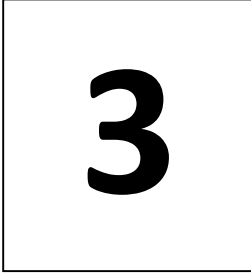


STANDING COMMITTEE ON RURAL DEVELOPMENT

(2019-2020)



SEVENTEENTH LOK SABHA

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

**DEMANDS FOR GRANTS
(2019-20)**

THIRD REPORT



LOK SABHA SECRETARIAT

NEW DELHI

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(DEPARTMENT OF LAND RESOURCES)

DEMANDS FOR GRANTS

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Presented to Lok Sabha on 05.12.2019

Laid in Rajya Sabha on 05.12.2019



LOK SABHA SECRETARIAT

NEW DELHI

December, 2019/Agrahayana, 1941 (Saka)

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COMPOSITION OF THE STANDING COMMITTEE ON RURAL DEVELOPMENT (2019-20)

Shri Prataprao Jadhav- Chairperson

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4. Shri Atul Singh - Assistant Executive Officer

(iii)

INTRODUCTION

I, the Chairperson of the Standing Committee on Rural Development (2019-2020) having been authorised by the Committee to submit the Report on their behalf, present the Third Report on Demands for Grants (2019-20) of the Ministry of Rural Development (Department of Land Resources).

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 06 November, 2019.

4. The Report was considered and adopted by the Committee at their sitting held on 27 November, 2019.

5. The Committee wish to express their thanks to the officials of the Ministry of Rural Development (Land Resources) 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;
27 November, 2019
06 Agrahayana, 1941 (Saka)

PRATAPRAO JADHAV
Chairperson,
Standing Committee on Rural Development

REPORT**PART I****NARRATION ANALYSIS**

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

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

I. Overall Fund Allocation**(Rs. in Crore)**

Sl. No.	Name of Scheme/ Programme	BE 2018-19	RE 2018-19	BE 2019-20
	Plan			
1	Pradhan Mantri Krishi SinchayeeYojana (WDC-PMKSY)	2251.00	1841.00	2066.00
2.	Digital India Land Records Modernization Programme(DILRMP)	250.00	145.00	150.00
	TOTAL SCHEME :	2501.00	1986.00	2216.00
1.	NON PLAN/NON SCHEME	10.40	10.10	11.24
	GRAND TOTAL PLAN & NON PLAN	2511.40	1996.10	2227.24

1.3 The Budget allocation of the Department of Land Resources (Demand No. 83) for the year 2019-20 is Rs. 2227.24 crore which includes the total Scheme component of Rs. 2216.00 crore and a Non-Scheme component of Rs. 11.24 crore. It may be observed that the Scheme component of the Financial Year (FY) 2019-20 at the BE stage has been decreased by Rs. 284.16 crore over the previous BE of FY 2018-19. The allocation at the Budget Estimates (BE) stage for FY 2018-19 was Rs. 2501.00 crore which was further reduced to Rs. 1986.00 crore at the RE stage. Statement showing percentage increase in various schemes/programmes during last 3 years are as under:-

(Rs. in crores)

S. No.	Name of the Scheme/programme	2017-18		2018-19		2019-20	
		BE	% Increase	BE	% Increase	BE	% Increase
1	Pradhan Mantri Krishi Sinchayee Yojana (Watershed Component)	2150.47	-	2251.00	4.67	2066.00	-8.22
2	Digital India Land Records Modernization Programme (DILRMP)	150.00	-	250	66.70	150.00	-40.00
	TOTAL PLAN	2300.47		2501.00		2216.00	

1.4 From the above table it may be seen that the allocation to Pradhan Mantri Krishi Sinchayee Yojana (Watershed Component) has decreased by 8.22% as compared to previous year and for Digital India Land Records Modernisation Programme (DILRMP), the allocation has been reduced by 40%.

1.5 On being asked about the reasons for the decrease in allocation (BE) during this fiscal year (2019-20) as compared to previous fiscal (2018-19) in Pradhan Mantri Krishi Sinchayee Yojana (Watershed Component) and the details of the plan of action to utilise the enhanced fund allocation, the Department of Land Resources (DoLR) in their written reply stated as under:-

"Budget Estimate (BE) / Revised Estimate (RE) in a financial year is firmed-up as part of the overall budgetary exercise. Out of 8214 sanctioned projects, 345 uninitiated projects and 1487 projects in Preparatory Phase (Total 1832) had been transferred to States to be taken up under their respective States' budget. Out of balance 6382 projects being funded by DoLR, as on 30.09.2019, 2828 (44.31%) have been reported completed, 440 (6.89%) are in Consolidation Phase and 3114 (48.8%) are in Works Phase. The decrease in budgetary allocation for the fiscal year 2019-20 (BE Rs. 2066 crore) as compared to the previous fiscal year 2018-19 (BE Rs. 2251 crore) is based on the requirements of the ongoing projects and the expenditure pattern under Watershed Development Component of the Pradhan Mantri Krishi Sinchayee Yojana (WDC-PMKSY)."

1.6 Also, when asked to justify huge reduction of Rs. 100 crore in the fund sought at the BE stage of 2019-20 as compared to previous fiscal year (2018-19) for Digital India Land Records Management Programme (DILRMP), the DoLR in their written reply stated that:-

"BE and RE in each financial year is firmed-up as part of the overall budgetary exercise. During 2018-19, Rs 68.09 Crore could be released against the BE of Rs 250 crore due to change in funding pattern from advance basis to reimbursement basis and non- receipt of proposals from States/ UTs as per changed funding pattern. Hence BE provision has been kept at Rs 150 crore during 2019-20."

II. UNSPENT BALANCES

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

Sr. No	State	Unspent Balance (Rs. in crore)
1	Andhra Pradesh	31.69
2	Arunachal Pradesh	4.15
3	Assam	53.40
4	Bihar	7.46
5	Chhattisgarh	53.02
6	Gujarat	152.50
7	Haryana	16.95
8	Himachal Pradesh	57.01
9	Jammu & Kashmir	26.37
10	Jharkhand	60.36
11	Karnataka	66.21
12	Kerala	11.58
13	Madhya Pradesh	0.00
14	Maharashtra	321.76
15	Manipur	16.12
16	Meghalaya	11.44
17	Mizoram	2.95
18	Nagaland	12.50
19	Odisha	118.92
20	Punjab	13.19
21	Rajasthan	131.53
22	Sikkim	0.00
23	Tamil Nadu	52.15
24	Telangana	52.63
25	Tripura	22.60
26	Uttar Pradesh	107.62
27	Uttarakhand	9.42
28	West Bengal	1.13
	Total	1414.66

* Note: As per the information received from States.

The unspent balance includes Central share, State share and interest accrued etc.

The figures are unaudited and subject to change after audit.

1.8 The details of unspent balance with the States under DILRMP are given below:

Unspent Balance under the DILRMP 2008-09 to 2019-20 (upto 30-09-2019)		
Sl. No.	States/UTs	Amount (Rs. in lakhs)
1	Andhra Pradesh	1973.44
2	Arunachal Pradesh	634.85
3	Assam	1733.56
4	Bihar	2042.83
5	Chhattisgarh	1410.57
6	Gujarat	239.74
7	Goa	329.55
8	Haryana	1752.65
9	Himachal Pradesh	2022.45
10	Jammu & Kashmir	284.22
11	Jharkhand	1140.55
12	Karnataka	2428.64
13	Kerala	588.05
14	Madhya Pradesh	2086.50
15	Maharashtra	2814.16
16	Manipur	0.00
17	Meghalaya	545.75
18	Mizoram	0.00
19	Nagaland	0.62
20	Odisha	551.04
21	Punjab	197.26
22	Rajasthan	1910.55
23	Sikkim	328.23
24	Tamil Nadu	1640.37
25	Telangana	8119.36
26	Tripura	878.03
27	Uttar Pradesh	3306.46
28	Uttarakhand	176.46
29	West Bengal	38.06
30	A & N Islands	121.25
31	Chandigarh	28.87
32	D & N Haveli	57.97
33	Delhi	127.07
34	Daman & Diu	9.72
35	Lakshadweep	58.41
36	Puducherry	224.09
Total All States/UTs		39801

1.9 On the issue of liquidating the above unspent balance under WDC-PMKSY and DILRMP, the DoLR in their written reply stated as under:

"As on 30.09.2019, approximately Rs.1414.66 unspent balance (includes Central share, State share & interest accrued etc. as reported by States) was available with States under WDC-PMKSY. During current financial year approx. Rs. 729 crore has been reported as expenditure. Department of Land Resources is regularly reviewing the progress of utilization of unspent balance under the scheme with the States. D.O. letters are written to Chief Secretaries / Secretaries of States. Regional Review Meetings with Senior Officers of States, Video Conferences with CEOs, State Level Nodal Agency (SLNA) and Field visits to States by Senior Officers of Department are being undertaken frequently. In these meetings also, it is emphasized to expedite utilization of unspent amount for effective implementation of the scheme.

