

2017

**Outcome Review study of the Scheme of  
Computerization of the records of the  
State Wakf Boards  
(Commissioned by MoMA)**



**A Study by  
National Institute of  
Labour Economics  
Research and  
Development**

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## Foreword

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The application of modern Information Technology (IT) is very much essential to manage the Wakf data across the country to bring to its modernization of organizational efficiency and transparency in terms of costs and time. Computerisation of all the Wakf records and other available data is fundamental in the first instance and therefore, computerization of the records of State Wakf Boards was recommended by The Joint Parliamentary Committee on Wakf in its 9<sup>th</sup> report to Parliament. The recommendation was approved by the Government of India and the scheme for computerisation of wakf records was introduced by the Ministry of Minority Affairs (MoMA) during 11<sup>th</sup> Plan period to streamline record keeping, introduce transparency and computerize the various functions and processes of the Wakf Boards and to develop a single web-based centralized software application. This initiative allows an online system for registering of the properties, annual income filing, transparency in leasing and litigation, searching Wakf properties in an area and getting information on their status.

The present study ‘Outcome Review of the ‘Scheme of the Computerization of the records of State Wakf Boards’ was commissioned by Central Wakf Council (CWC), MoMA, Government of India to National Institute of Labour Economics Research and Development (NILERD) to look into whether the scheme has met its objective and should be continued beyond 12<sup>th</sup> Plan period and whether there are any challenges being faced by SWBs. The study is also supposed to see whether there is a need for any modifications of the scheme. NILERD has successfully completed the study with the above objectives using a mixed methodology based on the secondary as well as primary data.

The present review concludes that the computerization of SWBs is an important scheme for maintaining the records, bringing in transparency as well raising the income of the Wakf Boards which will in turn be utilized for the upliftment of the minority community. The scheme has progressed on a very slow pace. There is a strong need to empower State Wakf Boards (SWBs) with greater budgets and a good administrative and legal officers and computer professionals, etc. The scheme was to be implemented in three phases with phase-wise objectives and targets for 12<sup>th</sup> Plan period were given clearly in original scheme and phase-I was to be completed by October 2016. However, the study suggests that the phase-I is yet to be completed and therefore, the scheme needs to be continued for the next five years period so that all the three phase activities and modules are

completed in all the SWBs. The detailed findings and recommendation have been given in reports and I am sure the same will be useful for effective and efficient implementation of the scheme.

I wish to express my gratitude towards the officers of MoMA and CWC for providing logistic support and relevant data to accomplish the study. I would like to place on record my gratitude to Shri J. Alam, Joint Secretary (H&W), MoMA for his guidance towards carrying out the project and sincere thanks to Smt. A. Dhanalakshmi, Director (Wakf) and Shri Pradeep Kumar Under Secretary (W) for their continued support in collecting relevant information and data. Wide consultations and dialogue with the officials of SWBs, CWC and staffs were held which enriched the findings and helped us to develop the recommendations. I am grateful to all of them. I am also grateful to the SWBs who cooperated in primary survey and provided their valuable suggestions. This report is an outcome of immense hard work and collective effort of a dedicated team of researchers supported by technical officials as well as administrative staff of NILERD under the guidance of Dr. Pitam Singh, Director (Administration). I place on record my sincere thanks to the whole team.

I am pleased to present this report for consideration of the MoMA and CWC and hope it would be useful as feedback for further continuation of the scheme and correcting inherent weak areas for better implementation of the scheme.

Dr. Yogesh Suri  
Director-General  
NILERD

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## Executive Summery

The Constitution of India has recognized the institution of ‘Wakf’ as a concept covering ‘Trusts and Trustees’ and ‘Charities and charitable institutions, charitable and religious endowments and religious institutions’ which is incorporated in the List III (Concurrent List) of the Seventh Schedule to the Constitution. Thus, both the Central and State Governments may make laws relating to Wakf. To prevent any misuse of the Wakf properties and to govern the administration related to such properties, the Wakf Act, 1954 was enacted, by which the Central Wakf Council was established. To bring in more efficiency, transparency to improve the administrative structure and management of Wakf properties, the Wakf Act, 1954, was amended time to time (in 1959, 1964, 1984, 1995 and 2013). State Wakf Boards were constituted by the State Governments in view of the provisions of the Wakf Act, 1995. Several Apex Committees and Commissions gave their recommendations for the overall upliftment of the Muslim communities. The Sachar Committee (2006), Joint Parliamentary Committee (2008) and Consultative Parliamentary Committee of Government of India, have recommended that the revenue generated from Wakf properties should be utilized on the welfare of minorities in the area of education, employment, equity and participatory role, etc. It is notable that all the above mentioned Committee shave laid special emphasis on examining the role of SWBs and streamlining of Wakf properties. It has been recognized on various forums and platforms, organized at the highest level, that Wakf properties have huge socio-economic and educational development potential for uplifting the life of Muslim minorities in the country.

The Joint Parliamentary Committee on Wakf submitted its 9<sup>th</sup> report to Parliament on 23.10.2008 wherein it had recommended computerization of the records of State Wakf Boards with the following objectives:

- Wakf Properties Registration Management
- Muttawalli Returns management
- Leasing of properties management
- Litigations Tracking Management system
- Documents Archiving & Retrieval Management system
- GIS of Wakf Properties to develop coordinates to prevent encroachment

- Funds Management to Mosques, Durgah, Kabristan, Imams, Muazzins, widows, scholarships, schools, hospitals, Dispensaries, Musafirkhanas, Skill Development Centres etc.;
- Loans Management for Development of f urban Wakf properties;
- Right to information Act compliance, 2005

The scheme of computerization was launched during the 11<sup>th</sup> Five Year Plan (FYP) and was continued during 12<sup>th</sup> FYP for completion of its first phase.

As per the order of Ministry of Finance, Government of India, all Ministries and Departments had to undertake an outcome review of their outgoing schemes at the end of 12<sup>th</sup> FYP for further continuation and resubmit the same for appraisal and approval. The approval for continuation may be sought if the outcome review of the scheme has been positive and shows that though the scheme has been effective in achieving its objectives still there is a need to continue the scheme in view of its mandate and performance. In view of this, Council (CWC), Ministry of Minority Affairs (MoMA) awarded Impact Evaluation study of the Scheme of “Computerization of the records of State Wakf Boards” to NILERD.

The present evaluation study aims to examine; whether the scheme has met all its objectives; Challenges being faced by State Wakf Boards in implementation of the Scheme; whether the scheme needs any modification; how effective is the operation of the Scheme in the SWBs and UTs; and whether the scheme may be continued further. If so, what should be the duration of the Scheme?

To meet the objectives of the evaluation, both primary and secondary data has been used in the study. The main source of secondary information has been accessed from WAMSI web portal. The primary survey has been conducted through a structured questionnaire sent to all the SWBs. Main findings and recommendations are given below:

#### **Findings:**

- It has been observed that the present scheme was to be implemented in three phases with phase-wise objectives and targets for 12<sup>th</sup> Plan period as clearly indicated in original scheme. Phase-I was to be completed by October 2016 wherein Centralised Computing Facility (CCF) was to be set up in all SWBs and

data entry in Wakf Management System in India (WAMSI) project of all four modules (Registration, Return, Leasing and Litigation) in all the SWBs was to be completed. However, the study suggests that the phase-I is yet to be completed and therefore, the scheme needs to be continued for the next five years period so that all the three phases related activities are completed in all the SWBs.

- The year-wise financial performance has been analyzed. The financial performance of the scheme has not been satisfactory as MoMA did not provide sufficient funds as envisaged in the original scheme as per allocated budget and whatever funds were released to SWBs could not be fully utilized.
- Also, there is need to provide financial assistance towards manpower to State Wakf Board for carrying out Data Entry in all 4 modules of WAMSI On-line Portal by deploying Technical Operators. The manpower may be decided according to number of Wakf properties so that data entry in all four module of the WAMSI could be expedited.
- From the Monthly Progress Report (MPR) of WAMSI project, it has emerged that the pre digitization work of Wakf properties has increased about 6 folds from 2012 to 2017 April and about 87% of the work has been completed.
- Similarly, Registration of Estates Records in On-line System Registration Module have increased significantly in the last 5 years at all India level. In April 2012, only 92058 records were entered in the on-line system, which has increased to 311453 by April, 2017.
- It has been observed that after computerization, the entry of the records has gone up. Now, Mutawallis are more compliant towards filing of annual return as the data is in Public Domain through On-line system public interface. The records in return filing have increased from 53 in 2012 to 2, 0688 by 2017 April.
- Under Leasing Module, the data revealed that records in the leasing have grown from 41 in 2012 to 10056 in 2017, with about 77% of the records being accounted for by the State of Haryana. Entry in WAMSI litigation module has also gone up substantially.

- It has also been observed that some states are still in the process of implementation of phase I of the scheme while some have entered into phase II i.e. GIS mapping.
- The primary data revealed that out of 17 SWBs who responded, only 6 SWBs (35%) of respondents such as Bihar (Sunni), West Bengal, Gujarat, Karnataka, Madhya Pradesh and Puducherry have full-time CEOs. Considering 17 as sample, similar situation may be existing in case of another 14 remaining SWBs.
- The staff position of the 17 SWBs respondents shows that out of 746 sanctioned posts, 368 posts have been lying vacant since long resulting in the serious dearth of technical manpower across all the SWBs.
- It was found that in 53% of the surveyed SWBs, up-to-date audit of the accounts of Muttawallis had been conducted. Only 23.5% of the SWBs have Separate Annual Returns for each property within each Wakf.
- For proper survey and cross checking of Wakf properties and reporting changes on the ground, regular visit to the properties is required. It emerged that in about 18% of the SWBs, such visits are not conducted.
- Only about 70% of the SWBs have completed first phase of computerization process. The data revealed that CCF is working properly in 82% of the surveyed SWBs. It emerged from the survey that 47% of the SWBs have sent their existing staff for training and orientation on WAMSI online system. The trained staff has started working on WAMSI online system, preparing Meta Data of wakf properties and updating the records.
- In 41% of the SWBs, like Assam, Meghalaya, Gujarat, Jharkhand, Lakshadweep, Himachal Pradesh and Delhi the Board website has not been developed yet.
- .Majority (82%) of the SWBs send periodical report of retrieval of properties from encroachment and unauthorized occupation on Wakf properties to the CWC.
- It was found that 53% of the SWBs do not have funds to upgrade and maintain the IT equipment. About 94% of the SWBs who responded put in efforts to preserve the documents. In Bihar (Shia), such preservation of documents is yet to be done.

## Recommendations

- It has been observed that the scheme has met its objectives partially as only Phase-I has progressed well and is about to be completed. Though a substantial progress has been made in the scheme on computerization of the records, there still remains a lot of work to be done as the process has been slower and the target dates of completion of the modules has already lapsed. Therefore, the scheme needs to be continued for the next five years period so that all the three phases' related activities are completed in all the SWBs.
- It has been observed that there are five agencies namely; MoMA, State Government, CWC, SWBs and NIC that are actively involved with specified roles and responsibilities in the implementation of the present scheme. However, there is a lack of coordination among these agencies in monitoring the progress and supervising the implementation of the scheme, which needs to be strengthened. The scheme was supposed to be monitored by the State Level Coordination Committee (SLCC) at State level and by Steering Committee headed by Joint Secretary concerned at the Ministry or Central level. However, it has been found that not many meetings of the above committees have been held during the entire period of operation of the scheme.
- For better monitoring of the scheme, regular interaction with CEOs of the SWBs is also imperative. For this purpose, it is recommended that Video Conference facilities in 32 SWBs and in CWC should be provided under the scheme for effective monitoring of the project and also for better supervision of State Wakf Boards. It will not only enhance efficiency but would also save time and cost overrun in the implementation of the various activities and projects.
- Further, data received from the 17 States suggest that many SWBs such as Bihar State Shia Wakf Board, West Bengal Wakf Board, Haryana Wakf Board, Jharkhand State Sunni Wakf Board and Karnataka State Board of Wakf have not yet set up SLCC, which is mandatory for implementation of the scheme. Therefore, all the States which have not yet set up SLCC need to be advised to initiate actions for the same and no funds should be released unless SLCC is in place.

