

THIRTY-THIRD REPORT
STANDING COMMITTEE ON
RURAL DEVELOPMENT
(2011-2012)

(FIFTEENTH LOK SABHA)

MINISTRY OF RURAL DEVELOPMENT
(DEPARTMENT OF LAND RESOURCES)

COMPUTERISATION OF LAND RECORDS

Presented to Lok Sabha on 28.08.2012

Laid in Rajya Sabha on 28.08.2012



LOK SABHA SECRETARIAT
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COMPOSITION OF THE STANDING COMMITTEE ON
RURAL DEVELOPMENT (2011-2012)

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Rajya Sabha

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23. Shri Munquad Ali[#]

* Nominated *w.e.f.* 03.01.2012 *vice* Shri Navjot Singh Sidhu.

** Nominated *w.e.f.* 25.11.2011.

[#] Nominated *w.e.f.* 04.05.2012 *vice* Shri Ganga Charan ceased to be member of Committee on retirement from Rajya Sabha.

24. Shri Hussain Dalwai
25. Sardar Sukhdev Singh Dhindsa
26. Dr. Ram Prakash
27. Shri C.P. Narayanan[^]
28. Shri Mohan Singh
29. Smt. Maya Singh
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31. Shri D. Bandyopadhyay[§]

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1. Shri Brahm Dutt — *Joint Secretary*
2. Smt. Meenakshi Sharma — *Deputy Secretary*

[^] Nominated *w.e.f.* 13.07.2012 vice Shri P. Rajeev ceased to be member of the Committee *w.e.f.* 11.07.2012 consequent on his resignation. (Shri P. Rajeev nominated *w.e.f.* 02.11.11 vice Sh. P.R. Rajan ceased to be member of the Committee *w.e.f.* 27.10.2011 consequent on his resignation).

[@] Nominated *w.e.f.* 04.05.2012 vice Ms. Anusuiya Uikey ceased to be member of Committee on retirement from Rajya Sabha.

[§] Nominated *w.e.f.* 18.04.2012 vice Dr. (Smt.) Kapila Vatsyayan ceased to be member of Committee on retirement from Rajya Sabha.

INTRODUCTION

I, the Chairperson, Standing Committee on Rural Development, having been authorized by the Committee to present the Report on their behalf, present this Thirty-Third Report on 'Computerisation of Land Records' pertaining to the Department of Land Resources (Ministry of Rural Development).

2. The Committee took evidence of the representatives of the Department of Land Resources (Ministry of Rural Development) on 5th June, 2012. The Committee wish to express their thanks to the representatives of the Department of Land Resources (Ministry of Rural Development) for appearing before the Committee for evidence and furnishing the information, desired by the Committee in connection with the issues relating to the subject.

3. The Report was considered and adopted by the Committee at their sitting held on 24th August, 2012.

4. The Committee place on record their deep sense of appreciation of the invaluable assistance rendered to them by the officials of the Lok Sabha Secretariat attached to the Committee.

5. For facility of reference and convenience, the observations and recommendations of the Committee have been printed in bold letters in Part-II of the Report.

NEW DELHI;
27 August, 2012

5 Bhadrapada, 1934 (Saka)

SUMITRA MAHAJAN,
Chairperson,
Standing Committee on
Rural Development.

REPORT

PART I

NARRATION ANALYSIS

I. Introductory

Background

The maintenance of Land Records is a State subject as per entry number 45 of List II State List under 7th Schedule of the Constitution. Giving due importance to modernization of land records, initiatives in the direction of Computerisation of Land Records were started by the Central Government in the year 1987-88. Accordingly, the Land Reforms Division in the Department of Land Resources, Ministry of Rural Development administered two Centrally-sponsored schemes of (i) Computerization of Land Records (CLR) and; (ii) Strengthening of Revenue Administration and Updating of Land Records (SRA & ULR) since 1988-89 and 1987-88 respectively which continued upto 2007-08.

The details of CLR and SRA & ULR are given below:

Computerization of Land Records (CLR)

1.2 The CLR scheme aimed at bringing efficiency, transparency and easy accessibility to the system of land records. Pilot projects were initiated in 8 districts in 8 States and the scheme was subsequently extended to the rest of the country. Under the CLR scheme, 100% financial assistance was provided to the States and UTs for completing data entry work; setting up computer centres at the tehsil (or taluk or block or circle) level, sub-divisional level, district level; setting up a monitoring cell at the State level; training on computer awareness and application software for revenue officials; digitization of maps; and scanning and preservation of land records. An amount of Rs. 586.61 crore was released to the States/UTs covering 583 districts in the country. All the States and UTs except A&N Islands implemented the scheme, which yielded good results, but not consistently across the country.

Strengthening of Revenue Administration & Updating of Land Records (SRA & ULR)

1.3 The scheme of SRA & ULR aimed at helping the States in updating and maintaining land records and strengthening and

modernization of the revenue machinery, survey and settlement, and training infrastructure. Funding under the SRA & ULR scheme was on 50:50 sharing basis between the Centre and the States. The Union Territories were provided full Central assistance. Assistance was given, *inter-alia*, for purchase of modern survey equipment (like Global Positioning Systems, Electronic Total Stations, etc.); carrying out aerial surveys, training and capacity building of the revenue functionaries; construction of record rooms for proper storage of land records; construction, repair and renovation of training institutes; and purchase of equipment for training. Under this scheme, funds amounting to Rs. 475.36 crore were provided to the States/UTs towards Central share.

1.4 Under the Scheme, the Revenue, Survey and Settlement Departments in the States and UTs made progress in strengthening their training infrastructure, construction of record rooms, office-cum-residence of patwaris/talathis/RIs and adoption of modern technology for survey and resurvey of land.

Merging of Schemes

1.5 The aforesaid two schemes supported the efforts of the States/UTs for updation and computerization of land records. On implementation of the schemes, majority of the States/UTs completed data entry of Record of Rights (RoRs). 16 States/UTs stopped manual issue of RoRs and accorded legal sanctity to the computerized copies of RoRs. Further, 16 States/UTs placed the RoR data on websites. In addition, awareness was generated among the masses about the benefits of computerization of land records. However, much more needed to be done to reach the ultimate goal of ushering in the system of conclusive titles with title guarantee, which is essential for security of property rights, minimizing land disputes, efficient functioning of the economic operations based on land, and overall efficiency of the economy. Accordingly, during 2008-09, the two schemes were merged into one modified and enhanced scheme in the shape of the National Land Records Management Programme (NLRMP). The NLRMP was approved by the Cabinet on 21st August, 2008.

1.6 Giving reasons for bringing in the modified scheme, the Department in their note furnished to the Committee stated as under:—

“Under the schemes of CLR and SRA & ULR, support was provided to the States and Union Territories for strengthening of the land records maintenance infrastructure, digitization of maps, updating and computerization of both textual and spatial records, adoption of modern survey and information technology and

training and capacity building. In terms of the outcomes, the progress under these two schemes was uneven across the country and there were certain difficulties in implementing the two earlier schemes.

The choice of activities under the two Schemes was left to the States and UTs. Most of them chose activities that strengthened revenue administration rather than those which helped in updating land records. This “hamper-of-activities” approach led to ‘eddying’, *i.e.*, each activity was a goal in itself rather than a step in a systematic approach towards modernization of land records maintenance system.

The schemes did not indicate a timeframe for completion of activities and, hence, the exit mode was not defined. Technology options for survey were not firmed up. Neither was the system of monitoring emphatically spelt out. Further, both the schemes of CLR and SRA & ULR excluded the concept of single-window system and interconnectivity, geographic information system (GIS) mapping, connectivity with banks and treasuries, and Registration—which is a vital link in updating the land records.”

1.7 When asked about the progress achieved under the aforesaid two schemes during the last two decades, the Department in their replies stated that the various States/UTs have reached different stages of the computerization of the land records. This was due to the fact that activities under the schemes of the CLR and SRA & ULR were an end in themselves and there was no structured approach to place the system in place to have real time up-to-date land records. Hence there was a need to have a relook into these erstwhile schemes.

1.8 During evidence, the Secretary (Department of Land Resources) on the merging of the two schemes stated as under:—

“Madam, you are aware that the Department of Land Resources has two flagship programmes — Integrated Watershed Management Programme and National Land Records Management Programme (NLRMP). Since 25 years back we had started a scheme known as Computerization of Land Records, lot of funds have been given to State Governments and the State Governments have to a large extent done the computerization, but the problem arises thereafter. Once having done the computerization, making use of that database, connecting it with the Registrar’s office so that there is an automatic updation of that database, these are the steps which have not been taken. Keeping that in view, the earlier two or three schemes were merged and the NLRMP was formed.”

II. National Land Records Modernization Programme (NLRMP)

Objectives

2.1 The main objectives of the programmes are to modernize the land records system in the country and to build up an integrated land information management system; to usher in a system of real-time land records; automatic Mutation; integration between Textual and Spatial Records; inter-connectivity between land records and registration systems; and presumptive title system to conclusive titling system.

2.2 For this purpose, the two main systems of land records management and registration are to be integrated with the help of modern technology. Accordingly, the activities being supported under the Programme, *inter alia*, include completion of computerization of the records of rights (RoRs), digitization of maps and updating of land records, survey/resurvey using modern technology including aerial photogrammetry, computerization of registration, automatic generation of mutation notices, and training and capacity building of the concerned officials and functionaries. Connectivity amongst the land records and registration offices and land records management centers at tehsil/taluk/circle/block level are also being supported. Access to land records data would be provided to cooperative and other financial institutions for facilitating credit operations.

2.3 A major focus of the Programme is on citizen Centric services, such as providing computerized copies of the records of rights (RoRs) with maps; other land-based certificates such as caste certificates, income certificates (particularly in rural areas), domicile certificates; information for eligibility for development programmes; land passbooks; free access of property owners to their records as the records will be placed on the websites with proper security IDs. Abolition of stamp papers, payment of stamp duty and registration fees through banks, etc. reducing interface with the Registration machinery, e-linkages to credit facilities and automatic and automated mutations would be possible, Single-window service or the web-enabled access will save time and effort in obtaining RoRs, etc., and there will be a significant reduction in land-related litigation, etc.

2.4 In addition, the Programme will be of immense usefulness to the Governments — both Central and State Governments — in modernizing and bringing efficiency to the land revenue administration as well as offering a comprehensive tool for planning various land-based developmental, regulatory and disaster management activities needing location-specific information. Even the private sector will be able to benefit from this comprehensive tool for planning business and economic activities.

Main Activities

2.5 The NLRMP is a high-tech and complex project, involving application of diverse sets of technology for the three major components, *i.e.*, (a) computerization of land records including digitization of maps and integration of textual and spatial data, (b) survey/re-survey using modern technology such as Total Stations (TSs), global positioning system (GPS), aerial photography, high resolution satellite imagery (HRSI), etc., and (c) computerization of the registration system and inter-connectivity between the registration and land records maintenance systems as well as inter-connectivity amongst the revenue offices. Accordingly, training and capacity building activities are being attached great significance under the Programme.

2.6 The following activities are supposed to be undertaken in each district covered under the NLRMP since district has been taken as a unit for completing all activities leading to conclusive titling.

