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**STANDING COMMITTEE ON  
URBAN AND RURAL DEVELOPMENT  
(1998-99)**

**TWELFTH LOK SABHA**

**MINISTRY OF RURAL AREAS AND EMPLOYMENT**

**PREPARATION, MAINTENANCE, UPDATING  
AND COMPUTERISATION OF LAND RECORDS  
UNDER CENTRALLY SPONSORED SCHEMES —  
AN ASSESSMENT**

**SIXTH REPORT**



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**LOK SABHA SECRETARIAT  
NEW DELHI**

CORRIGENDA TO THE 6TH REPORT OF THE COMMITTEE  
ON URBAN & RURAL DEVELOPMENT (1998-99:12TH  
LOK SABHA) ON ACTION TAKEN BY GOVERNMENT ON  
THE RECOMMENDATIONS CONTAINED IN THE 26TH REPORT  
(10TH LOK SABHA)

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**SIXTH REPORT**  
**STANDING COMMITTEE ON URBAN**  
**AND RURAL DEVELOPMENT**  
**(1998-99)**

**(TWELFTH LOK SABHA)**

**PREPARATION, MAINTENANCE, UPDATING AND**  
**COMPUTERISATION OF LAND RECORDS UNDER**  
**CENTRALLY SPONSORED SCHEMES—AN**  
**ASSESSMENT**

**MINISTRY OF RURAL AREAS AND**  
**EMPLOYMENT**  
**(DEPARTMENT OF RURAL DEVELOPMENT)**

*[Action taken by the Government on the recommendations contained in the  
Twenty-sixth Report of the Standing Committee on Urban & Rural  
Development (Tenth Lok Sabha)]*



*Presented to Lok Sabha on 28.7.98*  
*Laid in Rajya Sabha on 28.7.98*

**LOK SABHA SECRETARIAT**  
**NEW DELHI**

*July, 1998/Shravana, 1920 (Saka)*

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## CONTENTS

	PAGE
COMPOSITION OF THE COMMITTEE 1998-99.....	(iii)
COMPOSITION OF THE COMMITTEE 1997-98.....	(v)
COMPOSITION OF THE ACTION TAKEN SUB-COMMITTEE OF THE COMMITTEE 1997-98.....	(vii)
INTRODUCTION.....	(ix)
CHAPTER I     Report .....	1
CHAPTER II     Recommendations that have been accepted by the Government .....	10
CHAPTER III    Recommendations which the Committee do not desire to pursue in view of the Government's replies.....	25
CHAPTER IV    Recommendations in respect of which replies of the Government have not been accepted by the Committee.....	26
CHAPTER V    Recommendations in respect of which final replies of the Government are still awaited .....	32
APPENDICES	
APPENDIX I    Minutes of the 1st sitting of the action taken sub-Committee held on 17.11.97 .....	33
APPENDIX II   Minutes of the 15th sitting of the Committee held on 22.7.98.....	34
APPENDIX III   Analysis of the action taken by the Government on the recommendations contained in the 26th Report (10th Lok Sabha).....	36

**COMPOSITION OF THE COMMITTEE ON URBAN & RURAL  
DEVELOPMENT (1998-99)**

**Shri Kishan Singh Sangwan—Chairman**

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28. Shri Vithal Baburao Tupe
29. Dr. Ram Vilas Vedanti
30. Shri K. Venugopal

*Rajya Sabha*

31. Shrimati Shabana Azmi
32. Shrimati Vyjayantimala Bali

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\*Nominated w.e.f. 11.6.98.

33. Shri Nilotpal Basu
- \*34. Shri Jhumaklal Bhendia
- \*35. Dr. M. N. Das
36. Shri N. R. Dasari
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45. Shri Suryabhan Patil Vahadane

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1. Shri G.C. Malhotra — *Additional Secretary*
2. Shri S.C. Rastogi — *Director*
3. Shrimati Sudesh Luthra— *Under Secretary*

COMPOSITION OF THE COMMITTEE ON URBAN & RURAL  
DEVELOPMENT  
(1997-98)

Shri Sontosh Mohan Dev—*Chairman*

**MEMBERS**

*Lok Sabha*

2. Shri J.P. Aggarwal
3. Shri L. Balaraman
4. Shri Surjit Singh Barnala
5. Shri Joyanta Bhattacharya
6. Shri Dilip Singh Bhuria
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*Rajya Sabha*

31. Shri R.N. Arya
- \*32. Shri Gandhi Azad
33. Shri Sushil Barongpa
34. Shri Nilotpal Basu

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\*Nominated w.e.f. 6.8.1997.



35. Shri V. Rajan Chellappa
36. Shri Sitaram Kesri
37. Shri O.P. Kohli
38. Shri Bhagaban Majhi
39. Shri Radhakishan Malaviya
40. Shri Jagdambi Mandal
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42. Shri V. Rajeshwar Rao
43. Shri Solipeta Ramachandra Reddy
44. Shri Suryabhan Patil Vahadane
- \*45. Shri Khan Gufran Zahidi

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1. Shri S.N. Mishra — *Additional Secretary*
2. Shri John Joseph — *Joint Secretary*
3. Shri S.C. Rastogi — *Director*
4. Smt. Sudesh Luthra — *Under Secretary*
5. Shri P.V.L.N. Murthy — *Assistant Director*

COMPOSITION OF THE ACTION TAKEN SUB-COMMITTEE  
OF THE COMMITTEE ON URBAN & RURAL DEVELOPMENT  
(1997-98)

1. Shri Sontosh Mohan Dev — *Chairman*
2. Shri Nilotpal Basu — *Convenor*
3. Shri J.P. Aggarwal
4. Shri Dilip Singh Bhuria
5. Shri Shivraj Singh Chauhan
6. Dr. B.N. Reddy
7. Shri C. Narayanaswamy
8. Shri Suryabhan Patil Vahadane

## INTRODUCTION

I, the Chairman of the Standing Committee on Urban & Rural Development (1998-99) having been authorised by the Committee to submit the Sixth Report on Action Taken by the Government on the recommendations contained in the Twenty-Sixth Report of the Committee (1995-96 : Tenth Lok Sabha) on the subject Preparation, Maintenance, Updating and Computerisation of Land Records under Centrally Sponsored Schemes — an assessment. The Report was entrusted to a sub-Committee of the Standing Committee on Urban & Rural Development (1997-98).

2. The Twenty-Sixth Report was presented to Lok Sabha on 12th March, 1996. The replies of the Government to all the recommendations contained in the Report were received on 7th January, 1997. The Report was considered and approved by the sub-Committee (1997-98) in their sitting held on 17th November, 1997. Due to the dissolution of the 11th Lok Sabha on 4th December, 1997 the Report as approved by the sub-Committee could not be considered and adopted by the main-Committee.

3. The Report was considered and adopted by the Committee (1998-99) at their sitting held on 22nd July, 1998. The Committee wish to express their sense of deep appreciation to the work done by the earlier Committee (Eleventh Lok Sabha).

4. An analysis of the action taken by the Government on the recommendations contained in the Twenty-Sixth Report of the Committee (1995-96 : Tenth Lok Sabha) is given in Appendix-III.

NEW DELHI;  
July 24, 1998

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*Shravana 2, 1920 (Saka)*

KISHAN SINGH SANGWAN,  
*Chairman,*  
*Standing Committee on*  
*Urban & Rural Development.*

## **CHAPTER I**

### **REPORT**

This Report of the Standing Committee on Urban & Rural Development (1998-99) deals with the action taken by the Government on the recommendations contained in their Twenty-sixth Report on 'Preparation, Maintenance, Updating and Computerisation of Land Records under Centrally Sponsored Schemes — An Assessment' which was presented to Lok Sabha on 12th March, 1996.

2. Action taken notes have been received from the Government in respect of all the 31 recommendations which have been categorised as follows:—

- (i) Recommendations/Observations that have been accepted by the Government.

Part I Para Numbers: 2.6, 2.8, 2.9, 2.10, 2.11, 3.4, 3.5, 3.6, 4.7, 5.5, 6.6, 6.7, 6.8, 6.9, 6.10, 6.11.

Part II Para Numbers: 2.6, 2.7, 2.8, 3.2, 3.3, 5.1, 5.2.

- (ii) Recommendations/Observations which the Committee do not desire to pursue—Nil

- (iii) Recommendations/Observations in respect of which replies of the Government have not been accepted by the Committee.

Part I Recommendation Para Nos. 3.3, 4.3, 4.4, 4.8, 4.9, 5.4.

Part II Recommendation Para Nos. 4.5, 4.6.