- The past experience suggests that wherever there are various agencies involved in the implementation of a scheme, it is essential to have an inbuilt mechanism for a very close coordination for a periodic review of the progress. Though, this element is present in scheme in the form of the various committees like SLCC, Steering Committee and Project Management Committee for monitoring and evaluation, however, these committees have not been performed their task very effectively as not many meetings have been held as envisaged in original scheme..
- There are several challenges in implementation of scheme but the biggest challenge is to sensitize the State Governments to play a proactive role and to fill-up mandatory posts in a time-bound manner so that scheme can be successfully implemented. The SWBs are the institutions of the States and States have to strengthen them by providing sufficient resources both human and financial.
- As per information submitted by the 17 States, it has been observed that only 6 States have appointed full-time CEOs and 10 States have part-time CEOs and Uttar Pradesh Central Sunni Wakf Board has no CEO. Large number of posts of Wakf Inspector/Auditor and Legal Assistant have been lying vacant since long. Also, 50 percent post of ZO which were created under the scheme has not been filled up.
- The management and administration of a Wakf is vested in Mutawallis but they have no right in the property and their status is merely of a supervisor or a Manager. Though Mutawallis are persons who dedicated their life to the Islamic principles and had good family background but the current study suggests that there are instances where some Mutawallis misused their position as administrator of Wakf properties. From the information submitted by the 17 States it has been observed that 10 States have enquiry cases going on against the Mutawalli/Management. Therefore, there is a need for sensitization of Mutawallis about their role and duties and government procedures for land leasing, etc.
- It has been observed that the main duties of Mutawallis include: carrying out the directions of the Board in accordance with the provisions of the Act; furnish returns and supply information to the Board from time to time; allow inspection of Wakf properties, accounts and records or deeds and documents; discharge all

public dues and any other action which is lawfully required as per the Act. Considering the educational background of many Mutawallis, there is a need for capacity building of Mutawallis and to educate them about their roles and responsibilities, office procedural requirement, accountancy, lease rules, filing of returns, etc.

- Muttawallis / Wakf Institutions are main stakeholders. In order to promote them to do data entry in WAMSI Module, best performing Muttawallis who adopted best practices and use technology may be awarded by giving cash prize, Memento and citations, etc. as token of incentive, which will motivate them and encourage to enter data in WAMSI modules..
- The MoMA has taken much initiative and introduced many schemes for the development and management of Wakf properties. However, general awareness among different stakeholders, beneficiaries, and masses in particular, appears to be limited. Therefore, there is a need to run national level general awareness campaigns about the various initiatives and schemes introduced by the Government for the development and management of Wakf properties on an urgent basis.
- There are also other challenges such as delay in release of funds, leadership deficiency at SWBs level, untrained staff, delayed detection of reports on encroachments on wakf properties, problems in procuring Revenue Record, insufficient fund for meeting day to day expenditure on salary of CCF staff, maintenance of computer and miscellanies charges of CCF under the scheme, slow speed of server etc. The implementing agencies need to look into these issues for better functioning of the scheme. There is need for continuous training to SWB Staff to operate WAMSI On-line System at state level and to manage CCF. To encourage the staff of the SWB to do data entry in the WAMSI Module, an incentive for per entry made in each module by SWBs is highly recommended.
- Further, the CCF has been in operation for last seven to eight years and there has been technological changes in ICT. Therefore, Computers required upgradation and replacement in some cases. Hence, financial assistance for maintenance of

Centralized Computing Facility (CCF) and modernization in 32 SWBs may be provided.

- Office automation is essential part of better administration of any office. Hence, SWBs and CWC should be equipped with Web Based ERP Solution Software for better administration.
- The present scheme needs to be modified with higher outlays in such a manner that it facilitates state wakf boards and creates competition among various SWBs for performing better. The SWBs working efficiently in achieving their targets/objectives of computerization of records may be incentivised so that other states will be encouraged.
- Duplication and multiple entries in WAMSI online system cannot be checked. The system may be upgraded to check the duplicate entries. A proper scheme/ guide line for the Board employee may be provided to avoid frequent change of staff and better administration and management of the Board.
- The proper maintenance of WAMSI website is also not in place across in many states. WAMSI data should be upgraded by entering GPS Coordinates and photographs. GIS (geographical information system) has been introduced to map the property. This requires the computerization of Wakf records as well as the user friendly GIS application based Wakf management system to bring transparency, more efficient Wakf administration and management in all the states.
- There is a need to develop a mechanism to ensure timely detection of reports on encroachments on wakf properties. This will help in early solutions and enhanced incomes of wakf. To enhance efficiency, there is a need to arrange training and refresher course on office procedure to complete and operation of computerization. .

## **Chapter I**

### **Introduction**

Wakf literally means ‘detention’, which in legal terms means detention of movable and immovable properties so that the revenue generated from them may be available for religious or charitable purposes. The concept of Wakf (endowment) in the Shariah is an empirical embodiment of this very proposition. As per the Wakf Act 1954, "Wakf means the permanent dedication by a person professing the Islam, of any movable or immovable property for any purpose recognized by Muslim Law as religious, pious, or charitable". Wakf properties include landed (often agricultural) properties, built up commercial and residential properties, Mosques, Dargahs, Khanqahs, Maqbaras, Ashoorkhanas, Qabristans (graveyards), Takiyas, Idgahs, Imambaras, Anjumans etc.

The Constitution of India has recognized the institution of ‘Wakf’ as a concept covering ‘Trusts and Trustees’ and ‘Charities and charitable institutions, charitable and religious endowments and religious institutions’ which is incorporated in the List III (Concurrent List) of the Seventh Schedule to the Constitution. Thus, both the Central and State Governments may make laws relating to Wakf. To prevent any misuse of the Wakf properties and to govern the administration related to such properties, the Wakf Act, 1954 was enacted, by which the Central Wakf Council was established. To bring in more efficiency and transparency and to improve the administrative structure the Wakf Act, 1954, was amended time to time (in 1959, 1964, 1984, 1995 and 2013). State Wakf Boards were constituted by the State Governments in view of the provisions of the Wakf Act, 1995. These are democratized bodies and work towards management, regulation and protection of the Wakf properties by constituting District Wakf Committees, Mandal Wakf Committees and Committees for the individual Wakf Institutions. Several Apex Committees and Commissions like Sachar Committee (2006), Joint Parliamentary Committee (2008), Consultative Parliamentary Committee of Government of India have given their recommendations for overall upliftment of Muslim communities, focusing on education, employment, equity and participatory role etc. It is notable that these committees have laid special emphasis on examining the role of state Wakf Boards and management and streamlining

of Wakf properties. It is recognized that there exists a huge socio-economic and educational development potential of Wakf in uplifting the life of Muslims.

India has the largest number of Wakf properties in the world. These properties are spread out all over the country. It was noted that the basic survey of Wakf properties have not been completed in most of the States. There is hardly any development of Wakf Properties due to which, a very substantial income that these properties which could have been generated for the welfare schemes of the community are lost every year. In a large number of cases, Wakf properties are observed to be inefficiently managed.

Due to lack of systematic documentation, Wakf records were not properly maintained and even when recorded, they are not done scientifically or in the legal way. There are cases where survey records did not match with the preserved record. According to the Sachar Committee Report, the Awkaf administration and management in India is in complete disorder with evidences of their misuse crumbling down slowly towards a sure death. This is due to the extensive mismanagement, ill-administration, encroachments and misuse of the Awkaf properties in whole of the country.

According to Sachar Committee (2006), 'there were more than 4.9 lakhs registered Wakfs spread over different states and union territories of India. Large concentration of the Wakf properties was found in West Bengal (148,200) followed by Uttar Pradesh (122,839). Other states with a sizeable number of Wakfs were Kerala, Karnataka and Andhra Pradesh. The total area under Wakf properties all over the country was estimated at about 6 lakhs acres and the book value at about Rs 6,000 crores. Market value of these properties was much higher. The annual income from these properties was only about Rs. 163 crores, which amounted to a meager rate of return of 2.7 per cent. Of this amount, the Wakf Boards were entitled to receive a share at the rate of 7% which was used for the working expenses of the Wakf Boards. The remaining amount was expected to be spent on meeting objectives (education, skill development etc.) of the respective Wakfs. As the book values of the Wakfs properties were about half a century old, the current value then would have been several times more. The Committee estimated the market value of the Wakf properties to be Rs. 1.2 lakhs crores (1,200 billion). The Committee observed that if these properties were put to efficient and marketable use they could generate at least a minimum return of 10 per cent which is about Rs. 12,000 crores per annum. It mentions that wherever the Wakf lands have been put to efficient use they have generated an average return of

about 20 per cent. It is obvious, therefore, that if some of these Wakf properties situated in prime locations across the country are developed and put to commercial use, their market value and annual income will increase substantially. The Committee further emphasized that data on nature, type and distribution of Wakf properties should be routinely available for the purpose; surveys of the properties of the Wakfs have to be undertaken on a regular basis as per the Act.

The Joint Parliamentary Committee on Wakf submitted its 9<sup>th</sup> report to Parliament on 23.10.2008 wherein it had recommended computerization of the records of State Wakf Boards at an estimated cost of Rs.25 Crore. The recommendation was approved by the Government of India and a token provision of Rs. 10 Crore in Budget Estimate (BE) of 2009-10, was kept to streamline record keeping, introduce transparency, and computerize the various functions & processes of the Wakf Boards and to develop a single web-based centralized software application. The Scheme for "Computerization of records of the State Wakf Boards" was launched by the Ministry of Minority Affairs, Government of India. This initiative allows an online system for registering of the properties, annual income filing, transparency in leasing and litigation, searching Wakf properties in an area and getting information on their status. At the start of Computerization Process, Immovable Wakf Properties reported by 29 SWBs were 3,19,670.

The more recent approach by using GIS (Geographical Information System) is an innovative way to help managing the Awkaf more efficiently to bring transparency, more efficient and encroachment-free Wakf administration and management in the country. As a step towards this, the computerization of Wakf records and development of WAMSI and its website brings a hope for future management of Wakf records in the country. The forthcoming chapter discusses the details of the scheme.

## **Chapter II**

### **The Present scheme**

Taking cognizance of the lack of development of the Wakf properties and with the recommendation by Joint Parliamentary Committee on Wakf in its 9th Report, the Scheme for "Computerization of records of the State Wakf Boards" was launched by the Ministry of Minority Affairs, Government of India, to streamline record keeping, introduce transparency, and to computerize the various functions & processes of the Wakf Boards and to develop a single web-based centralized software application.

In this Scheme, Central financial assistance is given to the State Wakf Boards for setting-up of ICT Infrastructure, Technical Manpower for initial hand-holding period for Managing & Operating the ICT Infrastructure and Software Applications, Imparting Training and Knowledge Transfer to the State Wakf Boards Staff for Managing & Operating the ICT Infrastructure and Software Applications and Data Management Life Cycle during & at the end of hand-holding period and general maintenance assistance during the Hand-holding period.

#### **Objectives of the Scheme**

The broad objectives are:

- Wakf Properties Registration Management,
- Muttawali Returns management
- Leasing of properties management
- Litigations Tracking Management system
- Documents Archiving & Retrieval Management system
- GIS of Wakf Properties to develop coordinates to prevent encroachment
- Funds Management to Mosques, Durgah, Kabristan, Imams, Muazzins, widows, scholarships, schools, hospitals, Dispensaries, Musafirkhanas, Skill Development Centres etc.;
- Loans Management for Development of f urban Wakf properties;
- Right to information Act compliance, 2005

The scheme of computerization is uniformly to be applicable across all the 29 State Wakf Boards and any other Wakf Board like J&K, making a special request for funding subject to

availability of funds. The project also encompasses a handholding support period of 2 years during 2010-11 and 2011-12 with minimal financial support to hire some computer personnel by Wakf Boards to stabilize the new system and train Wakf Board officials.

**Release of funds:** Funds had to be released to NIC or their nominee and to the State Wakf Boards directly for effective implementation. Utilization Certificates were to be routed through State Governments by the Wakf Boards concerned after due expenditure.

