



**IMPACT ASSESSMENT OF DIGITAL INDIA LAND  
RECORDS MODERNIZATION PROGRAMME  
(DILRMP) IN**

**RAJASTHAN**

**B. N. Yugandhar Centre for Rural Studies  
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# **IMPACT ASSESSMENT STUDY OF DILRMP RAJASTHAN**

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**Mussoorie (Uttarakhand)**

**In Collaboration with;**

**CENTRE FOR DEVELOPMENT COMMUNICATION  
& STUDIES, (CDECS)  
JAIPUR**

## **EXECUTIVE SUMMARY**

### **Background**

In order to improve the quality of land records, and make them more accessible, the Central Government implemented the National Land Records Modernization Programme (now Digital India Land Records Modernization Programme). It seeks to achieve complete computerization of the property registration process and digitization of all land records. In the State of Rajasthan, the process of computerization has been started with support from Government of India since 2002 under the programme of Computerization of Land Records (CLR) & Strengthening of Revenue Administration and Updating of Land Records (SRA&ULR) and NLRMP. Later, renamed as Digital India Land Records Modernization Programme (DILRMP) in 2016. In term of execution, it is good going. It has been initiated in across the 33 districts of the State. Rajasthan is the largest state in India constituting 10.4 percent of the total area and contains 5.67 percent of the total population of India. A vast majority of the state's land area is classified as rural.

### **The Study**

The impact assessment was commissioned to Centre for Development Communication & Studies, Jaipur to study the implementation of the DILRMP in Rajasthan, and assess the performance of various activities taken up under the erstwhile NLRMP and present DILRMP and identify the constraints in implementation of the various components of the programme. The aim of the study was to assess:

- a) The performance of various activities taken up under the erstwhile NLRMP and present DILRMP,
- b) To identify constraints in the implementation of various components of the programme,
- c) To identify good practices and the gaps in achieving objectives of the Programme, and
- d) To suggest appropriate changes in the guidelines/ instructions or other-wise to improve the effectiveness of DILRMP.

### **Methodology, Approach and Sampling**

In total, two sample tehsils were selected in each of the two sample districts namely, Udaipur and Baran. Baran is the Aspirational district undertaken to review the performance for DILRMP in improving the citizen access to land records conveniently which certainly will add to the land title betterment.

In total, 04 tehsils namely, Girwa and Kherwara in Udaipur district and Baran & Mangrol tehsils in Baran district were selected for the Impact Assessment study in the State of Rajasthan.

For the study 500 land parcels per tehsil were selected by using stratified random sample for assessment of Real Time Mirror Status. Out of 500 selected parcels per tehsil, 50 parcels which had been updated their land records in past two years were selected.

Finally, the study in the State of Rajasthan concluded with 2203 samples out of which 200 land parcels were recently transacted.

## **Key Findings & Recommendations**

The study comes out with the finding that the State of Rajasthan has really taken up the programme of NLRMP/ DILRMP with full commitment, professional approach and perspective planning. We can appreciate many good goings in the State in terms of proper planning, setting system, process and management. The Land Record Computerization cell is established at every tehsil for updation of data related to Mutation/ sale/ Mortgage etc. Also the State claims computerization of land records being completed in all the 45969 villages. The citizen's can access to computerized copy of RoR by paying a nominal fee of Rs.10 per page.

In terms of management and control in the State, Full-fledged office has been set-up for DILRMP in the State in the office of Settlement Commissioner. The expert agency of Country NIC is undertaking the responsibility of settling-up the system and overall management of computerized system in the State. Also, full time settlement Commissioner supported by Addl. Settlement Commissioner, Settlement officers, Asst. settlement officers and surveyors are posted at State Office of Settlement at Jaipur. The state has developed functional website for Land and revenue system, registration etc and also the State is working towards major shift in terms of making land records updated and transparent and making them online tehsil-wise. In order to increase the access of land related services, the services of e-Mitra (Common Service Centres) are wide spread in the state. The land owners/ citizens can take a print of land RoR from these e-mitras situated largely at accessible distance i.e. in Gram Panchayat and Tehsil/ Market place across the State.