- * Computerization of property records
 - Data entry/re-entry/data conversion of textual records
 - Digitization of cadastral maps and Field Measurement Books (FMBs)
 - Integration of textual and spatial data
 - Mutation — updating of pending cases and their computerization
 - Data centres
- * Survey/re-survey
 - Setting up the ground-control point library
 - Survey/re-survey and ground truthing using any one or a combination of the following technologies:
 - (a) High Resolution Satellite Imagery (HRSI) with ground truthing
 - (b) Aerial photography (orthophoto) with ground truthing
 - (c) Pure ground method using Total Station (TS) and Differential Global Positioning System (DGPS)
- * Computerization of the Registration process
 - Computerization of Sub-Registrar's Offices (SROs)
 - Computerization of legacy encumbrance data

- Computerization of valuation details
 - Integration of registration and land records maintenance systems
 - Automatic mutation following registration
- * Setting up of modern record rooms/land records management centres
- * Training and capacity building

2.7 About the changes/improvements brought about by the Department in the areas of planning, implementation, financing, technical expertise, evaluation & monitoring in NLRMP *vis-à-vis* the earlier schemes, the Department in their replies stated that the main changes are the inclusion of the components of computerization of registration, connectivity amongst the land records and registration offices and connectivity among the revenue offices, so that we can have up-to-date records. Technologies for the Survey/Re-survey have also been firmed up. District has been made the unit of implementation where all the activities will converge. All the districts are proposed to be covered by the end of the 12th Plan. Technical Guidelines and Manuals have been prepared and circulated to the States/UTs to ensure smooth implementation of the NLRMP. Core Technical Advisory Group (CTAG) has been constituted at the DoLR level to provide technical guidance. States have also been advised to constitute such groups of technical people at the State level. A Project Sanctioning and Monitoring Committee (PS & MC) has also been constituted at the DoLR level to review the implementation of the programme from time to time. "An Advisory Committee on Legal Changes for Conclusive Titling in India" has been constituted at the DoLR level to suggest legal changes to usher in the system of conclusive titles. Provision for midterm and final evaluation of the scheme has also been made in the Guidelines.

2.8 As to how has the merger of the schemes have helped the DoLR in modernizing the land records of the country, the Department in their replies stated that merger of the erstwhile schemes of CLR and SRA & ULR into the new and enhanced scheme of NLRMP has started yielding good results. Now, the States are proceeding in a systematic manner to usher in the modern system of land records management. States like Andhra Pradesh, Gujarat, Maharashtra and Haryana have already proceeded appreciably and they have integrated the two main systems of land records and the registration. These successful models are being shared with the rest of the States and it is hoped that this will have a cascading effect over the rest of the country.

2.9 In regard to implementation of the scheme, the Secretary, Department of Land Resources stated during evidence as under:—

“Though we agree that this scheme is very important, especially from the point of view of farmers and country. But, unfortunately the interest is not being taken in this scheme. For instance, in MNREGA scheme of Rural Development where 40,000 crore are given and PM reviews the scheme. And under this scheme, 150 crore are given and no body pays any attention. The main problem comes here; this scheme is considered so small. Keeping in view its output, the importance it deserves, perhaps we have not been able to see that. We are trying our best from the Department side and very soon we are convening a conference of Revenue Ministers and Minister of Rural Development has also agreed and we will invite Prime Minister also. We want to have full thrust on this.”

2.10 The Department informed about the benefits perceived under NLRMP which are as under:—

- Real-time land records to the citizen;
- Land Records to be tamper-proof;
- Online Accessibility of Land Records;
- Reduction in time for obtaining copies of RoRs and maps;
- Single window service to the citizens;
- Decrease in Land disputes and litigation;
- Obtaining certificates and other land records through kiosk/ Common Service Centre (CSC);
- Market value of immovable property and legacy encumbrance information on internet;
- Move from “Presumed Titles” to “Conclusive Titles”;
- The ultimate goal is to link the conclusive titles to the economic process, credit institutions, disaster management, food security, land acquisition, rehabilitation and resettlement;
- Determining location of new projects, roads, bridges, watersheds; and
- Any scheme requiring information of property owners will be better implemented after up-to-date records.

2.11 The ultimate goal of the NLRMP is to usher in the system of conclusive titling, to replace the current system of presumptive titles in the country. The activities to be undertaken under the programme

are to converge in the district and district is the unit of implementation. All the districts in the country are expected to be covered under the programme by the end of the 12th Plan.

III. Utilisation of Funds

Funding Pattern

3.1 The NLRMP is being implemented as a Centrally sponsored scheme with various components with the following pattern of assistance:—

- (i) Computerisation of Land Records including digitization of cadastral maps, integration of textual and spatial data, data centers at Tehsil and State level, inter-connectivity among revenue offices. (100% by Govt. of India);
- (ii) Survey/re-survey and updating of the survey and settlement Records (including ground control network and ground truthing) using modern technology options. (50% by Government of India);
- (iii) Computerization of Registration including connectivity to SROs with revenue offices. (25% by Govt. of India);
- (iv) Modern Record rooms/land Records management centers at Tehsil level. (50% by Govt. of India);
- (v) Training and capacity building (100% by Government of India), and
- (vi) Core GIS (100% by Government of India).

UTs are provided 100 per cent Central assistance in all the segments of the programme.

3.2 On being asked about whether any special funding provision has been made for implementation of programme in North-Eastern States, Left Extremism Affected Areas, and strategically important sectors, the Department replied in a note as under:—

“For Computerization of Land Records, 100% Central assistance is being provided to the North Eastern States. For rest of the components of NLRMP, 90% Central assistance is being provided by the DoLR. 100% Central share is being provided to the Union Territories for all the components. For rest of the States, including Left Extremism Affected Areas, there is no special provision.”

Programme Outlay

3.3 The Department informed that the total estimated Cost of NLRMP is Rs. 5,656 crore, out of which Rs. 3,098 crore is Central share. Summary Table of Capital Costs to the Government of India is given at **Appendix-I**.

3.4 The total investment in Computerization of Land Records is as under:—

- SRA & ULR (1987-88 to 2007-08) = Rs. 475.36 crore
- CLR (1988-89 to 2007-08) = Rs. 586.61 crore
- NLRMP (2008-09 to till date) = Rs. 683.30 crore
- Total Investment = Rs. 1745.27 crore
- Total unspent = Rs. 833.61 crore
- Total utilized = Rs. 911.66 crore

3.5 Under the erstwhile scheme of SRA & ULR, support was provided to the States and Union Territories for strengthening of the land records maintenance infrastructure, adoption of modern survey and information technology for updating and computerization of both textual and spatial records, digitization of maps, training and capacity building and funds were released as per specific demands of the States.

3.6 The choice of activities was left to the States and UTs, most of them opted for activities that strengthened revenue administration but not necessarily helped in updation of land records. This has resulted in scattered progress in various aspects of the computerization of land records.

This deficiency has been addressed in the revised scheme of NLRMP. Funds under NLRMP are released for a district, where all the activities of the computerization of land records are proposed to be completed.

3.7 Central share is released in two instalments, the first instalment being 75% of the sanctioned amount. The State Government is to ensure release of the Central share as well as the State share within 15 days from the date of receipt of the Central share. Upon utilization of 60% of the first instalment, States/UTs are eligible to get the 2nd instalment of 25%.

3.8 The State/UT-wise data of Funds released and utilized since inception upto 29.02.2012 in respect of SRA & ULR is given below:—

(Rs. in crore)

Sl.No.	Name of States/UTs	Fund released since inception	Funds utilized upto 29.02.2012	Outstanding Balance
1	2	3	4	5
1.	Andhra Pradesh	16.93	8.86	8.07
2.	Arunachal Pradesh	1.74	1.74	0.00
3.	Assam	8.88	3.57	5.31
4.	Bihar	19.79	12.44	7.35
5.	Chhattisgarh	14.47	6.62	7.85
6.	Gujarat	20.30	9.28	11.02
7.	Goa	5.85	5.72	0.13
8.	Haryana	8.49	8.48	0.01
9.	Himachal Pradesh	9.59	7.45	2.14
10.	Jammu & Kashmir	15.09	13.13	1.96
11.	Jharkhand	2.50	0.00	2.50
12.	Karnataka	21.90	6.82	15.09
13.	Kerala	25.90	25.13	0.77
14.	Madhya Pradesh	51.27	47.39	3.88
15.	Maharashtra	48.78	46.65	2.12
16.	Manipur	0.60	0.00	0.60
17.	Meghalaya	0.74	0.74	0.00
18.	Mizoram	21.45	21.45	0.00
19.	Nagaland	9.58	9.08	0.50
20.	Odisha	15.23	7.63	7.61
21.	Punjab	15.48	14.27	1.21
22.	Rajasthan	23.60	19.32	4.29

1	2	3	4	5
23.	Sikkim	1.86	1.86	0.00
24.	Tamil Nadu	10.13	7.77	2.36
25.	Tripura	12.09	11.92	0.17
26.	Uttar Pradesh	45.22	25.52	19.70
27.	Uttarakhand	5.50	2.99	2.51
28.	West Bengal	36.30	24.37	11.93
29.	A & N Islands	0.43	0.28	0.15
30.	Chandigarh	0.32	0.32	0.00
31.	D & N Haveli	2.20	2.14	0.06
32.	Delhi	0.62	0.44	0.18
33.	Daman & Diu	0.07	0.07	0.00
34.	Lakshadweep	0.61	0.51	0.11
35.	Puducherry	1.84	0.93	0.91
	Total	475.36	354.88	120.48

3.9 The State/UT-wise data of funds released and utilized since inception upto 29.02.2012 in respect of CLR is as under:—

(Rs. in crore)

Sl.No.	Name of States/UT	Fund released since inception	Funds utilized upto 29.02.2012	Outstanding Balance
1	2	3	4	5
1.	Andhra Pradesh	37.08	34.57	2.51
2.	Arunachal Pradesh	0.75	0.75	0.00
3.	Assam	20.10	4.81	15.30
4.	Bihar	31.06	26.88	4.17
5.	Gujarat	32.58	21.49	11.08
6.	Goa	2.44	2.41	0.03

1	2	3	4	5
7.	Haryana	15.75	14.00	1.75
8.	Himachal Pradesh	14.46	10.30	4.16
9.	Jammu & Kashmir	18.28	2.86	15.42
10.	Karnataka	38.32	26.50	11.81
11.	Kerala	12.62	12.62	0.00
12.	Madhya Pradesh	51.68	43.73	7.96
13.	Maharashtra	42.47	33.13	9.35
14.	Manipur	3.49	1.49	2.00
15.	Meghalaya	0.28	0.28	0.00
16.	Mizoram	5.70	5.70	0.00
17.	Nagaland	2.14	1.68	0.45
18.	Odisha	43.21	35.91	7.30
19.	Punjab	5.62	4.30	1.33
20.	Rajasthan	36.12	31.33	4.79
21.	Sikkim	2.11	2.07	0.04
22.	Tamil Nadu	36.98	35.73	1.25
23.	Tripura	7.38	7.38	0.00
24.	Uttar Pradesh	36.09	28.35	7.75
25.	West Bengal	39.34	31.04	8.31
26.	Chhattisgarh	10.62	10.62	0.00
27.	Jharkhand	17.02	7.26	9.76
28.	Uttarakhand	18.75	6.60	12.14
29.	D. & N. Haveli	0.12	0.00	0.12
30.	Delhi	1.01	0.04	0.97
31.	Puducherry	1.89	0.77	1.12
32.	Chandigarh	0.15	0.00	0.15
33.	Daman & Diu	0.50	0.07	0.43
34.	Lakshadweep	0.50	0.16	0.34
Total		586.61	444.82	141.79

3.10 The Committee pointed out that only few States/UTs were able to utilise full allocation, whereas, the performance in respect of remaining States remains far from satisfactory. Enquired about the steps taken to ensure that the funds allocated to the States/UTs are fully utilised and the Outstanding Balances were liquidated at the earliest, the Department in their post evidence replies stated as under:—

“The issue of unspent balances is reviewed regularly by the Department in the meetings of the Revenue Secretaries/Director, Land Records of the States/UTs. States/UTs have indicated that works under the above scheme are at various stages of progress, so they must be given extra time to complete such works. Accordingly, the States/UTs have been directed to utilize the unspent balances available with them under the SRA and ULR scheme upto 28th February, 2013. The balance funds if any on 28th February, 2013, should be returned by 31st March, 2013.”

