

STANDING COMMITTEE ON RURAL DEVELOPMENT

(2016-2017)

39

SIXTEENTH LOK SABHA

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

**WATERSHED DEVELOPMENT COMPONENT OF PRADHAN MANTRI KRISHI
SINCHAYEE YOJANA (WDC-PMKSY) ERSTWHILE IWMP**

THIRTY-NINTH REPORT



LOK SABHA SECRETARIAT

NEW DELHI

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SINCHAYEE YOJANA (WDC-PMKSY) ERSTWHILE IWMP**

Presented to Lok Sabha on 19.07.2017

Laid in Rajya Sabha on 19.07.2017



LOK SABHA SECRETARIAT

NEW DELHI

July, 2017/ Ashadha, 1939 (Saka)

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(i)

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

Dr. P. Venugopal -- Chairperson

**MEMBERS
Lok Sabha**

2. Shri Sisir Adhikari
3. Shri Kirti Azad
4. Shrimati Renuka Butta
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30. Shri Rewati Raman Singh
31. Shri Devender Goud T.

SECRETARIAT

- | | | |
|-----------------------|---|----------------------------|
| 1. Shri Abhijit Kumar | - | Joint Secretary |
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| 3. Smt B. Visala | - | Additional Director |
| 4. Smt. Emma C. Barwa | - | Deputy Secretary |
| 5. Shri Inam Ahmed | - | Senior Committee Assistant |

* Nominated to the Committee w.e.f. 07.07.2017 vice Shri Bishnu Charan Das

INTRODUCTION

I, the Chairperson of the Standing Committee on Rural Development (2016-2017) having been authorized by the Committee to submit the Report on their behalf, present the Report on 'Watershed Development Component of Pradhan Mantri Krishi Sinchayee Yojana (WDC-PMKSY) erstwhile IWMP'.

2. The Committee had a briefing of the representatives of the Department of Land Resources (Ministry of Rural Development) on 11 January, 2017. Thereafter, the Committee took evidence of the representatives of the Department of Land Resources (Ministry of Rural Development) at their sitting held on 30 May, 2017.

3. The Draft Report was considered and adopted by the Committee at their sitting held on 11 July, 2017.

4. 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.

5. The Committee 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;
July, 2017
Ashadha, 1939 (Saka)

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

REPORT

PART – I

NARRATION ANALYSIS

I. INTRODUCTORY

Department of Wasteland Development was created under the Ministry of Rural Development on 2nd July, 1992. The Ministry was renamed in March 1995 as the Ministry of Rural Areas and Employment with three departments namely Department of Rural Employment and Poverty Alleviation, Rural Development and Wasteland Development.

The Ministry was again renamed as the Ministry of Rural Development in 1999 with three Departments i.e. Department of Rural Development, Department of Land Resources and Department of Drinking Water and Sanitation. The Department of Drinking Water and Sanitation has been made separate Ministry w.e.f. 13 July, 2011.

At present, the Ministry of Rural Development consists of two Departments, namely, Department of Rural Development and Department of Land Resources.

Department of Land Resources (DoLR) is mandated to all land based development programmes. Out of 329 million hectare of geographical area of the country, 140 million hectares is net sown area. Of this, about 66 million hectare (47%) is irrigated and the remaining 74 million ha. (53%) is rainfed. In order to address concerns of land degradation and wastelands and enhance productivity in rainfed areas, the DoLR is implementing area development programmes on watershed-basis.

Under the aegis of the erstwhile Planning Commission, the National Rainfed Area Authority (NRAA) framed the Common Guidelines, 2008 for watershed programmes for all Ministries / Departments. The provisions in the Common Guidelines and the observations of the Parthasarthy Committee necessitated modifications in the Watershed Schemes of the DoLR. Accordingly, during 2009-10, the Schemes of Drought Prone Areas Programme (DPAP), Desert Development Programme (DDP) and Integrated Wasteland Development Programme (IWDP) of the DoLR were integrated

and consolidated into a single modified programme called the **Integrated Watershed Management Programme (IWMP)**. This programme is being implemented w.e.f. 26.02.2009 as per the Common Guidelines for Watershed Development Projects, 2008 (Revised in 2011) and a total of 8214 projects covering 39.07 million hectare with a total project cost of Rs 50,740 crore have been sanctioned in 28 States (except Goa) during 2009-10 to 2014-15. During 2015-16 & 2016-17, no new projects were sanctioned. **The programme is continued as one of the four components of Pradhan Mantri Krishi Sinchayee Yojana (PMKSY) w.e.f. 01.07.2015.** In addition, the department is also implementing World Bank Assisted Neeranchal National Watershed Management Project (Neeranchal) from 2015-16. The Neeranchal will primarily support the Watershed Development Component of PMKSY through technical assistance to improve incremental conservation outcomes and agricultural yields in a sustainable manner for farming communities in the Project States.

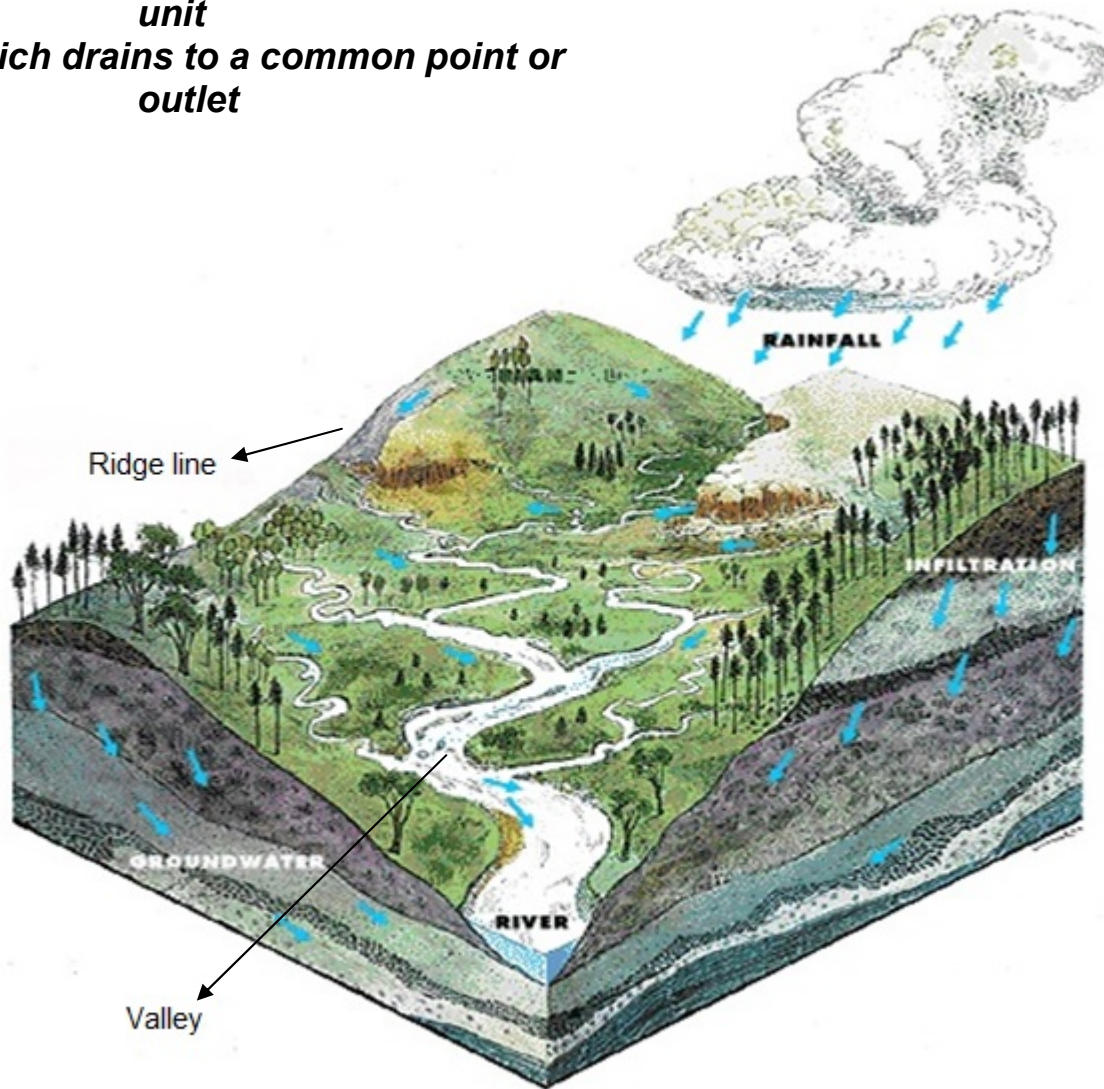
II. WATERSHED

During the course of examination, DoLR, while explaining about the technical aspects of a watershed submitted before the Committee as under:-

A Watershed is a topographically delineated area that is drained by a stream system. Watershed area includes physical and hydrological natural resources as well as human resources. Management of a watershed thus entails the rational utilization of land and water resources for optimum production but with minimum hazard to natural and human resources. Therefore, watershed management is the process of guiding and organizing land use and use of other resources in a watershed to provide desired goods and services without adversely affecting soil and water resources. Embedded in this concept is the recognition of the interrelationships among land use, soil and water and the linkages between uplands and downstream areas.

A Typical Watershed

Watershed is a Geo-Hydrological unit which drains to a common point or outlet



Watershed Development

- Ideal for rainfed areas
- Aims at Soil and Moisture Conservation
- Put land use according to land capability
- Reduce soil erosion and runoff
- Improve biomass

Watershed Classification (sq. km)

- | | |
|-------------------|------------|
| • Basin | 50,000 |
| • Catchment | 5,000 |
| • Watershed | 500 |
| • Sub watershed | 50 |
| • Micro Watershed | 5 (AISLUS) |

III. WATERSHED DEVELOPMENT COMPONENT OF PRADHAN MANTRI KRISHI SINCHAYEE YOJANA (WDC-PMKSY) ERSTWHILE IWMP

Pradhan Mantri Krishi Sinchayee Yojana (PMKSY) has been launched in 2015-16 by amalgamating ongoing Schemes of three Ministries viz. Accelerated Irrigation Benefit Programmed (AIBP) and PMKSY (WR) of the Ministry of Water Resources, River Development & Ganga Rejuvenation (MoWR, RD & GR); IWMP of the Ministry of Rural Development, DoLR and the Minor Irrigation component of On Farm Water Management (OFWM) of National Mission on Sustainable Agriculture (NMSA) of the Ministry of Agriculture & Farmers Welfare, Department of Agriculture, Cooperation and Farmers Welfare (DAC & FW). Total allocation for PMKSY during 2016-17 is Rs. 5767 crore (BE), out of which Rs 1550 crore (BE) has been allocated for Watershed Development Component including Rs.55 crore for Neeranchal.