- (iv) Recommendations/Observations in respect of which final replies of the Government are still awaited—Nil

3. The Committee will now deal with the action taken by the Government on some of the recommendations.

#### **A. Diversity in the unit of measurement of land**

##### **Recommendation (Para No. 3.3)**

4. The Committee had noted that there was considerable diversity between the States in the unit of measurement of land. Not only is it that different States had different units of measurement of land but the respective units of measurement e.g. Acre, Bigha & Biswa had different scales in different States. They also noted the petty excuse furnished by the

Government that use of hectare is quite inconvenient for the land holding gentry belonging to small and marginal groups. It was hoped that the poor gentry could accept the metric system as they had adopted the system of Kilograms and Rupees. The Committee also expressed their concern that the whole purpose of the 'Standards of Weights and Measures Act, 1976' was defeated by the existing practice. They had urged that the Government should formulate necessary guidelines and circulate them to the States/UTs for strict compliance.

5. In pursuance of the recommendations of the Committee the Government in their action taken reply have stated that they are persistently pursuing with the States to adopt and quickly implement the metric system of measurement without any further delay as it is the only legal system and, hence its adoption is mandatory under the Standards of Weights and Measures Act, 1976. In the last Conference of the Revenue Ministers of the States held in New Delhi on 27.12.95, a resolution was adopted unanimously for the adoption of the metric system. The States are reportedly taking steps for conversion of existing land records into the metric system. Wherever fresh or revisional survey settlement operation has been taken up, the cadastral maps are being prepared in 1: 4000 scale to get hectares and square metres in area calculation and to produce the revenue records accordingly. Considering the size of the country, number of villages, small plots and insufficient manpower for recalculation of the areas and revising the line maps in accordance with the new scales will admittedly take quite some time. The matter was discussed in the Revenue Secretaries' Conference held on 26th November, 1996 and it was observed that alongwith computerisation of land records and scanning of existing cadastral maps and digitizing the same may lead to early conversion of revenue records including maps in the metric system. The technical advice given by the Technical Committee in this connection is being communicated to the States as a part of the minutes of the aforesaid meeting.

6. The Committee note that though the Government have themselves admitted that the adoption of metric system in measurement of land was mandatory in view of the Standards of Weights and Measures Act, 1976, instead of formulating necessary guidelines for early implementation of the provision of the said Act, they are trying to justify the further delay in adoption of said system by extending the plea of size etc. of the country.

The Committee feel that the uniform measuring unit of land throughout the country will not only help in standardisation of land records but will also help in bringing the different regions of the country closer and in better distribution of resources for planned development.

The Committee, therefore, reiterate their earlier recommendation that the Government should adopt a standardized unit of measurement of land and should also formulate necessary guidelines in this regard and circulate the

same to the State Governments/Union territory Administrations, so that the provisions of the Standard of Weights and Measures Act, 1976 as regards measurement of land, are implemented without further delay.

#### **B. Standardisation in the maintenance of land records**

##### **Recommendation (Para No. 3.5)**

7. The Committee had noted that there was considerable diversity between States in the matter of the size of the map proportionate to the plot of land to which that map belonged. In some States there were big maps for small land holding whereas in other States the size of maps was so small as compared to the plot of land which was very big. They had recommended the Government to set some sort of standards in respect of the size of the map as compared to the plot of the land. Further the specific standard quality of materials like paper and ink should be used to provide durability and longevity of the maps.

8. The Government in their action taken reply have stated that action has been initiated by the States for conversion of all cadastral maps and measurement of land quantum in the metric system and the on-going computerisation programme is expected to quicken the process. Further, it has been proposed in the 9th Plan that States will be given financial assistance to buy scanners, AO size digitizers and printers for preservation, correction and collation of revenue records by converting them into the metric system. It has been decided by the Ministry to finance the State Governments for purchasing standard quality of paper and ink used for the preparation of land records including maps to ensure their durability and longevity.

9. The Committee note that the Government have proposed during the 9th Plan to give financial assistance to States to buy scanners, AO size digitizers and printers for preservation, correction and collation of revenue records. Further it has been stated that Government have decided to finance the State Governments for purchasing standard quality of papers and ink used for the preparation of land records including maps to ensure their durability and longevity. While the Committee appreciate the steps taken by the Government in the direction of standardisation of the scale of maps in the country by proposing to give financial assistance to the State Governments, they feel that unless the Central Government lay down some model scale which may be adopted by State Governments, the mere financial assistance to State Governments may not achieve the desired results. They, therefore, recommend that Government should standardise the scale in which the maps should be prepared by the State Governments.

#### **C. Collection of information and simplification of procedures**

##### **Recommendation (Para Nos. 4.3 & 4.4)**

10. The Committee had observed that survey-resurvey/settlement of land records were overdue in many States/UTs. They also noted that the

situation was alarming in North-Eastern States where survey settlement operations had not been started as yet. Further, Central Government did not have up-to-date information regarding survey/re-survey and settlement made in respective States/UTs. They recommended that Government should collect up-to-date information from the States in this regard and chalk out a time bound programme to complete survey/re-survey and settlement in the States where these were overdue. It was also desired that more stress should be given towards the North-Eastern States and they be given more financial assistance.

11. The Committee had also recommended that the Ministry should find out ways and means to simplify the survey/re-survey and settlement operations expeditiously.

12. The Government in their reply have stated that they agree with the recommendations of the Standing Committee and that the States are also willing to go forward with revisional survey settlement operation as well as fresh survey where the same has not been done as yet. But the cost involved is so high that most States find it difficult to undertake the task. An estimated average cost of conducting revisional survey settlement operation over 1 Sq. Km. of area in the recently surveyed districts of Madhya Pradesh appears to be Rs. 17,343. The country having a total area of 3.28726 million Sq. Kms. may, therefore, require a total investment of around Rs. 5701 crore, if not more, for the difficult regions in the Himalayan and North-Eastern States (the current year's cost is escalated to Rs. 19550 per Sq. Km. in MP itself, which means a national investment of around Rs. 6426.59 crore). The State of Andhra Pradesh has prepared a Plan estimate for revisional survey settlement of all the 23 districts of the States at a cost of Rs. 200 crore. The time taken for completion of such operation, as experienced in recently surveyed districts, is about 5-6 years and since the existing survey staff and machinery at the disposal of the State is unable to take up all the districts at a time. The total time taken by the State to complete a survey settlement operation from preparation of line map and upto publication of settlement records appears to be around 15 years as experienced in West Bengal and Madhya Pradesh. The Department have, therefore, suggested the States to adopt latest technologies globally available in this regard i.e. use of total station, global positioning systems, aerial photography and digitization of maps, use of photogrammetric system in survey settlement operation alongwith the conventional plane table survey to take up the job on priority basis where the felt need is higher. The Department have proposed to increase its budgetary allocation in the 9th Plan for early adoption of the latest technology in the field to reduce both the operational cost and time taken for completion of the survey settlement works.

13. The Committee are constrained to observe that in spite of their recommendation that the Government should collect up-to-date information about the survey/re-survey and settlement made in States/Union Territories

and that the Government should chalk out a time bound programme for completion of survey/re-survey etc. The Government have not taken any action in this regard. The Committee urge the Government to collect without any delay up-to-date information in this regard and to chalk out a time bound programme for completion of this work.

14. The Committee further note that the Government were proposing to increase the budgetary allocation in the 9th Plan for early adoption of the latest technology in the field to reduce both the operational cost as well as the time taken for completion of the survey settlement works. The Committee hope that with the increased budgetary allocation, the Government would be able to persuade the State Governments to adopt the latest technology available in the field and to complete the work regarding survey/re-survey and settlement within a time bound programme.

**D. Coordination between Urban & Rural Ministries/Departments with regard to updating of urban and rural maps**

**Recommendation (Para Nos. 4.8 & 4.9)**

15. The Committee noted that cities were expanding due to population growth, migration, etc. Further with the expansion of cities more and more village boundaries were coming under the purview of an urban area as per the Urban Land Ceiling Act, 1976. It was also noted that the cities had not maintained up-to-date land records. In view of this land coming under the purview of Urban Land Ceiling Act, 1976 were reflected in the rural maps. The Committee recommended that Urban and Rural Ministries/Departments should coordinate in the process of updating of land records so that city and village map reflect exactly the existing position.

16. The Committee also noted that in the case of desolated villages the land falling under their purview is being reflected in the village maps of adjoining areas. They recommended that Government should formulate some sort of guidelines in this regard so that the maps of such desolated villages reflect the exact and correct position.

17. The Government in their action taken reply have stated that for surveying both the cities and villages, the only machinery available with the State Government is the Directorate/Commissionerate of Survey Settlement and Land Records. Though the Revenue Department is giving maximum attention for survey settlement of villages, towns and cities are being left over in the process. Till there is an alternative organisation for survey settlement activities to be carried out in the cities/urban areas, it will be the responsibility of the State Governments to maintain the maps and settlement records and update the same in the cities and growing urban areas. Big cities like Bombay and Calcutta having many high rise buildings require wider scale of maps and such survey can be effectively taken up through aerial photography from reasonably fixed up distance. The survey/re-survey requirement of old as well as newly urbanised areas will be tackled by the existing State level Directorates/Commissionerates.



