



# DI-LRMP implementation in Rajasthan

A study by National Institute of Public Finance and Policy



# Implementation of the Digital India Land Records Modernisation Programme in Rajasthan

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# 1 – Executive Summary

Good land records are essential for a well-functioning land market. Land records indicate titles to land and it is therefore essential that land records reflect the current status of titles to land in a manner that enables efficient transactions in land. India has historically had bad land records, though there is significant variation across states and rural-urban centres. This report is based on a study aimed at identifying the quality of land titles in the state of Rajasthan, and the progress of the implementation of the Digital India Land Records Modernisation Programme (DI-LRMP).

The DI-LRMP was initiated in 2006-07 with the aim of introducing “conclusive titling” in India. Conclusive titling means that the title reflected in state records is a conclusive proof of the status of a person’s title in land. Ensuring the accuracy of land records is the prime responsibility of state governments. Under the DI-LRMP, the Central Government releases funds to state governments so that they may make improvements to their land record systems with the objective of creating a system of conclusive titling.

India has a system of registration of title deeds and land records that are presumptive in a court of law. The record of title is therefore established with finality through adjudication in a court of law. A system of conclusive titling would ideally make the record of title based on registration the final proof of title in land. Our study was part of a combined evaluation of the implementation of DI-LRMP as well as the effect DI-LRMP has had on land titles in states.

In this study, we evaluated the implementation of DI-LRMP in the state of Rajasthan. 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.<sup>1</sup> A vast majority of the state’s land area is classified as rural. The state is divided into 33 districts and 244 tehsils. Rajasthan has 185 statutory towns (Table 3.2) and 184 municipalities/ municipal corporations/

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<sup>1</sup>Manishkant Ojha Mrutyunjay Swain S.S. Kalamkar, *State of Rajasthan Agriculture, 2011-12*, Agro-Economic research Centre, 2012.

councils. In addition the state has a 112 census towns which are considered revenue villages.

Work on computerisation of records of rights started in 1999-2000, well before the NLRMP was conceived. These activities got subsumed by the Land Records Computerisation project which was later subsumed by NLRMP.

Rajasthan's history presents some interesting challenges to this exercise. The state was originally composed of five main Riyasats (princely states), and several smaller ones. Each of these five Riyasats used different units to measure land. For example, a bigha in one Riyasat was the equivalent of 3000 sq.ft., while in another it was close to 1600 sq.ft. These differences still persist today. Not only are the units of measurement different, but some of the official terms used in relation to land records also vary across districts. The state government tried to introduce the metric system in 1976, but it was rejected by the local populace who were more comfortable with the old measures. With the DI-LRMP there is a renewed effort to standardise units of measurement across the state.

DI-LRMP is also part of a larger effort of provisioning public services across rural parts of the state. Citizen Service Centres provide avenues for submitting applications for changes to land records, as well as for obtaining copies of land records, as well as other documents. However, as this report highlights, much needs to be done.

Our study evaluated the implementation of DI-LRMP through four activities: (a) collecting state-level data from government websites of the Department of Land Resources, Government of India, as well as the websites of the Departments in charge of Revenue and Registration, Government of Rajasthan; (b) meeting senior officials in the Departments of Revenue and Registration in the Government of Rajasthan; (c) performing test-checks on the land record websites on the government of Rajasthan, and (d) studying the implementation of DI-LRMP in two tehsils in Rajasthan. The research team undertook the tehsil level study with the help of local retired revenue officials. This facilitated interactions with local officials in the revenue and registration offices in the two tehsils. In addition, the study involved a visit to five villages each in the two selected tehsils, interactions with villagers, and collection and verification of information relating to a sample of ten parcels in each village (a total of 50 parcels in each tehsil).

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

## 1.1 Summary of findings

- *Physical and financial progress:* Most Records of Rights have been digitised, but maps have not been updated through modern survey methods and the maps available online at present are digitised copies of cadastral maps. Computerisation of registration processes shows moderate progress, as a significant number of local offices are partially computerised. Our test-checks revealed that while most records of rights are available online, there was a significant volume of cases

where the records were not available/ accesible. There is a uniform problem of the absence of legacy records online.