**Technological Assistance** National Informatics Centre (NIC), New Delhi is the key technology associate in designing, development, implementation and maintenance of the Software Systems (WAMSI) for the scheme in close consultation with the Ministry of Minority Affairs, Government of India. The computerization aims to achieve the above objectives in three phases. Phase-wise objectives as under:

**The Phase-I of the scheme** entails to accomplish the following objectives:

- cross checking of Wakf data from various computer data bases maintained at the state level, such as by Revenue Departments etc. ;
- Improving office efficiency and preparation of timely reports on various administrative matters;
- Creation of a centralized and web enabled data base for use by various stake holders.;
- Properties Registration Management of Wakf Boards;
- Muttawalli Returns Management system ;
- Leasing of Properties Management system.;
- Litigation tracking and management system
- Document archiving and retrieval system

#### **Phase II of the scheme**

After evaluation of Phase I & its success **phase II** of the scheme will deal with:

- GIS of Wakf Properties to develop coordinates to prevent encroachment;
- Funds Management to Mosques, Durgah, Kabristan, Imams, Muazzins, widows, scholarships, schools, hospitals, Dispensaries, Musafirghanas, Skill Development Centres etc.;
- Loans Management for Dev. Of Urban Wakf properties;
- Right to information Act compliance;
- Ensuring timely detection of reports on encroachment of Wakf properties;

- Digitization of all the manual records, deeds and legal documents;
- Standardization and automation of Wakf registers;
- Implementation of a web based centralized application for Wakf Management and
- Any other subject deemed fit for computerization to enhance office efficiency

**Phase III: of the scheme** will aim at better administration of Wakf Boards by

- Computerization of other peripheral activities of the State Wakf Boards (Pay and Accounts, Establishment, Administration, CR etc)

To facilitate implementation of the Scheme, the NIC developed a robust web-portal known as Wakf Management System of India (WAMSI) in 2010. Data in the WAMSI, is entered by the SWBs, in four modules: (i) Registration, (ii) Return, (iii) Leasing, (iv) Litigation.

#### **The main Guidelines of the Scheme**

The grant in aid is provided to such State Wakf Boards who has undertaken steps to fulfill the following conditions:

- Appointment of a full-time CEO;
- Timely audit of the accounts of the Boards as well as regular audit of the accounts of Mutawalli are conducted by the auditors appointed by the Wakf Boards;
- Proper maintenance of law suit register and regular tracking of cases of encroachments of Wakf properties;
- Periodical report of retrieval of properties from encroachment and unauthorized occupation on Wakf properties to the CWC;
- Proper maintenance of Wakf register and due preservation of document related to Wakf Deed and Gazette Notification of properties;
- Time-bound survey of Wakf properties and their entry in the relevant land records of revenue or local bodies;
- Timely constitution of Wakf Board and framing of rules and regulations by the State Governments.
- Assurance for effective participation in the computerization process.
- To constitute a State level Coordination Committee for effective implementation under the Chairmanship of the Principal Secretary (Minority Welfare). Every citizen can access any information on Wakf properties through the webpage „[www.wamsi.nic.in](http://www.wamsi.nic.in)“. Anyone

can visit the website and look up where Wakf properties are located and how they are managed.

### **Major stakeholders involved in Implementation of the scheme**

Major stakeholders in the scheme are the Ministry of Minority Affairs, State Governments, Central Wakf Council and State Wakf Boards and NIC. The roles and responsibilities of each are as under:

#### **Responsibilities of Ministry of Minority Affairs**

The Ministry is responsible for:

- Overseeing the entire project
- Fund allocation
- Resource facilitation
- Constitution of Steering Committee and Project Management Unit as given below
- Implementation facilitator
- Project Monitoring

#### **State Governments:**

Responsibilities of the State Government in implementation of the scheme are as follows:

- Setting up of State Level Committee for coordination with field departments for effective implementation of this computerization scheme with 2 representatives as experts from outside the Government and one from IT Department.
- Providing access to other relevant databases in the State/UT.
- Monitoring of progress at State level.

#### **Central Wakf Council**

The central Wakf Council has the responsibility to:

- Tendering and other formalities for Selection of outsource agencies.
- Releasing of funds to the outsource agency and State/UT Wakf Boards for completion of the balance work.
- Evaluation of the Scheme
- Implementation agency
- Project management and monitoring under the overall guidance of the Steering Committee.
- Implementation facilitator
- Facilitator for training of the employees of the CWC & State/UT Wakf Boards on WAMSI in coordination with NIC.

- Liaison, networking and troubleshooting with MoMA, State/ UT Wakf Boards and NIC.
- Oversee the reconciliation of data.
- Reporting MoMA on implementation of the project on quarterly basis.

### **State Wakf Boards**

- Incurring of expenditure as per rules/ regulations and meeting implementation deadlines under the broad supervision of the State Coordination Committee.
- Implementation of the applications at the state level.
- Digitization of existing records.
- Providing space for server Room for project implementation
- Procurement of hardware and facilitating installation as per instructions from NIC/MoMA/CWC.
- Safe custody and handling of existing records
- Facilitating in reconciliation of data to build up a master inventory of all the Wakf properties.
- Facilitating on feeding of data online on registration, leasing, litigation, mutawalli returns, and income from properties.
- Any other job as per advice of MoMA/NIC/CWC.

### **National Informatics Center:**

- Implementation of the project (WAMSI) on behalf of MOMA on a turnkey manner.
- Assisting engagement of ICT professionals through the outsourced agency wherever necessary
- Project management through PMC.
- Arranging training for the employees of CWC and SWBs on WAMSI.
- Extending technical advice to MoMA, Wakf Boards & CWC.

### **Main Activities of the WAMSI project**

The two main activities are:

1. Digitization work, which include: a. Pre-digitization work b. Scanning Work c. WAMSI-Bulk Data Updation utility d. WAMSI-Document Management System
2. Data entry in WAMSI online system.

#### **1. 1. Digitization work**

This exercise forms the basis of a clear and organized record keeping. It requires the collection of all the relevant Wakf property documents concerning the Wakf property in a single physical file. The folder will also be having a metadata sheet with filled in

information making the secondary work easier. The Metadata sheet will form the front cover for every institution. This work is to be carried out by the staff of the State Wakf Boards along with the support from technical manpower.

**2. Scanning Work**

The scanning work has to be initiated when the pre digitization work is completed. In case of Wakf Boards having a lesser number of properties, this work can be done by the Data Entry Operator under the supervision of the Assistant Developer. In case of Boards with large number of properties, the work has to be done by the NICSI empaneled scanning agency.

**3. WAMSI-BDU – Bulk Data Updation**

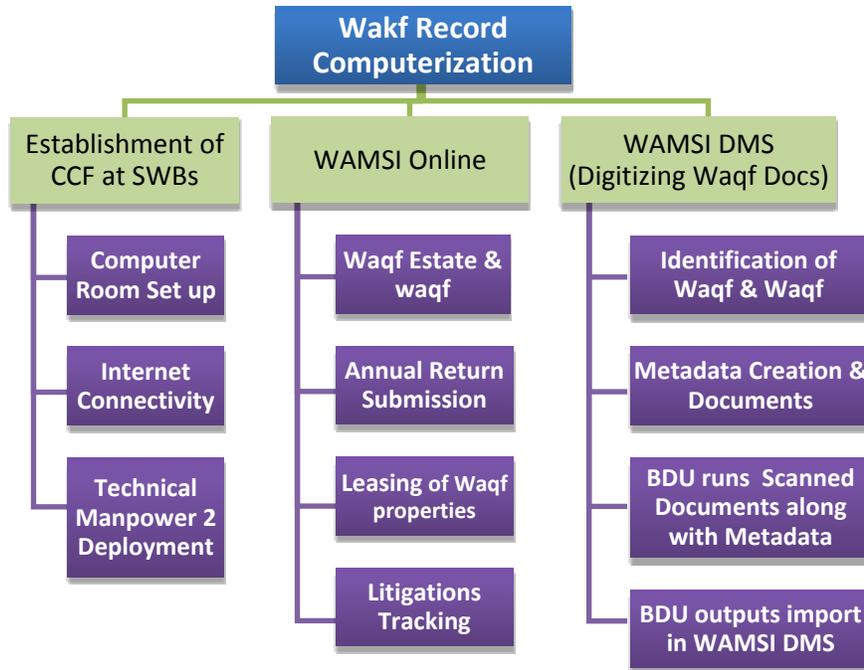
It has been designed to capture the metadata fields of Wakf properties and upload the related scanned documents. NICSI has empaneled agencies, who will do this task along with the scanning of the Wakf documents. In case of lesser number of Wakf properties, the work can be done in house.

**4. WAMSI-DMS – Document Management System**

This is offline software to be installed on computer machine along with WAMSI. The document management system is meant for storing all the scanned documents along with the search function.

**5. 2. Data entry in WAMSI online system**

The system has four functional modules, namely Registration, Leasing, Return and Litigation. The technical manpower has been assigned the task for making the entries in the online system. The Assistant Developer has also been given additional responsibility of the verification of the entered data on a regular sampling basis.



Source: WAMSI project, NIC

As has been mentioned in the earlier chapter, the scheme was launched in the 11<sup>th</sup> FYP and was continued during 12<sup>th</sup> FYP for completion of its first phase. As per the order of Ministry of Finance, Government of India, all Ministries and Departments had to undertake an outcome review of their outgoing schemes at the end of 12<sup>th</sup> FYP for further continuation and resubmit the same for appraisal and approval. The approval for continuation may be sought if the outcome review of the scheme has been positive and shows that though the scheme has been effective in achieving its objectives still there is a need to continue the scheme in view of its mandate and performance.

## **Chapter III**

### **Objectives and Methodology of the Evaluation**

The study to conduct the impact evaluation of the scheme “Computerization of the records of State Wakf Boards” was awarded to NILERD on nomination basis after the detailed discussions in the meeting held on 20.3.2017 in Ministry of Minority Affairs. In view of the Terms of Reference given by Ministry of Minority Affairs, the present evaluation study aims to examine:

#### **Objectives**

1. Whether the scheme has met all its objectives?
2. Challenges being faced by State Wakf Boards in implementation of the Scheme.
3. Whether the scheme needs any modification?
4. How effective is the operation of the Scheme in the Stat/UT WBs?
5. Whether the scheme may be continued further. If so, what should be the duration of the Scheme?

#### **Methodology**

To meet the above objectives, the study required to explore: Wakf property record management in India in detail with proper documentation and analysis of all the records available, highlighting the present status of its administration and management and how it can be brought into a more efficient, effective and sustainable system by examining the functioning of the scheme. For the purpose, both primary and secondary data has been used. The secondary data has been collected from the relevant offices, individuals, Wakf personnel and others related directly or indirectly to Wakf and its management. The main source of secondary information has been accessed from WAMSI web portal. Utilizing the same templates of WAMSI as indicators/variables of performance, data is drawn and compared among all the states in terms of achievement percentages, such as registration, records, leasing, and litigation.

State-wise tables have been generated for (i) current status of Wakf Properties, (ii) Income and Contribution summary from Wakf properties, (iii) monthly progress data and (iv) records on GPS, GIS & photographs of Wakf properties etc. These tables reflected the performance status, and showed the areas of lagging. This helped in classifying the SWBs as per the performance indicators. The data has been analyzed and presented in the next chapter.

A primary survey has been conducted through a structured questionnaire sent to all the SWBs. Information was sought on the aspects such as human resources with Wakf boards, financial resources, activities of the Board, details on computerization regarding CCF, SLCC, completion of first phase, problems faced (if any), training, and suggestions (if any) for further improvement. Only 17 SWBs have furnished information. The filled in questionnaires/ schedules of all respondents were carefully scrutinized and checked. The information were compiled and tabulated to examine the achievements of the scheme in various SWBs. Appropriate statistical measures were adopted for processing & analysis of data. The final assessment of the scheme was done by a detailed analysis of both the primary and secondary data.

## Chapter IV

### The Progress of Computerization Scheme

#### Implementation of the Scheme

At the start of Computerization Process, Immovable Wakf Properties reported by 29 SWBs were 3, 19,670. The scheme of Computerization is uniformly applicable across all the 32 State Wakf Boards (SWBs). As has been mentioned earlier, the grant-in-aid is released to the State/UT Wakf Boards for setting up of Centralized Computing Facility (CCF) i.e. ICT infrastructure, recruitment of technical manpower, imparting training and knowledge transfer to the State Wakf Boards staff for managing and operating the ICT Infrastructure. Besides, grant is also provided for Software Applications and Data Management Life Cycle and general maintenance assistance during the hand-holding period. During the 11<sup>th</sup> FYP, the scheme did not pick up and was continued during the 12<sup>th</sup> Plan Period to complete the remaining work of phase-I. The Central Wakf Council has been designated Nodal Agency by the Ministry of Minority Affairs, Government of India to complete the remaining work by engaging an outsourcing agency.

The first phase of the scheme was formulated at the estimated cost of Rs. 22.84 crores. The fund released during 11<sup>th</sup> Five Year Plan (FYP) and 12<sup>th</sup> FYP is given in table 4.1.