The unspent balance of funds with the States/UTs under DILRMP as on date is Rs. 398.01 crore. Bulk of the unspent funds relate to the survey/re-survey component of DILRMP. The issue relating to utilization of unspent balances is being regularly pursued with the States through regional review meetings/VCs with the officials and follow ups. Regional review meetings were held at Tripura (6-9-2018), Jammu (13-02-2019) and Vadodara (26-02-2019). A comprehensive MIS is developed under DILRMP wherein information on various components of DILRMP is regularly captured and updated from the field functionaries. The MIS is used as a tool to regularly monitor and review the various parameters at every level in the department. A Programme Monitoring and Evaluation Division has also been set up in the Department inter-alia to strengthen the MIS of each schemes."

III. SCHEMewise ANALYSIS

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

1.10 WDC-PMKSY was 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); Integrated Watershed Management Programme (IWMP) of the Ministry of Rural Development, Department of Land Resources (DoLR) and the Micro 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).

1.11 Under the erstwhile Integrated Watershed Management Programme (IWMP), 8214 watershed development projects were sanctioned in 28 States (except Goa) during the period 2009-10 to 2014-15 covering an area of about 39.07 million hectare, principally for development of rainfed portions of net cultivated area and cultivable wastelands. IWMP was amalgamated as WDC-PMKSY in 2015-16. As a systemic improvement, a protocol on formal completion and closure of WDC-PMKSY projects has been formulated by the Department of Land resources in consultation with Ministry of Water Resources, river Development & Ganga Rejuvenation and NITI Aayog. The protocol *inter alia* envisages to ensure (i) the due completion of unfinished works (if any), (ii) maintenance, (iii) security and (iv) sustainability of the watershed development projects. It also includes (v) an apt, quick and low-cost/cost-effective end-line evaluation of the project or a group of projects within the approved cost norm for M&E component. Before the projects are formally treated as closed by the Department of land resources, the completion and closure protocol has to be duly adopted by the states in respect of the projects administratively reported to have been completed.

1.12 Out of 8214 sanctioned projects, 345 uninitiated projects and 1487 projects in Preparatory Phase had been transferred to States to be taken up under their respective States' budget. Out of balance 6382 projects being funded by DoLR, as on 30.08.2019, 2535 projects (39.7%) have been reported completed, 733 (11.5%) are in Consolidation Phase and 3114 (48.8%) are in Works Phase. However as on 11.09.2019, total of 2770 projects have been reported completed. The funding pattern under IWMP was in the ratio of 90:10 between the Centre and States (upto 31.03.2015). From 2015-16, the funding pattern between Centre & State is 60:40, with the funding pattern in the North Eastern Region States and Hilly States of Himachal Pradesh, Jammu & Kashmir and Uttarakhand continuing to be 90:10. The details of the funds allocated / released / during the last three years and upto 10.01.2018 of current financial year are as below:

(Rs.in crore)

Year	BE	RE	Release	% of RE
2016-17#	1,550.00	1,550.00	1,516.88	97.86
2017-18#	2,150.47	1,722.00	1703.66	98.93
2018-19#	2251.00	1841.00	1795.43	97.52
2019-20#	2066.00	NA	160.26*	

* As on 30.08.2019.

#Including Neeranchal and releases under professional support etc.

1.13 When the Committee asked as to why has there been slow utilisation of funds as on 30.08.2019, only Rs.160.26 Cr. (7.76%) have been released and how does the DoLR plan to increase the pace of development in the remaining period of time, the DoLR in their written reply stated as under

"As per latest update on 11.09.2019, Rs.247.88 crore has been released, which is around 12% of the current year's BE. Also, the release of Central assistance to States is slow due to non-receipt of proposals from States. This in turn is because of delay in convening of State Level Sanctioning Committee (SLSC) Meeting headed by Chief Secretary for approval of Annual Action Plan, which is mandatory for considering the release as per the programme Guidelines. Further, the release proposals received from the States have been found deficient in terms of certain requisite documents / information and in some States huge amount of funds are lying unspent. Department of Land Resources is regularly reviewing the progress of utilization of funds under the scheme with the States. D.O. letters to Chief Secretaries / Secretaries of States are written. Regional Review Meetings with Senior Officers of States, Video Conferences with CEOs, State Level Nodal Agency (SLNA) and Field visits to States by Senior Officers of Department are undertaken on regular basis. In these meetings also, it is emphasized to ensure timely convening of SLSC meetings and submission of release proposals complete in all respects to enable the Department to release Central Share of funds at the earliest."

1.14 On being asked whether WDC-PMKSY's completed projects so far shown the performance in the augmentation of relief to the community living in its area, the DoLR in their written reply stated that the reports on end-line evaluations of the completed watershed development projects received in the Department suggest that broadly cultivated area has shown increase, agriculture productivity has improved, shift to more remunerative crops has been observed and improvement in water availability has been noticed.

1.15 Further, on being asked if the Department was getting necessary co-operation from all the IWMP States with regard to the changed funding pattern, the DoLR stated that the State share is being regularly released by the States (the next instalment of Central share is released only after the State share for the previous instalment has been released by the State).

(i) Physical and Financial Progress

1.16 As per provisional information received from the States on major activities undertaken, the progress is as noted below:

Indicators / Parameters	2016-17	2017-18	2018-19	2019-20*	Total
No. of Water Harvesting Structures	1,55,045	1,37,513	81,079	12,465	5,99,545
Additional Area brought under protective Irrigation (ha)	3,06,900	2,87,465	2,56,843	38,651	13,23,331
No. of Farmers Benefited	5,19,482	4,73,173	6,51,971	73,217	26,66,205
Area brought under plantation [Afforestation / Horticulture etc.] (in Lakh ha) @	-	-	70,866	6698	77564
Area of culturable wastelands treated in completed watershed development projects (in Lakh ha) @	-	-	1,78,080	17,045	1,95,125
No. of man days generated (in Lakh mandays) @	-	-	168,96,923	22,88,462	191,85,385

@Information on these indicators collected from 2018-19 onwards

*Quarter 1 ending June, 2019

1.17 With the adoption of the strategies of (i) optimal utilization of available resources, (ii) convergence and (iii) prioritization, as well as (i) accountability and (ii) real-time monitoring, administrative reports of completion of projects are now being continuously received. At present out of 8214 sanctioned projects, 345 uninitiated projects and 1487 projects in Preparatory Phase had been transferred to States to be taken up under their respective States' budget. Therefore out of balance 6382 projects being funded by DoLR, as on 30.08.2019, 2535 (39.7%) have been reported completed, 733 (11.5 %) are in Consolidation Phase and 3114 (48.8%) are in Works Phase. However, as on 11.09.2019, total of 2770 projects have been reported completed.

1.18 The State-wise completion of projects under WDC-PMKSY are as under:-

Sl. No	State	Total projects sanctioned	Uninitiated Projects transferred to State on 08.02.2018	Preparatory phase projects transferred to State on 01.08.2018	Status as on 30.08.2019 &		
					Work phase	Consolidation phase	Completion reported (Administrative reports of completion received)
1	Andhra Pradesh	432	0	59	215	0	158
2	Arunachal Pradesh	156	0	42	101	13	0
3	Assam	372	0	92	137	86	57
4	Bihar	123	0	59	64	0	0
5	Chhattisgarh	263	0	55	96	0	112
6	Gujarat	610	61	60	197	0	292
7	Haryana	88	13	0	75	0	0
8	Himachal Pradesh	163	0	32	131	0	0
9	Jammu & Kashmir	159	0	29	130	0	0
10	Jharkhand	171	28	0	101	22	20
11	Karnataka	571	2	140	67	116	246
12	Kerala	83	0	14	11	32	26
13	Madhya Pradesh	517	3	68	224	107	115
14	Maharashtra	1186	6	156	422	15	587
15	Manipur	102	0	41	34	27	0
16	Meghalaya	96	12	23	14	0	47
17	Mizoram	89	0	40	17	16	16
18	Nagaland	111	0	0	50	20	41
19	Odisha	310	0	76	107	0	127
20	Punjab	67	8	26	33	0	0
21	Rajasthan	1025	41	164	333	135	352
22	Sikkim	15	4	5	3	3	0
23	Tamil Nadu	270	0	0	64	94	112
24	Telangana	330	0	54	155	0	121
25	Tripura	65	0	9	25	11	20
26	Uttarakhand	65	0	3	26	36	0
27	Uttar Pradesh	612	125	238	163	0	86
28	West Bengal	163	42	2	119	0	0
Total		8214	345	1487	3114	733	2535

&As per the information received from States.