- *Findings from study of DI-LRMP in tehsils (Uniara and Girwa):*
  - In the case of 30% of the parcels the area on record (in RoR) is within 5% of the area as measured. In 25% of the parcels, the difference between the area on record as compared to the area as measured, is 10-20%. In 24% of the sample parcels, the difference between the area on record as compared to the measured area is more than 20%. Encroachment onto *medh*, roads or *nallas* is the most common cause for this difference. Another important cause for difference is informal partitioning or informal amalgamation.
  - Possession is not recorded in RoRs in Rajasthan. When the title to a parcel is jointly held, all title-holders' names are recorded, without explicitly stating which title-holder (if any) is occupying which part of the land. In practice however, it is unusual to find all title-holders occupying parcels which they own. Typically, a group of parcels situated next to each other has several joint title-holders, and the individual parcels may be informally divided among individuals who are actually cultivating the parcels.
  - Almost all mutations in Girwa Tehsil were completed within the time-lines mandated by the *Rajasthan Land Revenue (Land Records) Rules, 1957*. In Uniara much of the mutation work in 2016 was delayed due to segregation work.
  - Delivery of other basic services such as providing certified copies of land records and maps was in most cases completed on the same day as the date of application. Applications for boundary demarcation and partition were typically processed in 4–8 days.

## 1.2 Issues and recommendations

The issues with the DI-LRMP as it is currently being implemented in Rajasthan can be classified into three categories viz.

1. **Systemic:** Issues arising out of existing laws and rules or the lack thereof. The solutions for these issues lie in changing laws, rules and systems.
2. **Administrative:** Issues arising out of gaps in the administration of existing laws.
3. **Symptomatic Issues:** Issues such as delays in service delivery, or errors in records arising out of an underlying systemic or administrative problems.

### 1.2.1 Systemic Issues

(See section 11.1.1 at page 91 for details).

1. Patwaris perform a huge variety of functions which reduces the time available for land records related work.
2. Land revenue collection itself is not a feasible activity in terms of the amount of revenue collected.
3. There is no provision for updating cadastral maps in between two settlements.

4. Registration process does not check RoRs before registering a document.
5. Gram Panchayats are not part of the computerised land records network under DI-LRMP.
6. There is lack of uniformity in format or contents of recording data in RoRs.
7. Encumbrances other than mortgages are not recorded.
8. Easement rights are not recorded.
9. Possession and tenancy are not recorded.
10. Land-use changes are not recorded unless they require conversion.
11. There are no explicit provisions for resolving situations where the measured area of land does not tally with the recorded area.
12. There are no provisions for amalgamation of parcels.

### 1.2.2 Administrative Issues

(See section 11.1.2 at page 94 for details).

1. Maps are torn and/ or deteriorating.
2. The currently used scale for cadastral maps (1:4000) is unsuitable for recording changes for 20+ years.
3. Patwaris do not have computers at patwar mandals.
4. Patwaris do not have modern survey equipment.
5. Gram panchayat meetings are infrequent and irregular.
6. The e-Dharti software is not equipped to accept two separate mutation registers for one Patwar mandal.
7. Existing cadre of Patwaris are not well versed with the e-Dharti software.
8. Revenue Department is short-staffed.
9. There is no provision for an operating budget for Patwar mandals.

### 1.2.3 Symptomatic Issues

(See section 11.1.3 at page 95 for details).

These are issues which arise due to one or more systemic and/or administrative issues. These issues can only be effectively tackled by addressing the underpinning systemic or administrative issues.

1. There are delays in mutation work.
2. There is over-centralisation which has resulted in reduced accessibility for citizens.

### 1.2.4 Summary of Recommendations

(See section 11.2 at page 96 for details).

1. Revise Patwaris' responsibilities.
2. Patwaris need to be provided tablets/laptops, internet connections, and printers. Budgetary provisions need to be made for O&M of Patwari offices.
3. Patwaris should be provided modern surveying tools.



4. Legal provisions have to be made for allowing cadastral maps to be updated as and when the situation on the ground changes.
5. Legal provisions have to be made to allow amalgamation mutation.
6. Registration rules need to be amended to make it mandatory upon the SRO to check RoRs and maps before registering a transfer deed.
7. GPs should be compensated for administrative costs for sanctioning mutations.
8. GPs need to be included in DI-LRMP for streamlining the mutation process.
9. The State Government needs to specify state-wide standard formats for recording land related data.



