

STANDING COMMITTEE ON RURAL DEVELOPMENT

(2016-2017)



SIXTEENTH LOK SABHA

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

**DEMANDS FOR GRANTS
(2017-18)**

THIRTY THIRD REPORT



**LOK SABHA SECRETARIAT
NEW DELHI**

THIRTY-THIRD REPORT

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(DEPARTMENT OF LAND RESOURCES)**

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(2017-18)**

Presented to Lok Sabha on 20.03.2017

Laid in Rajya Sabha on 20.03.2017



LOK SABHA SECRETARIAT

NEW DELHI

March, 2017/ Phalguna, 1938 (Saka)

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**COMPOSITION OF THE STANDING COMMITTEE ON RURAL DEVELOPMENT
(2016 - 2017)**

Dr. P. Venugopal -- *Chairperson*

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LOK SABHA

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SECRETARIAT

1. Shri Abhijit Kumar - Joint Secretary
2. Shri S. Chatterjee - Director
3. Smt B. Visala - Additional Director
4. Shri Ravi kant Prasad Sinha - Committee Assistant

INTRODUCTION

I, the Chairperson of the Standing Committee on Rural Development (2016-2017) having been authorised by the Committee to submit the Report on their behalf, present the Thirty-third Report on Demands for Grants (2017-18) 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 22 February, 2017

4. The Report was considered and adopted by the Committee at their sitting held on 17 March, 2017.

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;
17 March, 2017
26 Phalguna, 1938 (Saka)

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

REPORT
PART I
NARRATION ANALYSIS

The Department of Land Resources (Ministry of Rural Development) implements two Schemes viz. Watershed Development Component of Pradhan Mantri Krishi Sinchayee Yojana (WDC-PMKSY) erstwhile Integrated Watershed Management Programme (IWMP), Neeranchal National Watershed Project for technical support with 50% long term loan from the World Bank for watershed projects and Digital India Land Records Modernization Programme (DILRMP).

1.2 The funds allocated for the Schemes and its various aspects is detailed in the succeeding paragraphs.

I. Overall Fund Allocation

Table I

(Rs. in Crore)

Sl. No.	Name of Scheme/ Programme	Major Head	Budget Estimates 2016-17	Revised Estimates 2016-17	Budget Estimates 2017-18
1	Plan				
	Pradhan Mantri Krishi Sinchayee Yojana (Watershed Component) erstwhile Integrated Watershed Management Programme (IWMP)	2501 3601	23.25 1321.75	23.25 1321.75	23.25 1817.22
	Externally Aided Project - Neeranchal	2501 3601	10.00 45.00	10.00 45.00	15.00 90.00
	TOTAL (PMKSY)		1400.00	1400.00	1945.47
2.	Digital India Land Records Modernization Programme(DILRMP)	2506 3601 3602	22.90 111.10 1.00	126.64 0.00 0.00	135.00 0.00 0.00
	TOTAL (NLRMP)		135.00	126.64	135.00
3.	Lumpsum Provision for the N.E Region and Sikkim				
	(a) Pradhan Mantri Krishi Sinchayee Yojana	2552	150.00	150.00	205.00

	(Watershed Development Component)				
	(b)Digital India Land Records Modernization Programme(DILRMP)	2552	15.00	14.00	15.00
	TOTAL : NE Region		165.00	164.00	220.00
	TOTAL SCHEME : (Land Resources)		1700.00	1690.64	2300.47
	NON-PLAN Sectt.-Economic Services	3451	9.36	9.36	9.89
	GRAND TOTAL – PLAN & NON PLAN		1709.36	1700.00	2310.36

1.3 The Budget allocation of the Department of Land Resources (Demand No. 83) for the year 2017-18 is Rs. 2310.36 crore which includes the Plan component Rs.2300.47 crore and a Non-Plan component of Rs. 9.89 crore. It may be observed that the Plan component of the Financial Year (FY) 2017-18 has been raised by Rs. 600.47 crore over the previous FY of 2016-17. The allocation at the Budget Estimates (BE) stage for FY 2016-17 was Rs. 1700 crore which was further reduced to Rs. 1690.64 crore at the Revised Estimates (RE) stage. Statement showing percentage increase in various schemes/programmes during last 3 years are as under:-

Table II

(Rs. in crores)

S. No.	Name of the Scheme/programme	2015-16		2016-17		2017-18	
		RE	% Increase	BE	% Increase	BE	% Increase
1	Pradhan Mantri Krishi Sinchayee Yojana (Watershed Component)	1530.00	(-)33.95	1495.00	(-) 2.28	2045.47	36.82
2	World Bank Assisted Watershed Management Project 'Neeranchal'	-	-	55.00	NA	105.00	90.91
3	Digital India Land Records Modernization Programme (DILRMP)	40.00	(-) 77.90	140.64	251.60	150.00	6.65
	TOTAL PLAN	1570.00		1690.64		2300.47	

1.4 From the above table it may be seen that the allocation to Integrated Watershed Management Programme (IWMP) now called as Pradhan Mantri Krishi Sinchayee Yojana (Watershed Component) has increased by 36.82% as compared to previous year and for Digital India Land Records Modernisation Programme (DILRMP) the allocation has been increased by 6.65%.

1.5 On being asked about the reasons for the increase in allocation during this fiscal year (2017-18) as compared to previous fiscal (2016-17) in Pradhan Mantri Krishi Sinchayee Yojana (Watershed Component) and the details of the plan of action to utilise the enhanced fund allocation, the Department of Land Resources (DoLR) in their written reply stated as under:

"BE in a financial year is firmed-up as part of the overall budgetary exercise. The increase in budgetary allocation for the fiscal year 2017-18 (proposed BE Rs. 2150.47 crore) as compared to the previous fiscal year 2016-17 (BE / RE Rs. 1550 crore) is *inter alia* having regard to the requirements of the Watershed Development Component (WDC) of the Pradhan Mantri Krishi Sinchayee Yojana (PMKSY). A total of 8214 projects covering an area of about 39.07 million hectare have been sanctioned from 2009-10 to 2014-15 in 28 States (except Goa) under the erstwhile Integrated Watershed Management Programme (IWMP) / now WDC-PMKSY. The budgetary support in 2017-18 will go towards the requirements of these projects, which are being implemented as per the schematic design and guidelines of the scheme.

Utilization of available budgetary support in full is integral to the plan of action for qualitative and timely execution of watershed projects already sanctioned. Necessary actions are being taken for optimal utilization of available budgetary support which *inter alia* includes putting the funds released as Central share along with the matching State share to immediate productive use for implementation of watershed projects. In addition efficient implementation of the projects at all levels is also being stressed."

1.6 Also, when asked whether the increase in allocation by only Rs. 9.36 crore as compared to previous fiscal year (2016-17) for Digital India Land Records Management Programme (DILRMP) was sufficient to achieve the targets set for the financial year 2017-18, the DoLR in their written reply stated that BE and RE in each financial year is firmed-up as part of the overall budgetary exercise. There is an increase in the budgetary allocation for the fiscal year 2017-18 (proposed BE Rs. 150 crore) in comparison to the current year 2016-17's RE (Rs. 140.64 crore). The available funds are / will be qualitatively and optimally utilized as per schematic design and guidelines of the programme.

II. UNSPENT BALANCES

1.7 The details of balance funds available with the States under WDC-PMKSY are given below:

Table III (Rs. in crore)

S. No.	State	Funds available * (as on 30.11.2016)
1	Andhra Pradesh	29.13
2	Arunachal Pradesh	19.11
3	Assam	65.39
4	Bihar	25.96
5	Chhattisgarh	58.84
6	Gujarat	159.36
7	Haryana	18.18
8	Himachal Pradesh	62.39
9	Jammu & Kashmir	23.32
10	Jharkhand	28.63
11	Karnataka	72.23
12	Kerala	2.78
13	Madhya Pradesh	19.27
14	Maharashtra	154.8
15	Manipur	13.21
16	Meghalaya	20.28
17	Mizoram	9.39
18	Nagaland	2.91
19	Odisha	76.21
20	Punjab	5.97
21	Rajasthan	32.77
22	Sikkim	6.71
23	Tamil Nadu	1.07
24	Telangana	3.34
25	Tripura	9.13
26	Uttar Pradesh	159.46
27	Uttarakhand	14.55
28	West Bengal	53.49
	Total	1147.88

* As per the provisional information received from the States

Note: No projects have been sanctioned in the State of Goa and the Union Territories

The funds reported above include current year receipts (i.e. Central share + State share + miscellaneous receipts).

1.8 On the issue of steps taken to liquidate the unspent balances, the DoLR in their written reply stated that Chief Secretaries of all States (except Goa) have been requested on 02.02.2017 that *inter alia* on receipt of the Central share, the State share is to be released, without delay, so that the budgetary support is put to immediate productive use.

1.9 Financial Progress under the DILRMP 2008-09 to 2016-17 (As on 07.02.2017) are under:

Table IV

Rs. In lakh

S. No.	State	Unspent Balance
1	Andhra Pradesh	3484.36
2	Arunachal Pradesh	1060.08
3	Assam	489.61
4	Bihar	3119.51
5	Chhattisgarh	1409.95
6	Gujarat	1311.37
7	Goa	347.25
8	Haryana	1606.63
9	Himachal Pradesh	2396.21
10	Jammu & Kashmir	184.33
11	Jharkhand	282.00
12	Karnataka	2428.64
13	Kerala	1249.00
14	Madhya Pradesh	0.00
15	Maharashtra	3813.62
16	Manipur	168.53
17	Meghalaya	545.68
18	Mizoram	119.55
19	Nagaland	270.00
20	Odisha	2877.48
21	Punjab	1746.17
22	Rajasthan	3807.98
23	Sikkim	7.65
24	Tamil Nadu	389.80
25	Telangana	7274.21
26	Tripura	588.51
27	Uttar Pradesh	1314.14
28	Uttarakhand	511.27

29	West Bengal	322.58
30	Andaman & Nicobar Islands	18.76
31	Chandigarh	78.86
32	Dadra and Nagar Haveli	25.87
33	Delhi	127.03
34	Daman & Diu	35.12
35	Lakshadweep	0.00
36	Puducherry	117.35
37	Miscellaneous	0.00
	Total	43529.08

1.10 On the issue of liquidating the above unspent balance under DILRMP, the DoLR in their written reply stated as under:

" Of the total Rs. 435.29 crore unspent balance, around Rs. 315 crore is the unspent balance in the component of survey / re-survey which is a time-consuming process. A policy decision has been taken to ordinarily carry out record or survey/re- survey operations from DILRMP funds only in places where the record of rights or field book or map are not available or have been destroyed / damaged / outdated etc. and not to have unnecessary surveys / re-surveys when the land records are available as per the normal. In this regard instructions have already been issued to the states. Copy of circular dated 08-12-2016 is enclosed.(Annexure I).

