

**STANDING COMMITTEE ON RURAL DEVELOPMENT**

**(2014-2015)**



**SIXTEENTH LOK SABHA**

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

**DEMANDS FOR GRANTS  
(2015-16)**

**SEVENTH REPORT**



**LOK SABHA SECRETARIAT  
NEW DELHI**

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**(SIXTEENTH LOK SABHA)**

**MINISTRY OF RURAL DEVELOPMENT**

**(DEPARTMENT OF LAND RESOURCES)**

**DEMANDS FOR GRANTS**

**(2015-16)**

Presented to Lok Sabha on 23.04.2015

Laid in Rajya Sabha on 23.04.2015



**LOK SABHA SECRETARIAT**

**NEW DELHI**

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

Dr. P. Venugopal -- *Chairperson*

**MEMBERS**

**LOK SABHA**

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

**RAJYA SABHA**

22. Shri Munquad Ali
23. Shri Gulam Rasool Balyawi
24. Vacant<sup>@</sup>
25. Shri Ram Narain Dudi
26. Shri Mahendra Singh Mahra
27. Shri Ranvijay Singh Judev\*\*
28. Dr. Vijaylaxmi Sadho<sup>\$</sup>
29. Shri A. K. Selvaraj
30. Shrimati Kanak Lata Singh
31. Vacant<sup>#</sup>

**SECRETARIAT**

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

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

\*\* Nominated to the Committee w.e.f. 25.09.2014 vice Shri Narayan Lal Panchariya.

@ Vacancy caused on account of resignation of Shri Srinjoy Bose from membership of Rajya Sabha w.e.f. 05.02.2015.

\$ Nominated to the Committee w.e.f. 28.11.2014 vice Shri Jairam Ramesh

# Vacancy caused due to retirement of Prof. Saif-Ud-Din Soz on 10.02.2015

## INTRODUCTION

I, the Chairperson of the Standing Committee on Rural Development (2014-2015) having been authorised by the Committee to submit the Report on their behalf, present the Seventh Report on Demands for Grants (2015-16) 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 25 March, 2015

4. The Report was considered and adopted by the Committee at their sitting held on 21 April, 2015.

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;**  
**22 April, 2015**  
**2 Vaisakha, 1937 (Saka)**

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

## ABBREVIATIONS

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

# REPORT

## PART I

### NARRATION ANALYSIS

#### I. INTRODUCTORY

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

1.2 The Department of Land Resources, Ministry of Rural Development has, therefore, accorded high priority to holistic and sustainable development of rainfed / degraded areas through Integrated Watershed Management Programme (IWMP) launched in 2009-10. The major activities undertaken under IWMP since its inception in 2009-10 *inter-alia* include preparation of Detailed Project Reports, institution and capacity building, entry point activities, ridge area treatment, drainage line treatment, soil and moisture conservation, rain water harvesting, nursery raising, afforestation, horticulture, pasture development, livelihood activities for the asset-less persons and production system and micro enterprises for small and marginal farmers.

1.3 For 2015-16, IWMP has now been converted as the Watershed Component of the Pradhan Mantri Krishi Sinchayi Yojana (PMKSY). The allocation provided for this component of PMKSY during 2015-16 is Rs. 1500 crore.

1.4 Department of Land Resources aims to build an integrated land information management system with up-to-date and real-time land records. For this purpose, the two main systems of land records i.e. management and registration are proposed to be integrated with the help of modern technology. Accordingly, the preceding two schemes



i.e. Computerization of Land Records (CLR) and Strengthening of Revenue Administration & Updating of Land Records (SRA&ULR) have been merged into a new and enhanced programme of National Land Records Modernization Programme (NLRMP) in the year 2008-09.

1.5 The primary focus of the National Land Records Modernization Programme (NLRMP) is on providing citizen services and developing a comprehensive tool based on GIS for supporting and planning developmental, regulatory, and disaster management activities. The citizen services aim to include providing computerized copies of the Records of Rights with maps, other land based certificates such as income certificates, domicile certificates etc. Property owners would get access to their land records, as the records may be placed on the website. Abolition of stamp papers and payment of stamp duty and registration fees through banks, digitized registration facilities, automatic and automated mutations, single windows services can be achieved through NLRMP. After the approval of the new programme by the Cabinet on 21.8.2008, during 2008-09 to 2014-15 Rs.1128.74 crore towards Central share has been released to 35 States/UTs and 457 districts have been covered so far.

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

## II. RESPONSIBILITIES/ FUNCTIONS OF THE DEPARTMENT

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

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

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

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

- Integrated Watershed Management Programme (IWMP)
- National Land Records Modernization Programme (NLRMP)
- Technology, Development, Extension & Training (TDET)

1.9 During 2015-16, the above functions are dealt with under following Heads:-

- Integrated Watershed Management Programme (IWMP) including professional support (As per Budget announcement for 2015-16, IWMP has been made watershed component of Pradhan Mantri Krishi Sinchayee Yojana. The modalities are yet to be worked out.)
- National Land Records Modernization Programme (NLRMP)
- National Rehabilitation and Resettlement Policy (NRRP)

### III. OVERALL ANALYSIS

1.10 Demand No. 85 which relates to the Department of Land Resources was laid in the Lok Sabha on 18 March, 2015. The Demand mainly provides funds for implementation of two Centrally sponsored schemes viz, Integrated Watershed Management Programme (IWMP) now called as Pradhan Mantri Krishi Sinchayee Yojana (Watershed Component) and National Land Records Modernization Programme (NLRMP).

1.11 Under Demand No. 85, the Department of Land Resources, has been allocated a sum of Rs. 1637.50 crore for the fiscal year 2015-16 with Plan component of Rs. 1627.77 crore and non-Plan component of Rs. 9.73 crore. The Plan outlay allocated during 2015-16 is Rs. 2123 crore or 56.59 percent lesser than that of previous year (2014-15) Plan BE. The Plan allocation of the DoLR during the year 2014-15 was Rs. 3750 crore but, at RE stage it was reduced by Rs. 1250.34 crore and stood at Rs.2499.66 crore or a cut of 33.34 percent.

#### A. Head-wise Allocation

(Rs. in Crore)

Sl. No.	Name of Scheme/ Programme	Major Head	Budget Estimates 2014-15	Revised Estimates 2014-15	Budget Estimates 2015-16
1	<b>Plan Integrated Watershed Management Programme (IWMP) now called as Pradhan Mantri Krishi Sinchayee Yojana (Watershed Component)</b>	2501	20.00	3.92	30.00
		3601	3074.00	2072.69	1350.00*
	<b>Externally Aided Project - Neeranchal</b>	2501	16.00	2.38	0.00
		3601	40.00	0.01	0.00
	<b>TOTAL (IWMP)</b>		<b>3150.00</b>	<b>2079.00</b>	<b>1380.00</b>
2.	<b>National Land Records Modernization Programme(NLRMP)</b>	2506	25.90	0.79	20.00
		3601	195.51	160.55	65.49
		3602	3.59	1.32	5.00

	<b>TOTAL (NLRMP)</b>		<b>225.00</b>	<b>162.66</b>	<b>90.49</b>
3.	<b>Lumpsum Provision for the N.E Region and Sikkim</b>				
	(a) Integrated Watershed Management Programme (IWMP) now called as Pradhan Mantri Krishi Sinchayee Yojana (Watershed Component)	2552	350.00	240.00	150.00*
	(b) National Land Records Modernization Programme (NLRMP)	2552	25.00	18.00	7.28
	<b>TOTAL : NE Region</b>		<b>375.00</b>	<b>258.00</b>	<b>157.28</b>
	<b>TOTAL PLAN : (Land Resources)</b>		<b>3750.00</b>	<b>2499.66</b>	<b>1627.77</b>
1.	<b>NON-PLAN</b> Sectt.-Economic Services	3451	9.13	8.95	9.73
	<b>GRAND TOTAL – PLAN &amp; NON PLAN</b>		<b>3759.13</b>	<b>2508.61</b>	<b>1637.50</b>

