

STANDING COMMITTEE ON RURAL DEVELOPMENT AND PANCHAYATI RAJ

(2024-2025)

2

EIGHTEENTH LOK SABHA

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

**DEMANDS FOR GRANTS
(2024-25)**

SECOND REPORT



LOK SABHA SECRETARIAT

NEW DELHI

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DEMANDS FOR GRANTS

(2024-25)

Presented to Lok Sabha on 12.12.2024

Laid in Rajya Sabha on 12.12.2024



LOK SABHA SECRETARIAT

NEW DELHI

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**COMPOSITION OF THE STANDING COMMITTEE ON RURAL DEVELOPMENT AND
PANCHAYATI RAJ (2024-2025)**

Shri Saptagiri Sankar Ulaka -- Chairperson

Lok Sabha Members

2. Shri Sandipanrao Asaram Bhumare
3. Shri Sudip Bandyopadhyay
4. Shri Raju Bista
5. Shri Vijay Kumar Dubey
6. Dr. Sanjay Jaiswal
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17. Shri Omprakash Bhupalsinh Alias Pavan Rajenimbalkar
18. Shri Parshottambhai Rupala
19. Shri Devendra Singh Alias Bhole Singh
20. Shri Ganesh Singh
21. Shri Vivek Thakur

Rajya Sabha Members

22. Smt. Geeta *alias* Chandraprabha
23. Shri H. D. Devegowda
24. Shri Samirul Islam
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30. Shri Vaiko
31. *Vacant*

Secretariat

1. Shri D. R. Shekhar - Additional Secretary
2. Shri Vinay P. Barwa - Director
3. Shri L. Singson - Deputy Secretary
4. Shri Atul Singh - Committee Officer

INTRODUCTION

I, the Chairperson of the Standing Committee on Rural Development & Panchayati Raj (2024-2025) having been authorised by the Committee to submit the Report on their behalf, present the Second Report on Demands for Grants (2024-25) 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 Resources (Ministry of Rural Development) on 5th November, 2024.

4. The Report was considered and adopted by the Committee at their sitting held on 4th December, 2024.

5. The Committee wish to express their thanks to the officials of the Ministry of Rural Development (Department of 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
04 December, 2024
13 Agrahayana, 1946 (Saka)

SAPTAGIRI SANKAR ULAKA
Chairperson
Standing Committee on Rural Development and
Panchayati Raj

REPORT
PART I
NARRATION ANALYSIS

Chapter I

(a) Introductory

Standing Committee on Rural Development and Panchayati Raj is primarily entrusted with the mandatory task of examination of Demands for Grants for each financial year sought by the Ministry/Department under its purview while also scrutinizing the schemes under the administrative control of the concerned Ministry/Department. The present Report is on the examination of the Demands for Grants of the Department of Land Resources (Ministry of Rural Development) for the ensuing financial year 2024-25 under Rule 331E(1)(a) of Rules of Procedure and Conduct of Business in Lok Sabha.

(b) Role of Department of Land Resources

The main objective of Department of Land Resources (DoLR), are: (i) to increase productivity of rainfed/degraded land to the process of integrated watershed management, (ii) 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 (iii) 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 Registration Act, 1908 and National Rehabilitation and Resettlement Policy (NRRP) of 2007, etc. Currently, the Department of Land Resources is implementing two Schemes/ Programs:

- (i) Watershed Development Component of Pradhan Mantri Krishi Sinchayee Yojana (WDC-PMKSY)**
- (ii) Digital India Land Records Modernization Programme (DILRMP).**

The Detailed Demands for Grants of the Department Of Land Resources (Ministry of Rural Development) for the financial year (2024-25) were laid in Lok Sabha on 5th August, 2024. The Budget Estimate of the Department of Land Resources for the year 2024-25 is Rs 2667.24 crore which includes the total Scheme component of Rs. 2642.00 crore and a Non-Scheme component of Rs. 25.24 crore. It may be observed that the Scheme component of the Financial Year

(FY) 2024-25 at the BE stage has been increased by Rs. 246.25 crore over the previous year BE of 2023-24.

The Committee have examined, in-depth, the Demands for Grants of the Department Of Land Resources for the financial year 2024-25 and the same is deliberated in succeeding Chapters of the Report. The Observations / Recommendations of the Committee have been given at the end of the Report. The Committee expect the Ministry to take all necessary steps for proper and timely utilization of funds ensuring completion of the various schemes and projects in a time bound manner. The Committee expect the Department to take all necessary steps for progress and timely utilization of funds ensuring implementation of it's and projects in a time bound manner. The Committee expect the Department of Land Resources to take Committee's observations / recommendations positively and act on them expeditiously and furnish Action Taken Replies in respect of the Observations/Recommendations made in the Report within three months from the date of presentation of this Report.

CHAPTER II

Examination of Demands for Grants (2024-25)

(a) Overall Fund Allocation

(Rs. in Crore)

Name of the Schemes / Programmes	Budget Estimate 2023-24	Revised Estimate 2023-24	Budget Estimate 2024-25
Schemes / Programmes			
1. Watershed Development Component of Pradhan Mantri Krishi Sinchayee Yojana (WDC PMKSY)			
(i) Lumpsum Provision for the N.E. Region and Sikkim under WDC PMKSY	220.00	177.50	250.01
(ii) Watershed Development Component of Pradhan Mantri Krishi Sinchayee Yojana (WDC PMKSY)	49.28	34.85	55.21
	1864.22	1491.29	2121.78
	47.50	35.91	54.00
(iii) WDC PMKSY - Rejuvenating Watershed for Agriculture Resilience through Innovative Development (REWARD)-Externally Aided Project	19.00	10.45	20.00
Sub-total (a)=	2200.00	1750.00	2501.00
(iv) WDC PMKSY - Agriculture Infrastructure Development Fund (AIDF)	-	58.26	305.22
	-	1118.36	2121.78
	-	24.32	54.00
Sub-total (b)=	-	1200.94	2481.00
Total (a+b)=	2200.00	2950.94	4982.00
Recovery under AIDF (c)=	-	- 1200.94	- 2481.00
Total(1) (a+b-c)=	2200.00	1750.00	2501.00
2. Digital India Land Records Modernization Programme (DILRMP)			
(i) Lumpsum Provision for the N.E. Region and Sikkim under DILRMP	19.58	19.58	14.10
(ii) Digital India Land Records Modernization Programme (DILRMP)	176.17	105.42	126.90
Total(2) =	195.75	125.00	141.00
Total-Schemes (1+2):	2395.75	1875.00	2642.00
3. Non-Scheme			
Secretariat – Economic Services	Revenue	22.22	21.78
	Capital	1.26	1.26
Total (3)=	23.48	23.04	25.24
Grand Total (1+2+3)=	2419.23	1898.04	2667.24

From the above table, it may be seen that the budget allocation of the Department of Land Resources (Demand No. 88) for the year 2024-25 is Rs. 2667.24 crore which includes the total Scheme component of Rs. 2642.00 crore and a Non-Scheme component of Rs. 25.24 crore. It may be observed that the Scheme component of the Financial Year (FY) 2024-25 at the Budget Estimate (BE) stage has been increased by Rs. 246.25 crore over the previous BE of FY 2023-24. The allocation at BE stage for FY 2023-24 was Rs. 2395.75 crore which was further reduced to Rs. 1875.00 crore at the Revised Estimate (RE) stage.

(b) Outlays vis-a-vis Expenditure

Statement showing percentage increase in various schemes/programmes during last 3 years are as under:-

Sl. No.	Name of the Scheme/programme	2022-23		2023-24		2023-24	2024-25	
		BE	% Increase	BE	% Increase	RE	BE	BE % Increase
1	Pradhan Mantri Krishi Sinchayee Yojana (Watershed Component)	2000.00	--	2200.00	(+)10%	1750.00	2501.00	(+)13.7%
2	Digital India Land Records Modernization Programme (DILRMP)	239.25	--	195.75	(-)18.18%	125.00	141.00	(-) 27.97%
	TOTAL PLAN	2239.25		2395.75		1875.00	2642.00	

2.2 As per the above statement, the allocation at BE stage to Pradhan Mantri Krishi Sinchayee Yojana (Watershed Component) has been increased by 13.70% as compared to previous year BE and for Digital India Land Records Modernisation Programme (DILRMP) the allocation at BE stage has been reduced by 27.97%. It is also evident that for 2023-24, budgetary allocation for PMKSY-WDC has been reduced by 20.45% at RE stage while allocation for DILRMP was also reduced by 36.14%.

2.3 On being asked about the reasons for the decrease in allocation at RE stage in FY 2023-24 and increase at BE stage during for FY 2024-25 as compared to previous year's BE (2023-24) for WDC-PMKSY 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:-

"The continuation of 'WDC-PMKSY 2.0' was approved by the Government on 15th December 2021 with a Central Share allocation of Rs 8134 crore

for the period from 2021-22 to 2025-26. Projects under 'WDC-PMKSY 2.0' have been sanctioned to States/UTs in the last quarter of FY 2021-22. During 2022-23, States/UTs were supposed to undertake measures to strengthen their institutions for implementation of project works. Ministry of Finance's OM dated 31.03.2021 further stipulated that Central grants would be released in four equal tranches of 25% each, and release of the next tranche would require States/UTs to utilize at least 75% of the previous tranche. As mentioned above, the Department made releases in last quarter of FY 2021-22 only, and as the scheme was in its preliminary stage, States/UTs faced challenges in claiming the Central grant. Many States/UTs could receive the Central share released in FY 2021-22 along with matching States' share in mid 2022-23. Further, at least a time period of 4-6 months is required for preparation of quality DPRs which is prerequisite for starting of field works and reaching the stage of Natural Resources Management (NRM) work phase. It is relevant to mention that major resource requirement is in the work phase. Now, most of the States/UTs have reached to the stage of NRM, therefore, it is expected that pace of physical and financial achievement would get momentum in near future.

As per the new Scheme Guidelines, the project period stands at 3-5 years and accordingly, the allocation of Central grants was made maximum for 5 years. The year-wise allocation in percentage terms stood 25% for initial three years, 15% for fourth year, and remaining 10% for the last year. As per the Cabinet Note of the Scheme, outlay of Central share for WDC-PMKSY for the period of 15th Finance Commission (FY 2021-22 to FY 2025-26) for FY 2024-25 has been kept at Rs 1500.00 crore. Therefore, the proposed fund requirement for FY 2024-25 is consistent with the Cabinet Note and Scheme Guidelines.

The FY 2024-25 is the 4th year of the project implementation under WDC-PMKSY 2.0 and implementation of scheme by States/UTs is now in full swing. This will augment the expenditure under the scheme at desirable pace, thereby, facilitating effective utilization of allocated funds for the FY 2024-25. However, it is pertinent to mention that BE and RE in a financial year are firmed up as part of the overall budgetary exercise. Status of utilization of amount of BE 2024-25 as on date is Rs 523.18 crore, and release of Rs. 200.00 crore is at an advance stage. Therefore, by end of January 2025, expected utilization of RE amount would be approximately 85% of RE allocation.

2.4 With regard to the reduction of Rs. 54.75 crore (27.97%) in the fund allocated to DILRMP at BE stage of 2024-25 as compared to previous year, the DoLR in their written reply stated that:

"DILRMP has been extended for a period of five years i.e. from 2021-22 to 2025-26 with an outlay of Rs. 875 crore. DILRMP is a demand driven scheme and funds are released as per requirement of the States/UTs. Out of Rs. 875 crore an amount of Rs. 613.66 crore has been spent during three years i.e. 2021-22, 2022-23 and 2023-24. Remaining amount of

approved outlay i.e. Rs. 261.34 crore is to be utilised under DILRMP during FY 2024-25 to 2025-26 (two years). The BE for 2024-25 is Rs.141 crore, out of which Rs.65.75 crore has been spent upto 15.10.2024. The DoLR has proposed BE for 2025-26 as Rs.120 crore, which is remaining available out of Rs.875 crore. The DoLR would review the fund requirement position during 2024-25 and 2025-26 and if needed, proposal would be sent to Ministry of Finance for providing additional funds under DILRMP."