However, financial assistance may have to be extended for the aforesaid purpose from the Ministry of Urban Affairs & Employment as substantial requirement of funds under the aforesaid programme is requisitioned by the States. As soon as such requirement of funds for town/city survey is received, the same will be forwarded to the Ministry of Urban Affairs & Employment for considering release of financial assistance from their budgetary Head.

18. The Committee note that in reply to their recommendation that the Government should coordinate the process of updating of land records so that the maps of cities and villages reflect the exact position, the Government have simply stated the existing position in this regard and have shifted the responsibility on the State Governments. The Government have also stated that they might consider extending financial assistance to State Governments to enable them to update the land records. The Committee also note that the Government while furnishing replies to recommendation nos. 4.8 and 4.9 have not indicated specifically the action taken by them in regard to their recommendation contained in Para 4.9 regarding mapping of desolate villages.

The Committee feel that while considering the proposal to extend financial assistance to States, the Government should not only formulate the guidelines regarding release of financial assistance but should also prepare a time bound programme for completion of work of updating of land records. The guidelines should also clearly stipulate that the land records as updated should reflect the true picture as obtained on the date of updating.

#### **E. Monitoring of Updating of Land Records**

##### **Recommendation (Para No. 5.4)**

19. The Committee have noted that there was no monitoring of actual updating of revenue maps under the scheme on the ground that physical achievement is not quantifiable. They felt that lack of physical monitoring might have been the major factor for the poor performance of the scheme as well as low utilisation of funds and hence recommended that the guidelines of the schemes should be revised to give a room for proper monitoring of the programme.

20. The Government in their action taken reply have stated that the Department does not provide funds for all activities relating to survey settlement operation and updating of land records. It only provides financial assistance, at present, to support the State Governments to adopt more advance technologies, buying sophisticated/relevant equipments to adopt such technologies and training their manpower for the modernisation of the survey settlement operation. The type of financial assistance provided by this Department for inducing the State Governments to improve the quality of the existing delivery system and hence a total monitoring of "actual updating of revenue maps" in the State has not so far been taken up, as that is a bigger issue and falls within the exclusive

jurisdiction of the State Governments. The funds released by this Department are not to bear the cost of survey settlement operation and hence the cost of such operation is not questioned by the Department. However, the Department takes item-wise report of execution of any project including purchase of any set of equipments and utilisation of funds for the purpose for which they have been sanctioned. The utilisation certificates received from the States in the prescribed format are taken for granted as the State Governments in accordance with their financial rules and procedure subject to annual audit by the State Accountant General, utilise the funds after observing all financial formalities. No specific financial irregularity has so far been reported. Hence, neither direct and field level monitoring of use of funds nor the cost efficiency of survey settlement operation including printing of maps was considered necessary and expedient by this Department. Moreover, since the State Governments are also contributing 50% of the cost of all the approved items, they have their own responsibility to look into proper utilisation of funds. The Department, however, keeps a vigilant eye and procure the information regarding the actual improvement of maintenance of land records and making the same available to common citizens as on demand. Some States have been suggested to procure map printing machines to make cadastral survey maps available instead of supplying plot map on tracing paper.

21. The Committee note from the action taken reply furnished by the Government that a total monitoring of the actual updating of revenue maps in the States has not so far been taken up as that is a bigger issue and falls within the exclusive jurisdiction of the State Governments. They also note that as stated by the Government in their action taken note, (Para No. 2.11) the Government propose to increase the financial assistance to States from the present 50% to 80%. In view of the proposed increase in the Central assistance, the Committee feel that the need for proper monitoring of actual updating of revenue maps has become more relevant. As noted earlier by the Committee, lack of monitoring is the main reason for poor performance of the scheme and non-utilisation of funds. They would therefore, like to reiterate their earlier recommendation and would like that the guidelines should be revised suitably to ensure that the maps are actually updated. They also recommend that the revised guidelines should be circulated to all States for strict compliance by them.

#### **F. Monitoring of the Scheme of Computerisation of Land Records**

##### **(Recommendation Part II Para Nos. 4.5 & 4.6)**

22. The Committee noted that States were not implementing the mandatory provisions of the guidelines to furnish quarterly progress reports

etc. as admitted by the Government in their written notes. They stressed to strengthen monitoring specifically in view of the fact that the programme was a 100 per cent Centrally funded programme. It was also recommended that States should be required to furnish the reports pertaining to the field visits to the Centre alongwith the corrective measures taken by them. It was also stressed that this should be included in the guidelines issued by the Centre. Further, it was recommended that linkages amongst the different implementing bodies of the programme at Centre, State, District, and Village levels should be strengthened and timely evaluation of the programme should be made compulsory. The Committee in their recommendation at Para No. 4.6 desired to be apprised about the findings of the evaluation study of the Morena Project of Madhya Pradesh as assigned to LBSNAA. It was also stressed that evaluation study by independent agency/organisation in case of other three completed projects should be expedited.

23. The Government in their action taken replies have stated that the State-wise Area Officers and other officers who visited the States and Union Territories have been requested to give report of the computerisation programme presently undergoing in 223 Districts. In addition, the NIC is directly collecting the progress reports through their District Informatics Officers and submitting the same to this Department after necessary compilation. The Lal Bahadur Shastri National Academy of Administration, Mussoorie (LBSNAA) has been given a turn-key project for evaluation of the project in the district of Morena (Madhya Pradesh) to identify the benefits generated out of the computerisation programme. The Academy has also been requested to complete the evaluation studies without further delay. The Steering Committee constituted by the Department is closely monitoring the progress and guiding the States in adopting the scheme in the desired lines.

24. The Committee are not satisfied with the action taken replies furnished by the Government on the recommendation of the Committee at Part II Para Nos. 4.5 and 4.6 as quoted above. The Government have not furnished any comments on the recommendation of the Committee to furnish the outcome of the field visits. The Government have also not stated as to what action has been taken by them on the recommendation of the Committee to have better linkages amongst the different implementing bodies/programmes at Centre, State, District and Village levels and for making compulsory the timely evaluation of the programme. In reply to their recommendation at Part II Para No. 4.6 that the Government should furnish the findings of the evaluation study of the Morena Project, the Government have stated that the Lal Bahadur Shastri National Academy of

Administration, Mussoorie has been requested to complete the evaluation study. Ten months have elapsed after the Government have furnished action taken notes. The Committee would like to know the present status of the evaluation study of the Morena Project. The Government have also not indicated the action taken by them on the recommendation of the Committee to have evaluation studies of the three other completed projects. They would like to reiterate their earlier recommendations at Part-II Paras 4.5 and 4.6 and would like that the detailed action taken notes in this regard should be furnished without any further delay.

## CHAPTER II

### RECOMMENDATIONS THAT HAVE BEEN ACCEPTED BY GOVERNMENT

#### PART I

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

##### **Observation/Recommendation (Para No. 2.6)**

The position of release of funds towards Central share and their utilisation by State/Union Territories under the Scheme of SRA & ULR from the year 1987-88 to 1994-95 is given at Annexure I. On the basis of the information the utilisation was Rs. 4263.93 lakhs against Central share of Rs. 9690.93 lakh which is only 43.99%. Overall, the utilisation by States is very poor except in the case of Maharashtra, Kerala Daman & Diu. In most of the States utilisation varies between 20 to 40%. However, in Andhra Pradesh, Maharashtra, Nagaland, the achievement is less than 10%. In case of Meghalaya, Sikkim and Dadra & Nagar Haveli they have not reported about the utilisation.

##### **Reply of the Government**

##### *Action taken/proposed to be taken*

To rectify the poor status of overall utilisation of funds by the States, as commented by the Standing Committee on Urban & Rural Development, the Department took initiatives to urge upon the States to take appropriate steps for early utilisation of outstanding balances and submission of utilization certificates as well as progress report of the ongoing works which resulted in marginal improvement in the process of execution of the ongoing schemes as well as submission of the utilization certificates. It has been gathered from the reports of the States that since major amounts were being utilized for construction works through the PWD, the Revenue Departments were not having full control over the process of execution of such schemes relating to construction works, and hence, the States had found it difficult to speed up execution and submit necessary utilization certificates. In addition to protracted correspondence, a Conference of the Revenue Secretaries was held in New Delhi on 26th & 27th November, 1996 to get the latest State-wise position of progress of implementation of the schemes, submission of utilization certificates while fresh proposals were also obtained for consideration and approval and explanations for the delay in execution of the schemes were also elicited. The Conference was

also helpful to sort out field level problems. It is expected that pace of implementation will improve and the States will be able to provide the utilization certificates soon.