1.19 As a systemic improvement, a protocol on formal completion and closure of WDC-PMKSY projects has been formulated by the Department of Land Resources in consultation with Ministry of Water Resources, River Development and Ganga Rejuvenation and NITI Aayog. The protocol *inter alia* envisages to ensure (i) the due completion of unfinished works (if any), (ii) maintenance, (iii) security and (iv)

sustainability of the watershed development projects. It also includes (v) an apt, quick and low-cost / cost-effective end-line evaluation of the project or a group of projects within the approved cost norm for M&E component.

1.20 Before the projects are formally treated as closed by the Department of Land Resources, the completion and closure protocol has to be duly adopted by the States in respect of the projects administratively reported to have been completed. All States (except Goa) have been accordingly requested. The year-wise budgetary allocation and funds released for three years are as below:

(Rs in crore)

Year	RE	Funds released	% of RE released
2016-17	1495	1494.92	99.99
2017-18	1700.00	1699.40	99.96
2018-19	1826.00	1791.49	98.11
2019-20	1961.00#	160.07*	8.16

* as on 30.08.2019.

1.21 The Committee in this regard wanted to know if all the sanctioned projects of IWMP / PMKSY (WDC) were running as per schedule and also about the existing bottlenecks and the difficulties being faced in the implementation of the scheme, the DoLR in their written reply stated as under:

"The normative period for completion of a project is 4 to 7 years, i.e. 1 to 2 years for the preparatory phase, 2 to 3 years for the works phase and 1 to 2 years for the consolidation phase. Out of 8214 sanctioned projects, 345 uninitiated projects and 1487 projects in Preparatory Phase (Total 1832) had been transferred to States to be taken up under their respective States' budget. Out of balance 6382 projects being funded by DoLR, as on 30.09.2019, 2828 (44.31%) have been reported completed, 440 (6.89%) are in Consolidation Phase and 3114 (48.8%) are in Works Phase. The implementation is undertaken by the respective State Governments. Constraints in implementation are appropriately addressed on a continuing basis.

The approval of WDC-PMKSY is upto March 2020. However, 459 projects of Batch-V, sanctioned in 2013-14 and 118 projects of Batch-VI sanctioned in 2014-15 (Total 577) have a defined life span upto March, 2021 & March, 2022 respectively. With the emphasis on qualitative and timely completion of the projects and with the adoption of the strategies of (i) optimal utilization of available resources, (ii) convergence and (iii) prioritization, as well as (i) accountability and (ii) real-time monitoring, it is presently felt that this target will be largely met. "

1.22 Further on being asked about the reasons for considerable number of sanctioned projects having NIL report by the big States like Bihar, Punjab and West Bengal, the DoLR in their written reply stated as under:

"The reported completion of the projects under WDC-PMKSY is from the Batch - I and Batch - II projects sanctioned in 2009-10 and 2010-11. In the States of Bihar and West Bengal, no project was sanctioned in the I and II Batches. The first lot of projects was sanctioned in these States in 2011-12 (Batch-III) only, which have project period upto March 2019. On the request of various States, DoLR has extended the project period of Batch-III projects upto March 2020 for completion. The completion report of these projects from the States is expected after March 2020 onwards. In case of Punjab, in spite of best efforts by the Department, the progress of implementation remained very slow. Completion of projects from Punjab is expected in the last quarter of this financial year."

(ii) **Allocation of funds**

1.23 About the funds allocated during last three years Actual expenditure, revised estimates along with amount surrendered during the last three years, the DoLR provided the following information:

(Rs in Crore)

	Year	BE	RE	Actual	Amount Surrendered
1	2016-17#	1550.00	1550.00	1516.88	33.12
2.	2017-18#	2150.47	1722.00	1703.66	18.34
3.	2018-19#	2251.00	1841.00	1795.43	45.57
4	2019-20#	2066.00	NA	160.26*	Not yet applicable

including Neeranchal and releases under professional support *as on 30.08.2019.

1.24 During 12th 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 12th Plan target of 250 lakh ha, new IWMP projects covering an area on 148.60 lakh ha had been sanctioned as on 31.3.2015 which works out to be 59.44% of the 12th Plan target.

1.25 In 2015-16 the IWMP was amalgamated as the Watershed Development Component (WDC) of the Pradhan Mantri Krishi Sinchayee Yojana (PMKSY). Under the WDC-PMKSY no further watershed development projects have been sanctioned from 2015-16 onwards. At present the principal emphasis is on qualitative and timely implementation and completion of the ongoing watershed development projects. With the adoption of the strategies of (i) optimal utilization of available resources, (ii) convergence and (iii) prioritization, as well as (i) accountability and (ii) real-time monitoring, administrative reports of completion of projects are now being continuously received.

1.26 Out of 8214 sanctioned projects, 345 uninitiated projects and 1487 projects in Preparatory Phase had been transferred to States to be taken up under their respective States' budget. Out of balance 6382 projects being funded by DoLR, as on 30.08.2019, 2535 (39.7%) have been reported completed, 733 (11.5%) are in Consolidation Phase and 3114 (48.8%) are in Works Phase. However, as on 11.09.2019, a total of 2770 projects 1140 projects in 18 States have been reported to be completed.

(iii) Neeranchal National Watershed Project

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

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

1.29 Implementation Support Mission of the World Bank was conducted from 19.02.2018 to 02.03.2018 and certain project design issues, operational restructuring for qualitative and outcome oriented implementation of the project were discussed. Based on detailed discussions with the Neeranchal States, Partner Institutions, Department of Land Resources (DoLR) and Department of Economic Affairs (DEA), the

inherent design as well as implementation issues of the project were identified which warranted suitable redressal for ensuring intended benefits of the project.

1.30 The World Bank indicated that given the limited available time for implementation of the project and the fact that minimum 3 years of period is needed to complete a watershed, the best option to make use of available IDA resources, would be to cancel the IDA credit, and consider their reallocation for the same type of project in financial year 2020. The existing project set up would be utilized under the new project. The Neeranchal National Watershed Project finally closed on 22.07.2019. DEA meeting dated 22.08.2019 requested DoLR to prepare Project Concept Note and reformulate the project with funding pattern suitable to facilitate easy functioning of States. DoLR may however, function as the Nodal Ministry to oversee operation of the new project. Project Concept Note is under preparation in consultation with DEA and World Bank.

1.31 The Committee enquired about the reason for closure of 'Neeranchal', and how DoLR plans to go ahead with ongoing projects and support from such schemes, the DoLR in their written reply stated as under:

"The Neeranchal project did not perform as planned due to: (a) focus on technical assistance only and (b) uncertainties caused by the shift of IWMP to PMKSY and logistical problems in linking sites under PMKSY with technical inputs to be provided by the project.

Implementation Support Mission of the World Bank was conducted from 19.02.2018 to 02.03.2018 and certain project design issues, operational restructuring for qualitative and outcome oriented implementation of the project were discussed. Based on detailed discussions with the Neeranchal States, Partner Institutions, Department of Land Resources (DoLR) and Department of Economic Affairs (DEA), the shortcomings inherent in the design as well as implementation issues of the project were identified which warranted suitable redressal for ensuring intended benefits of the project. The World Bank indicated that given the limited available time for implementation of the project and the fact that minimum 3 years of period is needed to complete a watershed project, the best option to make use of available IDA resources, would be to cancel the IDA credit, and consider their reallocation for the same type of project in financial year 2020. The existing project set up would be utilized under the new project. The Neeranchal National Watershed Project finally closed on 22.07.2019.

DEA meeting dated 22.08.2019 requested DoLR to prepare Project Concept Note and reformulate the project with funding pattern suitable to facilitate easy functioning of States. DoLR may however, function as the Nodal Department to oversee operation of the new project. Accordingly, DoLR in consultation with World Bank and DEA has prepared a draft concept note on World Bank assisted new multi-State watershed project namely "Rejuvenating Watershed for Agriculture Resilience through Innovative Development

(REWARD)". This concept note has been approved by the World Bank in its review meeting held on 09.10.2019. While formulating the REWARD scheme, all the experiences of erstwhile Neeranchal Project will be taken care of so that REWARD will be implemented in a time bound manner.

