

STANDING COMMITTEE ON RURAL DEVELOPMENT

(2019-2020)

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SEVENTEENTH LOK SABHA

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

**DEMANDS FOR GRANTS
(2020-21)**

FIFTH REPORT



LOK SABHA SECRETARIAT

NEW DELHI

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(DEPARTMENT OF LAND RESOURNCES)

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(2020-21)

Presented to Lok Sabha on 03.03.2020

Laid in Rajya Sabha on 03.03.2020



LOK SABHA SECRETARIAT

NEW DELHI

March, 2020/Phalguna, 1941 (Saka)

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**COMPOSITION OF THE STANDING COMMITTEE ON RURAL DEVELOPMENT
(2019-2020)**

Shri Prataprao Jadhav -- Chairperson

**MEMBERS
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2. Shri Sisir Kumar Adhikari
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4. Shri Rajveer Diler
5. Shri Sukhbir Singh Jaunapuria
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7. Prof. Rita Bahuguna Joshi
8. Shri Nalin Kumar Kateel
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11. -Vacant- *
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SECRETARIAT

- | | | |
|-----------------------|---|-----------------------------|
| 1. Shri D. R. Shekhar | - | Joint Secretary |
| 2. Shri S. Chatterjee | - | Director |
| 3. Smt. Emma C. Barwa | - | Additional Director |
| 4. Shri Atul Singh | - | Assistant Executive Officer |

*Vacancy created due to sad demise of Shri Baidyanath Prasad Mahto on 28.02.2020

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 Fifth Report on Demands for Grants (2020-21) 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 12 February, 2020.

4. The Report was considered and adopted by the Committee at their sitting held on 02 March, 2020.

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;
02 March, 2020
12 Phalguna, 1941 (Saka)

PRATAPRAO JADHAV
Chairperson,
Standing Committee on Rural Development

REPORT

PART I

NARRATION ANALYSIS

The main objective of Department of Land Resources are: (1) to increase productivity of rainfed/degraded land to the process of integrated watershed management, (2) to support States/ UTs for implementation of Digital India Land Records Modernization Programme (DILRMP) with the aim to achieve a comprehensive land governance system known as Integrated Land Information Management System and (3) to administer land reforms and other related matters relating to land such as administration of the Right to Fair Land Compensation and Transparency in Land Acquisition, Rehabilitation and Resettlement Act, 2013 (RFCTLARR), the National Rehabilitation and Resettlement Policy (NRRP) of 2007, the Registration Act, 1908 etc. Department of Land Resources (Ministry of Rural Development) implements two Schemes i.e. (i) Watershed Development Component of Pradhan Mantri Krishi Sinchayee Yojana (WDC-PMKSY) alongwith World Bank assisted National Watershed Management Project (Neeranchal) and (ii) 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 2019-20	RE 2019-20	BE 2020-21
1.	Pradhan Mantri Krishi SinchayeeYojana (WDC-PMKSY)	2066.00	1837.97	2000.00
2.	Digital India Land Records Modernization Programme (DILRMP)	150.00	50.00	238.65
	TOTAL SCHEME: (Land Resources)	2216.00	1887.97	2238.65
3.	NON PLAN/ NON SCHEME	11.24	12.03	12.59
	GRAND TOTAL	2227.24	1900.00	2251.24

1.3 The Budget allocation of the Department of Land Resources (Demand No. 86) for the year 2020-21 is Rs. 2251.24 crore which includes the total Scheme component of Rs. 2238.65 crore and a Non-Scheme component of Rs. 12.59 crore. It may be observed that the Scheme component of the Financial Year (FY) 2020-21 at the BE stage has been increased by Rs. 22.65 crore over the previous BE of FY 2019-20. The allocation at the Budget Estimates (BE) stage for FY 2019-20 was Rs. 2216.00 crore which was further reduced to Rs. 1887.97 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	2018-19		2019-20		2020-21	
		BE	% Increase	BE	% Increase	BE	% Increase
1	Pradhan Mantri Krishi Sinchayee Yojana (Watershed Component)	2251.00	-	2066	-8.22	2000.00	-3.19
2	Digital India Land Records Modernization Programme (DILRMP)	250.00	-	150	-40	238.65	59.10
	TOTAL PLAN	2501.00		2216.00		2238.65	

1.4 From the above table it may be seen that the allocation to Pradhan Mantri Krishi Sinchayee Yojana (Watershed Component) has decreased by 3.19% as compared to previous year and for Digital India Land Records Modernisation Programme (DILRMP) the allocation has been increased by 59.10%.

1.5 On being asked about the reasons for the decrease in allocation at RE stage in FY 2019-20 and at BE stage during this fiscal year (2020-21) as compared to previous fiscal BE (2019-20) 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. The marginal reduction of budget at RE stage was due to less release of central funds at the time of review of schemes. This less release was due to non-receipt of complete proposals from States. The decrease in budgetary allocation for the fiscal year 2020-21 (BE Rs. 2000 crore) as compared to the previous fiscal year 2019-20 (BE Rs. 2066 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 the increase of Rs. 88.65 crore in the fund sought at the BE stage of 2020-21 as compared to previous fiscal year (2019-20) for Digital India Land Records Management Programme (DILRMP), the DoLR in their written reply stated that:-

"During 2019-20, fund release was permitted only on reimbursement basis upto 31.12.2019. States/UTs have shown inability to spend fund from their resources and send proposals for release. Department of Expenditure has approved the restoration of funding pattern from re-reimbursement basis to advance basis w.e.f 03-01-2020. Accordingly States / UTs have been requested on 10.01.2020 to submit proposals owing to restoration of funding pattern from re-reimbursement basis to advance basis. Department has already received proposals from states/UTs for release of funds more than Rs 150 crore and IFD has already concurred proposals of an amount of more than 70 crore. Accordingly, it is expected that the programme will regain its pace of progress both in terms of physical and financial achievements."

