

DI-LRMP Impact Assessment Synthesis

Report Release

Devendra B Gupta, **Deepak Sanan**
&
Prerna Prabhakar

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Outline of Impact Assessment

State level status (for each state)

**Computerisation of
RoR, CM, Registration
and Integration**

**Delivery of Land
Record/Registration
related services**

**Procedures for
updating/correcting the
record**

Tehsil level Assessment (for each state)

**Real Time Mirror
Check**

**Delivery of land
record/registration
related services**

**Resolution of revenue
court cases**

FGD & State Consultation (for each state)

**Capturing
Stakeholder
Perception and
recommendations**

State Level Assessment



Findings : RoR Computerization

Himachal Pradesh

RoRs digitized
97.6 % of villages

RoRs available on the web in
legally usable form
97.6 % of villages

RoRs still available
only in paper form
2.4 % of villages

Maharashtra

RoRs digitized
99.7 % of talukas

RoRs available on the web in
legally usable form
Nil

RoRs still available
only in paper form
1 taluka (out of 358
talukas)

Rajasthan

RoRs digitized
96 % of villages

RoRs available on the web
in legally usable form
7.6 % of villages

RoRs still available in
paper form
3.4 % of villages

Findings – CM Digitization

Himachal Pradesh

CM digitized and available on web for **17.91 %** villages, drawn on basis of traditional survey techniques

CMs not in usable form
1.8 % villages

Adoption of modern survey techniques
19 villages

Maharashtra

3.8 % of CMs digitized

CMs not in usable form
30 % talukas

Adoption of modern survey techniques

Pilot Project conducted in 12 villages of Mulshi taluka
Proposed in 6 districts

Rajasthan

0 % maps digitized and available on web (scanning is underway)

CMs not in usable form
36.4 % tehsils

Adoption of modern survey techniques
Initiated in 10 blocks in 10 districts in 2016

Findings: Registration (Overall Computerization)

	Status
Himachal Pradesh	Stand Alone systems with internet access
Maharashtra	Web based registration system using VPN
Rajasthan	66 % SROs still have manual registration system

Findings: Registration (Step Wise Computerization)

Steps	Undertaken By (Client, registration office or Both)	Himachal Pradesh	Maharashtra	Rajasthan
1. Title Search	Client			
1a. Checking with RoR	Client	Online mostly	Online mostly	Online partially
1b. Access to legacy registration record	Client	Nil	46% SROs permit search from 1985 onwards and 47.3% from 2002 onwards	Nil
2. Circle Rate (real time availability of notified rate)	Both	Available	Available	Available
3. Payment of Duty	Client	e-stamp	On line system	e-stamp
4. Document Preparation and Application	Client	Off line	Partially web based	Off line
5. Verification of Duty and Documents	Office	Off line	Duty verification- On line Documents verification – partially web based	Off line
6. Attestation of Registration	Office	Off line	Partially web based	Off line
7. Delivery of Document	Office	Off line	On line system	Off line
8. Updating of record	Office			
8a Notice for Updating is noted in the land / property record:	Office	In all cases where RoR computerized (97.6%)	2.8% of SROs	Offline
8b Actual Record Updation occurs in real time:	Office	No	No	No

Public Services Act

Himachal Pradesh

- The Himachal Pradesh Public Services Guarantee Act, 2011,

Maharashtra

- Maharashtra Right to Public Services, 2015

Rajasthan

- The Rajasthan Guaranteed Delivery of Public Services Act, 2011

Land Records Delivery

	Applications under Public Service Acts	
Himachal Pradesh	No details	the Sugam Kendras and Lok Mitra Kendras supplied 10,11,162 copies in one year
Maharashtra	received- 116, approved- 39, rejected- 18 and pending- 59	11,90,209 copies of the record provided to applicants
Rajasthan	No details	35794 Common Service Centres