*\*Pradhan Mantri Krishi Sinchayee Yojana (Watershed Component)*

## B. Outlay and Expenditure

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

(Rs. in Crore)

Sl. No	Name of Scheme/ Programme	Budget Estimates 2012-13	Revised Estimates 2012-13	Actual Expenditure 2012-13	Budget Estimates 2013-14	Revised Estimates 2013-14	Actual Expenditure 2013-14	Budget Estimates 2014-15	Revised Estimates 2014-15	Releases as on 31.12.2014
1.	<b>PLAN</b> Integrated Watershed Management Programme (IWMP)	3050.00	2903.50	2891.40	5362.00	2273.00	2272.63	3444.00	2316.61	2116.12
2.	<b>Externally Aided Projects</b> "Neeranchal"	0.00	0.00	0.00	25.00	11.00	1.89	56.00	2.39	1.73

3.	<b>National Land records Modernization Programme (NLRMP)</b>	150.50	96.00	94.80	378.00	216.00	213.21	250.00	181.00	178.46
	<b>Total Plan</b>	<b>3200.50</b>	<b>2999.50</b>	<b>2986.20</b>	<b>5765.00</b>	<b>2500.00</b>	<b>2487.73</b>	<b>3750.00</b>	<b>2500.00</b>	<b>2296.31</b>
1	<b>Non-Plan Sectt. Economic Services</b>	7.20	7.20	7.14	7.85	8.28	8.21	9.13	8.95	7.31
	<b>Grant Total (Plan and Non-Plan)</b>	<b>3208.20</b>	<b>3007.20</b>	<b>2993.54</b>	<b>5772.85</b>	<b>2508.28</b>	<b>2495.94</b>	<b>3759.13</b>	<b>2508.95</b>	<b>2303.62</b>

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

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

(Rs. in crores)

S. No.	Name of the Scheme/programme	2013-14		2014-15		2015-16	
		RE	@% Increase (+) or decrease (-)	RE	% Increase (+) or decrease (-)	BE	% Increase (+) or decrease (-)
1	Integrated Watershed Management Programme (IWMP) now called as Pradhan Mantri Krishi Sinchayee Yojana (Watershed Component)	2284.00	(-) 21.33	2319.00	(+)1.53	1530.00	(-) 34.02
2	National Land Records Modernization Programme (NLRMP)	215.85	(+) 125.0	181.00	(-)16	97.77	(-)45
3	National Rehabilitation and Resettlement Policy	0.15				0.00	
	<b>TOTAL PLAN</b>	<b>2500.00</b>		<b>2500.00</b>		<b>1627.77</b>	

@ This is increase over R.E. of amount Rs. 96.0 cr for the previous year (2012-2013)

1.14 When asked about the reasons for the steep decline in allocation during this fiscal (2015-16) as compared to previous fiscal 2014-15, the Department in their written reply stated as under:

"While the Department had proposed Rs7126 crore to be allocated to IWMP & Neeranchal, the Ministry of Finance has allotted only Rs 1500 crore. However, the Ministry of Finance has justified it by stating that in the event of the implementation of the proposed fund sharing pattern between the Centre and States at 50:50, the Department would have Rs 3000 crores, roughly being at the same level as the previous year. Again, this is subject to the States agreeing to this new sharing pattern.

In the case of NLRMP an amount of Rs. 250.00 crores was proposed by the Department while the BE allocation of current fiscal is Rs. 97.77 crore which is a steep decline as compared to even the RE of Rs. 181.00 crore for the previous year. This has been due to the change proposed in funding pattern for implementation of the programme wherein the States are expected to make a higher contribution in some components of the programme with the Government of India and the States likely to share funding on 50:50 basis"

1.15 On being asked in what way the reduction in allocation would affect the performance of the schemes being implemented by the Department, the DoLR stated as under:

"As far as IWMP is concerned, the Department has till 2014-15 sanctioned 8,214 projects having a total project cost of Rs. 50,739.46 crore. Out of this, if we assume the 90:10 sharing ratio between Centre and States, the Central share of the project cost works out to be Rs. 45,665.51 crore. As on 28.2.2015, the Department has released central assistance amounting to Rs. 10,868.49 crore to the States. This leaves a liability of Rs. 34,797.02 crore to complete the sanctioned projects. Now, the Ministry of Finance has indicated that the current sharing pattern of IWMP (90:10) between the Centre and States will have to be reworked to be at 50:50. Through this new sharing pattern, the overall fund available to IWMP during 2015-16 would be Rs 3000 crores. However, this calculation is based upon the assumption that the States shall agree to the new sharing ratio. Already, communication has been sent to the States to consider the new sharing pattern and make adequate provisions in their respective Budgets. State Governments are yet to respond. Depending upon the response of the States, it would be possible to work out the actual funds available for the 2015-16. In any case, it will not be more than Rs 3000 crore. With the reduced allocation and considering the liability to complete ongoing projects, it would be impossible to sanction new projects. Further, with limited funds, the emphasis would be on those projects, which are already in the works and consolidation phases. As a result, the projects that have been sanctioned recently and are in the initial stages could suffer for want

of funds. Moreover, the target of sanctioning new projects in 10 million hectares during the remaining period of the Twelfth Plan will not be met.

The reduction in allocation of the central funds will affect the performance of the NLRMP programme as it will depend on the priority accorded by the State Government in the allocation of funds to NLRMP. The Department will monitor, review and coordinate the programme with the States/UTs, however with reduced ability to provide funds. In the past, the States have not accorded high priority to important components of the programme like the survey & resurvey of land, and computerisation of land records. Under NLRMP, certain components like computerization of land records are funded on a 100% basis. If those are to be funded on 50:50 basis, it will affect the performance of the States/UTs."

1.16 Asked about the plan of action to deal with the reduced fund allocation so that the targets set by the Department are achieved in time, the DoLR in their written reply stated as under:

" The Department is making efforts to convince the States to agree to the new funding pattern under IWMP. Further, the Department instead of sanctioning new projects aims to concentrate on the completion of on-going projects.

The Department has been given to understand that the subjects that are on the State list are best handled by the States. It is presumed that States will accord due priority to the National Land Records Modernisation Programme. While the reduction in the allocation of funds is likely to affect the achievement of target, the Department of Land Resources will urge upon the States to allocate their higher share of funds for the programme, take steps for better monitoring of the programme and review with the States for using the unspent balances for better performance under the programme."

1.17 Asked about the the reason for not making any allocation for 'Neeranchal' during the current fiscal year 2015-16, the DoLR in their reply stated as under:

"The Department had proposed for the allocation of Rs. 463.05 crore under the Externally Aided Projects (EAP) head for Neeranchal during 2015-16. However, the Ministry of Finance has not made any allocation for Neeranchal. It may be stated that Neeranchal is yet to be approved by Cabinet."