CHAPTER III

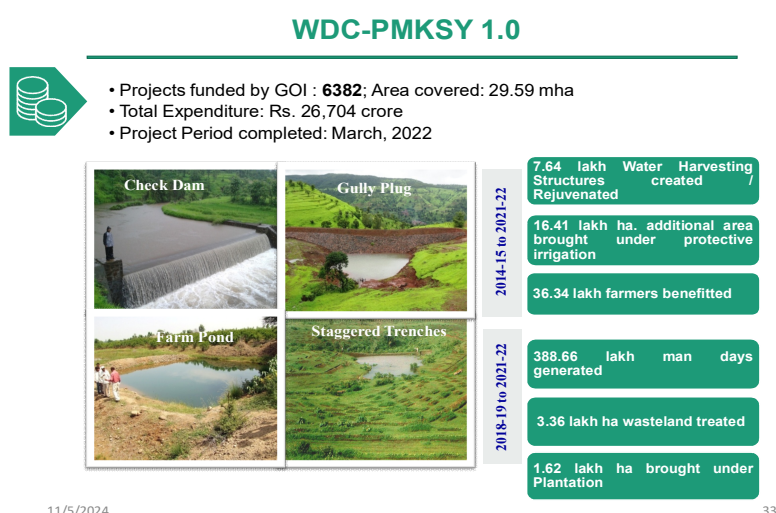
Scheme-wise Analysis

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

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

(a) Physical Progress

3.2 **WDC-PMKSY 1.0:** 6382 projects covering an area of 29.57 million hectares were funded by DoLR in 27 States (except Goa) including J & K. Keeping focus on completion of all ongoing projects, no new projects were sanctioned under WDC-PMKSY 1.0 since 2015-16. The extended life-span of WDC-PMKSY 1.0 was closed by 31st March, 2022. Out of 6382 projects being funded by DoLR, 6376 (99.91%) have been reported completed, balance 6 projects have got stuck up due to some legal/administrative technicalities at State level (as on 31.07.2024).



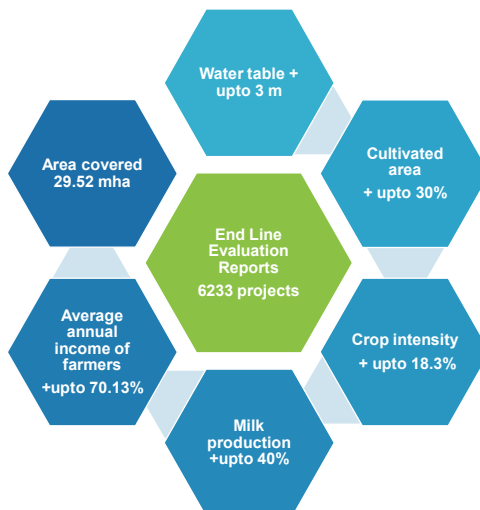
3.3 As per the information compiled from States, between 2015-16 to 2021-22, 6.56 lakh water harvesting structures were created / rejuvenated. An additional area of 14.54 lakh ha has been brought under protective irrigation. The number of farmers benefitted is 31.93 lakh during the said period. In addition to this, during 2018-19 and 2021-22, 1.63

lakh ha have been brought under plantation (Afforestation/ Horticulture), 3.36 lakh ha of culturable wastelands have been treated and 388.66 lakh man-days have been generated under WDC-PMKSY 1.0.

3.4 Further, End-line evaluation reports of the completed projects inter alia reveal that there are significant improvements due to watershed interventions within the project areas, as detailed below:

- Increase in water table upto 0.2 m to 3 m
- Increase in cultivated area upto 30%
- Increase in crop intensity upto 18.30%
- Increase in milk production upto 40%
- Increase in average annual income upto 70.13%

End-line evaluation WDC PMKSY 1.0



3.5 While appreciating the completion of 99.91% projects under WDC-PMKSY 1.0, the Committee asked about the reasons for remaining 6 projects being stuck, the Department in their written reply stated as under:

"All targets set against the programme have fully been achieved. As informed by States, these WDC-PMKSY 1.0 project stuck up, as project area falls under Command Area, submergence of project area by newly constructed reservoirs, rapid urbanization and industrialization, due to these reasons, implementation of projects were not feasible in these 6 projects."

3.6 Giving details about key learnings from WDC-PMKSY 1.0 and changes made in the frame work of WDC-PMKSY 2.0 on the basis of experience gained, the DoLR in their written reply stated that:

"M/s KPMG Advisory Services Pvt. Ltd., on behalf of the NITI Aayog, evaluated the Scheme on REESI parameters and found the scheme suitable for continuation. However, the study observed that the scheme was facing challenges of 'Sustainability'. Keeping the observations of Ms KPMG and issues of climate change in view, the Department employed National Rainfed Area Authority for formulation of new Guidelines for upcoming WDC-PMKSY 2.0.

WDC-PMKSY 2.0 is being implemented according to the Guidelines for New Generation Watershed Projects. The main features and the major improvements envisaged in the new guidelines *inter alia* include the following:

- The revised cost norm of Rs. 28,000/- per ha for hilly & difficult area, Rs. 22,000/- per ha for other areas and up to Rs. 28,000 per ha for watershed projects in Integrated Action Plan (IAP) Districts.
- DPR of projects to be based on actual requirement. Per unit cost as proposed from Centre, and over & above cost to be met by States through convergence or from their own budget.
- Geo-tagging of all planned activities before implementation, outcome and impact-oriented and user-focused monitoring (before & after).
- Project period reduced from 4-7 years to 3-5 years.
- Introduction of Farmers Producers Organizations (FPO) right from planning stage of the project.
- Transition from predominantly mechanical/engineering treatments to more of biological measures.
- Landscape ecosystem regeneration approach- GHG reduction, surface and sub surface carbon sequestration – working towards commitment linked to UNFCCC, UNCCD, SDG, NDC etc.
- Diversification of watershed economy by adopting integrated farming system with horticulture afforestation fisheries animal husbandry etc.
- Spring-shed development introduced as new activity in watershed projects.
- Introduced building Land Resource Inventory for at least 10% of the sanctioned projects.
- Focused efforts on climate change issues.
- Participatory Water Budgets - to be carried out one each in pre and post rainy season.
- Thrust on plantation and horticulture activities- advisory issued to all the States/UTs for taking up plantation and horticulture on up to 20% of the watershed project areas.
- Promoting cultivars tolerant of multiple climate stresses.

WDC-PMKSY 2.0



Projects funded by GOI	1150 (all States and 2 UTs)
Area covered	5.05 mha
Total Project cost	Rs.12388.58 crore
Central share	Rs. 8073.85 crore
Central share released	Rs. 4364.80 crore (54.06%)
Total expenditure incurred	Rs. 5960.24 crore (48.45%)*

*Upto 30/10/2024

3.7 **WDC-PMKSY 2.0:** Government approved the continuation of WDC-PMKSY on 15 December 2021 as “WDC-PMKSY 2.0” with Central Share of Rs. 8134 crore for development of rainfed and degraded lands for the period from 2021-22 to 2025-26. The target area of WDC-PMKSY 2.0 (4.95 million ha; corresponding to the Central Share of Rs. 8134 crore) was allocated to States/UTs keeping in view the Composite Index criteria of National Rainfed Area Authority (NRAA) published in their report titled “Prioritization of Districts for Development Planning in India” (2020) and other criteria as per Guidelines with the approval of Hon’ble Minister of Rural Development. The Steering Committee appraised and sanctioned 1150 projects to 28 States and UTs (J&K and Ladakh) for approx. 5.55 mha. As on 31.07.2024, Rs. 4114.45 crore of Central funds have been released to States/UTs under WDC-PMKSY 2.0 by DoLR. The funding pattern between the Centre and States is 60:40, however for the North Eastern Region States & the Hilly States, it is 90:10, whereas for UT of J&K and Ladakh it is 100% Central share.

3.8 When asked about the reasons why only 4.95 million hectare have been targeted under WDC-PMKSY 2.0 as against 29.57 million hectares under WDC-PMKSY 1.0, the DoLR in their written reply submitted as under:

"The extended project period of WDC-PMKSY 1.0 (erstwhile IWMP) was over on 31.03.2022, however, no Central funds were released to States /UTs during 2021-22. On the recommendation of SGoS, DoLR had submitted EFC Memo for continuation of WDC-PMKSY for development of 20 million ha from 2020-21 to 2027-28 with the total Central share of Rs. 34,658 crore (total cost of Rs. 52766 crore). In the due course, following

the several instructions received from Department of Expenditure regarding continuation of scheme beyond 31st March, 2021, DoLR projected physical target of 10 Million ha and financial allocation of Rs. 25,311.63 crore (Central share: Rs. 16,597.63 crore and State share of Rs. 8,946.63 crore). However, The EFC in its meeting held on 06.08.2021 recommended continuation of Watershed Development Component of Pradhan Mantri Krishi Sinchayee Yojana Scheme with an estimated Central Share of expenditure of Rs. 8134 crore for the duration of 2021-22 to 2025-26. Accordingly physical target got reduced to 4.95 Million ha. The cost norm recommended for WDC-PMKSY 2.0 were Rs. 22,000/- per ha for plain areas, and Rs. 28,000/- per ha for hilly & difficult areas, and upto Rs. 28000/- per ha for Integrated Action Plan (IAP) Districts & LWE affected areas. In the light of EFC recommendation, DoLR submitted note for CCEA for continuation of WDC-PMKSY to DoWR, RD&GR for preparation of consolidated Note for CCEA proposal for umbrella scheme of PMKSY. Government of India approved continuation of programme as WDC-PMKSY 2.0 for the period 2021-22 to 2025-26 with a physical target of 49.5 lakh ha and financial outlay of Rs. 8,134 crore, as the Central share."

WDC-PMKSY 2.0 - Physical Progress

Physical
progress
(upto 30.09.2024)

- ✓ 1.15 lakh Water Harvesting Structures created / Rejuvenated
- ✓ 1.69 lakh ha. additional area brought under protective irrigation
- ✓ 9.87 lakh farmers benefitted
- ✓ 161.54 lakh mandays generated
- ✓ 5.66 lakh ha degraded/ rainfed area developed
- ✓ 0.93 lakh ha area brought under Afforestation/ Horticulture Plantation.
- ✓ 2.34 lakh ha area covered with Soil & Moisture conservation activities.