The implementation is undertaken by the State / UT Governments. Financial constraints as also administrative & technical constraints at the implementation / field level and emanating difficulties thereof are appropriately addressed on a continuing basis by the Department as well as the State Governments. While attempts for qualitative and speedy completion of the projects sanctioned under the Programme are being made on a continuing basis, the position varies from project to project, area to area, State/UT to State / UT. It is difficult to pre-suppose budgetary allocations for subsequent years. It might not be possible to state unequivocally and categorically a definite time period for completion of the projects under the programme. However, integration of computerized registration with computerized / digitized land records and automated updation of land records on mutation is envisaged to be in place in 130 districts by the end of 2019 - 20 and in the remaining districts latest by the end of FY 2023 – 24.

States / UTs are being monitored and motivated on a continuing basis to ensure qualitative and speedy utilization of funds."

III. SCHEMEWISE ANALYSIS

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

1.11 The Department of Land Resources, Ministry of Rural Development had been implementing an area development programme i.e. Integrated Watershed Management Programme (IWMP) w.e.f. 26.02.2009 for development of rainfed/degraded areas. The major activities taken up under the IWMP, *inter alia* include ridge area treatment, drainage line treatment, soil and moisture conservation, rain water harvesting, nursery raising, afforestation, horticulture, pasture development, livelihoods for asset-less persons. Subsequent to approval of Pradhan Mantri Krishi Sinchayee Yojana (PMKSY), IWMP was subsumed as one of its components. The Operational Guidelines of PMKSY were approved on 26.10.2015 as per which IWMP is implemented as Watershed Development Component of PMKSY (WDC-PMKSY) w.e.f 01.07.2015.

(i) Main features of WDC-PMKSY:-

1.12 As per the Common Guidelines for Watershed Development Projects-2008 (Revised Edition-2011), the period for completing PMKSY (Watershed Development) projects is between 4-7 years. The activities to be taken up are distributed over three phases. The Preparatory Phase (1 to 2 years) involves preparation of DPR, Entry Point Activities and Institution & Capacity Building. The Watershed Works Phase (2 to 3 years) involves the Watershed Development Works, Livelihood Activities for the asset-less persons and Production System & Micro Enterprises. The Consolidation and Withdrawal Phase (1 to 2 years) involves consolidation and completion of various works.

1.13 The cost norm for IWMP is Rs. 15,000/- per ha for hilly & difficult area, Rs. 12,000/- per ha for other areas and upto Rs. 15,000 per ha for IWMP projects in Integrated Action Plan (IAP) Districts. While the funding pattern between Centre and States in the erstwhile IWMP was 90:10, the funding pattern under Watershed Development Component of PMKSY is 60:40. However, for North-Eastern States and Hill States (J&K, H.P & Uttarakhand) the funding pattern between Centre and the States continues to be 90:10. The projects under IWMP undertake a cluster of micro-

watersheds of area about 5000 ha in rainfed/ degraded areas having no assured irrigation. Dedicated institutions are also provided at Centre, State and District levels. The programme lays emphasis on meticulous planning and capacity building, by providing a special provision of 1 % for preparation of Detailed Project Report (DPR) and 5 % for Institution and Capacity Building.

(ii) Institutional set up for implementation of IWMP

1.14 Ministry Level: The Department of Land Resources has the necessary institutional mechanism in the form of Steering Committee chaired by the Secretary, DoLR for effective and professional management of watershed projects. This Committee *inter alia* appraises and clears the project proposals of the States. The Steering Committee consists of members from the Niti Aayog, National Rain-fed Area Authority (NRAA), Ministry of Agriculture, Ministry of Environment and Forests, Ministry of Water Resources, Ministry of Drinking Water and Sanitation, Department of Rural Development, NABARD, IGNOU, technical experts from different scientific institutions such as International Crop Research Institute for Semi-Arid Tropics) (ICRISAT), Central Research Institute for Dryland Agriculture (CRIDA) and National Remote Sensing Centre. (NRSC), National Institute for Agriculture Extension Management (MANAGE), voluntary organizations and State Governments.

1.15 State Level: A State Level Nodal Agency (SLNA) has been constituted with professional support. The SLNA is the dedicated institution for the implementation of IWMP in the State.

1.16 District Level: Watershed Cell-cum-Data Centre (WCDC) is the District level institution to supervise and coordinate IWMP projects in the District. WCDC is set up in DRDA/ Zilla Parishad/ District Level Implementing Agency/Department in all programme districts as per the convenience of the State Governments.

1.17 Project Level: Project implementation is supervised by the Project Implementing Agency (PIA). As per the Common Guidelines for Watershed Projects, 2008 (Revised 2011), Panchayats, Government and Non-Government agencies may function as PIAs.

Each PIA is to have a Watershed Development Team (WDT) comprising of 3 to 4 technical experts.

1.18 Village Level: Watershed Committee (WC) is constituted by the Gram Sabha for implementation of the project at field level. It comprises of at least 10 members, half of which are representatives of SHGs and User Groups (UGs), SC/STs, women and landless. One member from WDT is also represented in WC.

1.19 When the Committee asked as to why was IWMP subsumed as one of the component of Pradhanmantri Krishi Sinchayee Yojana (Watershed component) in view of the fact that IWMP was launched in 2009 only and in what way it is different from the previous IWMP, the DoLR in their written reply stated as under:

" IWMP / WDC-PMKSY principally aims at development of rainfed portion of net cultivated area and culturable wastelands. It fits naturally as one component of the PMKSY. Agricultural Department is the Nodal department in the States for PMKSY. The Guidelines of PMKSY envisage District Irrigation Plans (DIPs) prepared by a joint exercise of all participating departments to be the cornerstone for planning and implementation of the programme.

The structure envisaged under PMKSY vests with the State Level Sanctioning Committee (SLSC), which is chaired by the Chief Secretary of the State, with the authority to sanction specific projects recommended by the Inter Departmental Working Group (IDWG). The State Level Nodal Agency (SLNA) of IWMP is also a part of the IDWG.

The funding pattern under IWMP was in the ratio 90:10 between Centre and States upto 31-03-2015. From 2015-16 under WDC-PMKSY the funding pattern is in the ratio of 60:40 between Centre and States except for NE Region and hilly States of Jammu & Kashmir, Himachal Pradesh and Uttarakhand where the ratio is 90:10 between Centre and State."

1.20 On being asked if the Department was getting necessary co-operation from all the IWMP States with regard to the changed funding pattern, the DoLR stated that the State share is being regularly released by the States (in case the State share for a particular installment is not released, the next installment of Central share gets held up).

1.21 When the Committee wanted to know if the per hectare cost norm of Rs. 12000 in plain areas and Rs. 15000 for hilly and IAP districts was adequate for the development of a Watershed, the DoLR in their written reply stated that the current objective is to make optimal and qualitative utilization of the existing cost norms per

hectare. In addition, the current emphasis is also on convergence with relevant State and Central schemes.

(iii) Physical and Financial Progress

1.22 A total of 8,214 projects covering an area of 39.07 million ha in 28 States had been sanctioned under IWMP till March, 2015. Out of these projects, 305 projects (3.71%) are in the post work Consolidation Phase, 4972 (60.54%) are in the Works Phase, and 2937 (35.75%) projects are still in the Preparatory Phase. As on 31.12.2016, against the total cost of Rs. 50739.59 Cr. for all the sanctioned projects, an amount of Rs.13,620.80 crore as Central share has been provided to the States. State-wise details of number of projects sanctioned, area covered, cost of the projects and funds released (as on 31.12.2016) are given below. No new watershed projects have been sanctioned during FY2015-16 and FY2016-17.

Table V (Area in million ha. & Rs. in crore)

S.No	State	Total no. of Project	Area of the projects	Total project cost	Funds released up to 30.12.2016
1	Andhra Pradesh	432	1.810	2290.00	687.55
2	Arunachal Pradesh	156	0.467	701.48	215.54
3	Assam	372	1.577	1946.11	322.44
4	Bihar	123	0.612	841.53	76.26
5	Chhattisgarh	263	1.195	1517.87	217.40
6	Gujarat	610	3.103	4022.19	991.73
7	Haryana	88	0.362	437.25	77.76
8	Himachal Pradesh	163	0.840	1259.94	232.71
9	Jammu & Kashmir	159	0.652	979.73	105.05
10	Jharkhand	171	0.911	1142.70	145.01
11	Karnataka	571	2.569	3324.45	1520.16
12	Kerala	83	0.423	589.54	73.16
13	Madhya Pradesh	517	2.937	3568.11	1072.45
14	Maharashtra	1186	5.128	6517.49	1971.41
15	Manipur	102	0.491	735.13	109.83
16	Meghalaya	96	0.236	351.99	157.38
17	Mizoram	89	0.373	560.87	214.40
18	Nagaland	111	0.476	714.91	396.07
19	Odisha	310	1.700	2191.50	779.05
20	Punjab	67	0.314	377.61	52.46
21	Rajasthan	1025	5.764	7892.61	1872.68
22	Sikkim	15	0.066	98.07	20.68

23	Tamil Nadu	270	1.368	1643.19	726.62
24	Telangana	330	1.399	1742.27	459.94
25	Tripura	65	0.213	320.31	153.01
26	Uttarakhand	65	0.346	492.88	109.21
27	Uttar Pradesh	612	3.045	3583.70	744.56
28	West Bengal	163	0.693	896.16	116.28
	Total	8214	39.07	50739.59	13620.80

Note 1: The programme is not operational in Union Territories.

2: There is no sanctioned project in Goa.

1.23 When the Committee wanted to know if all the sanctioned projects of IWMP / PMKSY (WDC) were running as per schedule, the projects that were delayed by 3 years or more and the difficulties being faced in the implementation of the scheme, the DoLR in their written reply stated as under:

" The normative period for completion of a project is 4 to 7 years, i.e. 1 to 2 years for the preparatory phase, 2 to 3 years for the works phase and 1 to 2 years for the consolidation phase. 8214 projects were sanctioned in the period 2009-10 to 2014-15. None of the projects were delayed by 3 years or more in relation to the normative period of 7 years (upper).

The implementation is undertaken by the State Government. Financial constraints, both in respect of Central share as well as State share, as also administrative & technical constraints at the implementation / field level lead to difficulties, which are appropriately addressed on a continuing basis by the Department as well as the State Governments and their Agencies.