#### IV. Unspent Balances

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

(Rs. in crores)

S.No.	STATE	IWMP	NLRMP
1	Andhra Pradesh	13.45	54.8669
2	Arunachal Pradesh	8.37	10.6008
3	Assam	56.64	21.3756
4	Bihar	20.67	35.2588
5	Chhattisgarh	14.91	24.4057
6	Gujarat	140.55	63.39
7	Goa	0	3.9855
8	Haryana	4.26	20.86
9	Himachal Pradesh	30.92	24.3421
10	Jammu & Kashmir	52.25	9.8238
11	Jharkhand	27.29	19.2775
12	Karnataka	46.31	24.512
13	Kerala	5.13	7.1324
14	Madhya Pradesh	132.94	16.1515
15	Maharashtra	169.24	50.788
16	Manipur	8.23	1.6853
17	Meghalaya	14.12	5.4568
18	Mizoram	82.99	4.711
19	Nagaland	2.92	2.9872
20	Odisha	187.27	37.119
21	Punjab	9.43	17.4617
22	Rajasthan	164.63	80.6747
23	Sikkim	3.51	6.5504
24	Tamil Nadu	73.09	14.5666
25	Telangana	49.12	83.8521
26	Tripura	28.2	11.5154
27	Uttar Pradesh	147.22	13.1414
28	Uttarakhand	34.50	7.6217
29	West Bengal	33.17	56.70
30	A&N Islands	0	0.1876
31	Chandigarh	0	0.00
32	D&N Haveli	0	0.4149
33	Delhi	0	1.3207
34	Daman & Diu	0	0.4903

35	Lakshadweep	0	0.2975
36	Puducherry	0	3.4410
37	Misc. (NIC, LBSNAA, SURVEY OF INDIA ETC.		5.7891
	<b>Total</b>	<b>1561.33</b>	<b>742.7547</b>

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

"IWMP is a seasonal programme where most of the works are taken up between November and July. Therefore, in order to maintain continuity and ensure that the works are not stopped during the working season, some opening balance as on 1st April of every year will remain. The main reason for huge unspent balances in the previous years of the programme is due to the delay in the establishment of dedicated implementing structures at the State, District and Project levels. Besides, the Guidelines of the programme themselves provide for a project to be completed between 4-7 years with 2 years to be given for preparation of the project. This had caused unspent balances and now that the States having addressed these issues, the declining opening balance and the enhanced capacities of the States for expenditure and implementation can be observed.

In case of NLRMP, the major reasons for accumulation of unspent balances with the States are low priority accorded by the States to the programme, the lack of administrative and political will to take up various components of the programme, especially survey and resurvey, lack of trained manpower with the States to use high technology to implement components of the programme such as survey and resurvey of land, integration of spatial and textual data and the delay in process of tenders etc.

1.20 Asked about the steps being taken by the Department to utilise the unspent balances, the DoLR in their written reply submitted as under:

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

- i) Preparation of the Annual Action Plans by the States (monthwise)
- ii) Clearance of the new proposals by the Steering Committee by May each year
- iii) Letters from the Minister for Rural Development to the Chief Ministers and Secretary, DoLR to the Chief Secretaries apprising them of the slow progress in their States
- iv) Quarterly Review Meetings by Secretary
- v) Regional Review Meetings & field visits in States

- vi) Attending SLNA meetings and State field visits by Senior Officers of DoLR
- vii) A changed system of releases w.e.f. June 2012
- viii) Concurrent Third party Monitoring and Evaluation system
- ix) Better utilization of space technology
- x) Adopting the Public Financial Management System (PFMS) of the Government of India
- xi) Vigilance & Monitoring Committees with Members of Parliament and elected representatives of the people in State Legislatures and Panchayati Raj Institutions.
- xii) Video Conferencing with State to review progress

The Department is reviewing the position in respect of unspent balances with the State during the Regional Review Meetings, and have asked the Chief Secretaries of the States to regularly hold the States/UTs level Monitoring and Review Committee meetings in which the representatives from the Department may also be invited. Since most of unspent balances have accumulated for survey and resurvey component the States, functionaries are being provided training for implementing this high technology component. The Department is funding training by expert agencies like National Informatics Centre (NIC), National Remote Sensing Centre (NRSC) and Survey of India (SOI) to the officials of the State Government. The States/UTs which are under performing are invited to the Regional Review Meeting of other regions where performance is better."

1.21 On being asked if the problem of unspent balances was due to unpreparedness of the DoLR to absorb the allocated funds, the Department in their written replies stated as under:

"The IWMP programme is implemented by the States by following the Common Guidelines. The States have to put in place dedicated institutional structures at all levels. Capacity building, preparation of DPR and M&E systems are crucial to the implementation of the programme. DoLR essentially provides guidance and handholding support to the States. Further, there are agro-climatic and regional variations amongst the States and the States have to develop the watershed management practices best suited for their regions. As a 'one size fits all' approach cannot be taken under the programme, the States have been given some flexibility in implementing the programme, while not deviating from the Common Guidelines. DoLR, on its part, has a separate Watershed Management Division, which is staffed with experts. The Steering Committee for IWMP, headed by the Secretary, consists of representatives of various related Ministries, State Governments, related Institutions, NABARD, NGOs and technical experts to oversee and guide the programme.

NLRMP is being implemented by the States/UTs Governments and the Government of India provides the funding and technical support. The Department reviews the programme during Project Sanctioning & Monitoring Committee

(PS&MC), Core Technical Advisory Group (CTAG), Regional Review Meetings and Annual Action Plan Meetings. The unspent balances have been accumulated for various reasons like low priority to the programme by the States/UTs, lack of trained manpower to use advanced modern technologies to implement some components like survey/resurvey etc."

## V. SCHEME WISE ANALYSIS

### A. Integrated Watershed Management Programme (IWMP) now called as Pradhanmantri Krishi Sinchayee Yojana (Watershed component)

1.22 The Department of Land Resources had been implementing three Area Development Programmes viz. the Integrated Wastelands Development Programme (IWDP), the Drought Prone areas Programme (DPAP) and the Desert Development Programme (DDP) on watershed basis since 1995-96, based on the recommendations of a Technical Committee under the Chairmanship of Professor C.H. Hanumantha Rao, appointed in 1994. Accordingly, the Guidelines were framed and made effective from 1st April 1995. The Watershed Guidelines of 1995 were revised by the Ministry of Rural Development in 2001 and further revised with effect from 1st April 2003 and renamed as the Hariyali Guidelines. The Department set up another Technical Committee on DPAP, DDP and IWDP chaired by Shri S. Parthasarathy in 2005 to address issues in watershed programmes and recommend viable strategies and mechanisms for the effective implementation of these programmes.

1.23 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 essentially based on the Parthasarathy Committee Report. The provisions in the Common Guidelines and the observations of the Parthasarathy Committee necessitated modifications in the watershed schemes of the Department. Accordingly, DPAP, DDP and IWDP of the Department were integrated and consolidated into a single modified programme called the **Integrated Watershed Management Programme (IWMP)** w.e.f. 26.02.2009.

1.24 On being asked about the reason for converting IWMP as a component of Pradhan mantr Krishi Sinchayee Yojana (PMKSY) (Watershed component) and features of Pradhan Mantri Krishi Sinchayee Yojana (Watershed component), the Department in their written reply stated that the Pradhan Mantri Krishi Sinchayee Yojana (PMKSY) has been announced recently in the Budget Speech (2015-16) of the Finance Minister. The Nodal Department for PMKSY is the Department of Agriculture

and Cooperation, Ministry of Agriculture. However, the modalities of the PMKSY are still under preparation.

1.25 In this context, during the evidence before the Committee, the Secretary, DoLR further added:

"हमारा जो पहला प्रोग्राम इंटीग्रेटेड वॉटरशेड मैनेजमेंट है, यह भारत सरकार का एक फ्लैगशिप प्रोग्राम था। आज इसका स्वरूप यह है कि यह प्रधानमंत्री कृषि सिंचाई योजना का एक भाग है और यह योजना हम न चलाकर बल्कि कृषि विभाग चलाएगा, उसका क्या स्वरूप होगा, उसका क्या ढांचा होगा, उसके बारे में अभी कोई क्लैरिटी नहीं है।"

1.26 Expressing concern over converting the IWMP as the watershed component of Pradhan Mantri Krishi Sinchayee Yojana, the Secretary, DoLR during evidence before the Committee submitted as under:

"...प्रधान मंत्री कृषि सिंचाई योजना एक बहुत महत्वपूर्ण योजना है, जिसका हम भाग हैं। पर, मैं यह कहना चाह रही थी कि हमारा एक मल्टी-डायमेंशनल प्रोग्राम था, जिसमें मैंने यह कहा था कि प्रोडक्शन सिस्टम और सेंट्रल ग्रुप भी हैं और यदि हम केवल सिंचाई पर ध्यान केन्द्रित करेंगे तो इसमें कुछ बदलाव आ जाएगा।"

IWMP was a holistic and integrated programme. PMKSY focus could be only on irrigation, therefore, landless may be deprived of the benefits, equity in development cannot be ensured.