Indicators/ Parameters	WDC-PMKSY 1.0	WDC-PMKSY 2.0	
	2021-22	2022-23	2023-24
No. of Water Harvesting Structures created / renovated	17,993	38,061	66,948
Additional area brought under protective irrigation (ha)	53,107	44,366	1,02,293
No. of farmers benefited	2,01,084	3,40,947	3,65,119
Area brought under plantation [Afforestation / Horticulture etc.] (in Lakh ha)	0.142	0.45	0.39
No. of man days generated (in lakh man days)	39.83	64.82	62.48

3.9 Looking at the positive outcome of the WDC-PMKSY 1.0 there should have been more demand for coverage under WDC-PMKSY 2.0. In this regard, the DoLR was asked to brief about the responses of the States regarding coverage under the scheme and in their written reply they stated as under:

"The extended project period of WDC-PMKSY 1.0 (erstwhile IWMP) was over on 31.03.2022, however, no central funds were released to States /UTs during 2021-22. On the recommendation of SGoS, DoLR had submitted EFC Memo for continuation of WDC-PMKSY for development of 20 million ha from 2020-21 to 2027-28 with the total Central share of Rs. 34,658 crore (total cost of Rs. 52766 crore). In the due course, following the several instructions received from Department of Expenditure regarding continuation of scheme beyond 31st March, 2021, DoLR projected physical target of 10 Million ha and financial allocation of Rs. 25,311.63 crore (Central share: Rs. 16,597.63 crore and State share of Rs. 8,946.63 crore). However, The EFC in its meeting held on 06.08.2021 recommended continuation of Watershed Development Component of Pradhan Mantri Krishi Sinchayee Yojana Scheme with an estimated Central Share of expenditure of Rs. 8134 crore for the duration of 2021-22 to 2025-26. Accordingly physical target got reduced to 4.95 Million ha. The cost norm recommended for WDC-PMKSY 2.0 were Rs. 22,000/- per ha for plain areas, and Rs. 28,000/- per ha for hilly & difficult areas, and upto Rs. 28000/- per ha for Integrated Action Plan (IAP) Districts & LWE affected areas. In the light of EFC recommendation, DoLR submitted note for CCEA for continuation of WDC-PMKSY to DoWR, RD&GR for preparation of consolidated Note for CCEA proposal for umbrella scheme of PMKSY. Government of India approved continuation of programme as WDC-PMKSY 2.0 for the period 2021-22 to 2025-26 with a physical target of 49.5 lakh ha and financial outlay of Rs. 8,134 crore, as the Central

share. Many States have been demanding sanction of additional projects (area) under WDC-PMKSY 2.0.”

(b) Financial Progress:

State-wise fund releases

3.10 The details of State-wise projects sanctioned & Central fund released under WDC-PMKSY 2.0 given below:

S. No.	States	No of projects	Area (lakh ha)	Total Project cost	Central share	Central Funds released
1	Andhra Pradesh	59	2.44	555.31	333.19	137.090
2	Arunachal Pradesh	68	1.51	422.56	380.31	233.496
3	Assam	31	1.37	310.60	279.54	178.501
4	Bihar	35	1.72	440.97	264.58	134.200
5	Chhattisgarh	45	2.50	613.66	368.20	198.297
6	Goa	5	0.20	55.96	33.57	6.573
7	Gujarat	51	2.92	687.81	412.68	218.113
8	Haryana	9	0.31	80.59	48.36	15.760
9	Himachal Pradesh	26	0.54	151.20	136.08	34.425
10	Jharkhand	30	1.48	393.53	236.12	132.458
11	Karnataka	62	2.90	680.39	408.23	348.795
12	Kerala	6	0.26	73.26	43.95	23.28
13	Madhya Pradesh	85	5.10	1121.27	672.76	447.28
14	Maharashtra	144	5.65	1335.57	801.34	346.134
15	Manipur	13	0.59	164.33	147.90	23.449
16	Meghalaya	32	0.63	175.64	158.08	97.02
17	Mizoram	20	0.50	138.88	124.99	70.06
18	Nagaland	10	0.32	89.60	80.64	56.73
19	Odisha	53	2.94	759.96	455.98	314.57
20	Punjab	7	0.29	80.83	48.50	15.360
21	Rajasthan	149	7.51	1858.85	1115.31	444.349
22	Sikkim	6	0.20	56.00	50.40	22.10
23	Tamil Nadu	28	1.35	300.73	180.44	134.132
24	Telangana	35	1.47	368.07	220.84	86.952
25	Tripura	19	0.32	89.60	80.64	43.160
26	Uttar Pradesh	53	2.64	580.71	348.43	107.977
27	Uttarakhand	12	0.70	196.65	176.98	77.420
28	West Bengal	27	1.29	350.60	210.36	79.320
29	UT of J&K	19	0.69	194.58	194.58	71.701
30	UT of Ladakh	11	0.22	60.86	60.87	15.750
	Grand Total	1150	50.55	12388.58	8073.85	4114.45

3.11 On being queried further that with the release of Rs. 4114.45 crore of Central funds to States/UTs under WDC-PMKSY 2.0 by DoLR as on 31.07.2024, how many projects have been started and completed by each State/UT under WDC-PMKSY-2, the DoLR in their written reply stated a under:

"The Steering Committee on WDC-PMKSY 2.0, on the strength of recommendation of State/UT Governments appraised and sanctioned 1150 projects in 28 States and UTs (J&K and Ladakh) covering approx. 5.05 million ha of land. The defined project period for the projects under WDC-PMKSY 2.0 is 3 to 5 years. As per the procedural norms/guidelines of WDC-PMKSY 2.0 at least a period of initial 6-8 months is required for Entry Point Activities, Preparation of DPRs, IEC and enter into NRM phase. All the projects under WDC-PMKSY 2.0 are in advance stage of implementation. As developing degraded lands into arable land is a tedious and time-taking process, and the projects are hardly into 3rd/ 4th year of implementation, no project has been reported as completed."

3.12 As on 31.07.2024, only Rs. 307.89 crore (12.27%) has been released against the BE allocation of Rs. 2501.00 crore in 2024-25. On being asked the current status of the release of funds and how the DoLR plan to spend the remaining fund allocation by the end of FY 2024-25, the DoLR in their written reply submitted:

"The release of funds under WDC-PMKSY 2.0 scheme is based on the proposals received from States/UTs. As per the new guidelines regarding release of Central share funds under Centrally Sponsored Scheme issued by Ministry of Finance vide OM dated 31.03.2021, Central share funds during a financial year is to be released in 4 tranches of 25% each. As per new rule for release of Central funds, the Funds available in the bank account of SNA should not be more than 50% of the Central share likely to be released during a financial year including corresponding State share. Due to this States could be eligible for release of Central share of funds, only after incurring expenditure of approx. 90% or above of previous releases. However, the implementation of project works under the scheme is being regularly reviewed and monitored at Department level through Regional Review Meetings, National Level Meetings, Reviews through Video Conferences and field visits by the senior and programme officers. By the end of January 2025, Department is expecting to release approx. 85% of the RE allocation. As on date, status of utilization of fund is Rs 523.18 crore, and release of Rs. 200.00 crore is in advance stage. The remaining amount will be released by the end of CFY. Therefore, by end of January 2025, expected utilization would be approximately 85% of RE allocation."

3.13 On being enquired that out of 49.43 lakh hectare area of land to be developed under WDC-PMKSY 2.0, only 1.47 lakh hectare area has been developed, whether it was possible to develop the entire targeted area by 2025-26 that too without any budgetary constraints, the DoLR in their written reply informed that:

"As per CCEA Note of WDC-PMKSY 2.0, the scheme is approved with an outlay of Rs. 8134 crore during 2021-26, for completion of sanctioned projects covering 49.5 lakh hectare rainfed/degraded lands to bring additional 2.5 lakh hectare under protective irrigation. As per informed by States/UTs, upto 2nd Qtr. of CFY, an area of 1.69 lakh hectare area have been brought under protective irrigation. It is anticipated that by March, 2026 the targeted area of 2.5 lakh hectare will be brought under protective irrigation. Department has sanctioned 1150 projects covering approx. 5.05 million ha involving Central share of Rs. 8073.85 crore to 28 States and UTs (J&K and Ladakh). Out of Rs. 8073.85 crore, so far Rs. 4337.05 crore has been released to States/ UTs (53.70 % of central share). As per informed by States/UTs, upto 2nd Qtr. of CFY, an area of 1.69 lakh hectare area have been brought under protective irrigation, which is 67.60 % of targeted area to be brought under protective irrigation. So, it is expected that by the end of the scheme period, the entire allocations will be sufficient for achieving the intended targets."

3.14 The table blow shows the total funds allocated / released / funding pattern of all schemes State- wise during the last three years upto 31.07.2024:

(Rs. in Crore)

Year	BE	RE	Release	Percentage of fund released
2021-22	2000.00	1216.00	1195.97	98.35
2022-23	2000.00	1000.08	999.703	99.97
2023-24	2200.00	1750.01	1689.965	96.56
2024-25	2501.00	-	307.89	12.31

3.15 Asked about the reasons for slow utilisation of funds as on 31.07.2024, only 307.89 (12.31%) have been released against the BE allocation of Rs. 2501.00 crore and how does the DoLR plan to utilize the remaining fund upto 31.03.2025, the DoLR in their written reply stated as under:

"The release of funds under WDC-PMKSY 2.0 scheme is based on the proposals received from States/UTs. As per the new guidelines regarding release of Central share funds under Centrally Sponsored Scheme issued by Ministry of Finance vide OM dated 31.03.2021, Central share funds during a financial year is to be released in 4 tranches of 25% each. As per new rule for release of Central funds, the Funds available in the bank account of SNA should not be more than 50% of the Central share likely to be released during a financial year including corresponding State share. Due to this States could be eligible for release of Central share of funds, only after incurring expenditure of approx. 90% or above of previous releases. However, the implementation of project works under the scheme is being regularly reviewed and monitored at Department level through Regional Review Meetings, National Level Meetings, Reviews through Video Conferences and field visits by the senior and programme officers. By the end of January 2025, Department is expecting to release approx. 85% of the RE allocation. As on date, status of utilization of fund is Rs

523.18 crore, and release of Rs. 200.00 crore is in advance stage. The remaining amount will be released by the end of CFY. Therefore, by end of January 2025, expected utilization would be approximately 85% of RE allocation."

(c) Unspent Balances

Unspent balance under WDC-PMKSY during the last three years and upto 31.07.2024 as of current year is as below:

(Rs. in Crore)

Year	Unspent Balance @
2021-22 [#]	985.11
2022-23 [#]	1241.26
2023-24 [#]	834.68
2024-25 [#]	784.12

@ Unspent balance includes Central share, State share, interest accrued and other miscellaneous receipts.

[#]Bank balance as per the PFMS report (SNA01) as on 31.07.2024.

3.16 Asked about the reason for the unspent balance under WDC-PMKSY 2.0, the DoLR in their written reply stated as under:

"As per Ministry of Finance Guidelines, Central share released by Gol and matching State share is to be transferred by State Treasury to SNA account within 30 days from the date of release of Central share. However, some time transfer of funds from Treasury to SNA account delayed which reflects as unspent balance. Further, watershed works are seasonal in nature and utilization of funds due to this expenditure is not uniform throughout the year, which is also one of the cause of unspent balance. As per PFMS SNA-01 report, unspent Balance in respect for WDC-PMKSY 2.0 has been compiled. State/UT wise bank balance is given as below:

(Rs. in Cores)		
Sr. No.	State Name	Balance in the Bank Account of SNA (As per SNA-01 report as on 17.10.2024)
1	Andhra Pradesh	19.87
2	Arunachal Pradesh	11.25
3	Assam	9.66
4	Bihar	30.11
5	Chhattisgarh	50.18
6	Goa	3.50
7	Gujarat	46.64
8	Haryana	5.38
9	Himachal Pradesh	10.97
10	UT of Jammu & Kashmir	13.02

11	Jharkhand	31.64
12	Karnataka	29.82
13	Kerala	4.94
14	Madhya Pradesh	41.36
15	Maharashtra	62.31
16	Manipur	4.27
17	Meghalaya	1.44
18	Mizoram	12.09
19	Nagaland	2.71
20	Odisha	60.42
21	Punjab	7.57
22	Rajasthan	32.29
23	Sikkim	4.39
24	Tamil Nadu	19.59
25	Telangana	1.05
26	Tripura	2.31
27	Uttar Pradesh	19.78
28	Uttarakhand	19.31
29	West Bengal	7.62
30	UT of Ladakh	1.15
	Total	566.64

3.17 Stating further, the DoLR in their written reply submitted:

"For better utilization of available funds under WDC-PMKSY 2.0 by the States/UTs, the physical and financial performance and implementation of the scheme are regularly reviewed and monitored at Department level through Regional Review Meetings, National Level Meetings, weekly reviews through Video Conferences and field visit by the Senior and program officers. As per directions of Ministry of Finance, the Department is in the process of rolling-out SNA SPARSH module shortly for release of funds initially in 07 major States implementing WDC-PMKSY 2.0 projects. This will bring more efficiency in cash management at both Center and States level. This will also streamline the release of funds to States/ SLNA and eliminate the delay in receipt of Central share of funds from State treasury to SLNA, since funds will be released just in time to beneficiary account directly."