While attempts for qualitative and timely completion of the projects are being taken on a continuing basis, the position varies from project to project, area to area and State to State. Budgetary support for subsequent years cannot be pre-supposed. No definite time period for completion of the respective projects can be unequivocally and categorically stated here. "

1.24 Further during the evidence when asked about the number of projects completed during 2015-16, 2016-17 or even before 2015-16, a representative of the DoLR informed that no projects have been completed as of now.

1.25 About the funds allocated during current Five Year Plan (2012-2017), amount actually spent, target fixed, for various activities vis-à-vis achievements, the reasons for not achieving the targets under WDC-PMKSY, the DoLR provided the following information:

Table VI (Rs, in Crore)

Year	BE	RE	Actual expenditure
2012-13	3,050.00	2,903.50	2,891.40
2013-14#	5,387.00	2,284.00	2,274.52
2014-15#	3,500.00	2,319.00	2,318.75
2015-16#	1,530.00	1,530.00	1,527.39
2016-17#	1,550.00	1,550.00	1120.02 *
2017-18#	2,150.47	NA	NA
Total	17,167.47	10,586.50	10,132.08

*As on 31.12.2016.

#Including Neeranchal

1.26 During 12th Plan, the Department had proposed to cover an area of 250 lakh ha. @50 lakh ha. per year by sanctioning of new IWMP projects. Against the 12th Plan target of 250.00 lakh ha, new IWMP projects covering an area on 148.60 lakh ha have been sanctioned as on 31.3.2015 which works out to 59.44% of the 12th Plan target. The Department is not in a position to achieve the balance target due to drastic reduction in the budgetary allocation and the scheme merged as component of the Pradhan Mantri Krishi Sinchayee Yojana (Watershed Development Component). The budgetary allocation of Rs. 2150.47 crore made for 2017-18 is insufficient to meet the liability of ongoing IWMP projects sanctioned upto 31.03.2015. The funding pattern under IWMP was at 90:10 between the Central Government and the State Government. The funding pattern of the Watershed Development 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 Centre and State is 90:10.

1.27 In addition to the above, the Cabinet Committee on Economic Affairs (CCEA) has given its approval to the World Bank Assisted National Watershed Management Project "Neeranchal" on 07.10.2015. Neeranchal will support the Watershed

Development Component of PMKSY. For 2017-18, an outlay of Rs.105.00 crore has been provided.

1.28 Against the Revised Estimates of the budget of Rs.10,586.50 crore received by this Department during 12th Plan (upto 2016-17), Rs. 10,132.08 crore have been released under WDC-PMKSY as on 31.12.2016 which works out to 95.71%.

1.29 On being asked as to why were the funds for the scheme cut drastically, difficulties being faced due to reduction in allocation and the challenge to run the scheme in view of the drastic reduction and the strategy of the DoLR to deal with this situation, the DoLR in their written reply stated as under:

" BE and RE in each financial year are formed as part of the overall budgetary exercise. In the current financial year 2016-17 there is no decrease in allocation at the RE stage (BE Rs. 1550 crore; RE Rs. 1550 crore). In the coming financial year 2017-18 there is an increase in the budgetary allocation (proposed BE Rs. 2150.47 crore) as compared to the previous year 2016-17 (BE / RE Rs. 1550 crore).

The principal emphasis is on qualitative and timely execution of the watershed development projects, with *one*: optimal utilisation of available budgetary support, *two*: convergence with relevant Central and State schemes and *three*: prioritization of projects / project activities. Chief Secretaries of all States (except Goa) have been accordingly requested on 02.02.2017(copy enclosed – **Annexure II**).

Keeping in view that successful implementation of projects *inter alia* requires concerted efforts towards convergence of schemes and programmes of not only of Central Government Ministries but also of State Government Departments as may fit into the schematic design and overall requirements and objectives of watershed development, action has specifically been initiated to prepare apt convergence matrix inclusive of both Central and State schemes in the projects.

To optimize the resources action has been initiated for signing an MoU with the three Departments in Ministry of Agriculture & Farmers Welfare, namely (i) Department of Agriculture, Cooperation and Farmers Welfare, (ii) Department of Animal Husbandry, Dairying and Fisheries and (iii) Department of Agricultural Research and Education.

Action has also been taken to undertake Natural Resources Management activities by utilizing the labour component of MGNREGS and to undertake some of the Entry Point Activities in convergence with Swachh Bharat Mission (Gramin).

Emphasis is also on minimizing / checking irregularities and / or corruption / financial malfeasance. Chief Secretaries of all States (except Goa) have been requested on 20.01.2017 (copy enclosed – **Annexure III**) that it becomes imperative to inquire into each complaint etc. of irregularity and / or corruption or financial malfeasance in any project in a time-bound manner and to take the

necessary action as appropriate in any or all of the following three domains: *one*: departmental action on the errant officers / officials, *two*: civil action for recovery of the government monies irregularly spend and *three*: criminal action in case of criminal culpability."

(iv) Neeranchal National Watershed Project

1.30 The Government has signed a technical assistance project named the Neeranchal National Watershed Project to support the WDC-PMKSY. The total outlay of the project is Rs 2142.3 crore (US\$ 357 million @ Rs.60/- per US\$) out of which 50 percent of the amount shall be provided as a long term loan by the World Bank. The Project shall be implemented from 2016-17 to 2021-22. Neeranchal will focus directly on 18 selected districts in 9 project States, namely, Andhra Pradesh, Chhattisgarh, Gujarat, Jharkhand, Madhya Pradesh, Maharashtra, Odisha, Rajasthan, and Telangana. Neeranchal focuses on States that cover approximately 60 percent of the area under WDC-PMKSY. The experiences gained and innovations developed under Neeranchal will support the implementation of the WDC-PMKSY in the 28 States where WDC-PMKSY is being implemented. Neeranchal will primarily support the WDC-PMKSY through technical assistance to improve incremental conservation outcomes and agricultural yields in a sustainable manner for farming communities in the project States.

1.31 The project will also strengthen key national and State institutions that currently implement WDC-PMKSY including the Department at the national level and the State Level Nodal Agencies (SLNAs) and field staff for watershed management in participating States. National level partner agencies and various State level institutions will also benefit from improved coordination of research and more effective approaches for technology transfer to communities and farmers.

1.32 During 2015-16, an amount of Rs.4.50 crore was released to States. For 2016-17, RE for the project is Rs 55.00 crore out of which Rs 12.82 crore has been released as on 31.12.2016. For FY 2017-18 an outlay (BE) of Rs.105.00 crore is provided.

1.33 When asked about the role of the Department in the implementation of 'Neeranchal', the districts covered and the roadmap of the Department for its timely completion to avoid any cost and time overrun, the DoLR in their written reply stated as under:

" Neeranchal National Watershed Management Project is a technical assistance project to support the WDC-PMKSY so as to *inter alia* improve incremental conservation outcomes and agricultural yields in a sustainable manner for farming communities. It is being implemented with focused effort on 18 selected districts [Ananthapuramu and Chittoor; Jashpur and Kanker; Kutch and Surendranagar (pre-divided); Ranchi and Dhanbad; Jabalpur and Devas; Ahmednagar and Amravati; Mayurbhanj and Kandhamal; Jodhpur and Udaipur and Nalgonda (pre- divided) and Mahbubnagar (pre-divided)] in 9 States (Andhra Pradesh, Chhattisgarh, Gujarat, Jharkhand, Madhya Pradesh, Maharashtra, Odisha, Rajasthan and Telangana).

The experiences gained and innovations developed will feed into the implementation of the WDC-PMKSY in all the 28 States (except Goa) of the country where watershed development projects are under implementation.

The Neeranchal project will also strengthen key National and State institutions that currently implement WDC-PMKSY including the Department of Land Resources at the National level, the State Level Nodal Agencies and field staff for watershed development at the State / ground level. National level partner agencies and various State level institutions will also benefit from improved coordination of research and more effective approaches for technology transfer to communities and farmers.

The Project, approved during 2015-16, will be implemented from 2016-17 to 2021-22 with an outlay of Rs 2142.3 crore (\$ 357 million) out of which 50% amount will be provided as long term loan by the World Bank.

National Institute of Hydrology has been engaged as an Implementing Partner through a formal Memorandum of Understanding signed on 10.11.2016 for providing a Decision Support System for Hydrology and developing the capacity of ground level staff for its implementation.

The project is being implemented as per its schematic design and guidelines."

1.34 The DoLR, during the evidence informed the following about the sharing pattern of the World Bank assisted Neeranchal project:

Table VII

Component	Sharing ratio (Centre: State)	Total Amount (Rs. in crore)		
		Centre	State	Total
Total	US \$ 357 million	(Rs. 2142.3 crore)		
WB Assistance	US \$ 178.5 million	(Rs. 1071.1 crore)		
GOI share	US \$ 178.5 million	(Rs. 1071.1 crore)		
Central Institutional and Capacity Building National Innovation Support Project Management and Co-ordination	100:0	320.5		320.5
Implementation Support in Participating States	60:40	1093.1	728.7	1821.8
Total		1413.6	728.7	2142.3

(v) Convergence with MGNREGS

1.35 Operational Guidelines have been issued in February, 2015 regarding implementation of the programme in convergence with other ongoing schemes of the Government, for example e.g., the livelihood support activities under watershed projects to be converged with National Rural Livelihood Mission being implemented by the Department of Rural Development, Soil and water conservation activities to be converged with MGNREGS, etc. 1,023 Intensive Participatory Planning Exercise (IPPE) blocks identified by the Department of Rural Development have been prioritised for implementation of MGNREGS where priority is to be given to the WDC-PMKSY projects in these blocks with special focus on convergence with MGNREGS. States have been requested to create an institutional arrangement at the field level for effective convergence. Some States like Tamil Nadu, Tripura, Andhra Pradesh, Telangana and Bihar have shown good progress in converging IWMP with other schemes especially MGNREGS. As no new watershed projects are being taken up at this stage, States

have been advised to give priority for saturation of ongoing watershed projects which are nearing completion or are in advanced stage of works phase, in convergence with MGNREGS. This is being monitored through review meetings and video conferences.

1.36 On being asked about the difficulties coming in the way of convergence with MGNREGS to the States which are lagging behind in convergence and how the convergence would help in effective implementation of PMKSY, the DoLR in their written reply stated as under:

" Convergence of schemes and programmes of not only of Central Government Ministries but also of State Government Departments as may fit into the schematic design and overall requirements and objectives of watershed development is a focus area of the Department. In this convergence with MGNREGS is crucial. Natural Resources Management activities are *inter alia* being undertaken by utilizing the labour component of MGNREGS. No specific / grave difficulty as such is being faced in convergence with MGNREGS. Issues as come up in the normal course of implementation from time to time are appropriately addressed on a continuing basis."