## **ISSUES AND CHALLENGES**

### **(i) Changed funding pattern and the adequacy of the funds**

1.27 Till 2014-15, the IWMP was being implemented on a cost sharing ratio of 90:10 between Centre and States. Now, the cost sharing ratio between Centre and States has been changed to 50:50.

1.28 On being asked to comment on the changed funding pattern of the PMKSY (watershed component), the DoLR in their written reply to the Committee state as under:

"Till 2014-15, the IWMP was being implemented on a funding pattern of 90:10 between the Centre and the States. Even though this ratio was very beneficial to the States, there was some laxity on the part of the States to implement the scheme. This is manifested by the fact that the States took time to set up

dedicated implementing structures causing unspent balances. Further, that the programme itself can stretch over 7 years can cause some dampness in the enthusiasm of both the implementers and beneficiaries. Unlike in other programmes like MGNREGS or construction of houses etc, where the visible impacts can be seen in a short time, the actual benefits and impacts of IWMP, like education, takes a much longer time to be felt. This makes it an important but low visibility programme. The fact that the Government had made it into a flagship programme underlined its importance. However, with the proposed change in the funding pattern, given the inherent nature of the programme, it is felt that the States may not give the programme the priority it deserves. Moreover, for the States, to move now at such a short notice especially when many States have already announced their Budgets, from a 90:10 sharing ratio to 50:50 would be difficult. The Department feels that had sufficient notice to both, the Department and States, been given to adopt to the new sharing ratio, both could have been better prepared."

1.29 Over the non allocation of 50 percent of the State share for IWMP according to changed funding pattern, the Secretary, during the evidence stated that IWMP may not be a top priority programme for the States as States have already announced their Budgets and allotted only 10 percent of their share for the IWMP.

**(ii) Status of achievement of Targets and completion of projects - effect of reduced allocation.**

1.30 Till 31.12.2014 a total number of 8214 projects covering an area of 39.069 lakh hectares have been sanctioned by the Department of Land Resources under Integrated Watershed Management Programme (IWMP).

1.31 For IWMP now called as Pradhan Mantri Krishi Sinchayee Yojana(PMKSY) (Watershed component), the total outlay during 12th Plan agreed to by the Niti Aayog is Rs.29,296 Crore. The year-wise breakup provided for IWMP is as under:

(Rs. in Crore)

Year	BE	RE	Released to States	Remarks
2012-13	3,050.00	2,903.50	2,893.43	
2013-14	5,387.00	2,284.00	2,274.57	
2014-15	3,500.00	2,319.00	2,141.58	Released as on 28.02.2015
2015-16	1,530.00	--	--	
Total	13,467.00	7,506.50	7,309.58	

1.32 On the issue of funds allocated during current Five Year Plan (2012-2017), amount actually spent, targets fixed for various activities *vis-à-vis* achievements alongwith the reasons for not achieving the targets under IWMP, the DoLR in a written reply submitted to the Committee, stated as under:

"During 12<sup>th</sup> Plan, the Department had proposed to cover an area of 250 lakh ha. @ 50 lakh ha. per year by sanctioning new IWMP projects. Against the 12 Plan target of 250.00 lakh ha, IWMP projects covering an area of 148.60 lakh ha have been sanctioned as on 28.02.2015 which works out to 59.44% of the 12<sup>th</sup> Plan target. The Department is not in a position to achieve the balance target due to a drastic reduction in the budgetary allocation and the scheme being merged as a component of the Pradhan Mantri Krishi Sinchayee Yojana (Watershed Component). The budgetary allocation of Rs. 1,500 crore made for 2015-16 is insufficient to meet the liability of ongoing IWMP projects sanctioned upto 28.02.2015. The funding pattern under IWMP was at 90:10 between the Central Government and the State Government. However, while allocating the budget for 2015-16 under the PradhanMantri Krishi Sinchayee Yojana (Watershed Component), it was informed by the Ministry of Finance that States will need to contribute a higher share ( i.e 50:50 or 40:60 funding pattern between the Centre & States).Therefore, the Watershed Component of the PMKSY shall now be implemented on a funding pattern of 50:50 between the Centre and States with effect from 2015-16."

1.33 Further during the evidence before the Committe, the Secretary DoLR, on number of projects sanctioned and the Central liability of funds provided the following information:

Projects sanctioned so far	50739 crore
Committed Central Share	45665 crore
Central Share released	10868 crore
Liability of Centre	34797 crore

1.34 Elaborating further, the Secretary, submitted that with the present degree of allocation, it will take minimum 12 years to fund the earlier committed projects and no new projects can be sanctioned beyond 2014-15.

1.35 On the reduced allocation which would hamper the ongoing projects, the Secretary, DoLR, informed that 8214 projects are in various stages of



implementation of which 4728 i.e. 58 percent are in works phase and these projects cannot be foreclosed as this would amount to huge wastage of funds and not realising the desired outcomes.

1.36 However, the Secretary, during the evidence, admitted that there will be slowing of implementation due to reduced allocation and regional disparity as projects would have to be prioritised for funding.

### **(iii) Monitoring Mechanism**

1.37 The IWMP now called as Pradhan Mantri Krishi Sinchayee Yojana (Watershed component) is implemented on watershed basis. The people living in watershed area are responsible for planning and implementation of the project. The following steps have been reported to be taken for effective monitoring and control over the performance of IWMP now called as Pradhan Mantri Krishi Sinchayee Yojana (Watershed component).

- (i) The Department monitors the progress of works under watershed projects through the instruments of Review Meetings, Management Information System (MIS), progress reports, utilization certificates, Audited Statement of Accounts, etc.
- (ii) At the State-level, the SLNAs have been made responsible for monitoring the State-level Watershed Programme.
- (iii) The DoLR holds Steering Committee Meetings, Regional Review Meetings & Quarterly Review Meetings under the Chairpersonship of Secretary (LR) to monitor the programme.
- (iv) Officers, dealing with the implementation of the programmes at State Headquarters & district, visit project areas to ensure that the programmes are being implemented satisfactorily.
- (v) With a view to monitor the quality in implementation of programmes of the Ministry including watershed programme, the Vigilance & Monitoring Committees are constituted with Members of Parliament and elected representatives of the people in State Legislatures and Panchayati Raj Institutions.
- (vi) A system of Third party concurrent M&E is being put in place in the Department as well as the States. As on 31.12.2014, 15 States have contracted independent agencies that would monitor the implementation of the projects which includes process and input-output monitoring.
- (vii) For evaluation of IWMP projects by the independent evaluating agencies, specific financial provision of 1% of project fund has been provided in the

- Guidelines. There is provision of evaluation of projects by the independent evaluating agencies after completion of every phase of the project i.e. Preparatory Phase, Works Phase and Consolidation & Withdrawal Phase. Only after the submission of a satisfactory evaluation report of the Preparatory Phase alongwith action taken report on recommendations of the evaluating agency, DoLR provides central assistance for the implementation of next phase of projects i.e. Works Phase.
- (viii) 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 On being asked about the adequacy of the existing monitoring mechanism, the DoLR, in their reply stated as under:

"The Department has endeavored to improve the monitoring and evaluation mechanism of the programme. In this direction, DoLR has, in collaboration with National Remote Sensing Centre (NRSC) launched the Srishti Geoportal which will provide satellite images for monitoring of IWMP activities. Further, Drishti, a downloadable mobile app has been also launched where members of the public can download the same on their Android based smart phones and upload pictures and information which will be linked to Srishti. This is an important step towards better monitoring and transparency of the programme.