3.18 Asked about the challenges in getting necessary co-operation from all the States for timely utilization of funds released to them under WDC-PMKSY 2.0, the DoLR stated:-

"Most States/UTs are releasing their matching State share of funds to State Level Nodal Agencies on time. However, sometimes there is a delay in release of Central Share and matching State Share from States/UTs within the prescribed time limit of 30 days. Further, the release of funds under WDC-PMKSY 2.0 scheme is based on the proposals received from States/UTs. As per the new guidelines regarding release of Central share

funds under Centrally Sponsored Scheme issued by Ministry of Finance vide OM dated 31.03.2021 and 09.06.2023, Central share funds during a financial year is to be released in 4 tranches of 25% each. As per new rule for release of Central funds, the Funds available in the bank account of SNA should not be more than 50% of the Central share likely to be release during a financial year including corresponding State share. Due to this States could be eligible for release of Central share of funds, only after incurring expenditure of approx. 90% or above of previous releases."

(d) Monitoring and evaluation under WDC-PMKSY

3.19 The Department is regularly monitoring the implementation of the scheme through Steering Committee Meetings and Regional Review meetings chaired by Secretary, DoLR, DO letters to Chief Secretaries / Secretaries of States, Video Conferences with CEOs, States Level Nodal Agency (SLNA), and field visits to States by senior Officers of Department. In these meetings, the progress of implementation is reviewed and issues, if any, are suitably addressed. In addition, physical and financial progress reports are being obtained from States/UTs. Besides this, the Department has tied up with the National Remote Sensing Centre for use of space technology to monitor the watershed program. A geo-spatial portal SRISHTI is being implemented from the year 2015 with the assistance of National Remote Sensing Centre (NRSC) for monitoring. Geo-coded and time-stamped photographs on near real-time basis are uploaded on SRISHTI portal using a mobile application DRISHTI specifically developed for the purpose. The mobile application DRISHTI has the functionality to store data and upload to SRISHTI portal later if data connectivity issues are encountered.

Also, Department has created a zonal committee for concurrent monitoring of WDC-PMKSY projects comprising various level of officers in department for field visits. States/UTs also undertake third party evaluations of the watershed projects at their level. A comprehensive MIS for WDC has been designed and put in place. States/UTs have already started filling up micro level data, including plot-wise information. This is being integrated with NRSC portal and PFMS for effective implementation.

3.20 Asked about the new and emerging monitoring provision for WDC-PMKSY 2.0 the DoLR in their written reply stated:

"The Department is aware of strength and benefits of technology. Technology enables multiple actions, viz. strengthening program management and coordination, undertaking activity-based project planning, formulating action plans, streamlining sanctions and release of funds, creating useful databases, assessing actual impacts of projects, making effective prioritization, preparing scientific DPRs, documenting best practices and case studies, as also facilitating free and seamless flow of information and data.

The new vision of watershed program (WDC-PMKSY 2.0) has been planned to integrate new indigenous technologies, with traditional knowledge and experiences of local communities. Availability of digital maps at NRSC Bhuvan platforms, open source tools integrating mobile apps, Geographic Information System & Remote Sensing (GIS&RS) and web platforms will enable smooth integration of field data with maps/spatial data.

The National Rainfed Area Authority (NRAA) as a Knowledge Partner of Department of Land Resources (DoLR) under the WDC-PMKSY 2.0 would further facilitate States/UTs with available new technologies, innovations and tools for participatory planning, implementation and assessment. There are new technological advances and tools available in climate monitoring and weather-based advisories developed by various agencies like India Meteorological Department (IMD), Indian Space Research Organization (ISRO), Network for Information on Climate (Ex) Change (NICE) platform, Climate Information Centres and others including, various Ministries / Departments. NRAA would facilitate to avail these technologies in the project planning and implementation.

GIS&RS technologies are being used for scientific planning and monitoring performance of projects under the Scheme to curtail subjective decisions in identifying of the activity on time in the projects. National Level Nodal Agency (NLNA) and State Level Nodal Agency (SLNA) have already established core GIS facilities for using satellite imagery data received from National Remote Sensing Centre (NRSC) and ISRO. The evolving modern watershed management practices demand use of State-of-the Art scientific tools like GIS, Global-positioning System (GPS), Management Information System (MIS) & Remote Sensing (RS) for effective planning, monitoring and evaluation of the watershed projects. These technologies not only have the ability to integrate wide range of scientific process but also help in tracking progress, process efficiency and quality on a real time basis and support the project management in micro as well as macro level analytics for timely decision making. Further with reference to the PFMS guidelines dated 23.03.2021 issued by Ministry of Finance, all States/UTs have come on SNA module having single account at SNA level and zero balance accounts at Intermediate Agencies down the line. The real time financial monitoring is being done through PFMS"

3.21 On being enquired whether the Geo Portal on SRISHTI and mobile Application DRISHTI face any challenge in terms of network coverage and support infrastructure, the DoLR in their written reply stated as follows:

"The Department has tied up with the National Remote Sensing Centre for use of space technology to monitor the watershed program. Further, there are technology-enabled features in SRISTHI and DRISHTI to capture pictures and upload them on priority as per the technical convenience. As such States/UTs have not reported any challenges/problems in its usage"

3.22 On the issue of third-party assessment/ audit of the projects under PMKSY 1.0, the DoLR in their written reply stated as under:-

"Evaluation of all Centrally Sponsored Schemes under 28 Umbrella Schemes including WDC-PMKSY was undertaken by Development Monitoring and Evaluation Office (DMEO), NITI Aayog through M/s KPMG Advisory Services Pvt. Ltd. A brief summary of major findings / recommendations of the evaluating agency in respect of WDC-PMKSY 1.0 are as below:

- i. Rainfed agriculture is vital to the country's economy and food security as it contributes to about 40% of the total food grain production. Watershed development aims to develop rainfed regions of net cultivated area, culturable wastelands and degraded lands.
- ii. WDC-PMKSY has been effective in realizing benefits as shown by various End-line evaluation reports such as improvement in surface and groundwater availability, increasing in cropping intensity, area under horticulture crops, crop productivity and livelihood opportunities.
- iii. Watershed project played a role in facilitating employment in rainfed areas. Support is provided for self-employment opportunities under the livelihood component.
- iv. Srishti and Drishti 'Bhuvan Portal' developed by ISRO / NRSC under WDC-PMKSY have significantly improved the planning and monitoring of watershed projects. There is a fair use of technology that has been adopted for monitoring of physical and financial progress of the scheme.
- v. Around 16.6% of the budget is released for Schedule Caste sub-plan and 10% is released for Tribal sub-plan. SC/ST population of any states/UTs (in % terms) forms one of the selection criteria of watershed at the national level. The landless and asset less SC/ST population is covered under the livelihood activities for which 9% of the allocation is earmarked. While forming SHGs adequate representation of SC/ST population is ensured.
- vi. Scheme guidelines have ensured that the watershed projects follow the principle of equity which keeps women in mind from the DPR phase onwards to the consolidation phase of the project.
- vii. The per hectare cost norm of Rs.12,000 (Rs. 15,000 for hilly areas), which has been prevailing since 2008-09, is very low for WDC project. These cost norms are outdated and need revision. The cost norms for the scheme should be revised to reflect the current market conditions. The cost norms should be between Rs. 25,000 to 30,000 per hectare for the plains
- viii. Convergence should be brought in at the planning phase of the project itself and not in the implementation phase.
- ix. Urgent need to incorporate measures to improve climate change resilience into the design of watershed schemes and need to educate the people at the grass-root level.
- x. Watershed projects should focus on the creation and nurture of Farmer Producer Organizations (FPOs) and Farmer Cooperatives (FCs) to facilitate forward linkages.

- xi. There is a need for raising awareness of the local community with proper hand holding for proper maintenance of assets during O&M Phase.
- xii. DoLR needs further strengthening of professionals and requires additional capacity to give appropriate guidance and advisories to the States on technical matters.
- xiii. India aims to double current annual agriculture productivity (2,509 kg/hectare) to 5,018 kg/hectare by 2030. Rainfed agriculture contributes to about 40 percent of the total food grain production.
- xiv. As per the Centre for Agrarian Studies at the National Institute for Rural Development and Panchayati Raj (NIRD&PR), the watershed development project is the only option for rainfed areas, contributing to water conservation and recharge and preventing soil degradation.
- xv. Parliamentary Standing Committee on Rural Development (2016-2017) in its report on 'Watershed Development Component of Pradhan Mantri Krishi Sinchayee Yojana (WDC-PMKSY) erstwhile IWMP in July 2017, strongly felt that projects under WDC are essential for the development of rainfed areas given the overall vision of the government for the agriculture sector."

3.23 In connection to the above findings, the DoLR further stated that:

"The recommendations made in the evaluation study mentioned above; like, revision of the cost norms, measures to improve climate change resilience into the design of watershed schemes, forward linkages, close monitoring for effective project implementation, maintenance of assets during post-project period, strengthening of the DoLR, need for convergence etc. for achieving better outcomes under WDC-PMKSY 2.0 have been duly incorporated in the revised draft guidelines for new generation WDC-PMKSY 2.0 and the Department is moving steadily towards implementing these recommendations."

3.24 On the query of taking services of experts and professional agencies in the execution of the projects under WDC-PMKSY 2.0, the DoLR in their written reply stated as under:

"The Department has engaged National Rainfed Area Authority (NRAA) as a knowledge partner for development of New Generation Watershed Projects Guidelines, and National Remote Sensing Centre (NRSC) for use of space technology to monitor the watershed program. A geo-spatial portal SRISHTI is being implemented since 2015 with the assistance of National Remote Sensing Centre (NRSC) for monitoring. Geo-coded and time-stamped photographs on near real-time basis are uploaded on SRISHTI portal using a mobile application DRISHTI specifically developed for the purpose. The mobile application DRISHTI has the functionality to store data and upload to SRISHTI portal later if data connectivity issues are encountered. States/UTs also undertake third party evaluations of the watershed projects from reputed Central/States organizations/Institutions at their level. Further, a Central project Monitoring Unit (CPMU) for WDC-PMKSY 2.0 has been set-up in the Department by engaging Subject Matter Experts and Young Professionals for effective implementation and monitoring of the programme."

(e) **Convergence with other Schemes**

3.25 When asked, how the DoLR is planning to realise the objective of convergence of the programme under its domain with other Programmes of the different Ministries for expanding the coverage and benefits of its current schemes based on the experiences from the implementation of WDC-PMKSY 1.0, the DoLR in their reply stated that

"The Department is aware of the strength and benefits of convergence. The convergence is the process that results in achievement of common objectives through targeted and efficient use of financial and human resources in a coordinated & concerted manner. Specific convergence initiatives could be of a complementary or supplementary nature that promotes more comprehensive treatment, upgradation of assets created, sustainability and up-scaling successful initiatives by adding value at every stage. The watershed approach provides a dynamic framework that enables cooperation in efforts and synergy in outcome from various government and non-government programs. To effect qualitative convergence of different schemes, due emphasis is necessary on the planning process, that includes mapping of activities from mutually agreed programs; clarity about targets, timeframes and shared responsibilities; and monitoring parameters."