3.11 The State/UT-wise data of funds released, districts covered, funds utilized and available in respect of NLRMP since inception is as under:—

(Rs. in crore)

Sl. No.	States/UT	Total		Utilization Reported	Funds Available
		Funds released	Districts covered		
1	2	3	4	5	6
1.	Andhra Pradesh	43.74	6	0.19	43.55
2.	Arunachal Pradesh	0.49	1		0.49
3.	Assam	21.36	27		21.36
4.	Bihar	38.37	21	13.48	24.89
5.	Chhattisgarh	24.69	13	1.57	23.12
6.	Gujarat	62.43	15	11.96	50.47
7.	Goa	0.00	0		0.00
8.	Haryana	37.61	21	10.24	27.37
9.	Himachal Pradesh	13.16	7	4.61	8.55
10.	Jammu & Kashmir	8.90	9		8.90

1	2	3	4	5	6
11.	Jharkhand	23.90	20		23.90
12.	Karnataka	0.00	0		0.00
13.	Kerala	9.26	7	3.49	5.78
14.	Madhya Pradesh	100.69	27	56.13	44.56
15.	Maharashtra	47.16	16	1.67	45.50
16.	Manipur	1.69	4		1.69
17.	Meghalaya	6.24	5		6.24
18.	Mizoram	5.89	2	0.32	5.57
19.	Nagaland	8.15	6	0.68	7.47
20.	Odisha	25.39	7		25.39
21.	Punjab	14.00	5		14.00
22.	Rajasthan	41.37	4		41.37
23.	Sikkim	2.32	4		2.32
24.	Tamil Nadu	2.81	2		2.81
25.	Tripura	7.75	4	0.88	6.87
26.	Uttar Pradesh	18.52	8	0.26	18.26
27.	Uttarakhand	1.18	0		1.18
28.	West Bengal	74.91	19	4.36	70.55
29.	Andaman & Nicobar Islands	0.72	1	0.51	0.21
30.	Chandigarh	0.00	0		0.00
31.	D & N Haveli	0.92	1	0.24	0.67
32.	Delhi	1.18	0		1.18
33.	Daman & Diu	1.04	2		1.04
34.	Lakshadweep	1.66	1	1.37	0.30
35.	Puducherry	3.45	2		3.45
Total All States/UTs		650.93	267	111.95	538.98

3.12 When asked whether the Department has taken any steps to incentivize the Programme, the Department in their post evidence replies stated as under:

“The Department is providing sufficient funds for ushering in the modern system of land records management under the NLRMP.”

3.13 During fiscal year 2012-13, Rs. 150 crore has been allocated for the NLRMP. Asked about the adequacy of Rs. 150 crore to computerize the land records across the country, the Department in their post evidence replies stated that the amount of Rs. 150 crore has been provided by the Planning Commission in this financial year. However, keeping in view the expenditure under the programme further funds may be requested at the RE stage.

IV. Physical Progress

4.1 The Department informed that assistance was given, *inter alia*, for purchase of modern survey equipment (like Global Positioning Systems, Electronic Total Stations, etc.) carrying out aerial surveys, training and capacity building of the revenue functionaries; construction of record rooms for proper storage of Land Records; construction, repair and renovation of training institutes; and purchase of equipment for training under the scheme of SRA and ULR.

4.2 As per the data furnished by the DoLR with regard to infrastructure development for the scheme of SRA and ULR, it was observed that 1366 Record Rooms, 4311 Office-cum-residence of Patwari/Talathi/RI, 412 Tehsil Kacharies and only 64 Training Institutes have been renovated or constructed.

4.3 Physical Assets created under SRA and ULR are as under:—

(As on 10.01.2012)

S.No.	State/UTs	Record rooms constructed	Office-cum-residence of Patwari/Talathi/RI constructed	Tehsil Kacharies constructed	Training Institutes renovated/upgraded/constructed
1	2	3	4	5	6
1.	Andhra Pradesh	4			1
2.	Arunachal Pradesh				1

1	2	3	4	5	6
3.	Assam				1
4.	Bihar	12			2
5.	Chhattisgarh	10	484		
6.	Gujarat		61		1
7.	Goa				
8.	Haryana	17	50		2
9.	Himachal Pradesh	48	244		1
10.	J & K	2	288	5	2
11.	Jharkhand				
12.	Karnataka				2
13.	Kerala	331	183		1
14.	M.P.	232	545	10	13
15.	Maharashtra	258	1025	252	7
16.	Manipur				
17.	Meghalaya				
18.	Mizoram				
19.	Nagaland				2
20.	Odisha	3	2		2
21.	Punjab	4	165		
22.	Rajasthan	6	73	10	8
23.	Sikkim				
24.	Tamil Nadu				2
25.	Tripura	32	46	85	1
26.	Uttar Pradesh	74			11
27.	Uttarakhand		840		1
28.	West Bengal	331	267	50	3
29.	Andaman and Nicobar Islands		38		
30.	Chandigarh				

1	2	3	4	5	6
31.	D & N Haveli				
32.	Delhi				
33.	Daman & Diu				
34.	Lakshdweep	2			
35.	Puducherry				
	Total	1366	4311	412	64

4.4 Asked as to why in the States like Assam, Goa, Arunachal Pradesh, Jharkhand, Karnataka, Manipur, Meghalaya etc. construction of record rooms, office-cum-residence of Patwari, Tehsil, Kachari construction etc. have not been taken up, the Department informed that the funds under the scheme of SRA & ULR were released as per the demand of the States/UTs. Funds under the scheme have been released to all the States/UTs. Further, funds are being sanctioned for establishment of modern record rooms under the NLRMP.

4.5 On the steps initiated by DoLR to accelerate the progress on these aspects, it was informed that under the scheme of SRA & ULR, support was provided to the States and Union Territories, but the choice of activities was left to the States and UTs, most of who opted for activities that strengthened revenue administration but not necessarily helped in updation of land records. This “hamper-of-activities” approach led to eddying; each activity was a goal in itself rather than a step in the systematic, ladder-like approach towards achieving auto-updated land records. This deficiency has, however, been addressed in the revised scheme of NLRMP. Now, funds are released for a district, where all the activities of the computerization of land records are proposed to be completed.

V. Activities Under NLRMP

5.1 Explaining the activities being undertaken under the NLRMP, the Department in their post evidence replies furnished to the Committee stated as under:—

“Our long term vision is to usher in the system of conclusive titling with title guarantee in the country. However, for this we require to have real time up-to-date land records. This can be achieved only through modernizing land records management system. The major milestones in this include—Data entry of textual

data(Records of Rights)—Data entry, updation and data verification/ validation process; Providing legal sanctity to computerized RoR— States/UTs need to amend revise their laws/manuals/rules/ regulations to grant sanctity to the computerized copy of the RoR; Issue of computerized copy of RoR; Issuance of digitally signed RoRs; Complete stoppage of issuance of RoRs through manual procedure; Mutations using computers; Publishing of RoR on website—the property owner/enjoyer should have access to their property records; Issuance of computerized RoR through Citizen Service Centres/Kiosks; Establishment of modern record rooms/ land records management centres—to ensure “single window” service to citizens; Digitization of maps and integration of textual and spatial data; Computerisation of Registration; Abolition of Stamp Papers and introducing payment of stamp duty and registration fees through Bank/Treasuries; Interconnectivity between Revenue and Registration offices; Survey/Re-survey and updation of survey and settlement records—establishment of ground control network, survey through modern methods of High Resolution Satellite Imagery/Aerial Photography/Pure Ground method of Electronic Total Station (ETS) and Global Positioning System (GPS); Validation of newly generated survey data and final promulgation; Establishment of NLRMP Cell/Cells at Administrative Training Institutes/Revenue Training Institutes/Survey Training Institutes/ Patwar Training Institutes/Premier Training Institutes for capacity building; and Establishment of Project Management Unit (PMU) for NLRMP at the State/UT level.”

5.2 The Department furnished Progress with regard to Computerization of Land Records on the above parameters which are as under:—

Sl.No.	Name of Activity	Number of States/UTs having completed the activity	Remarks
1	2	3	4
1.	Data entry of textual data (Records of Rights)	26	Andhra Pradesh, Chhattisgarh, Gujarat, Goa, Haryana, Himachal Pradesh, Karnataka, Madhya Pradesh, Maharashtra, Mizoram, Nagaland, Odisha, Punjab, Rajasthan, Sikkim, Tamil Nadu, Tripura, Uttar Pradesh, Uttarakhand, West Bengal, A & N Islands, Chandigarh, D & N Haveli, Delhi, Daman & Diu and Puducherry.

1	2	3	4
2.	Providing legal sanctity to computerized RoR	21	Andhra Pradesh, Assam, Chhattisgarh, Gujarat, Goa, Haryana, Himachal Pradesh, Karnataka, Madhya Pradesh, Maharashtra, Odisha, Punjab, Rajasthan, Sikkim, Tamil Nadu, Tripura, Uttar Pradesh, Uttarakhand, West Bengal, A & N Islands and Puducherry.
3.	Issue of computerized copy of RoR	20	Andhra Pradesh, Chhattisgarh, Gujarat, Goa, Haryana, Himachal Pradesh, Karnataka, Madhya Pradesh, Maharashtra, Odisha, Punjab, Rajasthan, Sikkim, Tamil Nadu, Tripura, Uttar Pradesh, Uttarakhand, West Bengal, Puducherry and Delhi.
4.	Issuance of digitally signed RoRs	7	Andhra Pradesh, Chhattisgarh, Goa, Karnataka, Madhya Pradesh, Rajasthan and Uttar Pradesh.
5.	Complete stoppage of issuance of RoRs through manual procedure	20	Andhra Pradesh, Chhattisgarh, Gujarat, Goa, Haryana, Himachal Pradesh, Karnataka, Madhya Pradesh, Maharashtra, Odisha, Punjab, Rajasthan, Sikkim, Tamil Nadu, Tripura, Uttar Pradesh, Uttarakhand, West Bengal, A & N Islands and Puducherry.
6.	Mutations using computers	18	Andhra Pradesh, Assam, Chhattisgarh, Gujarat, Goa, Haryana, Himachal Pradesh, Karnataka, Madhya Pradesh, Maharashtra, Odisha, Rajasthan, Sikkim, Tamil Nadu, Tripura, West Bengal, A & N Islands and Puducherry.
7.	Publishing of RoR on website	17	Andhra Pradesh, Chhattisgarh, Goa, Haryana, Himachal Pradesh, Karnataka, Madhya Pradesh, Maharashtra, Odisha, Punjab, Rajasthan, Tamil Nadu, Tripura, Uttar Pradesh, Uttarakhand, A & N Islands and Puducherry.
8.	Issuance of computerized RoR through Citizen Service Centres/Kiosks	5	Andhra Pradesh, Gujarat, Goa, Himachal Pradesh, and Karnataka.
9.	Establishment of modern record rooms/land records management centres		Under progress.

1	2	3	4
10.	Digitization of maps and integration of textual and spatial data		Under progress.
11.	Computerisation of Registration	16	3534 SR offices out of 4475 computerized. Andhra Pradesh, Bihar, Delhi, Jharkhand, Haryana, Himachal Pradesh, Goa, Gujarat, Karnataka, Kerala, Maharashtra, Odisha, Punjab, Puducherry, Tamil Nadu, West Bengal.
12.	Abolition of Stamp Papers and introduce payment of stamp duty and registration fees through Bank/Treasuries	9+5	E-Stamping in Assam, Delhi, Goa, Gujarat, Himachal Pradesh, Karnataka, Maharashtra, Odisha and Uttarakhand. Bank Challan in Bihar, Haryana, Sikkim, Puducherry and Punjab.
13.	Interconnectivity between Revenue and Registration offices	4	Haryana, Gujarat, Karnataka, Andhra Pradesh.
14.	Survey/Re-survey and updation of survey and settlement records		Survey in progress in Gujarat, Bihar, Haryana, Andhra Pradesh, J&K.
15.	Validation of new survey data and final promulgation		Under progress in Gujarat—168 villages promulgated.
16.	Establishment of NLRMP Cell/Cells at Administrative Training Institutes/Survey Training Institutes/Patwar Training Institutes/Premier Training Institutes for capacity building		32 Cells under progress in 27 States.
17.	Establishment of Project Management Unit (PMU) for NLRMP at the State/UT level.	7	Punjab, Madhya Pradesh, Andhra Pradesh, Bihar, Odisha, Mizoram and Sikkim.