Instructions on Updating Record

	Himachal Pradesh	Maharashtra	Rajasthan
Ownership	Intimation from SRO or parties in case of sale and from parties in case of succession. Mutation entered thereafter Specified procedure for Objections to mutation	Intimation from SRO or parties in case of sale and from parties in case of succession. Mutation entered thereafter Specified procedure for Objections to mutation	Intimation from SRO or parties in case of sale and from parties in case of succession. Mutation entered thereafter Specified procedure for Objections to mutation
Possession	Separate column Co-owners have to presented to get possession entered or possibility If disputed, case taken up before revenue officer.	No Separate column ,but a separate register maintained	No Separate column
Extent/Boundary	Application by parties for undisputed cases If disputed, case taken up before revenue officer.	Application by parties for undisputed cases If disputed, case taken up before revenue officer.	Application by parties for undisputed cases If disputed, case taken up before revenue officer.
Land use	Crop inspection biannually by patwari	Crop inspection annually by talathi	Crop inspection tri annually by patwari
Encumrances	Mortgages and revenue court cases intimated to patwari by banks and courts respectively No provision to record land acquisition or land use restriction	Mortgages, court cases intimated to talathi No provision to land acquisition or land use restriction	Mortgages and revenue court cases intimated to patwari by banks and courts respectively No provision to record land acquisition or land use restriction

Tehsil Level Assessment

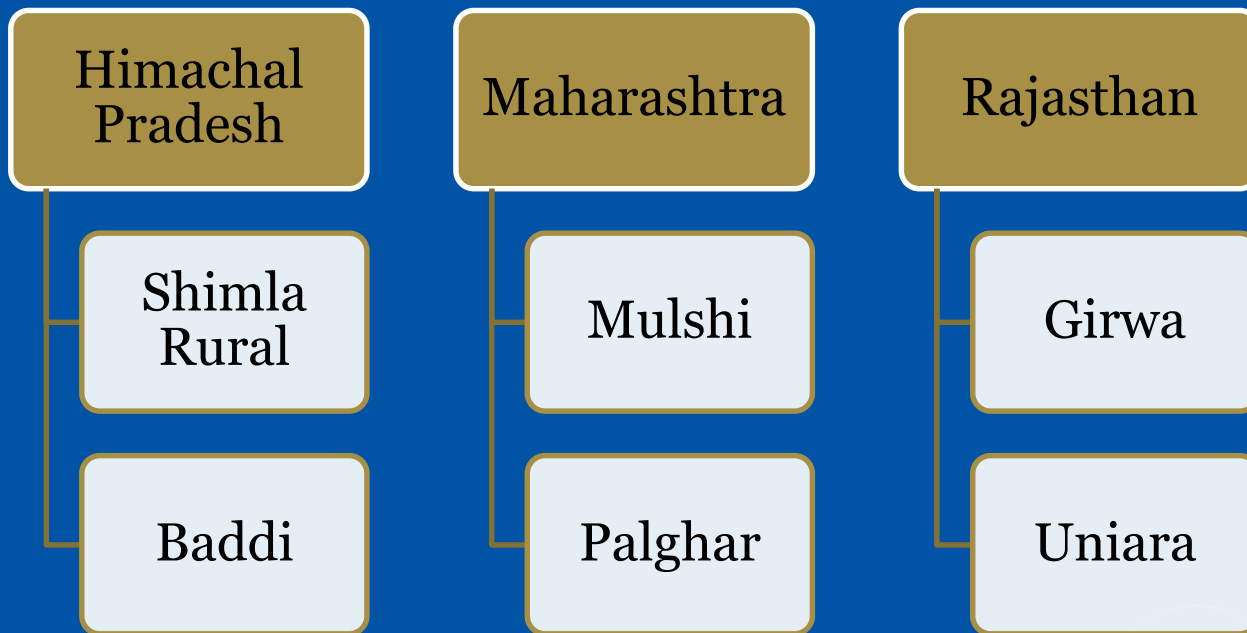
1. RTM

- Ownership
- Possession
- Land Use
- Land Area
- Encumbrances

Tehsil Selection

Peri-urban
location

Relatively high land litigation prevalence



Relatively high
land transaction
intensity

Ease of transport and
access

At least some interventions
under NLRMP/DILRMP

RTM Check : Sampling Strategy

State	Sampling Strategy Steps
Himachal Pradesh	5 REs selected from each tehsil- random stratified sampling.
	50 Land parcels within these 5 REs parcels - random stratified sampling
	100 parcels surveyed, 50 each
Maharashtra	Within each tehsil, 5 villages with high transaction intensity were selected
	Within each village, 10 parcels were picked <i>In situation where enough land parcels were not available in a village, more villages were included.</i>
	102 parcels surveyed, 50 in Mulshi and 52 in Palghar.
Rajasthan	Random sampling to select 10 villages from each tehsil.
	5 villages from among these 10 villages were picked based on highest transaction intensity.
	Land Parcels: mutations for 2016-17 analysed, with a target of 10 parcels per village
	76 mutations , 99 land parcels surveyed