(vi) Monitoring and Control

1.37 The WDC-PMKSY/IWMP is implemented on watershed basis. The people living in watershed area are responsible for planning and implementation of the project through a Village Watershed Committee assisted by technical support from the Project Implementation Agency. The following steps have been taken for effective monitoring and control over the performance of the programme.

- (i) At the Central Level, a Steering Committee under the chairmanship of Secretary, DoLR has been constituted for administering WDC-PMKSY erstwhile IWMP with members from various line departments of the Central Government, NITI Aayog, technical expert from different scientific institutions, experts in the field of watershed management, voluntary organizations, and State Governments.
- (ii) The Guidelines of IWMP provide for an in built monitoring mechanism so as to ensure that the objectives of the schemes are achieved by their implementations.
- (iii) Dedicated institutions with professional support at State, District and project Levels have been set up under the IWMP.

- (iv) At the State Level, the State Level Nodal Agency (SLNA), a dedicated institution with professional support, for implementation of IWMP has been set up in 29 States. The SLNA constantly monitors and evaluates the programme and is responsible for the implementation of the programme in the respective States.
- (v) The fund flow for implementation of projects is being routed through State Government to the SLNA constituted under IWMP. This implies the overall supervision of the States in the fund flow to the SLNA.
- (vi) The Department monitors the progress of works under watershed projects through the instruments of Quarterly Review Meetings, Management Information System (MIS), progress reports, utilization certificates, Audited Statement of Accounts, etc.
- (vii) Regional Review Meetings are held in selected States by rotation with State Government officers under the Chairmanship of Secretary (LR) to review the performance of various programme being implemented by the States. The review includes a field visit where the other invited States also participate.
- (viii) Officers, dealing with the implementation of the programmes at the State Headquarters & district, visit project areas to ensure that the programmes are being implemented satisfactorily.
- (ix) With a view to monitor the quality in implementation of programmes of the Ministry including watershed programme, Vigilance & Monitoring Committees are constituted with Members of Parliament and elected representatives of the people in State Legislatures and Panchayati Raj Institutions.
- (x) A system of Third party concurrent M&E is being put in place in the Department as well as the States.
- (xi) Bhuvan Geo-Portal Srishti encompassing the information on the natural resources and mobile application 'Drishti' have been developed for better programme implementation and monitoring.
- (xii) For evaluation of IWMP projects by the independent evaluating agencies, specific financial provision of 1% of project fund has been provided in the Guidelines.
- (xiii) Evaluation studies are also undertaken through reputed and independent Research Institutions/Organizations from time to time to evaluate the performance of watershed projects at the field level, to assess the impact of the programmes.

1.38 When the Committee wanted to know if the mechanism with the Department was adequate for effectively monitoring the Scheme, helpfulness of the Geo Portal Srishti and mobile Application Drishti and how many of the projects were evaluated by third party the DoLR in their written reply stated as under:

" Keeping in view that the key to any successful programme is the achievement of the desired and stated objectives and for this it is essential that robust, state of the art, unbiased and truthful Monitoring and Evaluation systems are in place, with essential elements of timely mid-course correction, systemic improvements from lessons learnt, authenticity and reliability of data and focus on outcomes / benefits, the Department has laid particular emphasis on this aspect and has constantly endeavored to improve its M&E systems.

The Department has tied up with the National Remote Sensing Centre for use of space technology to monitor the watershed programme.

A geo-spatial portal named Srishti is being implemented and used from 2015 with the assistance of National Remote Sensing Centre (NRSC), Hyderabad for monitoring of watershed projects under the WDC-PMKSY.

Boundaries of projects can be visualized together with other information including satellite images. Geo-coded and time-stamped photographs on near real time basis are uploaded on Srishti portal using a mobile application Drishti specifically developed for the purpose. The Drishti mobile app is in public domain for capturing photographs of activities together with geo-location and time-stamp.

Both tools have been extended to all the States in 2016-17. As on 31.12.2016, about 4.89 lakh photos of activities undertaken during the implementation of WDC-PMKSY pertaining to 28 States have been uploaded by the States

These tools aid in physical and qualitative assessment of the works undertaken.

Any shortcomings etc. as evidenced through Srishti portal are appropriately taken up on a continuing basis by the project implementers at the various levels.

The Department has taken up third party Monitoring, Evaluation & Learning (ME&L) of the watershed projects sanctioned during 2009-10 to 2013-14. The details of ME&L activities undertaken by the Department are given in **Annexure IV**. In addition, States also undertake third party evaluation of the watershed projects.

Public Financial Management System (PFMS) is being used wherever possible and around 38,000 agencies have been brought under this umbrella.

Likewise, MIS have been developed for the scheme.

The objective of the Department is to ensure timely, correct and transparent flow of information, *inter alia* to also undertake timely mid-course corrections, and incorporate the learnings in improving the design of the scheme."

B. National Land Records Modernization Programme (NLRMP) / Digital India Land Records Modernization Programme (DILRMP)

1.39 The Department of Land Resources (DoLR) was administering up to 2007-08 two Centrally-sponsored schemes, viz. Computerization of Land Records (CLR) and Strengthening of Revenue Administration and Updating of Land Records (SRA & ULR). During 2008-09, aforesaid two schemes were merged into one modified scheme in the shape of National Land Records Modernization Programme (NLRMP), combining the key components of the 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. The NLRMP was approved by the Cabinet on 21st August, 2008 as a Centrally Sponsored Scheme with central assistance varying from 25% to 100% (100% for UTs, 90% for NE States and 50% for other States in survey/resurvey and modern record rooms) from 90% to 100% in NE States) for various components of the programme. Further, the scheme has been made part of Digital India bouquet as a Central Sector scheme and revamped and restructured as Digital India Land Records Modernization Programme (DILRMP) with 100% Central grant w.e.f. 1st April, 2016.

1.40 The main objective of the DILRMP is to modernize the land records system in the country and to build up an integrated land information management system with up-to-date and real time land records on continuing basis. For this purpose, the two main systems of land records management and registration are to be integrated with the help of modern technology. The building of an Integrated Land Information Management System under DILRMP is essential for security of property rights, minimizing land disputes, efficient functioning of the economic operations based on land, and overall efficiency of the economy.

(i) Components of DILRMP

- Computerization of Land Records
- Survey / Re-Survey and updating of the Survey & Settlement Records
- Computerization of Registration
- Modern Record Rooms
- Training & Capacity Building

- Core GIS
- Legal Changes
- Programme Management

(ii) Activities under DILRMP

- computerization of record of rights;
- digitization of cadastral maps;
- integration of record of rights (textual) and cadastral maps (spatial);
- survey / re-survey;
- modern record rooms;
- data centres at tehsil, sub-division and district level;
- state data centre;
- interconnectivity among revenue offices;
- computerization of registration;
- connectivity between sub-registrar office (SRO) and revenue offices;
- integration of registration and land records.

1.41 On being asked as to why CLR and SRA&ULR were merged in 2008-09, significant improvement at ground level and in what way DILRMP is different from the preceding two schemes of CLR and SRA&ULR, the DoLR in their written reply stated as under:

" The schemes of Computerisation of Land Records (CLR) and Strengthening of Revenue Administration & Updation of Land Records (SRA&ULR) mainly focussed *inter alia* on computerization of record of rights and strengthening of revenue administration.

Digital India Land Records Modernisation Programme (DILRMP) [erstwhile National Land Records Modernisation Programme (NLRMP)] is more comprehensive. In addition to computerization of record of rights, it *inter alia* envisages digitization of cadastral maps, computerization of registration and integration of registration with land records.

Some of components of CLR and SRA & ULR, viz. Construction of revenue offices / buildings, purchase of vehicles for training institutes, provision for furniture, etc. have been excluded in the design of DILRMP, wherein the principal focus is on having an integrated Land Information Management System with computerized registration, computerized / digitized record of rights / cadastral maps and integration of registration with land records (further additional items of information / features can be added)."

1.42 Further during the evidence, the Secretary submitted the following about the change that has come about with effect from 1.04.2016 in the programme:

"The change which has come with effect from 1st of April, 2016, when we have made it into a totally cent per cent Central sector schemes meaning thereby that for every component now the funding is cent per cent from the Centre. I will show you that in the coming slides."

(iii) Capacity Building

1.43 As the DILRMP is a high-end technology programme; training and capacity building on a large scale is required. To provide comprehensive training on all the components of the programme, the DILRMP Centers/Cells are being established at Administrative Training Institutes and/or the Survey/Revenue/Patwari Training Schools in each State/UT. So far, 37 DILRMP Cells have been sanctioned in various States.

1.44 When the Committee asked about the adequacy of the sanctioned cells, its actual requirement for the entire country and functional status of the sanctioned cells, the DoLR in their written reply informed that 37 DILRMP cells have been sanctioned in 28 States / UTs so far. State /UT-wise details are given below :

Table VIII

Sl. No.	Name of the State/UT	Number of Cell	Place of NLRMP Centres/Cells	Year of Sanction
1	Andhra Pradesh	1	AP Academy of Land Information Management, Hyderabad	2010-11
2	Assam	1	Assam Survey and Settlement Training Centre, Dakhingaon, Guwahati	2009-10
3	Bihar	1	Revenue Training Institute at Bodhgaya, Bihar	2011-12
4	Gujarat	1	Deendayal Institute of Survey & Revenue Administration (DISRS) at Gandhinagar	2010-11
5	Haryana	1	Patwar Training School, Panchkula	2009-10
		1	HARSAC, Hissar	2012-13
6	Himachal Pradesh	1	Revenue Training Institute, Joginder Nagar, Mandi District	2009-10
7	Jammu & Kashmir	2	Revenue Training Institute, Gole Gujral, Jammu	2013-14
			Revenue Training Institute, Bemina, Srinagar	2013-14
8	Jharkhand	1	Shri Krishan Institute of Public Administration, Ranchi, Jharkhand	2013-14
9	Kerala	1	Institute of Land & Disaster Management, PTP Nagar, Thiruvananthapuram	2009-10
10	Madhya Pradesh	2	RCVP Noronha Academy of Administration & Management, Madhya Pradesh, Bhopal	2010-11
			State-level Training Institute at Gwalior	2009-10
11	Maharashtra	1	Land Records Training School, Aurangabad	2010-11
	Maharashtra	1	Land Records office, Mulshi, Pune	2011-12
12	Nagaland	1	Survey Training Institute, Dimapur	2010-11
13	Orissa	1	Orissa Space Application Centre (ORSAC),	2010-11

			Bhubaneshwar	
14	Punjab	1	Patwar Training School, Jalandhar, Punjab	2010-11
15	Rajasthan	2	Revenue Research & Training Institute (RRTI), Ajmer	
			Settlement Training Institute, Jaipur	2010-11
16	Sikkim	1	Land Records office Deorali, Sikkim	2011-12
17	Tamil Nadu	1	Survey Training Institute, Thanjavur, Tamil Nadu	2011-12
18	Tripura	1	Regional Survey Training Institute, Agartala, Tripura	2011-12
19	Uttar Pradesh	2	Raja Todarmal Survey and Land Records Training Institute, Hardoi, Uttar Pradesh	
			Lekhpal Training School, Allahabad, Uttar Pradesh	2010-11
20	West Bengal	2	Analysis Research & Training Institute (ARTI) Salboni and Land Management Training Centre (LMTC) Berhampur	2011-12
21	Delhi	1	Directorate of Training, Shahdara, Delhi	2012-13
22	Lakshdweep	1	Establishment of Training Cell under Administrative Training Institute, Kavaratti	2009-10
23	Puducherry	1	Secretariat Hall, Secretariat, Puducherry	2011-12
24	LBSNAA	1	Centre for Rural Studies (CRS) LBSNAA, Mussoorie	2010-11
25	NIDEM	1	National Institute of Defence Estates Management (NIDEM)	2010-11
26	Goa	1	NLRMP Cell	2014-15
27	Uttarakhand	1	NLRMP Cell	2014-15
28	Arunachal Pradesh	1	NLRMP Cell, Itanagar, Arunachal Pradesh	2015-16
29	Mizoram	1	Mizoram	2015-16
30	Chandigarh	1	Chandigarh	2015-16
Total		37		

Most of the cells are partially / fully functional.

