



**IMPACT ASSESSMENT STUDY OF DIGITAL
INDIA LAND RECORD MODERNIZATION
PROGRAMME IN**

MAHARASHTRA

**B. N. Yugandhar Centre for Rural Studies
Lal Bahadur Shastri National Academy of Administration
Mussoorie – 248 179**

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Mussoorie – 248 179 (Uttarakhand)
in collaboration with
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EXECUTIVE SUMMARY

The land is important not only for the primary sector even for the secondary and tertiary sectors too. If land-related transactions, for example, registration, land transfer is easy, then doing business becomes easier. In the World Bank's Ease of Doing Business Index registration of the property is an important indicator. Therefore, the smooth transfer of land ownership and inheritance of land, flawless land records, possession, and ownership and property rights documents is the necessity of time. This report is based on a study aimed at assessment of the 'Digital India Land Records Modernization Programme (DILRMP) in the state of Maharashtra.

Land records consist of different types of information (cadastral map, sale deed) and are maintained across different departments at the tehsil level or district level. The data across departments most of the time is not updated properly. Therefore the land records often contain discrepancies.

Poor land records affects the future transactions. Poor land records create hurdles for farmers while accessing credit. Process of updating records becomes cumbersome when data is spread across departments. The entire process is inefficient and causes time delays which results into economics losses.

In the year 1985 during the conference of Revenue ministers of states /UT the idea of computerization of land and crop-based data to be taken up on pilot basis in one Tehsil or in Revenue Circle of each state/UT as a Central scheme. After this a Study Group comprising representatives from Ministry of Agriculture, the Central Statistical Organisation and from the Governments of Karnataka, Madhya Pradesh, Maharashtra, Tamil Nadu and Uttar Pradesh was formed in the year 1985 which also recommended computerisation of Core Data in land records to assist developmental planning and to make their records more accessible to the people.

As a result of this in the year 1988-89 centrally sponsored scheme on computerisation of land records was started on a pilot basis in the Madhya Pradesh (MP), Andhra Pradesh (AP), Orissa, Assam, Bihar, Maharashtra, Rajasthan and Gujarat. In 1991-92 the scheme was extended to other states/UT.

In the year 2008, government approved the merger of Computerisation of Land Records (CLR) & Strengthening of Revenue Administration and Updating of Land Records (SRA&ULR) into a modified Scheme name named Digital India Land Records Modernization Programme (DILRMP). The main aims of DILRMP are to usher in a system of updated land records, automated and automatic mutation, integration between textual and spatial records, inter-connectivity between revenue and registration, to replace the present deeds registration and presumptive title system with conclusive titling.

In this study, we evaluated the implementation of DILRMP in the state of Maharashtra. Maharashtra is one of the most densely populated states in India. Maharashtra constitutes 9.36 per cent¹ of the total area and contains 9.28 per cent of the total population of India².

¹ <https://fsi.nic.in/>

² *ibid*

The state is divided into 36 districts and 358 tehsils. Maharashtra has 256 statutory towns³, 27 municipal corporations⁴ and 338 municipal councils and municipal panchayats⁵.

Work on computerisation of records of rights started in 1988-89, well before the National Land Records Modernization Programme (NLRMP) was conceived. These activities got subsumed under the Land Records Computerisation project which was later subsumed by NLRMP.

Our study evaluates the implementation DILRMP in the Maharashtra State in three stages (a) At state level by collecting state-level data from Settlement Commissioner and Director of Land Records office (b) Tehsil level by collecting tehsil level data from the tehsil offices (c) Assessment of Real Time Mirror Status in two tehsils of two districts of Maharashtra. In addition, the study involved a visit to ten villages each in the four selected tehsils, interactions with villagers, and collection of information relating to a sample of fifty parcels in each village and out of these fifty parcels five parcels were recently transacted i.e. in the past two years.

Our analysis of the information collected and our visits is summarised below.

1.1 Summary of findings:

I) State Level:

- In Maharashtra state, there is a hundred per cent digitization of rural land records.
- The survey and resurveys have not been yet done.
- Maharashtra state has achieved a hundred per cent computerization of registration.
- The state has created modern record rooms at 740 locations.

Computerization of Land Records (CLR):

- In the state, there is 100 per cent computerization of village land records and all are available 24/7 on the state level server.
- To date, approximately 94 lacs mutations have been processed online. 18.00 lacs digitally signed RoR has been downloaded from the public domain.
- All 358 tehsils are having functional online processing of mutation application.
- Approximately 65 per cent mutation requests are completed in stipulated time i.e. in a month.

Digitization of Spatial records:

- At present in 12 villages survey/resurvey work is in progress.
- In Pune district's Mulshi tehsil pilot project of the cadastral survey was implemented.
- In 358 tehsils there are 43,960 villages. Out of these villages only in 12 villages' revenue maps and ground-truthing has been completed.
- In the state, in six districts Pune, Raigad, Nashik, Aurangabad, Amaravati, and Nagpur digitization of cadastral maps are completed.
- Out of 10, 15, 39,158 cadastral maps 70, 07,003 maps are digitalized.

³ Census of India 2011

⁴ www.mpcb.gov.in

⁵ mahadma.maharashtra.gov.in

Computerization of Registration:

- In the state, there are 503 Sub-registrar offices (SRO) with computerized registration.
- The electronic database is available for all 503 offices but it includes legacy registration records and not unregistered mortgages, court cases.
- In all 503 offices, the circle rates are available online.