Variation in Ownership

Himachal Pradesh

Shimla Rural
34 %

Baddi
6 %

Maharashtra

Mulshi
2 %

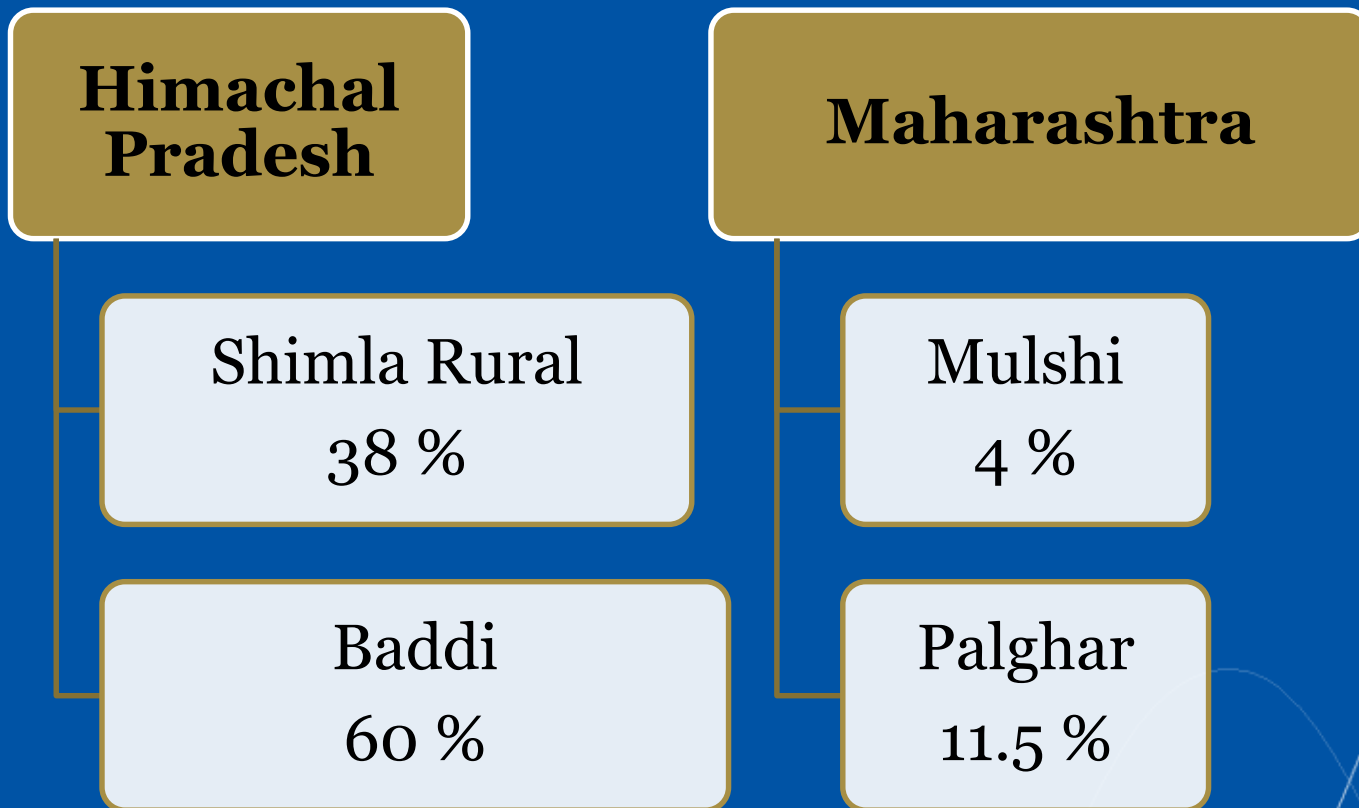
Palghar
0%

Rajasthan

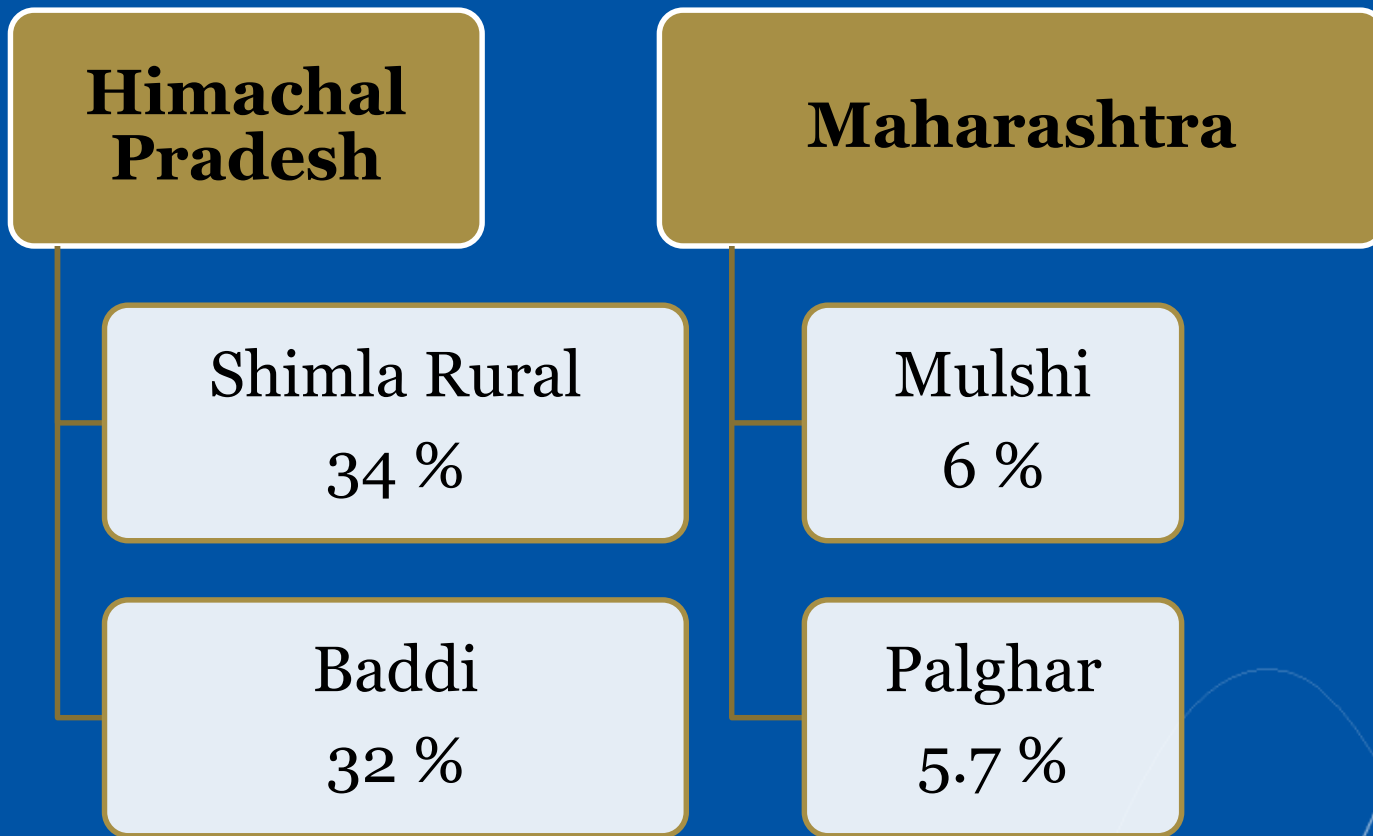
Girwa
0 %

Uniara
0 %