1.45 When the Committee wanted to know about the target year of coverage of all the districts of the country and the steps taken to address the issue of survey and resurvey, the DoLR in their written reply stated as under:

" The National Land Records Modernization Programme (NLRMP) was initiated in the year 2008-09 as a centrally sponsored scheme. It has been included under the Digital India Initiative and is being implemented as Digital India Land Records Modernisation Programme (DILRMP) as a Central sector scheme with 100%

central grant with effect from 1st April 2016. The programme envisages building an appropriate integrated Land Information Management System in the country. Over the period 2008-09 to 2016-17 (upto 07-02-2017) an amount of Rs. 1259.86 crore (including Rs. 3.92 crore revalidated of earlier years) has been released to the States/UTs.

Since 2008-09 projects have been sanctioned both component/s-wise covering multiple districts in a State / UT as well as district-wise covering one or more component in a district.

On date one or more component of the programme stands sanctioned in 457 districts, of the 681 districts presently being reflected by the States / UTs on the MIS portal of DILRMP.

A policy decision has been taken to ordinarily carry out record or survey/re-survey operations from DILRMP funds only in places where the record of rights or field book or map are not available or have been destroyed / damaged / outdated etc. and not to have unnecessary surveys / re-surveys when the land records are available as per the normal. In this regard instructions have been already issued to the states. Copy of circular dated 08-12-2016 is enclosed.

(Annexure -I)

The implementation is undertaken by the State / UT Governments. Financial constraints as also administrative & technical constraints at the implementation / field level and emanating difficulties thereof are appropriately addressed on a continuing basis by the Department as well as the State Governments. While attempts for qualitative and speedy completion of the projects sanctioned under the Programme are being made on a continuing basis, the position varies from project to project, area to area, State/UT to State / UT. It is difficult to pre-suppose budgetary allocations for subsequent years. It might not be possible to state unequivocally and categorically a definite time period for completion of the projects under the programme. However, integration of computerized registration with computerized / digitized land records and automated updation of land records on mutation is envisaged to be in place in 130 districts by the end of 2019 - 20 and in the remaining districts latest by the end of FY 2023 – 24.

States / UTs are being monitored and motivated on a continuing basis to ensure qualitative and speedy utilization of funds."

1.46 Further during the evidence the Secretary, DoLR submitted the following before the Committee:

"Land records, including laws relating to ceiling and laws relating to zamindari abolition or abolition of intermediaries fall within the purview of the State. Each State has its own State specific revenue laws. Now, our job under this programme is to assist the States in computerization and digitization of their accounts. As far as implementation of laws is concerned, as far as legislation to

be done by the respective State is concerned, it is not our job under this programme. But within the federal set up in which we function, we assist them and facilitate them to create a land information management system.'

1.47 Asked about the State / UT-wise list of where Computerisation of Land Records, computerisation of Registration process and Integration of Land Records with Registration has been completed, the DoLR in their written reply given the following information:

Table IX

Sl. no.	Activity	States/UTs who have made substantial progress
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
2	Computerization of Property Registration (30 States/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)

(iv) National Institute of Land Administration and Management (NILAM)

1.48 A National Institute of Land Administration and Management (NILAM) is also proposed at the Central level. It will provide short term courses on the issues related to the DILRMP, land administration and land management to the senior and middle level officers of the States/UTs. Diploma and Degree Courses on land administration and land management will also be conducted by the NILAM. An area of 17.4 hac. of land has been allocated at Neemrana, district Alwar by Govt. of Rajasthan on lease basis. The registration of the land has been made in favour of DoLR. Fund has been allocated in the budget for construction of the Institute.

1.49 On being asked as to when the proposed NILAM would be functional and start providing courses on land administration and land management and the amount of fund allocated for it, the DoLR in their written reply submitted as under:

" Provision of Rs. 5 crore was made in the BE 2016-17 for National Institute of Land Administration and Management (NILAM).The whole matter of National Institute of Land Administration and Management (NILAM) has to be comprehensively examined / deliberated and appropriately decided at the competent level."

PART II

Observation/ Recommendation

The Detailed DFG (2017-18) of the Department of Land Resources (Ministry of Rural Development under demand no.83 were Laid on the table of Lok Sabha on 9 February, 2017. The Gross Budgetary support (GBS) for the fiscal year 2017-18 is Rs. 2310.36 crore. The Committee have examined in detail the demand for Grants of the Department of Land Resources (DoLR) for the year 2017-18. Observations/ recommendations of the Committee are detailed in succeeding paragraphs.

Outlays during 2017-18

2.1 The Committee find that there has been an increase of Rs. 610.36 crore in the Gross Budgetary Support (GBS) of the Department of Land Resources (DoLR) over the previous year's (2016-17) Revised Estimates (RE). The RE for the year 2016-17 was Rs. 1700 crore, the allocation for this year i.e. 2017-18 has been increased to Rs. 2310.36 crore which is an increase of 23.09% over the previous year's RE of Rs. 1700 crore. The Committee also observe that there has been an increase of 36.82% in Pradhan Mantri Krishi Sinchayee Yojana -Watershed Development Component (PMKSY-WDC), 90.91% increase in World Bank assisted project 'Neeranchal' and 6.65% increase in allocation under Digital India Land Records Management Programme (DILRMP) during 2017-18 over the previous year's allocation. When asked about the plan of action of the DoLR for the utilisation of the enhanced budget, the Committee were informed that the enhanced budget will be utilised as per the schematic designed guidelines of the

schemes being implemented by the Department. About the sufficiency of the enhanced budget to meet the targets for the year, the Department stated that the BE and RE in each financial year is firmed up as part of the overall budgetary exercise and evaded a clear reply. The Committee therefore, desire a clear reply from the DoLR and recommend the Department to come up with a detailed/concrete Plan of action for the utilisation of enhanced budget and apprise the Committee of the same.

(Recommendation SI.No. 1, Para No. 2.1)

UNSPENT BALANCES

2.2 The Committee find from the data provided by the DoLR under unspent balances that as on 30.11.2016, under PMKSY(WDC) Rs. 1147.88 crore was available with the States and under DILRMP till 07.02.2017, Rs. 435.29 crore was unspent with the States. The Committee note that the data for both the schemes is of different cut-off dates. The Committee note that data for DILRMP is of relatively recent time, whereas the data of IWMP dates back to November, 2016. When asked about the steps taken to liquidate the unspent balances under PMKSY, the DoLR stated that the Department has requested the Chief Secretaries to release the State share immediately after receiving the Central Share. On the issue of huge unspent balances under the DILRMP, the Committee were informed that of the total unspent balance under DILRMP, Rs. 315 crore is the unspent balance in the component of the survey/re-survey which is a time consuming process. The Committee urge the Department to strengthen the data collection machinery under PMKSY-WDC so that actual scenario could be reflected. The Committee also urge the Department to help the States with the latest technology

available for the speedy completion of survey/ resurvey. The Committee recommend the Department to take urgent necessary steps to cut down the huge unspent balances under both the schemes and apprise the Committee of the action taken in this regard.

(Recommendation Sl.No. 2, Para No. 2.2)

Pradhan Mantri Krishi Sinchayee Yojana (PMKSY-WDC)

2.3 The Department of Land Resources, had been implementing an area development programme i.e. Integrated Watershed Management Programme (IWMP) w.e.f. 26.02.2009 for development of rainfed/degraded areas. Subsequent to approval of Pradhan Mantri Krishi Sinchayee Yojana (PMKSY), IWMP was subsumed as one of its components. IWMP is implemented as Watershed Development Component of PMKSY (WDC-PMKSY) w.e.f 01.07.2015. The period for completing PMKSY (Watershed Development) projects is between 4-7 years. The activities to be taken up are distributed over three phases. The Preparatory Phase (1 to 2 years) involves preparation of DPR, Entry Point Activities and Institution and Capacity Building, the Watershed Works Phase (2 to 3 years) involves the Watershed Development works, livelihood activities of the asset less persons and Production System and Micro Enterprises and the Consolidation and Withdrawal Phase (1 to 2 years) involves consolidation and completion of various works. The Committee observe that a five tier institutional setup at Ministry level, State level, District level, Project level and Village level is there for effective and professional management of watershed projects. The Committee also note that the Steering Committee at the Ministry level which clears the project proposals of the States consists of members from the Niti Aayog, National Rain-fed Area

Authority (NRAA), Ministry of Agriculture, Ministry of Environment and Forests, Ministry of Water Resources, Ministry of Drinking Water and Sanitation, Department of Rural Development, NABARD, IGNOU, technical experts from different scientific institutions such as International Crop Research Institute for Semi-Arid Tropics (ICRISAT), Central Research Institute for Dryland Agriculture (CRIDA) and National Remote Sensing Centre. (NRSC), National Institute for Agriculture Extension Management (MANAGE), voluntary organizations and State Governments. The Committee were also given to understand that as IWMP principally aims at development of rainfed portion of net cultivated area and culturable wastelands, it fits naturally as one component of PMKSY and hence it was subsumed as one component of it, despite IWMP having been started in 2009 only. The Committee also note from the information provided by the Department that Agricultural Department is the nodal Department in the States for PMKSY. The Committee also find that the funding pattern in the erstwhile IWMP has been changed from 90:10 to 60:40 between Centre and States from 1.04.2015 under PMKSY(WDC) except for North Eastern Region and hilly States of Jammu & Kashmir, Himachal Pradesh and Uttarakhand where the ratio is 90:10 between Centre and State. The Committee also find that the per hectare development cost norm of Rs. 12000 is for plain areas and Rs. 15000 for hilly and Integrated Action Plan (IAP) districts. The Committee were also informed that the current emphasis is also on convergence with relevant State and Central schemes. The Committee feel that optimum and effective qualitative utilisation of funds is the key to the success of watershed projects. The Committee while appreciating the emphasis

on convergence recommend that a mechanism be put in place for effective utilisation of funds released and co-ordination between Centre and State and between Ministries involved in the programme and all the relevant issues should be properly addressed for successful implementation of the projects.