The IWMP, one of the flagship programmes of the Government of India had been under implementation since 2009-10 in all the States except Goa. From 2015-16, the IWMP is now amalgamated as Watershed Development Component of Pradhan Mantri Krishi Sinchayee Yojana (WDC-PMKSY).

A. OBJECTIVES OF WDC-PMKSY

The primary objectives of Watershed Development Programme are harnessing, conserving and developing degraded natural resources such as soil, vegetative cover and ground water table; prevention of soil run-off; rain water harvesting and recharging of ground water table; increasing the productivity of crops; introduction of multi-cropping and diverse agro-based activities; promoting sustainable livelihoods and increasing the household incomes; etc.

Watershed Development principally aims for development of rainfed portions of net cultivated area and culturable wastelands. The major activities undertaken under the programme inter alia include preparation of Detailed Project Reports (DPRs), community mobilisation, institution and capacity building, entry point activities, ridge area treatment, drainage line treatment, soil and moisture conservation, rain water

harvesting, nursery raising, afforestation, horticulture, pasture development, livelihood activities for the asset-less persons and production system & micro enterprises for small and marginal farmers.

B. IMPLEMENTATION OF THE SCHEME

Institutional set up for implementation of WDC-PMKSY (erstwhile IWMP)

- a) **Ministry Level:** DoLR 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, Department of Agriculture, Cooperation and Farmers Welfare, Ministry of Environment, Forests and Climate Change, Ministry of Water Resources, River Development and Ganga Rejuvenation, Ministry of Drinking Water and Sanitation, Ministry of Science and Technology, Ministry of Skill Development and Entrepreneurship, Department of Rural Development, Department of Animal Husbandry, Dairying & Fisheries, Department of Agricultural Research & Education, Central Ground Water Board, National Bank for Agriculture and Rural Development, Indira Gandhi National Open University, technical experts from different scientific institutions such as International Crop Research Institute for Semi-Arid Tropics, Central Research Institute for Dryland Agriculture, National Remote Sensing Centre, National Institute for Agriculture Extension Management, Voluntary Organizations and State Governments.
- b) **State Level:** A State Level Nodal Agency (SLNA) has been constituted with professional support. The SLNA is the dedicated institution for the implementation of the programme in the State.
- c) **District Level:** Watershed Cell-cum Data Centre (WCDC) is the District level institution to supervise and coordinate projects implementation in the District. WCDC is set up in District Rural Development Agency / Zilla Parishad / District Level Implementing Agency / Department in all programme districts as per the convenience of the State Governments.

- d) **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.
- e) **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 Self Help Group (SHGs) and User Groups (UGs), SC / STs, women and landless. One member from WDT is also represented in WC.

Responding to the query raised during the course of evidence regarding the compliance of earlier suggestions given by the Committee, Secretary, DoLR stated as under:-

"जब पिछली बार माननीय समिति ने हमको निर्देश दिए थे, तो हमने उन निर्देशों के अनुपालन में डीपीआर के गुणवत्ता के साथ अच्छी प्रोफेशनल एजेंसीज से बनवाने और उसको पब्लिक डोमेन में रखने का आदेश जारी कर दिया था। हमने प्रोजेक्ट्स को ससमय एवं गुणवत्ता के साथ पूर्ण करने का आदेश चीफ सेक्रेटरी को जारी कर दिया था और उनको कहा गया था की आप बजट का अधिकाधिक ऑप्टिमल उपयोग कीजिये, सेंट्रल एवं स्टेट स्कीम के साथ कन्वर्जेंस कीजिए और प्रोजेक्ट तथा प्रोजेक्ट एक्टिविटीज को भी प्रिऑरिटीज कीजिए। अगर कहीं पर कोई अनियमितता आए, विशेष रूप से वित्तीय अनियमितता आए, तो आप उस प्रकरण को, जैसा उपयुक्त हो, आप तीनों एरियाज में कार्रवाई करें। डिपार्टमेंटल एक्शन, और जो दोषी स्टाफ है, आप उनके ऊपर सिविल एक्शन लीजिए। सिविल एक्शन, जो सरकारी पैसा गलत तरीके से यूज हो गया हो, उसको विद इंटेरेस्ट वापस लीजिए। और अगर क्रिमिनल कल्पिबिलिटी बनती है, तो क्रिमिनल एक्शन लीजिए।"

C. ROLE OF STATES IN THE SCHEME

Asked to elaborate the role being played by the States vis-a-vis the implementation of the Scheme, the DoLR in its written replies have stated that:-

"WDC-PMKSY projects are being implemented by the respective SLNAs in accordance with the Common Guidelines for Watershed Development Projects. Common Guidelines for Watershed Development Projects-2008 (Revised Edition - 2011) envisage a dedicated SLNAs (Department / Mission / Society/ Authority) to be constituted by the State Government for the implementation of Watershed projects with the Development Commissioner / Additional Chief Secretary / Agricultural Production Commissioner/ Principal Secretary of the concerned department or their equivalent nominated by the State Government as the

Chairperson of the State Level Nodal Agency (SLNA). The SLNA has a full-time Chief Executive Officer who may be a serving Government officer on deputation or appointed on a contract. The main functions of SLNAs *inter alia* include the following:

- Prepare a perspective and strategic plan of watershed development for the State on the basis of plans prepared at the block and district level and indicate implementation strategy and expected outputs/outcomes, financial outlays and approach the Nodal Agency at the central level in the Department for appraisal and clearance.
- Sanction watershed projects for the State on the basis of approved State Perspective and Strategic Plan as per procedure in vogue and oversee all watershed projects in the State within the parameters set out in the Guidelines.
- Provide technical support to Watershed Cell cum Data Centre (WCDC) throughout the State.
- Approve a list of independent institutions for capacity building of various stakeholders within the State and work out the overall capacity building strategy in consultation with NRAA/Nodal Ministry.
- Approve Project Implementing Agencies identified/selected by WCDC / District Level Committee by adopting appropriate objective selection criteria and transparent systems.
- Establish monitoring, evaluation and learning systems at various levels (Internal and external/ independent systems).
- Ensure regular and quality online monitoring of watershed projects in the State in association with Nodal Agency at the central level and securing feedback by developing partnerships with independent and capable agencies.
- Constitute a panel of Independent Institutional Evaluators for all watershed projects within the state, get this panel duly approved by the concerned Nodal Agencies at the central level and ensure that quality evaluations take place on a regular basis.
- Prepare State Specific Process Guidelines, Technology Manuals etc in coordination with the Nodal Ministry/ NRAA and operationalize the same."

Further, Secretary, DoLR during evidence stated as under regarding the role of the States:-

"सर, वाटर शेड प्रोजेक्ट्स में केन्द्र और स्टेट अंश होते हैं, वह शेयरिंग पैटर्न पर इम्प्लीमेंट होते हैं। इम्प्लीमेंटेशन स्टेट गवर्नमेंट द्वारा किया जाते हैं।"

(i) Detailed Project Report (DPR) Preparation

The scrutinisation of the documents submitted before the Committee by the DoLR brought to fore the important aspect of DPR preparation in the success of the Projects under this Scheme. On enquiring further, the Committee was apprised by the DoLR in its written reply as below:-

"WDC-PMKSY 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.

As per the Common Guidelines for Watershed Development Projects - 2008 (Revised in 2011) the DPR is to be prepared by the Watershed Development Team (WDT) for integrated development of the watershed area with active participation of the Watershed Committee (WC). The WC comprises of at least 10 members. Half of the members are to be representatives of SHGs and User Groups, SC/ST community, women and landless persons in the village. For the preparation of the DPR, Participatory Rural Appraisal (PRA) exercise is conducted.

It is imperative that the planning for the integrated development of the watershed areas by the Project Implementing Agencies & Watershed Development Teams is professionally undertaken and the Detailed Project Reports (DPRs) are holistically and aptly prepared. As such, the role of the agency engaged for the purpose of preparation of DPRs is very important. The Chief Secretaries of all States (except Goa) have been requested on 24.01.2017 to issue instructions to the State Department / Agencies implementing watershed development in the State to ensure that (i) the selection of the agencies for preparation of the DPRs is done in accordance with the laid down procedures and rules and without any irregularity etc., (ii) the agencies having the essential qualification and capabilities for preparing DPRs of the requisite standards and quality alone are selected, (iii) funds for preparation of the DPRs are utilized in a cost-effective manner, (iv) the DPRs are made available in the public domain in an appropriate way, and (v) that there has to be general awareness about the works envisaged to be undertaken, their implementation and completion."

Elaborating further upon the role being played by the States in the preparation of DPRs, the Secretary, DoLR during the course of evidence submitted as under:-

"हरेक प्रोजेक्ट के लिए डीपीआर स्टेट द्वारा चयनित आर्गेनाइजेशन बनाती है। हरेक प्रोजेक्ट की अपनी डीपीआर बनती है और उसके लिए स्टेट द्वारा अपनी एजेंसी सेलेक्ट की जाती है। जितने भी प्रोजेक्ट्स होते हैं, उनकी प्रोजेक्ट स्पेसिफिक रिक्वायरमेंट्स के अनुसार DPRs बनती हैं। यह स्टेट के दायरे का काम है और स्टेट के एडमिनिस्ट्रेटिव, टेक्नीकल एवं फाइनेंसियल रूल्स व्

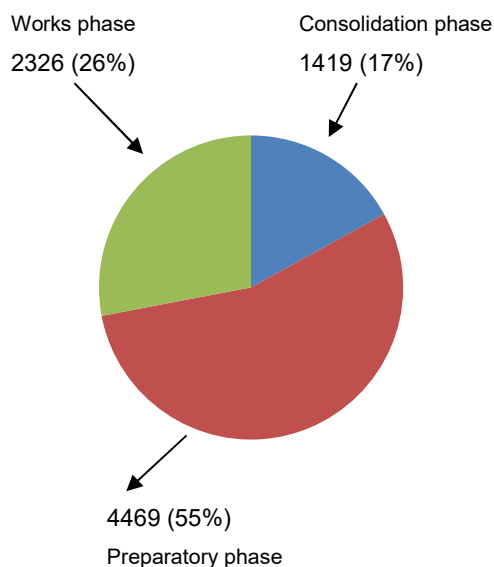
डब्लूडी-सीपीएमकेडिआई की गाइडलाइन्स के तहत इसकी इम्प्लीमेंटेशन स्टेट गवर्नमेंट की एजेंसी, स्टेट गवर्नमेंट के रूल्स के साथ करती है। उसको सेलेक्ट करने का जो उनका काम है, उसमें हमने उनको एडवाइस किया है कि क्वालीटेटिव एजेंसीज सेलेक्ट करें और इन डीपीआरस को पब्लिक डोमेन में रख दें, ताकि लोगों को भी जानकारी मिल सके।"

D. PHYSICAL PERFORMANCE OF THE SCHEME

During the course of examination, DoLR have stated that :-

"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 Watershed Development Component of the Pradhan Mantri Krishi Sinchayee Yojana (WDC-PMKSY). These 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."