[Department of Rural Development (Ministry of RA&E) File No. 11015/1/95-LRD dated 12th December, 1996]

#### **Observation / Recommendation (Para No. 2.8)**

The Committee observe that adequate attention has not been paid towards this Scheme. Land records is a basic document for possession. The absence of correct and up-to-date land records lead to unavoidable land disputes and injure the interests of numerous, small land holders. The Committee note that a very good scheme for updating of land records has been initiated by the Central Government. However they regret to note the overall poor performance of the scheme during the 7th & 8th Plan. The Committee are dismayed to note the declining outlays for the scheme from Rs. 27.47 crore during 1994-95 to Rs. 18.80 crore in 1995-96. They further observe that not only the Budgetary Allocation was meagre during the 7th & 8th plan but the small amount allocated to States/Union territories remained unspent.

#### **Reply of the Government**

##### *Action taken / proposed to be taken*

This Scheme was started during the Seventh Plan with the objective of assisting the States/UTs in the task of preparation, updating and maintenance of land records which are crucial for almost all the developmental activities involving land and for effective implementation of the country's land reform legislations, in addition to avoid land related disputes and violences.

The Department admits that budgetary allocation during the 7th Plan was meagre and utilisation was also not full. The expenditure under the Scheme during 7th Plan was only Rs. 13.95 crore against the Plan allocation of Rs. 20.81 crore. This was because the scheme was introduced in 1987-88 covering only two States. From 1989-90 only the scheme was extended to all other States/UTs.

As far as the declining outlays for the Scheme during the 8th Plan period is concerned, as pointed out by the Committee, it has been verified that the indicated unspent balances with the States which prevented some of them from receiving additional funds, were with the State PWD and other departments for construction activities like construction of State level/Regional training institutes, construction of record rooms, patwarkhanas, Circle Inspectors office-cum-residence, office-cum-residence of the Talathis

in interior tribal belts etc. sanctioned under the Scheme. Since major amounts were those involved in construction works, and remaining with the PWD, thus funds were not actually available for taking up any further works by the Revenue Department and hence further funds had to be released to help the States to take up additional works inspite of notional outstanding balance showing quite high. This had to be done in the interest of keeping the programme running.

The Ministry, therefore, finds that the meagre resource allocation was due to the limited scope and area of support under the scheme during the 7th and 8th Plan and, allocation of bulk of the funds for construction works which though showed constant increase of outstanding balances, though actually availability of funds in the hands of the State Governments were not much, but nonetheless the same restricted further releases from this Central Government.

In line with the recommendation of the Standing Committee, the Department has prepared 9th Plan proposals worth Rs. 325 crore by nearly tripling the total expected release during the 8th Five Year Plan which is around Rs. 114 crore and by increasing the areas/activities coming for financial assistance under the Scheme.

[Department of Rural Development (Ministry of RA&E) File No. 11015/1/95-LRD dated 12th December, 1996]

#### **Observation / Recommendation (Para No. 2.9)**

The Committee observe that as per the guidelines, State Government should match with equal amount of Centre's share for the scheme. They note that as per the data furnished by the Ministry (para 2.5 above) matching State's share equivalent to Centre's share has not been allocated except during 1988-89. Even the small amount provided by the Centre could not be utilised and accumulated as unspent balances. It is evident that States are not serious towards the implementation of the Scheme. Of equal concern is the attitude of States towards the Scheme. They do not bother to provide the matching share towards the Scheme as laid down in the guidelines. It is disheartening to note that Centre continued to allocate funds despite the deviation by States from the guidelines, accumulating huge unspent balances and not providing matching share. It is also disturbing to note that centre releases funds very late during the financial year as acknowledged by the Ministry in their written notes.

#### **Reply of the Government**

##### ***Action taken / proposed to be taken***

Regarding comments on State's failure to provide matching share, it may be stated that except for some North-Eastern States, all States have been able to provide their matching contribution even though not in the same financial year. Because of late release of matching share by the State Govts., sometimes in the last week of 31st March, delay takes place in the

process of execution and utilisation of funds. However, the actual utilisation of funds is definitely more than the compiled figure received from the field to the State level and compiled at the Central level for the purpose of monitoring as at every level there is an inevitable time gap. Even then, as per reports compiled by this Department till 30th November, 1996, the overall percentage of actual utilization of funds under the Scheme is about 58%.

Regarding comments on non-seriousness and negative attitude of the States, it may be stated that in the Conference of Revenue Secretaries convened on 26th and 27th November, 1996, the State Govts.' eagerness to get greater financial support under the Scheme was strongly ventilated. Many State Govts. are very much eager to take up revisional survey settlement operation for updation of land records but the cost is enormous and hence prohibitive. The cost is mainly related to deployment of large contingent of technical and non-technical staff and providing them with all logistic support for a period which vary from 10 to 15 years for a major State to complete such operation. The State Govts.' willingness do not match with their ability of making resource available for such a drive. On the other hand, Central Govt. is not in a position to support such survey settlement drive with the existing provision under the Scheme. Though the State Govts. share the concerns as expressed by the Standing Committee, they are unable to mobilise necessary resources as required for the task. The Department, with the intention to improve upon the existing situation, has submitted proposals for higher budgetary allocation with wider scope of financial assistance alongwith higher percentage of Central share for execution of the scheme during the 9th Plan period. The States have also been impressed upon the need to increase provision for the scheme under their budgets in the next plan.

Despite reported substantial outstanding balances with the States, the Department released funds to some States, after being sure that most of such outstanding funds are at the disposal of the executive agencies like the PWD and, the States would be unable to take up other programmes and schemes without further release of funds from the Centre. Financial assistance for the purpose of training of revenue officials, purchase of equipments etc. could not be denied, on account of having unspent balances due to on-going construction works.

Regarding this Ministry's inability to release funds during the early part of the financial year or during the year, through number of instalments, it may be stated that such chronic fault has generated over the years due to State Govts.' inability to utilise reasonable percentage of available funds, to submit utilisation certificates early and, failure in submitting fresh proposals on time. The Department is, however, taking appropriate measure for streamlining the idea of timely and if possible, quarterly release of funds on the first come first serve basis. Expecting that the scheme will continue in the 9th Plan period and allocation of resources will



be made as proposed by this Department. The State Govts. have been requested to fully utilise the total unspent balance by 31st March, 1997 and submit technoeconomically feasible schemes for early release of funds in the next financial year.

[Department of Rural Development (Ministry of RA&E) File No. 11015/1/95-LRD dated 12th December 1996]

**Observation / Recommendation (Para No. 2.10)**

The Committee strongly recommend that concerted efforts should be made in the updating of land records in view of their vital importance. They would like that this Scheme for Updating of Land Records should continue during the Ninth Five Year Plan and outlay under the Scheme should substantially be stepped up to bring about the positive results.

**Reply of the Government**

*Action taken/proposed to be taken*

As per recommendations of the Committee, concerted efforts are being taken up to increase the participatory arrangements with the State Governments / Union Territories and the Survey of India to step up the activities relating to revisional survey as well as fresh survey and updation of land records. Proposals for continuing the scheme during the 9th Plan with increased outlay have been submitted. As against the total expected release of Rs. 97.88 crore during the 8th Plan period, outlay for the Ninth Plan allocation has been kept at Rs. 325 crore.

[Department of Rural Development (Ministry of RA&E) File No. 11015/1/95-LRD dated 12th December 1996]

**Observation / Recommendation (Para No. 2.11)**

The Committee urge that besides enhancing Centre's share, it should be ensured that the funds allocated under the Scheme are spent fully by the State Governments. In order to achieve the objectives of the Scheme the *funds should be released in a phased manner* during the financial year. Further, they would also like to recommend that *strict action should be taken against the defaulter States*.

**Reply of the Government**

*Action taken/proposed to be taken*

As per recommendation, the Deptt. of Rural Development has proposed for enhancing of Central share from 50% as on date to 80% during the Ninth Plan period for all States except for the North Eastern States; in whose case, 100% Central assistance has been proposed. The release of funds in a phased manner could not be taken up during the current financial year as fresh proposals from the States could not be collected inspite of repeated efforts. However, annual requirements of funds from various States could be collected some time before the Conference of the Revenue Secretaries held in New Delhi on 26th & 27th November, 1996

and the funds for the current financial year will be fully released during the December, 1996. The defaulter States, in submission of progress reports, utilization certificates and fresh proposals, got automatically penalized due to denial/low release of funds during the current financial year. Strict instructions have been communicated for utilization of all outstanding funds during the 8th Five Year Plan itself.

[Department of Rural Development (Ministry of RA&E File No. 11015/1/95-LRD dated 12th December, 1996)]

#### **Observation/Recommendation (Para No. 3.4)**

The Committee also feel that for the success of the programmes to bring uniformity in the unit of measurement of land, the acceptance by poor small farmers is necessary. They recommend that the poor gentry should be enlightened about its importance. The media can play an important role in this regard. Government should take necessary measures to advertise programmes emphasising the need of standardisation of unit of measurement of land on TV, radio and newspapers.