The REWARD project is expected to be launched by third quarter of 2020 after obtaining requisite approvals from World Bank and Government of India."

1.32 Further, when asked about the role being played by the DoLR in realising the objective of convergence of the programme under its domain with other Programmes of the different Ministries for expanding the ambit and scope of its current programmes and how will the convergence, if materialised, help in the effective implementation of PMKSY, the DoLR in their written reply stated as under:

"The 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 Department of Land Resources has been emphasizing convergence of WDC-PMKSY scheme with the States through letters to Chairman SLNA / Secretaries of States, Regional Review Meetings with Senior Officers of States, Video Conferences with CEOs, State Level Nodal Agency (SLNA). In these meetings, States are requested to maximize the convergence with other relevant schemes for qualitative & timely completion of the projects and to realize the optimum benefits of the available resources in the project areas. Further states have been advised to complete their transferred projects with the help of convergence from relevant central and state schemes."

(iv) Monitoring under WDC-PMKSY

1.33 Under the WDC-PMKSY no further watershed development project has been sanctioned from 2015-16 onwards. At present the principal emphasis is on qualitative and timely implementation and completion of the ongoing watershed development projects. For qualitative and timely execution of the projects within the available budgetary resources, the States were requested for:

one: optimal utilization of available budgetary support (of both central and state shares).

two: convergence with both central and state schemes (that fit into the schematic design of the projects).

three: prioritization of (a) projects (*inter se*) and (b) project activities (within each project).

For qualitative planning, the States were requested that:

one: the planning may be professionally undertaken.

two: agencies having the essential qualifications and capabilities for preparing Detailed Project Reports (DPRs) of the requisite standards and quality alone may be selected.

three: DPRs may also be placed in the public domain.

To imbibe accountability in implementation, the States were requested to inquire into each complaint of irregularity and / or corruption or financial malfeasance 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 spent.

three: criminal action in case of criminal culpability.

1.34 A geo-spatial portal SRISHTI is being implemented from the year 2015 with the assistance of National Remote Sensing Centre (NRSC) for monitoring. It has been extended to all States (except Goa) in 2016. 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. 11.30 lakh photographs have been uploaded by the States on the portal as on 21.10.2019.

(v) Implementation of digital payment under WDC-PMKSY

1.35 Public Financial Management System (PFMS) is being implemented w.e.f 2015-16. 26 out of 28 States have adopted the PFMS platform (Andhra Pradesh and Telangana use Electronic Fund Management System (EFMS) as adopted by the two State Governments). Chairmen of SLNAs of all States (except Goa) were requested 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 were also requested that digital modes of transactions may be proactively adopted wherever feasible, and that the public are concurrently made aware, encouraged and motivated for adopting digital transactions.

1.36 When asked whether the Geo Portal on Srishti and mobile Application Drishti been able to handle its function with the network challenges faced, the DoLR in their written reply stated as under:-

"All the functionalities in the BhuvanSrishti Portal (Integrated Watershed Management Programme) are working satisfactorily and the geo-tagged assets from Drishti are regularly uploaded to this platform through mobile app. The Bhuvan Drishti mobile app has provision to capture and report the field status of assets generated in IWMP project using location based services. The mobile app has feature to capture location parameters, photographs of the asset, fill in the information about the asset and store information. Since the mobile device contains GPS receivers, the location parameters can be captured even without internet facility. The internet connectivity is required only to report the captured information and visualization. Since the mobile app is designed to capture information even in non-internet zones (remote areas) and report it when mobile app user enters internet zone, network challenges have minimal impact on the operations of Bhuvan Drishti mobile app. This feature has been part of the mobile app right from first version released in April 2015. There have been 8 versions of Bhuvan Drishti releases. The releases carry new updated features and bug fixes. The current 2.6 version has syncing of already geo-tag assets on map, implementation of geo-fencing, ensure geo-tagging using GPS in high accuracy mode and improved data upload on Bhuvan. "

1.37 Further during the evidence when asked about the effective monitoring and role of public representatives in various schemes by this department, the representative of DoLR stated as under:

"हमारे यहाँ तीन लेवल पर मोनिटरिंग होती है। ग्रामीण विकास मंत्रालय द्वारा नेशनल लेवल के 73 मॉनीटर्स अपॉइंटेड हैं, उसमें Dirlmp सहित ग्रामीण विकास मंत्रालय की सभी स्कीम्स शामिल हैं। इसके साथ ही नेशनल लेवल पर सचिव की अध्यक्षता में, राज्य स्तर पर चीफ सेक्रेटरी या प्रिंसिपल सेक्रेटरी (रेवेन्यू) की अध्यक्षता में और जिला लेवल पर कलेक्टर की अध्यक्षता में समितियां बनी हुई हैं, जिनको हर क्वार्टर्स में एक बैठक करनी है। तीसरी व्यवस्था विजिलेंस एंड मॉनिटरिंग कमेटी है जिसमें अध्यक्ष सम्बन्धित जिले के वरियतम माननीय सांसद होते हैं। नियम से कलेक्टर पड़ें सचिव होने के नाते जब रीव्यू मीटिंग करवाते हैं तो उनको स्कीम की डिटेल्स भी माननीय सांसदों को देनी रहती है और उसमें जांच करना है। डिपार्टमेंट की ओर से हम लोग भी सचिव साहब के साथ रीजन वाइज एक साल में कम से कम पांच बैठकें करते हैं जिसमें सात-आठ राज्य होंगे और डिटेल डिस्कशन होता है। "

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

1.38 The National Land Records Modernization Programme (NLRMP), approved in 2008 as a Centrally Sponsored Scheme, has since been revamped as the Digital India Land Records Modernization Programme (DILRMP) as a Central Sector Scheme with cent per cent Central funding with effect from 01st April 2016. The DILRMP presently attempts to build upon the commonalities that exist in the arena of land records in the various States to develop an appropriate integrated land information management system across the country, on which the different States can also add State-specific needs as they may deem relevant and appropriate.

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

(i) Components of DILRMP

- Computerization of Land Records
- Survey / resurvey and updating of the survey & settlement records (including ground control network and ground truthing)
- Computerization of Registration
- Modern record rooms / land records management centres at tehsil / taluk / circle / block level
- Training & Capacity Building
- Core GIS
- Legal Changes
- Programme Management

(ii) Activities under DILRMP

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

1.40 The ambit is now proposed to be further expanded to:

(i) depict information on revenue court cases (so that the position of revenue litigation is readily discernible as an integral part of the land record database).

(ii) depict information of circle rate (so that one standardized valuation is readily discernible as an integral part of the land record database).

(iii) Integrate Aadhaar number with the land record database if the Aadhaar number of the landholder is available (while strictly adhering to statutory requirements and judicial pronouncements).

As a next step it is also envisaged to link the land record database with banks (so that, on the one hand, information on mortgage, loan / credit / encumbrances with banks becomes available on the land record database, and, on the other hand, farmer welfare schemes implemented through banks are facilitated).

The Department is accordingly endeavouring to develop an integrated land information management system under the aegis of the Digital India Land Records Modernization Programme, which will provide online single-window at-a-glance access to all available, relevant information to give a fair comprehensive position of any plot of land in question to the landowner, concerned officers / agencies and interested persons / entrepreneurs, etc.

This will inter alia: (i) improve real-time information on land, (ii) optimize use of land resources, (iii) benefit both landowners & prospectors, (iv) assist in policy & planning, (v) reduce land disputes and (vi) check fraudulent / benami transactions.