The Department has also issued 'Guidelines for Benchmarking of Watershed Management Outcomes' that will assist the States in ensuring that the watershed initiatives achieve the desired results. This will also help the Department in assessing the outcomes."

Evaluation of the IWMP Projects by independent Agencies is an integral part of the Monitoring mechanism of the DoLR in order to progress from one phase to the next phase. So, far 4732 IWMP projects have been evaluated for the purpose. Out of the 4732 evaluated projects 115 projects have been rated as poor.

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

1.39 For modernization of land records system in the country an ambitious programme, namely, the National Land Records Modernization Programme (NLRMP) was launched during 2008-09. The main objective of the NLRMP is to develop a

modern, comprehensive and transparent land records management system in the country with the aim to implement the conclusive land-titling system in the country. The programme envisages survey with the help of modern technology, computerization of land records and registration, integration of textual and map data and interconnectivity among revenue offices and between revenue and registration offices. The primary focus of the programme is on providing citizen services and developing a comprehensive tool for supporting and planning developmental, regulatory, and disaster management activities in the country.

1.40 The activities being supported under the NLRMP, *inter-alia*, include computerization of the records of rights (RoRs), digitization of maps, survey/resurvey using modern technology including aerial photogrammetry, computerization of registration, training and capacity building of the concerned officials and functionaries, connectivity amongst the land records and registration offices and modern record rooms/land records management centres at tehsil/taluk/circle/block level.

1.41 The funding pattern under the programme is 100% Central funding for computerization of land records and training & capacity building, 90:10 between the Centre and the NE States and 50:50 for other States for survey/resurvey and modern record rooms and 90:10 between the Centre and the NE States and 25:75 for other States for computerization of registration. UTs are provided 100% Central assistance. However, while allocating budget of Rs. 97.77 Crores for 2015-16 under National Land Records Modernization Programme (NLRMP), it has been informed by Ministry of Finance that States will need to contribute a higher share ( i.e 50:50 or 40:60 funding pattern between the Centre & States). Therefore, the National Land Records Modernization Programme (NLRMP) shall now be implemented on a funding pattern of 50:50 between the Centre and States with effect from 2015-16.

1.42 A major focus of the programme is on citizen services, such as providing computerized copies of the Records of Rights (RoRs) with maps. Property owners would get access to their land records, as records will be placed on the websites with proper security IDs. Abolition of stamp papers and payment of stamp duty and

registration fees through banks, e-linkages to credit facilities, automatic and automated mutations and single-window service can be achieved under the programme.

1.43 Further, the programme will be of immense usefulness to the Governments – both Central and State Governments – in modernizing and bringing efficiency to the land revenue administration as well as offering a comprehensive tool for planning various land-based developmental, regulatory and disaster management activities needing location-specific information. The programme is a mini-mission project of the Government of India initiative on e-governance through digital India programme. NLRMP will also contribute in the Government of India initiative on Make in India.

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

1.45 On being asked in what ways NLRMP is different from the preceding two schemes of SRA (Strengthening of Revenue Administration & Updation of Land Records (ULR) and why the aforesaid programme merged into a single programme of NLRMP, the DoLR in their written replies stated as under:

"The activities included in the schemes of CLR and SRA&ULR were basically meant for strengthening of revenue administration, computerisation of land records to provide copies of Records of Rights on demand. The choice of activities was left to the States and UTs, most of whom chose activities that strengthen revenue administration. For example, in many years, as much as 90% of the funds released to the States/UTs under the SRA&ULR scheme were utilized for construction activities. The rationalized and enhanced NLRMP includes additional components like interconnectivity of land revenue offices, Geographic Information System (GIS) mapping, connectivity with banks and treasuries, and Registration and integration of registration and land records– the last of which is a vital link in updating the land records. It excludes assistance for construction of buildings. The new programme aims to achieve the ultimate goal of conclusive land titling.

1.46 As 457 districts have been covered under NLRMP so far, the Committee enquired about the concrete steps taken/proposed to be taken by the Department to fully utilize the funds so that target to cover all districts of the country is achieved by the end of 12<sup>th</sup> Five Year Plan. The DoLR in their written reply submitted to Committee stated as under:

"The total cost for implementation of the programme was estimated at Rs. 5656.00 crores in 2008, out of which central share was kept at Rs. 3098.00 crores to cover all the districts in the country by the end of 12<sup>th</sup> Plan. By the end of 2014-15, an amount of Rs. 1120.00 crores has been release to the States/UTs. For 2015-16, the central share for States/UTs is Rs. 77.77 crores. Presuming full release of Rs. 77.77 crores, the total release to States/UTs by the end of 2015-16 will be around Rs. 1198.00 crores, falling well short of the total envisaged central share of Rs. 3098.00 crores. The Department of Land Resources will review implementation with States to impress upon the States to fully utilize the funds available with them. During annual action plan meeting for 2015-16, the strategy for covering the remaining districts by the end of 12<sup>th</sup> Five Year Plan will be discussed. However, the target of completion of all the districts at the end of 12<sup>th</sup> Five Year Plan is likely to spill over beyond 12<sup>th</sup> Five Year Plan due to various reasons such as inadequate funding support provided to the programme and for constraints in implementation like:

- Low priority in the States to NLRMP.
- Lack of trained manpower to use modern technologies for different components including survey/resurvey and reluctance by States/UTs for its acceptance.
- Non-availability of required high speed bandwidth for connectivity of land record offices and integration of registration and land record offices.
- Lack of availability of technically capable private vendors.
- Multiple Departments involved in implementation of programme including Land Revenue Department, Survey and Settlement Department and Registration Department and lack of coordination in the State among these Departments.
- Change in sharing of funds between Centre and States to proposed 50:50 would mean the State will need to make a higher contribution to implement the activities. With the programme and the Departments implementing the programme getting low priority in the State Governments, implementation of the programme is likely to be affected.
- States are seeking assistance to implement some components like survey and resurvey. With reduced availability of funds during the current year, the Department will find it difficult to meet such requirements.
- Lack of provisions for building and construction activities for modern record room and to strengthen Revenue Administration as demanded by States.

- In many parts of NE States the original survey has not taken place and these States particularly face the complaint of technically qualified manpowers."

1.47 When asked about the success rate of the NLRMP, the DoLR in their written reply stated as under:

" Performance of the programme differ from State to State and within States. So far, computerization of Record of the Rights have been largely completed in 23 States, 17 States have stopped manual issuance of RORs, 21 States/UTs have accorded legal sanctity to computerized copy of RORs, 19 States/UTs have placed ROR data on website, 7 States have digitized their cadastral maps, 24 States have computerized their registration process, 10 States/UTs have integrated their Land Records with registration process and 12 States are issuing ROR through Kiosk/ Common Service Centre at Town/village level."

1.48 On being enquired by the Committee that in what way the changed funding pattern will affect the pace of implementation of the programme, the DoLR in their written reply stated as under:

"Due to the change in funding pattern, the pace of implementation of the programme will depend upon the priority given in allocation of funds by the States. At present the programme is having different components with different funding pattern which are as follows:

- Computerization of land records (100% funding by the Government of India).
- Survey/Re-survey and Updating of Survey & Settlement Records (including Ground Control Network and Ground Truthing) using modern technologies (90% assistance by the Government of the India in the case of NE States and 50% in the case of other States):
- Computerization of Registration (90% assistance by the Government of the India in the case of NE States and 25% in the case of other States):
- Modern Record Rooms/Land Records Management Centres at Tehsil/Taluk/Circle/Block Level (90% assistance by the Government of the India in the case of NE States and 50% in the case of other States).
- Training and capacity building (100% funding by the Government of India).