At sample tehsils, many achievements can also be appreciated namely, Land Record Computerization cell is functional at every tehsil for updation of data related to Mutation/ sale/ Mortgage etc. In all the four sample tehsils namely, Mangrol, Baran, Girwa and Kherwara, Full-fledged LRC (Land record Centre) has been set-up for DILRMP in the tehsils in the office of Tehsildar. 02 trained RPGs have been posted in all the 04 LRCs in the sample tehsils. The RPGs at the LRC have the responsibility of settling the system and overall management of computerized system in the tehsil; full time Tehsildars supported by Office Kanungos/ ILRs are posted at Tehsil Offices in each of the 04 sample tehsils. Also, the tehsils are equipped with computers, scanners, printers and necessary logistics as per DILRMP/NRLMP provisions. Each of the sample tehsils has developed a roster kind of arrangement to provide the Patwaris to enter their data / updation of records as per RoR of their citizens/ villagers at LRCs. It has been reported that the Patwaris appointed after 2012 mostly having technical (B.Tech in IT, Electronic & Communications etc.) have better understanding of technical issues related to DILRMP and are contributing towards strengthening of system under DILRMP. The MRRs (Modern Record Room) have been reported set-up / in process of setting-up in all the four tehsils. Still full-fledged functional MRR is to be made due to some pending work namely, installation of computers and printers, handing over the MRR by the vendor etc. in all the four sample tehsils.

The impact of computerization of land records is reported meaningful for the citizens as they get a copy of Jamabandi (Record of rights) by paying Rs.10 per page from Land Record Centre (LRC) of tehsil or from any of the e-Mitra / Seva kendra nearby. It can be said that the sample tehsils have computerized land records almost in all villages except 03 villages of Mangrol tehsil of Baran district.

In the sample villages, it has been reported that the major reason for record updation is succession which was expressed by 40 percent of the respondents, mortgage by 25 percent

respondents. The other reasons were - 8.5 percent sample respondents expressed for sale, 9 percent expressed for partition, 0.5 percent sample respondents opined for litigations, 1.5 percent sample respondents reported change in land records as per court orders, 1.5 percent sample respondents reported for change of land use, 3 percent sample respondents reported for patta issued by Gram Panchayat, 0.5 percent sample respondents reported for patta issued by revenue department & 10.5 percent sample respondents reported for others as a reason behind record updation viz. purchase of land by sample respondents.

In total, 12.5 percent sample respondents reported that time taken to complete the entire process of record updation was less than a week followed by one week reported by 8.5 percent sample respondents, 2 to 3 weeks was reported by 21.5 percent sample respondents, one month was reported by 15.5 percent sample respondents and more than one month was reported by 42 percent sample respondents.

The findings of sample study revealed that in more than 57 percent cases it took one month and more than a month. Certainly, the issue needs urgent attention as the state is proceeding for cent percent online system. There is need to pay attention to the issue how the online land record management system should reduce time in a way the land owners/ farmers can be saved from harassment.

Also, in terms of cost incurred by the respondents on record updation varies from Rs.500 - Rs.5000. In total, 14.5 percent sample respondents reported that the real cost involved for record updation from the office was less than Rs.500 followed by 45.5 percent sample respondents opted for Rs. 500 to Rs. 2000, 19 percent sample respondents opted for Rs. 2000 to Rs. 5000 & 21 percent sample respondents opted for more than Rs. 5000.

So far as payment of any extra cost in the office for updating their land records in the sample tehsils is concerned, in total, 23 per cent sample respondents reported that they had paid extra cost in the office for updating their land records, whereas 77 percent sample respondents reported that they did not pay extra cost in the office for updating their land records.

The findings related to time and cost associated with land record updation in the sample tehsils show the loss of time and money in getting the land titles by the farmers/ land owners in due course of time. It clearly reflects that under the present circumstances the system of online record management and updation is still not playing instrumental role in giving relief in terms of time, cost and harassment physically. The reasons may be incomplete online process of land record updation. It requires both online and manual support due to not fully organized system as per requirement under DILRMP.

The State has to look into significant gaps which need to be taken care in order to execute the DILRMP in the state as per guidelines of the Government of India. The support system in terms of helpline number and Bug Zilla should be functional which was reported non-responsive since last 4 months due to which the land record updation has been affected in the sample tehsils. As far as the core areas to be taken up under DILRMP are the textual data in the RoR should match with the spatial data and should same on the ground. The progress of state shows that the survey and resurvey is yet to be initiated in 22 districts of the State. The process is delayed as the same where initiated has still not been completed even after completing the end date for the vendors given the task of survey and resurvey. Similarly, the cadastral survey was yet to be initiated in 205 tehsils (60.5 per cent) & in 25214 villages (55 percent). Also, the survey and resurvey is yet to be taken up in 44287 (96 percent) villages. In none of the villages

in the State final Promulgation has been done. The mutation online system is yet to be computerized in 23673 villages (51.5 percent).