1.41 On being asked about the current status of the functioning of National Land Records Modernization Programme (NLRMP) / Digital India Land Records Modernization Programme (DILRMP) across the country, the DoLR in their written reply stated as under:

"So far an amount of Rs. 1451.96 crore (as on 30-09-2019) has been released for covering one or more components of DILMRP in 528 districts. **Substantial** progress has **now** been achieved in the **basic requirements** of *inter alia* computerization of Record of Rights (RoRs), computerization of Registration, connectivity between Sub-Registrar Offices and Tehsils, integration of Registration and Land Records, etc"

(iii) **Physical Progress**

S. No.	Component	States/UTs Completed (above 90%)	States/UTs activity ongoing (less than 90%)	States/UTs activity not started.
1.	Computerization of Land Records i.e. Records of Rights (RoR)	Andaman & Nicobar, Andhra Pradesh, Dadra & Nagar Haveli, Gujarat, Haryana, Himachal Pradesh, Jharkhand, Karnataka, Lakshadweep, Madhya Pradesh, Maharashtra, Delhi, Odisha, Puducherry, Punjab, Rajasthan, Sikkim, Tamilnadu, Telangana, Tripura, Uttarakhand, Uttar Pradesh, West Bengal. (23 States/UTs)	Assam, Bihar, Chandigarh, Chhattisgarh, Daman & Diu, Goa, Kerala, Jammu & Kashmir, Manipur, Mizoram, Nagaland. (11 States/UTs)	Arunachal Pradesh, Meghalaya, (Land is owned by communities. Therefore, land records are not with State government) (2 States/UTs)
2.	Digitization of Cadastral Maps	Assam, Bihar, Chhattisgarh, Dadra & Nagar Haveli, Goa, Haryana, Himachal Pradesh, Kerala, Madhya Pradesh, Mizoram, Nagaland, Manipur, Odisha, Puducherry, Punjab, Sikkim, Tamilnadu, Tripura, West Bengal. (19 States/UTs)	Andaman & Nicobar Islands, Andhra Pradesh, Gujarat, Jharkhand, Maharashtra, Rajasthan, Telangana, Uttarakhand, Uttar Pradesh, (9 States/UTs)	Arunachal Pradesh, Chandigarh, Daman & Diu, Delhi, Jammu and Kashmir, Lakshadweep, Karnataka, Meghalaya. (8 States/UTs)
3.	Integration of Records of Rights (RoR) with Cadastral Maps	Chhattisgarh, Goa, Odisha, Tripura, West Bengal (5 States/UTs)	Andaman & Nicobar, Andhra Pradesh, Assam, Bihar, Dadra and Nagar Haveli, Gujarat, Himachal Pradesh, Jharkhand, Madhya Pradesh, Maharashtra, Manipur, Mizoram, Nagaland, Rajasthan, Tamilnadu, Telangana, Uttarakhand, Uttar Pradesh. (18 States / UTs)	Arunachal Pradesh, Chandigarh, Daman and Diu, Delhi, Haryana, Jammu & Kashmir, Karnataka, Kerala, Lakshadweep, Meghalaya, Puducherry, Punjab, Sikkim. (13 States/ UTs)
4.	Computerization of Registration i.e. Sub Registrar Offices (SROs)	Andaman & Nicobar, Andhra Pradesh, Assam, Bihar, Chandigarh, Dadra & Nagar Haveli, Delhi, Goa, Gujarat, Haryana, Jharkhand, Kerala, Madhya Pradesh, Maharashtra, Odisha, Puducherry, Punjab, Rajasthan, Sikkim, Telangana, Tripura, West Bengal (22 States/UTs)	Chhattisgarh, Daman & Diu, Himachal Pradesh, Manipur, Meghalaya, Tamilnadu, Uttarakhand, Uttar Pradesh. (8 States/ UTs)	Arunachal Pradesh, Jammu & Kashmir, Karnataka, Lakshadweep, Nagaland, Mizoram. (6 States/ UTs)
5.	Integration of Registration (SRO) with Land Records (Revenue Offices).	Andhra Pradesh, Dadra & Nagar Haveli, Delhi, Goa, Gujarat, Haryana, Jharkhand, Kerala, Maharashtra, Odisha, Rajasthan, Sikkim, Telangana, Tripura, West Bengal. (15 States/UTs)	Andaman & Nicobar, Assam, Bihar, Himachal Pradesh, Punjab, Tamilnadu, Uttarakhand, Uttar Pradesh. (8 States/ UTs)	Arunachal Pradesh, Chandigarh, Chhattisgarh, Daman & Diu, Jammu & Kashmir, Karnataka, Lakshadweep, Madhya Pradesh, Manipur, Meghalaya, Nagaland, Mizoram, Puducherry. (13 States/ UTs)

1.42 Asked about the physical targets set out for each year during the last three years and achievements thereof, with reasons for shortfall, if any, in achievement of targets; the DoLR in their written reply stated as under:

"During 2016-17 the thrust was principally to complete the projects already sanctioned, and accordingly no funds for fresh projects including for new districts were released. Further, there had been slow progress in some of the components in some States/UTs. The implementation of this programme is a complex, sensitive and voluminous work, involving cumbersome and time-consuming processes. Gestation period of completion of the various activities/components of this programme is relatively longer as compared to other

schemes. Now, however, substantial progress has been achieved in the basic requirements of inter alia computerization of Record of Rights (RoRs), computerization of Registration, connectivity between Sub-Registrar Offices and Tehsils, integration of Registration and Land Records, etc. While extending DILRMP for three years beyond 12th five year plan i.e. 31.03.2017, the Ministry of Finance had conveyed that the funding pattern was changed from advance basis to reimbursement basis. However, a mobilization advance upto 30% was allowed (only for first installment) and subsequent installment on reimbursement basis only. Due to this change, very few proposals were received from the States/UTs which impacted release of fund as well physical progress under the scheme.

The programme is demand driven, and depends on the pace of implementation by the States/UTs. Further, the majority of the unutilized funds reported by the States relate to survey/re-survey which is a technology intensive activity and requires significant number of skilled human resources. This Department has, however, moved an EFC proposal for restoration of old funding pattern as demanded by the States. Once the proposal is approved by EFC, it is expected that the programme will regain its pace of progress both in terms of physical and financial

1.43 The details of targets and achievements are as under:

Year	Target (No. of districts)	achievements (in districts)
2016-17	60	-
2017-18	30	6
2018-19	100	29

1.44 The percentage of achievements of plan target in financial terms is given below:
(Rs. in crore)

Year	RE	Actual expenditure	%Achievements
2016-17	140.64	138.53	98.50
2017-18	100.00	97.74	97.74
2018-19	145.00	68.09	47.00

1.45 Further during the evidence when asked about the status of work done under DILRMP, the representative, DoLR stated as under:

" भारत सरकार ने e- पंजीयन का यूनिक काम किया है, जो किसी देश में नहीं है । हमने NIC के एक्सपर्ट्स को लेकर नेशनल जेनेरिक डॉक्यूमेंट रजिस्ट्रेशन सिस्टम डेवलप किया है । इसमें e-पंजीयन की साड़ी सुविधाएं हैं । आप घर बैठे-बैठे टाइम ले सकते हैं । यह सात स्टेप्स में लागू भी हो गया है । इसमें आप घर बैठे-बैठे टाइम शेड्यूल ले लीजिये, घर से सारे डाक्यूमेंट्स भेज दीजिये ।

आपके मोबाइल पर एक मेसेज आयेगा कि आपके डॉक्यूमेंट में ये-ये कमी है। जब किसान रजिस्ट्री करने जाये तो सुब-रजिस्ट्रार ऑफिस का कोई भी कर्मचारी यह नहीं कहे कि आपके इन दस्तावेजों में यह कमी है। ये डॉक्यूमेंटेशन पूरा करते ही आपको जिस दिन चाहिए उसका टाइम स्लॉट मिल जायेगा और रजिस्ट्री ऑफिस में नियत समय पर डॉक्यूमेंट एग्जीक्यूट हो जायेगा। इस तकनीक को लीगली प्रभावी बनाने के लिए रजिस्ट्रेशन एक्ट में अमेंडमेंट भी प्रस्तावित है। वर्तमान में यह 7 राज्यों/ केंद्र शासित प्रदेश; झारखण्ड, मणिपुर, पंजाब, मिजोरम, हिमाचल प्रदेश, गोवा और अंडमान निकोबार अभी इसको लागू करने को तैयार हैं। मार्च के अंत तक हम लोग 16 राज्यों का टारगेट रख रहे हैं। वर्ष 2022-23 तक पूरे देश में इसे लागू करने का हमारा प्रयास है। e- पंजीयन में आपको वैल्यूएशन के साथ साथ स्टाम्प शुल्क और रजिस्ट्रेशन शुल्क सब ऑनलाइन पोर्टल से पता चल जायेगा। हमने इसका लिंक इनकम टैक्स डिपार्टमेंट को दे दिया है, जिससे उन्हें टैक्स प्राप्ति में उन्हें भी सुविधा हो रही है।"

1.46 Also during the evidence when asked about the linking of land records with land disputes pending in courts to stop purchase/ sale of disputed property, the Secretary, DoLR stated as under:

"The Department is now coming out with, under the Integrated Land Information Management System, an alphanumeric unique land ID for every land parcel. We are working at it and we are also going to implement it. Now, we have formed a technical committee. Most of them have been cleared. So, we will be implementing this. With this, it will have all the information relating to the lands. Some States are already doing some pilot projects; we are working with them. It will be an alphanumeric which will have details of all the lands. Regarding the disputes, we have also proposed that we want to integrate all e-revenue courts with our Land Information Management System. We are yet to get a clearance on this but we are working on this so that all dispute related matters can be linked with our Land Information Management System."