II. UNSPENT BALANCES

1.7 Unspent balance under WDC-PMKSY during the last three years and upto 31.12.2019 of current year is as below:

Year	Unspent Balance @
2016-17	1924.1
2017-18	1694.79
2018-19	1914.69
2019-20	1482.73 #

@Unspent balance includes Central share, State share, interest accrued and other miscellaneous receipts.
As per the provisional information furnished by the States (includes current year releases) as on 31.12.2019.

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

(Rs in crore)

Year	2016-17	2017-18	2018-19	2019-20
2016-17	365.07	460.69	471.84	394.39*

*Unspent balance up to 10.01.2020.

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 31.12.2019, approximately Rs.1482.73 crore 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.1288.78 crore has been reported as expenditure. The reasons for unspent balance *inter alia* includes (i) delay in transfer of funds from State finance department to nodal department for implementation, (ii) seasonal nature of watershed projects activities and (iii) delay in receipt of proposals from States which results in release of central share at the fag end of financial year. 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 emphasizing to expedite utilization of unspent amount for effective implementation of the scheme. As a result of these measures, the release of Central funds to States has improved in 3rd quarter, good number of project completion reports and end-line evaluation reports have also been received.

The unspent balance of funds with the States/UTs under DILRMP as on 10.01.2020 is Rs. 394.39 crore. The issue relating to utilization of unspent balances is being regularly pursued with the States through regional review meetings and follow ups through Video Conferences, letters, emails etc. Regional review meetings were held at Tripura (6-9-2018), Jammu (13-02-2019), Vadodara (26-02-2019), Manipur (05/06-08-2019) and Jaipur (24-01-2020). The same is being also taken up with the States / UTs at the level of Joint Secretary, Additional Secretary and Secretary, LR."

III. SCHEME-WISE ANALYSIS

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

1.10 Integrated Watershed Management Programme (IWMP) was amalgamated as the Watershed Development Component (WDC) of the Pradhan Mantri Krishi Sinchayee Yojana (PMKSY) in 2015-16. WDC-PMKSY is principally for development of rainfed portions of net cultivated area and culturable wastelands. The activities being undertaken *inter alia* include ridge area treatment, drainage line treatment, soil and moisture conservation, rain water harvesting, nursery raising, afforestation, horticulture, pasture development, livelihoods for asset-less persons, etc.

1.11 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. Accordingly, during 2009-10 to 2014-15, a total number of 8214 watershed development projects were sanctioned in 28 States (excluding Goa) involving an area of about 39.07 million ha with Rs 33,642.24 crore as Central share (total cost : Rs.50,739.58 crore). So far, Rs.18429.37 crore Central Share has been released to States.

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 31.12.2019, 3036 (47.57%) have been reported completed, 386 (10.75 %) are in Consolidation Phase and 2960 (56.38%) are in Works Phase. The details of the funds allocated / released / during the last three years and upto 31.12.2019 of current financial year are as below:

(Rs.in crore)

Year	BE	RE	Release	Percentage of RE released
2016-17#	1550.00	1550.00	1516.88	97.86
2017-18#	2150.47	1722.00	1703.66	98.93
2018-19#	2251.00	1841.00	1795.43	97.52
2019-20#	2066.00	1837.97	971.59*	52.86

#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 31.12.2019, only 971.59 crore (52.86%) 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 the latest update on 30.01.2020, Central Share of Rs.1044.64 crore has been released to the States. 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 Between 2014-15 to 2019-20, 6.15 lakh water harvesting structures were created / rejuvenated. An additional area of 13.84 lakh ha has been brought under protective irrigation. The number of farmers benefitted is 28.41 lakh during the said period. In addition to this, during 2018-19 and 2019-20 (Q 3 ending Dec), 1.05 lakh ha have been brought under plantation (Afforestation/ Horticulture), 2.09 lakh ha of culturable wastelands have been treated and 231.35 lakh mandays have been generated. Considerable improvements due to watershed interventions, on the water table, crop productivity, milk production and per capita income.

1.15 In view of the positive impact of WDC-PMKSY's, Committee asked whether DoLR plans to extend WDC-PMKSY's projects to new rural areas, the DoLR in their written reply stated that the Lifespan of existing WDC-PMKSY is upto March, 2021. The proposal for taking up new generation watershed scheme for the development of rainfed and degraded areas to the tune of 20 million hectare by 2024 @ 5 million hectare per annum has been approved by Hon'ble Minister of Rural Development and it is under process for approval of the Government.

1.16 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

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

Indicators / Parameters	2014-15	2015-16	2016-17	2017-18	2018-19	2019-20*	Total
No. of Water Harvesting Structures	1,08,206	1,05,237	1,55,045	1,37,513	81,079	12,465	6,14,975
Additional Area brought under protective Irrigation (ha)	1,86,667	2,46,805	3,06,900	2,87,465	2,56,843	38,651	13,84,700
No. of Farmers Benefited	4,40,413	5,07,949	5,19,482	4,73,173	6,51,971	73,217	28,41,702
Area brought under plantation [Afforestation / Horticulture etc.] (in Lakh ha) @		-	-	-	70,866	34,622	1,05,488
Area of culturable wastelands treated in completed watershed development projects (in Lakh ha) @		-	-	-	1,78,080	30,987	2,09,067

No. of man days generated (in Lakh mandays) @		-	-	-	168,96,923	62,38,358	231,35,281
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@Information on these indicators collected from 2018-19 onwards

*Quarter 3 ending December, 2019

1.18 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, , 3036 (47.57%) have been reported completed, 386 (10.75 %) are in Consolidation Phase and 2960 (56.38%) are in Works Phase as on 31.12.2019.