#### **Reply of the Government**

##### *Action taken/proposed to be taken*

The Department has proposed to finance the making of a TV serial showing the evolution of cadastral survey system from plane table survey to aerial photography, use of Global Positioning System, total station and other packages for more accurate measurement of land, reproduction of cadastral maps and essential revenue records. The video tape of the said TV serial is proposed to be sent to the districts to popularise the new technology to the land owning gentry including small and marginal farmers in addition to utilisation of other media like radio and newspapers.

[Department of Rural Development (Ministry of RA&E File No. 11015/1/95-LRD dated 12th December, 1996)]

#### **Observation/Recommendation (Para No. 3.5)**

Further, the Committee found during their on the spot study visit to some of the States during 1995-96 that there was considerable diversity between States in the matter of the size of the map proportionate to the plot of land to which that map belongs. In some States there were big maps for the small land holding whereas in other States the size of maps was so small as compared to the plot of land which was so big. The Committee would like that Government should set some sort of standards

in respect of the size of map as compared to the plot of land. Further it should be specified that the specific standard quality of materials like paper and ink should be used to ensure their durability and longevity.

### **Reply of the Government**

#### *Action taken/proposed to be taken*

As has been said in reply to No. Para 3.3 above, action has been initiated by the States for conversion of all cadastral maps and measurement of land quantum in the metric system and, the on-going computerisation programme is expected to quicken the process. Further, it has been proposed in the 9th Plan that States will be given financial assistance to buy scanners, AO size digitizers and printers for preservation, correction and collation of revenue records by converting them into metric system. It has been decided by this Ministry to finance the State Govts. for purchasing standard quality of paper and ink used for the preparation of land records, including maps to ensure their durability and longevity.

[Department of Rural Development (Ministry of RA&E) File No. 11015/1/95-LRD dated 12th December, 1996]

### **Comments of the Committee**

Please see Paragraph No. 9 of the Chapter-I of the Report.

#### **Observation/Recommendation (Para No. 3.6)**

The Committee also note that different States have adopted different systems of maintenance of land records. As stated by the Ministry in the written notes the lowest level at which such records are maintained varies from State to State. Some States have records at the village level while other maintain at block level. The Committee would like to recommend that Land Records maintained at Village/Block Level should be well preserved so that individuals may have easy access to obtain the land records.

### **Reply of the Government**

#### *Action taken/proposed to be taken*

Keeping conformity with the recommendation of the Standing Committee, which, *inter-alia*, was also a recommendation of the Appu Committee, States have been requested to develop revenue administrative system below the Block level where the same is lacking. Accordingly, concerned States have taken up the process of decentralisation by setting up circle level revenue offices where land records will be kept and maintained to ensure easy access of the same to the common people. The

Department is also extending financial assistance for the construction of offices at Circle Inspector level as well as at the village level, (Patwari Lekhpal Talathi VAO) in the States.

[Department of Rural Development (Ministry of RA&E) File No. 110151/95-LRD dated 12th December, 1996]

**Observation/Recommendation (Para No. 4.7)**

The Committee observe that consolidation of holdings is done in respective States/UTs as per their State laws. They feel that there is a possibility of consolidation activity being conducted just after the updation of Land Records which will render the whole process of updation as futile exercise because all the land records will change due to the consolidation activity. As such the Committee would like that upgradation of land records and consolidation of land holdings should be well arranged so as to maintain utmost accuracy in the updated land records.

**Reply of the Government**

*Action taken/proposed to be taken*

The consolidation programme is now mainly in operation in the State of Uttar Pradesh where there is no separate Directorate of Survey Settlement and Updation of Land Records. Hence, only Consolidation Directorate prepares the latest land records including maps through consolidation process and, therefore, there is slender chance of taking up consolidation programme on recently surveyed area. In other States, like Maharashtra, Gujarat etc., the consolidation programme has been officially suspended and hence the clash between the consolidation operation and settlement operation, resulting in making the newly updated land records worthless, cannot be generally conceived. However, States are being suitably requested to avoid any such futile exercise.

[Department of Rural Development (Ministry of RA&E) File No. 110151/95-LRD dated 12th December, 1996]

**Observation/Recommendation (Para No. 5.5)**

The Committee also recommend that more transparency is required for better implementation of the Scheme. The individuals should have the right to obtain details regarding lands owned by the land owner.

**Reply of the Government**

*Action taken/proposed to be taken*

It is a legal right for any land owner to get the documents relating to his right on the land through the procedure as provided in the respective States' laws. The complaints, if any, regarding denial of revenue machinery to provide transparent and effective services to the land owners can be lodged to the next higher revenue officials for redressal of grievances. However, the programme of computerisation will further improve upon the

transparencies of managing the land records of all owners and information regarding all land will be thereafter easily accessible not only to the owner but also to any individual of the society.

[Department of Rural Development (Ministry of RA&E) File No. 11015/1/95-LRD dated 12 December, 1996]

#### **Observation/Recommendation (Para No. 6.6)**

The Committee take serious note of the various irregularities in the implementation of the Scheme as pointed out in the preceding Chapters. They stress the need to strengthen the monitoring system in order to ensure not only the proper utilisation of financial resources but also to make the implementing agencies accountable for cases of diversion from the Central guidelines. The Committee need hardly emphasise that more supervision and inspection are required to achieve the desired results. It should be ensured by the Centre that States strictly adhere to the guidelines and furnish quarterly reports regularly. Strict action should be initiated against the defaulter States. The Committee urge the Government to take immediate corrective measures to identify the existing mistakes in the revised maps. They want the existing mistakes as found out by the Committee, particularly with regard to Government owned land, Panchayat land, and common land which seems to have disappeared in the revised maps be rectified. Simultaneously, they also urge the Government to take immediate corrective steps to clearly identify and demarcate the existing public assets/properties like highways, river, nallahs, bandhs, canals, ponds, lakes, projects, grazing lands, main roads, railway lines, and specifically the boundary stones, etc. in the revised maps.

#### **Recommendation (Para No. 6.7)**

The Committee are disturbed to note the upgraded maps are worse than the original maps as acknowledged by the Secretary of the Ministry. The Committee strongly recommend that the Government should take immediate corrective measures in this regard. The monitoring mechanism should further be strengthened. They also recommend that a task force should be constituted to make surprise visits to the places where the said scheme is being implemented. The human failure wherever detected as acknowledged by the Secretary should be dealt with appropriately. The Centre has to play a coordinating role and advise the States for the effective implementation of the Scheme. Instructions should be forwarded to States in this regard to avoid recurrence of such lapses in future.

#### **Reply of the Government**

##### ***Action taken/proposed to be taken***

The aforesaid recommendations of the Standing Committee were promptly communicated to the State Govts. for taking up rectification measures in addition to normal correspondence, a D.O. letter from the end of Secretary (RD) was also sent to the Revenue Secretaries of all

States to take corrective measures seriously and avoid recurrence of such lapses in future. The departmental officers have been instructed to make necessary field visits/surprise visits to the places where the schemes are under implementation to physically verify the quality of maps and land records being prepared by revisional survey settlement operation.

[Department of Rural Development (Ministry of RA&E) File No. 11015/1/95-LRD dated 12th December, 1996]

#### **Observation/Recommendation (Para No. 6.8)**

The Committee stress that the Scheme launched by the Centre for upgradation of maps is a good start. The importance of accurate and up-to-date land records can hardly be over-emphasised. They strongly recommend that Centre should prepare an action plan for updating basic land record of each of the village throughout the country. The Committee also recommend that there should be a system of periodical review/ updating of land records. In order to make the programme more effective and pragmatic the Government should frame certain norms in this regard and circulate them to States for compliance. It is needless to stress here that the updated land records should be correct and should depict the true picture not only of the position of the land but also the survey plot number, area, classification of the land, name of the owner, name of the tenant etc.

#### **Recommendation (Para No. 6.9)**

The Committee apprehend that the process of updation of land records may not destroy the well preserved British period basic maps of the country. They would like to urge here that before destroying the basic land map of an area, it should be ensured that the revised up-to-date map prepared by whatsoever latest technology correctly depict the ground reality. To assess the correctness of the map, the Government may take the assistance of some independent agency having expertise in this regard.

#### **Recommendation (Para No. 6.10)**

The Committee would also like that necessary steps should be taken by the Government to ensure that the correct up-to-date land records and maps are well preserved.