It is evident from the table that funds released were much below the budgeted estimate during first four years of the commencement of the project. Availability of funds is an important component for implementation of any project and in the present case releases of funds in first few years had been quite unsatisfactory.

**Table 4.1: Funds released (Rs. in crore)**

S. No.	Year	BE	RE	Released
1	2009-10	10.00	10.00	8.06
2	2010-11	13.00	6.00	3.63
3	2011-12	5.00	2.00	0.63
4	2012-13	5.00	3.00	0.89
5	2013-14	3.00	3.00	2.98
6	2014-15	3.00	3.00	3.00
7	2015-16	3.00	-	-
8	2016-17	3.40	3.40	3.34

Source: M/O Minority Affairs

To reach a more efficient management system and development related to Wakf across the country, the Wakf Management System of India (WAMSI) was rolled out by the National Informatics Centre since 2010. The funds were released to NIC for development of software named Wakf Management System of India (WAMSI) and hand holding support to the States and UT Wakf Boards for the first year. The NIC has already launched the web-portal (WAMSI) consisting of four modules: Registration, Return, Leasing and Litigation. 27 Wakf Boards have set up their CCF. The grant-in-aid is yet to be released to Dadra & Nagar Haveli Wakf Board, Jharkhand State Wakf Board and Shia Central Board of Wakf, Uttar Pradesh.

The WAMSI software has different modules catering to multiple needs of the users. The workflow of the program was structured on a comprehensive approach towards effective Wakf management. The first step involved the registration of properties and the process of making new entries electronically. The details include the property location, its dimensions, nature and usage, gazette notification details, survey details, the estimated market value, etc. The registration also had details about the wakf, the present mutawallis and the management committees. One of the most important components of the registration module is the status of the property, which has to be identified as encroached under litigation, etc. This is important because it requires physical inspection of the property to ascertain the exact status and physical verification of the number of Wakf properties, which is a huge task.

The SWBs has a system of checks and balances in place where the Mutawallis, the de-facto, are owners and managers of the Wakf to file annual returns stating details about the incomes, expenditures and contribution. The same are verified by the auditor and the CEO of the Wakf Boards. The State Wakf Boards also provide loans and funds to Wakf properties for management of Mosques, Durgah, Kabristan, Imams, Muazzins, Widows, etc. and accordingly a module has been introduced for an effective management of such information in WAMSI Software.

There was lot of public outcry regarding the anomalies in the leasing of the Wakf property. Therefore, computerized module will help in streamlining the leasing process and make things clear for analysis. Another major component where lot of energies and resources are required/diverted is the litigations. The paper file system has its own shortcomings due to the number of cases being too high relating to Wakf property, the module has been designed in such a way to hold and manage information regarding the date of hearing, the court where it is being

heard, the lawyer dealing with it, the payment made and the status of the case. The provision for archiving of the old records and system for their retrieval has also been made. The GIS component includes recording of the satellite coordinates, boundaries and photographs etc.

The targets for the first phase was to conduct proper survey and cross checking of Wakf data from the various computer databases maintained at the state level such as revenues and municipalities and creation of the centralized and web-enabled databases for use of various stakeholders. Every SWBs were to set up a Central Computing Facility (CCF) on the guidelines of the e-Readiness for WAMSI and State Level Coordination Committees (SLCC) were formed for effective implementation of the scheme. The activities mentioned in the guidelines were to be carried out by the State Wakf Boards before the actual deployment of the WAMSI application. The activities involved the marking and cleaning up the designated space where the CCF was to be established. The place had to undergo civil and electrical makeover along with the networking cables in place for setting up the CCF. The SWBs had to float tenders for furniture, computers, UPS, scanners and other peripheral devices. The purchase order is to be issued after proper evaluation. 2 Mbps broadband internet connectivity is to be provided and once the setup is in place, the impetus is to be shifted on manpower. An Assistant Developer along with one Data Entry Operator is to be hired who is to assist and train the staff of the respective State Wakf Board on the basics of Computers. These technical resource persons also are to supervise the digitization of the records ensuring that the data entry and digitization of records were being done as per the NIC specifications. The next step includes the capacity building of the existing Wakf board staff by the hired technical manpower on the aspects of basic computer operations. The responsibilities of the hired manpower as listed in the document of the e-Readiness State Wakf Boards for WAMSI are as follows:

a) To carry out the management of the computer hardware and software installed at the SWBs and take regular backup of the digitized work online/offline,

b) To ensure the Internet connectivity and WAMSI application is running at the respective State Wakf Board location. In case of any trouble, informing the respective vendor/agency providing the respective service or product about the same,

c) To coordinate at state level with the Central Project Management Unit, New Delhi (PMU) and provide all the details, updates and progress reports in the formats asked by the PMU within the timeline from time to time,

d) To assist the digitization agency in the data entry of the Wakf records as per the requirement of WAMSI Application/ Document Management System,

e) To train the nominated State Wakf Board staff on the basics of computers and how to use WAMSI Application from time to time as per the delivery schedules of the various modules of WAMSI Application,

f) Trouble shooting of the LAN,

g) Liaison with the Internet Service Provider (ISP)

h) To assist SWBs in finalizing the AMC of ICT infrastructure after the warranty period.

i) To prepare the weekly and monthly progress/status report and send to the PMU,

j) Removal of viruses,

k) Coordination with the maintenance agencies and providing first line of maintenance,

l) Net browsing to address the subject specific queries of the users and

m) Project training to the user officials.

In 2014, the WAMSI system introduced an innovative way of tracking encroachments on Wakfs by introducing the GIS (geographical information system) feature to map the property on the earth's surface by fixing the co-ordinates of the vertices of Wakf properties. GIS mapping is at an early stage, but both registration and mapping can happen simultaneously.

### **Progress and achievements of scheme**

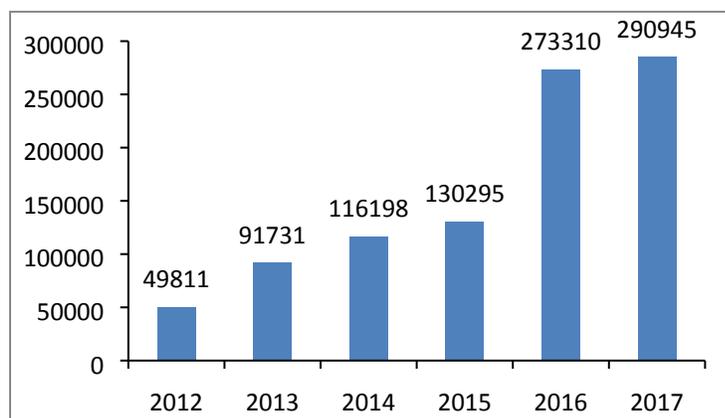
As on April, 2017, WAMSI Project has been implemented in 32 SWBs across the country. In spite of various hurdles, the project is going on smoothly and leveraged with the continuous training and motivation of SWBs officials/staffs by the Members of PMU (WAMSI)-cum-Development Team stationed at the NIC-HQ, New Delhi. The contributions to SWBs have multiplied manifolds due to tracking of annual returns submission. Madhya Pradesh and Assam SWBs has proved as an exemplar in this case. Digitization of Ownership Documents have been completed in eleven SWBs namely; Madhya Pradesh, Assam, Puducherry, Manipur, Lakshadweep, Bihar (Shia), Uttarakhand, Chhattisgarh, Maharashtra, Kerala and Tamil Nadu. The foregoing section presents the progress and achievements of the scheme in various modules.

### **Progress of Pre-Digitization Work**

As has been mentioned earlier, pre-digitization forms are the basis of a clear and organized record keeping, which requires the collection of all the relevant Wakf property

documents concerning the Wakf property in a single physical file. The folder is having a metadata sheet with filled in information making the secondary work easier. The Metadata sheet forms are front cover for every institution. This work is to be carried out by the staff of the State Wakf Boards along with the support from technical manpower. As per the WAMSI web portal, the pre-digitization records increased from 49811 in 2012 to 290945 in 2017 i.e. an increase of about 6 folds (Figure 4.1). In states like Gujarat, Haryana, Karnataka, Madhya Pradesh, Punjab, Rajasthan, Telangana and Uttar Pradesh (Sunni) the work have been recorded high pre-digitization.

**Figure 4.1: Progress of Pre-Digitization Work**



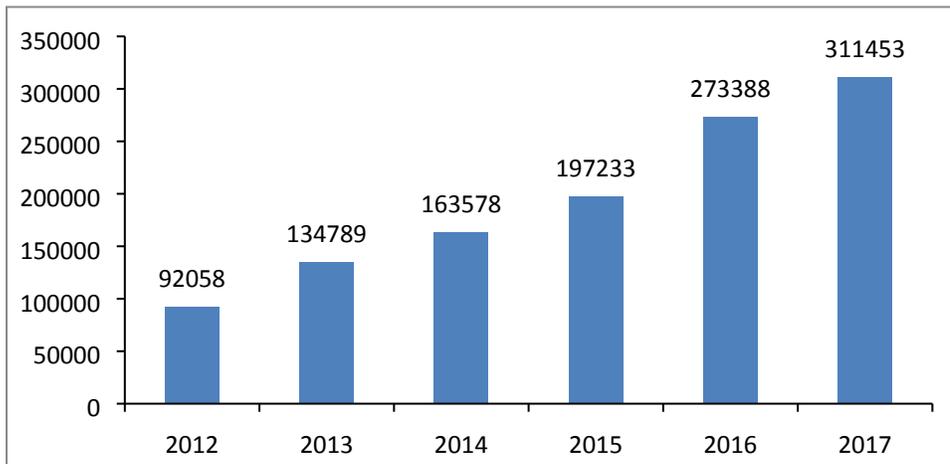
Source: Monthly Progress Reports, available at <http://wamsi.nic.in/wamsi/progress/progress.jsp>

### **Registration of Estates and Properties**

The State Boards have uploaded the records of properties on their website to bring in transparency in functioning and to preserve old records. The computerization not only helps people from across the world to easily access the data and information regarding properties in a state, it also reduces queries, paces up the work and most important, it frees the properties from the clutches of illegal occupants across the country so that they can be used for the purpose for which these are meant for i.e., welfare of the Muslim community and their socio-economic educational empowerment. The pool of the Wakf properties are mobilized to build Schools, Colleges, Hospitals, etc. for the Muslim population, which is the second largest population in the world after Indonesia.

At the All-India level, the Estates Records in WAMSI On-line System Registration Module have increased significantly in the last 5 years. In April 2012, only 92058 records were in the on-line system. As per the latest data in April 2017, 311453 (Figure 4.2) were put in on line system. The target date of completion of the WAMSI registration module was June, 2015 while only about 94 percent work has been completed with respect to declared number of properties till April 2017.

**Figure 4.2: Wakf Estate Records in WAMSI On-line System of Registration Module**



Source: Monthly Progress Reports, available at:  
<http://wamsi.nic.in/wamsi/progress/progress.jsp>

States and UTs like Bihar (Sunni), Chandigarh, Chhattisgarh, Delhi, Karnataka, Kerala, Lakshadweep, Maharashtra, Puducherry, Punjab, Tamil Nadu and Tripura have completed 100 percent with respect to declared estates which is presented in Table 4.2 below. States like Jammu and Kashmir and Jharkhand need special attention, as the number of estate records in the WAMSI on-line system is very less.