*An agreement/MoU needs to be signed with each State/UT to fix the timelines for each of the steps outlined above, so that the targets of NLRMP are achieved in a time bound manner.

5.3 The Committee enquired as to why the States of Jammu & Kashmir and Jharkhand have not made any progress under any of the components of the Centrally Sponsored Scheme of Computerization of Land Records, the Department informed that the States of J&K and Jharkhand have taken various steps for computerization of land records. J&K has started survey in 4519 villages in 39 Tehsils of the State. Survey work has been completed in 2285 villages. The digitized Record of Rights (RoRs) and maps are available for these villages.

In Jharkhand all the Sub-Registrar Offices (SROs) have been computerized. The data entry for RoRs in 4 districts has been started. It has been completed in Lohardagga district, where computerized copies of RoRs are being given. In the remaining 3 districts, 70 to 80 per cent data entry has been done. Digitization of cadastral maps has also been taken up. A total of 8432 cadastral sheets have been digitized so far.

Computerisation of Registration and Interconnectivity

5.4 The Committee were informed that computerization of the Registration and interconnectivity were not parts of the erstwhile schemes of the CLR and the SRA & ULR.

5.5 Asked as to how many Districts have initiated the process of computerization of registration and interconnectivity under NLRMP and by when this exercise is likely to be completed, the Department stated in their reply that funds for Computerization of the Registration for 114 districts and for Inter-connectivity among the revenue officials for 151 districts have been released under the NLRMP. These activities are at different stages of implementation in various States/UTs. District is the unit of implementation and all the activities in the district are proposed to be covered with in a period of two years. The States of Karnataka, Haryana, Gujarat and West Bengal have integrated the processes of land records and registration.

5.6 About the strategy adopted by successful States to upgrade the manual system of land record management into inter-connected & computerized system, the Department informed that the successful States have implemented various schemes of this Department, *i.e.*, CLR, SRA & ULR and NLRMP as per the Guidance/Instructions of this Department. Further, at their own level also they have taken initiatives to put in place an effective and robust system of land records management.

5.7 Explaining it further, the Secretary, DoLR during evidence stated:—

“We have given money for computerization at many places and States have done computerization. But the problem is that it is not being used. Database is already there in the computer, as on date most of the data base has become outdated because within a span of five years, at least 20-30% change of hand takes place. That’s why the data base is to be updated. That is why we are saying time and again that first thing is to do its connectivity with Registrar Office. As soon as it gets connected there would be automatic updation. The moment Registry take place, the records would be automatically updated.”

5.8 On being pointed out by the Committee that during their study visit to Ambala on 31 May, 2011, it was observed that though Registry was being done online but previous records of that land was not available there online, the Secretary, DOLR replied:

“.....Complete history of land is available on computer. Who was the owner of land at a particular time that will be available? Nothing has been deleted. There is a provision in the software, the securities protocols which have been made, these things have been taken care of.”

Digitization of Cadastral Maps

5.9 Digitization of revenue maps is necessary for integrating the spatial and textual data and adding the cadastral layer to the GIS system, in addition to archival and preservation purposes.

5.10 On being asked as to how many Districts (State-wise) initiated the process of digitization of cadastral maps under the NLRMP and by when the said exercise is likely to be completed, the Department replied stating that Funds for digitization of cadastral maps for 215 districts have been released under the NLRMP. As on 10.01.2012, 26 States have taken up digitization of cadastral maps.

Integration of Textual and Spatial Data

5.11 Integration of textual data with spatial data for each plot requires specialized utility software which will help in matching and tuning textual record of each plot with corresponding map. The Department informed that no State/UT has completed the process of integration of the textual and spatial data before the start of the NLRMP. However, efforts in this regard had been started by some

States/UTs. Funds for integration of the textual and spatial data for 171 districts have been released under the NLRMP so far. The Department further informed that digitization of cadastral maps and integration of textual and spatial data are at different stages of implementation in various States/UTs and district being the unit of implementation, all the activities in the district are proposed to be covered with in a period of two years.

Standardized land record format

5.12 PS Appu Committee on Revitalization of Land Revenue Administration had suggested a Standardized Land Record format to be adopted at the National Level. Accordingly, every State/UT has been maintaining land records as per their prevalent systems. However, Department with the help of NIC has standardized the codes for various parameters being used in land records system. This will ensure inter-operability of land records system and data at the National Level. During preparation of standard codes, States/UTs were consulted. Further, States/UTs have adopted these codes during the modernization of their land records.

VI. Survey

6.1 Survey/re-survey and updating of the survey & settlement Records (including ground control network and ground truthing) using modern technology options is one major component of the NLRMP. NLRMP envisages that survey/resurvey in the country will be completed by 12th Five Year Plan. All the districts are proposed to be covered by the end of the 12th five year plan. Funds for covering all the districts are proposed to be released by the end of 12th five year plan. It takes around two years to complete all the activities in the district.

6.2 Survey/Re-survey is being done by the States/UTs as per their respective Laws/Rules/Regulations/Manuals after a certain prescribed time period. Each State/UT has its own Rules/Regulations/Manuals with regard to Survey/Re-survey of land records.

6.3 In most of the States it was done a long way back and with the traditional manual equipments. Under the NLRMP, this is proposed to be done by the modern survey equipments, so that digitized maps can be used for various planning and development purposes.

6.4 The Secretary, Department of Land Resources explaining about the need for Survey stated during evidence as under:—

“The first thing we want to do in this country is that we want to do the survey. Perhaps you are aware that the only cadastral survey in this country was done during British days, more than a hundred

years ago. Thereafter, we have not gone ahead and done any survey to find out about the land parcels. Unfortunately, the State Governments are very wary of doing this survey because even a variation of a metre or two will create havoc in the villages. So, they are very careful.”

6.5 A representative of NIC further added as under:—

“Records of khatauni keep on updating but State’s maps are not updated. The gap between them was so much that in 2008 when this scheme was launched, it was thought that one component of survey should also be there. And focus should be on those States where it has not been done. First survey would be conducted on those States where records are not available. When we talked about titling system, this was based on Torrens system having three principles. First principle mirror, according to which you have to pick ground realities *i.e.* what, is in the ground. We were of the view that for mirror principle such record be made available which mirrors ground realities. Then survey was the only method.”

6.6 A representative of DoLR elaborating on Survey further added:—

“Why do we do survey, because basically we cannot do any planning till you do not have digitized maps and GIS layering on that.”

6.7 The Secretary, DoLR further added by stating:

“I am trying to explain why survey is necessary. Suppose four persons in a village got their land records updated, they sold the land and their record was updated. They submitted their maps, but till we do not juxtapose maps of the entire village, how would we come to know that his possession is right and has got it done right also. That’s why survey is very much needed. Still we are saying that citizen service is being provided. We should do it. And ultimately we will have to get survey done.”

Methods of survey

6.8 The Department has suggested the use of following modern technology options for survey/re-survey and updating of survey & settlement Records:—

- (a) Pure ground method using Electronic Total Station (ETS) and Global Positioning System (GPS),

- (b) Hybrid methodology using aerial photography and ground truthing by ETS & GPS; and
- (c) High Resolution Satellite Imagery (HRSI) and ground Truthing by ETS & GPS.

6.9 About the technology used by the States/UTs for survey/re-survey of settlement, the Department informed as under:—

“The choice of technology has been left to the States/UTs. Different States/UTs are at various stages of implementation of this component. Some States have yet to finalize the technology. The State of Gujarat has opted for pure method of using Electronic Total Station (ETS) and Global Positioning System (GPS), Andhra Pradesh and Bihar have opted for Hybrid methodology using Aerial Photography and ground truthing by ETS & GPS, while Haryana has hybrid method of opted for High Resolution Satellite Imagery (HRSI) and ground Truthing by ETS & GPS.”

6.10 Elaborating on the technology development in the field of survey the Secretary, DoLR stated during evidence as under:—

“New technologies have been developed by which we can go ahead and do the survey of the entire country. Practically, there are three forms of doing the survey — the GPS and ETS method, through the aerial photography and through the satellite. Now different State Governments have adopted different technologies for doing the survey of their territories and some of the State Governments have really gone ahead and are very mature in doing it. For example, Haryana has done that survey. The survey is very expensive.

Now technology has been firmed up. Technology is of three types. So far all were opposing as to how to do it, that its resolution on earth should be so much that boundaries can be seen. But now they are aware of the technology that we will take a broad view from satellite and through its control points georeferencing can be done.

Nowhere survey has been done through GPS and ETS. Only in Gujarat, it has been done.”

6.11 In reply to a question, it was informed that other States are at RPF/tender stage or are conducting pilot survey.

6.12 The Committee enquired as to which technology should be adopted by the States, the Secretary replied during evidence that every State has adopted its own method.

She added:

“but now the State Governments have started using a mix of these technologies to do survey in their areas.

Even after a survey is done either through satellite or aerial photography, ground tooting has to be done. By and large, 80 per cent of the holdings will come very clearly. But there would be certain areas where a particular chunk of land has been divided and sub-divided. Under grey areas there we will have to do ground truthing.

We are digitalizing musnavis because after digitalizing, the images which will come to us through satellite that would be overviewed and their ground points would be matched. Thereafter the clear position will emerge.”

6.13 About the funds sanctioned under the scheme for purchase of modern survey equipment and carrying out aerial survey in States, the Department stated that the funds were provided for purchase of modern survey equipments to Andhra Pradesh (Rs. 2.70 crore in 2003-04), Gujarat (Rs. 1.75 crore in 2004-05, 1.30 crore in 2006-07), Goa (Rs. 1.1 crore in 2007-08), J&K (Rs. 1.20 crore in 2003-04), Jharkhand (0.25 crore in 2005-06), Kerala (Rs. 3 crore in 2003-04, Rs. 2.48 crore in 2004-05, Rs. 3 crore in 2005-06), Maharashtra (Rs. 1 crore in 2003-04, Rs. 3.88 crore in 2003-04, Rs. 2.64 crore in 2004-05, Rs. 3 crore in 2005-06, 4.20 crore in 2006-07 and 0.34 crore, 2007-8), Meghalaya (Rs. 0.48 crore in 2006-07), Nagaland (Rs. 1.30 crore in 2003-04), Rajasthan (Rs. 1.00 crore in 2005-06), Tamil Nadu (Rs. 0.80 crore 2003-04), Tripura (0.07 crore in 2003-04, 0.66 crore in 2006-07 and Rs. 5.85 crore in 2007-08), West Bengal (Rs. 0.55 crore in 2002-2003, 1.78 crore in 2007-08). Further, Rs. 1.00 crore was sanctioned for modern survey equipments and survey work of Surendranagar district of the State of Gujarat.

6.14 The funds were provided for aerial photography of Raigarh and Jaishpur districts of Chhattisgarh for an amount of Rs. 1.3 crore in 2002-03, Abujamar area of Chhattisgarh for an amount of Rs. 1 crore in 2004-05.

6.15 Funds for Survey/Re-survey for 167 districts have been released under the NLRMP so far. These activities are at different stages of implementation in various States/UTs.

6.16 The Department in their post evidence replies stated that Survey is in progress in Gujarat, Bihar, Haryana, Andhra Pradesh and J&K.

6.17 On the funds being released for survey, the Secretary, DoLR stated as under:—

“Most of the funds that have been released under NRLMP, about 60 per cent of them were for survey. Now since the survey has not been done, there are huge unspent balances with the State Governments. Sixty per cent of the funds are lying locked, but now the State Governments have started using a mix of these three technologies to do survey in their areas.”