#### **Reply of the Government**

##### ***Action taken/proposed to be taken***

For taking up concerted efforts towards preparation of action plan for updating basic land records of each of the village, the involvement of the State Govts. is necessary and for necessary preparedness of the Survey Settlement Directorate and Commissionerate of this country, after lapse of three years, the 12th All India Cadastral Survey Conference was organised in Hyderabad for a three-day Workshop on 6th, 7th and 8th November, 1996, in which a large number of useful decisions were adopted. All States showed eagerness to adopt a system of periodical revision of updating of

land records and preservation/updation of cadastral maps as recommended by the Standing Committee. It was considered that scanning of existing cadastral survey maps and digitization of the same will be a useful step forward to reach the objective set up by the Standing Committee. In the 9th Plan period, the Department has proposed to finance purchasing of scanners, digitisers, hectare comb and AO printers for digital reproduction of survey maps. The Survey of India is also preparing thematic maps of all the districts of India showing the agricultural land, the forest land, the water resources, the ground water resources, the minerals, the roads and other infrastructures, cropping intensity, quality of land through multi-colour printing of maps. For preservation of old maps, this Department has earlier released funds for lamination of the same as well as micro filming of important revenue records. The latest idea in the field of preservation of survey maps suggests scanning and digitization of the map instead of laminating as laminated maps cannot be further used for necessary updation. The old maps will be preserved for their archival value, by extending support to the States for the same.

[Department of Rural Development (Ministry of RA&E) File No. 11015/1/95-LRD dated 12th December, 1996]

#### **Observation/Recommendation (Para No. 6.11)**

The Committee further recommend that Government should review the Scheme to sort out the bottlenecks being faced by States in the implementation of the scheme.

#### **Reply of the Government**

##### *Action taken/proposed to be taken*

As has been already narrated in earlier paragraphs, the main bottleneck faced by the States relates to getting construction work done through the PWD, which cannot be radically changed as the only course of action left with the State revenue machinery is to pursue the PWD for early execution of the scheme and submit utilisation report. In any case, construction works always take considerable time and in some parts of India they cannot be taken up in all seasons. The Department has, however, given maximum pressure to the States to complete their on-going construction works within the current financial year by full utilisation of the outstanding balance and further funds for major construction works during the current financial year are not being considered. Constant interactions with the States/UTs are made to improve matters as well as to suggest course of action/s wherever necessary.

[Department of Rural Development (Ministry of RA&E), File No. 11015/1/95-LRD dated 12th December, 1996]

**PART II****Scheme of Computerisation of Land Records****Observation/Recommendation (Para No. 2.6)**

The Committee note with regret the poor position regarding the release of funds to respective States/UTs. Release of funds which was Rs. 192.50 lakh during 1988-89 declined to Rs. 20.03 lakh during 1991-92. They are shocked to know the fact that most of the States could get the allocation only once during the four years. i.e. 1988-89 to 1991-92, whereas as per the guidelines each of the project district shall be completed within a period of 3 years from the date of the release of first instalment. Equally alarming is the condition during the 8th Five Year Plan. The percentage utilisation of budgetary allocation is abnormally low i.e. 1.8% during 1992-93 and 46% during 1995-96. The Committee would like an explanation of the Government in this regard. They have their own doubts regarding the claim of the Government to cover the entire country by the end of the Ninth Plan.

**Reply of the Government***Action taken/proposed to be taken*

As per recommendations of the Standing Committee, the State Govts. have been duly requested to expedite utilisation of funds under the scheme. The Conference of National Level Steering Committee was convened on 27th November, 1996 to have an overall review of all the ongoing projects of this country as well as to suggest measures for early implementation of the scheme. During the Conference the Revenue Secretaries/Directors/Commissioners of Land Record and Survey being the state level implementing agency of this programme, submitted that lack of availability of space in the Collectorate buildings and the time as being taken for the Construction of separate computer room near the Collectorate buildings had delayed the implementation of the scheme to a large extend. In addition, the shortage of supply of hardware and installation of the same by the NIC also delayed the execution of the scheme. The Director General, NIC being a member of the National Level Steering Committee assured during the meeting that there shall not be any such delay in supplying and installing suitable hardware and training of the



revenue officials. The 9th Plan proposal has been prepared to ensure covering the entire country under the programme and complete the projects by the end of the 9th Plan period.

[Department of Rural Development (Ministry of RA&E), File No. 11015/1/95-LRD dated 12th December, 1996]

**Observation/Recommendation (Para No. 2.7)**

The Committee strongly recommend that adequate attention should be paid to the programme of Computerisation of Land Records. They also urge that it should be ensured that the amount sanctioned for the specific project is spent fully. The spending under the programme should be strictly monitored.

**Reply of the Government**

*Action taken/proposed to be taken*

The physical and financial progress are being monitored by this Department. The National Informatics Centre is also directly collecting from each project district the latest position of Computerisation programme and information regarding utilisation of funds. The implementation is also closely watched by the Technical Committee constituted at the Centre.

[Department of Rural Development (Ministry of RA&E) File No. 11015/1/95-LRD dated 12th December, 1996]

**Observation/Recommendation (Para No. 2.8)**

The Committee also recommend that the Computerisation programme should be continued in Ninth Plan. The budgetary allocation should be stepped up. They further like that the budgetary expenditure during 9th Plan should be meticulously calculated to cover the entire country under the programme.

**Reply of the Government**

*Action taken/proposed to be taken*

As per recommendation of the Standing Committee, budget proposal for the 9th Plan has been prepared by substantially stepping up provisions as over that of the 8th Plan. The year-wise requirement of funds at the district level, State level and for additional activities, have been clearly identified and a total allocation of Rs. 371.90 crore has been proposed against Rs. 48 crore provided during the 8th Plan.

[Department of Rural Development (Ministry of RA&E) File No. 11015/1/95-LRD dated 12th December, 1996]

**Observation/Recommendation (Para No. 3.2)**

The Committee note that serious thought has not been given to training which is one of the important components of the programme. They express displeasure that the Government do not have any data regarding the

number of trainees trained so far or the actual expenditure being met. The Committee would like to be apprised about the details as stated above. They feel that training is the pre-requisite for the success of the computerisation programme. Hence the Committee recommend that more emphasis should be given in this regard.

#### **Recommendation (Para No. 3.3)**

The Committee also recommend that all personnel associated with the Scheme should be given necessary training to facilitate themselves with the new technology. The Committee desire that relevant infrastructure for meeting the training facilities should be created.

#### **Reply of the Government**

##### *Action taken/proposed to be taken*

The NIC through its State-wise and District-wise units is providing training to revenue officials for the computerisation programme. Some States wanted additional funds for providing special training for their officials and the Department has agreed to assist the States in providing such special training wherever necessary. All the software as required by the States have already been developed by the NIC. The Department has also agreed to bear the additional cost, if necessary, for improving upon the existing software by engaging technical people from the private sector. Training of as many officials concerned has been given paramount importance.

[Department of Rural Development (Ministry of RA&E) File No. 11015/1/95-LRD dated 12th December, 1996]

#### **Observation/Recommendation (Para No. 5.1)**

The Committee note that Computerisation of Land Records Programme was launched as 100% Central funded programme during 1988-89. Till date 162 districts in the country have been financed by the Centre out of which 4 districts have been completed. They also observe that the programme was initiated with the noble objective to cover the whole country by the end of the Ninth Plan. However, the Committee find that there are certain drawbacks in the implementation of the programme as pointed out in the preceeding paragraphs of (Part-II) the Report. They hope that the Government would take note of the same and take necessary remedial measures.

#### **Recommendation (Para No. 5.2)**

The Committee note that Computerisation of Land Records is to prepare a record taking all basic information, plot-wise as well as owner-wise with other details as available in Khasra and Khatiyani. They feel that Computerisation of Land Records would never be a substitute to the process of updating basic land maps at the ground level. It would not be out of place to mention here that the said programme would not yield the

desired results unless the country is ready with the basic data of land records. Hence, the Committee would like to recommend that to make the Computerisation programme a success, Government should ensure the success of the Scheme of SRA & ULR for preparing up-to-date basic land records of the country.

### **Reply of the Government**

#### ***Action Taken/proposed to be taken***

The Department availed of the opportunity of the Conference of Revenue Secretaries held on 26th and 27th November, 1996 to review the computerisation programme for the purpose of removing all bottlenecks in implementation of the same as well as amalgamating the process of computerisation with simultaneous updation of land records under the scheme of SRA&ULR. As per recommendations of the Standing Committee as well as the advice of members of the Technical Committee, certain activities like purchase of scanners, digitizers, AO size printers to amalgamate the cadastral records generated by Survey Settlement Department with the updated land records are being captured through the computerisation programme. This approach, as the Department strongly feels, will computerise the total land records for all sorts of subsequent updation through an integrated and automatic mechanism, which will enable to achieve the avowed objective and pave way for a modern land records management.