## 2 – Acknowledgements

We acknowledge the help and contribution of Omidyar Foundation in supporting this study, as well as the role of the team at NCAER and Mr. Deepak Sanan in guiding our work. We are grateful for their help and support. We are thankful to the Secretary, Revenue (Land) Mr. Alok Ritu, the Jt. Secretary Mrs. Durga Joshi, the Settlement Commissioner and the Inspector General of Registration & Stamps for their help and cooperation in the preparation of this report. We also thank the Department of Land Resources, Government of India for facilitating this exercise. We are also extremely grateful for the land revenue officials including the tehsildars and patwaris in the selected tehsils for their help and cooperation, and willingness to engage our queries. We are also grateful to the retired revenue officials, Mr. Mohammad Yunus and Mr. Radhakishan Nagar for assisting us during the course of our study.



## 3 – Introduction

Good land records are essential for a well-functioning land market. Land records indicate titles to land and it is therefore essential that land records reflect the current status of titles to land in a manner that enables efficient transactions in land. The Central Government initiated the National Land Records Modernisation Programme in 2006-07 (now known as the Digital India Land Records Modernisation Programme or DI-LRMP). The objective of the programme was to move land recording systems in India towards a system of conclusive titling i.e. where the land records maintained by the state are conclusive evidence of the status of titles with respect to any given piece of land.

This study was commissioned as part of a project to study the implementation of the DI-LRMP in different states, and the issues arising in the implementation of the programme in the context of the specific legal and institutional arrangements of that state. This report is a culmination of our study of the implementation of DI-LRMP in the state of Rajasthan.

### 3.1 Rajasthan - Geographic and demographic characteristics

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.<sup>1</sup>

Table 3.1: Rural and urban land area in Rajasthan

Type of land	Area (In sq. KM.)
Total area	3,42,239
Rural area	3,35,606.04
Urban area	6,632.96

<sup>1</sup>Mrutyunjay Swain, see n. 1.

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*Source: Census of India, 2011*

Table 3.1 gives a break-up of the rural and urban area in the state of Rajasthan. As can be seen a vast majority of the state's land area is classified as rural. Figure 3.1 provides details of ten distinct agro-climatic zones in the state.<sup>2</sup> The state has a high proportion of protected forests and sandy areas (Figure 3.3).

As per the 2011 census, Jodhpur, Nagaur, Jaipur, Alwar and Udaipur are the most densely populated districts within the state (Figure 3.2).

The state is divided into 33 districts and 244 tehsils. Rajasthan has 185 statutory towns (Table 3.2) and 184 municipalities/ municipal corporations/ councils. In addition the state has a 112 census towns which are considered revenue villages. The revenue administration structure is explained in detail in Chapter 5.

### 3.2 Land Records Modernisation in Rajasthan

Work on computerisation of records of rights started in 1999-2000, well before the NLRMP was conceived. These activities got subsumed by the Land Records Computerisation project which was later subsumed by NLRMP.

Rajasthan's history presents some interesting challenges to this exercise. The state was originally composed of five main Riyasats (princely states), and several smaller ones. Each of these five Riyasats used different units to measure land. For example, a bigha in one Riyasat was the equivalent of 3000 sq.ft., while in another it was close to 1600 sq.ft. These differences still persist today. Not only are the units of measurement different, but some of the official terms used in relation to land records also vary across districts. The state government tried to introduce the metric system in 1976, but it was rejected by the local populace who were more comfortable with the old measures. With the DI-LRMP there is a renewed effort to standardise units of measurement across the state.

1976 was also the year the state government last undertook re-survey operations across the state. The re-survey operations which will be undertaken under DI-LRMP will be the first since then. All maps currently in use were made using traditional techniques. They will be replaced by maps made using High Resolution Satellite Imagery. Three companies have been given contracts to conduct the re-surveys. In the interregnum, the state government has given a contract to a few private agencies to digitise existing maps. Computerisation of records of rights is also being done by private agencies.