Gaps:**Poor Infrastructure:**

- Due to a lack of infrastructure government decided to adopt a revenue-sharing model.
- Providing secured connectivity is a big challenge. Funds were given by GoM for the procurement of data cards.
- But in some remote rural areas, poor connectivity creates a hurdle in the digitization process.

Training and Capacity Building:

- Digitization can be successful if people involved in it learn the new technology and adopt the technology.
- For this reason, training is essential. Talathi, circle officers, and other revenue officers need more institutional training and capacity building for the digitization process.

Database and Software:

- The department wasn't having a clean and fully validated database hence eChawadi is not yet implemented.
- There are numerous types of cadastral map sheets like "tippan", "phalni sheets", "pot phalni" sheet, "gat book", village map sheets, Land Acquisition Measurement Sheets, Non-Agricultural measurement sheets, etc.
- The cadastral maps are in different sizes ranging from A4 to A0. The digitization of maps is completed in six districts only.

Best Practices:

- Digitally signed and legally usable RoRs are available for download at public portal i.e. Mahabhumi portal and more than 18.00 lacs of RoR downloaded in the last 8 months.
- Maharashtra state has developed a portal 'e-Hakk' (PDE - Public Data Entry) in which any account holder / concerned person can apply to Talathi Office for taking mutation on RoR.
- The state 'i-SARITA' portal developed for the Department of Registration and Stamps is linked with the department of Land Records 'e-Ferfar' portal.
- Citizens can access the village maps through Mahabhunakasha on Mahabhumi portal.
- Status of mutation and notice for mutation u/s 150 of Maharashtra Land Revenue Code and a notice of land measurements can be seen online on "Aapli Chawdi" for each village in the state.
- To make crop loan process easy and hassle-free the state has started a web portal for banks and multi-purpose cooperative credit societies.

II) Tehsil Level:

Computerisation of Land Records:

- In all tehsils, web-enabled records are available, and digitally signed RoR is available at the cost of fifteen rupees.
- Only Phulambri tehsil is giving copies of RoR through Kiosks/Seva Kendra.
- Other tehsils are issuing copies of RoR through tehsil office along with Mahabhumi portal in the public domain.
- To complete a mutation process all tehsils take more than fifteen days due to legal notice period.

Digitization of Spatial records:

- The digitization of maps in all tehsils has been completed.
- The modern survey is completed in all tehsils using a pure ground method.
- Data generation/map updation has not been started in any of tehsil.

Computerization of Registration:

- At the tehsil level, the department has provided an online facility called 'eSearch' using which citizens can know the details of transactions (documents have been registered) of any property in the last 18 years (for Mumbai 30 yrs.).
- Deeds are prepared with the help of legal professionals and it may take time from 1 day to 15 days depending upon the complexity of transaction or value involved.
- For ascertaining the Market value, the Department has provided eASR using which citizens can get the Market Rates.
- For payment of Stamp Duty, e-Payment facility is available. Citizens having net banking facility can pay it from their place within 30 minutes.
- All tehsil offices are integrated with other departments through centralized revenue records database links.
- The registration system is linked to the Revenue system for 7/12 verification and mutation therein.

Gaps:

- In all tehsils registrations departments are not integrated with the banking institution.
- In Haveli, Mulshi, and Gangapur tehsil not a single village is having citizen's service centres offering land records services.
- Though all tehsils offices are integrated with revenue records database not a single office is linked with courts or land acquisition agencies.
- Haveli tehsil is highly urbanized and still, its tehsil office is not integrated with revenue records and records of ULB.

Best Practices:

- In Phulambri tehsil 91 villages are having citizen's service centres offering land record services.
- In all tehsils, registration is completed on e-SARITA which automatically generates e-Ferfar which rules out the possibility of difference between registration and mutation.

III) Real-Time Mirror Status of the Records:

- Though land records are available online still people visit the tehsil and Gram Panchayat office to get a copy of RoR.
- People hold RoR but they don't hold the cadastral map as they don't feel maps are important to hold.
- Landowners require an updated RoR for the loan, insurance, etc. There wasn't a significant difference between the RoR and Maps.
- A small number of respondents said that there were errors in the ownership, possession, classification, and built-up area details.
- To correct these errors most of the respondents gone to the Talathi office. Loans were the main encumbrance reflected in the RoR.
- To update the land records majority of people go to Gram Panchayat Office and the tehsil office.
- On average, a month is taken to update records. More than a month is required to update the spatial records manually.
- The real cost of updation is between a thousand and five thousand rupees.
- The majority of the respondents said that they have not paid the extra cost for RoR but they do feel that the cost should be less than what they are paying.
- Respondents are satisfied with the service provided by the office though they feel that service can be improved by solving the internet issue and manpower problem. The grievances are redressed on time.

IV) Recommendations:

- The government should start the digitization work in the remaining districts on the priority basis with the re-survey process as a condition precedent to map digitization.
- A single window system that can interface with for applying for changes in the land record should be set up by the state government.
- In the registration office, scheduled appointments can be booked online for registration. A similar system can be adopted in the revenue office and the survey and settlement offices.
- The government should upgrade the IT infrastructure such as high-speed internet modems, installation of generators, automated photocopy machines, survey equipment for dealing with an application for boundary demarcations.
- The state needs to focus on training and upgrading the skill of its senior revenue officers, tehsildars, Talathi's, and junior officers in DILRMP cells.
- For better outreach, e-learning and video-conferencing facilities may be used.
- The state is taking efforts to interlink with courts. The state has got in-principle approval from the e-committee of Hon. Supreme Court of India. Creating databases and software for the linkage is the main challenge. Therefore, it is strongly recommended that there should be an integration of revenue courts/ civil courts in the State.

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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