Funds have been released to different States for different components and the expenditure by the States are also at different stages. Due to the change of funding pattern, those States who have not done well in this programme or drawn less funds will suffer. States may not give priority if the funding pattern is changed to 50:50 or 40:60. Ultimately land acquisition for different purposes, ease of doing business and Digital India Programmes may also suffer"

1.49 Further during the evidence before the Committee, the Secretary, DoLR on the challenges ahead due to changed funding pattern and low allocation of funds stated as under:

"The Cabinet approved Rs. 5656 crores for the total programme, out of which Rs. 3098 crores was the Central Share. In the 12<sup>th</sup> Five Year Plan, only Rs. 1000 crores were allocated. Rs. 1130.54 crores have been released so far to the States. The target was to cover all the districts by the end of 12<sup>th</sup> plan but at the Current Year level of provision of Central Share of Rs. 77 crores per annum (or say Rs. 100.00 crores), it will take more than ten years to complete the activities."

1.50 The Secretary DoLR, during the evidence informed the Committee about the reduced allocation as under:

" इस बार हम लोगों ने वित्त मंत्रालय में कहा कि हमारी धनराशि कम क्यों हुई है तो हमें कहा गया था कि लैंड स्टेट लिस्ट का सबजैक्ट है, अगर राज्यों को महत्वपूर्ण लगता है तो वे करेंगे।

**(i) Capacity Building**

1.51 Capacity building of the staff involved in implementation of the programme is required on a large scale. Accordingly, funds are being provided to the States/UTs for creation of NLRMP Cell/Centre in their Survey/Revenue/Administration Training Institutes. So far 34 NLRMP Cells/Centres have been sanctioned in various States/UTs.

1.52 On being asked about the number of Cells/ centres the DoLR proposed to be set up in the entire country, the Department in thier written reply stated as under:

"As per the Guidelines, the States having population up to 5 crores are eligible for 1 NLRMP cell and if the State has more than 5 crores population then it is eligible for 2 NLRMP cells. However, since it is a demand driven scheme, few States have yet to ask funds for NLRMP cell."

1.53 Out of the 34 sanctioned Cells in the country, only 25 are functional. The details of which are as under:

Sl. No.	Name of the State/UT	Number of Cell	Place of NLRMP Centres/Cells
<b>I. Operational Centres/ Cells</b>			
1.	Andhra Pradesh	1	AP Academy of Land Information Management, Hyderabad
2.	Assam	1	Assam Survey and Settlement Training Centre,

			Dakhingaon, Guwahati
3.	Bihar	1	Revenue Training Institute at Bodhgaya, Bihar
4.	Gujarat	1	Deendayal Institute of Survey & Revenue Administration (DISRS) at Gandhinagar
5.	Haryana	1	Patwar Training School, Panchkula
	Haryana	1	HARSAC, Hissar
6.	Himachal Pradesh	1	Revenue Training Institute, Joginder Nagar, Mandi District
7.	Jharkhand	1	Shri Krishan Institute of Public Administration, Ranchi, Jharkhand
8.	Kerala	1	Institute of Land & Disaster Management, PTP Nagar, Thiruvananthapuram
9.	Madhya Pradesh	2	RCVP Noronha Academy of Administration & Management, Madhya Pradesh, Bhopal
			State-level Training Institute at Gwalior
10.	Maharashtra	1	Land Records Training School, Aurangabad
	Maharashtra	1	Land Records office, Mulshi, Pune
11.	Nagaland	1	Survey Training Institute, Dimapur
12.	Orissa	1	Orissa Space Application Centre (ORSAC), Bhubaneshwar
13.	Punjab	1	Patwar Training School, Jalandhar, Punjab
14.	Sikkim	1	Land Records office Deorali, Sikkim
15.	Tamil Nadu	1	Survey Training Institute, Thanjavur, Tamil Nadu
16.	Tripura	1	Regional Survey Training Institute, Agartala, Tripura
17.	West Bengal	2	Analysis Research & Training Institute (ARTI) Salboni and Land Management Training Centre (LMTC) Berhampur
18.	Lakshdweep	1	Establishment of Training Cell under Administrative Training Institute, Kavaratti
19.	Puducherry	1	Secretariat Hall, Secretariat, Puducherry
20.	LBSNAA	1	Centre for Rural Studies (CRS) LBSNAA, Mussoorie
21.	NIDEM	1	National Institute of Defence Estates Management (NIDEM)
22.	Total - I	25	
<b>II. Centres/ Cells Yet to become operational</b>			
1	Jammu & Kashmir	2	Revenue Training Institute, GoleGujral, Jammu
			Revenue Training Institute, Bemina, Srinagar
2	Rajasthan	2	Revenue Research & Training Institute (RRTI), Ajmer
			Settlement Training Institute, Jaipur
3	Uttar Pradesh	2	Raja Todarmal Survey and Land Records Training Institute, Hardoi, Uttar Pradesh
			Lekhpal Training School, Allahabad, Uttar Pradesh
4	Delhi	1	Directorate of Training, Shahdara, Delhi
5	Uttarakhand	1	Patwari Training Institute, Almora, Uttrakhand
6	Goa	1	Collectorate Building, Goa
	Total II	9	
	Total I+II	34	

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

1.54 A National Institute of Land Administration and Management (NILAM) is proposed at the Central level. It will provide short term courses on the issues related to



the NLRMP, land administration and land management to the senior and middle level officers of the States/UTs. Training of trainers of the personnel from Administrative Training Institutes and/or the Survey/Revenue/Patwari Training Schools will also be conducted by the NILAM. These personnel will provide further training in their respective Institutes to the lower level officers of the States/UTs. Diploma and Degree Courses on land administration and land management will also be conducted by the NILAM.

1.55 On being asked about the current status about setting up of NILAM, the DoLR in their written note submitted to the Committee informed that the Government of Rajasthan have allotted land measuring 17.40 hectares in Village Kalipahari, Tehsil Behror, Alwar district for the establishment of the Institute to the Department. The DoLR is now exploring the possibility of setting-up of the Institute on Public Private Partnership mode as setting up the proposed Institute may require a substantial investment as well as recurring expenditures thereafter.

**(iii) Issue of Survey/ re-survey**

1.56 Survey and resurvey is an important component of NLRMP. On being asked whether the scheme was being restructured to address the component of survey and resurvey to give fillip to pace of implementation of the programme, the DoLR in their written reply stated as under:

"The component of Survey/re-survey of land involve use of modern advanced technologies such as Total Station (TS), Global Positioning System (GPS), High Resolution Satellite Imagery (HRSI), Aerial Photography, and a combination of these technologies. The NLRMP allows taking up the survey activities with involvement of private vendors and private-public-partnership mode. Implementation of the component of survey and resurvey has been slow due to the lack of administrative and political will to take up survey and resurvey of land and lack of trained manpower with the States to use technology to implement this component. The States have proposed to enhance the rates for taking up the survey activities which the Department will finalise in consultation with its Core Technical Advisory Group (CTAG). Further, the Department has been considering to revamping the scheme. However, the reduction in allocation of funds during 2015-16 for providing assistance to the States/UTs to Rs. 77.77 crore for the NLRMP for all its components may affect implementation of survey and resurvey component."