In terms of strengthening of record keeping and computerization of records, the sanctions for Modern record Room (MRR).has been done in 314 tehsils (93 percent). The State report shows that 214 MRRs have been completed and in remaining 100 MRRs (32 percent), it is in process. But out of 04 sample tehsils, it has been reported that in none of the tehsils MRRs have been completely set-up and functional as per its mandate.

The capacity building and training was found an important element which is very much required for effective and efficient execution of DILRMP. It should be a regular process and should be taken in the form of different capsules for different levels of officials and functionaries so that it should be really meaningful in case of quality execution of DILRMP. About 40 percent officials and functionaries are yet to be covered under training.

There are some policy level decisions which need to be taken for bridging the gap in the vacancies of revenue officials in the State which is to be filled on urgent basis against the sanctioned posts viz.31 percent Patwaris, 18 percent Kanungos, 75 percent SROs and 45 percent Tehsildars.

Moreover, the requirement of Modern survey, data generation/ map updation, textual RoR data linked to spatial data via GIS platform should be initiated at the tehsil level. Also, linking of registration department with others viz. banking institutions/ revenue courts/civil courts should be started at the tehsil level. There is greater need for integration of tehsil office with revenue records and the records of urban local body should be initiated at the tehsil level.

The requirement of 2-3 trained computer experts at tehsil level in addition to RPG (Resource Person Group) has been reported. Also the Patwari should be equipped with Computer (Laptop) & Printer which should be provided in order to reduce the pendency of updation of land records.

It has also been reported that the present software is not equipped to store the history of mutations for a parcel. It has been requested by the Patwaris/ Revenue officials to create software where history of parcel can be revealed over the period of years with updation. There is strong feedback from the sample tehsils that the software should be tested and corrected first, and then it should be given to tehsil and down the line for use.

Moreover, the State Government needs to specify state-wide standard formats for recording land related data. This involves two interventions. First, statutory provisions need to be made for mandatory recording of certain pertinent data which are currently not recorded. This includes encumbrances other than mortgages (such as ongoing litigation), easement rights, land-use changes, land-use restrictions, and transfer restrictions (such as for land owned by Scheduled Tribes). Second, the e-Dharti software has to be modified to accept these data. In addition to this, e-Dharti also needs to be modified to accept two sets of mutation registers per tehsil, for agricultural and non-agricultural land.

Lastly, the State needs to ensure that the DILRMP core focus is on conclusive titling based on four basic principles - **single agency, mirror, curtain & title insurance** need to be ensured in real sense in order to provide relief to the citizens and get land titling reforms. This will certainly improve the 'rural economy' by making a clearer Land titling system.

DILRMP so far has been focusing on the aspect of computerization of land records i.e. textual data. Further, the pace of programmes has been slow. Processes such as surveys and re-surveys have been going on at a slow pace. The integration process is still lagging in terms of computerization of land records, spatial map and computerization of registration. In addition, the records related to urban and peri-urban areas are not reported maintained under DILRMP.

However, in the State the pace of modernization of records and bringing them to an online platform has been slow. Until November 2019, 33.4% of the funds sanctioned under DILRMP have been utilized. It is high time for the State to act in terms of undertaking the required inputs of DILRMP, look for its efficient and effective execution, and use the sanctioned amount for the purpose. It needs to capacitate the officials and functionaries, to make established Modern Record Room operational, addressing the grievances of the tehsils on regular basis and finally help in devising a system to work on solution basis and it should be functional as well as responsive to complete the process in desired timeframe.



## ABOUT THE B. N. YUGANDHAR CENTRE FOR RURAL STUDIES

The B. N. Yugandhar Centre for Rural Studies (BNYCRS) is a Research Centre of the Lal Bahadur Shastri National Academy of Administration, Mussoorie. It was set up in the year 1989 by the Ministry of Rural Development, Government of India, with a multifaceted agenda that includes the contemporaneous evaluation of the ever-unfolding ground realities pertaining to the Land Administration and Poverty Alleviation Programmes in India. Sensitization of the officer trainees of the Indian Administrative Service in the process of evaluating the land administration/management and poverty alleviation programmes through exposing them to ground realities; setting up a forum for regular exchange of views on land reforms, socio-economic development and poverty alleviation amid academicians, administrators, activists, planners, stakeholders and concerned citizens and creating awareness amongst the public about the various programmes initiated by the Government of India through non-governmental organizations are also important objectives of the B. N. Yugandhar Centre for Rural Studies. A large number of books, reports related to land reforms, poverty alleviation programmes, rural socio-economic problems etc. published both externally and internally bear testimony to the excellent quality of the Centre. Over the years, the Centre has widened its activities involving conducting research studies, training programmes and workshops/ seminars and provide policy suggestions.

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