**Table 4.2: State-wise Position of Declared Estates**

States /UTs that have completed 100 percent work of declared estates	States /UTs that have completed 90 to 100 percent work of declared estates
Bihar (Sunni)	Andhra Pradesh, Telangana
Chandigarh	Bihar (Shia)
Chhattisgarh	Gujarat

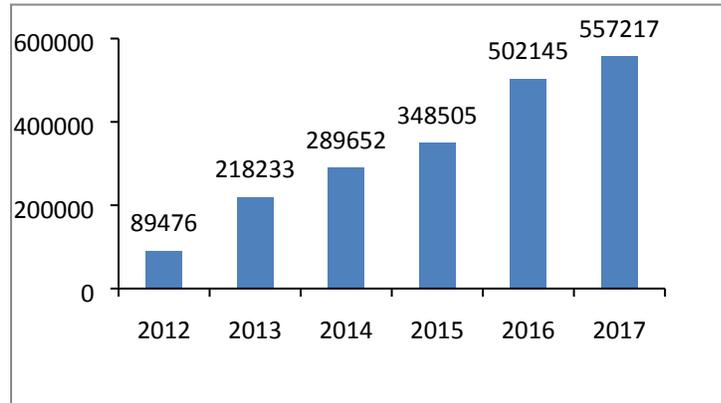
Delhi	Haryana
Karnataka	Madhya Pradesh
Kerala	Odisha
Lakshadweep	Uttarakhand
Maharashtra	Uttar Pradesh (Sunni)
Puducherry	West Bengal
Punjab	
Tamil Nadu	
Tripura	

Source: Monthly Progress Reports, available at:  
<http://wamsi.nic.in/wamsi/progress/progress.jsp>

Data entries on immovable properties in the system are an important aspect which have been done through the online web application from the respective State/UT Wakf Board interfaces with their own role-based credentials. Secondly, the public Interface, [www.wamsi.nic.in](http://www.wamsi.nic.in), which is powered by online web application running for the State/UT Wakf Boards, has been created for searching the Wakf properties in India where anyone could see the current status, location on map and annual returns, litigation and leasing details of the property in consideration. Thirdly, Open Source Technologies such as Java Programming Language, SQL Database etc. have been intensively employed for the project. And fourthly, use of GPS coordinates has been started to draw layouts of the Wakf Properties on satellite imageries with advanced search parameters like encroached and/or litigated Wakf Properties in a particular district/city/town/village. WAMSI Project has received Skoch Digital Inclusion Award 2012 for being among Top-100 ICT Projects in India during the year 2012.

As in April 2017, total 5,57,217 records of immovable properties have been entered in the digital platform. In 2012, it was only 89, 476. Thus, there has been considerable progress for entering data on immovable properties. Figure 4.3 below depicts the status of immovable properties entered.

**Figure 4.3: Status of Immovable Properties Entered in Online Registration Module**



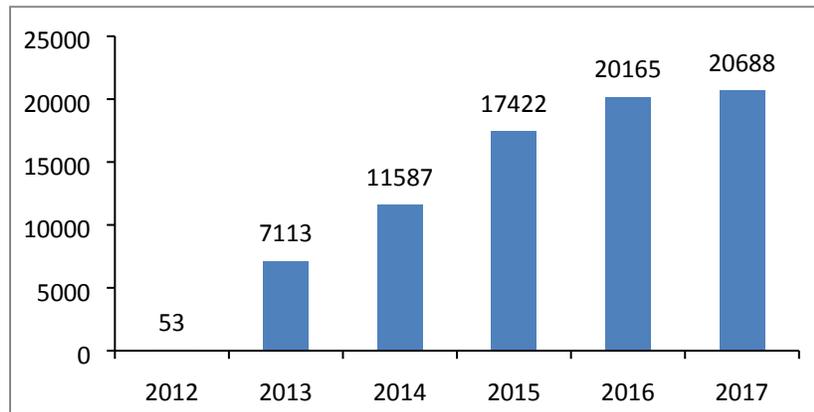
Source: Monthly Progress Reports, available at: <http://wamsi.nic.in/wamsi/progress/progress.jsp>

The estimated annual income from the Wakf properties, according to the Sachar Committee Report, would be close to Rs.1.60 billion (as stated in Ahmed, 2016a). It is observed that income of the properties is increasing with each passing year with the commencement of the Computerization Process (Ahmed, 2016b). Income just prior to start of computerization process was lower.

#### **Progress under Annual Return Filing:**

It has also been observed that after computerization, the annual return filing of properties has gone up. Now, Mutawallis are more compliant towards filing of annual return as the data is in Public Domain through WAMSI On-line system public interface. The records in return filing has increased from 53 in 2012 to 20688 in 2017 April (Figure 4.4). However, in many states/UTs like Andhra Pradesh, Chandigarh, Dadra and Nagar Haveli, Delhi, Haryana, Himachal Pradesh, Jammu & Kashmir, Jharkhand, Karnataka, Odisha, Punjab, Uttar Pradesh (both Sunni and Shia), West Bengal, there are no records available at the digital platform. The computerization process of return filing needs to be expedited in these states. This module was to be completed by December, 2015 which is also lagging behind.

**Figure 4.4: Annual Return Filing**



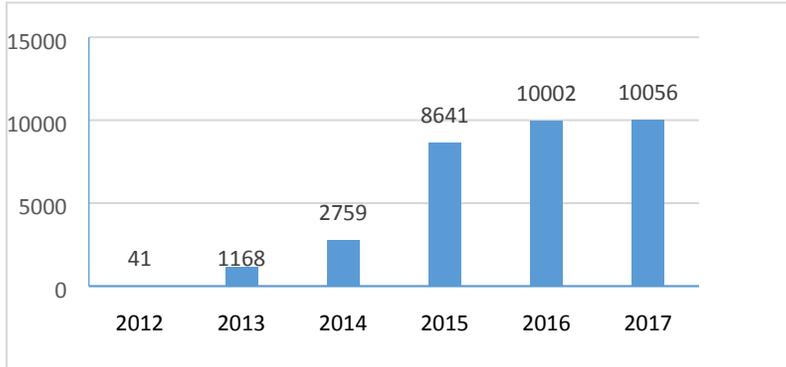
Source: Monthly Progress Reports, available at:  
<http://wamsi.nic.in/wamsi/progress/progress.jsp>

### **Progress of Leasing Module**

One of the broad objectives of computerizing the records of the State Wakf Boards (SWBs) is to ensure transparency in leasing of Wakf Properties under direct management of Wakf Board. As illustrated in the graph below, records in the leasing module have grown from 41 in 2012 to 10056 in April 2017, with 77% of the records being accounted for by the State of Haryana. This is, however, attributed largely to the absence of Mutawallis in Haryana

Note-worthy, in light of the allegations of land scams in Telangana, Government's decision to permit long-term leasing of lands under the Wakf Amendment Act 2013 as well as call for 'global national tenders' for lease or development on e-tender platforms is welcome initiative. This will allow the board to get higher rent paying tenants. The Ministry of Minority Affairs (2015) report notes that Wakf properties if managed and developed professionally, with a minimum annual return of 10%, would be capable of generating an income of Rs. 12000 crore per annum. In this context, the Mutawallis/managers/trustees of Wakf properties are required to furnish returns and supply particulars as required by the Board in accordance with the provisions of the Wakf Act 1995. However, as mentioned in the report, over the years problems in management of Wakf properties have been persistent especially due to encroachments and illegal occupation and inability of the SWBs in removing these encroachments

**Figure 4.5 Progress of Leasing Module**



Source: Monthly Progress Reports, available at: <http://wamsi.nic.in/wamsi/progress/progress.jsp>

**Progress of Litigation Module:**

One of the objectives of computerizing the records of SWBs is also litigations (Internal as well as External Hon'ble Courts). State-wise percentage distribution of all litigation cases for which records are computerized is presented in the table 4.3. State of Madhya Pradesh has highest litigation cases followed by Kerala and Tamil Nadu.

**Table 4.3: State-wise status of records maintained (%)**

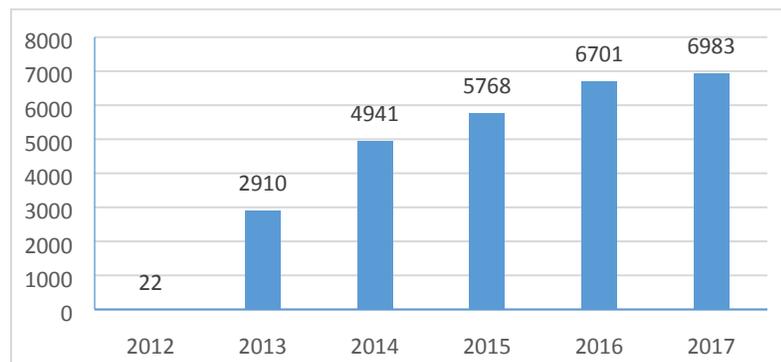
1	Assam	0.10
2	Bihar (Shia)	0.29
3	Bihar (Sunni)	1.07
4	Chhattisgarh	5.20
5	Gujarat	0.24
6	Kerala	31.59
7	Lakshadweep	0.64
8	Madhya Pradesh	47.68
9	Maharashtra	0.10
10	Puducherry	0.01
11	Punjab	0.24
12	Rajasthan	0.27
13	Tamil Nadu	12.44

14	Tripura	0.03
15	Uttarakhand	0.04
16	West Bengal	0.03
1	Assam	0.10

Source: Monthly Progress Reports, available at:  
<http://wamsi.nic.in/wamsi/progress/progress.jsp>

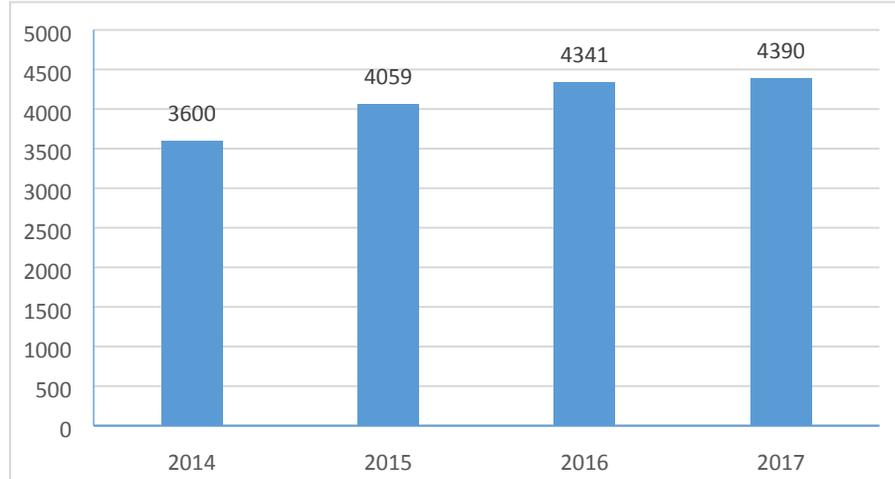
There is continuous progress in the record tracking of litigations from 22 in 2012 to 6983 in April 2017 (Figure 4.6). However, as illustrated in Figure 4.6 below, a large proportion of the records in WAMSI litigation module are accounted for by internal court cases, involving CEOs and Mutawallis. With 4390 internal cases, it stands to about 63 percent of the total cases. 48 percent of the total records are accounted for by the state of Madhya Pradesh, followed by Kerala (32 percent) and Tamil Nadu (13 percent). Though the work on this module had to be completed by Oct, 2016, the computerization process is still in progress .

**Figure 4.6: Computerization Records Under Litigation Module**



Source: Monthly Progress Reports, available at:  
<http://wamsi.nic.in/wamsi/progress/progress.jsp>

**Figure 4.7: Computerization records of Litigation Module (Internal Cases)**



Source: Monthly Progress Reports, available at:  
<http://wamsi.nic.in/wamsi/progress/progress.jsp>

A report of the Ministry of Minority Affairs (2015) estimates the total Wakf land at 6 lakhs acres, out of which 40 percent is occupied illegally. The Sachar Committee Report presented on 17<sup>th</sup> November 2006, recommended that Wakfs are to be treated as public premises as these properties are for the benefit of public and not for individuals benefit. The report stated that some activities of the Wakf such as running of schools, orphanages, monthly financial assistance to the community, are philanthropic and secular in nature, and any encroachment on these properties should be treated as encroachment on Government land. More recent developments include introduction of the Wakf Properties (Eviction of Unauthorized Occupants) Bill in Rajya Sabha on February 18, 2014 by the Ministry of Minority Affairs. The Bill provides for a faster mechanism eviction of unauthorized occupants from Wakf properties.

### **Progress in GIS Mapping**

One of the major components of computerizing the records of the State Wakf Boards is GIS mapping of Wakf Properties using GPS Field Survey along with Photographs of Wakf properties to map the immovable Wakf properties over satellite imageries. Though, the phase one has not been completed in all the states but some states have started working on GIS mapping which formed part of the second phase. The states who are still working on the first phase are Haryana and Madhya Pradesh, which have made good progress on GIS mapping. GIS features in WAMSI On-line System uses Satellite Imagery to fix the layouts of Wakf Properties on the Earth Surface on the basis of GPS Coordinates. The GIS based Decision Support System

(DSS) helps in detecting the encroachments and also tells when that encroachment happened, with the help of Historical Satellite Imageries. However, the implementation of the GPS Field Survey along with photographs is very poor across states. As per the WAMSI on line records, GIS reporting on data on GPS field survey and photographs on their registration module is available since January 2016. Latest position is depicted in Table 4.4.