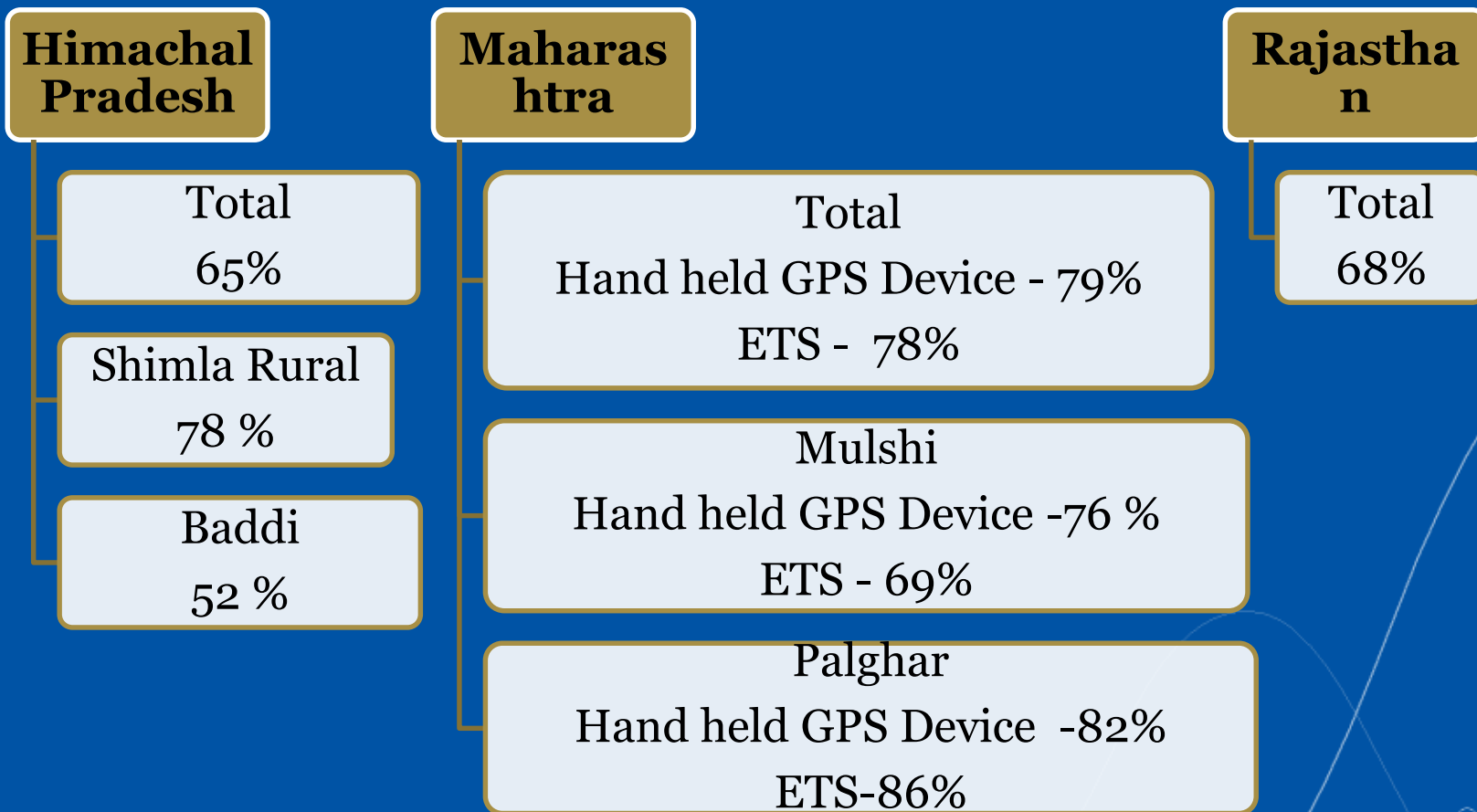
Variation in Possession



Variation in Land Use



Variation (More than 5 %) in Land Area



Variation in Encumbrances

- Largely limited to mortgage of land or property on availing of loans
- Other encumbrances are seldom recorded
 - Ongoing litigation (even if it finds mention in instructions)
 - Pending acquisition proceeding
 - Statutory restrictions on land use in town planning or development areas usually do not find mention.