3.26 In another written reply, the DoLR further stated that "Sectoral Group of Secretaries (SGoS) Group1, while deliberating over the prospect of improvising the performance of WDC-PMKSY suggested 'convergence' as one of the promising avenues. To have effective convergence, the Department has already advised States/UTs to prepare the Detailed Project Report (DPR) for new projects sanctioned under WDC 2.0 to consider various available schemes along with its eligible activities and resources. Some of the important schemes that can be dovetailed are:

- a) "Pradhan Mantri Krishi Sinchayee Yojana (PMKSY): District Irrigation Plans (DIPs) prepared under PMKSY provide a master plan for water sector development in the district. Project Watershed Development Plans (PWDP) prepared as per these Guidelines need to be harmonised with the DIPs. The convergence to be promoted here is incorporating 'Per Drop More Crop' component of PMKSY, with a view to enhance water use efficiency of the water sources created in the project area. This is done by integrating micro-irrigation systems to the water bodies and also promoting low water duty crops and varieties.
- b) Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS): Mechanisms of integration of watershed development projects with MGNREGS activities have been developed in various States/UTs. MGNREGS that promotes labour intensive works, from a variety of activities is highly suited to watershed development. There is

scope to take up water harvesting structures, land development, soil & water conservation treatments and plantation, all of which are required in a watershed project. The convergence between PWDP and MGNREGS can happen to mutual advantage. All activities that are proposed to be taken up through MGNREGS may be indicated, and approved by GP. Recently, Department of Rural Development vide letter dated 14.10.2024 issued to States/UTs, have included onetime repair, maintenance, renovation or rehabilitation of NRM works created under WDC-PMKSY through convergence under MGNREGS.

- c) National Food Security Mission (NFSM): This program has, of late, brought sharper focus on pulses through NFSM (Pulses), oilseeds and nutri-cereals. These crops are important for diversifying rainfed crop systems, besides promoting resilience to vagaries of weather. Strategic convergence between watershed projects and NFSM will help in promoting these crops in the project area. Improved status of soil, water, quality inputs and good agricultural practices can contribute substantially increase in yield of these crops grown in rainfed areas.

Integrated Farming System (IFS): Rainfed agriculture can generate higher income and better resilience when integrated with trees (amenable to agro-forestry), horticulture, livestock, fisheries etc. The IFS approach in a project area can benefit from several ongoing government schemes. These encompass Mission Integrated Development of Horticulture (MIDH), National Mission for Sustainable Agriculture (NMSA), National Mission on Edible Oils – Oil Palm (NMEO-OP), Sub Mission on Agro-forestry (SMAF), National Bamboo Mission (NBM), National Afforestation Programme (NAP), Compensatory Afforestation Fund Management and Planning Authority (CAMPA), Green India Mission (GIM), Rashtriya Krishi Vikas Yojana (RKVY), National Rural Livelihood Mission (NRLM), National Livestock Mission, National Gokul Mission and schemes related to pisciculture, apiculture, sericulture etc."

3.27 Adding more to their reply, the Department submitted as under:

"States/UTs have, accordingly, issued advisories to maximize convergence with relevant schemes under watershed projects from time to time. Recently a D.O letter No.J-11060/4/2019-RE-VI dated 24.04.2020 jointly signed by Secretaries of D/o Drinking Water and Sanitation, D/o Water Resources, River Development and Ganga Rejuvenation, Ministry of Jal Shakti, D/o Rural Development & D/o Land Resources, Ministry of Rural Development, Govt. of India, was addressed to Chief Secretaries of all States / UTs, emphasizing on convergence efforts for utilization of all the available resources of relevant Central schemes for effective rain water harvesting and water conservation. Similarly, DoLR after due consultations with Department of Rural Development has issued advisory in the form of joint DO letter dated 21.09.2022 advising States/UTs for convergence with MGNREGA as per guidelines. These coordinated efforts would enable to enhance the level of convergence in watershed projects and would facilitate achieving effective saturation in land development efforts under the Scheme. It has been appreciated that the cost norm may prove insufficient for the development of watershed projects on saturation basis.

Keeping this in mind, the DoLR has been emphasizing with States / UTs to maximize convergence of possible activities under various schemes of Central and State Governments and try abridging the financial gap. The convergence is likely to help in the effective implementation of PMKSY on saturation basis."

B. Digital India Land Records Modernization Programme (DILRMP)

(a) Background

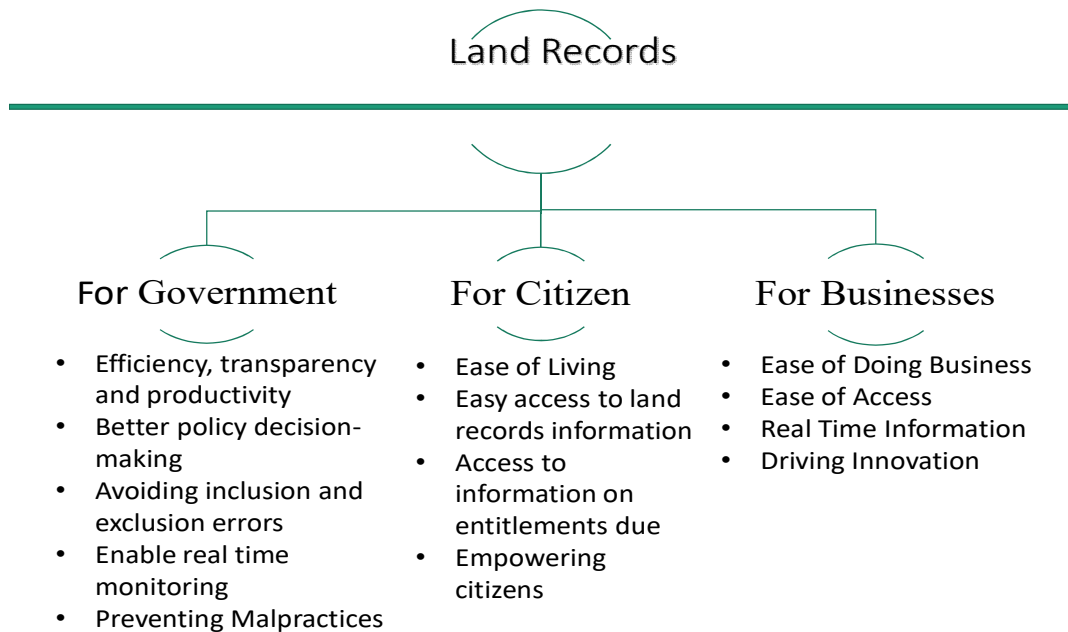
3.28 The National Land Record Modernization Programme (NLRMP) was approved by the Cabinet on 21.8.2008 as a Centrally Sponsored Scheme and later revamped under the Digital India initiative and renamed as Digital India Land Records Modernization Programme (DILRMP) and is being implemented as a Central Sector Scheme with effect from 1st April, 2016 with 100% funding by the Centre. The programme has been extended up to 2025-26.

3.29 During 2018-19, a mobilization advance of up to 30% was permitted as first installment and subsequent installments on re-imburement basis. Same funding pattern continued in 2019-20 until Department of Expenditure 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.

The programme has the following major components and activities:

S. N.	Component	
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) connectivity between sub-registrar offices and tehsils; and (iii) integration of registration and land records.
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 level.
5	Training & capacity building	Creation of DILRMP Cells at Administrative Training Institutes and / or the Survey / Revenue / Patwari Training Institutes of states.

6	Project Management Unit	To provide human resources and other infrastructure to provide support for the effective implementation of various components of DILRMP.
7	Computerisation of Revenue Court Management System	Computerization of all Revenue Courts in the country and their integration with land records.
8	Integration of Aadhaar number with the land record database on voluntary basis	To link Aadhar number with Records of Rights (RoR).



(b) Physical Progress

**State wise and component wise, physical progress under DILRMP
(as on 13.08.2024)**

Sl. No.	Component	Completed (Equal to or above 90%)	Ongoing (Above 10% & below 90%)
1	Computerization of Land Records (CLR)	29 States/UTs :	7 States/UTs :
		ANDAMAN & NICOBAR ISLANDS, ANDHRA PRADESH, BIHAR, CHANDIGARH, CHATTISGARH, GOA, GUJARAT, HARYANA, HIMACHAL PRADESH, JAMMU & KASHMIR, JHARKHAND, KARNATAKA, KERALA, LAKSHADWEEP, MADHYA PRADESH, MAHARASTRA, NCT OF DELHI, ODISHA, PUDUCHERRY, PUNJAB, RAJASTHAN, SIKKIM,	ASSAM, MANIPUR, MIZORAM, MEGHALAYA ,NAGALAND, LADAKH, ARUNACHAL PRADESH

		TAMILNADU, TELANGANA, THE DADRA AND NAGAR HAVELI AND DAMAN AND DIU, TRIPURA, UTTARAKHAND, UTTAR PRADESH, WEST BENGAL	
2	Digitization of Cadastral Maps	26 States/UTs :	10 States/UTs :
		ANDHRA PRADESH, ARUNACHAL PRADESH, BIHAR, CHANDIGARH, CHHATTISGARH, GOA, GUJARAT, HIMACHAL PRADESH, JAMMU & KASHMIR, JHARKHAND, KERALA, MADHYA PRADESH, MANIPUR, MEGHALAYA, MIZORAM, NAGALAND, NCT OF DELHI, ODISHA, PUDUCHERRY, RAJASTHAN, SIKKIM, TAMILNADU, THE DADRA AND NAGAR HAVELI AND DAMAN AND DIU, TRIPURA, UTTAR PRADESH, WEST BENGAL	ANDAMAN & NICOBAR ISLANDS, ASSAM, LAKSHADWEEP, LADAKH, MAHARASHTRA, PUNJAB, KARNATAKA, HARYANA, TELANGANA, UTTARAKHAND
3	Integration of Cadastral Maps with RoRs	12 States/UTs :	23 States/UTs :
		ANDHRA PRADESH, BIHAR, CHANDIGARH, CHHATTISGARH, GOA, GUJARAT, JHARKHAND, MADHYA PRADESH, ODISHA, PUDUCHERRY, TRIPURA, WEST BENGAL	ANDAMAN & NICOBAR ISLANDS, ARUNACHAL PRADESH, ASSAM, HARYANA, HIMACHAL PRADESH, JAMMU & KASHMIR, KARNATAKA, KERALA, LADAKH, LAKSHADWEEP, MAHARASHTRA, MANIPUR, MEGHALAYA, MIZORAM, NAGALAND, NCT OF DELHI, PUNJAB, RAJASTHAN, SIKKIM, TAMILNADU, TELANGANA, UTTAR PRADESH, UTTARAKHAND,
4	Computerization of Property Registration (CPR)	27 States/UTs :	4 States/UTs :
		ANDAMAN & NICOBAR ISLANDS, ANDHRA PRADESH, BIHAR, CHANDIGARH, CHATTISGARH, GOA, GUJARAT, HARYANA, HIMACHAL PRADESH, JAMMU & KASHMIR, JHARKHAND, KARNATAKA, KERALA, MADHYA PRADESH, MAHARASHTRA, NCT OF DELHI, ODISHA, PUDUCHERRY, PUNJAB, RAJASTHAN, SIKKIM, TELANGANA, TRIPURA, UTTARAKHAND, UTTAR PRADESH, WEST BENGAL	LADAKH, MIZORAM, TAMILNADU, THE DADRA AND NAGAR HAVELI AND DAMAN AND DIU

5	Integration of Land Records and Property Registration	21 States/UTs :	8 States/UTs :
		ANDHRA PRADESH, ASSAM, BIHAR, CHANDIGARH, CHATTISGARH, GOA, GUJARAT, HARYANA, JHARKHAND, KARNATAKA, KERALA, MADHYA PRADESH, MAHARASTRA, NCT OF DELHI, ODISHA, PUDUCHERRY, RAJASTHAN, SIKKIM, TELANGANA, TRIPURA, UTTARAKHAND	ANDAMAN & NICOBAR ISLANDS, HIMACHAL PRADESH, LADAKH, MIZORAM, PUNJAB, THE DADRA AND NAGAR HAVELI AND DAMAN AND DIU, UTTAR PRADESH, WEST BENGAL

