cover only 457 districts out of the total of 683 districts leaving as large as 226 districts uncovered. With regard to

actual workdone, the Committee are constrained to note that computerization of land records and registration of property has been done only in 30 States/UTs, further, integration of land records with property registration has been done only in 11 States/UTs. Similarly, stoppage of manual issue of land Record of Rights (RoRs) has been done only in 18 States and linking with Aadhar has been done in 5 States. The Committee apprehend with this pace of implementation covering the DILRMP in all the district by 2016-17 cannot be achieved by any stretch of imagination. The Committee recommend that DoLR should put up all out efforts for achieving the goal set out by DoLR itself in this regard. In this connection, the DoLR has also spelt out challenge of higher requirement of funds arising out of enhancement of rates of digitisation of maps, survey/re-survey etc.

(Recommendation No.7)

2.8   The Committee had noted that as against the demand of Rs. 500 crore, the DoLR could get only Rs. 150 crore for BE 2016-17 for DILRMP requirements. In this connection, the Committee find that a quantum jump from Rs. 97 crore in 2015-16 to Rs. 150 crore has been made for DILRMP. The Committee are unable to comprehend the demand for higher funds of DoLR participation when coverage of DILRMP so far has been only around 64 percent only. Besides, the level of workdone in computerization and its integration with registration needs to be upscaled significantly. The Committee therefore, recommend the DoLR to utilize the enhanced funds for the intended purpose.

(Recommendation No.8)

(d)   <u>Constraints</u>

2.9   The Committee have also come across other constraints like difficulties in allocation of their resources for revenue administration as land is a State subject and implementation of DILRMP with State Government. The Secretary, DoLR also

highlighted the need for enhancing capacity at the level of Patwari, Tehsil-dar etc. For proper implementation of DILRMP about linking of Aadhar with land record also came out before the Committee and the Committee were informed that road-map in this regard is under preparation. The Committee feel that necessary upgradation/enhancement at different levels can be achieved by regular coordination with States/UTs in a time-bound manner.

(Recommendation No.9)

Setting up of National Institute of Land Administration (NILAM)

2.10 The Committee are constrained to note that not much progress has been done on the issue of setting up of National Institute of Land Administration (NILAM) and whatever progress has been made is towards finalizing an agreement with National Institute of Smart Governance (NISG) with DoLR for setting up the NILAM besides, exploring the possibility of starting a training programme ahead of establishment of physical infrastructure by leveraging training capacity available with existing orgranizations. In this connection, the Secretary, DoLR has also admitted before the Committee that very little headway has been made on this issue. The Committee recommend that all out efforts be made for expeditious setting up of NILAM as it has been unduly delayed.

(Recommendation No.10)

NEW DELHI;   DR. P. VENUGOPAL
29 April, 2016   *Chairperson,*
09 Vaisakha, 1938 (Saka)   Standing Committee on Rural Development

Summary of Demands for Grants (2016-17)

(Rs. in Crore)

Sl. No.	Name of Scheme/ Programme	Major Head	Budget Estimates 2015-16	Revised Estimates 2015-16	Budget Estimates 2016-17
1	**Plan** **Integrated Watershed Management Programme (IWMP) now called as** **Pradhan Mantri Krishi Sinchayee Yojana (Watershed Component)**	2501 3601	30.00 1350.00	30.00 1350.00	23.25 1321.75
	Externally Aided Project - Neeranchal	2501 3601	0.00 0.00	0.00 0.00	10.00 45.00
	TOTAL (IWMP)		**1380.00**	**1380.00**	**1400.00**
2.	**National Land Records Modernization Programme(NLRMP)**	2506 3601 3602	20.00 65.49 5.00	5.42 30.57 0.01	22.90 111.10 1.00
	TOTAL (NLRMP)		**90.49**	**36.00**	**135.00**
3.	**Lumpsum Provision** for the **N.E Regionand Sikkim**				
	(a)Integrated Watershed Management Programme (IWMP) now called as Pradhan Mantri Krishi Sinchayee Yojana (Watershed Component)	2552	150.00	150.00	150.00
	(b)National Land Records Modernization Programme(NLRMP)	2552	7.28	4.00	15.00
	TOTAL : NE Region		**157.28**	**154.00**	**165.00**
	TOTAL PLAN : **(Land Resources)**		**1627.77**	**1570.00**	**1700.00**
1.	**NON-PLAN** Sectt.-Economic Services	3451	9.73	8.32	9.36
	GRAND TOTAL – **PLAN & NON PLAN**		**1637.5**	**1587.32**	**1709.36**

<div align="right">**Appendix-II**</div>

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STANDING COMMITTEE ON RURAL DEVELOPMENT (2015-2016)

**MINUTES OF THE TENTH SITTING OF THE COMMITTEE HELD ON
MONDAY, THE 21 MARCH, 2016**

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The Committee sat from 1500 hrs. to 1645 hrs. in Committee Room 'D', Ground Floor, Parliament House Annexe, New Delhi.