The PMU which was formed in 2011 is responsible for inter-departmental coordination and overall implementation of the programme. All funds to the stake-holder departments now go through the PMU. The PMU is in turn responsible for monitoring DI-LRMP related work of all stake-holder departments.

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<sup>2</sup>For the purposes of this study, we selected Tonk (a part of the semi-arid eastern plains), and Udaipur (a part of the humid southern plains).

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In Chapters 8 and 9 we provide information on the overall progress made by the state in DI-LRMP implementation. Information presented here has been collected from multiple sources, including the Government of India's DI-LRMP Portal, information collected from state government officials and documents made available during meetings with officials from the revenue department.

Agroclimatic Zones of Rajasthan				
Name of Zone	District	Major Crops		Soils
		Covered	Kharif	
Ia Arid western plain.	Barmer & part of Jodhpur	Pearlmillet, Sorghum, Moong, Guar, Mothbean, Sesamum	Wheat, Mustard, Cumin	Desert soils and sand dunes aeolian soil, coarse sand in texturesome places calcareous
Ib Irrigated North Western Plain	Sriganganagar, Hanomanga	Cotton, Clusterbean	Wheat, Mustard, Gram	Alluvial deposits calcareous, high soluble salts & exchangeable sodium
Ic Hyper arid partial irrigated zone.	Bikaner, Jaisalmer, Churu	Pearlmillet, Mothbean, Clusterbean	Wheat, Mustard, Gram	Desert soils and sand dunes aeolin soil, loamy coarse in texture & calcareous
II a Internal Drainage Dry zone	Nagaur, Sikar, Jhunjhunu, part of Churu	Pearlmillet, Clusterbean, Pulses	Mustard, Gram	Sandy loam, shallow depth red soils in depressions
II b Transitional plain of Luni basin.	Jalore, Pali, part of Sirohi, Jodhpur	Pearlmillet, Clusterbean, Sesamum	Wheat, Mustard	Red desert soils in Jodhpur, jalore & Pali sierozems in Pali & Sirohi north west lithosols, foot hills,
III a Semi arid eastern plains	Jaipur, Ajmer, Dausa, Tonk	Pearlmillet, Sorghum, Clusterbean	Wheat, Mustard, Gram	Sierozens, eastern part alluvial, west brown soils
III b Flood prone eastern plain.	Alwar, Dholpur, Bharatpur, Part of S. Madhopur, Karauli	Pearlmillet, Clusterbean, Groundnut	Wheat, Barley, Mustard, Gram	Alluvial prone to water logging, nature of recently alluvial calcareous has been observed
IV a Sub-humid southern plains.	Bhilwara, Sirohi, Part of Udaipur & Chittorgarh	Maize, Pulses, Sorghum	Wheat, Gram	Soil are lithosols at foot hills & alluvials in plains
IV b Humid southern plains*.	Dungarpur, Part of Udaipur & Chittorgarh, Banswara, Pratapgarh	Maize, Paddy, Sorghum, Black gram	Wheat, Gram	Predominantly reddish medium texture, well drained calcareous, shallow on hills, deep soil in valleys
V Humid south eastern plain.	Bundi, Baran, Part of S. Madhopur, Kota, Jhalawar	Soybean, Maize, Paddy	Wheat, Mustard, Gram	Black of alluvial origin, clay loam, groundwater salinity.

Figure 3.1: Agro-Climatic zones of Rajasthan

Source: Rajasthan Agricultural Statistics at a Glance for the Year 2013-14, Commissionerate of Agriculture, Rajasthan, Jaipur



Table 3.2: Administrative units in Rajasthan

<b>S. No.</b>	<b>Description</b>	<b>Number</b>
1.	Capital city	Jaipur
2.	Number of Districts	33
3.	Number of Tehsils	244
4.	Number of Panchayat Samitis	248
5.	Number of Statutory Towns	185
6.	Number of Municipal Corporations	5
7.	Number of Municipalities	166
8.	Number of Cantonments	1
9.	Number of Municipal Council	13
10.	Number of Census Towns	112
11.	Number of Revenue Villages (including Census towns and full O.G.)	44795
12.	Number of Urban Agglomerations with Out Growth (O.G.)	28
13.	Number of Uninhabited Villages in Rajasthan	1408

Source: *Census of India 2011*

### 3.3 Study of DI-LRMP in Tehsils

Our study of DI-LRMP implementation reveals low to moderate levels of progress in the implementation of the programme in the two tehsils selected for this study - Girwa and Uniara. Our study was able to highlight –

1. Issues with the implementation of the DI-LRMP, at different stages of implementation in the two tehsils; and
2. The issues faced by the local administration in the maintenance of land records and in implementing the DI-LRMP.