1.19 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 31.12.2019 &		
					Work phase	Consolidation phase	Completion reported (Administrative reports of completion received)
1	Andhra	432	0	59	215	0	158
2	Arunachal	156	0	42	101	0	13
3	Assam	372	0	92	137	0	143
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	2	40
11	Karnataka	571	2	140	67	58	304
12	Kerala	83	0	14	11	32	26
13	Madhya Pradesh	517	3	68	224	18	204
14	Maharashtra	1186	6	156	422	4	598
15	Manipur	102	0	41	34	22	5
16	Meghalaya	96	12	23	14	0	47
17	Mizoram	89	0	40	17	0	32
18	Nagaland	111	0	0	50	0	61
19	Odisha	310	0	76	107	0	127
20	Punjab	67	8	26	33	0	0
21	Rajasthan	1025	41	164	317	126	377
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	16	20
27	Uttar Pradesh	612	125	238	25	0	224
28	West Bengal	163	42	2	119	0	0
Total		8214	345	1487	2960	386	3036

&As per the information received from States.

1.20 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.

1.21 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	1,550	1,516.88	97.86
2017-18	1,722	1703.66	98.93
2018-19	1841	1795.43	97.52

1.22 The Committee in this regard wanted to know the reasons still existing for the impediments in the progress of the sanctioned projects of WDC- PMKSY, the DoLR in their written reply stated as under:

"The reasons still exist for the impediments in the progress of sanctioned projects *inter alia* include (i) strength of officials at State Level has been reduced over a period of time as the number of ongoing projects are decreasing year after year and no new projects are being sanctioned w.e.f 2015, (ii) Frequent transfers of key officials at the State Government level and (iii) In many States, the key positions are held only as additional responsibility."

1.23 To ward off challenges in effective implementation of ongoing projects, the department further replied as under,

"For effective remedy for these impediments, States have been advised from time to time by the Department to maintain requisite strength of officials. However, sanction of new projects may boost up SLNAs' functioning. DoLR has also been requesting States for placement of key officials for a tenure of at least 2 to 3 years on full time basis."

1.24 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 by the end of March 2020."

(ii) Allocation of funds

1.25 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)

Scheme	Year	BE	RE	Actual Expenditure	Amount Surrendered w.r.t. RE
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	1837.97	971.59*	Not applicable yet

including Neeranchal and releases under professional support

*as on 31.12.2019.

1.26 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.

1.27 In 2015-16 the IWMP was amalgamated as the Watershed Development Component (WDC) of the Pradhan Mantri Krishi Sinchayee Yojana (PMKSY) It was decided to focus on completion of ongoing projects. Therefore, the Department did not sanction any new watershed project.

1.28 The cabinet 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. However, in view of the instruction contained in MoF, DoE's O.M No. 42 (02) / PF-II/ 2014 dated 10.01.2020 at para 2, Pt.1, the time period of WDC-PMKSY is extended upto March, 2021.

(iii) Neeranchal National Watershed Project

1.29 Neeranchal National Watershed Project (Neeranchal) was sanctioned in 2015-16 and was effective from 08.02.2016. The Project was meant to provide technical assistance support to Watershed Development Component of Pradhan Mantri Krishi Sinchayee Yojana (WDC-PMKSY) for improving incremental conservation outcomes and agricultural yields for communities in selected areas and adoption of more effective process and technologies in participating States. The project was being implemented in 18 selected districts of 9 States viz. Andhra Pradesh, Chhattisgarh, Gujarat, Jharkhand, Madhya Pradesh, Maharashtra, Odisha, Rajasthan and Telangana. The total outlay of the project was Rs.2142.30 crores (\$357 million); out of which 50% amount was to be in the form of long term loan from the World Bank..

1.30 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.

1.31 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.

1.32 Accordingly, a concept note on World Bank assisted new multi-State watershed project namely **“Rejuvenating Watershed for Agricultural Resilience through Innovative Development (REWARD)”** has been prepared by DoLR in consultation with World Bank & Department of Economic Affairs. This concept note has been agreed upon by the World Bank in its review meeting held on 09.10.2019 and approved. Hon’ble MoRD has also accorded approval of the Project Concept Note (PCN) on 26.11.2019. Further necessary action with participating States, World Bank and Department of Economic Affairs is under process.

1.33 In this regard, 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."

1.34 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. As per the inputs shared by the States during various meetings, discussions, conferences etc., it is observed that convergence has been mostly with MGNREGS, RKVY and NHM. In addition, DoLR requested the States to have convergences with Fisheries Department schemes, afforestation schemes, Animal Husbandry department schemes and NRLM schemes etc. Further states have been advised to complete their transferred projects with the help of convergence from relevant central and state schemes."

1.35 Further during the evidence, the representative of DoLR stated as under:

"लैंड रिकॉर्ड मैनेजमेंट स्कीम के तहत जो इनिशिएटिव लिए गये हैं उनसे आम लोगों विशेषकर किसानों को फायदा हुआ है। देश में कुल 6 लाख 55 हजार गाँव हैं जिनमे से 6 लाख 30 गांवों की प्लॉट वाइज सूचना उपलब्ध हैं। अभी हाल ही में माननीय प्रधानमंत्री जी ने कृषि एवं किसान कल्याण मंत्रालय द्वारा "किसान सम्मान निधि" योजना लांच की थी, जिसमे हमारे विभाग के द्वारा मुहैया कराये गये लैंड रिकॉर्ड डाटा प्रयोग करके इस योजना का क्रियान्वयन किया गया है।"

(iv) Monitoring and evaluation under WDC-PMKSY

1.36 A geo-spatial portal SRISHTI is being implemented from 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 realtime basis are uploaded on SRISHTI portal using a mobile application DRISHTI specifically developed for the purpose. 11.97 lakh photographs have been uploaded by the States on the portal as on 31.12.2019.