Progress as on 30.04.2017



Asked about the state-wise details of the projects under WDC-PMKSY, the DoLR has furnished the data as under:-

Details of Projects Sanctioned under Watershed Development Component of the Pradhan Mantri Krishi Sinchayee Yojana

S. No.	State	2009-10		2010-11		2011-12		2012-13		2013-14		2014-15		Total	
		No. of projects	Project cost (Rs. in crore)	No. of projects	Project cost (Rs. in crore)	No. of projects	Project cost (Rs. in crore)	No. of projects	Project cost (Rs. in crore)	No. of projects	Project cost (Rs. in crore)	No. of projects	Project cost (Rs. in crore)	No. of projects	Project cost (Rs. in crore)
1	Andhra Pradesh	62	130.42	97	502.06	102	528.68	56	303.81	56	322.66	59	302.37	432	2290.00
2	Bihar	0	0.00	0	0.00	40	230.15	24	177.21	26	199.73	33	234.44	123	841.53
3	Chhattisgarh	41	253.54	71	357.76	69	358.61	27	159.09	29	218.76	26	170.11	263	1517.87
4	Gujarat	151	930.11	141	917.77	138	921.85	59	468.68	60	417.04	61	426.74	610	4022.19
5	Haryana	0	0.00	0	0.00	47	215.44	13	74.24	15	76.44	13	71.13	88	437.25
6	Himachal Pradesh	36	165.74	44	356.47	30	222.86	21	150.08	15	105.91	17	118.89	163	1259.94
7	Jammu & Kashmir	0	0.00	0	0.00	41	269.18	43	283.85	46	251.14	29	175.56	159	979.73
8	Jharkhand	20	141.39	22	116.44	45	247.33	10	228.95	27	208.55	27	200.04	171	1142.70
9	Karnataka	119	612.68	127	705.13	116	714.06	68	425.29	63	419.29	78	428.06	571	3324.45
10	Kerala	0	0.00	26	203.97	15	166.86	20	137.18	10	69.26	12	72.27	83	589.54
11	Madhya Pradesh	116	835.21	99	657.32	111	783.30	37	252.63	73	513.23	81	556.42	517	3568.11
12	Maharashtra	241	1255.08	179	2023.16	215	1194.80	120	682.64	116	665.21	122	696.80	1186	6517.49
13	Odisha	64	403.17	62	419.88	68	455.97	39	316.39	38	299.25	38	296.84	310	2191.50
14	Punjab	7	42.36	13	63.95	14	80.06	12	55.78	14	80.07	8	54.79	67	377.61
15	Rajasthan	165	1294.83	213	1746.48	229	1819.99	145	1051.58	155	995.11	141	986.62	1025	7892.61
16	Tamil Nadu	50	312.07	62	373.19	56	325.31	32	205.84	39	255.16	41	191.62	270	1643.19
17	Telangana	48	237.71	74	390.98	71	367.86	46	210.89	41	174.38	56	260.45	330	1742.27
18	Uttar Pradesh	66	419.98	183	1076.46	174	951.58	61	381.62	67	399.69	58	384.37	612	3583.70
19	Uttarakhand	0	0.00	39	295.78	18	142.48	8	54.62	0	0.00	0	0.00	65	492.88
20	West Bengal	6	0.00	0	0.00	77	423.18	42	246.63	44	226.35	7	0.00	163	896.16
N.E. States															
21	Assam	13	102.38	72	136.50	41	186.60	28	109.50	26	91.50	16	75.00	156	701.48
22	Assam	57	274.30	86	444.02	83	454.71	54	265.50	45	249.25	47	258.33	372	1946.11
23	Manipur	0	0.00	27	192.12	33	353.48	15	103.74	13	93.04	14	90.75	102	735.13
24	Meghalaya	18	45.00	29	78.00	14	56.25	12	58.31	11	53.61	12	60.82	96	351.99
25	Mizoram	10	93.65	16	98.82	17	108.14	15	88.72	14	86.67	11	84.87	89	560.87
26	Nagaland	22	158.59	19	124.62	20	129.09	17	103.50	20	119.40	13	79.80	111	714.91
27	Sikkim	0	21.75	3	21.05	3	21.30	2	10.42	0	0.00	0	23.55	15	98.07
28	Tripura	10	45.42	10	45.04	11	45.18	17	65.41	8	53.32	0	66.02	65	320.31
Total		1324	8105.38	1865	11346.97	1898	11616.81	1066	6612.12	1051	6721.91	1010	6336.39	8214	50739.58

Responding to the query of the Committee regarding the current status of the Projects, DoLR has furnished the following details:-

Distribution of Projects by Phase of Implementation					
Sl. No.	State	No. of Projects Sanctioned	Preparatory Phase	Works Phase	Consolidation Phase
1	Andhra Pradesh	432	59	313	60
2	Bihar	123	59	64	0
3	Chhattisgarh	263	82	181	0
4	Gujarat	610	61	398	151
5	Haryana	88	28	60	0
6	Himachal Pradesh	163	32	131	0
7	Jammu & Kashmir	159	34	125	0
8	Jharkhand	171	54	97	20
9	Karnataka	571	141	311	119#
10	Kerala	83	42	41	0
11	Madhya Pradesh	517	166	227	124
12	Maharashtra	1186	177	636	373
13	Odisha	310	76	169	65
14	Punjab	67	34	33	0
15	Rajasthan	1025	381	419	225
16	Tamil Nadu	270	31	189	50
17	Telangana	330	93	222	15
18	Uttar Pradesh	612	363	163	86
19	Uttarakhand	65	3	62	0
20	West Bengal	163	86	77	0
North Eastern States					
21	Arunachal Pradesh	156	42	101	13
22	Assam	372	146	226	0
23	Manipur	102	27	75	0
24	Meghalaya	96	35	14	47
25	Mizoram	89	40	33	16
26	Nagaland	111	13	57	41
27	Sikkim	15	12	3	0
28	Tripura	65	9	42	14#
Total		8214	2326	4469	1419

79 projects (Karnataka 69 projects & Tripura 10 projects) are reported by SLNAs as completed.

Note: as on 30.04.2017

Elaborating upon the state of progress of the projects under WDC-PMKSY and the approach to be adopted henceforth, DoLR has further submitted that :-

"The principal emphasis is on qualitative and timely execution of the watershed development projects with

one: optimal utilization 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. Further in pursuance of arrangements for qualitative and timely / early completion of the Watershed Development Projects and with due emphasis on getting the projects completed in a qualitative and time bound manner, at the earliest possible and exceptional exceptions excepted, positively within the upper limit of 7 years within the relevant administrative, financial and technical rules and completion of each and every component as approved in the Detailed Project Report (DPR) and expenditure as envisaged in para 67 of the Guidelines by resorting to optimum use of available budgetary support and other resources from 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 with emphasis on convergence and prioritization of projects / project activities, the Chairman, State Level Nodal Agencies (SLNAs) for implementation of WDC-PMKSY of all States (except Goa), have been requested on 11.04.2017 to make necessary arrangements for qualitative and timely / early completion of the watershed development projects; Strengthening of Monitoring Mechanism, Reporting Status on Completed Projects."

E. FINANCIAL RESOURCES/PERFORMANCE OF THE SCHEME

A total of 8214 projects covering 39.07 Million ha. with a total project cost of Rs. 50,740 crore have been sanctioned in 28 States (except Goa) during 2009-10 to 2014-15. During 2015-16 and 2016-17, no new projects were sanctioned.

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.

(i) FINANCIAL PROGRESS

A total outlay of Rs. 1,500 crore was approved for WDC-PMKSY during the financial year 2015-16. However, due to receipt of additional amount of funds through re-appropriation from other heads, a total of Rs. 1,508.82 Crore (Rs 1,487.83 for Project Funds and Rs 20.99 crore for Institution Support) was released to the States as central share. However, as against the CCEA approval of Rs. 1,950 crore, an amount of Rs. 1,495.00 crore has been provided in the budget for FY 2016-17 for WDC-PMKSY. As on 31.12.2016, an amount of Rs. 1104.72 crore has been released to the States as Central Share including for institutional support.