[Department of Rural Development (Ministry of RA&E), File No. 11015/  
1/95-LRD dated 12th December, 1996]

### **CHAPTER III**

#### **RECOMMENDATIONS WHICH THE COMMITTEE DO NOT DESIRE TO PURSUE IN VIEW OF GOVERNMENT'S REPLIES**

**— NIL —**

## **CHAPTER IV**

### **RECOMMENDATIONS IN RESPECT OF WHICH REPLIES OF GOVERNMENT HAVE NOT BEEN ACCEPTED BY THE COMMITTEE**

#### **Observation/Recommendation (Para No. 3.3)**

The Committee note that there is considerable diversity between the States in the unit of measurement of land. Not only different States have different unit of measurement of land but the respective units of measurement e.g. Acre, Bigha & Biswa have different scale in different States. They are dismayed to note the petty excuse furnished by the Government that use of hectare is quite inconvenient for the land holding gentry belonging to small and marginal groups. They feel that sincere efforts have not been initiated by the Government in this regard. The Committee hope that the poor rural gentry could accept the metric system as they have adapted to the system of kilograms and rupees. Of equal concern is that the whole purpose of Weights and Measures Act, 1976 is defeated by the administering practice. Even after identifying it, the Government have not taken any corrective measures so far to adopt a standardised unit of measurement of land. The Committee, therefore, urge that Government should formulate necessary guidelines in this regard and circulate to States/UTs for strict compliance.

#### **Reply of the Government**

##### *Action taken/proposed to be taken*

This Ministry is persistently pursuing with the States to adopt and quickly implement the metric system of measurement without any further delay, as it is the only legal system and, hence its adoption is mandatory under the Weights and Measures Act, 1976. In the last Conference of the Revenue Ministers of the States held in New Delhi on 27.12.95, a resolution was adopted unanimously for adoption of metric system. The States are reportedly taking steps for conversion of existing land records into the metric system. Wherever fresh or revisional survey settlement operation has been taken up, the cadastral maps are being prepared in 1:4000 scale to get hectares and square metres in area calculation and to produce the revenue records accordingly. Considering the size of the country, number of villages, small plots and insufficient manpower for recalculation of the areas and revising the line maps in accordance with the new scales will admittedly take quite some time. The matter was discussed in the Revenue Secretaries' Conference held on 26th November, 1996 and it was observed that alongwith computerisation of land records and

scanning of existing cadastral maps and digitizing the same may lead to early conversion of revenue records including maps in the metric system. The technical advice given by the Technical Committee in this connection is being communicated to the States as a part of the minutes of the aforesaid meeting.

[Department of Rural Development (Ministry of RA & E) File No. 11015/1/95-LRD dated 12th December, 1996]

#### **Comments of the Committee**

Please see Paragraph No. 6 of the Chapter I of the Report

#### **Observation/Recommendation (Para No. 4.3)**

The Committee observe that survey-re-survey/settlement of land records are overdue in many States/UTs. They also note that the situation is alarming in North-Eastern States where survey settlement operations have not been started as yet. Further, Central Government do not have up-to-date information regarding survey/re-survey and settlement made in respective States/UTs. The Committee would like to recommend that Government should collect the up-to-date information from the States in this regard. After having the clear and exact position they should chalk out a time bound programme to complete survey/re-survey and settlement in the States where these are overdue. They would also like that more stress should be given towards the North-Eastern States. These States should be given more financial assistance as compared to other States/UTs.

#### **Recommendation (Para No. 4.4)**

The Committee also recommend that the Ministry should find out ways and means to simplify survey/re-survey and settlement operations expeditiously.

#### **Reply of the Government**

#### *Action taken/proposed to be taken*

The Department agrees with the recommendations of the Standing Committee and States are also willing to go forward with revisional survey settlement operation as well as fresh survey where the same has not been done as yet. But the cost involved is so high that, most States find it difficult to undertake the task. An estimated average cost of conducting revisional survey settlement operation over 1 sq. km. of area in the recently surveyed districts of Madhya Pradesh appears to be Rs. 17,343/-. The country having a total area of 328.726 million sq. kms. may, therefore, require a total investment of around Rs. 5701 crore, if not more, for the difficult regions in the Himalayan and North-Eastern States (the current year's cost is escalated to Rs. 19,550 per sq.km. in MP itself, which means a national investment of around Rs. 6426.59 crore). The State of Andhra

Pradesh has prepared a plan estimate for revisional survey settlement of all the 23 districts of the States at a cost of Rs. 200 crore. The time taken for completion of such operation, as experienced in recently surveyed districts, is about 5-6 years and since the existing survey staff and machinery at the disposal of the State is unable to take up all the districts at a time, hence, the total time taken by the State to complete a survey settlement operation from preparation of line map and upto publication of settlement records appears to be around 15 years as experienced in West Bengal and Madhya Pradesh. The Department has, therefore, suggested the States to adopt latest technologies globally available in this subject i.e. use of total station, global positioning system, aerial photography and digitization of maps, use of photogrammetric system in survey settlement operation along with the conventional plane table survey to take up the job on priority basis where the felt need is higher. The Department has proposed to increase its budgetary allocation in the 9th Plan for early adoption of the latest technology in the field to reduce both the operational cost as well as time taken for completion of the survey settlement works.

[Department of Rural Development (Ministry of RA & E) File No. 11015/1/95-LRD dated 12th December, 1996]

#### **Comments of the Committee**

Please see Paragraph Nos. 13 and 14 of the Chapter-I of the Report.

#### **Observation/Recommendation (Para No. 4.8)**

The Committee note that cities are expanding due to population growth and migration etc. Further, with the expansion of cities more and more village boundaries are coming under the purview of an urban area as per the urban land ceiling Act. They also note that the cities have not maintained up-to-date land records. In view of this, the land coming under the purview of urban land ceiling Act are reflected in the rural maps. As such the Committee would like to recommend that Urban & Rural Ministries/Departments should coordinate in the process of updation of land records so that city and village maps reflects the exact existing position.

#### **Recommendation (Para No. 4.9)**

Further the Committee note that in the case of desolated villages the land falling under their purview is being reflected in the village maps of adjoining areas. The Committee would like to recommend that Government should formulate some sort of guidelines in this regard so that the maps of such desolated villages reflect the exact and correct position.

#### **Reply of the Government**

#### ***Action taken/proposed to be taken***

For surveying both the cities and villages, the only machinery available with the State Governments is the Directorate/Commissionerate of Survey Settlement and Land Records. Though the Revenue Department is giving maximum attention for survey settlement of villages but in the process towns and cities are being left over. Till there is an alternative organisation

for survey settlement activities to be carried out in the cities/urban areas, it will be the responsibility of the State Government to maintain the maps and settlement records and update the same in the cities and growing urban areas. Big cities like Bombay and Calcutta having very many high rise buildings require wider scale of maps and such survey can be effectively taken up through aerial photography from reasonably fixed up distance. The survey/re-survey requirement of old as well as newly urbanised areas will be tackled by the existing State level Directorates/Commissionerates. However, financial assistance may have to be extended for the aforesaid purpose from the Ministry of Urban Affairs & Employment as substantial requirement of funds under the aforesaid programme is requisitioned by the States. As soon as such requirement of funds for town/city survey is received the same will be forwarded to the Ministry of Urban Affairs & Employment for considering release of financial assistance from their budgetary Head.

[Department of Rural Development (Ministry of RA&E) File No. 11015/1/95-LRD dated 12th December, 1996]

#### **Comments of the Committee**

Please see Paragraph No. 18 of the Chapter I of the Report

#### **Observation/Recommendation (Para No. 5.4)**

The Committee are surprised to note that there is no monitoring of actual updating of revenue maps in the Scheme on the ground that physical achievement is not quantifiable. They feel that this might have been the major factor for the poor performance of the Scheme as well as low utilisation of funds. They strongly recommend that the guidelines of the Scheme should be revised to give a room for proper monitoring of the programme.

#### **Reply of the Government**

#### *Action taken/proposed to be taken*

The Department does not provide funds for all activities relating to survey settlement operation and updation of land records. It only provides financial assistance, at present, to support the State Governments to adopt more advance technologies buying sophisticated/relevant equipments to adopt such technologies and training their manpower for the modernisation of the survey settlement operation. The type of financial assistance provided by this Department for inducing the State Governments to improve the existing quality of the delivery system and hence a total monitoring of "actual updating of revenue maps" in the States has not so far been taken up, as that is a bigger issue and falls within the exclusive jurisdiction of the State Governments. The funds released by this Department are not to bear the cost of survey settlement operation and hence the cost of such operation is not questioned by the Department. However, the Department takes item-wise report of execution of any project including purchase of any set of equipments and utilisation of funds



for the purpose for which they have been sanctioned. The utilisation certificates received from the States in the prescribed format are taken for granted as the State Governments in accordance with their financial rules and procedure subject to annual audit by the State Account General, utilise the funds after observing all financial formalities. No specific financial irregularity has been so far reported. Hence, neither direct and field level monitoring of use of funds nor the cost efficiency of survey settlement operation including printing of maps were considered necessary and expedient by this Department. Moreover, since the State Governments are also contributing 50% of the cost of all the approved items, they have their own responsibility to look into proper utilisation of funds. The Department, however, keeps a vigilant eye and procure the information regarding the actual improvement of maintenance of land records and making the same available to common citizens as on demand. Some States have been suggested to procure map printing machines to make cadastral survey maps available instead of supplying plot map on tracing paper.