1.37 Department has shared relevant updates for 'Appraisal Document of Twelfth Five Year Plan' to the NITI Aayog which has been already published. NITI Aayog has initiated a study entitled "Impact Evaluation of Completed Projects under Integrated Watershed Management Programme (IWMP) through third party independent evaluation agency. The reports of this evaluation study are awaited. Besides, an Evaluation of all Centrally Sponsored Schemes under 28 Umbrella Schemes including WDC-PMKSY is being undertaken by Development Monitoring and Evaluation Office (DMEO), NITI Aayog. The consultancy work has been awarded to M/s KPMG Advisory Services Pvt. Ltd. and the agreement for the work has also been signed with effect from 7th October, 2019. This evaluation study is likely to be completed by January, 2020.

(v) Implementation of digital payment under WDC-PMKSY

1.38 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.

1.39 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. "

1.40 When asked whether the Vigilance and Monitoring Committees constituted with Members of Parliament and elected representatives of the people in State Legislatures and Panchayati Raj Institutions to monitor the quality in implementation is functioning well in all the States and how the Department plans to engage elected public representatives/ legislatures more often to include their suggestions/ reviews in effective implementation and monitoring of the ongoing schemes under DoLR, the DoLR in their written reply stated as under:-

"As per the information provided by the Department of Rural Development, District Development Coordination and Monitoring Committees known as 'Disha' replacing District Level Vigilance and Monitoring Committees have been constituted in June 2016 with a view to ensure better coordination among all elected representatives in Parliament, State Legislature and Local Governments for efficient and time-bound development. DISHA Committees have been constituted in 698 Districts and more than 2600 meetings of DISHA Committees have been organized. DISHA Guidelines provides that the DISHA Committee headed by Members of Parliament representing the District should include all Members of State Legislature from district and local bodies representatives. DISHA meeting provides a platform where discussion on development programmes including DoLR schemes can be held in detail and further course

of actions may be decided in the meeting taking valuable views from MPs and MLAs.

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

1.41 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.

1.42 The programme has following major components and activities:

S. No.	Component	Activities
1.	Computerization of land records	(i) computerization of record of rights; (ii) digitization of cadastral maps; (iii) integration of record of rights (textual) and cadastral maps (spatial); (iv) data centres at state level.
2.	Computerization of Registration	(i) computerization of Sub Registrar Offices (SROs); (ii) Data entry of valuation details; (iii) Data entry of legacy encumbrance data for determined period; (iv) Scanning and preservation of old documents; and (v) connectivity between sub-registrar offices and tehsils.
3.	Survey / resurvey	Survey / resurvey and updating of the survey & settlement records.
4.	Modern record rooms	Modern record rooms / land records management

		centres at tehsil / taluk / circle / block level.
5.	Training & capacity building	Creation of DILRMP Cells at Administrative Training Institutes and/or the Survey/Revenue/Patwari Training Institutes of states.
6.	PMU	Establishment of PMU for monitoring of the programme.
7.	Core GIS	Village Index base maps from satellite imagery for creating the Core GIS.

(ii) **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, Goa, Gujarat, Haryana, Himachal Pradesh, Jharkhand, Karnataka, Lakshadweep, Madhya Pradesh, Maharashtra, Delhi, Odisha, Puducherry, Punjab, Rajasthan, Sikkim, Tamilnadu, Telangana, Tripura, Uttarakhand, Uttar Pradesh, West Bengal. (24 States/UTs)	Assam, Bihar, Chandigarh, Chhattisgarh, Daman & Diu, Kerala, Jammu & Kashmir, Manipur, Mizoram, Nagaland, Ladakh. (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, Delhi, Goa, Haryana, Himachal Pradesh, Kerala, Madhya Pradesh, Mizoram, Nagaland, Manipur, Odisha, Puducherry,	Andaman & Nicobar Islands, Andhra Pradesh, Gujarat, Jharkhand, Maharashtra, Rajasthan, Telangana, Uttar	Arunachal Pradesh, Chandigarh, Daman & Diu, Jammu and Kashmir, Lakshadweep, Karnataka, Meghalaya, Ladakh. (8 States/UTs)

		Punjab, Sikkim, Tamilnadu, Tripura, West Bengal. (20 States/UTs)	Pradesh, (9 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, Delhi, Gujarat, Himachal Pradesh, Jharkhand, Madhya Pradesh, Maharashtra, Manipur, Mizoram, Nagaland, Rajasthan, Tamilnadu, Telangana, Uttarakhand, Uttar Pradesh. (19 States / UTs)	Arunachal Pradesh, Chandigarh, Daman and Diu, Haryana, Jammu & Kashmir, Karnataka, Kerala, Lakshadweep, Meghalaya, Puducherry, Punjab, Sikkim, Ladakh. (13 States/ UTs)
4.	Computerization of Registration i.e. Sub Registrar Offices (SROs)	Andaman & Nicobar, Andhra Pradesh, Assam, Bihar, Chandigarh, Chhattisgarh, Dadra & Nagar Haveli, Delhi, Goa, Gujarat, Haryana, Jharkhand, Kerala, Madhya Pradesh, Maharashtra, Odisha, Puducherry, Punjab, Rajasthan, Sikkim, Telangana, Tripura, Uttar Pradesh, West Bengal. (24 States/UTs)	Daman & Diu, Himachal Pradesh, Manipur, Meghalaya, Tamilnadu, Uttarakhand. (6 States/ UTs)	Arunachal Pradesh, Jammu & Kashmir, Karnataka, Lakshadweep, Nagaland, Mizoram, Ladakh. (7States/ UTs)
5.	Integration of	Andhra Pradesh,	Andaman &	Arunachal Pradesh,