The Expenditure Component of the projects vis-a-vis institutional support share alongwith the details of the Central Funds released during 2009-2010 to 2016-2017 are illustrated through the tables produced below:-

Annexure xxx
Institutional Support under Watershed Development Component of Pradhan Mantri Krishi
Sinchayee Yojana (Erstwhile Integrated Watershed Management Programme)

Funds released during 2009-10 to 2016-17

(Rs. in crores)

S.N.	State	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15	2015-16	2016-17#	Total
1	Andhra Pradesh	3.44				2.99		1.15		7.58
2	Bihar		0.74		0.86		1.33			2.93
3	Chhattisgarh	2.63			2.39	1.13	3.43	1.06		10.64
4	Goa#								0.56	0.56
5	Gujarat	3.87		3.2	1.85	2.77				11.69
6	Haryana		0.85			1.76				2.61
7	Himachal Pradesh	2.2		0.47	0.08	2.28	1.54		3.39	9.96
8	Jammu and Kashmir	2.29				1.76				4.05
9	Jharkhand	2.18		2.62		2.23	0.56	2.93		10.52
10	Karnataka	3.87			3.3		1.95			9.12
11	Kerala	0.76				1.56		0.8		3.12
12	Madhya Pradesh	4.41				6.58		0.95		11.94
13	Maharashtra	4.62		4.71	4.15					13.48
14	Odisha	3.14			3.28		3.61	2.86		12.89
15	Punjab	1.04		0.54	0.74	1.15		1.39		4.86
16	Rajasthan	4.52			1.22	0.72	0.78			7.24
17	Tamil Nadu	3.66		0.76	1.3	2.47				8.19
18	Telangana							0.98		0.98
19	Uttar Pradesh	5.27	1.61			6.43	5.96	1.18		20.45
20	Uttarakhand	1.68			0.51	1.36	1.09	0.99		5.63
21	West Bengal			2.15		0.2	1.54	0.74		4.63
	North Eastern States									
21	Arunachal Pradesh	1.54			0.49					2.03
22	Assam	3.71				1.52		1.7		6.93
23	Manipur		0.9	1.47	0.31			0.67		3.35
24	Meghalaya	1.31			0.49	0.41	0.52	1.04		3.77
25	Mizoram	1.3			0.33	0.87	1.15			3.65
26	Nagaland	1.65	1.3	1.26	1.75	1.49	1.72	2.04		11.21
27	Sikkim	1.14			0.62					1.76
28	Tripura	1.14			1.24		0.87	0.51		3.76
	Total	61.37	5.4	17.18	24.91	39.68	26.05	20.99	3.95	199.53

As on 31-12-2016

Status of Projects under Watershed Development Component of Pradhan Mantri Krishi Sinchayee Yojana (Integrated Watershed Management Programme)
Details of no. of projects, area (m.ha), sanctioned and central funds (Rs. in crore) released from 2009-10 to 2016-17

S. No	State	2009-10			2010-11			2011-12			2012-13			2013-14			2014-15			2015-16	2016-17\$	Total		
		No. of projects	Area	Funds released	No. of projects	Area	Funds released	No. of projects	Area	Funds released	No. of projects	Area	Funds released	No. of projects	Area	Funds released	No. of projects	Area	Funds released	Funds released	Funds released	No. of projects	Area	Funds released \$
1	Andhra Pradesh	62	0.3	13.02	97	0.4	64.3	102	0.4	93.0	56	0.2	76.5	56	0.2	107.7	59	0.2	163.3	86.73	83.09	432	1.8	687.55
2	Bihar							40	0.2	3.0	24	0.1	12.2	26	0.1	15.4	33	0.2	21.5	5.00	19.19	123	0.6	76.26
3	Chhattisgarh	41	0.2	13.69	71	0.3	50.4	69	0.3	62.4	27	0.1	0.0	29	0.2	26.0	26	0.1	10.0	20.00	34.96	263	1.2	217.40
4	Goa#																							
5	Gujarat	151	0.7	50.23	141	0.7	161.7	138	0.7	160.7	59	0.3	329.2	60	0.3	60.0	61	0.3	72.3	100.00	57.48	610	3.1	991.73
6	Haryana							47	0.2	11.6	13	0.1	5.2	15	0.1	14.2	13	0.1	27.0	6.91	12.82	88	0.4	77.76
7	Himachal Pradesh	36	0.2	16.51	44	0.2	57.8	30	0.1	48.9	21	0.1	8.0	15	0.1	46.1	17	0.1		20.00	35.40	163	0.8	232.71
8	Jammu & Kashmir							41	0.2	0.0	43	0.2	38.3	46	0.2	0.0	29	0.1	51.4		15.35	159	0.7	105.05
9	Jharkhand	20	0.1	7.64	22	0.1	24.1	45	0.2	15.7	30	0.2	48.2	27	0.1	29.4	27	0.1		20.00		171	0.9	145.01
10	Karnataka	119	0.5	81	127	0.5	71.0	116	0.5	127.4	68	0.3	334.6	63	0.3	586.1	78	0.3	125.4	125.00	69.70	571	2.6	1520.16
11	Kerala				26	0.1	11.0	15	0.1	10.8	20	0.1	4.8	10	0.1	0.0	12	0.1	15.2	20.00	11.37	83	0.4	73.16
12	Madhya Pradesh	116	0.7	43.48	99	0.5	113.3	111	0.6	108.6	37	0.2	128.3	73	0.4	135.6	81	0.5	304.0	150.00	89.27	517	2.9	1072.45
13	Maharashtra	243	1.0	67.77	370	1.6	208.1	215	0.9	378.7	120	0.5	501.6	116	0.5	180.4	122	0.5	197.9	250.00	186.95	1186	5.1	1971.41
14	Odisha	65	0.3	21.77	62	0.4	73.5	68	0.4	77.5	39	0.2	89.7	38	0.2	136.9	38	0.2	248.8	67.50	63.38	310	1.7	779.05
15	Punjab	6	0.0	2.29	13	0.1	3.5	14	0.1	8.4	12	0.0	14.9	14	0.1	15.4	8	0.0		7.95		67	0.3	52.46
16	Rajasthan	162	0.9	69.92	213	1.3	257.5	229	1.3	318.3	145	0.8	424.5	135	0.7	0.0	141	0.7	403.1	200.00	199.35	1025	5.8	1872.68
17	Tamil Nadu	50	0.3	16.17	62	0.3	60.2	56	0.3	17.6	32	0.2	227.8	39	0.2	168.6	31	0.2	124.0	75.00	37.38	270	1.4	726.62
18	Telangana	48	0.2	17.66	74	0.3	55.5	71	0.3	67.9	46	0.2	48.7	41	0.2	75.6	50	0.2	124.6	70.00		330	1.4	459.94
19	Uttar Pradesh	66	0.4	22.68	183	0.9	132.1	174	0.9	164.5	64	0.3	128.4	67	0.3	88.1	58	0.3	75.4	75.00	58.38	612	3.0	744.56
20	Uttarakhand				39	0.2	16.0	18	0.1	2.3	8	0.0	4.2			0.0		0.0	49.8	25.68	11.23	65	0.3	109.21
21	West Bengal							77	0.3	16.1	42	0.2	40.3	44	0.2	0.0		0.0	25.9	10.00	24.06	163	0.7	116.28
North-Eastern States																								
22	Arunachal	13	0.1	5.45	32	0.1	20.1	41	0.1	22.1	28	0.1	16.0	26	0.1	110.8	16	0.1		18.00	23.12	156	0.5	215.54
23	Assam	57	0.2	32.53	86	0.4	40.8	83	0.4	37.5	54	0.2	43.0	45	0.2	116.6	47	0.2	7.0	45.00		372	1.6	322.44
24	Manipur				27	0.1	10.4	33	0.2	15.3	15	0.1	33.8	13	0.1	30.3	14	0.1	11.1	9.00		102	0.5	109.83
25	Meghalaya	18	0.0	2.43	29	0.1	9.9	14	0.0	12.9	12	0.0	37.4	11	0.0	28.1	12	0.0	37.2	18.00	11.56	96	0.2	157.38
26	Mizoram	16	0.1	5.06	16	0.1	17.1	17	0.1	5.8	15	0.1	16.4	14	0.1	69.2	11	0.1	75.8	8.87	16.06	89	0.4	214.40
27	Nagaland	22	0.1	8.56	19	0.1	26.7	20	0.1	59.4	17	0.1	76.4	20	0.1	74.7	13	0.1	95.1	27.00	28.20	111	0.5	396.07
28	Sikkim	3	0.0	1.17	3	0.0	3.9	3	0.0	1.2	2	0.0	8.2			0.0	4	0.0		6.30		15	0.1	20.68
29	Tripura	10	0.0	2.45	10	0.0	8.2	11	0.0	18.2	17	0.0	24.0	8	0.0	47.8	9	0.0	19.0	20.89	12.47	65	0.2	153.01
	Grand Total	1324	6.3	501.5	1865	8.8	1496.8	1898	9.1	1865.9	1066	5.0	2720.5	1051	5.0	2162.8	1010	4.8	2284.6	1487.83	1100.77	8214	39.1	13620.80

No proposal received from the State, \$ As on 31.12.2016, Note: No New Projects sanctioned during 2015-16/2016-17

(ii) FUTURE PLAN VIS-A-VIS BUDGET ALLOCATION

No sanctioning of new projects will be taken up. For the WDC- PMKSY, it is targeted to bring an area of 11.5 lakh hectares under irrigation coverage during 2015-20 out of the already sanctioned projects which are at various stages of implementation. An area of 2.46 lakh hectare has already been brought under irrigation upto 31st March 2016.

The additional area estimated to be brought under irrigation, if funds are provided as indicated in the approved Cabinet Note of PMKSY, during the next four years, is as follows:

Financial Year	Amount required for the sanctioned projects (Rs. in Cr.)	Amount allocated in the Cabinet Note of PMKSY (Rs. in Cr.)	Additional area estimated to be brought under irrigation (lakh ha.)
2016-17	7482.02	1950*	1.65
2017-18	5749.69	2540	2.15
2018-19	4685.06	3300	2.79
2019-20	3193.37	4300	3.64
Total	21110.14	12090	10.23

*BE Rs. 1495 crore

As an amount of Rs 1495.00 crore only (including technical support funds) has been provided in the budget proposal for FY 2016-17 for PMKSY-WDC as against the total allocation of Rs. 1950 crore. With this fund availability, the additional area to be brought under irrigation during 2016-17 is estimated as 1.18 lakh ha.

(iii) SHORTFALL OF FUNDS

Fund requirement for completion of 8214 sanctioned IWMP projects covering an area of 39.07 m.ha. is as below:

Year	Amount Required (Rs in Cr.)	Amount Allocated in the Cabinet Note of PMKSY (Rs. in Cr.)	Shortfall in Budget (Rs. In Crore)
2016-17	7,482.02	1,950*	5,532.02
2017-18	5,749.69	2,540	3,209.69
2018-19	4,685.06	3,300	1,385.06
2019-20	3,193.37	4,300	- 1,106.63
Total	21,110.14	12,090	9,020.14

* An amount of Rs 1495.00 crore only (including technical support funds) has been provided in the budget proposal for FY 2016-17 for PMKSY-WDC as against the total allocation of Rs. 1950 crore.

Considering the shortfall in funds and the financial constraints evidenced during the course of examination, the Committee queried about the strategy of DoLR in meeting the challenges, the DoLR in its written replies have stated that:-

"Budget Estimate (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).

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.