(Recommendation Sl.No. 3, Para No. 2.3)

Physical Progress

2.4 The Committee note that during 12th Plan, the Department had proposed to cover an area of 250 lakh ha. @50 lakh ha. per year by sanctioning of new IWMP projects. Against the 12th Plan target of 250.00 lakh ha, new IWMP projects covering an area on 148.60 lakh ha have been sanctioned as on 31.3.2015 which works out to 59.44% of the 12th Plan target. The Committee also note that due to drastic reduction in the budgetary allocation and the scheme merged as component of the Pradhan Mantri Krishi Sinchayee Yojana (Watershed Development Component), the Department is not in a position to achieve the balance target. The Committee were also informed that the budgetary allocation of Rs. 2150.47 crore made for 2017-18 was insufficient to meet the liability of ongoing IWMP projects sanctioned upto 31.03.2015. The Committee also observe that a total of 8,214 projects covering an area of 39.07 million ha in 28 States had been sanctioned under IWMP till March, 2015. Out of these projects, 305 projects (3.71%) are in the post work Consolidation Phase, 4972 (60.54%) are in the Works Phase, and 2937 (35.75%) projects are still in the Preparatory Phase. As on 31.12.2016, against the total cost

of Rs. 50739.59 crore for all the sanctioned projects, an amount of Rs.13,620.80 crore as Central share has been provided to the States. During the evidence it also came out that no projects have been completed under PMKSY (WDC) and also no mid-term appraisal/ assessment has been done so far to ascertain the achievement of desired targets and also to know if all was moving according to the plan. While appreciating the steps taken by the Department to check irregularities and corruption which include departmental, civil and criminal action on the errant officials and also taking into account the budget constraints, the Committee recommend the Department to make timely assessment of the sanctioned projects and to ensure that the projects are implemented properly. The Committee further recommend that the monitoring mechanism and evaluation system should be more stringent and effective for successful implementation of the programme and also for achieving the desired objectives.

(Recommendation SI.No. 4, Para No. 2.4)

Digital India Land Records Modernization Programme (DILRMP)

2.5 The Committee note that the Department of Land Resources (DoLR) was administering up to the year 2007-08, two Centrally-sponsored schemes, viz. Computerization of Land Records (CLR) and Strengthening of Revenue Administration and Updating of Land Records (SRA & ULR). During the year 2008-09, aforesaid two schemes were merged into one modified scheme in the shape of National Land Records Modernization Programme (NLRMP), combining the key components of the two schemes and 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. The NLRMP was approved by the Cabinet on 21st August, 2008 as a Centrally Sponsored Scheme with central assistance varying from 25% to 100% (100% for UTs, 90% for NE States and 50% for other States in survey/resurvey and modern record rooms) from 90% to 100% in NE States) for various components of the programme. Further, the scheme has been made part of Digital India bouquet as a Central Sector scheme and revamped and restructured as Digital India Land Records Modernization Programme (DILRMP) with 100% Central grant w.e.f. 1st April, 2016. The Committee also note from the information provided by the Department that integration of computerized registration with computerized / digitized land records and automated updation of land records on mutation is envisaged to be in place in 130 districts by the end of the year 2019 - 20 and in the remaining districts latest by the end of FY 2023 – 24. Further, the Committee also note that trained manpower is critical to the success of the programme for which 37 DILRMP Cells have been sanctioned in different States of the country. The DoLR also proposes to setup National Institute of Land Administration and Management (NILAM) to provide short term courses on the issues related to the DILRMP, land administration and land management to the senior and middle level officers of the States/UTs. The Committee were also informed that an area of 17.4 hectare of land has been allocated at Neemrana, district Alwar by Govt. of Rajasthan on lease basis. The registration of the land has been made in favour of DoLR and Rs. 5 crore has been allocated in the budget for construction of the

Institute. As regards the functional status of the sanctioned cells and its actual requirement for the entire country, the DoLR has very casually replied that most of the sanctioned cells are functional and kept silent on the query related to its actual requirement. The Committee are dismayed to note the casual approach of the DoLR on this vital aspect and desire a categorical reply from the DoLR. Further, the Committee had been emphasizing upon the speedy establishment of National Institute of Land Administration and Management (NILAM) in its 33rd, 38th, 48th Reports (15th Lok Sabha) and also in their 2nd Report (16th Lok Sabha). The Committee therefore, reiterate their earlier recommendation about the speedy establishment of NILAM and ask the Department to set a time frame. Further, to achieve success as far as computerisation of land records is concerned, the Department must ensure a robust internet facility with proper infrastructure so that the fruits of computerisation reaches the common mass and the last mile connectivity is achieved within a definite time frame. The roadmap so prepared by the Department in this regard may be intimated to the Committee.

(Recommendation SI.No. 5, Para No. 2.5)

NEW DELHI;
March, 2017
Phalguna, 1938 (Saka)

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

PART II

Observation/ Recommendation

The Detailed DFG (2017-18) of the Department of Land Resources (Ministry of Rural Development under demand no.83 were Laid on the table of Lok Sabha on 9 February, 2017. The Gross Budgetary support (GBS) for the fiscal year 2017-18 is RS 2310.36 crore. The Committee have examined in detail the demand for Grants of the Department of Land Resources (DoLR) for the year 2017-18. Observations/ recommendations of the Committee are detailed in succeeding paragraphs.

Outlays during 2017-18

The Committee find that there has been an increase of Rs. 610.36 crore in the Gross Budgetary Support (GBS) of the Department of Land Resources (DoLR) over the previous year's (2016-17) Revised Estimates (RE). The RE for the year 2016-17 was Rs. 1700 crore, the allocation for this year i.e. 2017-18 has been increased to Rs. 2310.36 crore which is an increase of 23.09% over the previous year's RE of Rs. 1700 crore. The Committee also observe that there has been an increase of 36.822% increase in Pradhan Mantri Krishi Sinchayee Yojana - Watershed Development Component (PMKSY-WDC), 90.91% increase in World Bank assisted project 'Neeranchal' and 6.65% increase in allocation under Digital India Land Records Management Programme (DILRMP) during 2017-18 over the

previous year's allocation. When asked about the plan of action of the DoLR for the utilisation of the enhanced budget the Committee were informed that the enhanced budget will be utilised as per the schematic designed guidelines of the scheme being implemented by the Department, about the sufficiency of the enhanced budget to meet the targets for the year, the Department stated that the BE and RE in each financial year is firmed up as part of the overall budgetary exercise and evaded a clear reply. The Committee therefore, desire a clear reply from the DoLR and recommend the Department to come up with a detailed/concrete Plan of action for the utilisation of enhanced budget and apprise the Committee of the same.

UNSPENT BALANCES

The Committee find from the data provided by the DoLR that under PMKSY(WDC) as on 30.11.2016 Rs. 1147.88 crore was available with the States also, under DILRMP till 07.02.2017 Rs. 435.29 crore was laying unspent with the States. The Committee note that the data for both the schemes is of different cut-off dates. The Committee note that data for DILRMP is of relatively recent time the data of IWMP dates back to November, 2016. When asked about. On the steps taken to liquidate the unspent under PMKSY, the DoLR stated that the Department has requested the Chief Secretaries to release the State share immediately after receiving the Central Share. On the issue of huge unspent balances under the DILRMP, the Committee were informed that of the total unspent balance of under

DILRMP Rs. 315 crore is of the survey/re-survey which is a time consuming process. The Committee urge the Department to strengthen the data collection machinery under PMKSY-WDC so that actual scenario could be reflected. The Committee also urge the Department to help the States with the latest technology available for the speedy completion of survey/ resurvey. The Committee also recommend the Department to take urgent necessary steps to cut down the huge unspent balances under both the schemes and apprise the Committee of the steps taken in this regard.

Pradhan Mantri Krishi Sinchayee Yojana (PMKSY-WDC)

The Department of Land Resources, had been implementing an area development programme i.e. Integrated Watershed Management Programme (IWMP) w.e.f. 26.02.2009 for development of rainfed/degraded areas. Subsequent to approval of Pradhan Mantri Krishi Sinchayee Yojana (PMKSY), IWMP was subsumed as one of its components. IWMP is implemented as Watershed Development Component of PMKSY (WDC-PMKSY) w.e.f 01.07.2015. the period for completing PMKSY (Watershed Development) projects is between 4-7 years. The activities to be taken up are distributed over three phases. The Preparatory Phase (1 to 2 years), The Watershed Works Phase (2 to 3 years) and The Consolidation and Withdrawal Phase (1 to 2 years) involves consolidation and completion of various works. The committee observe that a five tier institutional setup at Ministry level, State level, District level, Project level and Village level is there for effective and professional

management of watershed projects. The Committee also note that the Steering Committee at the Ministry level which clears the project proposals of the States consists of members from the Niti Aayog, National Rain-fed Area Authority (NRAA), Ministry of Agriculture, Ministry of Environment and Forests, Ministry of Water Resources, Ministry of Drinking Water and Sanitation, Department of Rural Development, NABARD, IGNOU, technical experts from different scientific institutions such as International Crop Research Institute for Semi-Arid Tropics (ICRISAT), Central Research Institute for Dryland Agriculture (CRIDA) and National Remote Sensing Centre. (NRSC), National Institute for Agriculture Extension Management (MANAGE), voluntary organizations and State Governments. The Committee were also given to understand that as IWMP principally aims at development of rainfed portion net cultivated area and culturable wastelands it fits naturally as one component of PMKSY hence it was subsumed as one component of it despite IWMP having been started in 2009 only. The Committee also note from the information provided by the Department that Agricultural Department is the nodal Department in the States for PMKSY. The Committee also find that the funding pattern of the programme has been changed from 90:10 between Centre and States from 1.01.2015 under PMKSY(WDC) except for North Eastern Region and hilly States of Jammu & Kashmir, Himachal Pradesh and Uttarakhand where the ratio is 90:10 between Centre and State. The Committee also find that the per hectare development cost norm of Rs. 12000 is for plain areas and Rs. 15000 for hilly and Integrated Action Plan (IAP) districts. The Committee were also informed that the current emphasis

is also on convergence with relevant State and Central schemes. The Committee feel that optimum and effective utilisation of funds is the key to the success of watershed projects. The Committee while appreciating the emphasis on convergence recommend that a mechanism be put in place for effective utilisation of funds released and co-ordination between Centre and State and between Ministries involved in the programme.