Registration (SRO) with Land Records (Revenue Offices).	Dadra & Nagar Haveli, Delhi, Goa, Gujarat, Haryana, Jharkhand, Madhya Pradesh, Kerala, Maharashtra, Odisha, Rajasthan, Sikkim, Telangana, Tripura, West Bengal.	Nicobar, Assam, Bihar, Chhattisgarh, Himachal Pradesh, Punjab, Tamilnadu, Uttarakhand, Uttar Pradesh.	Chandigarh, Daman & Diu, Jammu & Kashmir, Karnataka, Lakshadweep, Manipur, Meghalaya, Nagaland, Mizoram, Puducherry, Ladakh.
	(16 States/UTs)	(9 States/ UTs)	(12 States/ UTs)

1.43 When asked why some States/ UTs have not shown any progress on different components under DILRMP and steps undertaken to initiate work in that; the DoLR in their written reply stated as under:

"Some States like Arunachal Pradesh, Meghalaya, Nagaland and Manipur (Partial) are not able to implement some of the components due to community ownership of lands and non-availability of land records with the respective governments. Department has put lot of efforts to resolve above issues. Regional Review Meetings of NER states have been conducted in Tripura and Manipur on 06-09-2018 and 5-6 August, 2019 respectively at the level of Secretary, Department of Land Resources. In the regional review meeting in Manipur, one day was specifically dedicated to deliberate and discuss the issues related to land administration in the region. Special reference to computerization of land records in the community owned states. The positive outcome of the review meeting has been emerged and states like Manipur, Mizoram and Nagaland have started reporting progress on various components of DILRMP. It is expected that major activities under DILRMP would be completed in the entire country before the financial year 2023-24.

Further, the Department has been putting in all efforts through regional review meetings and follow ups through field visits, D.O letters, emails etc. to resolve such issues. The same is also being taken up at the highest level in the Department of Land Resources."

1.44 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

1.45 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.

Now, Department of Expenditure has approved the restoration of funding pattern from re-imburement basis to advance basis and also restored the components like Programme Management Unit (PMU), Survey/ re-survey and Core GIS w.e.f. 03-01-2020.

1.46 The Committee enquired about the time by when Land Records of all the States/UTs will be fully computerized and integrated, 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 government. Further, department has put lot of efforts to evolve a solutions to above issues. Regional Review Meetings of NER states have been conducted in Tripura and Manipur on 06-09-2018 and 5-6 August, 2019 respectively at the level of Secretary, Department of Land Resources. In the regional review meeting at Manipur, one day was specifically dedicated to deliberate and discuss the issues related to land administration in the region. Special reference to computerization of land records in the community owned states. The positive outcome of the review meeting has been emerged and states like Manipur, Mizoram and Nagaland have started reporting progress on various components of DILRMP. It is expected that major activities under DILRMP would be completed in the entire country before the financial year 2023-24.

1.47 The number of states/ UTs provided funds during the last three FY is as under:

Year	Number of States/ UTs not provided funds.
2016-17	19
2017-18	23
2018-19	29
2019-20 (upto 31-01-2020)	37

1.48 When asked about reason for not providing funds to number of states, the DoLR in their written reply stated that :

"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. Department of Expenditure approved the extension of programme beyond 2017 up to 31-03-2020 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. 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. 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. To resolve above issue, department had submitted a proposal to DoE to reconsider the decision of release of funds on reimbursement basis which has now been approved by DoE w.e.f 03.01.2020."

(iii) Financial Progress:

1.49 DILRMP scheme has been extended up to 31st March 2021 only, with budgetary allocation of Rs. 238.65 crore for FY 2020-21. The targets of monitorable output and outcome indicators under DILRMP for 2020-21 has already been conveyed to NITI Aayog. The appraisal and approval of the scheme proposed by Department of Land Resources has been completed. The Ministry of Finance on the recommendation of EFC had conveyed extending the Scheme for three years beyond 12th Five Year Plan i.e. from 01.04.2017 to 31.03.2020. An amount of Rs. 950 crore was recommended by the EFC for three years. During current financial year i.e. 2019-20, Rs.50 crore (RE) has been allocated under the scheme. DILRMP scheme has been further extended up to

31st March 2021 only, with budgetary allocation of Rs. 238.65 crore for FY 2020-21.

(iv) Allocation of Funds to the DILRMP scheme

1.50 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	RE	Actual expenditure
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	-	2.53

* as on 10.01.2020.

1.51 The Committee further enquired about the reasons for dismal utilisation of funds in the 2018-19; the DoLR in their written reply stated as under:

"DILRMP was sanctioned in the year 2008-09 with certain components in the name of NLRMP till 31-03-2017. Department of Expenditure approved the extension of programme beyond 2017 up to 31-03-2020 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. Substantial progress under different components has been achieved during the previous year. 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. Due to change in funding pattern and non budgetary support from state resources for center sector scheme, states have shown inability to spend funds from their resources and then submit the proposal for reimbursement. To resolve above issue, department had submitted a proposal to DoE to reconsider the decision of release of funds on reimbursement basis which has now been approved by DoE w.e.f 03.01.2020."

1.52 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
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1.53 Seeing dismal utilization of funds in current FY till 10.01.2020, the Committee asked about the plan to utilize the remaining fund in the last quarter of this financial year; the DoLR in their written reply stated as under:

"During 2019-20, fund release was permitted only on reimbursement basis upto 31.12.2019. However, a mobilization advance upto 30% was allowed (only for first instalment during 2018-19) and subsequent instalment on reimbursement basis only. Due to this change, very few proposals, due to inability of states to contribute, were received from the States/UTs which impacted release of fund and resulted in slow progress. Department of Expenditure has now approved the restoration of funding pattern from re-reimbursement basis to advance basis and also restored the components like Programme Management Unit (PMU), Survey/re-survey and Core GIS w.e.f 03-01-2020.