(iv) Capacity Building under DILRMP scheme

1.47 The DILRMP is a technology driven programme involving application of diverse sets of technologies for the four major components of (a) computerization of land records including digitization of maps and integration of textual and spatial data, (b) survey/re-survey using modern technology such as Total Stations (TSs), Global Positioning System (GPS), Aerial Photography, High Resolutions Satellite Imagery (HRSI), etc., (c) computerisation of the registration system and (d) inter-connectivity between the registration and land records maintenance system as well as inter-connectivity amongst the revenue offices. Training and capacity building activities, therefore, become very important for effective and efficient implementation of the programme, and the same are being taken up on priority under the programme.

1.48 With a view to imparting comprehensive training to the Revenue, Survey, Registration and other officials involved in implementation of the DILRMP, funds are being provided to the States/UTs for creation of DILRMP Cells at their Administrative Training Institutes and /or the Survey/Revenue/Patwari Training Institutes. So far, 37 DILRMP Cells have been sanctioned in 28 States/UTs. Funds are also being released to the NIC, the Survey of India and the National Remote Sensing Centre for conducting training programmes for field revenue functionaries, supervisory heads of departments and policy-level officers.

1.49 Detailed Guidelines and Technical Manuals have been prepared and circulated to the States and Union Territory Administrations for implementation of the programme. Further, formats for Management Information System (MIS), Annual Action Plan/Detailed Project Report and State Perspective Plan have also been prepared and circulated to the States and Union Territory Administrations and other Agencies concerned for monitoring and effective management of the programme. The progress is also monitored or reviewed by the department through the Central MIS portal of DILMPR developed by NIC and hosted on the website. The State/UT Govt. are reporting the progress (physical and financial) under DILRMP in the MIS Portal.

1.50 The Committee in this regard asked about the adequacy of the sanctioned DILRMP cells, its actual requirement for the entire country and functional status of the sanctioned cells, the DoLR in their written reply informed as under:-

"to impart comprehensive training to the Revenue, Survey, Registration and other officials involved in implementation of the DILRMP, funds are being provided to the States/UTs for creation of DILRMP Cells at their Administrative Training Institutes and /or the Survey/Revenue/Patwari Training Institutes. So far, 37 DILRMP Cells have been sanctioned in 28 States/UTs.

1.51 State /UT-wise details are given below:

Sl. No.	Name of the State/UT	Number of Cell	Place of NLRMP Centres/Cells	Year of Sanction
1	Andhra Pradesh	1	AP Academy of Land Information Management, Hyderabad	2010-11
2	Assam	1	Assam Survey and Settlement Training Centre, Dakhingaon, Guwahati	2009-10
3	Bihar	1	Revenue Training Institute at Bodhgaya, Bihar	2011-12
4	Gujarat	1	Deendayal Institute of Survey & Revenue Administration (DISRS) at Gandhinagar	2010-11
5	Haryana	1	Patwar Training School, Panchkula	2009-10
		1	HARSAC, Hissar	2012-13
6	Himachal Pradesh	1	Revenue Training Institute, Joginder Nagar, Mandi District	2009-10
7	Jammu & Kashmir	2	Revenue Training Institute, Gole Gujral, Jammu	2013-14
			Revenue Training Institute, Bemina, Srinagar	2013-14
8	Jharkhand	1	Shri Krishan Institute of Public Administration, Ranchi, Jharkhand	2013-14
9	Kerala	1	Institute of Land & Disaster Management, PTP Nagar, Thiruvananthapuram	2009-10
10	Madhya Pradesh	2	RCVP Noronha Academy of Administration & Management, Madhya Pradesh, Bhopal	2010-11
			State-level Training Institute at Gwalior	2009-10
11	Maharashtra	1	Land Records Training School, Aurangabad	2010-11
	Maharashtra	1	Land Records office, Mulshi, Pune	2011-12
12	Nagaland	1	Survey Training Institute, Dimapur	2010-11
13	Orissa	1	Orissa Space Application Centre (ORSAC), Bhubaneswar	2010-11
14	Punjab	1	Patwar Training School, Jalandhar, Punjab	2010-11
15	Rajasthan	2	Revenue Research & Training Institute (RRTI), Ajmer	
			Settlement Training Institute, Jaipur	2010-11
16	Sikkim	1	Land Records office Deorali, Sikkim	2011-12
17	Tamil Nadu	1	Survey Training Institute, Thanjavur, Tamil Nadu	2011-12
18	Tripura	1	Regional Survey Training Institute, Agartala, Tripura	2011-12
19	Uttar Pradesh	2	Raja Todarmal Survey and Land Records Training Institute, Hardoi, Uttar Pradesh	
			Lekhpal Training School, Allahabad, Uttar Pradesh	2010-11
20	West Bengal	2	Analysis Research & Training Institute (ARTI) Salboni and Land Management Training Centre (LMTC) Berhampur	2011-12
21	Delhi	1	Directorate of Training, Shahdara, Delhi	2012-13
22	Lakshdweep	1	Establishment of Training Cell under Administrative Training Institute, Kavaratti	2009-10
23	Puducherry	1	Secretariat Hall, Secretariat, Puducherry	2011-12
24	LBSNAA	1	Centre for Rural Studies (CRS) LBSNAA, Mussoorie	2010-11
25	NIDEM	1	National Institute of Defence Estates Management (NIDEM)	2010-11
26	Goa	1	NLRMP Cell	2014-15
27	Uttarakhand	1	NLRMP Cell	2014-15
28	Arunachal Pradesh	1	NLRMP Cell, Itanagar, Arunachal Pradesh	2015-16
29	Mizoram	1	Mizoram	2015-16
30	Chandigarh	1	Chandigarh	2015-16
Total		37		

1.52 Funds are also being released to the NIC, the Survey of India and the National Remote Sensing Centre for conducting training programmes for field revenue functionaries, supervisory heads of departments and policy-level officers. The Department is taking all effective steps to sanction additional DILRMP Cells whenever proposals are received from the states. As on date no such proposal is pending with the department."

1.53 The Committee also wanted to know about the target year of coverage of all the districts of the country and the steps taken to address the issue of survey and re-survey, the DoLR in their written reply stated as under:

"Substantial progress has been achieved under Computerization of land records, registration process and their integration in most of the states/ UTs. In the states of Nagaland, Manipur, Arunachal Pradesh and Meghalaya, the land is owned by communities and land records are not available with state governments. Department has, based on the proposals from States/UTs, already sanctioned one or more components in 528 districts out of 723 districts country. Land administration of four States namely Nagaland, Arunachal Pradesh, Mizoram and Meghalaya are governed by community ownership wherein land records are with the headmen of the villages. This issue has already been taken up with the concerned state government and it is expected that rest of the districts which are mostly in above states are covered during next 3-4 years

Further, progress is *inter alia* dependent on (i) quantum of Central funds released to the States (ii) additions of State-specific needs by the State Governments as they may deem relevant and appropriate and (iii) also subject to change in funding pattern from reimbursement basis to advance basis."

(iv) Allocation of Funds to the DILRMP scheme

1.54 Statement showing Budget Estimates, Revised Estimates and actual expenditure for the past three years and budget estimates for the current year showing separately capital and revenue expenditure:

(Rs. in crore)

Year	BE (plan)	RE (Plan)	Actual expenditure
2015-16	97.77	40.00	39.98
2016-17	150.00	140.64	138.53
2017-18	150.00	100.00	97.74*
2018-19	250.00	145.00	68.09
2019-20	150.00	-	0.53*

*(as on 30.08.2019)# all provisions are under Revenue expenditure.

Actual expenditure, revised estimates alongwith amount surrendered during the last three years:

(Rs. in crore)

Year	Revised Estimates (RE)	Actual Expenditure	Surrender (w.r.t. R.E.)
2016-17	140.64	138.53	2.11
2017-18	100.00	97.74	2.26
2018-19	145.00	68.09	76.91

1.55 Asked about the dismal utilisation of funds in the current FY, the DoLR replied as under:-

" DILRMP was sanctioned in the year 2008-09 with certain components till 31-03-2017. The DILRMP has been revamped from centrally sponsored scheme to central sector scheme w.e.f. 01-04-2016 with cent percent funding from Government of India. Department of Expenditure approved the extension of programme beyond 2017 up to 31-03-2020 but with certain structural changes that inter-alia includes change in funding pattern on reimbursement basis and activities like survey/ resurvey and PMU were not approved. Due to change in funding pattern and non budgetary support from state resources for centre sector scheme, states have shown inability to spend funds from their resources and then submit the proposal for reimbursement. However, substantial/physical progress under different components has been achieved during the previous year. To resolve above issue, department has submitted a proposal to DoE to reconsider the decision of release of funds on reimbursement basis which is under consideration of DoE."