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PRESENT

</div>

   Dr. P. Venugopal   --   *Chairperson*

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MEMBERS
Lok Sabha

</div>

2. Shri Kirti Azad
3. Shri Vijay Kumar Hansdak
4. Shri Ajay Misra (Teni)
5. Dr. Mahendra Nath Pandey
6. Shri Prahlad Singh Patel
7. Dr. Ramesh Pokhriyal "Nishank"
8. Shri Jugal Kishore Sharma
9. Dr. Yashwant Singh
10. Shri Ladu Kishore Swain
11. Shri Chintaman Wanaga

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Rajya Sabha

</div>

12. Shri Gulam Rasool Balyawi
13. Shri Ram Narain Dudi
14. Shri Ranvijay Singh Judev
15. Shri Mahendra Singh Mahra
16. Shrimati Kanak Lata Singh

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Secretariat

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

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

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1.	Shri Vijay S. Madan	-	Secretary
2.	Shri K.P. Krishnan	-	Addl. Secretary
3.	Smt. Seema Bahuguna	-	Additional Secretary & Financial Adviser
4.	Smt. Neelam Sudhir Kumar	-	CCA
5.	Dr. Sandeep Dave	-	Joint Secretary
6.	Shri Surender Singh	-	Economic Adviser
7.	Shri Prabhat Tyagi	-	DIGF
8.	Shri Amit Kumar	-	Director
9.	Shri B.B. Patel	-	Director

2.   At the outset, the Chairperson again welcomed the Members of the Committee after the lunch break to the sitting convened to take evidence of the representatives of the Department of Land Resources (Ministry of Rural Development) in connection with the examination of Demands for Grants (2016-17) of Department of Land Resources.

[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.   The Chairperson in his opening remarks broadly explained the scheme-wise funds proposed for 2016-17 under PMKSY(WDC) and DILRMP schemes.   Thereafter, the Secretary, Department of Land Resources (Ministry of Rural Development) made a Power Point Presentation inter alia highlighting allocations viz. utilisation of funds in different years so far during 12th Plan (2012-17) and dealt with initiatives taken under PMKSY(WDC) and DILRMP schemes.

4.   Thereafter the Members raised queries one by one which were responded to by the witnesses.

5.   The Chairperson then thanked the representatives of the Department of Land Resources (Ministry of Rural Development) and asked them to furnish written information on points for which information was not readily available at a later date to this Secretariat.

[The Witnesses then withdrew]

A verbatim record of the proceedings has been kept.

The Committee then adjourned.

STANDING COMMITTEE ON RURAL DEVELOPMENT (2015-2016)

**MINUTES OF THE THIRTEENTH SITTING OF THE COMMITTEE HELD ON
FRIDAY, THE 29 APRIL, 2016**

The Committee sat from 1015 hrs. to 1045 hrs. in Committee Room 'D', Ground Floor, Parliament House Annexe (PHA), New Delhi.

PRESENT

　　Dr. P. Venugopal　　--　　*Chairperson*

**MEMBERS
LOK SABHA**

2. Shri Kirti Azad
3. Shrimati Renuka Butta
4. Shri Harishchandra Deoram Chavan
5. Shri Biren Singh Engti
6. Shri Vijay Kumar Hansdak
7. Shri Ajay Misra (Teni)
8. Dr. Ramesh Pokhriyal "Nishank"
9. Shri Gokaraju Ganga Raju
10. Dr. Yashwant Singh
11. Shri Ladu Kishore Swain
12. Shri Chintaman Wanaga

RAJYA SABHA

13. Shri Gulam Rasool Balyawi
14. Shri Ranvijay Singh Judev
15. Shri Mahendra Singh Mahra
16. Shrimati Kanak Lata Singh

SECRETARIAT

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

2.　　　At the outset, the Hon'ble Chairperson welcomed the Members to the sitting convened for consideration and adoption of Draft Reports on Demands for Grants (2016-17) of the Department of Rural Development (Ministry of Rural Development), Department of Land Resources (Ministry of Rural Development), Ministry of Drinking Water and Sanitation and Ministry of Panchayati Raj.

3.　　　Thereafter, the Committee took up for consideration the Draft Reports and adopted the Draft Report relating to Department of Rural Development with minor modifications and the remaining Draft Reports without any modifications. The Committee also authorized the 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.

4.　　　XXX　　　　　XXX　　　　　XXX　　　　　XXX　　　　　XXX　　　　　XXX.

The Committee then adjourned.