States / UTs have also been requested on 10.01.2020 to submit proposals owing to restoration of funding pattern from re-imburement basis to advance basis. Department has already received proposals of more than Rs.150 crore from states/UTs for release of funds and IFD has already concurred proposals of an amount of more than Rs.70 crore and about an amount of Rs. 28.60 crore has been released. Accordingly, it is expected that the programme will regain its pace of progress both in terms of physical and financial achievements."

(v) Monitoring and Evaluation

1.54 Department of Land Resources, in order to undertake third party evaluation of DILRMP, awarded impact cum assessment study for the year 2017 – 18 to Centre for Rural Studies (CRS), LBSNAA. The study covered the States/UTs of Chhattisgarh, Odisha, Telangana, Andhra Pradesh, Andaman & Nicobar, Tripura, Tamil Nadu, and Puducherry. CRS has submitted its reports for Odisha, Telangana, Andhra Pradesh, Tripura, Tamil Nadu, and Puducherry and the reports are being finalized by CRS for Chhattisgarh and Andaman & Nicobar as per the observation/comments made by the Department. Further, to continue with the Third-Party Evaluation of the DILRMP for the year 2018-19, Centre for Rural Studies (CRS), LBSNAA has been awarded impact evaluation study of DILRMP for the year 2018-19 in respect Punjab, Rajasthan, Maharashtra, Goa, West Bengal, Assam, Kerala & Lakshadweep. CRS has shortlisted the agencies for the evaluation work and the evaluation work is in progress.

Recently, Ministry of Finance and NITI Aayog have advised Ministry/Departments to conduct evaluation of all ongoing schemes for their continuation in the next Finance Commission Cycle. Considering the expertise of CRS and their ongoing assignment of evaluation of Digital India Land Records Modernization Programme (DILRMP), CRS Mussoorie has been approved for evaluation of DILRMP in the remaining 08 States/UTs i.e. Madhya Pradesh, Uttar Pradesh, Karnataka, Bihar, Gujarat, Sikkim, Manipur and Uttarakhand selected from different zones/regions. CRS has been asked to submit the final report before the end of the current financial year.

1.55 The Committee in this regard asked about the impact cum assessment study for selected States under DILRMP in 2017-18 and 2018-19 entrusted to Centre for Rural Studies (CRS), Lal Bahadur Shastri National Academy of Administration (LBSNAA), 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.

1.56 When asked about the current status regarding the erstwhile proposal of setting up of National Institute of Land Administration and Management (NILAM), the DoLR in their written reply informed as under:-

"The Government of Rajasthan has allotted land measuring 17.40 hectares at Namarana, Alwar district free of cost for said Institute and department has already taken the possession of land. NBCC was asked to submit preliminary estimates for construction of NILAM. Based on the preliminary estimate submitted by NBCC, EFC was submitted in the year 2011. Department of Expenditure, Ministry of Finance advised that option of PPP model should be explored for execution of the project. Department has also entered into agreements through MoUs with Administrative Staff College of India and NISG for capacity building and other activities related to land, revenue administration, the subsidiary function of NILAM. Presently, the setting up of NILAM in the department is under consideration."

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

1.57 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.

1.58 The Committee in this regard wanted to know how far the project to give a unique land ID for each land parcel has been implemented and whether the Department has any proposal to link land records with owner's unique ID such as Aadhaar, for identification of Benami property, the DoLR in their written reply informed as under:-

"ULPIN is a definite digits alpha numeric unique number generated for land parcel for easier integration and extracting information related to that particular plot of the land. At present different states adopt different system for allotting a number to a land parcel which do not include all the relevant information about that land like use, category of land, location, gender(s) of holders etc. in the number itself. The State of Uttar Pradesh has assigned a unique 16 digit code for each and every revenue plot in the State where the first

6 digits represent the village code (as adopted for the census purposes by the RGI), the next 4 digits (7-10) represent the plot number, subsequent 4 digits (11-14) represent the division status of the plot and the last 2 digits (15-16) represent the category of the land. This information is extremely useful for administrative purposes and policy making. ULPIN would enable to provide compatibility and interface with other sectors / domain. Department has constituted an expert committee including members of NIC, Survey of India, Ministry of Science & Technology and NRSC. The committee has already developed the method of assigning unique IDs to the land parcels and same has been in advance stage of circulating to the states/UTs for implementation. "

PART II

Observation/Recommendation

The Detailed DFG (2020-21) of the Department of Land Resources (Ministry of Rural Development) under demand no. 86 were laid on the Table of Lok Sabha on 09 July, 2019. The Gross Budgetary support (GBS) for the fiscal year 2020-21 is Rs. 2251.24 crore. The Committee have examined in detail the Demand for Grants of the Department of Land Resources (DoLR) for the fiscal year 2020-21. Observations/ recommendations of the Committee are detailed in succeeding paragraphs.