1.56 The programme (erstwhile NLRMP) was started during 2008-09. The scheme was not reviewed/evaluated by the Planning Commission. A study on "Identifying existing capacities of the States and development of time frame to execute the National Land Records Modernization Programme" in six States viz. Assam, Himachal Pradesh, Madhya Pradesh, Maharashtra, Rajasthan and West Bengal was entrusted to the Centre for Rural studies (CRS), Lal Bahadur Shastri National Academy of Administration (LBSNAA). The Centre submitted its report in 2010-11. DoLR has awarded an evaluation study of EILRMP to CRS, LBSNAA as part of the Centre's Annual Plan for 2017-18.

1.57 The Committee enquired about the status of the aforesaid study by the LBSNAA, the DoLR in their written reply stated as under:-

"The draft evaluation reports for the year 2017-18 submitted by CRS, LBSNAA mainly recommended: (i) Close monitoring and facilitation of the district level officials is to be mentioned regularly at village and Mandal level offices to avoid interference of people's representatives at different levels in very simple matters, (ii) The state government is increasing the services through online mode therefore net connectivity and load on server is increasing day by day. Attention is required in this direction also to avoid the slow speed of internet, (iii) Meetings and training programmes conducted at state level and central level, mostly the senior officials are being invited. Lower level officials are generally not invited irrespective whether they are directly associated with the work delivery. Therefore, lower level officials must be involved in the decision making and their advises must be taken in policy decisions, (iv) Modern record rooms are not established at each tehsil, sub-division and district level. Therefore, record maintenance is poor in some tehsils, though in the sample study areas; modern record room has been established. But it is recommended that the construction of MRR at each level must be completed as early as possible. The Third party Evaluation of DILRMP for the year 2018-19 awarded to CRS LBSNAA is in process. The Third Party Evaluation of DILRMP for the year 2019-20 is under process and yet to be awarded."

C. Steps proposed for improvement in the implementation of the Scheme

1.58 The DoLR in their written reply regarding steps taken/proposed for improvement in the implementation of each scheme as under:-

"In pursuance of appraisal and approval of DILRMP, detailed Guidelines and Technical Manuals have been issued with the approval of competent authority and circulated to the States and Union Territory Administrations for implementation of the programme. Further, formats for Management Information System (MIS) have also been prepared and circulated to the States and Union Territory Administrations and other Agencies concerned for monitoring and effective management of the programme. The progress is also monitored or reviewed by the department through the Central MIS portal of DILRMP developed by NIC and hosted on the website. The State/UT Govt. are reporting the progress (physical and financial) under DILRMP in the MIS Portal. A Core Technical Advisory Group with representatives from the technical agencies, concerned Ministries/Departments and experts from States has been constituted to advise the Department of Land Resources and the States/UTs on the technological aspects of the implementation of the Programme. The following new steps have been initiated:

(I) EFC Proposal for revival of the old funding pattern: An EFC proposal has been moved in this Department in order to smoothly implement the Scheme. Approval is sought for restoring the following:

- (a) Funding pattern from re-imburement basis to advance basis in two instalments;
- (b) Survey/Resurvey component in the existing scheme by reallocating Rs 50 crore from already approved outlay of Computerization of Registration;
- (c) PMU Programme Management Unit (PMU) (sub-component in the component of Project Management) by reallocating Rs 5 crore from State Level Data Centre;
- (d) Core GIS by reallocating Rs 20 crore from Digitization of Cadastral Maps.

Once the proposal is approved by EFC, it is expected that the programme will regain its pace of progress both in terms of physical and financial achievements.

(II) Creation of Unique ID for Land Parcel: This Department is contemplating to create Unique ID for every land parcel in the country with international standard. A meeting of this Sub-committee has already been held in the Department of Land Resources on 21.08.2019. Unique ID for land is essential for proper identification of properties and their accurate valuation. A parcel identification system provides a method for referencing land parcels or data associated with parcels, using a number or code instead of a complete legal description. It is important that the parcel numbering system allow the user to locate the parcel by means of the unique number.

(III) National Generic Document Registration System: Department of Land Resources has developed a National Generic Document Registration System (NGDRS) through NIC under the broad aegis of 'computerization of registration' component of the DILRMP to include requirements of all the States. Till date, this System has been launched in five States/UTs namely Punjab, Andaman & Nicobar Islands, Jharkhand, Manipur and Goa. Other States are coming forward to adopt the System. Country-wide uniformity in computerized registration will enable 'anywhere access' to data and information (including consolidated country-wise reports etc.) to enforcement and regulatory agencies as well as the common man.

PART II

Observation/Recommendation

The Detailed DFG (2019-20) of the Department of Land Resources (Ministry of Rural Development) under demand no.83 were laid on the table of Lok Sabha on 09 July, 2019. The Gross Budgetary support (GBS) for the fiscal year 2019-20 is Rs. 2227.24 crore. The Committee have examined in detail the demand for Grants of the Department of Land Resources (DoLR) for the year 2019-20. Observations/ recommendations of the Committee are detailed in succeeding paragraphs.

Fund allocation during 2019-20

2.1 The Committee find that there has been a reduction of Rs. 285 crore in the Gross Budgetary Support (GBS / Scheme component) of the Department of Land Resources (DoLR) over the previous year's (2018-19) Budget Estimates (BE). The RE for the year 2018-19 was Rs. 1986 crore and the allocation for this year i.e. 2019-20 has been increased to Rs. 2216 crore which is an increase of 11.6% over the previous year's RE. The Committee also observe that there has been a decrease of 8.22% in the Budgetary Allocation of Watershed Development Component- Pradhan Mantri Krishi Sinchayee Yojana (WDC-PMKSY) and 40% decrease in allocation under Digital India Land Records Management Programme (DILRMP) during 2019-20 over the previous year's allocation. The Committee felt that despite a need for an increase in the budget allocation for 2019-20, considering the previous year's performance and the incompleteness of the projects, the reduction made in the BE component will be quite distressing to meet the targets for the year. The Committee were perplexed to note the approach

of DoLR regarding its fund allocation and utilization mechanism in wake of the incomplete targets over successive years. Therefore, the Committee strongly recommend the DoLR to tighten its grip over the functioning of the projects for the time bound completion so that the desired results are achieved with proper utilization of funds.

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

Pradhan Mantri Krishi Sinchayee Yojana (WDC-PMKSY)- Completion of projects

2.2 The period for completing PMKSY (Watershed Development) projects is between 4-7 years. The Committee are quite perturbed regarding the inordinate delay in the completion of the projects pertaining to WDC-PMKSY. Despite dwelling upon this issue in the past with a stern view, the Committee feels unhappy with the callous approach followed by DoLR in expediting the pace of completion. Although the Committee were informed during the evidence regarding the completion of 2535 projects, still the DoLR has not clarified whether such projects have been declared to be officially completed complying with the closure protocol of the Department. The Committee, therefore, while recommending the DoLR to expedite the pace of completion of the massive backlog of unfinished projects without any further delay, the DoLR should also adhere to the strict compliance of the closure protocol of the finished projects. The Committee would like to be apprised of the steps being taken by the DoLR in this regard.

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

WDC-PMKSY: Convergence of different schemes

2.3 Taking note of endeavours of the DoLR for the convergence with relevant State and Central schemes, the Committee feel that optimum and effective qualitative utilisation of funds is the key to the success of watershed projects. The Committee also feel that although the idea has been in vogue for too long, the ground reality is still devoid of any concrete result which may impact the expeditious completion of projects by due merger with other contemporary and relevant schemes. In view of such profound non-seriousness in the efforts of DoLR, the Committee strongly implore DoLR to ensure robust and effective measures for the convergence with schemes like MGNREGA for the faster pace of completion of projects under WDC-PMKSY. The Committee also recommend that DoLR should coordinate more effectively with DoRD for merger with schemes like MGNREGA.

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

2.4 During the course of deliberations, the Committee were unhappy to observe that despite its earlier recommendations on the same issue, maintenance of the projects post completion was still a gray area and there was no clarity regarding the view of DoLR in this aspect. The absence of maintenance component is a huge impediment to the sustenance of such long term visionary projects and need to be dealt with right earnest at the earliest. Therefore, the Committee, strongly recommend DoLR to carry-out all the measures and devise a proper and robust mechanism for the maintenance of projects post completion. The Committee would like to be apprised of the steps taken by DoLR in this regard.