**Table 4.4: Records in WAMSI On-line System Registration Module**

<b>Year</b>	<b>GPS</b>	<b>Photo</b>
2016	80	3369
2017	3462	5638

State wise records show that even in the states mentioned above, where GPS records and photograph records are available, the incidence is extremely poor as against total registration data. In fact, this falls under phase II of the scheme, which was to be taken up after evaluation of first phase. States/UTs like Andhra Pradesh, Bihar (Sunni), Chandigarh, DNH, Jammu and Kashmir, Jharkhand, Maharashtra, Manipur, Tamil Nadu, Tripura and West Bengal, the updating record needs to be expedited at the earliest.

**Table 4.5: WAMSI On-line System Registration Module**

<b>States</b>	<b>GPS</b>	<b>Photo</b>
Assam	2	1
Bihar (Shia)	-	1
Chhattisgarh	212	211
Delhi	5	5
Gujarat	7	33
Haryana	2337	1306
Himachal Pradesh	6	6
Karnataka	9	9
Kerala	8	4
Lakshadweep	8	8

Madhya Pradesh	244	3356
Meghalaya	9	9
Odisha	333	338
Puducherry	-	1
Punjab	3	4
Rajasthan	7	7
Telangana	9	9
Uttarakhand	9	81
Uttar Pradesh (Shia)	6	6
Uttar Pradesh (Sunni)	248	243
<b>Total</b>	<b>3462</b>	<b>5638</b>

### Primary Survey Analysis

The primary survey has been conducted through a structured questionnaire. The questionnaires were emailed to all SWBs. The information were obtained on the aspects of such as human resources with Wakf boards, financial resources, activities and details on computerization. Despite our persistent efforts and persuasion from CWC and MoMA, only 17 SWBs responded, which indicates the poor coordination among agencies involved in implementation of scheme and insensitivity and cold attitude of the SWBs. Therefore, the analysis is based on the information received from the 17 SWBs as listed below. Nevertheless, several information came up which are insightful and useful for our purpose.

**Table 4.6: SWBs who responded**

S. No.	States who responded
1	Assam Board of Wakfs
2	Bihar State Shia Wakf Board
3	Bihar State Sunni Wakf Board
4	Board of Auqaf West Bengal
5	Delhi Wakf Board
6	Dadra and Nagar Haveli (DNH) Wakf Board
7	Gujarat State Wakf Board
8	Haryana Wakf Board
9	HP Wakf Board

10	Jharkhand State Sunni Wakf Board
11	Karnataka State Board of WAKFS
12	Kerala State Wakf Board
13	Lakshadweep State Wakf Board
14	Madhya Pradesh State Wakf Board
15	Meghalaya State Wakf Board
16	Puducherry State Wakf Board
17	Uttar Pradesh Sunni Central Wakf Board

Source: Primary Survey

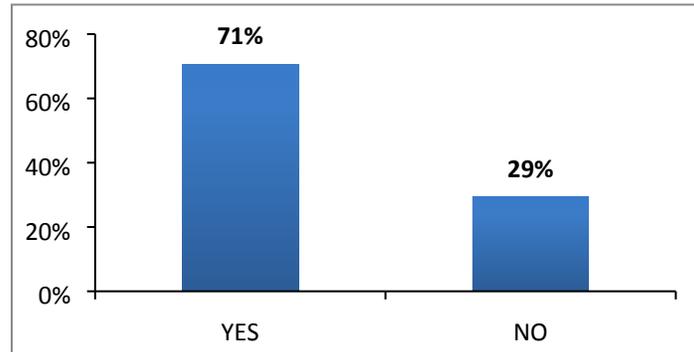
### **Appointment of CEO in State Wakf Board**

One of the important mandates and criteria to avail benefit under the present scheme is that States should appointment full time Chief Executive Officer of SWB for the betterment of the Board and the Aukaf. It is observed that only 6 SWBs, like, Bihar (Sunni), West Bengal, Gujarat, Karnataka, Madhya Pradesh and Puducherry have full-time CEOs and remaining 10 SWBs have part-time CEOs and the Uttar Pradesh (Sunni) has not appointed CEO.

### **State level Coordination Committee (SLCC)**

As per the Scheme guidelines State level Coordination Committee (SLCC) needs to be constituted for effective implementation under the Chairmanship of the Principal Secretary (Minority Welfare). 19. The scheme was supposed to be monitored by the State Level Coordination Committee (SLCC) at State level however, it has been found that not a single meeting of the above committee has been held during the entire period of operation of the scheme. Further, data received from the 17 States suggest that many SWBs such as Bihar State Shia Wakf Board, West Bengal Wakf Board, Haryana Wakf Board, Jharkhand State Sunni Wakf Board and Karnataka State Board of Wakf have not yet set up SLCC, which is mandatory for implementation of the scheme. Therefore, all the States which have not yet set up SLCC need to be advised to initiate actions for the same and no funds should be released unless SLCC is in place. Figure 4.8 depicts the status of SLCC in various SWBs.

**Figure 4.8: Status of State Level Coordination Committees**



Source: Primary Survey

### Staff Position

For a comprehensive and speedy computerization and management of the records of the SWBs, skilled manpower, experts in IT, legal matters, audit, etc., is essential along with proper administrative structure. Implementation of existing ICT and geo-spatial technologies for the digitization of records need designated IT professionals at the SWBs. However, the staffing pattern of the SWBs shows that, out of 746 sanctioned posts, 368 have been lying vacant since long and there is serious dearth of technical manpower across all the SWBs. For speedy implementation of the scheme filling up of vacant positions are essential. Table 4.7 provides the information received from the responded SWBs of staff position.

**Table 4.7: Staff Position of the SWBs**

S. No	Name of the SWBs	Total Manpower		Technical Manpower							
				IT Personnel		Legal Personnel		WAKF Inspector / Auditor		Zonal Officers	
		Sanctioned	Filled Up	Sanctioned	Filled Up	Sanctioned	Filled Up	Sanctioned	Filled Up	Sanctioned	Filled Up
1	Assam Board of Wakfs	13	11	0	0	0	0	0	0	0	0
2	Bihar State Shia Wakf Board	31	13	0	0	2	1	2	1	0	0
3	Bihar State Sunni Wakf Board	60	17	0	0	5	2	4	1	0	0
4	Board of Auqaf West Bengal	108	23	0	0	0	0	14	1	0	0
5	Delhi Wakf Board	64	38	0	0	3	2	1	1	4	2
6	DNH Wakf Board	NA	NA	0	0	0	0	0	0	0	0
7	Gujarat State Wakf Board	26	18	0	0	0	0	0	0	0	0
8	Haryana Wakf Board	204	122	4	4	3	3	2	2	1	1

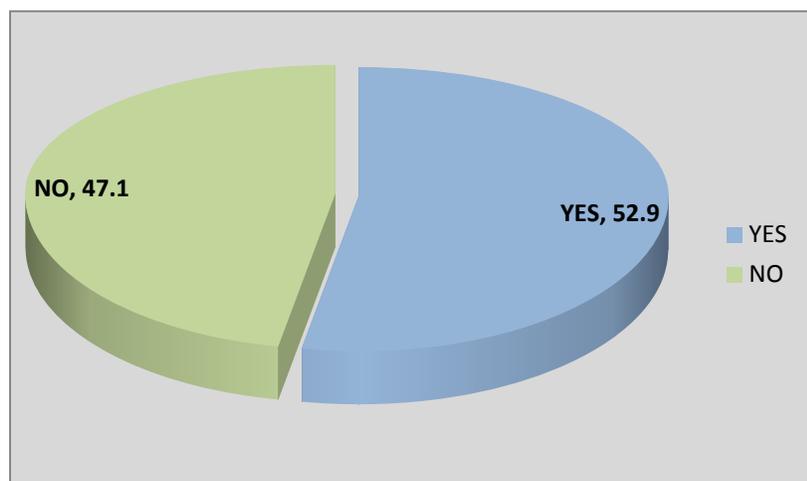
9	HP Wakf Board	39	22	0	0	0	2	0	2	0	0
10	Jharkhand State Sunni Wakf Board	NA	NA	0	0	0	1	2	0	0	0
11	Karnataka State Board of WAKFS	NA	NA	0	0	10	9	90	78	4	0
12	Kerala State Wakf Board	NA	NA	2	2	2	2	2	2	2	2
13	Lakshadweep State Wakf Board	5	4	2	2	0	0	1	1	0	0
14	Madhya Pradesh State Wakf Board	85	44	3	3	0	0	18	3	0	0
15	Meghalaya State Wakf Board	NA	NA	3	3	1	1	0	0	0	0
16	Puducherry State Wakf Board	6	5	2	2	1	1	1	1	0	0
17	Uttar Pradesh Sunni Central Wakf Board	105	61	0	0	6	6	21	21	2	2
	<b>Total</b>	<b>746</b>	<b>378</b>	<b>16</b>	<b>16</b>	<b>33</b>	<b>30</b>	<b>158</b>	<b>114</b>	<b>13</b>	<b>7</b>

Source: Primary survey

#### Audit of the Accounts:

Timely audit of the accounts of the Boards as well as regular audit of the accounts of Mutawallis needs to be conducted by the auditors appointed by the Wakf Boards. Only 53% of the surveyed SWBs, up-to-date audit of the accounts of Mutawallis had been conducted and remaining 47% have yet to be audited. (figure 4.9).

**Figure 4.9: Status of the audit of accounts of Mutawallis**



Source: Primary survey

However, among those SWBs which got the audit of the accounts of Mutawallis completed, it is only 10% and 28% in case of Assam and Karnataka and 60 % for Gujarat and 50% for Puducherry. Other SWBs did not mention anything about auditing. About 47% of the SWBs, the audit has not been conducted at all as per information available. However, in most of the cases, except Himachal Pradesh, Jharkhand, Lakshadweep and Meghalaya, audit of the Boards accounts are being conducted by the Govt. under Section 80. It also needs to be mentioned that in case of SWBs like Bihar (Shia) and Uttar Pradesh (Sunni), the auditing of account was last done in 2011-12 and 2012-13, respectively.

Only 23.5% of the SWBs have Separate Annual Returns for each property within each Wakf. The remaining 76.5 do not get any separate returns. However, as in case of Meghalaya, the SWB gets only 2% separate returns for individual Wakf properties. In case of Jharkhand it is 30% and in case of Karnataka and Assam, it is only 75% and 100%, respectively.

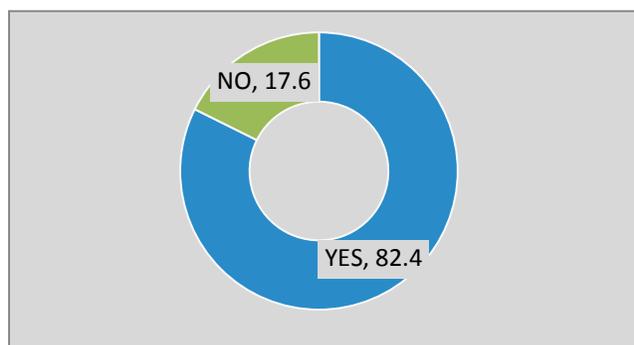
#### Annual Returns for each property within each Wakf

It has been emerged from the survey that only 23.5% of the SWBs have Separate Annual Returns for each property within each Wakf. The remaining 76.5 do not get any separate returns. However, as in case of Meghalaya, the SWB gets only 2% separate returns for individual Wakf properties. In case of Jharkhand, only 30%, Karnataka 75% and Assam 100% get separate return filing respectively.

#### Visit to Wakf properties

The proper survey and cross checking of Wakf properties and reporting changes on the ground, regular visit to the properties is required. A question was asked to SWBs regarding this aspect and it was revealed that in about 18% of the SWBs, no such visits are conducted.

**Figure 4.10 Visit to Wakf properties to report changes on the ground (%)**



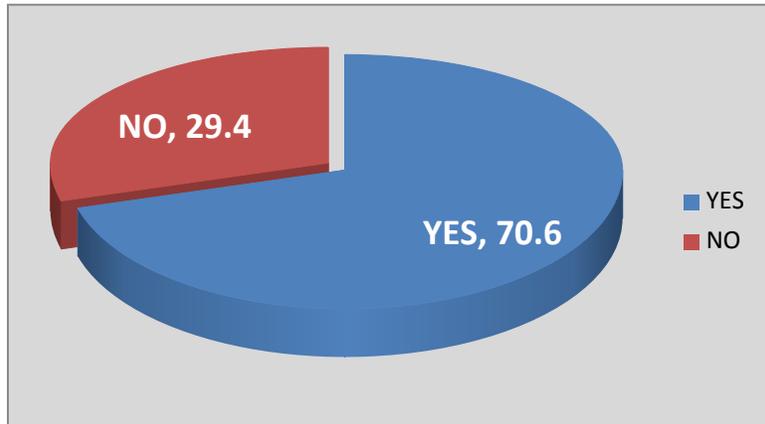
### **Source: Primary survey**

It has been observed that about 70% of the SWBs have completed first phase of computerization process. It is delayed in Karnataka, Jharkhand, West Bengal and Meghalaya. In Karnataka, the project was stopped in the middle and now it has been handed over to NIC and they have given to Milestone Soft Tech Pvt. Lt. Raipur. In Jharkhand, however, the work was outsourced to Milestone Soft Tech Pvt. Ltd. Raipur also, but they have not completed the work yet. West Bengal Awkaf Board reports huge volume of task and shortage of manpower to be the main reason for the delay of implementation of computerization of wakf properties.