During the course of our study, we found a demand for good land records from the persons we interviewed. We also found many land revenue and registration officials with enthusiasm for the modernisation of land records. Removal of systemic and administrative issues highlighted in this report may make the implementation of the DI-LRMP more effective. This section provides information regarding the two tehsils selected for this part of the study. It also provides an explanation of why these two tehsils were selected for the purpose of this study.

It must be emphasised that both tehsils are at different stages of implementing DI-LRMP, and the implementation of DI-LRMP in Rajasthan has been slow. This study therefore could not test aspects of DI-LRMP that have not yet been implemented by the state.

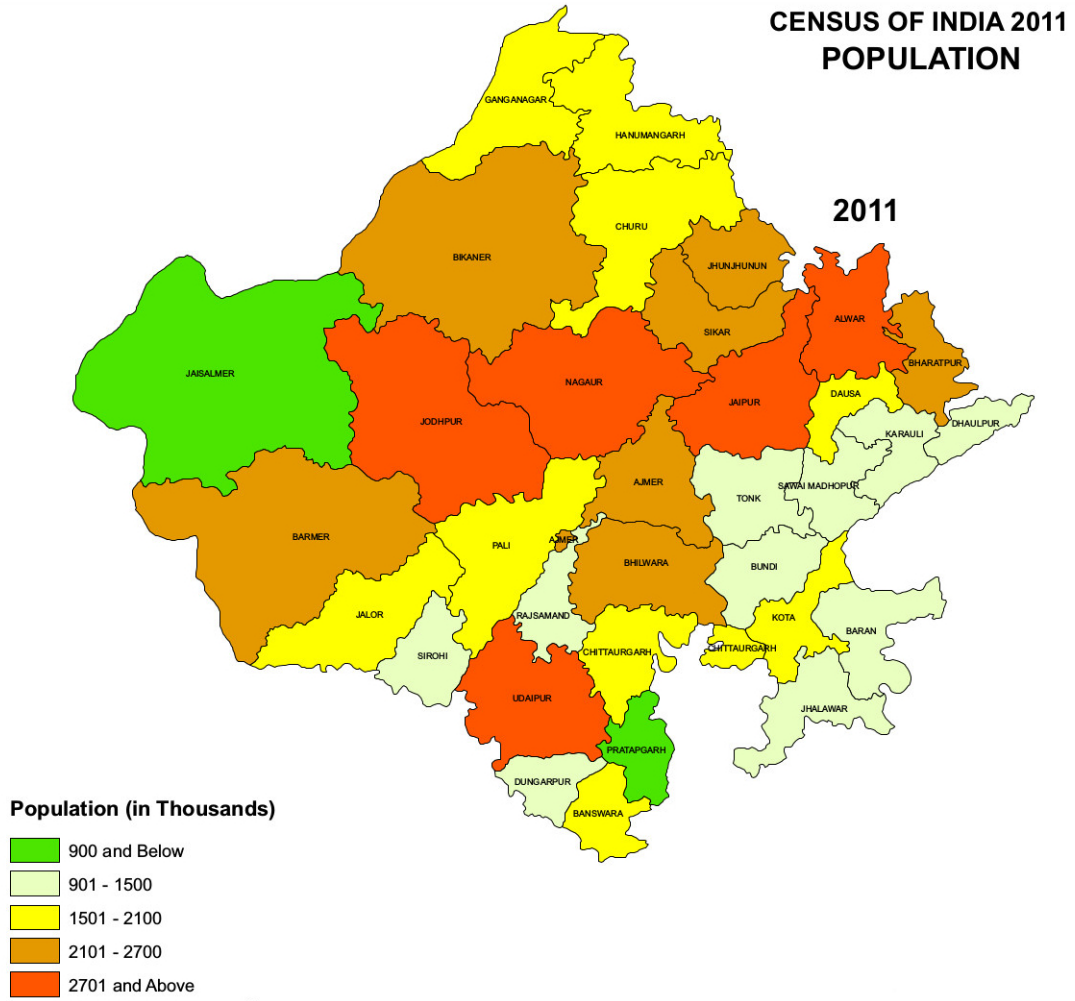


Figure 3.2: Population density - Rajasthan

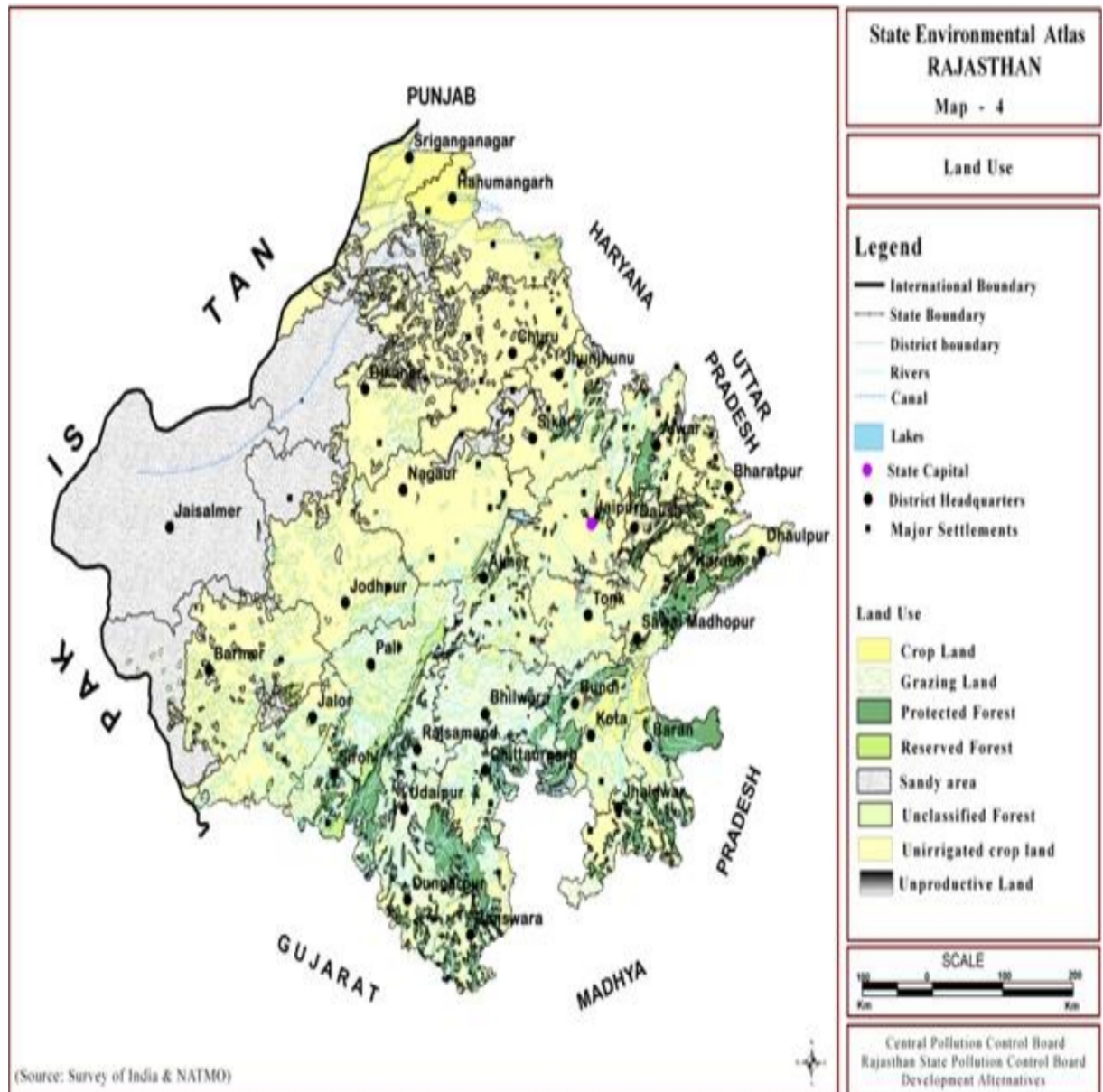