Delivery of Land Record Related Services



Copies of Land Records

	Method	Finding
Himachal Pradesh	Interview with people outside CSCs	Instant Delivery (within a few minutes)
Maharashtra	Random five entries from registers	RoR – <i>Mulshi</i> - 2 days <i>Palghar</i> - Within a same day CMs -within same day
Rajasthan	Random five entries from registers	RoR and CMs in Girwa - Within a day CMs in Uniara – instant

Applications for Correction/Updating of Records

- Correction of Revenue Entry
- Demarcation of Boundaries
- Partition
- Mutation
- Registration

- Sample too small – unable to capture actual picture



Policy Suggestions



Improving Overall Land Records and Registration

Himachal Pradesh	Maharashtra	Rajasthan
Suggestion to abandon the 5 year cycle of RoR	Certified copies of RoR and Property Cards	SROs check RoRs and maps before registering a transfer deed
Adoption of the web based registration system		Set standard formats for RoRs to record the relevant data
Need for Document Management System (DMS) to enable data web accessible legacy records		Need for legal provisions to allow CMs to be updated with on ground change

Improvement in Updating of records : Ownership & Possession

Ownership		
Himachal Pradesh	Maharashtra	Rajasthan
Online mutation - Automatic updation of RoR with registration	Online intimation of the registration to be sent to the revenue officer to enhance real time updation of ownership	Decentralize the mutation process
Possible linkage between the data base of the Registrar of Births and Deaths of every local body and the shajra nasab		
Possession		
Himachal Pradesh	Maharashtra	Rajasthan
Encourage voluntary partition		Required statutory provisions to record Possession and tenancy
		Need for legal provisions to allow amalgamation of plots to facilitate partition

Improvement in Updating of records : Extent/Boundary/Land Area

Himachal Pradesh	Maharashtra	Rajasthan
Suggestion to formulate a fresh Resurvey Manual to guide resurveys	Grant more ETS equipments to the departments to ensure more efficiency in land measurement	Introduce statutory provisions to record easement rights
Prioritize fresh survey only in 'abadi deh' areas that have been left out.		Introduce modern surveying tools
Limit Resurvey to cases where the record is extremely mutilated or torn		
Explore possibility of resurvey through superimposition of digitized CMs over satellite imagery.		
A new chapter of the Land Records Manual (LRM) for built up property in the record		

Improvement in Updating of records : Land Use & Encumbrances

Land Use		
Himachal Pradesh	Maharashtra	Rajasthan
Need to draft an LRM chapter on recording land use Alternatively, rewrite the current chapter on Harvest Inspections		Required statutory provisions to record land use changes
Record permanent change of land use relating to non-agricultural usage		
Delineate procedure for sub division of existing land parcels (khasra numbers) that undergo land use change		

Encumbrances		
Himachal Pradesh	Maharashtra	Rajasthan
New LRM chapter for encumbrances	Integration of revenue offices with courts and judicial forums	Need for statutory provisions to record encumbrances other than mortgages
Linkage of encumbrance record in RoR with relevant		

Land Revenue Administration

Himachal Pradesh	Maharashtra	Rajasthan
The mission of the Revenue Department should be explicitly stated as the custodian of a comprehensive property record updated in real time.	Technical training for digitization of land records in relevant departments	Deal with shortfall in the number of patwaris
Training modules required to be drafted with respect to procedural changes	Appointment of software and hardware training teams	Rationalize responsibilities of revenue officials in the direction of land record
	Availability of technical resources	Availability of technical resources
	Limit the number of villages assigned to a single talathi	Compensate GPs for administrative costs for sanctioning mutations
		Software training to revenue officials

DI-LRMP Design

Himachal Pradesh	Maharashtra	Rajasthan
<p>Realignment of DILRMP design</p> <p>States: Encourage States to prepare action plans to attain comprehensive and updated records</p>	<p>Deal with inconsistencies between the information available with various revenue administration departments and the information reported on the NLRMP information system</p>	<p>Gram Panchayat (GPs) need to be included in DI-LRMP for streamlining the mutation process.</p>
<p>Centre: Divide central allocations between the funding of action plans and a reward for performance</p>	<p>Ensure accessibility of historical data on DILRMP website for a specified state.</p>	