Physical Progress

The Committee note that During 12th Plan, the Department had proposed to cover an area of 250 lakh ha. @50 lakh ha. per year by sanctioning of new IWMP projects. Against the 12th Plan target of 250.00 lakh ha, new IWMP projects covering an area on 148.60 lakh ha have been sanctioned as on 31.3.2015 which works out to 59.44% of the 12th Plan target. The Committee also note that due to drastic reduction in the budgetary allocation and the scheme merged as component of the Pradhan Mantri Krishi Sinchayee Yojana (Watershed Development Component) the Department is not in a position to achieve the balance target. The Committee were also informed that the budgetary allocation of Rs. 2150.47 crore made for 2017-18 was insufficient to meet the liability of ongoing IWMP projects sanctioned upto 31.03.2015. The Committee also observe that a total of 8,214 projects covering an area of 39.07 million ha in 28 States had been sanctioned under IWMP till March, 2015. Out of these projects, 305 projects (3.71%) are in the post work Consolidation Phase, 4972 (60.54%) are in the Works Phase, and 2937 (35.75%) projects are still in the Preparatory Phase.

As on 31.12.2016, against the total cost of Rs. 50739.59 Cr. for all the sanctioned projects, an amount of Rs.13,620.80 crore as Central share has been provided to the States. During the evidence it also came out that no projects have been completed under PMKSY (WDC) and also no mid-term appraisal/ assessment has been done so far to know if all was moving according to the plan. While appreciating the steps taken by the Department to check irregularities which include departmental, civil and criminal action the Committee recommend the Department to make an assessment of the sanctioned projects to see that projects are implemented properly and to have a timely intervention in execution of projects.

Digital India Land Records Modernization Programme (DILRMP)

The Committee note that The Department of Land Resources (DoLR) was administering up to 2007-08 two Centrally-sponsored schemes, viz. Computerization of Land Records (CLR) and Strengthening of Revenue Administration and Updating of Land Records (SRA & ULR). During 2008-09, aforesaid two schemes were merged into one modified scheme in the shape of National Land Records Modernization Programme (NLRMP), combining the key components of the 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. The NLRMP was approved by the Cabinet on

21st August, 2008 as a Centrally Sponsored Scheme with central assistance varying from 25% to 100% (100% for UTs, 90% for NE States and 50% for other States in survey/resurvey and modern record rooms) from 90% to 100% in NE States) for various components of the programme. Further, the scheme has been made part of Digital India bouquet as a Central Sector scheme and revamped and restructured as Digital India Land Records Modernization Programme (DILRMP) with 100% Central grant w.e.f. 1st April, 2016. The Committee also note from the information provided by the Department that integration of computerized registration with computerized / digitized land records and automated updation of land records on mutation is envisaged to be in place in 130 districts by the end of 2019 - 20 and in the remaining districts latest by the end of FY 2023 – 24. Further, the Committee also note that trained manpower is critical to the success for the programme for which 37 DILRMP Cells have been sanctioned in different States of the country also, the DoLR proposes to setup National Institute of Land Administration and Management (NILAM) to provide short term courses on the issues related to the DILRMP, land administration and land management to the senior and middle level officers of the States/UTs. The Committee were also informed that an area of 17.4 hac. of land has been allocated at Neemrana, district Alwar by Govt. of Rajasthan on lease basis. The registration of the land has been made in favour of DoLR and Rs. 5 crore has been allocated in the budget for construction of the Institute. When asked about the functional status of the sanctioned cells and the actual requirement of it for the entire country the DoLR has very casually replied that most of the sanctioned cells are functional and

skipped the query related to the actual requirement of it. The Committee are dismayed by the casual approach of the DoLR on this vital aspect and desire a categorical reply from the DoLR. Also, the Committee had been emphasizing speedy establishment of NILAM from its 33rd, 38th, 48th Reports (15th Lok Sabha) and also in their 2nd Report (16th Lok Sabha) the Committee reiterate their earlier recommendation about the speedy establishment of NILAM.

Vide para 1-10 and 1-41

Most Immediate

F. No. 28012/34/2016-LRD
 Government of India
 Ministry of Rural Development
 Department of Land Resources

NBO Building, Nirman Bhawan,
 New Delhi-110011

Dated the 08th December 2016

To:
 Chief Secretaries / Administrators of all States / Union Territories

Subject: Survey / re-survey under Digital India Land Records Modernization Programme (DILRMP) [Policy circular no. 1 of 2016]

Sir,

1. I am directed to refer to the above-mentioned subject and to say that essentially the following activities are currently being carried out under the Digital India Land Records Modernisation Programme (DILRMP):

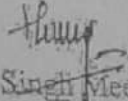
- (i) computerisation of record of rights
- (ii) digitization of cadastral maps
- (iii) integration of record of rights (textual) and cadastral maps (spatial)
- (iv) survey / re-survey
- (v) modern record rooms
- (vi) data centres at tehsil, sub-division and district level
- (vii) state data centre
- (viii) connectivity between revenue offices
- (ix) computerisation of registration
- (x) connectivity between sub-registrar offices and tehsils and
- (xi) integration of registration and land records

2. In respect of the component of survey / re-survey (para 1 (iv)) it is felt appropriate to ordinarily carry out record or survey operations from DILRMP funds only when the record of rights or field book or map are not available or are destroyed / damaged / outdated etc. and not to unnecessarily conduct surveys / re-surveys when the land records are available as per the normal.

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O/c.

3. It may be noted that the primary objective is to computerize the record of rights and digitize the cadastral maps as they exist in physical form (and to further integrate the two on the land information management system).
4. An institutionalized mechanism is also required to be put in place for the concurrent and continuous updation of computerization / digitization, so that it mirrors the physical reality at every point of time.
5. It goes without saying that as and when the record or survey operations are conducted in the normal course by the State Governments / UT Administrations, the computerization / digitization would also be accordingly updated.
6. It may further be noted that that exact one-to-one co-relation between the area recorded in the record of rights and the map is not very feasible and albeit not very necessary either; it is the settled principle that if the area differs, the area recorded in the record of rights prevails (and map-correction is duly undertaken if and as required).
7. Having regard to the above, it has been decided to ordinarily carry out record or survey / re-survey operations from DILRMP funds only in places where the record of rights or field book or map are not available or have been destroyed / damaged / outdated etc. and not to have unnecessary surveys / re-surveys.
8. For all future district project proposals under DILRMP, para 7 above will be applicable.
Where funds have earlier been sanctioned for survey / re-survey and the work has duly been initiated and is in progress, the same may be duly completed.
Where funds have earlier been sanctioned for survey / re-survey but the work has not been initiated, para 7 above will be applicable.
9. This has the approval of Competent Authority.

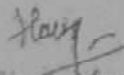

 (Hukum Singh Meena)
 Joint Secretary to Government of India
 Tel. No. 23063462

Copy to: Secretaries in-charge of Revenue Departments of all States / Union Territories

Not on original

Copy also to:

1. All Directors / Deputy Secretaries, Land Records Division, Department of Land Resources, Government of India
2. Additional Secretary & Financial Adviser, Department of Land Resources, Government of India


(Hukum Singh)



Vide para 6.2.9

भारत सरकार
ग्रामीण विकास मंत्रालय
भूमि संसाधन विभाग

Annexure II

भूमि संसाधन विभाग, 11, 5TH Floor, CGO Complex, Lodi Road, New Delhi-110003
GOVERNMENT OF INDIA
MINISTRY OF RURAL DEVELOPMENT
DEPARTMENT OF LAND RESOURCES
Block No. 11, 5TH Floor, CGO Complex, Lodi Road,
New Delhi-110003

D.O No. Z-11011/10/2016-PFC(Pt.)

Dated : 2nd February, 2017

To:

The Chief Secretaries of all States(except Goa)

Subject: Qualitative and Timely Execution of Watershed Development Projects

- Optimal Utilization of Budgetary Support
- Convergence with Central and State Schemes
- Prioritization of Projects / Project Activities.

Sir,

1. Under the Watershed Development Component (WDC) of the Pradhan Mantri Krishi Sinchayee Yojana (PMKSY) 8214 projects covering an area of 39.07 million hectare were sanctioned during 2009-10 to 2014-15. Details are given in Annexure-I. WDC-PMKSY projects aim to ensure holistic and sustainable improvements in the watershed areas, including enhancements in water and soil conservation, productivity of land (in particular of rainfed cultivated areas and culturable wastelands) and livelihood and income potentials.

2. The projects are being implemented by the State Department / Agencies as per the concerned State Government's technical, administrative and financial rules and in accordance with the Common Guidelines for Watershed Development Projects.

3. The logical and appropriate steps as necessary need to be immediately adopted as an integral part of Project Implementation to ensure that the projects are completed in a qualitative and timely manner within the normative period of 4 to 7 years. Details of projects in the (a) Preparatory phase, (b) Works phase and (c) Consolidation phase are given in Annexure-II.

Contd...2

4. On receipt of the Central share, the State share is to be released, without delay, so that the budgetary support is put to immediate productive use and the release of subsequent installments of Central share is not impeded.
5. To optimize resources, the pertinent Central and State schemes that are feasible and appropriate to be implemented in the watershed development projects and fit into the schematic design and detailed project reports of the projects may be identified and the mechanisms for converging their implementation in the watershed areas may be duly imbibed in the implementation strategy for the projects. Funding from the "Other Interventions" component of PMKSY (Per Drop More Crop) may also be explored where feasible.
6. A suitable Convergence Matrix inclusive of both Central and State schemes may be prepared for each project under implementation, latest by the end of March 2017.
7. The fund utilization against the budgetary support has to be prioritized, both in respect of projects and works / activities within individual projects.
8. The prioritization of projects for channelizing the available funds may be undertaken with the approval of the PMKSY State-level Sanctioning Committee under the Chief Secretary. The following may *inter alia* also be kept in view:
 - (a) Projects at an advanced stage of implementation, and especially the projects in the Consolidation phase of implementation, may be accorded higher priority.
 - (b) Projects sanctioned in the later years in the period 2009-10 to 2014-15 where steps have not been initiated to prepare the DPRs may be kept at a lower priority or even kept in abeyance for the present. Like-wise projects in which DPRs have not been finalized and works / activities have not been initiated in the field may be accorded lower priority. DPRs are yet to be prepared for 1774 projects, details of which are given in Annexure-III.
 - (c) Projects indicating sub-optimal outcomes may be reviewed for deciding on the appropriateness and quantum of further spendings. They may also be considered for foreclosure as per the rules and with competent approval (without compromising on the productive use and sustainability of the monies already spent).
9. The prioritization of works / activities within the individual projects may be undertaken with the approval of the State level Nodal Agency under the Secretary

in-charge of WDC-PMKSY. Though broadly desirable to take up all the works / activities included in the DPR, priority may be given to such items which have maximum utility and impact towards the targeted outcomes, especially sustainable enhancements in water and soil conservation, productivity of land and livelihood and income potentials.