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 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. INSPECTION/MONITORING OF THE SCHEME

The Department of Land Resources undertakes Monitoring and Evaluation of the Projects. A comprehensive system of Monitoring and Evaluation has been evolved. The salient features as outlined by the DoLR are as under:

- (i) At the Central level, a Steering Committee under the chairmanship of Secretary, DoLR has been constituted for administering WDC-PMKSY with members from various line departments of the Central Government, NITI Aayog, technical experts from different scientific institutions, experts in the field of watershed management, voluntary organizations and State Governments.
- (ii) The Guidelines of the programme provide for an in-built monitoring mechanism so as to ensure that the objectives of the schemes are achieved by their implementation.

- (iii) Dedicated institutions with professional support at State, District and Project levels have been set up.
- (iii) At the State level, the SLNA, a dedicated institution with professional support, for implementation of the programme has been set up in 29 States. The SLNA constantly monitors and evaluates the programme and is responsible for the implementation of the programme.
- (iv) The fund flow for implementation of Projects is being routed through State Governments to the SLNA
- (v) The Department monitors the progress of works under Watershed Projects through the Quarterly Review Meetings, Management Information System (MIS), progress reports, utilization certificates and Audited Statement of Accounts etc.
- (vi) Regional Review Meetings with State Government officers are held under the Chairpersonship of Secretary (LR) to review the performance of programme being implemented by the States in a selected State. The review includes a field visit where the other invited States also participate.
- (vii) Officers, dealing with the implementation of the programmes at State Headquarters & district visit project areas to ensure that the programme is being implemented satisfactorily
- (viii) 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.
- (ix) A system of Third party concurrent M&E has been put in place in the Department as well as the States.
- (x) Bhuvan Geo-Portal Srishti encompassing the information on the natural resources and mobile application 'Drishti' have been developed for better programme implementation and monitoring.

- (xi) For evaluation of Watershed Projects by the independent evaluating agencies, specific financial provision of 1% of project fund has been provided in the Guidelines.

While assessing the ground reality vis-a-vis the stated Inspection/Monitoring Mechanism put in place, the Committee was desirous to ascertain the functionality of the check and balance modes and enquired further with the Department. In its written reply, the DoLR have submitted 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 22.05.2017, about 5.96 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 E. In addition States also undertakes third party evaluation of the watershed projects.

Public Financial Management System (PFMS) is being used wherever possible and around 40,917 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.

Chief Secretaries of all States (except Goa) have been requested on 02.02.2017 (copy enclosed - Annexure B) to emphasize upon qualitative and timely / early execution of the watershed development projects, with optimal utilization of available budgetary support, convergence with relevant Central and State schemes and prioritization of projects / project activities.

In pursuance of directions issued on 02.02.2017 to Chief Secretaries of States, the Chairman, State Level Nodal Agencies for implementation of WDC-PMKSY of all States (except Goa), have been requested on 11.04.2017 to make necessary arrangements for qualitative and timely / early completion of the Watershed Development Projects; Strengthening of Monitoring Mechanism, Reporting Status on Completed projects (copy enclosed - Annexure C). The same was reviewed in the Conference of the CEOs of SLNA of all States held on 12-13 May, 2017. In response SLNAs are reporting progress to DoLR".

V. CHALLENGES BEING FACED BY THE SCHEME

During the course of examination, DoLR has stated about the challenges being faced by the Scheme as under:-

"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."

Asked by the Committee as to how does the DoLR plans to tackle the challenges, it has been stated by the DoLR as under:-

"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".

The Committee during the course of evidence enquired about the delay in the completion of projects. In this connection, Secretary, DoLR stated as under:-

"the projects have to be completed in maximum seven years, the normative period is four to seven years. The projects which were sanctioned in year one have completed seven years by 31st March, 2017. So, some projects are already delayed. Therefore, in my opening submissions and also in the presentation, we have humbly and respectfully submitted that we are trying to complete them as soon as possible. We also have budgetary constraints. The budgetary support is not commensurate with the total funds required for completion of the projects. We do not foresee that our budget will be increased radically. So, we are doing the best under the obtaining situation. We are trying to use the resources of other schemes. Earlier, we were only concentrating on the Central Government Schemes but we have now also added the State Government Schemes and we are trying to use their resources. We are pushing the States to complete the projects as soon as possible. The feedback has started coming. But we cannot give a categorical unequivocal timeframe to the Hon'ble Committee under the obtaining situation".

Feeling constrained at the high number of projects with unprepared DPRs as yet, the Committee sought an explanation during the course of Evidence. The Secretary, DoLR clarified as stated below:-

"There are definitely projects which have been sanctioned and in which DPRs have not been framed till now. But these are projects which were sanctioned in the later years. In so far as working within the available resources and making optimal utilization of funds and of convergence and also prioritization are concerned, we have not interfered in the domain of the States but we have suggested to them that projects sanctioned in the later years where steps have not been taken to prepare DPRs may be kept at low priority. You may keep them at low priority; if you feel you want to keep them in abeyance and complete the projects where the work is going on, you are free to do so. Projects in which DPRs have not been finalized or those in which any work or activity has not been initiated, may be given low priority when we give you funds in bulk. Prioritization of different works within a State is done by the State Government. When we issued these instructions about a few months back, there were 1774 projects in which DPRs were not formed or any expenditure was not made or work not started. If the Chief Secretary of the State feels that he may keep them on hold and use the available resources to finish the projects

which are in progress, he is free to do that. We are not interfering in their wisdom. Let the Chief Secretary and the Minister in-charge of the State decide that."

VI. IMPETUS TO THE SCHEME BY THE CENTRE

The initiatives taken by the Department of Land Resources (DoLR) to strengthen the implementation of Watershed Development Component of Pradhan Mantri Krishi Sinchayee Yojana (WDC- PMKSY) are as below:

A. NEERANCHAL PROJECT

(i) OBJECTIVE

Raising a query regarding the start of a new project, the Committee was eager to know about the goal envisaged to be achieved through the new project. The DoLR in its written replies have submitted that:-

"Neeranchal National Watershed Management Project (Neeranchal), sanctioned in 2015-16, is meant to provide support to WDC-PMKSY through technical assistance to improve incremental conservation outcomes and agricultural yields for communities in selected sites, and adoption of more effective processes and technologies in participating States. Neeranchal Project is being implemented in 18 selected districts in 9 States, namely Andhra Pradesh, Chhattisgarh, Gujarat, Jharkhand, Madhya Pradesh, Maharashtra, Odisha, Rajasthan and Telangana."

(ii) SCOPE

The project will also strengthen key National and State institutions that currently implement WDCCPMKSY including DoLR at the National level, State Level Nodal Agencies (SLNAs) at the State level and field level 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 approaches for technology transfer to communities and farmers.

(iii) IMPLEMENTATION OF NEERANCHAL PROJECT

The Committee during the course of examination enquired about the mechanism of implementation envisioned by the DoLR in the context of the Neeranchal Project.

DoLR in its written reply have submitted as under:-

"The project will be implemented on pilot basis and will contribute to enhanced watershed management activities in two districts in each participating State, covering 400 sub-watersheds, each of about 5,000 ha and reaching approximately 4,82,000 farmer households and 2.0 million people. The project would initially focus on 80 sub-watersheds with intensive technical assistance. After this first phase, the project would then help scale up best practices into WDC-PMKSY operations in an additional 320 sub-watersheds in the 9 States, within the two selected districts per State."

(iv) INVOLVEMENT OF AGENCIES

Elaborating further upon the functioning of the Project, DoLR have stated that :-

"Neeranchal envisages providing technical assistance for the watershed programme through specialized agencies and experts both at National and State level, which will be hired or partnered by the implementing agencies at DoLR and the 9 States.

National Institute of Hydrology (NIH) has been engaged in the Neeranchal project as an Implementing Partner (IP) through a formal Memorandum of Understanding signed on 10.11.2016 for providing a Decision Support System for Hydrology (DSS-Hydrology) and developing the capacity of ground level staff."

The Committee during the course of evidence felt that increased utilisation of Government agencies could augur well for the progress of the projects. Stressing upon the fact, the Committee was desirous to know the point of view of the DoLR. Secretary, DoLR responded as below:-

"अभी माननीय मंत्री जी से मार्गदर्शन लेकर अनुमोदन लेना है की हम एनीहाउ सिलेक्टेड मीडियोकर प्राइवेट एजेंसियों से काम नहीं कराना चाहते हैं बल्कि सरकार की स्पेशलाइज्ड एजेंसी जो इस क्षेत्र में एक्सपर्ट हो से काम कराना चाहते हैं। हमारे देश में काफी सरकारी एक्सपर्ट एजेंसियां हैं। इसके दो फायदे हैं, एक है की मीडियोकर टाइप की प्राइवेट एजेंसियां नहीं आएंगी, दूसरा फायदा है की इस प्रोजेक्ट का दीर्घकालीन उद्देश्य है की हमें जो टेक्निकल असिस्टेंस इस समय मिल, उस इनफार्मेशन और नॉलेज को आगे के लिए हाउस करके यूज करते चलें जाएं। अगर हम मीडियोकर सिलेक्टेड प्राइवेट एजेंसी से कार्य करवाते हैं, जब कॉन्ट्रैक्ट पीरियड खत्म हो जायेगा तब वह एजेंसी चले जाएगी। हम एक सरकारी संस्था जो आईसीएआर के अंडर हो या मिनिस्ट्री ऑफ़ फारेस्ट एन्वायर्नमेंट क्लाइमेट चेंज के नीचे हो, जिसने इस क्षेत्र में महारत हासिल की हो, उसे यूज करते हैं तो उससे फायदा यह होगा की सरकारी संस्था होने के नाते छुट्टी वाले दिन भी काम करवा

सकते हैं, रात दिन भी करवा सकते हैं, अगर कोई गलत काम होता है तो वह ज्यादा एकाउन्टेबल होगी, उस पर एक्शन लिया जा सकता है। इसमें सबसे महत्वपूर्ण यह है की हम सारी इनफार्मेशन और नॉलेज हाउस कर देंगे ताकि जो लोग बाद में पीएचडी या पोस्ट ग्रेजुएशन करेंगे, रिसर्च करेंगे, उन्हें बेनिफिट मिलेगा और स्टेट भी इसे ड्रा कर सकेंगी। मैं उस समय देश से बहार था। हमारे अधिकारियों ने इसे वर्ल्ड बैंक को बता दिया था, उनको पार्श्वली समझ में आ गया था, अब मैं आ गया हूँ, मैं उनको DEA के माध्यम से चिट्ठी लिखकर एक्सप्लेन करने का प्रयास करूँगा।"

(v) **PROGRESS SO FAR**

On being asked about the headway made by the Neeranchal project so far, DoLR have submitted as under:-

"Department has released Rs. 50.00 lakh to each of the Neeranchal implementing 9 States during the financial year 2015-16 to carry out the preparatory activities under the project. The allocation made for the implementation of Neeranchal during 2016-17 is Rs 55 crore (BE/RE). Out of this, an amount of Rs. 21.95 crore has been released as on 31.03.2017.