6.18 Citing about the instance of Karnataka where computerisation of land records has been completed without doing Survey, the witness stated:—

“I would just like to highlight that it is not as if the computerization of land records in the country has not been done. You are all aware of the Bhoomi Project of Karnataka where it is an online citizen service to the citizens by which they get copies of their land records through a kiosk. The Karnataka Government did not do any survey. They simply went ahead and did the computerization. We realised that even without survey, if we can do this, why should we not do? So, we have slightly changed our approach towards the scheme now and we are insisting on the State Government to forget to do survey simultaneously, but do the computerisation first, do the connectivity with the Registrar’s Office first, set up citizens kiosks and start giving it. For this, there are certain legal things which they will have to do. They will have to make the RoR computerized copies as acceptable in legal terms, for which they will have to make some amendments in their laws, which the State Governments have done.”

6.19 When asked about after how many years of Karnataka experience, the Department got their lesson, the witness replied by stating:—

“Sir, Bhoomi Project has been completed just about three years back only.Absolutely, may be we realized it a little late.....”

The first line of action when this scheme was envisaged then why guidelines were not given as to why survey was being done first. At that time Survey was sought to be the first thing. Without

survey we cannot do anything. But when we saw that Karnataka is the only State, which has started giving citizen services after computerisation without doing survey. When we saw that this could be one success story then why other States cannot do it. So recently, we have taken decision that you do survey simultaneously.

.....We have already allowed the States that this 60% fund given for survey can be utilised for other works. We have already issued the instructions.”

6.20 The witness admitted during evidence that the computerisation of land records does not need a survey. It is the map which needs survey.

6.21 The Department informed that most of the States are finding difficulty in completing survey/re-survey component of the NLRMP. The broad reasons for not completing the survey/re-survey work are that the traditional survey technology was very time consuming and involved high cost. The entire survey work is highly staff oriented and there is shortage of trained manpower. Accordingly, under the NLRMP the State Governments have been requested for use of modern technology for survey/resurvey and involvement of private sector for the purpose in non-sensitive districts. Further, the efforts are being made by the Department to guide the States in smoother implementation of this component. For this purpose, detailed guidelines have been issued, model Request for Proposals (RFPs) and tender documents have been circulated, seminars are being organized and capacity of the concerned staff is being enhanced.

Disputes arising out of survey

6.22 It has often been seen that a large number of legal dispute arises after survey/re-survey of Land Records due to technical fault and rent-seeking behaviour of employees involved in the task. This fact has also been brought about by various Committees constituted by the Department.

6.23 About the provisions made by various State Governments for resolving legal disputes arising out of survey/re-survey of Land Records, the Department of Land Records stated that each State/UT has its own Laws/Rules/Regulations/Manuals with regard to Survey/ Re-survey of Land Records. The disputes arising during the survey/ re-survey operations in the State/UT are resolved according to these Laws/Rules/Regulations/Manuals only.

6.24 DoLR has informed that they have requested World Bank under Non Lending Technical Assistance (NLTA) to conduct a study on the issue of resolving legal disputes arising out of survey/re-survey of Land Records.

6.25 Giving terms of reference and time-frame of the said Study it was informed that as per the terms of the Non Lending Technical Assistance (NLTA) of NLRMP, the technical assistance is being provided by the World Bank to the Department for implementation of the NLRMP. The World Bank has been assigned two studies, *i.e.*, 'Comprehensive Training Needs Assessment (TNA) for the State' and a study on the 'Reconciliation of Legacy and the newly generated Survey Data'. Both the studies are being taken up in Gujarat. The NLTA is expiring on 30th June, 2012. However, due to importance of the project, efforts are being made to extend this time limit.

VII. Need for New Legislation

7.1 In order to reach conclusive titling system in the country, certain changes are required to be taken in the procedural/substantive laws related to the payment of stamp duty and registration fees so as to facilitate implementation of e-Stamping and Model Law for conclusive titling.

7.2 The Department in their background note has stated that an "Advisory Committee on Legal Changes for Conclusive Titling in India" has been constituted under the Programme to, *inter-alia*, examine and suggest the changes required in the Registration Act and other land related laws to reach the ultimate goal of ushering in the system of conclusive titles with title guarantee. Draft Model Titling Bill, 2011 has been prepared and circulated to the States/UTs for comments. The comments from the State and other Stakeholders have been obtained. The Department has analysed/examined the comments of the State Governments and UTs and incorporated in the Land Titling Bill, 2012. The draft Cabinet Note for the Land Titling Bill, 2012 has been prepared and sent to the Ministry of Law and Justice for vetting. As Registration Act, 1908 covers many aspects including Will etc., so this Act will remain in force. To usher in the system of conclusive titling, Land Titling Bill, 2012 has been prepared by the Department which will act as a model for the State.

7.3 The Secretary, Department of Land Resources during evidence giving updated status of the proposed Bill stated as under:—

"The whole idea of having NLRMP was to move from presumptive titles position to a conclusive titles position. At present, in our country, we presume that we are the owners of our land. Nobody

says that we are owner, but we say that I am the owner and it is recorded and it is taken as the ultimate truth, but anybody can come and challenge and say how you get this land. Maybe I got it from my forefather, but nobody knows how his forefathers got it. So, we are presuming that we are owners of a particular land. With conclusive titles, Government gives a guarantee that you are the owner. That is the aim which we are trying to drive at. We have prepared a Model Titling Bill, which has been sent to the Ministry of Law and Justice for vetting.”

VIII. Monitoring and Implementation

8.1 The NLRMP strives to have real time, up-to-date land records which is sought by integrating all the relevant Departments handling land related data in the States/UTs by using Information Technology. A Project Management Unit (PMU) is proposed at the State/UT level so that a dedicated agency is there to coordinate the efforts of various Departments engaged in the maintenance of the land records. So far, 7 States *viz.* Punjab, Madhya Pradesh, Andhra Pradesh, Bihar, Odisha, Mizoram and Sikkim have established PMUs. The States/UTs submit the proposal in the prescribed proforma for the various activities proposed in the districts to the DoLR. The remaining districts will be taken in the 12th Plan Period.

8.2 A National-level Project/Proposal Sanctioning and Monitoring Committee has been constituted under the programme under the Chairpersonship of the Secretary, DoLR with representatives from the Ministries/Departments of Home Affairs, Development of North-Eastern Region, Information Technology, Science and Technology and technical agencies like National Informatics Centre (NIC), National Remote Sensing Centre (NRSC) and Survey of India (Sol) on the Committee. The States/UTs proposals received for release of funds under the programme are placed before the Committee for its consideration and funds are released to the States/UTs as per recommendations made by the Committee. The NLRMP is a demand driven scheme. The Project Sanctioning and Monitoring Committee consider the proposal of the States/UTs as and when they are received.

8.3 During 2008-09, funds to the tune of Rs. 255.73 crore were recommended by the Project Sanctioning and Monitoring Committee, constituted under the programme, towards Central share for covering 69 districts in 20 States/UTs. It was decided that 75% of the funds recommended by the Committee may be released as Ist Instalment. Accordingly, as per availability of funds, Rs. 188.76 crore was released as first instalment to 20 States/UTs and 69 districts were covered under the programme.

8.4 During 2009-10, Rs. 195.44 crore was released to 18 States/UTs for covering 72 more districts under the programme. During 2010-2011 an amount of Rs. 154.78 crore has been released for covering 63 districts of States/UTs. During the financial year 2011-2012, funds to the tune of Rs. 66.17 crore have been released to the 6 States/UTs for covering 39 districts. Thus, during the 11th Plan, funds to the tune of Rs. 605.15 crore have been released to 30 States/UTs for coverage of 243 Districts.

8.5 Under the erstwhile scheme of Computerization of Land Records (CLR) funds were released to the States as per their specific demands. This has resulted in scattered progress in various aspects of the computerization of land records. This deficiency has been addressed in the revised scheme of NLRMP. Funds under NLRMP are released for a district, where all the activities of the computerization of land records are proposed to be completed.

8.6 All the districts are proposed to be covered by the end of the 12th Plan. Funds for covering all the districts are proposed to be released by the end of 12th five year plan. It takes around two years to complete all the activities in the district.

8.7 Being a technology driven and complex programme, the physical and financial progress has not been on the expected lines. Accordingly, a Sub-group was constituted under the Chairpersonship of Secretary, DoLR with representatives from technical agencies and the States to consider the issues related to implementation of the programme. The meeting of the Sub-group was organized on 26.10.2010. The Sub-group considered the issues related to slow progress in implementation of the programme and, *inter alia*, recommended constitution of two Committees to examine the unit cost for digitization of cadastral maps & integration of textual and spatial data and for survey/resurvey and updating of survey & Settlement Records (including ground control network and ground truthing). Accordingly, two Committees were constituted with representatives from technical agencies and the States. Both the Committees have submitted the Report. The rates have been revised as per the recommendation of the Committee.

8.8 A Core Technical Advisory Group with representatives from the technical agencies, concerned Ministries/Departments and experts from States has been constituted to advise the DoLR and the States/UTs on issues related to implementation as well as on the technological aspects of the programme. The Group has finalized the rates of Digitization of Cadastral Maps on 19.11.2011 and survey/resurvey in its meeting on 14.07.2011. The Committee also finalized the text of Tender documents, Model Request for Proposal etc.

8.9 Detailed Guidelines and Technical Manuals have been circulated to the States and Union Territory Administrations for implementation of the programme. Further, formats for Management Information System (MIS), Annual Action Plan/Detailed Project Report and State Perspective Plan have also been prepared and circulated to the States and Union Territory Administrations and other agencies concerned for monitoring and effective management of the programme. The National Informatics Center Services Inc. (NICSI) has developed the requisite software for the MIS and has made it on-line.

8.10 Regional review meetings are organized to review the implementation of the programme and chalk out the future course of action for each State/UT. With a view to reviewing the physical and financial progress made by the States/UTs under the NLRMP, review meeting with the States/UTs are being held regularly. The meeting is attended by officers from the Revenue Department of the States. The progress made under the programme against the funds released, submission of proposals for release of funds during the current financial year, etc. were discussed in detail in the meeting. As per the feedback received in the meeting, the activities taken by the States/UTs are at various stages of implementation.

8.11 A Management Information System (MIS) has been developed under the programme with the help of NIC and made online to facilitate monitoring of the programme. Further, the templates for the State Perspective Plan (SPP) and the Annual Action Plan (AAP)/Detailed Project Report (DPR) have also been developed and circulated to the States/UTs, which will help in proper planning and implementation of the programme.

8.12 About the steps the DoLR propose to undertake to generate the demand among the States so as to achieve the goals of NLRMP, the Committee were apprised that to ensure that all the districts are covered under the NLRMP, in a time-bound manner, implementation of the programme is regularly reviewed by the Department. Various issues concerning the implementation of the programme are discussed in these meetings and remedial measures are taken accordingly. Most of the States are finding difficulty in completing survey/resurvey component of the NLRMP. The efforts are being made by the Department to guide the States in smoother implementation of this component. Accordingly, to help the States in the implementation of the NLRMP, detailed guidelines for the NLRMP have been issued, model Request for Proposals (RFPs) and tender documents have been prepared and circulated, seminars are being organized and capacity of

the concerned staff is being enhanced. Guidelines for establishment of the Project Management Unit (PMU) a dedicated agency is there to coordinate the efforts of various Departments engaged in the maintenance of the land records and the NLRMP Cell have also been issued. Rates of the digitization of maps and survey/resurvey component of the NLRMP have been revised.

8.13 The Department also stated about various constraints like changes required in State laws for making new technologies legally valid, development of new software for matching with National data code, need for training large number of personnel for new technologies, slow releases of State share, coordination required among different Department managing land records etc. are coming in the way of implementation of the programme.