Fund allocation during 2020-21

2.1 The Committee with regard to fund allocated during FY 2020-21 observe that there has been an increase of only Rs. 22.65 crore in the Gross Budgetary Support (GBS / Scheme component) of the Department of Land Resources (DoLR) over the previous year's (2019-20) Budget Estimates (BE). The BE for the year 2019-20 was Rs. 2216 crore and the allocation for this year i.e. 2020-21 has been increased to Rs. 2238.65 crore which is an increase of just 1.02% over the previous year's BE. The Committee also observe that there has been a decrease of 3.19% (Rs 2066 to Rs. 2000 crore) in the Budgetary Allocation of Watershed Development Component- Pradhan Mantri Krishi Sinchayee Yojana (WDC-PMKSY) and 59.10% (Rs 150 to 238.65 crore) increase in allocation under Digital India Land Records Management Programme (DILRMP) during 2020-21 over the BE stage allocation in 2019-20. The Committee feel that despite a need for an increase in the budget allocation for WDC-PMKSY in 2020-21, considering the

previous year's performance and the incompleteness of the projects, the reduction made in the BE component seems to be an imprudent approach as this may cause further delay in the completion of the pending projects. Therefore, the Committee strongly recommend the DoLR to take up the matter of reduced Budgetary allocation at the highest level in the Ministry of Finance so that the desired progress in the completion of projects under WDC-PMKSY is not delayed any further.

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

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

2.2 The Committee note that the period for completing PMKSY (Watershed Development) projects is between 4-7 years. The Committee are quite concerned regarding the inordinate delay in the completion of the projects pertaining to WDC-PMKSY. Despite recommending on this in the past, the Committee are unhappy with the sluggish approach followed by DoLR in expediting the pace of completion. Although DoLR has stated in their written reply about the completion of 3036 projects as on 31.12.2019, the DoLR is still far away from the target of 6382 projects remaining after transfer of 1832 projects to States from the originally sanctioned 8214 projects during 2009-10 to 2014-15. The Committee, thus, recommend the DoLR to expedite the pace of completion of the massive backlog of pending projects at the earliest. The Committee would like to be apprised of the steps being taken by the DoLR in this regard.

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

Adherence to Closure Protocol of completed projects

2.3 The Committee find that a protocol on formal completion and closure of WDC-PMKSY projects has been already formulated by the Department of Land Resources in consultation with erstwhile Ministry of Water Resources, River Development & Ganga Rejuvenation and NITI Aayog. The protocol is an all encompassing aspect of the WDC-PMKSY projects which covers the essential modalities to be fulfilled for any project to be as complete. Compliance with the closure is an essential component, the adherence to which cannot be neglected under any circumstances. Therefore, the committee recommend that all the projects under WDC-PMKSY should comply with the closure protocol of the Department before it is declared to be officially complete.

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

Maintenance of the completed project

2.4 The Committee are also of the view that the efficacy of projects under WDC-PMKSY post-completion is completely dependent upon the maintenance and monitoring mechanism. However, while examining the facts and figures of the Department of Land Resources, the Committee observe that the Department is 'silent' on this aspect. Project maintenance has been completely overlooked and it seems that DoLR have not given a serious thought about the condition of the projects in the absence of any maintenance machinery. The Committee, therefore, strongly recommend DoLR to look into the matter in right earnest and

come up with a robust mechanism of maintenance post - completion of projects under WDC-PMKSY.

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

WDC-PMKSY: Area under irrigation

2.5 The Committee note the fact that in 2018-19, a total of 256,843 hectare area was additionally brought under the ambit of irrigated land. However, during the current financial year, only an area of 38,651 hectare has been added to the domain of irrigated land till quarter ending in June, 2019. Despite the claim of DoLR that 3036 projects have been completed upto 31.12.2019, 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 therefore, DoLR should ensure that there is an increase in the irrigated land area at faster pace alongwith the project's completion. Therefore, the Committee, strongly recommend that DoLR should take appropriate measures to increase the area of irrigated land in the country in proportion to the projects completed under WDC-PMKSY.

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

Expeditious liquidation of Unspent Balance

2.6 The Committee note that substantial amount of fund under the schemes of DoLR are lying unspent as seen during the course of evidence. The Committee note that Rs. 1482.73 crore is unutilized under WDC-PMKSY (as on 31.12.2019) and an amount of Rs. 394.39 crore is still unused under DILRMP (as on 10.01.2020). The quantum of funds lying unspent does not augur well for the achievement of targets under the schemes of DoLR. A productive expenditure mechanism through the prudent management of the Department is the need of the hour. Therefore, the Committee recommend DoLR to bolster its strategies regarding fund utilization *viz a viz* achievements of targets so as to provide an impetus for the efficacious performance of schemes.

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

Digital India Land Records Modernization Programme (DILRMP)

2.7 The Committee note from the reply made by DoLR that major activities under DILRMP would be completed in the entire country before the fiscal year 2023-24. The Committee are of the concerned view that the project needs an all out effort by DoLR, so that it achieves its desired result in a time bound manner. The Committee acknowledges that the programme can also do wonders to ease the burden associated with land revenue/record procedures. Thus, the Committee strongly urges upon the DoLR to ensure expeditious completion of exercise under DILRMP to cover entire country.

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

DILRMP: e-Registration

2.8 The Committee are happy to note the initiative taken by DoLR for e-Registration. The creation of Unique ID for Land Parcel (ULPIN) for easier integration and extracting information related to that particular plot of the land is a big step forward to have a uniform countrywide database of Land. Also, the National Generic documents Registration System (NGDRS) software application developed through National Informatics Centre (NIC) under DILRMP for simplification and standardization of registration process across all the States will bring uniformity in computerized registration and enable 'anywhere access' to data and information to both enforcement/ regulatory agencies as well as the common man. Therefore, the Committee strongly recommend the DoLR to fasten the process bringing all States under its coverage 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 and easy availability of e-registration services in the rural areas and also the rural population should be widely educated in the process of e-registration of land.

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

Monitoring

2.9 The Committee note that District Development Coordination and Monitoring Committees ('DISHA) headed by Members of Parliament, provide platform where discussion on development programmes including DoLR

schemes can be held in detail and further course of actions may be decided taking valuable views from MPs and MLAs. The Committee, however, take a strong view of the fact that Heads of Department are most of the times absent from these meeting, which is why the desired results of effective monitoring is not met. Also it is strongly felt by the Committee that the views expressed by the MPs and MLAs should be effectively complied with for implementation of the schemes. In view of this, DoLR is recommended to make the presence of all concerned officials in the DISHA meeting compulsory and ensure that suggestions/ views expressed by the MPs are taken into consideration on priority for the efficacious implementation of schemes.