3.30 When asked why some States/ UTs have shown slow 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 DILRMP/some of scheme 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 the 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, 4-5 May, 2024 at Guwahati, 24.11.2023 at New Delhi and at Guwahati on 20.09.2024 at the level of Secretary, Department of Land Resources. In the regional review meetings held, it was specifically dedicated to deliberate and discuss issues related to land administration in the region. Special reference to computerization of land records in the community owned states was made. The positive outcome of the review meeting has emerged and states like Manipur, Mizoram and Nagaland have started reporting progress on various components of DILRMP. A team of officers from DOLR was deputed to Arunachal Pradesh during 11-13 November, 2022 to expedite initiation of DILRMP in the State. Further, the Department has been putting in all efforts through regional review meetings and follow up meetings through Video Conferences, 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. DoLR has approved the proposals received from Autonomous Districts Councils (ADCs) received from Bodoland Territory Council (BTC), Karbi Anglong and Dima Hasao ADCs of Assam; Garo, Khasi and Jaintia ADCs of Meghalaya during 2022-23 to 2024-25 in addition to proposals received and approved from North Eastern States viz. Assam, Arunachal Pradesh, Manipur, Mizoram, Nagaland, Sikkim, Tripura. Regular review of progress is undertaken by DoLR officers with these States"

3.31 The DoLR also submitted the list of States/UTs where Computerization of Land Records, computerization of Registration process and Integration of Land Records with Registration has been completed as on 18.10.2024:

Sl. No.	Component	100% Completion
1	Computerization of Land Records (CLR)	7 States/UTs- ANDAMAN & NICOBAR ISLANDS, CHANDIGARH, GOA, KERALA, LAKSHADWEEP, PUDUCHERRY, TRIPURA
2	Computerization of Property Registration (CPR)	23 States/UTs- ANDAMAN & NICOBAR ISLANDS, ANDHRA PRADESH, ASSAM, BIHAR, CHANDIGARH, CHHATTISGARH, GOA, GUJARAT, HARYANA, JHARKHAND, KARNATAKA, LADAKH, MADHYA PRADESH, MAHARASHTRA, DELHI, ODISHA, PUDUCHERRY, PUNJAB, RAJASTHAN, SIKKIM, TAMILNADU, TELANGANA, TRIPURA
3	Integration of Land Records and Property Registration	18 States/UTs- ANDHRA PRADESH, BIHAR, CHANDIGARH, CHHATTISGARH, GOA, GUJARAT, HARYANA, JHARKHAND, KARNATAKA, MADHYA PRADESH, MAHARASHTRA, NCT OF DELHI, ODISHA, PUDUCHERRY, SIKKIM, TAMILNADU, TELANGANA, TRIPURA
4	Digitization of Cadastral Maps	11 States/UTs- CHANDIGARH, GOA, GUJARAT, MANIPUR, NAGALAND, NCT OF DELHI, ODISHA, PUDUCHERRY, TAMILNADU, THE DADRA AND NAGAR HAVELI AND DAMAN AND DIU, TRIPURA

3.32 The Committee enquired the time by when the DoLR proposes to cover all the districts of the country under DILRMP, the Department in their written reply stated as under:

"The tenure of DILRMP scheme is upto 31.03.2026. It is a demand driven scheme. Accordingly, implementation of various initiatives is based on the demand raised by the States/UTs. In case of initiative pertaining to computerization of registration, the central government is providing both financial as well as technical support in the form of software application "National Generic Document Registration System" to States/UTs."

3.33 The DoLR in their written reply have further submitted:

"So far 693 Districts have been covered under DILRMP component(s) and The DoLR is targeting to cover all Districts of the country under DILRMP by 31.03.2026"

Sr. No.	States/UTs	No. of District covered
1	Andhra Pradesh	26
2	Arunachal Pradesh	25
3	Assam	35
4	Bihar	38
5	Chhattisgarh	29
6	Gujarat	32

7	Goa	2
8	Haryana	21
9	Himachal Pradesh	12
10	Jammu & Kashmir	22
11	Jharkhand	24
12	Karnataka	26
13	Kerala	11
14	Madhya Pradesh	52
15	Maharashtra	34
16	Manipur	10
17	Meghalaya	12
18	Mizoram	8
19	Nagaland	11
20	Odisha	30
21	Punjab	22
22	Rajasthan	33
23	Sikkim	4
24	Tamil Nadu	37
25	Telangana	10
26	Tripura	8
27	Uttar Pradesh	75
28	Uttarakhand	13
29	West Bengal	19
30	A & N Islands	1
31	Chandigarh	0
32	Daman Diu and D & N Haveli	3
33	Delhi	1
34	Lakshadweep	1
35	Puducherry	4
36	Ladakh	2
Total		693

3.34 Asked about the major challenges faced in effective implementation of the scheme; the DoLR in their written reply stated as under:

"The implementation of DILRMP 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. DILRMP being a highly technology based programme, States / UTs took considerable time in adopting and mobilizing the required technology and skilled workforce to implement the programme during the initial period of the scheme. Other reasons that affected the pace of implementation prior to 2016 were lack of resources in the States/UTs to meet the State Share as required under the programme upto 31.03.2016, need of highly skilled manpower and delayed / non-revision of rates in some of the components of the programme. During 2015-16 to 2016-17, the thrust was principally to

complete the projects already sanctioned, and accordingly no new projects were sanctioned. Also, progress has been relatively slow in some parts of North Eastern Region. 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 government. The lands are given to the cultivators by the community village headmen for practicing shifting agriculture (jhum). Connectivity with reasonable speed especially in NER, is a major challenge for implementation of DILRMP."

(c) Financial Progress

3.35 The DILRMP is a demand driven scheme. Funds are released to States/UTs on receipts of the proposals complete in all respects and subject to availability of funds. State-wise release of funds during the last three years and current year (up to 31.07.2024) is given below:

Funds released (Year-wise) (Rs in Crore)					
Sl. No.	States/UTs	2021-22	2022-23	2023-24	2024-25
1	Andhra Pradesh	66.27	6.98	0.00	0.00
2	Arunachal Pradesh	0.00	0.00	13.85	0.00
3	Assam	15.76	33.03	21.98	0.00
4	Bihar	64.54	10.00	0.00	0.00
5	Chhattisgarh	0.50	71.56	0.00	0.00
6	Gujarat	0.00	0.00	0.00	0.00
7	Goa	1.62	2.27	0.00	0.00
8	Haryana	0.00	0.00	0.00	0.00
9	Himachal Pradesh	0.00	1.10	0.00	0.00
10	Jammu & Kashmir	0.00	0.00	0.00	0.00
11	Jharkhand	7.40	14.93	3.08	0.00
12	Karnataka	0.00	0.00	42.37	0.00
13	Kerala	0.00	0.00	1.81	0.00
14	Madhya Pradesh	3.23	9.21	0.00	0.00
15	Maharashtra	11.75	6.96	3.39	0.00
16	Manipur	0.00	0.00	0.28	0.00
17	Meghalaya	0.00	0.00	4.94	0.00
18	Mizoram	1.37	4.55	0.00	0.00
19	Nagaland	0.00	0.00	2.26	0.00
20	Odisha	0.00	0.00	0.00	0.00
21	Punjab	0.00	0.00	1.19	0.00
22	Rajasthan	48.27	0.00	11.50	0.00
23	Sikkim	7.87	0.52	0.00	0.00
24	Tamil Nadu	0.00	12.65	0.00	0.00
25	Telangana	0.00	0.00	0.00	0.00
26	Tripura	0.00	4.59	0.00	0.00

27	Uttar Pradesh	0.00	0.00	4.14	0.00
28	Uttarakhand	15.04	9.50	0.00	0.00
29	West Bengal	0.00	36.67	0.00	0.00
30	A & N Islands	0.00	0.00	0.00	0.00
31	Chandigarh	0.00	0.02	0.00	0.00
32	D & N Haveli & Daman Diu	0.00	0.00	0.00	0.00
33	Delhi	0.00	0.00	0.00	0.00
34	Lakshadweep	0.00	0.00	0.00	0.00
35	Puducherry	0.00	0.87	0.00	0.00
36	Ladakh	3.00	3.16	0.00	0.00
37	Misc.	3.40	10.68	13.61	1.45
Total All States/Uts(incMiscExp)=		250.02	239.25	124.40	1.45

(up to 31.07.2024)

3.36 Financial releases under DILRMP from 2021-22 to 2023-24 (till 31.03.2024) are as under:

(Rs. in crore)

Year	BE	RE	Actual Exp.	% of Achievements (w.r.t RE)
2021-22	150.00	250.00	250.016	100
2022-23	239.25	239.25	239.25	100
2023-24	195.75	125.00	124.39	99.52
2024-25 (upto 31.07.2024)	141.00	---	---	---
Total	585.00	614.25	613.66	99.90

3.37 Statement showing budget estimates, revised estimates and actual expenditure

(Rs in crore)

Year	BE	RE	Actual Exp.
2021-22	150.00	250.00	250.02
2022-23	239.25	239.25	239.25
2023-24	195.75	125.00	124.39

(d) Unspent Balance:**(Rs in crore)**

Year	2021-22	2022-23	2023-24	2024-25 (upto 31.07.2024)
Unspent Balance	536.57	648.47	516.44	539.63

*Total unspent balance as on 31.07.2024 including Rs. 124.40 Cr. released during 2023-24.

3.38 State-wise details of total unspent balance under DILRMP (up to 31.07.2024)
(Rs in Crore)

Funds Released and District Covered				
Sl. No.	State Name	Funds Released	Fund Utilised	Available Balance
1	ANDAMAN & NICOBAR ISLANDS	1.72	0.52	1.21
2	ANDHRA PRADESH	236.32	208.77	27.55
3	ARUNACHAL PRADESH	26.25	12.05	14.20
4	ASSAM	117.57	109.49	8.08
5	BIHAR	154.90	106.11	48.79
6	CHANDIGARH	1.89	0.89	1.00
7	CHHATTISGARH	116.12	32.22	83.91
8	DND & DD	1.69	1.66	0.03
9	DELHI	1.32	1.32	0.00
10	GOA	8.11	6.89	1.22
11	GUJARAT	144.10	140.42	3.68
12	HARYANA	41.46	41.12	0.34
13	HIMACHAL PRADESH	57.19	18.58	38.61
14	JAMMU AND KASHMIR	27.02	16.43	10.59
15	JHARKHAND	99.64	97.93	1.71
16	KARNATAKA	66.88	53.46	13.42
17	KERALA	34.80	32.39	2.40
18	LADAKH	6.16	0.79	5.37
19	LAKSHADEEP	1.68	1.68	0.00
20	MADHYA PRADESH	187.46	167.92	19.54
21	MAHARASHTRA	87.86	54.41	33.45
22	MANIPUR	7.16	3.83	3.33
23	MEGHALAYA	11.18	6.15	5.03
24	MIZORAM	29.61	26.35	3.27
25	NAGALAND	17.74	15.49	2.25
26	ODISHA	121.28	56.55	64.73
27	PUDUCHERRY	5.86	4.36	1.50
28	PUNJAB	29.16	27.94	1.21
29	RAJASTHAN	224.71	209.46	15.25
30	SIKKIM	22.57	18.72	3.86

31	TAMIL NADU	58.15	48.93	9.22
32	TELANGANA	83.85	75.33	8.52
33	TRIPURA	34.30	29.26	5.05
34	UTTAR PRADESH	44.62	30.43	14.19
35	UTTARAKHAND	53.96	-1.53	55.48
36	WEST BENGAL	131.93	100.28	31.65
Total		2296.20	1756.58	539.63

3.39 When asked about the steps being taken by the DoLR to liquidate the unspent balances, the DoLR in their written reply stated that:

"The issue relating to utilization of unspent balances is being regularly pursued with the States. DoLR has conducted review with States/UTs to review the progress and expenditure of unspent balance in meetings chaired by Secretary and JS of the Department. The visits by senior level officers of DoLR are also made to States/UTs to review the progress of DILRMP."