In order that Neeranchal does not function in isolation of WDC-PMKSY and for (a) synergy, (b) coordination, (c) information flow the officials working in the Watershed Management Division have been deployed for implementing Neeranchal Project ".

Responding to the query regarding the ground reality of the Neeranchal Project so far, Secretary, DoLR, during the course of evidence stated that:-

"महोदय, मैं नीरांचल के बारे में कुछ और कहना चाहता हूँ। यह वर्ल्ड बैंक का फंडिड प्रोजेक्ट है। अप्रैल - मई, 2017 के महीने में वर्ल्ड बैंक के कर्मी/कंसल्टेंट्स यहाँ आए थे, उन्होंने रिव्यू किया था और हमारी परफॉरमेंस अनसैटिस्फैक्टरी रेट की थी। इसके तीन-चार कारण हैं, हमारे फंड ज्यादा रिलीज़ नहीं हुए, जो इंस्टीट्यूशन्स हमें कैपेसिटी बिल्डिंग और एक्सपर्ट्स के लिए आइडेनफाइ करने थे, उनके कान्ट्रैक्ट्स की बिडिंग मार्च, 2016 में प्रारम्भ की थी और अभी तक फाइनल नहीं कर सके थे।"

Reacting sharply to the unsatisfactory rating given to the Neeranchal Project by the World Bank, the Committee during the evidence asked about the course of action to be employed by the DoLR. Secretary DoLR replied as mentioned below:-

"इस समय जो हमारी अनसैटिस्फैक्टरी रेटिंग है, हम इसे प्रोफेशनली सही ट्रैक पर डालकर तीन-चार महीने में ठीक करने का प्रयास करेंगे।"

B. CREATION OF PORTAL/MOBILE APP

Development of Srishti portal together with the Drishti mobile app was started during February 2015 with the help of National Remote Sensing Centre (NRSC), Hyderabad for the monitoring of Watershed Projects. Srishti is a web based geo-portal on which the boundaries of Projects can be visualized together with other information including satellite images. Drishti is a mobile app in public domain for capturing photographs of activities together with geo location and time stamp. Both these tools were implemented in 10 States in the first phase and have been extended to all the States in 2016-17.

Elaborating further upon the applicability of these portals, the DoLR have submitted in its written replies as under:-

"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. As on 22.05.2017, about 5.905 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."

Explaining about the usage of these portals, during the course of evidence, the Secretary, DoLR submitted as under:-

"सृष्टि और द्रिष्टि पोर्टल बनाए हैं। अब कोई भी आदमी अपने मोबाइल में किसी भी एसेट को फोटो खींचकर इस पर अपलोड कर सकता है। वह फोटो जिओ-टैग्ड होगी, उसमें लैटिट्यूड और लांगीट्यूड के साथ ही डेट भी लिखी होगी। अभी तक इस पोर्टल पर छः लाख से ज्यादा फोटोग्राफ्स आयी हुई हैं। बाकी परियोजनाओं की तुलना में इसकी मॉनिटरिंग अच्छी है।"

C. USE OF PUBLIC FINANCE MANAGEMENT SYSTEM (PFMS)

In its endeavour to bring more transparency in financial matters, the DoLR have stated that:-

"DoLR has been implementing PFMS in WDC-PMKSY w.e.f 2015-16. Out of 28 States where WDC-PMKSY is being implemented, 26 States have adopted the PFMS platform. Andhra Pradesh and Telangana use Electronic Fund Management System (EFMS) as adopted by State Governments. Funds under the programme are released to State Government using the PFMS. State Government further releases the funds together with State share to the State Level Nodal Agencies (SLNAs). SLNAs further transfer fund to sub-district level agencies for implementation of programme using the PFMS system. About 40,917 agencies at the State, district, project and village level have been registered on PFMS. The Project Implementing Agency (PIA) and Watershed Committee also use PFMS to make payments for salary, wages and procurement of goods and services.

Training programmes were organized in the States in association with the officials of the Controller General of Accounts (CGA) for the Accountants & Technical Officers of SLNAs of all the States. Use of PFMS will help in reporting of the real time financial status and also increase visibility and accountability in the implementation of WDC-PMKSY.

Chairman of SLNAs of all States (except Goa) have been requested through letter dated 23.05.2017 (copy enclosed - Annexure F) that (a) cent per cent transfer of funds from SLNA to Watershed Cell cum Data Centre (WCDC), WCDC to Project Implementation Agency (PIA) and Watershed Committees (WC) may be ensured through PFMS and (b) payment for goods, services, labour, etc. at all levels i.e SLNA, WCDC, PIA and WC may be made through PFMS wherever feasible. They have also been requested that digital modes of transactions are proactively adopted wherever feasible, and that the public are concurrently made aware, encouraged and motivated for adopting digital transactions."

The Committee, during the course of evidence wanted to know about the results anticipated by the DoLR by utilising the PFMS mode. Secretary, DoLR stated as under:-

"पैसे के दुरुपयोग को रोकने के लिए हमारे यहाँ ज्यादातर काम इलेक्ट्रॉनिक माध्यम से होते हैं। हम स्टेट्स को इलेक्ट्रॉनिकली फंड्स ट्रांसफर करते हैं। SLNAs से भी अग्रेतर पैसा अधिकांशतः इलेक्ट्रॉनिकली ही जाता है। हम अब लास्ट स्टेज पर यह कोशिश कर रहे हैं, और इसके लिए हमने इंस्ट्रक्शंस भी इश्यू की हैं, की ज्यादा से ज्यादा डिजिटल मोड ऑफ़ पेमेंट्स प्रमोट किये जाएँ, और उनकी क्वाटर्ली रिपोर्ट्स हमें भेजना शुरू कर दें, क्योंकि यह माननीय प्रधान मंत्री जी का प्रायोरिटी एरिया है। लास्ट लेवल पर जाकर जो लास्ट व्यक्ति को पेमेंट करते हैं, वह भी डिजिटल माध्यम से

ही होना चाहिए और आपने टोटल कितनी टांजेक्शन्स की और उनमें से कितनी डिजिटल मोड से की, इसकी जानकारी भी आप हमें अपनी क्वाटर्ली रिपोर्ट में दे। इलेक्ट्रॉनिक पेमेंट होने से फाइनेंशियल मेलफीसेंस की स्थिति कम होती चली जाएगी।"

D. CONVERGENCE OF SCHEMES

During the course of examination, it came out before the Committee that for the holistic progress of the projects, convergence with other schemes was vital. Asked about the approach of the DoLR in this regard, it has been submitted by the Department as under:-

"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.

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)".

In this connection, Secretary, DoLR during the course of evidence stated about his communication to the States as under:-

"कन्वर्जेन्स के ऊपर हम काम कर रहे हैं, जिसमे हम राज्यों की योजनाओ को भी जोड़ रहे है। एक तो कन्वर्जेन्स मैट्रिक्स बना दें, जिसे फ़ास्ट कर सकते हैं। इसके बारे में हमने उनको कह दिया है कि आप एक कन्वर्जेन्स मैट्रिक्स बना लें।"

E. MONITORING AND EVALUATION OF THE PROJECTS

Department of Land Resources has taken a new initiative for Concurrent Monitoring and Evaluation of the IWMP projects. In this regard many of the States have already selected the independent Evaluation Agencies. The Department has also appointed three agencies for third party Monitoring and Evaluation of the Watershed Development Component of PMKSY for the North, West and North East regions. The process of selection of agencies for the South and East regions is under process.

F. SKILL DEVELOPMENT

One of the major objectives of the WDC-PMKSY is the development of livelihood skills among the populace within the ambit of projects. Enquiring about the approach being adopted by the DoLR, it was clarified in its written reply by the Department that:-

"WDC-PMKSY projects are being implemented by the respective SLNAs in accordance with the Common Guidelines for Watershed Development Projects. These Guidelines inter alia provide for the distribution of budget for specific watershed projects for the various components which includes allocation of 9% and 10% of the budget for livelihood activities for the asset less persons and production system and micro enterprises respectively.

Livelihood activities taken up by constituting Self Help Groups (SHGs), vary from project to project and inter alia include goat rearing, poultry, dairy, vegetable production, fishery, bamboo art, small grocery shop, tailoring, vermi-compost, nursery raising, making of pickle, papad, paper / leaf plates, soft toys, artificial jewelry etc.

As per the latest information available from the States, 3,48,119 SHGs have been formed under WDC - PMKSY since inception and 9,12,963 households have been covered with livelihood support activities."

VII. COMPLETION STATUS

When enquired about the completion of ongoing projects and any mechanism put in place for official closure of the projects after its completion, the DoLR in its reply have stated that:-

"Administrative reports of 79 projects completion (Karnataka 69 projects & Tripura 10 projects) have been received from State Level Nodal Agencies (SLNAs). Formal completion and closure protocol is to be finalized. The completion of remaining Batch I projects (2009 - 2010 sanctions) and Batch II projects (2010 - 2011 sanctions) are being focused."