[Department of Rural Development (Ministry of RA&E), File No. 11015/1/95-LRD, dated 12th December, 1996]

#### **Comments of the Committee**

Please see Paragraph No. 21 of the Chapter I of the Report

#### **Observation/Recommendation (Part-II Para No. 4.5)**

The Committee note that as per the guidelines, provisions have been made for the physical and financial monitoring by field visits. Further States are required to furnish the Quarterly Progress Report. They are disturbed to note that the States are not implementing the mandatory provisions of the guidelines as admitted by the Ministry in their written notes. Further, the poor financial and physical achievement of the programme as detailed in Chapter II (Part-II) of the report speaks volume of the poor monitoring of the programme. The Committee stress to strengthen monitoring specifically in view of the fact that the programme is a 100% Centrally funded programme. They would like to recommend that States should be instructed to follow the guidelines strictly. They would also like to be apprised about the number of field visits carried by the field inspectors and the outcome of such visits. The Committee recommend that States should be required to furnish the reports pertaining to the field visits to the Centre alongwith the corrective measures taken by them. They also urge that the said provisions should be included in the guidelines to be issued by the Centre. Further, they also feel that linkages amongst the different implementing bodies of the programme at Centre, State, District and Village levels should be strengthened. Timely evaluation of the programme should also be made compulsory.

**Part - II Recommendation (Para No. 4.6)**

The Committee note that so far, only one evaluation study of the Morena Project of Madhya Pradesh has been assigned to LBSNAA, Mussoorie the report of which is still awaited. They would like to be apprised about the findings of the said study and the follow-up action by the Government. The Committee also stress that evaluation studies by independent agency/organisation in case of the other 3 completed projects should be expedited.

**Reply of the Government**

*Action taken/proposed to be taken*

The State-wise Area Officers and other Officers who visited have been requested to give report of the computerisation programme presently undergoing in 223 districts. In addition, the NIC is directly collecting the progress reports through their District Informatics Officers and submitting the same to this Department after necessary compilation. For evaluation of the programme, Lal Bahadur Shastri National Academy of Administration, Mussoorie has been given a turn-key project for evaluation of the project district of Morena in the State of Madhya Pradesh to identify the benefits generated out of the computerisation programme. The said Academy has been requested to complete the evaluation studies without further delay. The Steering Committee constituted by the Department is closely monitoring the progress and guide the States in adopting the scheme in the desired lines.

[Department of Rural Development (Ministry of RA & E) File No. 11015/1/95-LRD dated 12th December, 1996]

**Comments of the Committee**

Please see Paragraph No. 24 of the Chapter I of the Report.

**CHAPTER V**

**RECOMMENDATIONS IN RESPECT OF WHICH FINAL REPLIES  
OF GOVERNMENT ARE STILL AWAITED**

— NIL—

**NEW DELHI;  
July 24, 1998**

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***Shravana 02, 1920 (Saka)***

**KISHAN SINGH SANGWAN,  
Chairman,  
Standing Committee on Urban  
& Rural Development.**

## APPENDIX I

### COMMITTEE ON URBAN & RURAL DEVELOPMENT (1997-98) MINUTES OF THE FIRST SITTING OF THE ACTION TAKEN SUB- COMMITTEE HELD ON MONDAY THE 17TH NOVEMBER, 1997

The sub-Committee sat from 1100 hrs. to 1130 hrs. in Committee Room 'E', Parliament House Annexe, New Delhi.

#### PRESENT

Shri Nilotpal Basu—*Convenor*

#### MEMBERS

2. Shri C. Narayana Swamy
3. Shri Suryabhan Patil Vahadane

#### SECRETARIAT

- |                           |                             |
|---------------------------|-----------------------------|
| 1. Shri S.C. Rastogi      | — <i>Director</i>           |
| 2. Shrimati Sudesh Luthra | — <i>Under Secretary</i>    |
| 3. Shri P.V.L.N. Murthy   | — <i>Assistant Director</i> |

2. At the outset, the Convenor welcomed the members to the sitting of the sub-Committee.

3. The sub-Committee then considered and approved the draft report\*\* on action taken by the Government on the recommendations contained in the 26th Report of the Committee (10th Lok Sabha) on the subject 'Preparation, Maintenance, Updating and Computerisation of Land Records under Centrally Sponsored Schemes—An Assessment'.

4. The sub-Committee decided that the report as approved by them might be placed before the whole Committee for their consideration and approval.

*The sub-Committee then adjourned.*

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\*\* Not enclosed, copies of report already circulated.

## APPENDIX II

### COMMITTEE ON URBAN & RURAL DEVELOPMENT (1998-99) MINUTES OF THE 15TH SITTING OF THE COMMITTEE HELD ON WEDNESDAY, THE 22ND JULY, 1998

The Committee sat from 1500 hrs. to 1630 hrs. in Committee Room 'B', Parliament House Annexe, New Delhi.

#### PRESENT

Shri Kishan Singh Sangwan — *Chairman*

#### MEMBERS

#### *Lok Sabha*

2. Shri D.S. Ahire
3. Dr. Shafiqur Rahman Barq
4. Shri Padmanava Bchera
5. Shri Sriram Chauhan
6. Shri Shivraj Singh Chouhan
7. Shrimati Malti Devi
8. Shri Ramkrushna Suryabhan Gavai
9. Shri Vinod Khanna
10. Shri Subhash Maharia
11. Shri Chandresh Patel
12. Shri Rameshwar Patidar
13. Shrimati Jayanti Patnaik
14. Shri Mullappally Ramachandran
15. Shri Gaddam Ganga Reddy
16. Shri Ramjidas Rishidev
17. Shri I.M. Jayaram Shetty
18. Shri Vithal Baburao Tupe
19. Dr. Ram Vilas Vedanti

#### *Rajya Sabha*

20. Shrimati Shabana Azmi
21. Shri Nilotpal Basu
22. Shri Jhumuklal Bhendia
23. Dr. M.N. Das
24. Shri Onkar Singh Lakhawat
25. Prof. A. Lakshmisagar

## SECRETARIAT

1. Shri S.C. Rastogi —*Director*
2. Shrimati Sudesh Luthra—*Under Secretary*
3. Shri P.V.L.N. Murthy —*Assistant Director*

2. At the outset Chairman, welcomed Shri Jhumuklal Bhendia and Dr. M.N. Das, MPs (Rajya Sabha) who were nominated to the Committee w.e.f. 17.7.1998.

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5. The Committee also considered and adopted the following draft reports which were approved by the sub-Committees concerned of the earlier Committee (1997-98) and which could not be adopted by the main Committee due to the dissolution of 11th Lok Sabha, without any modifications:

- (i) Draft Action Taken Report on 26th Report (10th Lok Sabha) on 'Preparation, Maintenance, Updating and Computerisation of Land Records under Centrally Sponsored Schemes—An Assessment'

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The Committee then authorised the Chairman to finalise the said reports and present the same to the Houses of Parliament.

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*The Committee then adjourned.*

### APPENDIX III

(Vide Para 4 of the Introduction)

#### *Analysis of the action taken by the Government on the recommendations contained in the 26th Report (10th Lok Sabha)*

<b>I. Total Number of Recommendations</b>	<b>31</b>
<b>II. Recommendations that have been accepted by the Government</b>	
(Part I Para Numbers: 2.6, 2.8, 2.9, 2.10, 2.11, 3.4, 3.5, 3.6, 4.7, 5.5, 6.6, 6.7, 6.8, 6.9, 6.10 and 6.11)	16
(Part II Para Numbers: 2.6, 2.7, 2.8, 3.2, 3.3, 5.1 and 5.2)	7
Percentage to the total recommendations	23 (74.19%)
<b>III Recommendations which the Committee do not desire to pursue in view of the Government's replies</b>	<b>Nil</b>
Percentage to the total recommendations	Nil
<b>IV. Recommendations in respect of which, replies of the Government have not been accepted by the Committee</b>	
(Part I Para Numbers: 3.3, 4.3, 4.4, 4.8, 4.9 and 5.4)	6
(Part II Para Numbers: 4.5 and 4.6 )	2
Percentage to the total Recommendations	8 (25.81%)
<b>V. Recommendations in respect of which final replies of the Government are still awaited</b>	<b>Nil</b>
Percentage to the total Recommendations	Nil