(e) Monitoring & Evaluation

3.40 According to the Department, a Project Sanctioning and Monitoring Committee (PS&MC) under the Chairmanship of Secretary, DoLR is in place. Last meeting of the PS&MC was held on 09.08.2024. The progress is also being monitored through the Central MIS portal of DILRMP developed by NIC and hosted on the website wherein physical and financial progress under the programme can be tracked. States also have State level monitoring mechanism and committees. A dashboard also exists to reflect the updated physical and financial progress of the various components on real time basis

3.41 DILRMP has been included in the list of schemes of the Ministry of Rural Development that are being monitored by the National Level Monitors (NLM) empanelled by the Ministry. National /Regional Review Meetings under the DILRMP provided fora for States/UTs not only review the progress of programme but also to discuss other important land related issues including innovative ideas. The reports of the NLM are shared with the States and discussed in such meetings.

3.42 Department of Rural Development, Ministry of Rural Development (DoRD, MoRD) has constituted District Development Coordination and Monitoring Committee (DISHA) with a view to fulfill the objectives of ensuring better coordination among elected representatives in Parliament, State Legislatures and Local Governments (Panchayati Raj Institutions/Municipal Bodies) for efficient and time-bound development of Districts in the country. The Committee is mandated to monitor implementation of various programmes, including Digital India Land Records Modernization Programme (DILRMP)

in accordance with prescribed procedures and guidelines and promote synergy and convergence for bringing about greater impact. In this context, DoLR has already issued advisory to the Principal Secretaries/Secretary (Revenue) of all States/UTs implementing DILRMP with a request to instruct district authorities associated with implementation of DILRMP to actively participate in the DISHA Committee meetings and also keep informed this Department about the ATRs on suggestions/recommendations made by the people's representatives. The reports of the DISHA Committee meetings held in the past could be referred to for necessary action at the Department of Rural Development's website at <https://ruraldiksha.nic.in>.

3.43 **A FIVE EYE FRAMEWORK** has been envisaged for strong Monitoring and Review mechanism from Central to State to Division to District and upto Sub District of Revenue level. Benchmarking for Evaluation of the programme has been envisioned in Programme Guidelines where apart from Centre for Rural Studies (CRS), LBSNAA, Mussoorie, involvement of National/International level reputed agencies, and other organizations etc. will be roped in for research and development purpose, information analytics, consultation, collaboration, and other activities.

3.44 The Department conducted two Regional Review Meetings viz. Bhumi Samvaad VI, and VII under the Chairmanship of Secretary, DoLR to review the progress of DILRMP and other initiatives in respect of South, and North East Zones on 13.10.2023 and 24.11.2023 at Visakhapatnam, Andhra Pradesh and New Delhi respectively. Progress under various components of DILRMP in these States was reviewed. Senior Officers from States/UTs participated in the meetings and presented their best practices adopted in DILRMP.

3.45 When asked whether the current system of monitoring is serving the purpose, the DoLR in their written reply stated that:

"The progress of Digital India Land Record Modernization Programme is being monitored mainly through Management Information Systems (MIS) of DILRMP. In addition, the Department is regularly monitoring the implementation of the scheme through National/Regional Review meetings chaired by Secretary, DoLR, DO letters to Additional Chief Secretaries / Principal Secretaries/Secretaries of States/UTs, Video Conferences with States Secretaries, Commissioners and IGRs (Revenue & Registrations) by senior officers of Department. In these meetings, the progress of implementation is reviewed and issues, if any, are suitably addressed. Further, concurrent monitoring is conducted by National Level Monitors (NLM) through field visits. These NLMs are appointed by Ministry as an independent monitor. DISHA is also another medium to assess the

implementation of DILRMP scheme in the field. Officers of DoLR regularly visit the States/UTs to review and monitor the progress of DILRMP."

(f) Way Ahead

3.46 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 all 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 Administration 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 Governments are reporting the progress under DILRMP in the MIS Portal. The Department has issued revised detailed DILRMP Guidelines for the period 2021-22 to 2025-26 consequent upon extension of DILRMP upto 2025-26 inter-alia modification in MIS of DILRMP for capturing more detailed information of various components and generating various reports for monitoring and analysis purpose. The targets of monitorable output and outcome indicators under DILRMP for F.Y 2024-25 have already been conveyed to NITI Aayog (Refer Output-Outcome Document of Department of Land Resources). 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 and revision of rates of DILRMP components.

The following new steps have been/are being initiated:

(a) Unique Land Parcel Identification Number (ULPIN): The Unique Land Parcel Identification Number (ULPIN) is 14 digits – Alpha–numeric unique ID assigned for a land parcel based on Geo-coordinates of vertices of the parcel (Lat. Long.). This is of international standard which complies with Electronic Commerce Code Management Association (ECCMA) standard and Open Geospatial Consortium (OGC) standard. ULPIN or Bhu- Aadhaar will have ownership details of the plot besides its size and longitudinal and latitudinal details.

(b) National Generic Document Registration System (NGDRS): In order to have a uniform process for registration for deeds/documents, Department of Land Resources is implementing "One Nation One Registration Software namely National Generic Document Registration System (NGDRS)" which is an in house developed software under the broad aegis of 'Computerization of Registration', a component of the DILRMP that aptly address the diversity prevailing across the states on account of languages, processes, formulae and formats, and includes

requirements of all the States and enables user States / UTs to provide ease in interoperability and compatibility with other applications of other sectors.

(c) Multilingual Land Records: to break linguistic barrier in land Records: Currently, the Records of Rights in each State and Union Territory are maintained in local languages. The linguistic barriers pose serious challenges for access of information and usage in understandable form. To address the problem of linguistic barriers in land governance of the country, the Government, with the technical support of Centre for Development of Advanced Computing (C-DAC), Pune, has undertaken initiative to transliterate the Records of Rights available in local language to any of the 22 Scheduled languages.

The transliteration tool is available on the respective websites on land records of 17 States/UTs viz. Assam, Bihar, Chandigarh, Chhattisgarh, Goa, Gujarat, Haryana, Karnataka, Madhya Pradesh, Maharashtra, Manipur, Odisha, Puducherry, Tripura, Uttar Pradesh, West Bengal and Jammu & Kashmir.

Bhashini Team of MEiTY would be engaged for developing application for Translation of RoRs in 22 Scheduled languages. YASHADA, Pune has been engaged to prepare Glossary of Revenue terms used in 36 States/UTs in Hindi and English before engaging Bhashini.

(d) Linkage of e-Court with Land Records / Registration Data base: The objective of Linkage of e-Court with Land Record and Registration data base is to make authentic first-hand information available to the Courts resulting in speedy disposal of cases and ultimately, reduction in land disputes. The benefits inter alia include: (i) first-hand information for courts on substantive and authentic evidence of Record of Rights, Cadastral map including Geo referenced and legacy data, (ii) the information useful for deciding admission as well as disposal of the disputes, (iii) reduce quantum of land disputes in the country and could lead to ease of doing business and promote ease of living.

(h) Media & Publicity

3.47 Stressing upon the importance of public awareness about schemes the Committee asked to know details Media & Publicity done for the public awareness, the DoLR in their written reply stated that:

"Under DILRMP, for awareness regarding Registration Procedures, one crore SMS released on 11.08.2023 with the launch of Media Campaign of Department by the then Hon'ble Minister of Rural Development. Creatives for banners of NGDRS were sent to all States/UTs for publicity at all SRO offices. Posters and Hoardings were also placed at various public places i.e. Airport, Railway Stations, Bus Stops etc for publicity among citizens. In Addition, the DoLR had requested all States/UTs to undertake the following action through their Revenue/Registrations Departments: (i) Revenue functionaries at Gram Panchayat level i.e. Patwaris, Amin, Lekhpal etc alongwith peoples representatives may address the gathering conveying

about the significance and benefits of computerization and digitization of land records under DILRMP. (ii) Digital media publications on DILRMP may also be printed and distributed to the people. (iii) Gram Panchayat may be arranged for a separate stall for distribution of above revenue related services and documents during Viksit Bharat Sankalp Yatra conducted during 2023-24."

3.48 In response to a written query regarding effective implementation of Right to Fair Land Compensation and Transparency in Land Acquisition, Rehabilitation and Resettlement Act, 2013 (RFCTLARR), the DoLR further stated in their written reply:

"The Right to Fair Compensation and Transparency in Land Acquisition, Rehabilitation and Resettlement Act (RFCTLARR Act, 2013) was enacted on 26th September, 2013 and made operational from 1st January, 2014. The RFCTLARR Act, 2013 contains 13 Chapters with 114 sections and 4 Schedules.

Implementation

- Objectives:
 - i. to ensure a humane, participative, informed and transparent process for land acquisition
 - ii. to provide just and fair compensation to the affected families whose land has been acquired or proposed to be acquired or are affected by such acquisition
 - iii. make adequate provisions for affected persons for their rehabilitation and resettlement.
- Process: It mandates social impact assessments (SIAs) before acquiring land, emphasizing community participation and transparency.

Effectiveness

- Compensation: The Act significantly increased compensation rates compared to previous laws, aligning them more closely with market values and also ensuring additional benefits for affected families.
- Rehabilitation and Resettlement: It introduced provisions for rehabilitation, including employment opportunities, housing, and infrastructure for displaced individuals.
- Public Awareness: The Act has raised awareness about land rights among rural communities.

The RFCTLARR Act, 2013 allows the Central Government to direct that certain provisions of the Act apply to land acquisition under 13 Central Acts specified in the Fourth Schedule of the Act. The provisions that can be applied must be beneficial to the affected families. Any exceptions or

modifications must not reduce the compensation or dilute the Act's provisions.

A National Monitoring Committee under the chairmanship of Secretary (LR) has been constituted with several Ministries / Departments as members for reviewing and monitoring the progress of implementation of rehabilitation and resettlement schemes or plans related to land acquisition under RFCTLARR Act, 2013 in respect of national or inter-state projects.

Land is a State Subject and each State has its own specific revenue Laws to deal with 'Land' and its administration. The "appropriate Government" for implementation of the RFCTLARR Act, 2013 is the State/ UT Governments."

PART II

OBSERVATIONS/RECOMMENDATIONS

The Detailed DFG (2024-25) of the Department of Land Resources (Ministry of Rural Development) under demand no. 88 were laid on the Table of Lok Sabha on 5th August, 2024. The Gross Budgetary support (GBS) for the fiscal year 2024-25 is Rs. 2667.24 Crore. The Committee have examined in detail the Demand for Grants of the Department of Land Resources (DoLR) for the fiscal year 2024-25. Observations/ recommendations of the Committee are detailed in succeeding paragraphs.

1. Fund allocation during 2024-25

The Committee note that during the year 2024-25 there has been an increase of only Rs. 246.25 Crore in the Gross Budgetary Support (GBS / Scheme component) of the Department of Land Resources (DoLR) over the BE of previous year. The BE for the year 2023-24 was Rs. 2395.75 Crore and the allocation for this year i.e. 2024-25 has been increased to Rs. 2667.24 Crore which is an increase of just 6.98% over the previous year's BE. The Committee also note that the allocation at BE stage to Pradhan Mantri Krishi Sinchayee Yojana (Watershed Component) has been increased by 13.70% as compared to previous year BE and for Digital India Land Records Modernisation Programme (DILRMP) the allocation at BE stage has been reduced by 27.97%. It is also evident that during the year 2023-24, Budgetary allocation for PMKSY-WDC was reduced by 20.45% at RE stage while allocation for DILRMP was also reduced by 36.14%. Considering the overall performance of these two schemes and their remarkable impact on the ground, the Committee feel that the reduction made in the BE component was not appropriate and reasons for creating hindrance in expanding the coverage of the schemes meant to benefit newer and larger area and targeted people at large as per the growing need of today's landscapes. Therefore, the Committee recommend the DoLR to take up the matter at the highest level in the Ministry of Finance seeking substantially higher allocation of fund so that remarkable benefits of the schemes may further be expanded to common masses at a faster pace. The Committee hope that slightly higher budgetary allocation (2024-25) for the scheme would be utilised fully as per programmes envisaged by the Department of Land Resource.