Role of Private Sector Participation

8.14 On the role of effective private sector participation in the scheme, the Department stated that the scheme envisages the participation of private sector in the implementation of the NLRMP. The Guidelines provide for the PPP model for various components of the NLRMP with adequate safeguards.

IX. Training and Capacity Building

9.1 Training of revenue officials involved in the task of computerization of land Records and land Record management is necessary for effective implementation of NLRMP.

9.2 The NLRMP is a high-tech and complex project, involving application of diverse sets of technology for the three major components, *i.e.*, (a) computerization of land records including digitization of maps and integration of textual and spatial data, (b) survey/re-survey using modern technology such as Total Stations (TSs), Global Positioning System (GPS), aerial photography, High Resolution Satellite Imagery (HRSI), etc. and (c) computerization of the registration system and inter-connectivity between the registration and land records maintenance systems as well as interconnectivity amongst the revenue offices. Accordingly, training and capacity building activities are being attached great significance under the Programme. As the training on the NLRMP is highly specialized, the technical agencies namely National Informatics Centre (NIC), National Remote Sensing Centre (NRSC) and the Indian Institute of Surveying and Mapping, Hyderabad have been involved in imparting the trainings. There is no arrangement at the DoLR level to accredit the private

training institutes. The NLRMP Cells are being established at Administrative Training Institute/Survey Training Institute/Patwar Training Schools of the States/UTs so that comprehensive training on the NLRMP is provided.

9.3 The Committee on 'State Agrarian Relations and Unfinished Task in Land Reforms' constituted under the Chairmanship of Minister of Rural Development have recommended setting up of a National Agency for computerisation of Land Records (NSCLR) and State Agency for Computerization of Land Records at the State levels (SACLR).

9.4 Dwelling upon institutional arrangements which exist for training of revenue officials at Centre/State/District level, the Ministry in their reply stated that:—

“At present revenue officials are being trained at Administrative Training Institutes/Survey Training Institutes/Patwar Training Schools in different States/UTs. Further, the States/UTs are being provided funds to establish NLRMP Cell/Centers in their Administrative Training Institutes/Survey Training Institutes/Patwar Training Schools to provide comprehensive training on various components of the NLRMP.”

9.5 As per the data furnished by the Department, 31 training programmes have been conducted by the NIC under NLRMP and 625 officials have been trained. Similarly, in the course organised on Geospatial Technologies for Land Records Modernisation only 18 representatives participated and in the training programme conducted by the Indian Institute of Surveying and Mapping, Hyderabad only 84 representatives participated. The details are given in **Appendix-II**.

9.6 About the steps taken by the DoLR to motivate the States/UTs to enhance their participation in the training programme organized under the NLRMP, the Department in their post evidence replies stated as under:—

“The issue of capacity building under the NLRMP is being given due importance by the Department. To facilitate better participation, various steps have been taken *viz.* trainings are being conducted by the NIC at State/UT Headquarters. These trainings are fully funded by the Department.”

9.7 With a view to imparting comprehensive training to the Revenue, Survey, Registration and other officials involved in implementation of the NLRMP, funds are being provided to the States/UTs for creation of NLRMP Centres/Cells at their Administrative

Training Institutes and/or the Survey/Revenue/Patwari Training Institutes. So far 32 NLRMP Centres/Cells have been sanctioned in 27 States/UTs. Further funds are being released to the NIC, the Survey of India and the National Remote Sensing Centre for conducting training programmes for the State Revenue functionaries, supervisory and head of departments and policy-level officials. The concerned officers of the Revenue, Registration and Survey Department are proposed to be trained on a regular basis in these Institutes. For this component, 100% central grants are being provided.

9.8 On the funds allocated for training of officials under NLRMP, the Ministry in their reply stated as under:—

“Funds have been released by this Department to National Informatics Centre (NIC), National Remote Sensing Centre (NRSC) and the Indian Institute of Surveying and Mapping, Hyderabad to train various officers of the States/UTs. The details are at **Appendix-II**. Further, in the year 2010-11 funds amounting to Rs. 27.37 lacs have been released to Indian Institute of Surveying and Mapping, Hyderabad for training of revenue officials. Funds to establish 32 NLRMP Cells have also been sanctioned to 27 States/UTs. These are at different levels of establishment in various States/UTs.”

9.9 Details of NLRMP Cells/Centres sanctioned in the States/UTs are as under:—

Sl. No.	State	Number of Cell	Location of the Cell/Centre
1	2	3	4
1.	Andhra Pradesh	1	AP Academy of Information Management, Hyderabad
2.	Assam	1	Assam Survey and Settlement Training Centre, Dakhingaon, Guwahati
3.	Gujarat	1	Deendayal Institute of Survey & Revenue Administration (DISRA) at Gandhinagar
4.	Haryana	1	Patwar Training School, Panchkula
5.	Himachal Pradesh	1	Revenue Training Institute, Joginder Nagar, Mandi District
6.	Jammu & Kashmir	2	Revenue Training Institute, Gole Gujral, Jammu Revenue Training Institute, Bemina, Srinagar

1	2	3	4
7.	Kerala	1	Institute of Land & Disaster Management, Thiruvananthapuram
8.	Madhya Pradesh	2	RCVP Noronha Academy of Administration & Management, Madhya Pradesh, Bhopal State-level Training Institute at Gwalior
9.	Maharashtra	1	Land Records Training School, Aurangabad
10.	Nagaland	1	Survey Training Institute, Dimapur
11.	Odisha	1	Odisha Space Application Centre (ORSAC), Bhubaneswar
12.	Punjab	1	Patwar Training School, Jalandhar, Punjab
13.	Rajasthan	2	Revenue Research & Training Institute (RRTI), Ajmer Settlement Training Institute, Jaipur
14.	Tamil Nadu	1	Thanjavur, Tamil Nadu
15.	Tripura	1	Agartala, Tripura
16.	Uttar Pradesh	2	Raja Todarmal Survey and Land Records Training Institute, Hardoi, UP Lekhpal Training School, Allahabad, Uttar Pradesh
17.	Uttarakhand	1	Centre for Rural Studies (CRS) LBSNAA, Mussoorie
18.	Delhi	1	National Institute of Defence Estates Management (NIDEM)
19.	Lakshdweep	1	Training Cell under Administrative Training Institute, Kavaratti
20.	Puducherry	1	Secretariat Hall
21.	West Bengal	2	Salboni, Berhampur
22.	Sikkim	1	Deorali, Sikkim
23.	Bihar	1	Bodhgaya
24.	Kerala	1	Kozhikode
25.	Haryana	1	HARSAC, Hissar
26.	Maharashtra	1	Mulshi, Pune
27.	Punjab	1	Mahatma Gandhi Institute of Public Administration, Chandigarh
Total		32	

9.10 Even under the SRA & ULR funds were provided to 20 States/UTs for Training Institutes construction/up gradation/renovation. 64 Training Institutes were renovated/upgraded/constructed.

Setting up of National Institute of Land Administration (NILAM)

9.11 The Committee were informed that the Department is also in the process of establishing a National Institute of Land and Management (NILAM) at the Central level to ensure training, research and development in land administration and land information management systems. It will provide short term courses on the issues related to the NLRMP, land administration and land management to the senior and middle level officers of the States/UTs. Training of Trainers of the personnel from Administrative Training Institutes and/or the Survey/Revenue/Patwari Training Schools will also be conducted by the NILAM. These personnel will provide further training in their respective Institutes to the lower level officers of the States/UTs. Diploma and Degree Courses on land administration and land management will also be conducted by the NILAM. In the meanwhile funds have been released by this Department to National Informatics Centre (NIC), National Remote Sensing Centre (NRSC) and the Indian Institute of Surveying and Mapping, Hyderabad to train various officers of the States/UTs.

9.12 Asked about the progress in regard to setting up of the proposed Institute, the Department in a note stated:—

“The matter was taken up with the Department of Expenditure (DoE), Ministry of Finance for convening the meeting of the Expenditure Finance Committee (EFC) on a suitable date. The DoE has asked for certain document in relation to the above proposal. The matter is being taken up with the DoE separately.”

9.13 Elaborating it further the Secretary, Department of Land Resources stated during evidence:—

“We want to set up this institute at Alwar. We have already got the land. We have prepared the EFC memo for that and sent it to the Ministry of Finance for approving the scheme as such. As soon as the EFC takes place, we will be in a position to start working on NILAM project.”

X. Role of Institutions of Self Government

10.1 As per the provisions of Articles 243G, 243W and 243ZD of the Constitution (Parts IX and IX A), the Gram Panchayats in rural areas and Municipalities in urban areas are to be endowed with responsibilities in identified areas including land related matters.

10.2 P.S. Appu Committee on ‘Revitalization of Land Revenue Administration’ constituted under the Chairmanship of Shri P.S. Appu, former Chief Secretary, Bihar in their Report submitted in March, 1995 and ‘The Working Group on Land Relations for formulation of

11th Five Year Plan' set up by the Planning Commission under the Chairmanship of Shri D. Bandhopadhyaya in their Report submitted in 2006 have recommended handing over the land Record Management to the Gram Panchayat. The Committee on 'State Agrarian Relations and the Unfinished Task in Land Reforms' constituted under the Chairmanship of the Minister of Rural Development in their Report submitted in August ,2009 while expressing their opinion on the issue have felt that a time has come for decentralizing and democratizing the land management system.

10.3 On the response of the Department on the above recommendation of the Committee, it was informed that action on the recommendations of the Committee will be taken as per the directions of the National Advisory Council.

10.4 Enquired whether any State Government has taken initiative for devolving the task of land Record management to the Gram Panchayat, the Department stated that though land Records are being managed by the Revenue Department in the States/UTs, some States like MP, Chhattisgarh, and Rajasthan etc. have given the power to do undisputed mutations to the Gram Panchayats.

10.5 Asked about extending decentralization of power in other States/UTs, the Department in their post evidence replies stated as under:—

"The delegation of power regarding undisputed mutation to the Gram Panchayats by the above mentioned States has ensured participation of the PRIs. This has also enabled speedier mutations. As "land and its management" is a State subject under the Constitution the decision regarding delegation of such powers rests with the States/UTs. However, guidelines of the NLRMP issued by this Department facilitate this process."

10.6 Asked about the steps taken by the Department in advising the State Governments to endow the powers in regard to land management, records etc. to Gram Panchayats and equivalent bodies, the Department in their replies stated that the guidelines of the NLRMP clearly state that Gram Panchayats (GPs) can play a significant role in updation of land records and identification of property owners in the course of settlement operations. The Gram Sabha could be involved to facilitate survey/resurvey, wherever necessary. The States/UTs can think of giving the power of doing undisputed mutations to the Gram Panchayats. Where GPs are involved in carrying out undisputed mutations, inter connectivity to Tehsils may be worked out by the States/UTs with their own funds or by dovetailing funds from other sources. Further, the District Monitoring and Review Committee of which the CEO/EO of the Zila Parishad is also a member may give due weightage to the recommendations of the PRIs in the implementation of the programme.

PART II

OBSERVATIONS/RECOMMENDATIONS OF THE COMMITTEE

1. The Committee note that initiative for computerization of land records was taken by the Central Government more than two decades ago in the form of two centrally sponsored schemes *viz.* Computerization of Land Records (CLR) and Strengthening of Revenue Administration and Updating of Land Records (SRA & ULR) in 1988-89 and 1987-88 respectively. CLR scheme aimed at bringing efficiency, transparency and easy accessibility to the system of land records covered 583 districts and an amount of Rs. 586.61 crore was released under the scheme till March, 2008. The Committee find that all States and UTs except A&N Islands implemented CLR scheme. The Committee further note that SRA & ULR aimed at helping States in updating and maintaining land records and strengthening and modernization of the revenue machinery, survey and settlement and training infrastructure. The funds amounting to Rs. 475.36 crore were released under this scheme till March 2008. The Committee note with dismay that the progress under these two schemes was not consistent across the country, as several difficulties were faced in implementation of the schemes. For instance, the choice of activities was left to the States/UTs thereby strengthening revenue administration rather than helping in updation of land records.