1.57 During evidence, the Secretary, DOLR dwelling on the methods of survey and resurvey and constraints faced, stated as under:-

"अभी तीन पद्धतियां हैं, जिनका हमने जिक्र किया। एक ग्राउंड मैथड है, एक एरियल सर्वे है, एरियल सर्वे में दिक्कत आती है, सिक्योरिटी की। बिहार ने कहा कि हम एरियल सर्वे करेंगे, उसके बाद डिफेंस मिनिस्ट्री ने कहा कि हम अभी नहीं करने देंगे, क्योंकि, आपके पास इण्टरनेशनल बोर्डर है। उड़ीसा भी करना चाहता है, क्योंकि, वह थोड़ा आसान पड़ता है। फिजीकल ग्राउंड वाला सर्वे करने के लिए कोई तैयार नहीं है। सैटेलाइट इमेजरी के लिए तैयार है तो मैंने कहा था कि एक टैक्नीकल मैनपावर की इस एरिया में कमी है। वह समस्या हम मैनपावर की बोल रहे हैं।..... आज ई.टी.एस. जी.पी.एस. में या तो गवर्नमेंट में लोगों को ट्रेड करें, जहां मैनपावर की कमी है या फिर प्राइवेट वेंडर्स से करायें। आज पूरे देश में केवल एक राज्य है कि जिसने सर्वे सारे जिलों में स्टार्ट किया है और ऑलमोस्ट कम्प्लीट किया है, वह गुजरात है। हरियाणा दूसरा राज्य है, जहां पर सैटेलाइट के द्वारा किया गया है और उसको ग्राउंड रूटिंग में यूज किया है। दोनों को वेंडर्स से प्रोब्लम आ रही है, क्योंकि वेंडर्स काम नहीं कर रहे। गुजरात में हो गया, हरियाणा को आ रही है कि काम पूरा नहीं होता और वेंडर कहता है कि हमें पैसे नहीं मिलते, जो काम हमने किया है। स्टेट्स कहते हैं कि हमें प्राइवेट वेंडर्स मिल नहीं रहे, प्राइवेट में सर्वेयर नहीं हैं, सरकार में तो हैं ही नहीं। समस्या आज मुझे आ भी नहीं रही थी, क्योंकि, राज्य सर्वे करने के लिए आगे आ ही नहीं रहे हैं। जो मैंने कहा, वह यह था कि मेरे पास दो राज्य हैं, जिनका मैं यहां नाम ले सकती हूँ, एक पंजाब और एक आन्ध्र प्रदेश, जिन्होंने पहले कहा कि हम सर्वे करेंगे और बाद में कहा कि अभी हम नहीं करना चाहते, क्योंकि, यह वि-नय सेंसिटिव है। यह प्रयास हमारा है कि तीनों टैक्नोलोजीज़ में जो आपको सूट करती हैं, वह करें, पर नोर्म हमारा पुराने टाइम का है, उस नोर्म को वे बढ़ा नहीं सकते, क्योंकि, हमारी राशि सीमित है, यह दिक्कत है। "

**(iv) SYSTEM OF MONITORING AND CONTROL**

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

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

1.60 On being asked about the adequacy of the monitoring mechanism delineated above, the DoLR in their written reply stated as under:

"It is constant endeavour of the Department to improve all monitoring mechanism of the programme. The Department has taken up with the States recently to update monitoring mechanism and has also written to the Chief Secretaries to convene meetings of the State level Monitoring and Review Committees in which representatives of the Department may also be invited."

1.61 When the Committee desired to know as to how the Department verifies that the data which is entered online actually corresponds to the ground reality, the DoLR in their written note submitted to the Committee stated as under:

"The NIC has evolved online MIS system. Its presence in the States/UTs helps the States in correct reporting."

## PART - II

### Observations / Recommendation of the Committee

2.1 The Detailed Demands for Grants (2015-16) of the Ministry of Rural Development (Department of Land Resources) under Demand No. 85 were laid in Lok Sabha on 18.03.2015. The Gross Budgetary support of the Department for the fiscal year 2015-16 is Rs. 1637.50 crore which includes plan component of Rs. 1627.77 crore and non-plan component of Rs. 9.73 crore. The Committee have examined in detail the Demands for Grants of the Department of Land Resources for the year 2015-16. Observations/recommendation of the Committee are detailed in succeeding paragraphs.

#### Overall analysis

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

Department, the Committee find that there has been a reduction of 34.02% and 45% under IWMP and NLRMP respectively over the previous year's RE.

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

(Recommendation SI.No. 1, Para 2.2)

## Unspent Balances

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

**Monitoring Committees with Members of Parliament, elected representatives of the State and Panchayati Raj Institutions.**

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

**(Recommendation SI.No. 2, Para 2.3)**

### **SCHEME WISE ANALYSIS**

#### **Integrated Watershed Management Programme (IWMP) now called as Pradhan Mantri Krishi Sinchayee Yojana (Watershed component)**

**2.4 The Committee note that the Department of Land Resources had been implementing three Area Development Programmes viz. the Integrated Wastelands Development Programme (IWDP), the Drought Prone Areas Programme (DPAP) and the Desert Development Programme (DDP) on watershed basis since 1995-96, based on the recommendations of a Technical Committee under the Chairmanship of Professor C.H. Hanumantha Rao. The Guidelines of**

1995 were revised in the year 2001 and 2003 and renamed as the Hariyali Guidelines. In 2005, the Department set up another technical Committee on DPAP, DDP and IWDP under the Chairmanship of Shri S. Parthasarathy to address issues in watershed programmes. Based on the Parthasarathy Committee Report, the National Rainfed Area Authority (NRAA) framed Common Guidelines, 2008 for watershed programmes for all Ministries/Departments. The provisions in the Common Guidelines and the observations of the Parthasarathy Committee necessitated modifications in the watershed schemes of the Department. Accordingly, DPAP, DDP and IWDP of the Department were integrated and consolidated into a single modified programme called the Integrated Watershed Management Programme (IWMP) w.e.f. 26.02.2009. Now, the Committee have been informed that the IWMP has been converted into Pradhan Mantri Krishi Sinchayee Yojana (watershed component) in 2015. The Committee are also apprised during evidence that IWMP is now a part of Pradhan Mantri Krishi Sinchayee Yojana and this scheme will be implemented by Ministry of Agriculture and the structure and modalities of the scheme are not yet clear. The Secretary, DoLR also stated during evidence that PMKSY could only focus on irrigation while IWMP was a multidimensional programme.

The Committee note with concern that during the span of 14 years i.e. 1995 to 2009, the guidelines of the watershed schemes have been revised five times on the recommendations of various Committees. However, despite that the programme could not live up to the expectations for which it was conceived. The Committee share the concern of the DoLR that beneficiaries of the Scheme will be



deprived of the multi-dimensional benefits of the IWMP and equity in development could not be ensured. The Committee are of the considered view that the Department should have taken the remedial measures well in time and the frequent modifications in the guidelines could have been avoided so that the implementation of the Schemes could have been effective and the people would not have been deprived of the benefits. The Committee, therefore, recommend the Department to focus on the effective implementation of the Scheme by initiating all necessary measures.

(Recommendation SI.No. 3, Para 2.4)

#### **Changed funding pattern and the achievement of targets**

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

**Centre and States is a pre-requisite for the successful implementation of any programme.**

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

**(Recommendation Sl.No. 4, Para 2.5)**

### **Monitoring of Integrated Watershed Management Programme (IWMP)**

**2.6 The Committee are apprised that the Department has been monitoring the watershed projects through review meetings, Management Information System, progress reports, utilization certificates, audited system of accounts etc. The Committee have also been apprised that to improve the monitoring and**

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

(Recommendation SI.No. 5, Para 2.6)

### **National Land Records Modernization Programme (NLRMP)**

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

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

The Committee observe that under NLRMP, the target is to cover all districts of the country by the end of 12<sup>th</sup> Five Year Plan. However, only 457 districts have been covered under NLRMP so far. Computerization of Record of Rights have been completed in 23 States, 17 States have stopped manual issuance of RORs, 21 States/UTs have accorded legal sanctity to computerized copy of RORs, 19 States/UTs have placed ROR data on website, 7 States have digitized their cadastral maps, 24 States have computerized their registration process, 10 States/UTs have integrated their Land Records with registration process and 12 States are issuing ROR through Kiosk/ Common Service Centre at Town/village level. To achieve the targets of NLRMP by stipulated time, the

Committee do not find it logical to make sudden change in funding pattern without giving the States due time to adopt to the new system. However, in view of the huge unspent balances lying with the States under the programme, the Committee recommend the DoLR to chalk out a strategy in consultation with the States concerned for the expeditious utilisation of the unspent balances so that funding issue is solved to some extent. They also desire the Department to approach the Ministry of Finance for higher allocation of funds.