However, several steps have been taken up by the State Wakf Boards to expedite the matter, which **includes**:

- Training of staff by the empaneled agency of Central Wakf Council for updating the records in the module.
- Re-survey of Wakf publication of list in official Gazette, GIS mapping, tracing and Web-designing
- Established CCF and recruitment of staff for computerization
- Field officers have been directed to ensure timely completion of all modules of the scheme
- Handing over the work to NIC, they have given to Milestone Soft Tech Pvt. Ltd. for speedy completion
- Assistant Developer deployed under the scheme and NICSi trainers trained staff of Wakf Board to carry out data entry works in WAMSI
- Outsourcing of the work, etc.

**Figure 4.11 Status of completion of first phase of computerization process**

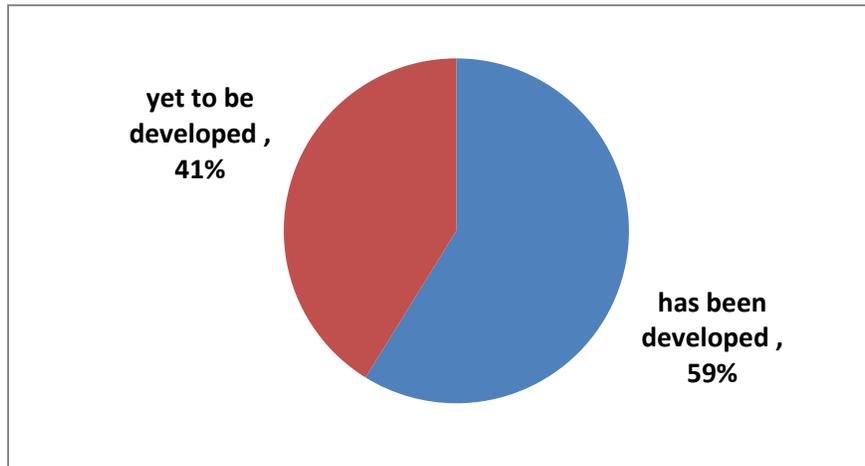


Source: Primary survey

### Development of Website

The objective of the online system is to facilitate public access to data and information to bring in transparency. However, in 41% of the SWBs, like in Assam, Meghalaya, Gujarat, Jharkhand, Lakshadweep, Himachal Pradesh and Delhi the Board website has not been developed so far. Figure below (figure 4.12) depicts the status.

**Figure 4.12: Status of SWBs in developing website**

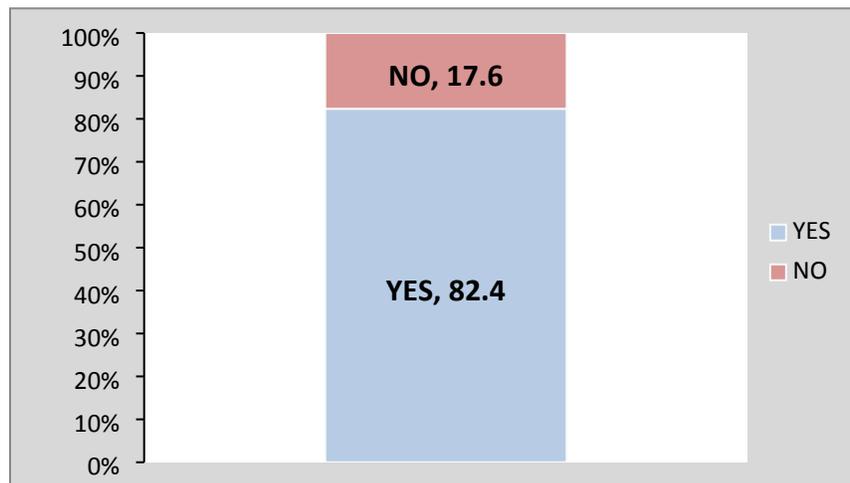


Source: Primary survey

### Centralized Computing Facility (CCF)

CCF is working properly in 82% of the SWBs. The CCF includes civil-electrical work for setting up CCF, computers, internet broadband connection, LAN cabling, etc. In 18% of the SWBs, it is yet to be developed or managed or upgraded to cater to the needs of the process of computerization of the records while target date of completion was December 2014.

**Figure 4.13: Centralized Computing Facility (CCF) (%)**

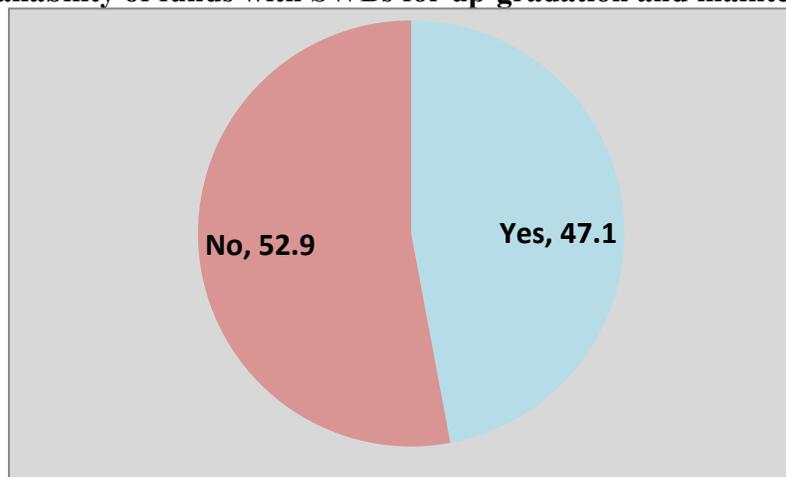


Source: Primary survey

### Availability of funds for up-gradation and maintenance of IT

About 53% of the SWBs report that they do not have funds to upgrade and maintain the IT equipment (figure 4.14). Bihar (Shia), Himachal Pradesh, Jharkhand, Delhi, Karnataka, Kerala, Madhya Pradesh, Uttar Pradesh (Sunni) report that they do not have adequate funds necessary for up gradation.

**Figure 4.14 Availability of funds with SWBs for up-gradation and maintenance of IT (%)**

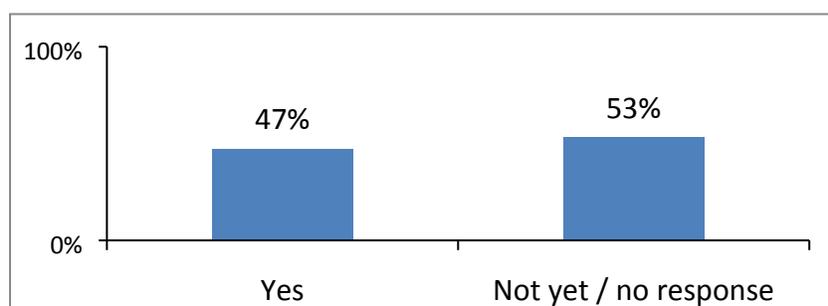


Source: Primary survey

### Training of the Staff

It has been observed that the Technical Human Resource available to the Wakf Boards Infrastructure is not well equipped with the knowledge of computerization. Even the available staff have their own constraints when it comes to the practical administration. In case of the technical staff, most of the staff is contractual and hence their capacity building is very limited for obvious reasons. Regular training programs are being conducted for the staff of State Wakf Boards on different Modules of WAMSI Online System. There is data entry demonstration as well as practice by the participants. Moreover, GPS Field Survey and photography of few identified Wakf properties as hands-on-training are also carried out during the training program. About 47% of the SWBs have sent their existing staff for training and orientation on WAMSI online system. The trained staff has started working on WAMSI online system, preparing Meta Data of wakf properties and updating the records. The reasons cited are that user id - password not provided, under process, postponement, work pressure in other activities, lack of knowledge, training given in file tracking system etc. SWBs in which training has been imparted are Assam, West Bengal, Jharkhand, Karnataka, Kerala, Lakshadweep, Puducherry, Uttar Pradesh (Sunni).

**Figure 4.15: SWBs in which existing staff sent for training and orientation on WAMSI online system (%)**

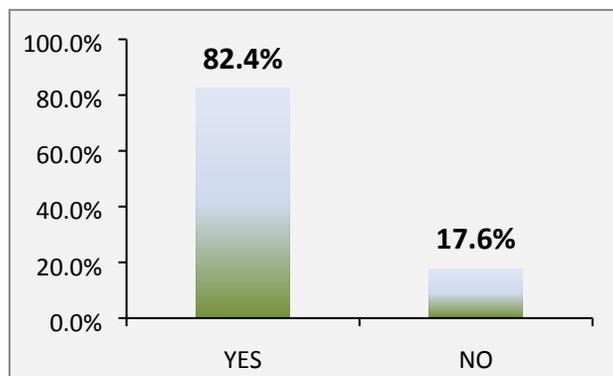


Source: Primary survey

### Status of periodical report of retrieval of properties from encroachment

One of the important mandates of the SWBs as per the scheme guidelines is to send periodical report of retrieval of properties from encroachment and unauthorized occupation on Wakf properties to the CWC. Majority of the SWBs do not send such reports. But Delhi, Lakshadweep and Uttar Pradesh (Sunni) reported that reports of action are not sent regularly. About 82 percent of the Wakf Boards sent periodical reports to State Government, Central Government and Central Wakf Council (figure 4.16).

**Figure 4.16: Periodical reports of action taken with regards to encroached Wakf properties sent to the State Govt., Central Government and Central Wakf Council**



Source: Primary survey

### **Maintenance of Wakf Register and due Preservation of Document**

Proper maintenance of wakf register and due preservation of document related to Wakf Deed and Gazette Notification of properties is an important component as per the scheme guidelines. The data revealed that 94% of the SWBs who responded put in efforts to preserve the documents. In Bihar (Shia), such preservation of documents is yet to be done.

There are various evidences showing how WAMSI is functioning in the different states of the country. The data and information on various headings is available such as Number of Computerized Records, Electronic mapping of Wakf Properties, Persons In-charge of IT Department, Technical Training Sessions in past five years, Updation of Wakf Websites, Sanctioned Posts for the IT Department and Survey of Wakf Properties.

Wherever the work has not been completed outsourcing has been done.

#### **Best Practices- A Case of Kerala Land Development Bank (KSLDB)**

The Kerala Land Development Bank (KSLDB) may be taken as an example to demonstrate how WAMSI may function in a state. In the case of Kerala land bank, inventory records of public lands occurs in the forms of textual and spatial data management. Surveillance and protection of public lands are functioned through Junda placing, Public Land Protection Force and a Toll Free Number for reporting to the government on land encroachment. Income generation from public land is maintained through BOT and Lease Alert System. The modus

operandi of land governance society of Kerala may be described as: surveying only the government lands and publishing the details in the website [www.kslb.kerala.gov.in](http://www.kslb.kerala.gov.in) along with the Geo-referenced sketches as per section 4 of the Survey & Boundaries Act, 1961 and computerization of all the textual data in a village with a cut-off date and introduce online transfer of registry.

**Source: Wakf Record Management in India: Study by Centre for Rural Studies, Lal Bahadur Shastri National Academy of Administration**

## **Chapter V**

### **Findings, Conclusions and Recommendations**

The present chapter highlights summary of findings and recommendations based on the data analyzed in the previous chapter. The results have been discussed here in the light of the specific objectives of the study, which are as following.