Similarly neither time-frame for completion of activities was indicated, nor technology options for survey were firmed up. Even the system of monitoring was not clearly spelt out. Most importantly, both the schemes of CLR and SRA&ULR excluded the concept of single-window system and inter-connectivity, Geographic Information System (GIS) mapping, connectivity with banks and treasuries and with Registrar Office for automatic updation and thus steps considered to be vital link in updating the land records were not taken. This necessitated merger of these two schemes into one modified and enhanced scheme in the shape of National Land Records Modernization Programme (NLRMP) on 21st August, 2008.

The Committee are at a loss to understand as to why the Department went into slumber for more than two decades after initiating CLR and SLA & ULR schemes and failed to identify the shortcomings of these schemes despite spending more than one thousand crore rupees. The Committee are of the view that

Government was not sincere in implementing these schemes as specific directions were not spelt out before initiation of the schemes. The Committee would also like to be apprised of the reasons as to why CLR was not implemented in the Union Territory of A&N Islands.

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

2. The Committee are informed that the ultimate goal of NLRMP is to usher in the system of conclusive titling to replace the current system of presumptive titles in the country by modernizing the land records system and to build up an integrated land information management system with up-to-date and real time land records, automatic mutation, integration between Textual and Spatial records and inter-connectivity between land records and registration systems. The Committee find that the major focus of the NLRM programme is on citizen centric services and it would prove to be of immense usefulness to the Central and State Governments in modernizing and bringing efficiency to the land revenue administration and offering comprehensive tool for planning various land-based developmental, regulatory and disaster management activities needing location-specific information. The Committee are also apprised about certain improvements that have been made in NLRMP *vis-à-vis* earlier two schemes of CLR and SRA&ULR. These mainly include computerization of registration, connectivity amongst land records and registration offices, connectivity among revenue offices, firming up technologies for survey/resurvey, apart from preparing technical guidelines and manuals for smooth implementation of the programme. The district has been made unit of implementation where all activities will converge and all districts are proposed to be covered by end of Twelfth Five Year Plan.

With the coming into being of NLRMP in 2008, the Committee feel that by merely reframing the programme would not serve much purpose unless Government takes keen interest and implement it with full thrust to achieve its objectives. The Committee express concern at the slow pace of progress of programme which is evident from the fact that so far only five States *viz.* Andhra Pradesh, Gujarat, Goa, Himachal Pradesh and Karnataka have started issuing Computerized copies of Records of Rights (RoR) through Citizen Service Centres/Kiosks. The Committee note with satisfaction that district has been made unit of implementation and expect that at least now the Government should implement the programme with due seriousness by assigning it high priority and formulating year-wise targets so that computerization of land records across the country is completed by the end of Twelfth Five Year Plan.

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

3. The Committee find that under SRA &ULR and CLR, funds to the tune of Rs. 475.36 crore and Rs. 586.61 crore were released whereas utilisation was to the tune of Rs. 354.88 crore and Rs. 444.82 crore respectively. Nil utilization was reported in States of Jharkhand and Manipur for SRA &ULR. Similarly, in case of CLR, nil utilisation was reported from UTs of D&N Haveli and Chandigarh. Further under NLRMP, the Committee find that as against release of Rs. 683.30 crore so far, utilization has been Rs. 111.95 crore only.

The Committee find that funds were not released for the States of Goa, Karnataka and Chandigarh and nil utilization was reported in case of 15 States/UTs of Arunachal Pradesh, Assam, J&K, Jharkhand, Manipur, Meghalaya, Odisha, Punjab, Rajasthan, Sikkim, Tamil Nadu, Uttarakhand, Delhi, Daman & Diu and Puducherry. The Committee note with concern that out of the total expenditure of Rs. 1745.27 crore made so far, huge unspent balances amounting to Rs. 833.61 crore *i.e.* 47.76% have been noticed whereas utilisation is to the tune of Rs. 911.66 crore *i.e.* 52.24% only.

The Committee express their displeasure on the substantial and persistent under-utilization of allocated funds which reflects failure of planning to absorb the allocated funds. The Committee desire that Government should look into the reasons for low or nil utilization of funds reported by the States/UTs and take effective remedial measures to fully utilize the allocated funds. The Committee would also like the Government to regularly review the implementation of the scheme in coordination with States/UTs keeping in view the twin objectives *viz.* fully utilize the funds allocated and to achieve the physical targets of computerization of land records.

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

4. The Committee are informed that so far, 1366 Record rooms, 4311 office-cum residence of Patwari/Talathi/RI, 412 Tehsil Kacharies have been constructed whereas 64 Training Institutes have been renovated/upgraded/constructed. The Committee note with concern that infrastructural activities have not been taken up at all in Goa, Jharkhand, North Eastern States of Manipur, Meghalaya, Mizoram, Sikkim and UTs of Chandigarh, D&N Haveli, Delhi, Daman & Diu and Puducherry. The Committee find that progress made in regard to infrastructural development, which is crucial for success of the programme, is far from satisfactory especially in North Eastern States and UTs and desire that attention should be paid to develop adequate infrastructure in these regions.

The reason furnished by the Department that though the funds for the infrastructural development were provided but the choice of activities was left to the States, who opted for other activities does not sound convincing. The Committee feel that this is lapse on the part of the Department wherein it had failed to give directions to States/UTs about the activities to be taken up on priority basis. The Committee, therefore, desire that Government should not only prioritise the activities to be taken up, but also, motivate the States/UTs to make efforts to strengthen the infrastructure component in a time bound manner.

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

5. The Committee find that so far 26 States have completed data entry of textual data, 21 States have provided legal sanctity to computerized ROR and 20 States have started issuing computerized copies of RORs, work relating to mutations using computers has been completed in 18 States; 17 States have published ROR on website. Only 5 States have started issuing computerized ROR through Citizen Service Centres/Kiosks; Registration has been computerized in 16 States, 14 States have abolished stamp papers and have introduced payment of stamp duty and registration fees through Bank/Treasuries. Only 4 States have completed inter-connectivity between revenue and registration offices. Survey is reported to be in progress in 5 States and 26 States have taken up digitization of cadastral maps. 32 NLRMP Cells in 27 States are being established and Project Management Units (PMU) have been established in 7 States. In this scenario, the Committee are of the considered view that a lot needs to be done to achieve the objectives of NLRMP fully.

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

6. The Committee are apprised that an agreement/MOU needs to be signed with each State/UT to fix timelines for each activity to be taken up in the programme. The Committee strongly recommend that such MOUs should be signed with all States/UTs without delay so that targets of NLRMP are achieved in a time bound manner. At the same time, the Committee also desire that the timeline fixed for each activity be apprised to them.

The Committee also strongly recommend that the Government should ensure proper implementation of the scheme in smaller, North-Eastern Border States/UTs and UTs like Andaman & Nicobar Islands which are strategically important to the country's national security point of view.

(Recommendation Sl. No. 6, Para No. 6)

7. The Committee welcome the steps taken by Department to standardize codes for various parameters used in records systems in consultation with States/UTs which will ensure inter-operability of land records system and data at National Level. They also appreciate that previous records of the land which are vital have not been deleted and are available online. The Committee expect the Department to issue common guidelines to all States/UTs in this regard.

(Recommendation Sl. No. 7, Para No. 7)

8. The Committee note that under NLRMP, survey is proposed to be done with modern survey equipments through Pure ground method using Electronic Total Station (ETS) and Global Positioning System (GPS), Hybrid methodology using aerial photography and ground truthing by ETS & GPS; and High Resolution Satellite Imagery (HRSI) and ground truthing by ETS & GPS so that digitized maps can be used for various planning and development purposes. The Committee are informed that about 60% of funds released under NLRMP are for conducting survey which was envisaged as the first thing to be done under the programme. The Committee are perturbed to note that survey has not been completed in any State so far and is reported to be in progress in five States *viz.* Gujarat, Haryana, Bihar, Andhra Pradesh and J&K.

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

9. The Committee further note that Karnataka completed 'Bhoomi Project', did computerization without doing survey and started giving citizen's services. Thereafter, the Department realized that survey is not a prerequisite for computerization of land records and has slightly changed its approach and have issued instructions to States/UTs to give priority to do computerization of land records, to do connectivity with Registrar Offices and to set up citizen's kiosks and to do survey simultaneously. The Committee, however, feel that this shift of focus from survey to computerization of land records is a welcome sign, but a time limit is definitely required to be fixed as survey has to be completed at some point of time and State Governments/UTs can be persuaded to complete survey simultaneously by adopting appropriate use of technology.

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

10. The Committee note that to resolve legal disputes arising out of survey/resurvey of Land Records, World Bank under Non Lending Technical Assistance (NLTA) has been conducting two studies in Gujarat namely 'Comprehensive Training Needs Assessment (TNA) for the State' and on the 'Reconciliation of legacy and the newly generated survey data'.

The Committee note that the term of NLTA was to expire on 30th June, 2012 and efforts were reportedly being made to extend the time period. The Committee would like to be apprised of the details and current status of these studies *inter-alia* including extension of time given.

(Recommendation Sl. No. 10, Para No. 10)

11. The Committee note that to reach the ultimate goal of ushering in the system of conclusive titles with title guarantee to replace the current system of presumptive titles in the country, a Draft Model Titling Bill, 2011 has been prepared which will act as a model for the States. The Committee note that the comments from States and other stakeholders have been obtained on the Bill and this has been sent to the Ministry of Law & Justice for vetting. The Committee would, therefore, like to be apprised of the present status of Land Titling Bill.

(Recommendation Sl. No. 11, Para No. 11)

12. The Committee note that so far only 7 States have established Project Management Units (PMUs) to coordinate the efforts of various Departments engaged in the maintenance of land records. Further, a National level Project/proposal sanctioning and Monitoring Committee for NLRMP, which is a demand driven scheme, has been constituted and proposals from States/UTs are placed before the Monitoring Committee and funds are released as per its recommendation. Besides, to advise on issues related to implementation as well as on technological aspects, a Core Technical Advisory Group has been constituted. The Committee also note that for implementation of the NLRMP, detailed Guidelines and Technical Manuals have been circulated and Regional review meetings are organized to review the implementation of the programme and to chalk out future course of action. The Committee also find that to review the physical and financial progress made by States/UTs under NLRMP, review meetings with States/UTs are being held regularly. Moreover, a Management Information System (MIS) has been developed with the help of NIC and made online to facilitate monitoring of the programme.

While emphasizing the need to overcome various constraints in implementation of NLRMP which includes changes in State laws for making new technologies legally valid, need for training a large number of personnel for new technologies, slow releases of State share, and coordination required among different Departments, the Committee desire that private sector should be involved to play a role, wherever necessary, in the implementation of programme.

(Recommendation Sl. No. 12, Para No. 12)

13. The Committee note that training and capacity building activities are of great significance under the NLRM programme. In this context, the Committee are informed that NLRMP being a high tech and complex project involving application of diverse sets of technology, training is provided by the National Informatics Centre (NIC), National Remote Sensing Centre (NRSC) and Indian Institute of Surveying & Mapping of India etc. for implementation of the programme. They are also apprised that so far 37 training programmes have been conducted and 780 officials participated in these training programmes. The Committee further note with dismay that only 32 NLRMP cells are being established in 27 States/UTs for imparting training.

While expressing their dissatisfaction on the slow progress made in respect of training and capacity building, the Committee are of the view that there is need for massive capacity building among persons associated with the management of land records and desire that training programmes should be held at regular intervals to train maximum number of persons for new technology. The Committee also desire that at least one NLRMP cell should be set up in each State/UT for imparting effective training.