Way Forward

1. Relevance for future studies

- Experience of Pilot Impact Assessment – what worked & what did not
- Ease of information collection & its comparability
- Methodology

2. Relevance for DI-LRMP design

- Reasons for lack of greater progress
- Possible changes in design to increase state interest & efforts to obtain comprehensive & updated land records

Relevance for Future Studies

Section	Experience & Lessons from Impact Assessment
State Level computerization status & test checks	<p>Feasible</p> <p>Aided if DI-RMP reporting requirements emphasized greater accuracy & detail</p>
Land Records Delivery	<p>For meaningful results, extensive client surveys needed</p> <p>Digitally signed copies of RoRs/CMs can be an indicator of improved service delivery</p>
Rules & Instructions for updating Records	<p>Relevant & Accessible, have to be carefully analyzed & compared</p>
Real Time Mirror	<ul style="list-style-type: none"> • Valuable, possibly require more representative sample • Different methodology inhibits comparison across states • There are practical issues in securing accurate information on all 5 RTM components • Alternative ways – with appropriate sample sizes
<ul style="list-style-type: none"> • Delivery of Land records & related services 	<p>Minimal value addition to other sections</p>
<ul style="list-style-type: none"> • FGDs/state consultation 	<ul style="list-style-type: none"> • FGDs useful for shaping policy suggestions • Constraints with respect to availability of senior revenue officials for state consultation

Relevance for DI-LRMP Design

1. Underutilization of disbursed funds- problem of scheme (differing sharing pattern and norms)
2. Incentivize states to focus on creation of better land record system and ensure improved delivery of services
 - Increase flexibility
 - Reward performance
 - 50 percent funding of inputs –allocation based on weightage to population & area and dispensing with components and cost norms
 - 50 percent disbursement based on performance - on a possible PR&S Index

Property record and services Index (PRSI)- Illustration

Modify DI-LRMP reporting requirements

Number of Tehsils, revenue villages in state

Names of tehsils reported to

- Have computerized/ digitized the RoR / CM and number of revenue villages / RoRs in each of these tehsils
- Linkage of RoR with registration
- Instant mutation in computerized RoR
- Encumbrances in form of mortgages, revenue court cases, civil court cases, land acquisition, statutory land use restrictions

Number of SROs in state

Number of SROs in state where registration has an online facility with regard to various steps

Property record and services Index (PRSI)- Illustration

Test check of reported information & Computation of Index

Example

Computerization status

RoRs/CM

Computerized RoRs accessible on the web (**maximum 5 points**)

Registration

Verification of claim with respect to each stage of the registration process by online test check (**maximum of 4 points for each stage of the five stages**)

Property record and services Index (PRSI)- Illustration

Real Time Mirror

Ownership:

Whether registration noted in RoR (**maximum five points**)

Whether mutation effected instantly (**maximum five points**)

Possession

Extent of multiple ownership (**maximum ten points**)

Land Use

Land recorded as agricultural, converted to non agricultural on ground
(**maximum ten points**)

Land Area

More than five percent variation between land area in computerized RoR
& digitized CMs (**maximum ten points**)

Encumbrances

All five categories (**maximum 2 points each**)

Property record and services Index (PRSI)- Illustration

	Himachal Pradesh	Maharashtra	Rajasthan
Computerisation of RoR (out of 5)	4.28	4.88 (Mulshi) 4.58 (Palghar)	4.18
Legally useable copy of RoR (out of 10)	8.56	Nil	0.76
Computerisation of CM (out of 5)	0.6	0.2	Nil
legally useable copy of CM (out of 10)	Nil	Nil	Nil
Computerisation of Registration (out of 4)			
i) application	Nil	2	Nil
ii) Circle rate	4	4	4
iii) payment	Nil	4	Nil
iv) approval	Nil	2	Nil
v) document delivery	Nil	4	Nil
Ownership (out of 5)			
i) Note	4.88	Nil	Nil
ii) mutation	Nil	Nil	Nil
Possession (out of 10)	2	-	0.6
Land Use (out of 10)	8	9.7	
Land Area (out of 10)	2.6	-	-
Encumbrances (out of 2)			
All categories	Nil	Nil	Nil
Total (out of 100)	34.92	30.78	9.54

Thank You!