(Recommendation SI.No. 6, Para 2.7)

### **Capacity Building for the NLRMP**

2.8 The Committee are informed that the reasons for slow progress for NLRMP are lack of trained manpower, non-availability of high speed bandwidth, lack of technically capable private vendors, lack of coordination among the Departments involved in implementing the programme, etc. The Committee also note that out of the 34 sanctioned NLRMP cells for the training of staff involved in the implementation of the programme, only 25 are functional in the different parts of the country. They are further informed that the Department proposes to set up National Institute of Land Administration and Management (NILAM) . It will provide short term courses on the issues related to the NLRMP, land administration and land management to the senior and middle level officers of the States/UTs. Training of trainers of the personnel from Administrative Training Institutes and/or the Survey/Revenue/Patwari Training Schools will also be conducted by the NILAM. As informed to the Committee, the Government of

Rajasthan has allotted land measuring 17.40 hectares in village Kalipahari, in Tehsil Behror of Alwar district for the establishment of the National Institute of Land Administration and Management (NILAM) and the DoLR is now exploring the possibility of setting-up the Institute on Public Private Partnership mode as setting up the proposed Institute may require a substantial investment as well as recurring expenditures thereafter.

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

(Recommendation SI.No. 7, Para 2.8)

### **Monitoring**

2.9 The Committee are apprised that the Department monitors the NLRMP through Project/Proposal Sanctioning and Monitoring Committee under the Chairpersonship of the Secretary, Department of Land Resources. The Monitoring Committee considers the proposals received from the States/UTs for release of funds and reviews progress of the NLRMP work. Further, the base modules of the Management Information System (MIS) for the NLRMP have been developed and hosted on the website. The Committee recommend the DoLR to strengthen the existing monitoring mechanism and to evolve a system of physical

verification so that the data put on the website can be verified. The Committee also recommend the Department to make changes in the extant monitoring mechanism for the better and effective monitoring of the scheme.

(Recommendation SI.No. 8, Para 2.9)

22 April, 2015  
2 Vaisakha, 1937 (saka)

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

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

**MINUTES OF THE FIFTEENTH SITTING OF THE COMMITTEE HELD ON  
WEDNESDAY, THE 25 MARCH, 2015**

The Committee sat from 1500 hrs. to 1645 hrs. in Committee Room No. G-074, Ground Floor, Parliament Library Building (PLB), New Delhi.

**PRESENT**

Dr. P. Venugopal - *Chairperson*

**MEMBERS**

**LOK SABHA**

2. Shri Sisir Kumar Adhikari
3. Shri Kirti Azad
4. Shri Harish Chandra Chavan
5. Shri Jugal Kishore
6. Shri Manshankar Ninama
7. Shri Mahendra Nath Pandey
8. Shri Prahlad Singh Patel
9. Shri Gokaraju Ganga Raju
10. Dr. Yashwant Singh
11. Shri Ladu Kishore Swain
12. Shri Ajay Misra Teni
13. Adv. Chintaman Navasha Wanaga
14. Shri Vijay Kumar Hansdak

**RAJYA SABHA**

15. Shri Mahendra Singh Mahra
16. Smt. Vijaylaxmi Sadho
17. Shri A. K. Selvaraj
18. Smt. Kanak Lata Singh

**SECRETARIAT**

1. Shri R.C. Tiwari - Director
2. Smt. B. Visala - Additional Director



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

- |     |                            |    |  |
|-----|----------------------------|----|--|
| 1.  | Smt. Vandana Kumari Jena   | -- | Secretary                                |
| 2.  | Shri K. P. Krishnanan      | -- | Additional Secretary                     |
| 3.  | Smt. Seema Bahuguna        | -- | Additional Secretary & Financial Adviser |
| 4.  | Shri Sandeep Dave          | -- | Joint Secretary                          |
| 5.  | Shri Prabhat Kumar Sarangi | -- | Joint Secretary                          |
| 6.  | Shri Surinder Singh        | -- | Economic Adviser                         |
| 7.  | Shri G.P. Gupta            | -- | Chief Controller of Accounts             |
| 8.  | Dr. C.P. Reddy             | -- | Deputy Commissioner                      |
| 9.  | Shri Jagdish Singh         | -- | Deputy Inspector General of Forests      |
| 10. | Shri P. K. Jha             | -- | Deputy Inspector General of Forests      |
| 11. | Shri Amit Kumar            | -- | Director                                 |
| 12. | Shri B. B. Patel           | -- | Director                                 |
| 13. | Shri K. Unnikrishnan       | -- | Director                                 |

2. At the outset, the Chairperson welcomed the members of the Committee to the sitting convened to take evidence of the representatives of the Department of Land Resources (Ministry of Rural Development) in connection with the examination of Demands for Grants (2015-16) of the Department.

*[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. The Chairperson in his welcome address highlighted the issue of reduced budgetary allocation and unspent balances with the Department. After permission from the Chairperson, the Secretary, Department of Land Resources (Ministry of Rural Development) made a Power-Point presentation on the salient features of the two schemes viz Integrated Watershed Management Programme (IWMP) now called Pradhan Mantri Krishi Sinchayee Yojana (watershed component) (PMKSY) and National Land Records Modernisation Programme (NLRMP) *inter alia* including the targets and achievements, reduced budgetary allocation, emerging issues and challenges due to changed funding pattern of 50:50 between Centre and States, etc. The Members sought clarifications on various issues relating to achievement and evaluation of the IWMP, development of wastelands, etc. Under the scheme of NLRMP, the Members sought clarifications on survey of land, status of Land Record modernization, processes and technologies involved therein, constraints faced by the Department in implementing the scheme, etc. These were replied to by

the witnesses. On those queries on which the information was not readily available, the Department was directed to furnish written replies to the Secretariat.

*[The Witnesses then withdrew]*

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

The Committee then adjourned.

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

**MINUTES OF THE TWENTIETH SITTING OF THE COMMITTEE HELD ON  
TUESDAY, THE 21 APRIL, 2015**

The Committee sat from 1500 hrs. to 1520 hrs. in Committee Room 'B', Ground Floor, Parliament House Annexe (PHA), New Delhi.

**PRESENT**

Dr. P. Venugopal -- *Chairperson*

**MEMBERS**

**LOK SABHA**

19. Shri Harish Chandra Chavan
20. Shri Manshankar Ninama
21. Shri Prahlad Singh Patel
22. Shrimati Butta Renuka
23. Dr. Yashwant Singh
24. Shri Ladu Kishore Swain
25. Shri Ajay Misra Teni
26. Adv. Chintaman Navasha Wanaga
27. Shri Vijay Kumar Hansdak

**RAJYA SABHA**

11. Shri Gulam Rasool Balyawi
12. Shri Mahendra Singh Mahra
13. Dr. Vijaylaxmi Sadho
14. Shrimati Kanak Lata Singh

**SECRETARIAT**

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

2. At the outset, the Chairperson welcomed the members of the Committee to the sitting convened for consideration and adoption of three Draft Reports on Demands for Grants (2015-16) xxx xxx xxx xxx , Department of Land Resources (Ministry of Rural Development) and xxx xxx xxx. After discussing the Draft Reports, the Committee adopted the three 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

*The Committee then adjourned.*

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xxx - relevant portions of the minutes not related to the subject have been kept separately