(Recommendation Sl. No. 13, Para No. 13)

14. The Committee further note that Committee on 'State Agrarian and unfinished task in land reforms' constituted under Chairmanship of Minister of Rural Development had recommended setting up of 'National Agency for Computerisation of Land Records' (NACLR) and 'State Agency for Computerisation of Land Records' at the State Levels (SACLR).

The Committee would like to know the status of action taken on the recommendations made by the Committee on 'State Agrarian and unfinished task in land reforms'.

(Recommendation Sl. No. 14, Para No. 14)

15. The Committee are also apprised that for capacity building, the Department is in the process of establishing a National Institute of Land and Management (NILAM) at the central level to ensure training, research and development in land administration and land information management system. The Expenditure Finance Committee (EFC) memo has been prepared and is reportedly sent to the Ministry of Finance for approving the NILAM project. The Committee are informed that as soon as approval takes place, the Department would start working on the project. The Committee would like the Government to expedite setting up of NILAM and hope that the establishment of NILAM would facilitate training of officials in

modern methods and techniques. The Committee also recommend that to provide training across the country, the Government should consider having Regional Centres so that training programmes are more and within the geographical reach of the people.

(Recommendation Sl. No. 15, Para No. 15)

16. The Committee are informed that some States like M.P. , Chhattisgarh and Rajasthan have given the powers to do undisputed mutations to the Gram Panchayats despite land records being managed by Revenue Department. They are further apprised that P.S. Appu Committee and D. Bandyopadhyay Committee have also recommended for handing over the Land Records Management to the Gram Panchayats. Further, the Committee on 'State Agrarian and unfinished task in land reforms' was also of the view that a time has come for decentralizing and democratizing land management system. As Department has intimated that action on the recommendations would be taken as per directions of National Advisory Council, the Committee would like to be apprised of the status of the implementation of recommendations of the aforesaid Committees.

(Recommendation Sl. No. 16, Para No. 16)

17. The Committee are of the considered view that Gram Panchayats and equivalent bodies could play a significant role in updation of land records and identification of property owners in the course of settlement operations and desire that to enable speedier mutations, the Department should advise State Governments to take necessary help from the Panchayats and equivalent bodies in regard to land management, maintenance of records etc. The Committee also desire that alongwith land records, requisite maps, boundaries, identifications, landmarks should also be in-built in the system so as to facilitate easy understanding and having clear titles. The early implementation of the NLRMP will help in reduction of land related legal cases which are huge in number particularly in the rural areas.

(Recommendation Sl. No. 17, Para No. 17)

NEW DELHI;
27 August, 2012

5 Bhadrapada, 1934 (Saka)

SUMITRA MAHAJAN,
Chairperson,
Standing Committee on
Rural Development.

APPENDIX I

NLRMP: Summary Table of Capital Costs to the Government of India

**(Total costs including both Central and State shares)
(Vide Para No. 3.3 of the Report)**

Sl.No.	Components/activities	Cost (Rs. in crore)
1.	Computerisation of Land Records	502
	Data Entry/re-entry/data conversion	89
	Digitization of cadastral maps and integration of textual and spatial data	117
	Tehsil, sub-division/district data centres	41
	State-level data centres	55
	Inter-connectivity among revenue offices	200
2.	Survey/resurvey and updating of survey & settlement records (including ground control network and ground truthing)	3200
3.	Computerisation of registration	464
	Computerisation of SROs	244
	Data entry of valuation details	10
	Data entry of legacy encumbrance data	10
	Scanning & preservation of old documents	50
	Connectivity to SROs with revenue offices	150
4.	Modern record rooms/land records management centres at Tehsil/taluk/ circle/block level	1220
5.	Training & capacity building	65
	Training workshops etc.	10
	Revenue training institutes	55
6.	Core GIS: Village index base maps from satellite imagery	180
7.	Programme management	25
	Total	5656

APPENDIX II

Training Programmes conducted by the National Informatics Centre (NIC) under NLRMP

Funds released : Rs. 69.50 lakh (1.12.2008)

31 training programmes have been organized at State Capitals for all the States/UTs and 625 Revenue, Registration, Survey and Settlement Officers/Officials trained, as per the details given below:—

(Vide Para Nos. 9.5 & 9.8 of the Report)

Sl.No.	Name of the State	No. of participants
1	2	3
1.	Andaman & Nicobar Islands	2
2.	Andhra Pradesh	22
3.	Arunachal Pradesh	12
4.	Assam	18
5.	Bihar	25
6.	Chandigarh	9
7.	Chhattisgarh	23
8.	D & N Haveli	2
9.	Daman & Diu	3
10.	Delhi	12
11.	Goa	18
12.	Gujarat	21
13.	Haryana	18
14.	Himachal Pradesh	24
15.	Jammu & Kashmir	16
16.	Jharkhand	13
17.	Karnataka	16

1	2	3
18.	Kerala	16
19.	Lakshadweep	19
20.	Madhya Pradesh	25
21.	Maharashtra	27
22.	Manipur	15
23.	Meghalaya	20
24.	Mizoram	15
25.	Nagaland	15
26.	Odisha	16
27.	Puducherry	20
28.	Punjab	23
29.	Rajasthan	23
30.	Sikkim	20
31.	Tamil Nadu	26
32.	Tripura	18
33.	Uttar Pradesh	28
34.	Uttarakhand	21
35.	West Bengal	24
	Total	625

**Details of Training Programmes conducted by the National
Remote Sensing Centre and Indian Space Research
Organisation, Hyderabad under NLRMP**

Funds released : Rs. 2,95,000 (20.3.2009)

Two One week courses for Senior Executives

Number of persons to be imparted training : 25 x 2 = 50 persons

One week special course organised from 8th to 12th June, 2009 on
"Geospatial Technologies for Land Records Modernization"

Participation:

Sl.No.	Name of the State	No. of participants
1.	Arunachal Pradesh	1
2.	Karnataka	1
3.	Tamil Nadu	1

**One week special course organised from 22-26th June, 2009 on
"Geospatial Technologies for Land Records Modernisation"**

Sl.No.	Name of the State	No. of participants
1.	Andaman & Nicobar Islands	3
2.	Arunachal Pradesh	1
3.	Andhra Pradesh	1
4.	Chhattisgarh	2
5.	Gujarat	1
6.	Karnataka	1
7.	Manipur	1
8.	Mizoram	3
9.	Nagaland	1
10.	Odisha	1
11.	Rajasthan	1
12.	Tamil Nadu	1
13.	Uttar Pradesh	1
	Total	18

**Details of Training Programmes Conducted by the Indian Institute
of Surveying and Mapping, Hyderabad under NLRMP**

Funds released : Rs. 30,48,112 (1.12.2008)

Batch	Period/Date	No. of persons to be imparted training	State	No. of Partici- pants
1	2	3	4	5
Decision maker (for two weeks) First Batch	20.1.2009 to 03.02.2009	34	No one reported	—
Second Batch	10.2.2009 to 24.02.2009	34	Arunachal Pradesh	2
			Assam	1
			Bihar	1
			Himachal Pradesh	2
			Kerala	3
			Maharashtra	2
			Orissa	1
			Rajasthan	1
			Tamil Nadu	1
			TOTAL	14
Third Batch	03.03.2009 to 17.03.2009	33	Assam	1
			Bihar	1
			Himachal Pradesh	1
			Jammu & Kashmir	1
			Jharkhand	1
			Kerala	3
			Madhya Pradesh	2
			Maharashtra	2
			Meghalaya	2

1	2	3	4	5
			Nagaland	2
			Rajasthan	1
			Punjab	1
			Tamil Nadu	1
			TOTAL	19
Supervisor Level (for two months) First Batch	15.4.2009 to 12.6.2009	35	Arunachal Pradesh	8
			Andaman & Nicobar Islands	2
			Chandigarh	1
			Maharashtra	3
			Meghalaya	3
			Odisha	1
			Punjab	1
			Rajasthan	1
			Tamil Nadu	1
			TOTAL	21
Second Batch	22.6.2009 to 21.8.2009	35	Andhra Pradesh	10
			Arunachal Pradesh	6
			Himachal Pradesh	1
			Maharashtra	3
			Meghalaya	4
			Nagaland	3
			Punjab	1
			Rajasthan	1
			Tamil Nadu	1
			TOTAL	30
Grand Total (of participants)				84

APPENDIX III

STANDING COMMITTEE ON RURAL DEVELOPMENT (2011-12)

MINUTES OF THE TWENTY-NINTH SITTING OF THE COMMITTEE HELD ON TUESDAY, THE 05 JUNE, 2012

The Committee sat from 1500 hrs. to 1700 hrs. in Committee Room No. 'C', Ground Floor, Parliament House Annexe, New Delhi.

PRESENT

Shrimati Sumitra Mahajan — *Chairperson*

MEMBERS

Lok Sabha

2. Shri Maheshwar Hazari
3. Shri Raghuvir Singh Meena
4. Dr. Ratna De (Nag)
5. Shri Rakesh Pandey
6. Shri P.L. Punia
7. Shri Arjun Charan Sethi
8. Shri Bishnu Pada Ray

Rajya Sabha

9. Shri Hussain Dalwai
10. Shri P. Rajeeve
11. Shri Mohan Singh
12. Smt. Maya Singh
13. Shri Dharmendra Pradhan

SECRETARIAT

1. Shri Brahm Dutt — *Joint Secretary*
2. Smt. Veena Sharma — *Director*
3. Smt. Meenakshi Sharma — *Deputy Secretary*

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

1. Smt. Anita Chaudhary — Secretary
2. Shri Prabhudayal Meena — Additional Secretary
3. Shri Surendra Kumar — Joint Secretary
4. Shri A.K. Gautam — Economic Advisor
5. Shri Charanjit Singh — Director
6. Shri Vinay Thakur — Senior Technical Director (NIC)

APPENDIX IV

COMMITTEE ON RURAL DEVELOPMENT (2011-2012)

MINUTES OF THE THIRTY-FIRST SITTING OF THE COMMITTEE HELD ON FRIDAY, THE 24 AUGUST, 2012

The Committee sat from 1000 hrs. to 1040 hrs. in Committee Room No. 'D', Ground Floor, Parliament House Annexe, New Delhi.

PRESENT

Shrimati Sumitra Mahajan — *Chairperson*

MEMBERS

Lok Sabha

2. Shri Ramesh Vishwanath Katti
3. Shri Raghuvir Singh Meena
4. Dr. Ratna De (Nag)
5. Shri P.L. Punia
6. Dr. Sanjay Singh
7. Smt. Supriya Sule

Rajya Sabha

8. Shri Hussain Dalwai
9. Dr. Ram Prakash
10. Shri C.P. Narayanan
11. Shri D. Bandyopadhyay

SECRETARIAT

1. Shri Brahm Dutt — *Joint Secretary*
2. Smt. Veena Sharma — *Director*
3. Smt. Meenakshi Sharma — *Deputy Secretary*

2. At the outset, the Chairperson welcomed the members to the sitting of the Committee. The Committee then took up for consideration the Draft Reports on 'Council for Advancement off People's Action

and Rural Technology', Department of Rural Development (Ministry of Rural Development) and Computerization of Land Records', Department of Land Resources (Ministry of Rural Development). After discussing the Draft Reports in detail the Committee adopted the Draft Reports with slight modifications.

3. The Committee also authorized the Chairperson to finalize the above mentioned Draft Reports taking into consideration consequential changes arising out of factual verification, if any, by the concerned Ministry/Department and to present the same to both the Houses of Parliament.

4. Thereafter, the Chairperson apprised the members that term of present Committee comes to end on 31 August, 2012 and appreciated the members for their valuable contribution made in the working of the Committee and in finalisation of 11 Reports during the present tenure of the Committee.

5. The Committee also placed on record their deep sense of appreciation of the invaluable assistance rendered to them by the officials of Lok Sabha Secretariat attached to the Committee.

The Committee then adjourned.