#### **Findings:**

1. It has been observed that the present scheme was to be implemented in three phases with phase-wise objectives and targets for 12<sup>th</sup> Plan period as clearly indicated in original scheme. Phase-I was to be completed by October 2016 wherein Centralised Computing Facility (CCF) was to be set up in all SWBs and data entry in Wakf Management System in India (WAMSI) project of all four modules (Registration, Return, Leasing and Litigation) in all the SWBs was to be completed. However, the study suggests that the phase-I is yet to be completed and therefore, the scheme needs to be continued for the next five years period so that all the three phases related activities are completed in all the SWBs.
2. The year-wise financial performance has been analyzed. The financial performance of the scheme has not been satisfactory as MoMA did not provide sufficient funds as envisaged in the original scheme as per allocated budget and whatever funds were released to SWBs could not be fully utilized.
3. From the Monthly Progress Report (MPR) of WAMSI project, it has emerged that the pre digitization work of Wakf properties has increased about 6 folds from 2012 to 2017 April and about 87% of the work has been completed.
4. Similarly, Registration of Estates Records in On-line System Registration Module has increased significantly in the last 5 years at all India level. In April 2012, only 92058 records were entered in the on-line system, which has increased to 311453 by April, 2017. It has been observed that after computerization, the entry of the records has gone up. Now, Mutawallis are more compliant towards filing of annual return as the data is in Public Domain through On-line system public interface. The records in return filing have increased from 53 in 2012 to 2, 0688 by 2017 April.

5. Under Leasing Module, the data revealed that records in the leasing have grown from 41 in 2012 to 10056 in 2017, with about 77% of the records being accounted for by the State of Haryana. Entry in WAMSI litigation module has also gone up substantially.
6. An important mandate for the SWBs is appointment of a full time Chief Executive Officer for the betterment of the Board and the Awakf. The primary data revealed that out of 17 SWBs who responded, only 6 SWBs (35%) of respondents such as Bihar (Sunni), West Bengal, Gujarat, Karnataka, Madhya Pradesh and Puducherry have full-time CEOs. only 6 SWBs, such as Bihar (Sunni), West Bengal, Gujarat, Karnataka, Madhya Pradesh and Puducherry have full-time CEOs, where as other SWBs have part-time or no CEO.. Considering 17 as sample, similar situation may exist in case of another 14 remaining SWBs.
7. The staff position of the 17 SWBs respondents shows that out of 746 sanctioned posts, 368 posts have been lying vacant since long resulting in the serious dearth of technical manpower across all the SWBs.
8. For proper survey and cross checking of Wakf properties and reporting changes on the ground, regular visit to the properties is required. It emerged that in about 18% of the SWBs, such visits are not conducted.
9. Only about 70% of the SWBs have completed first phase of computerization process. It is delayed in Karnataka, Jharkhand, West Bengal and Meghalaya. In Karnataka, the project was stopped in the middle and now it has been handed over to NIC. The data revealed that CCF is working properly in 82% of the surveyed SWBs. It emerged from the survey that 47% of the SWBs have sent their existing staff for training and orientation on WAMSI online system. The trained staff has started working on WAMSI online system, preparing Meta Data of wakf properties and updating the records.
10. In 41% of the SWBs, like Assam, Meghalaya, Gujarat, Jharkhand, Lakshadweep, Himachal Pradesh and Delhi the Board website has not been developed yet.
11. Majority (82%) of the SWBs sends periodical report of retrieval of properties from encroachment and unauthorized occupation on Wakf properties to the CWC.
12. It was found that 53% of the SWBs does not have funds to upgrade and maintain the IT equipment. About 94% of the SWBs who responded put in efforts to preserve the documents. In Bihar (Shia), such preservation of documents is yet to be done.

13. Under Leasing Module, the data revealed that records in the leasing have grown from 41 in 2012 to 10056 in 2017, with about 77% of the records being accounted for by the State of Haryana. Entry in WAMSI litigation module has also gone up substantially.
14. Entry in WAMSI litigation module has also gone up substantially. It has been observed that one of the major factors contributed in litigation increase may be due to providing of Legal Assistant under component-I of the scheme. It shows that the scheme has an impact on the functioning of SWBs.
15. A Ministry of Minority Affairs (2015) report estimates the total Wakf land is 6 lakh acres, out of which 40 percent is occupied illegally. There are litigation cases pending in both Internal and the External Courts. As per the latest data, April 2017, the number of records of the Litigation cases has increased to 6983 from 4941 in 2014, which are significantly higher indicating a growth of about 42 per cent in the entry of litigation records. Though the work on this module had to be completed by Oct, 2016, the computerization process of records is still in progress.
16. It has been observed that some states are still in the process of implementation of phase I of the scheme while some have entered into phase II i.e. GIS mapping. State wise GIS records show that even in these states, where GPS records and photograph records are available, the incidence is extremely poor as against total registration data. In fact this falls under phase II of the scheme which was to be taken up after evaluation of first phase.
17. Primary survey revealed that some Wakf Boards have not utilized the funds released for establishing CCF. On one hand, the release by MoMA was lower than the approved budget while some SWBs did not utilize the full funds released on the other.
18. It was found that in 53% of the surveyed SWBs, up-to-date audit of the accounts of Mutawallis had been conducted. Only 23.5% of the SWBs have Separate Annual Returns for each property within each Wakf. The remaining 76.5 do not get any separate returns. However, as in case of Meghalaya, the SWB gets only 2% separate returns for individual Wakf properties. In case of Jharkhand it is 30% and in case of Karnataka and Assam, it has gone up to 75% and 100% respectively. This indicates varied progress among various states.

19. For proper survey and cross checking of Wakf properties and reporting changes on the ground, regular visit to the properties is required. A question was asked regarding this to SWBs, it emerged that in about 18% of the SWBs, such visits are not conducted.
20. It emerged from the survey that, 47% of the SWBs have sent their existing staff for training and orientation on WAMSI online system. The trained staff has started working on WAMSI online system, preparing Meta Data of wakf properties and updating the records.
21. Maintenance of IT equipment is important for this project. It was found that 53% of the SWBs do not have funds to upgrade and maintain the IT equipment. As regards to maintenance and preservation of records is concerned, the data revealed that 94% of the SWBs who responded put in efforts to preserve the documents. In Bihar (Shia), such preservation of documents is yet to be done.
22. As the number of awkaf register in the office of the U.P. Sunni Central Wakf Board are the highest in the country, the process of computerisation is bound to take some time. Hence, the outsourcing agency may be requested to increase its manpower.

### **Recommendations**

1. It has been observed that the scheme has met its objectives partially as only Phase-I has progressed well and is about to be completed. Though a substantial progress has been made in the scheme on computerization of the records, there still remains a lot of work to be done as the process has been slower and the target dates of completion of the modules has already lapsed. Therefore, the scheme needs to be continued for the next five years period so that all the three phases' related activities are completed in all the SWBs.
2. It has been observed that there are five agencies namely; MoMA, State Government, CWC, SWBs and NIC that are actively involved with specified roles and responsibilities in the implementation of the present scheme. However, there is a lack of coordination among these agencies in monitoring the progress and supervising the implementation of the scheme, which needs to be strengthened. The scheme was supposed to be monitored by the State Level Coordination Committee (SLCC) at State level and by Steering Committee headed by Joint Secretary concerned at the Ministry or Central level.

However, it has been found that not many meetings of the above committees have been held during the entire period of operation of the scheme.

3. For better monitoring of the scheme, regular interaction with CEOs of the SWBs is also imperative. For this purpose, it is recommended that Video Conference facilities in all 32 SWBs and in CWC should be provided under the scheme for effective monitoring of the projects and also for better supervision of State Wakf Boards. It will not only enhance efficiency of CWC and SWBs but would also save time and cost overrun in the implementation of the various activities and projects.
4. Further, data received from the 17 States suggest that many SWBs such as Bihar State Shia Wakf Board, West Bengal Wakf Board, Haryana Wakf Board, Jharkhand State Sunni Wakf Board and Karnataka State Board of Wakf have not yet set up SLCC, which is mandatory for implementation of the scheme. Therefore, all the States which have not yet set up SLCC need to be advised to initiate actions for the same and no funds should be released unless SLCC is in place.
5. The past experience suggests that wherever there are various agencies involved in the implementation of a scheme, it is essential to have an inbuilt mechanism for a very close coordination for a periodic review of the progress. Though, this element is present in scheme in the form of the various committees like SLCC, Steering Committee and Project Management Committee for monitoring and evaluation, however, these committees have not been performed their task very effectively as not many meetings have been held as envisaged in original scheme.
6. There are several challenges in implementation of scheme but the biggest challenge is to sensitize the State Governments to play a proactive role and to fill-up mandatory posts in a time-bound manner so that scheme can be successfully implemented. The SWBs are the institutions of the States and States have to strengthen them by providing sufficient resources both human and financial.

7. As per information submitted by the 17 States, it has been observed that only 6 States have appointed full-time CEOs and 10 States have part-time CEOs and Uttar Pradesh Central Sunni Wakf Board has no CEO. Large number of posts of Wakf Inspector/Auditor and Legal Assistant has been lying vacant since long. Also, 50 percent post of ZO which were created under the scheme has not been filled up.
8. The management and administration of a Wakf is vested in Mutawallis but they have no right in the property and their status is merely of a supervisor or a Manager. Though Mutawallis are persons who dedicated their life to the Islamic principles and had good family background but the current study suggests that there are instances where some Mutawallis misused their position as administrator of Wakf properties. From the information submitted by the 17 States it has been observed that 10 States have enquiry cases going on against the Mutawallis/Management. Therefore, there is a need for sensitization of Mutawallis about their role and duties and government procedures for land leasing, etc.
9. It has been observed that the main duties of Mutawallis include: carrying out the directions of the Board in accordance with the provisions of the Act; furnish returns and supply information to the Board from time to time; allow inspection of Wakf properties, accounts and records or deeds and documents; discharge all public dues and any other action which is lawfully required as per the Act. Considering the educational background of many Mutawallis, there is a need for capacity building of Mutawallis and to educate them about their roles and responsibilities, office procedural requirement, accountancy, lease rules, filing of returns, etc.
10. Muttawallis / Wakf Institutions are main stakeholders. In order to encourage them to do data entry in WAMSI Module, best performing Muttawallis who adopted best practices and use technology may be awarded by giving cash prize, Memento and citations, etc. as a token of incentive, which will motivate them and further encourage to enter more data in WAMSI modules.

11. The MoMA has taken much initiative and introduced many schemes for the development and management of Wakf properties. However, general awareness among different stakeholders, beneficiaries, and masses in particular, appears to be limited. Therefore, there is a need to run national level general awareness campaigns about the various initiatives and schemes introduced by the Government for the development and management of Wakf properties on an urgent basis.
12. There are also other challenges such as delay in release of funds, leadership deficiency at SWBs level, untrained staff, delayed detection of reports on encroachments on wakf properties, problems in procuring Revenue Record, insufficient fund for meeting day to day expenditure on salary of CCF staff, maintenance of computer and miscellaneous charges of CCF under the scheme, slow speed of server etc. The implementing agencies need to look into these issues for better functioning of the scheme. There is need for continuous training to SWB Staff to operate WAMSI On-line System at state level and to manage CCF. Therefore, it is highly recommended that to encourage the staff of the SWB to do more data entry in the WAMSI Modules, an incentive for per entry made in each module by SWBs staff can also be given to motivate them.
13. Further, the CCF has been in operation for last seven to eight years and there has been technological changes in ICT. Therefore, Computers required upgradation and replacement in some cases. Hence, it is recommended that financial assistance for maintenance and modernization of Centralized Computing Facility (CCF) in 32 SWBs may be provided on yearly basis.
14. Office automation is essential part of better administration of any office. Hence, SWBs and CWC should be equipped with Web Based ERP Solution Software for better administration.
15. The present scheme needs to be modified with higher outlays in such a manner that it facilitates state wakf boards and creates competition among various SWBs for performing better. The SWBs working efficiently in achieving their targets/objectives of computerization of records may be incentivised so that other states will be encouraged.

16. Duplication and multiple entries in WAMSI online system cannot be checked. The system may be upgraded to check the duplicate entries. A proper scheme/ guide line for the Board employee may be provided to avoid frequent change of staff and better administration and management of the Board.
17. The proper maintenance of WAMSI website is also not in place across in many states. WAMSI data should be upgraded by entering GPS Coordinates and photographs. GIS (geographical information system) has been introduced to map the property. This requires the computerization of Wakf records as well as the user friendly GIS application based Wakf management system to bring transparency, more efficient Wakf administration and management in all the states.
18. There is a need to develop a mechanism to ensure timely detection of reports on encroachments on wakf properties. This will help in early solutions and enhanced incomes of wakf. To enhance efficiency, there is a need to arrange training and refresher course on office procedure to complete and operation of computerization.

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