(Recommendation Sl.No. 9, Para No. 2.9)

NEW DELHI;
02 March, 2020
12 Phalgun, 1941 (Saka)

PRATAPRAO JADHAV
Chairperson,
Standing Committee on Rural Development

STANDING COMMITTEE ON RURAL DEVELOPMENT (2019-2020)

**MINUTES OF THE EIGHTH SITTING OF THE COMMITTEE HELD ON
WEDNESDAY, THE 12th FEBRUARY, 2020**

The Committee sat from 1345 hrs. to 1425 hrs. in Committee Room 'D',
Ground Floor, Parliament House Annexe, New Delhi.

PRESENT

Shri Prataprao Jadhav -- *Chairperson*

MEMBERS

Lok Sabha

2. Shri Rajveer Diler
3. Shri Sukhbir Singh Jaunapuria
4. Dr. Mohammad Jawed
5. Prof. Rita Bahuguna Joshi
6. Shri B. Y. Raghavendra
7. Shri Talari Rangaiah
8. Smt. Gitaben Vajesingbhai Rathva
9. Shri Vivek Narayan Shejwalkar
10. Shri K. Sudhakaran

Rajya Sabha

11. Shri Manas Ranjan Bhunia
12. Shri Nazir Ahmed Laway
13. Shri Rathwa Naranbhai Jemlabhai
14. Shri Ram Shakal
15. Shri Ajay Pratap Singh
16. Shri Lal Sinh Vadodia

Secretariat

1. Shri D. R. Shekhar - Joint Secretary
2. Shri S. Chatterjee - Director
3. Smt. Emma C. Barwa - Additional Director

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

1. Shri Ruolkhumlien Bhuril - Secretary
2. Shri Satyabrata Sahu - Additional Secretary
3. Shri Sanjeev Kumar - Additional Secretary & Financial Advisor
4. Shri Mitter Sain - DDG (A&C)
5. Shri Hukum Singh Meena - Joint Secretary (LR)
6. Shri Umakant - Joint Secretary (WM)
7. Smt. Sudha Keshari - Economic Advisor (PME)
8. Shri Rajesh Kumar Singh - Director (WM)
9. Shri Vijay Prakash - Director (LR)

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 (2020-21) relating to Department of Land Resources.

[Witnesses were then called in]

3. After welcoming the witnesses, the Chairperson drew the attention of the Department that whatever the discussions held here would be treated as confidential and not to be made public till the Report of the Committee is presented to Parliament. The Chairperson then broadly mentioned about the scheme-wise funds proposed/allocated by the Department for the year 2020-21 under different schemes and requested the Secretary to brief the Committee thereon. Thereafter, the Secretary, Department of Land Resources (Ministry of Rural Development) made a Power Point Presentation *inter-alia* highlighting allocations viz. utilisation of funds in different years so far alongwith the budgetary allocation for the year 2020-21 and the initiatives taken under different schemes of Department of Land Resources.

4. Thereafter, the Members raised queries on issues ranging from adequacy of budget for different schemes/projects, its impact on the implementation of the schemes and the progress made by the Department in this regard, 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 were not readily available 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 (2019-2020)

**MINUTES OF THE ELEVENTH SITTING OF THE COMMITTEE HELD ON
MONDAY, THE 02 MARCH, 2020**

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

PRESENT

Shri Naranbhai J. Rathwa -- *Acting Chairperson*

**MEMBERS
LOK SABHA**

2. Shri A.K.P. Chinraj
3. Shri Sukhbir Singh Jaunapuria
4. Prof. Rita Bahuguna Joshi
5. Shri Narendra Kumar
6. Shri Janardan Mishra
7. Shri Talari Rangaiah
8. Smt. Gitaben Vajesingbhai Rathva
9. Shri Vivek Narayan Shejwalkar
10. Shri Brijbhushan Sharan Singh
11. Shri Indra Hang Subba

RAJYA SABHA

12. Shri Shamsheer Singh Dullo
13. Shri A. K. Selvaraj
14. Shri Ajay Pratap Singh
15. Shri Lal Sinh Vadodia

SECRETARIAT

1. Shri D. R. Shekhar - Joint Secretary
2. Shri S. Chatterjee - Director
3. Smt. Emma C. Barwa - Additional Director

2. At the outset, the Committee expressed its deep condolences over the sad demise of Shri Baidyanath Prasad Mahto, MP and observed two minutes of silence in the memory of the departed soul. The Committee further placed on record its appreciation and contribution made by the Member in the working of Rural Development Committee.

3. Thereafter, in the absence of Chairperson, the Committee under Rule 258 (3) of the Rules of Procedure and Conduct of Business in Lok Sabha chose Shri Naranbhai J. Rathwa, MP to act as Chairperson for the sitting. The Acting Chairperson welcomed the Members to the sitting of the Committee convened for consideration of following three Draft Reports of the Committee:-

- (i) XXX XXX XXX XXX
- (ii) Draft Report on Demands for Grants (2020-21) of the Department of Land Resources (Ministry of Rural Development);
- (iii) XXX XXX XXX XXX

4. Draft Reports were taken up for consideration one-by-one and after discussion, the Committee adopted the above Draft Report without any modifications. The Committee then authorized the Acting Chairperson to finalize the aforesaid Draft Reports and present the same to the Parliament at the earliest as it has been listed in Rajya Sabha for discussion.

The Committee then adjourned.

XXX Not related to the Draft Report