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

WDC-PMKSY: Monitoring

2.5 For fixing of accountability regarding the inordinate delay in the completion of WDC-PMKSY projects and modernization of land records, a robust mechanism of monitoring and evaluation is compulsorily required which would go a long way in smoothening the obstacles in the progress of schemes. The Committee were of unanimous view that the DoLR requires to have a strong monitoring mechanism to oversee the functioning of its schemes, so that desired results are achieved within the deadline. In view of the above, the Committee recommend DoLR to fine tune its already existing infrastructure of monitoring and ensure to take number of measures to make existing structure more result oriented and strengthen the existing infrastructure.

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

WDC-PMKSY: Area under irrigation

2.6 The Committee got itself acquainted of the fact that in 2018-19, a total of 256,843 ha area was additionally brought under the ambit of irrigated land. However, during the current financial year, only an area of 38,651 ha has been added to the domain of irrigated land till quarter ending in June, 2019. Despite the claim of DoLR that 2535 projects have been completed, the addition to the irrigated land capacity is substantially low and does not speak high of the performance of the scheme. This indeed is a reflection that the scheme is having bottlenecks and there seems to be major impediments in the smooth progress of the scheme. Considering the economy of the country depending upon the rural health specifically agriculture, irrigation of land aspect needs to be taken much more seriously and DoLR should ensure that there is an increase in the irrigated

land area at faster pace alongwith the project's completion. Hence, the Committee, recommend DoLR to go on 'war footing' to increase the number of irrigated lands in the country.

(Recommendation SI.No. 6, Para No. 2.6)

Digital India Land Records Modernization Programme (DILRMP)

2.7 Taking cognizance of the slow pace of work being done under DILRMP in various States, the Committee were of the concerned view that the project needed an all out effort by the DoLR, so that it achieved its desired result. Also, general mass may start to reap the dividend of usage of technology for ease of land record maintenance process. The programme can also do wonders to ease the burden associated with land revenue/record procedures and as such the Department needs to bring a logical end to placing of a robust mechanism at the earliest. Thus, the Committee strongly urges upon the DoLR to ensure expeditious completion of exercise of modernization of land records in all the States of the Country specially in backward and far flung areas.

(Recommendation SI.No. 7, Para No. 2.7)

DILRMP: e-Registration

2.8 The Committee acknowledges the initiative taken by DoLR for e-Registration. The attempt to amend the Registration Act to give it a legal sanctity is mandatorily required along with placing of a suitable mechanism such as unique id linkage to each property for identification of benami property in pursuit of curbing of corruption. The sole motive behind the idea of e-Registration is to weed out the omnipresent fake ownership of properties which not only creates an opportunity for land revenue embezzlement but also provide the routine offenders with different options of grafting. Therefore, the Committee strongly recommend upon the DoLR to fasten the process to make the e-registration of property a seamless and error free experience without any unwanted manual interference and for this facility DoLR should ensure glitch free internet services for the process of e-registration.

(Recommendation SI.No. 8, Para No. 2.8)

NEW DELHI;
27 November, 2019
06 Agrahayana, 1941 (Saka)

PRATAPRAO JADHAV
Chairperson,
Standing Committee on Rural Development

STANDING COMMITTEE ON RURAL DEVELOPMENT (2019-2020)**MINUTES OF THE FOURTH SITTING OF THE COMMITTEE HELD ON
WEDNESDAY, THE 06th NOVEMBER, 2019**

The Committee sat from 1400 hrs. to 1500 hrs. in Committee Room 'D', Ground Floor, Parliament House Annexe, New Delhi.

PRESENT

Shri Prataprao Jadhav -- *Chairperson*

MEMBERS**Lok Sabha**

2. Shri A.K.P. Chinraj
3. Shri Rajveer Diler
4. Shri Sukhbir Singh Jaunapuria
5. Dr. Mohammad Jawed
6. Prof. Rita Bahuguna Joshi
7. Shri Nalin Kumar Kateel
8. Shri Narendra Kumar
9. Shri Baidyanath Prasad Mahto
10. Shri Janardan Mishra
11. Shri Talari Rangaiah
12. Smt. Gitaben Vajesingbhai Rathva
13. Shri Vivek Narayan Shejwalker
14. Shri Brijbhushan Sharan Singh
15. Shri Indra Hang Subba
16. Shri K. Sudhakaran

Rajya Sabha

17. Shri Nazir Ahmed Laway
18. Shri Naranbhai Jemlabhai Rathwa
19. Shri Ajay Pratap Singh
20. Shri Lal Sinh Vadodia

Secretariat

1. Shri Abhijit Kumar - Additional Secretary
2. Smt. Emma C. Barwa - Additional Director

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

- | | | |
|----|---------------------------|---|
| 1. | Shri Ruolkhumlien Bhuril | - Secretary |
| 2. | Shri Satyabrata Sahu | - Additional Secretary |
| 3. | Shri Sanjeev Kumar | - Additional Secretary &
Financial Advisor |
| 4. | Shri Hukum Singh Meena | - Joint Secretary (LR) |
| 5. | Shri G. L. Gupta | - Joint Director (LR) |
| 6. | Shri Phool Chandra Prasad | - Deputy Secretary (LR) |
| 7. | Shri Umakant | - Joint Secretary (WM) |

2. At the outset, the Chairperson welcomed the Members to the sitting of the Committee convened for taking the evidence of the representatives of the Department of Land Resources (Ministry of Rural Development) in connection with the examination of Demands for Grants (2019-20) relating to Department of Land Resources.

[Witnesses were then called in]

3. After welcoming the witnesses, the Chairperson drew the attention to the fact that the discussions made here were to be treated as confidential and not to be made public till the Report of the Committee was presented to Parliament. The Chairperson in his opening remarks broadly explained the scheme-wise funds proposed for 2019-20 under different development schemes. Thereafter, the Secretary, Department of Land Resources made a Power Point Presentation *inter-alia* highlighting allocations viz. utilisation of funds in different years so far alongwith the Plan allocation for 2019-20 and the initiatives taken under different schemes of Department of Land Resources.

4. Thereafter, the Members raised queries on issues related to adequacy of funds and the impact on physical targets fixed for Financial Year 2019-20 which were responded to by the witnesses.

5. The Chairperson then thanked the representatives of the Department of Land Resources and asked them to furnish written information on points raised by the Members on which the replies are not readily available with them as soon as possible to this Secretariat.

[The Witnesses then withdrew]

A verbatim record of the proceedings has been kept.

The Committee then adjourned.

STANDING COMMITTEE ON RURAL DEVELOPMENT (2019-20)**MINUTES OF THE FIFTH SITTING OF THE COMMITTEE HELD ON
WEDNESDAY, THE 27 NOVEMBER, 2019**

The Committee sat from 1000 hrs. to 1020 hrs. in New Committee Room 'D', Ground Floor, Parliament House Annexe Building, (PHA), New Delhi.

PRESENT

Shri Prataprao Jadhav -- *Chairperson*

**MEMBERS
LOK SABHA**

21. Dr. Mohammad Jawed
22. Prof. Rita Bahuguna Joshi
23. Shri Narendra Kumar
24. Shri Janardan Mishra
25. Shri Kinjarapu Ram Mohan Naidu
26. Shri Talari Rangaiah
27. Smt. Mala Rajya Laxmi Shah
28. Shri Brijbhushan Sharan Singh

RAJYA SABHA

29. Shri Shamsheer Singh Dullo
30. Shri Nazir Ahmed Laway
31. Shri Naranbhai Jemlabhai Rathwa
32. Shri A. K. Selvaraj
33. Shri Ram Shakal
34. Shri Ajay Pratap Singh
35. Shri Lal Sinh Vadodia

SECRETARIAT

1. Shri Abhijit Kumar - Additional Secretary
2. Shri S. Chatterjee - Director
3. Smt. Emma C. Barwa - Additional Director

2. At the outset, the Hon'ble Chairperson welcomed the Members to the sitting convened for consideration and adoption of Three Draft Reports on Demands for Grants (2019-20) pertaining to XXX XXX XXX XXX Department of Land Resources (Ministry of Rural Development) XXX XXX

3. Thereafter, the Committee took up for consideration the Draft Reports and adopted the same without any modifications. The Committee also authorized the Chairperson to finalize the Draft Reports taking into consideration consequential changes arising out of factual verification, if any, by the concerned Ministry and to present the same to both the Houses of Parliament.

The Committee then adjourned.