Secretary, DoLR further elaborated upon the closure protocol during the course of evidence as under:-

"हम एक फॉर्मल कम्प्लीशन एंड क्लोजर प्रोटोकॉल को इनटू ऑपरेशन में डालेंगे। हमने इसको बना लिया था। हमने इसको निति आयोग को भेजा था और उन्होंने मिनिस्ट्री ऑफ़ वाटर रिसोर्सेस को रेफर करवाया। उन्होंने भी अपना कुछ इनपुट्स दिया है। हमने उनको इनकोर्पोरेट कर लिया है। अब हम फिर से उसको

निति आयोग को भेजेंगे। इस विभाग, मिनिस्ट्री ऑफ़ वाटर रिसोर्सेस और निति आयोग की कलेक्टिव विजडम से हम अगले एक पक्ष यानी पंद्रह दिन में इसको फाइनल करके इनटू प्लेस डालने का प्रयास करेंगे।

इस कम्पलीशन और प्रोजेक्ट प्रोटोकॉल में मुख्यतः हमारे दो और अंश हैं, एक फिजिकल और फाइनैशियल प्रोग्रेस क जो सर्टिफिकेट एवं डॉक्युमेंट्स हमें चाहिए वह। अगर अप्रूव्ड कॉस्ट तक पैसा खर्च कर चुके हैं, फिर भी अधूरे काम हैं, तो उन अधूरे कामों को अपूर्ण नहीं छोड़ेंगे, उसे स्टेट के खर्च से पूरा करेंगे। फिर सिक्योरिटी, मेंटेनेंस और सस्टेनिबिलिटी कि यह चलता रहे, इन चीज़ों को भी सुनिश्चित करेंगे। यह कम्पलीशन एवं क्लोजर प्रोटोकॉल में देंगे। दूसरा अंश इसमें यह है की हम एक एंड लाइन इवैल्युएशन करवाएंगे, जिसका खर्च कम हो, कॉस्ट इफेक्टिव हो और फ़ास्ट हो। क्लिक, लो कॉस्ट, कॉस्ट इफेक्टिव, जिससे की हमको पता भी लग जाए कि हुआ क्या था और मोर ईपोर्टेंटली अगर कोई गलती हुई, तो उसका आगे के लिए सुधार कर लें। अगर कोई अच्छी चीज़ हुई थी, गुड प्रैक्टिस, बेस्ट प्रैक्टिस, उसको हम आगे के लिए ईबाइब कर सके और हमारे पास यह इनफार्मेशन लौस्ट ना हो जाये।"

PART II**RECOMMENDATIONS/ OBSERVATIONS****Expeditious efforts for the completion of Projects**

India is a rural based economy and agriculture forms the fulcrum of this nations' burgeoning population's ever growing food security needs. Thus, it becomes imperative that for the economy to thrive and remain healthy, agriculture productivity must be duly taken care of. It also assumes prime importance that since 53% of net sown area in our country is rainfed, so all efforts need to be taken to address concerns of irrigation and enhance productivity in rainfed areas. Therefore, watershed Development component of Pradhan Mantri Krishi Sinchayee Yojana (WDC-PMKSY erstwhile IWMP) is an essential step in the direction of achieving the larger goal of PMKSY.

The Committee note that commensurate to the observations of Parthasarthy Committee, the Schemes of Drought Prone Area Programme (DPAP), Desert Development Programme (DDP) and Integrated Wasteland Development Programme (IWDP) of the DoLR were integrated and consolidated into a single modified programme called Integrated Watershed Management Programme (IWMP) with effect from 26.02.2009 for development of rainfed/degraded areas. Accordingly, a total of 8214 projects covering 39.07 million hectare with a total project cost of Rs. 50,740 crore have been sanctioned in 28 States (except Goa) during 2009-10 to 2014-15. Subsequent to the approval of PMKSY, IWMP was subsumed as one of its components and IWMP is now implemented as WDC-PMKSY w.e.f. 01.07.2015.

The Committee further note that as per the common guidelines for Watershed Development Projects-2008 (Revised Edition -2011), the period for completing Watershed Development Projects is 4-7 years.

However, to the utter dismay of the Committee, not even a single project out of 8214 projects of WDC-PMKSY have been declared to reach an official closure till date by the DoLR. This performance is contrary to the period formulated for completion of projects as per the common guidelines for Watershed Development. The Committee, strongly believe that projects under WDC are absolutely essential for the development of rainfed agricultural areas and are constrained to observe the lackadaisical approach of the DoLR. The Committee, therefore, strongly recommends that an all out effort be made by the DoLR to expedite the completion of the ongoing projects under WDC-PMKSY and apprise the Committee of the same.

(Recommendation SI. No. 1)

Better coordination with the States for the effective progress of the Projects

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. The Committee, while examining the physical progress of the projects feel that with the change in the funding pattern of the projects from the erstwhile IWMP, the role of the states assume even more importance vis-a-vis fund released and proper fund utilisation. Moreover, the Committee also find that State Level Nodal Agencies are more or less the primary coordinating and supervisory body over the ground level activities pertaining to the projects. The poor performance, in terms of completion of projects so far, could have been,

perhaps, averted by better coordination and synergistic approach with the state government agencies and other stakeholders.

Therefore, the Committee desires that for actual transformation at the ground level, an all encompassing approach be adopted by the DoLR by devising means of bringing all the SLNAs/Stakeholders on the same platform, vision-wise, and create a better coordinating unit for the completion of projects within the stipulated time frame.

(Recommendation Sl. No. 2)

Fixing Accountability for the reasons of inordinate delay in the projects

The Committee are of the opinion that even flagship programmes of the Government of India could perhaps remain a 'Non Starter' due to the dearth of administrative acumen, effective will power and lack of visionary approach at the level of implementing agencies. WDC is a very important 'Cog in the wheels' of PMKSY and for a noble scheme such as PMKSY to run smoothly, all its components need to be performing well. The Committee unanimously feel that such abysmal performance reflected by WDC-PMKSY could not have been possible, had all the stakeholders performed their functions to the optimum. Therefore, the Committee strongly recommend that due accountability be fixed at each/any level to bring out the erring /non-performing agencies/officials to the fore and appropriate punitive measures needs to be taken to bring more efficiency in execution of the projects. The Committee also feel that persons in the domain knowledge should be posted in the key positions to strengthen the technical know-how required for successful completion of the projects.

(Recommendation Sl. No. 3)

Preparation of Detailed Project Report (DPR) through credible agencies

During the course of examination of the subject, the Committee acquainted itself of a startling fact that more often than not, the major obstacle in the delay/non starting of the projects was due to the lack of quality in the preparation of DPR which failed to take into its ambit all the issues and nitty-gritties of the geographical location, its challenges and ways for the successful completion of the project efficiently.

The Committee felt that a strong reason for such an occurrence is due to the involvement of agencies lacking skill and acumen needed for such level of projects in the preparation of DPRs. DPRs, being the foundation upon which the entire project stands, need to be astutely prepared with far-sightedness accounting for the challenges and ways to overcome those within the deadline of completion.

The Committee, thus, urge DoLR to ensure that credible agencies, preferably, Government agencies which have substantial amount of expertise in the specific field be involved in the preparation of DPRs so that a strong blueprint is prepared before embarking on a project of such magnitude.

(Recommendation Sl. No. 4)

Involvement of local population in the preparation of DPR & placing them in Public Domain.

The deliberations before the Committee brought to the notice a common grouse of the locals living in the vicinity of the projects regarding their non-inclusion in the ongoing projects and their non-awareness about the approach/measures being taken by the implementing agencies at the ground-

level. The Committee seriously take into cognisance of such occurrences and feel that since the projects are aimed at the welfare of the population residing in those areas, so they are an important stakeholder in the project and as such they are required to be involved in the project pragmatically and more actively.

The Committee, therefore impress upon the DoLR to ensure corrective measures so that the local knowledge is utilised at its maximum in the preparation of a qualitative DPR and the DPRs are placed in public domain to maintain transparency and accountability in a judicious earnest.

(Recommendation Sl. No. 5)

Unprepared DPRs

The Committee are concerned to learn that even though no projects have been sanctioned from 2015-16 onwards, still there are significantly large number of 1774 projects having unprepared DPR till date. The DoLR is bereft of any rationale behind such callousness in the functioning and it is beyond the comprehension of the Committee as to how the Department is supposed to ensure timely completion of projects when the most basic requirement of any project, DPR preparation, is yet incomplete.

In this wake, the Committee strongly criticising the approach of DoLR, recommend that DoLR tighten its grip over all the stakeholders and spruce up its methodologies so that the unprepared DPRs are expeditiously prepared and work on the projects get started without any further delay. Progress in this regard may be apprised to the Committee.

(Recommendation Serial No. 6)

Development of Convergence Matrix

DoLR enlightened the Committee regarding the implementation of the programme in convergence with other ongoing schemes of the Centre/State so that wider pool of resources could be crafted for effective and optimal budgetary utilization. Some States like Tamil Nadu, Andhra Pradesh, Telangana & Bihar have shown good progress in convergence. However, the Committee note that all the participating States have not yet created an institutional arrangement at the field level for effective convergence, thus, defeating the purpose set out to achieve by mooted this idea.

Therefore, the Committee recommend that DoLR should impress upon other State Governments to follow the example set by the States going for convergence for producing effective results in the projects under WDC-PMKSY.

(Recommendation Serial No. 7)

Imparting livelihood skills in the areas of the projects

Among the major activities to be taken up under the WDC-PMKSY are diverse agro-based activities, promoting sustainable livelihoods and increasing the household incomes, nursery raising, horticulture, pasture development, livelihood activities for the asset-less persons and production system and micro enterprises for small and marginal farmers.

Despite proclaiming such livelihood activities to be a collateral outcome of the projects under WDC-PMKSY, the Committee are constrained to note that not much positive outcome is noticed in this regard. There is absence of such activities linked with skill development of rural youths on ground zero and

unawareness about imparting of such skills among the rural populace of the project areas.

In view of the foregoing, the Committee desire that 'Kaushal Vikas Centres' be opened in the areas of the project in tune with the objectives of WDC-PMKSY so that livelihood skills associated with the projects are imparted to the rural households for a better outcome of the project.

(Recommendation Serial No. 8)

Robust mechanism of third party evaluation

It has been informed by the DoLR to the Committee that a new initiative for concurrent monitoring and evaluation of the projects has been initiated and the Department has also appointed three agencies for third party monitoring and evaluation for North, West & North East regions.

The Committee while taking into consideration the initiatives of the DoLR feel that for projects under WDC-PMKSY which have pan-India presence, such mechanism should have been placed long time before and by now the results of their evaluation would have provided a much better insight into the functional/ground zero aspects of the ongoing projects.

However, the Committee at this stage urges the DoLR to hasten the process of selection of agencies for the South and East regions as well along-with ensuring that the agencies chosen for the third party monitoring and evaluation are credible with proven track records.

(Recommendation Serial No. 9)

Utilization of Government Institutions for capacity building

The Committee note that 5% of the funds under WDC-PMKSY have been ear-marked for institutions and capacity building. The Committee strongly feel that institutions and capacity building will go in a long way in ensuring the sustainable growth of the projects under WDC-PMKSY. Not only will it help in the maintenance and upkeep of the completed projects but would also enable to create a repository of knowledge/skills required to create such assets. Thus, it becomes imperative that resources of knowledge in the capacity building be utilized from such institutions which have high caliber authentic expertise and great academic credentials.