2. Pradhan Mantri Krishi Sinchayee Yojana (WDC-PMKSY)- Coverage of the Scheme

While acknowledging the positive impacts of the WDC-PMKSY 1.0 scheme in terms of assets created, area brought under protective irrigation including enhancing ground water level and afforestation, the Committee believe that this scheme has the potential to counter rural distress by reviving rural economy and had strongly recommended in its previous reports to increase number of projects by encouraging States to participate actively by submitting more projects for development of rainfed and degraded areas so as to cover larger rural population dependent on farm related activities. The Committee observe the reduction of fund allocation by the Government while approving continuation of programme as WDC-PMKSY 2.0 for the period 2021-22 to 2025-26 with a physical target of 49.5 lakh ha and financial outlay of Rs. 8,134 crore as against rightful demand made by the Department of Land Resources for development of 20 million ha with the total Central share of Rs. 34,658 crore. As many States have also been demanding sanction of additional projects (area) under WDC-PMKSY 2.0, the Committee recommend to allocate more budgetary funds for this time tested scheme for identification and implementation of more watershed projects in the country for the benefit of masses by increasing productivity of rainfed/degraded land through the process of Integrated Watershed Management.

3. Low achievement of targets under WDC-PMKSY 2.0

As informed by the Department, 1.05 lakh water harvesting structures were created / rejuvenated, 1.47 lakh ha additional area has been brought under protective irrigation, 7.06 lakh farmers benefitted, 0.85 lakh ha brought under plantation (Afforestation/ Horticulture) and 127.31 lakh man-days have been generated under WDC-PMKSY 2.0 during 2022-23 & 2023-24. Referring to the Report regarding various achievements made in the key activities of WDC-PMKSY-2.0 in the year 2023-24 as available on scheme's website, the Committee note low achievement of targets in afforestation (47%), horticulture (41%), soil and moisture conservation (26%) and new water harvesting structures (31%). Considering such a low pace of completion, the Committee strongly recommend to fast track the progress in these activities so as to timely achieve the set target.

4. Overlapping of Schemes

The Committee also find that the activities under this scheme are largely overlapping with the schemes of other Departments and Ministries such as Ministry of Jal Shakti (Water Resources), Ministry of Agriculture & Farmer's Welfare and Department of Rural Development which fails to give clarity on the work and performance of the scheme to common public and the a lot of activities go unnoticed being overshadowed by major flagship project due to smaller size/ activity carried out under the scheme. The Committee recommend to invite work proposals from elected local representatives including Members of Parliament to add more quality work and recognition to this important scheme.

5. Cost Norms of WDC-PMKSY 2.0

The Committee note that the NITI Aayog has recommended that the cost norms for the scheme should be revised as per current market scenario. They have also suggested cost norms between Rs. 25,000 to Rs. 30,000 per hectare for the plains. Contrary to this, WDC-PMKSY 2.0 goes with the revised cost norm of RS. 28,000 per hectare for hilly and difficult areas, Rs. 22000/- per hectare for other areas and upto Rs. 28,000 per hectare for watershed projects in Integrated Action Plan Districts. The Committee agree to the fact that higher cost norms as per prevalent market condition is utmost requirement for long term performance of the assets created under this scheme. Therefore, the Committee recommend that the Department should increase cost norm as suggested by expert groups to ensure maintenance and upkeep of ongoing projects.

6. Inclusion of more projects under WDC-PMKSY 2.0

The Committee note that though substantial progress has been made under WDC-PMKSY 1.0 in terms of creation of water harvesting, area brought under protective irrigation, increase in plantation, treatment of wastelands etc, the problem of depleting water level is posing a serious threat to life and livelihoods of millions throughout the country. The Committee are concerned with the problem echoed by many of its Members and therefore, recommend to include more projects in areas where the water level is depleting in order to revive traditional water bodies like storm drains, small rivers and ponds, and dysfunctional borewells by employing suitable water harvesting techniques in affected areas.

7. Waste Water Treatment and use for groundwater recharge

The Committee endorsed the positive impact of Seechwal Model of waste water treatment for irrigation purpose thereby stopping the direct flow of waste water into rivers. From the reply, Committee observe that the treated water using this technique increase the fertility of the farm land. The Committee therefore recommend that such a unique and effective model must be brought under the ambit of the ongoing scheme thereby making improved results in soil fertility conservation, ground water recharge and contain river pollution.

8. Digital India Land Records Modernization Programme (DILRMP)

The Committee note from the reply made by DoLR that the Department is putting concentrated efforts to implement all components of DILRMP including 'One Nation One Registration' by 2026. The Committee also acknowledge the importance of this project in achieving its desired result in a time bound manner. The Committee are of the view that effective implementation of the scheme will resolve huge number of land disputes and court cases pending at Revenue Court. The Committee urge upon the DoLR to ensure expeditious completion of DILRMP to cover the entire country as per schedule fixed.

9. DILRMP: e-Registration

The Committee appreciate the initiative of e-Registration alongwith progress made in implementation of all components under DILRMP. While noticing few shortcomings like non-updation of information regarding the status of court cases resulting in fraudulent transactions, the Committee strongly recommend the DoLR to ensure timely updation of the records with real time data pertaining to all courts including Supreme Court, High Courts, District Court and Local Tehsil level that will help in curbing multiple registration in absence of authentic information and ensure clear title of the property to rightful actual owners.

10. Boundary Determination in land survey

The Committee note rising disputes of boundary during survey/ resurvey of the land assets due to multiple divisions among family members. This leads to problem in determining the actual ownership and deprives benefits of several ongoing schemes to the rightful owner and a cause of enmity in the community. Considering the Department's submission regarding such challenges in resurvey of land, the Committee therefore strongly recommend to take up this matter seriously and devise a suitable plan to address this persistent problem.

11. Adequate compensation under Land Acquisition, Rehabilitation and Resettlement Act, 2013 (RFCTLARR)

The Committee took notice of the various incidents of meagre compensation given for acquisition of land in scheduled areas belonging to tribals. It is noteworthy that sale of such land is governed by special clauses and lacks transaction value, fetching very small amount in comparison to normal land during acquisition for Government Projects. The Committee recommend to take up this matter seriously and devise a suitable plan to address this grave issue ensuring fair and sufficient compensation to the land owners being affected by such anomaly in coordination.

**NEW DELHI;
04 December, 2024
13 Agrahayana, 1946 (Saka)**

**SAPTAGIRI SANKAR ULAKA
Chairperson
Standing Committee on Rural Development and
Panchayati Raj**

STANDING COMMITTEE ON RURAL DEVELOPMENT & PANCHAYATI RAJ (2024-25)**MINUTES OF THE FOURTH SITTING OF THE COMMITTEE HELD ON
TUESDAY, THE 05th NOVEMBER, 2024**

The Committee sat from 1530 hrs. to 1740 hrs. in Committee Room 'C', Ground Floor, Parliament House Annexe, New Delhi.

PRESENT

Shri Saptagiri Sankar Ulaka -- **Chairperson**

MEMBERS**Lok Sabha**

2. Shri Raju Bista
3. Shri Vijay Kumar Dubey
4. Dr. Sanjay Jaiswal
5. Shri Bhajan Lal Jatav
6. Dr. Mohammad Jawed
7. Shri Naba Charan Majhi
8. Shri Janardan Mishra
9. Shri Ramashankar Rajbhar
10. Shri Devendra Singh Alias Bhole Singh
11. Shri Vivek Thakur

Rajya Sabha

12. Smt. Geeta alias Chandraprabha
13. Shri Nagendra Ray
14. Shri Sant Balbir Singh

Secretariat

- | | | |
|-------------------------|---|----------------------|
| 1. Shri Des Raj Shekhar | - | Additional Secretary |
| 2. Shri Vinay P. Barwa | - | Director |
| 3. Shri L. Singson | - | Deputy Secretary |

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

- | | | |
|------------------------------|---|-------------------------------------|
| 1. Shri Manoj Joshi | - | Secretary |
| 2. Shri R. Anand | - | Additional Secretary (LR) |
| 3. Ms. Tanuja Thakur Khalkho | - | Joint Secretary & Financial Advisor |
| 4. Shri P. K. Abdul Kareem | - | Economic Advisor (A&C) |
| 5. Shri Kunal Satyarthi | - | Joint Secretary (LR) |
| 6. Shri Nitin Khade | - | Joint Secretary (WM) |
| 7. Dr. Sanjay Kumar | - | Deputy Director General (PME) |
| 8. Dr. C. P. Reddy | - | Sr. Addl. Commissioner (WM) |

- | | |
|--------------------------|--------------------------|
| 9. Shri Vijay Kaushik | - Deputy Secretary (A&C) |
| 10. Shri Dayanidhi Joshi | - Deputy Secretary (LR) |
| 11. Shri Binod Kumar | - Under Secretary (IFD) |
| 12. Smt. Rinku Kumari | - Deputy Advisor (WM) |
| 13. Shri Ganesh Khadanga | - Scientist F (NIC) |
| 14. Dr. Anupama | - DIG (F)-WM, DoLR |

2. At the outset, the Chairperson welcomed the Members to the sitting of the Committee convened for taking oral evidence of the representatives of the Department of Land Resources (Ministry of Rural Development) in connection with the examination of Demands for Grants (2024-25) relating to Ministry of Rural Development.

[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 2024-25 under different rural development schemes. Thereafter, the Secretary, Department of Land Resources (Ministry of Rural Development) made a Power Point Presentation *inter-alia* highlighting allocations viz. utilisation of funds in different years so far alongwith the Plan allocation for 2024-25 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 for different schemes and its impact on the implementation of the schemes etc., which were responded to by the witnesses.

5. The Chairperson then thanked the representatives of the Department of Land Resources (Ministry of Rural Development) and asked them to furnish written information on points 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 & PANCHAYATI RAJ
(2024-25)

**EXTRACTS OF MINUTES OF THE SIXTH SITTING OF THE COMMITTEE HELD ON
WEDNESDAY, THE 4th DECEMBER, 2024**

The Committee sat from 1500 hrs. to 1535 hrs. in Committee Room 'C', Ground Floor, Parliament House Annexe, New Delhi.

PRESENT

Shri Saptagiri Sankar Ulaka -- *Chairperson*

MEMBERS

Lok Sabha

2. Dr. Mohammad Jawed
3. Shri Jugal Kishore
4. Shri Naba Charan Majhi
5. Shri Janardan Mishra
6. Shri Ramashankar Rajbhar
7. Shri Omprakash Bhupalsinh *alias* Pavan Rajenimbalkar
8. Shri Parshottambhai Rupala
9. Shri Vivek Thakur

Rajya Sabha

10. Smt Geeta *alias* Chandraprabha
11. Shri Samirul Islam
12. Shri V. Vijayasai Reddy
13. Shri Sant Balbir Singh
14. Shri Vaiko

Secretariat

1. Shri Des Raj Shekhar - Additional Secretary
2. Shri L. Singson - Deputy Secretary

2. At the outset, the Chairperson welcomed the Members to the sitting of the Committee convened for consideration of draft reports of the Committee on Demands for Grants (2024-25) of the following Ministries/Departments:

- (i) Ministry of Rural Development
 - a. XXX XXX XXX XXX
 - b. Department of Land Resources
- (ii) XXX XXX XXX XXX

3. Draft Reports were taken up for consideration one-by-one and after discussion, the Committee adopted the same with some modifications as suggested by some Members. The Committee then authorized the Chairperson to finalize the aforesaid Draft Reports and present the same to the Parliament.

The Committee then adjourned.

XXX Not related to the Report.