10. Manpower and other resources for project implementation may be rationalized and put to optimal productive use. Wherever feasible and appropriate, the manpower and other resources at the ground level may be suitably shared between more than one project.

11. Prioritization should also result in consolidation of gains derived from funds already utilized.

12. It is requested that steps as appropriate and feasible along the above lines as well as otherwise deemed fit for qualitative and timely completion of the projects may be immediately firmed-up and suitable instructions may kindly be issued to the State Department / Agencies implementing the watershed development projects.

[Handwritten signature]

(G. Sajeewan)

Deputy Director General (Watershed Management)

Tel. No. 24360692

E-Mail : g.sajeewan@nic.in

[Handwritten initials]

Copy to: The Chairman, SLNAs of all States except Goa (as per standard list).

Copy

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2/2
(G. Sajeewan)
[Handwritten initials]



सत्यमेव जयते

41

Vide para 1.24

Annexure - II

भारत स्वतंत्र Immediate
ग्रामीण विकास मंत्रालय
भूमि संसाधन विभाग
प्रकाश, ब्लॉक नं. 11, सी.जी.ओ. कॉम्प्लेक्स, लोधी रोड, नई दिल्ली-110003
GOVERNMENT OF INDIA
MINISTRY OF RURAL DEVELOPMENT
DEPARTMENT OF LAND RESOURCES
6th Floor, Block No. 11, CGO Complex, Lodhi Road, New Delhi-110003

F. No. H-11012/8/2016/DPAP

Dated, the 20th January 2017

To

The Chief Secretaries of all States (except Goa).

**Subject: Qualitative and timely execution of watershed development projects -
Action in cases of irregularity and / or corruption or financial
malfeasance.**

Sir / Madam,

I am directed to refer to the above-mentioned subject and to say that 8214 projects covering an area of 39.07 million hectare are being implemented in the States under the Watershed Development Component (WDC) of the Pradhan Mantri Krishi Sinchayee Yojana (PMKSY). The projects are being implemented by the respective State Department / Agencies as per the concerned State Government's technical, administrative and financial rules and in accordance with the Common Guidelines for Watershed Development Projects.

2. It is necessary that these projects are completed in a qualitative and timely manner.
3. In case of receipt of any complaint etc. of irregularity and / or corruption or financial malfeasance in respect of any project, it becomes imperative to:
 - (a) inquire into the complaint in a time-bound manner and
 - (b) take the necessary action as appropriate.
4. The necessary appropriate action in case of irregularity and / or corruption or financial malfeasance coming to notice would include action in any or all of the following three domains:
 - one:* Departmental action on the errant officers / officials,
 - two:* Civil action for recovery of the government monies irregularly spent and
 - three:* Criminal action in case of criminal culpability

5. Delaying or diluting action in such cases has to be avoided.
6. It is also necessary that no such case should be treated as closed unless and until the necessary appropriate action has been duly and fully concluded in all the three domains mentioned above (as applicable and relevant).
7. It is requested that appropriate instructions on the above lines may kindly be issued to the State Department / Agencies implementing watershed development projects in your State.
8. This has the approval of the Competent Authority.

G. Sajeevan
22/01/2017

(G. Sajeevan)

Deputy Director General (Watershed Management)

Tel. No. 24360692

E-Mail: g.sajeevan@nic.in

✓ Copy to: (i) The Chairman, SLNAs of all States except Goa (as per standard list).

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20/9

1. The Department has taken up third party Monitoring, Evaluation & Learning (ME&L) of the watershed projects sanctioned during 2009-10 to 2013-14. The third party concurrent monitoring and evaluation will enhance the transparency and credibility of the programme and inculcate a learning process during the project cycle enabling adoption of corrective measures.

2. For this purpose, the States have been grouped into five regions which are as under:-

Region	States covered under the Region
East	Bihar, Chhattisgarh, Jharkhand, Odisha & West Bengal
West	Gujarat, Maharashtra & Rajasthan
North	Haryana, Himachal Pradesh, Jammu & Kashmir, Madhya Pradesh, Punjab, Uttarakhand & Uttar Pradesh
South	Andhra Pradesh, Karnataka, Kerala, Tamil Nadu & Telangana
North East	Arunachal Pradesh, Assam, Manipur, Meghalaya, Mizoram, Nagaland, Sikkim & Tripura

3. Out of 5 regions, ME&L agencies have been appointed for 3 regions, the details of which are as follows:-

S.No.	Region	Agency
1.	West	Mukesh & Associates, 2/6, Ranganathar Avenue, Perumal Malai Main Road, Narasothipathy, Salem, Tamil Nadu-636004
2.	North East	Mukesh & Associates, Ranganathar Avenue, Perumal Malai Main Road, Narasothipathy, Tamil Nadu, Salem-636004
3.	North	Vimarsh Development Solutions Private Ltd, 197, 1 st Floor, Udyog Vihar, Phase - IV, Gurgaon-122016

4. These agencies have been selected through the process of open tendering. The contract with the ME&L Agencies is effective from 1.10.2015 for a period of 60 months. Selection of agencies for the remaining two regions is under progress.

Scope of Work

5. Under the ME&L assignment, the contracted agencies will conduct process monitoring of the WDC-PMKSY projects, mid-time and end of project evaluation, meta-evaluation of the reports submitted by the third party ME&L agencies appointed by the State Level Nodal Agencies (SLNA), develop capacity building modules on ME&L thematic studies on key topics related to WDC-PMKSY and prepare best practices and case studies. State wise details of WDC-PMKSY projects taken up for ME&L are as noted below:

State wise details of WDC-PMKSY projects taken up for Monitoring Evaluation & Learning (ME&L) by Department of Land Resources

As on 31.12.2016

Sl. No.	State	Number of projects proposed	Number of projects covered
Western Region			
1	Gujarat	549	143
2	Maharashtra	1064	632
3	Rajasthan	884	214
Total		2497	989
North East Region			
1	Arunachal Pradesh	140	60
2	Assam	323	131
3	Manipur	88	48
4	Meghalaya	84	48
5	Mizoram	78	44
6	Nagaland	98	58
7	Sikkim	11	8
8	Tripura	56	44
Total		878	441
North Region			
1	Haryana	75	20
2	Himachal Pradesh	146	59
3	Jammu & Kashmir	130	35
4	Madhya Pradesh	436	149
5	Punjab	59	15
6	Uttarakhand	65	27
7	Uttar Pradesh	554	197
Total		1465	502

STANDING COMMITTEE ON RURAL DEVELOPMENT (2015-2016)MINUTES OF THE EIGHTH SITTING OF THE COMMITTEE HELD ON
WEDNESDAY, THE 22 FEBRUARY, 2017

The Committee sat from 1430 hrs. to 1540 hrs. in Committee Room G-074, Parliament Library Building (PLB), New Delhi.

PRESENT

Dr. P. Venugopal - Chairperson

MEMBERS

Lok Sabha

2. Shri Kirti Azad
3. Shri Sanjay Dhotre
4. Shri Ajay Misra (Teni)
5. Shri Manshankar Ninama
6. Shri Prahlad Singh Patel
7. Shri Gokaraju Ganga Raju
8. Dr. Yashwant Singh
9. Shri Ladu Kishore Swain
10. Shri Chintaman Wanaga

Rajya Sabha

12. Shri Shamsher Singh Dullo
13. Shri Mahendra Singh Mahra
14. Shri Narayan Lal Panchariya

Secretariat

- | | | |
|-----------------------|---|---------------------|
| 1. Shri Abhijit Kumar | - | Joint Secretary |
| 2. Shri A.K. Shah | - | Director |
| 3. Smt. B. Visala | - | Additional Director |
| 4. Smt. Emma C. Barwa | - | Deputy Secretary |

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

- | | | |
|-------------------------------|---|---|
| 1. Shri Dinesh Singh | - | Secretary |
| 2. Shri Anshu Prakash | - | Additional Secretary &
Financial Adviser |
| 3. Shri Hukum Singh Meena | - | Joint Secretary |
| 4. Shri Gopal Krishna Dwivedi | - | Joint Secretary |
| 5. Shri G. Sajeewan | - | Deputy Director General |
| 6. Shri Ajay Shankar Singh | - | Chief Controller of Accounts |
| 7. Smt. Sudha Keshari | - | Economic Advisor |

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 (2017-18) 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 2017-18 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 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 (2016-2017)

MINUTES OF THE NINTH SITTING OF THE COMMITTEE HELD ON
FRIDAY, THE 17 MARCH, 2017

The Committee sat from 1030 hrs. to 1045 hrs. in Committee Room 'C', Ground Floor, Parliament House Annexe (PHA), New Delhi.

PRESENT

Dr. P. Venugopal - Chairperson

MEMBERS
LOK SABHA

- 2. Shri Sanjay Dhotre
- 3. Shri Harishchandra Deoram Chavan
- 4. Shri Vijay Kumar Hansdak
- 5. Shri Ajay Mishra (Teni)
- 6. Shri Prahlad Singh Patel
- 7. Shri Gokaraju Ganga Raju
- 8. Shri Jugal Kishore Sharma
- 9. Dr. Yashwant Singh
- 10. Shri Ladu Kishore Swain
- 11. Shri Chintaman Wanaga

RAJYA SABHA

- 12. Shri Mahendra Singh Mahra
- 13. Shri Narayan Lal Panchariya
- 14. Shri A.K. Selvaraj
- 15. Shri Shiv Pratap Shukla

SECRETARIAT

- 1. Shri Abhijit Kumar - Joint Secretary
- 2. Shri S. Chatterjee - Director
- 3. Smt. B. Visala - Additional Director
- 4. Smt. Emma C. Barwa - Deputy Secretary

2. At the outset, the Hon'ble Chairperson welcomed the Members to the sitting convened for consideration and adoption of Draft Report on Demands for Grants (2017-18) of XXX XXX XXX the Department of Land Resources (Ministry of Rural Development) XXX XXX XXX.

3. Thereafter, the Committee took up for consideration the Draft Reports and adopted the 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.

The Committee then adjourned.