Therefore, the Committee recommends that Government Institutions of higher learning and educations be involved for utilizing their expertise and knowledge in the technical aspects of projects undertaken under WDC-PMKSY.

(Recommendation Serial No. 10)

Improving the performance of Neeranchal Project

The Government has signed a World Bank aided technical assistance project named the Neeranchal National Watershed Project (NNWP) to 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.

While acquainting itself of the new initiatives taken by the Government, the Committee came to know that the World Bank Officials while analyzing the status of the Neeranchal project gave a 'unsatisfactory' rating to the

projects' performance. The Committee is worried at this development. The Committee feel that this occurrence aptly sums up the performance of the WDC-PMKSY project as well as Neeranchal which is supposed to aid and augment the technical side of the projects under WDC-PMKSY. The Committee strongly urges DoLR to uplift its performance on all accounts and ensure all corrective measures in full swing for a better performance of the Neeranchal Project.

(Recommendation Serial No. 11)

Identifying the cases of corruption/ malfeasance

The Committee while taking into cognizance the performance of various projects under WDC-PMKSY failed to note any issue of corruption/malfeasance brought to the fore.

The Committee feel that the inspection/monitoring agencies system which acts has a very important role in the success of any Scheme needs to be re-looked and re-structured in the wake of non-reporting of any cases of corruption/malfeasance in a project gone awry in terms of target envisaged and results achieved so far. The Committee, therefore, strongly presses upon the DoLR to review its inspection/monitoring system and identify the cases of corruption/malfeasance for necessary corrective measures thus thwarting the obstacles in the path of projects' completion and success.

(Recommendation Serial No. 12)

Reviewing the need for Budgetary Allocation

During the examination of the subject, one of the major obstacles pertaining to the non-completion of the projects under WDC-PMKSY that kept on creeping before the Committee was the matter of 'shortage of funds'.

The Committee feel that for the proper functioning and implementation of projects, budget allocation commensurate to the requirements need to be sanctioned. In wake of the foregoing, the Committee urges upon the DoLR to review its budgetary allocation in regard to the WDC-PMKSY in context of the non-completion of projects due to shortfall of funds and take up the matter in due earnest with the Ministry of Finance at the RE Stage itself in the first instance.

(Recommendation Serial No. 13)

NEW DELHI;
11 July, 2017
20 Ashadha, 1939 (Saka)

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

STANDING COMMITTEE ON RURAL DEVELOPMENT (2016-2017)**MINUTES OF THE FOURTH SITTING OF THE COMMITTEE HELD
ON WEDNESDAY, THE 11 JANUARY, 2017**

The Committee sat from 1130 hrs. to 1300 hrs. in Committee Room 'E',
Basement, Parliament House Annexe (PHA), New Delhi

PRESENT

Dr. P. Venugopal - *Chairperson*

MEMBERS**LOK SABHA**

2. Shri Sisir Adhikari
3. Smt. Butta Renuka
4. Shri Sanjay Dhotre
5. Smt. Mausam Noor
6. Shri Jugal Kishore Sharma
7. Dr. Yashwant Singh
8. Shri Ladu Kishore Swain
9. Shri Chintaman Wanaga

RAJYA SABHA

10. Shri Shamsheer Singh Dullo
11. Shri Mahendra Singh Mahra
12. Shri Narayan Lal Panchariya
13. Shri A. K. Selvaraj
14. 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 |

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

- | | | | |
|----|-------------------------|---|---|
| 1. | Shri Dinesh Singh | - | Secretary |
| 2. | Shri Anshu Prakash | - | Additional Secretary &
Financial Adviser |
| 3. | Smt. G Sajeevan | - | DDG |
| 4. | Shri Prabhat Tyagi | - | DIGF (WM) |
| 5. | Shri Amit Kumar | - | Director (WM) |
| 6. | Shri Pankaj Kumar Tyagi | - | Director (NRM/RFS) Department of
Agriculture |
| 7. | Shri G. K. Dwevedi | - | Joint Secretary (A&C) |

2. At the outset, the Chairperson welcomed the Members of the Committee convened to have briefing by the representatives of the Department of Land Resources (Ministry of Rural Development) on the subject 'Watershed Development Component of Pradhan Mantri Krishi Sinchayee Yojana (WDC - PMKSY erstwhile IWMP)'.

[Witnesses were then called in]

3. After welcoming the witnesses, the Chairperson read out Direction 55(1) regarding confidentiality of the proceedings. After permission from the Chairperson, the representatives of the Department of Land Resources made a power point presentation *inter-alia* covering salient features, activities under the watershed projects, physical progress as on 31.12.2016, financial progress from 2014-15 to 2016-17, World Bank assisted 'Neeranchal' which will provide technical support to WDC-PMKSY in which there are nine participating States viz. Andhra Pradesh, Chhattisgarh, Gujarat, Jharkhand, Madhya Pradesh, Maharashtra, Odisha, Rajasthan and Telangana. The representatives also informed that the Department is not sanctioning new projects and their focus is on qualitative and timely completion of existing ongoing projects.

4. The members sought clarifications on various issues pertaining to area of the projects, project cost, funding pattern, role of centre in the sanctioning of projects and finalisation of DPRs, monitoring and evaluation, convergence with MGNREGA, etc. The clarifications sought were responded to by the witnesses. On those queries, on which the information was not readily available, the Department was directed to furnish written replies to the Secretariat.

[Witnesses then withdrew]

A verbatim record of the proceedings was kept.

The Committee then adjourned.

Appendix II**STANDING COMMITTEE ON RURAL DEVELOPMENT (2016-2017)****MINUTES OF THE ELEVENTH SITTING OF THE COMMITTEE HELD ON
TUESDAY, THE 30 MAY, 2017**

The Committee sat from 1100 hrs. to 1310 hrs. in Committee Room 'C', Ground Floor, Parliament House Annexe, New Delhi.

PRESENT

Dr. P. Venugopal -- *Chairperson*

MEMBERS**Lok Sabha**

2. Shri Sisir Adhikari
3. Shri Kirti Azad
4. Shri Sanjay Dhotre
5. Shri Biren Singh Engti
6. Shri Vijay Kumar Hansdak
7. Dr. Ramesh Pokhriyal "Nishank"
8. Shri Balka Suman
9. Shri Ladu Kishore Swain
10. Shri Chintaman Wanaga

Rajya Sabha

11. Shri Shamsheer Singh Dullu
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 |

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

- | | |
|-----------------------|---|
| 1. Shri Dinesh Singh | - Secretary |
| 2. Shri Anshu Prakash | - Additional Secretary &
Financial Adviser |
| 3. Shri G. Sajeevan | - DDG |
| 4. Shri Prabhat Tyagi | - DIGF |
| 5. Shri Amit Kumar | - Director |

2. At the outset, the Chairperson welcomed the Members of the Committee to the sitting convened to take evidence of the representatives of the Department of Land Resources (Ministry of Rural Development) in connection with the examination of the subject 'Watershed Development Component of Pradhan Mantri Krishi Sinchayee Yojana (PMKSY-WDC erstwhile IWMP)'.

[Witnesses were then called in]

3. After welcoming the witnesses, the Chairperson read out Direction 55(1) of the Direction by the Speaker regarding confidentiality of the proceedings. Thereafter, with the permission of the Chairperson, the representatives of the Department of Land Resources made a Power Point presentation on various issues inter-alia relating to the salient features of WDC-PMKSY, Budget and Expenditure, status of implementation, progress of projects, World Bank assisted Neeranchal National Watershed Management Project performance, etc.

4. The Members then raised queries on various issues pertaining to the non-completion of projects, better utilisation of funds, preparation of Detailed Project Report (DPR) from credible agencies, proper convergence of the ongoing programme with other Central/State programmes for optimum resource management, increased participation of Government agencies in the preparation of DPRs, lack of effective monitoring, linkage of watershed development with imparting livelihood skills to the natives, etc. were highlighted by the Members. The Secretary, DoRD responded to the queries raised by Members. The Chairperson then thanked the representatives of the Department of Land Resources for appearing before the Committee and directed the Department to furnish written replies to the Secretariat on those queries, on which the information was not readily available..

[The Witnesses then withdrew]

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

The Committee then adjourned.

STANDING COMMITTEE ON RURAL DEVELOPMENT (2016-2017)**MINUTES OF THE THIRTEENTH SITTING OF THE COMMITTEE HELD ON
TUESDAY, THE 11 JULY, 2017**

The Committee sat from 1100 hrs. to 1130 hrs. in Committee Room No. E, Basement, Parliament House Annexe, New Delhi.

Dr. P. Venugopal -- *Chairperson*

MEMBERS
Lok Sabha

2. Smt. Renuka Butta
3. Shri Sanjay Dhotre
4. Shri Vijay Kumar Hansdak
5. Shri Ajay Mishra (Teni)
6. Smt. Mausam Noor
7. Shri Prahlad Singh Patel
8. Shri Gokaraju Ganga Raju
9. Shri Jugal Kishore Sharma
10. Dr. Yashwant Singh
11. Shri Ladu Kishore Swain
12. Shri Chintaman Wanaga

Rajya Sabha

13. Shri Shamsher Singh Dullo
14. Shri Mahendra Singh Mahra
15. Shri Narayan Lal Panchariya
16. Shri Shiv Pratap Shukla

Secretariat

- | | | |
|-----------------------|---|---------------------|
| 1. Shri Abhijit Kumar | - | Joint Secretary |
| 2. Shri S. Chaterjee | - | Director |
| 3. Smt. B. Visala | - | Additional Director |

2. At the outset, the Chairperson welcomed the Members of the Committee to the sitting convened to consider and adopt two Draft Reports viz. (i) Draft Report on Watershed Development Component of 'Pradhan Mantri Krishi Sinchayee Yojana WDC-PMKSY' erstwhile IWMP pertaining to the Department of Land Resources (Ministry of Rural Development) and XXXX XXXX XXXX XXXX.

3. After discussing the above Draft Reports in detail, the Committee adopted the same without any modifications. The Committee then authorized the Chairperson to finalise the aforesaid Draft Reports and after factual verification from concerned Ministries/ Departments, present the same to the Hon'ble Speaker

4. The Committee appreciated the work done and the assistance rendered to them by the Secretariat.

The Committee then adjourned.

XXX Not related to the Draft Report.