Figure 3.3: Land Use Map of Rajasthan

Source: Survey of India and National Atlas and Thematic Mapping Organisation

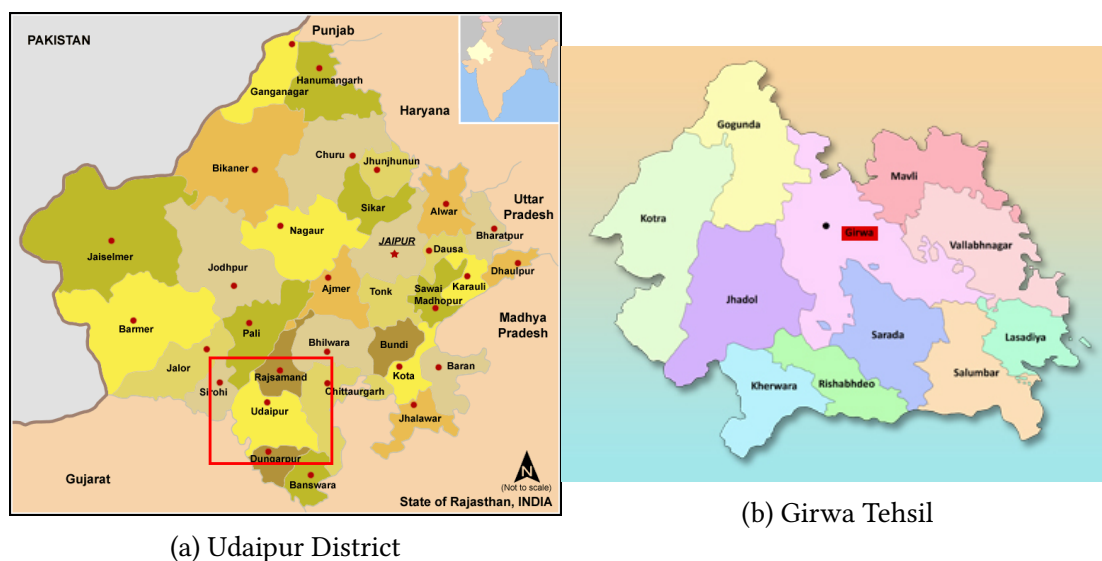


Figure 3.4: Location of Girwa Tehsil in Rajasthan

### 3.3.1 Girwa

The name Girwa denotes land with shape of a basin, where water flows from the surrounding hills (Gir= hills, Wa = flow of water). Girwa is one among the 13 tehsils<sup>3</sup> of Udaipur Division.

#### Geographic and demographic characteristics

Historically, Girwa was a part of *Mewar/Udaipur Riyasat*, ruled by the *Maharana of Udaipur*. It has 36 Gram Panchayats and 325 villages<sup>4</sup>. It surrounds Udaipur city, which is the district headquarters.

Table 3.3: Rural and urban land area in Girwa

Type of land	Area (In sq. KM.)
Total area	1,375.52
Rural area	1,369.56
Urban area	5.96

Source: Census of India, 2011

Table 3.3 gives a break-up of the rural and urban area in Girwa tehsil of Udaipur. As can be seen, a vast majority of the tehsil's land area is classified as rural. Table 3.4 gives a break-up of rural, urban, SC and ST population of Girwa tehsil.

Table 3.4: Population of Girwa

Category	Population
Total population	8,98,133
Rural population	4,10,114
Urban population	4,88,019
Scheduled Caste population	71,772
Scheduled Tribe population	2,47,949

Source: Census of India, 2011

Girwa is part of the *sub-humid southern plains* agro-climatic zone. It is situated on and around the rocky hills of the Aravalli Range, at an average elevation of 540 meters. The climate is moderate year-round with moderate seasonal variation in temperature and humidity. Rainfall is scanty with little to moderate year-on-year variation. The soil is predominantly clayey-loam, with some areas having rocky soil. Major food crops grown in Girwa are Jowar, Maize and Rice in Kharif, Barley, Wheat and Gram in Rabi. The tehsil has a forest cover of approximately 30%.

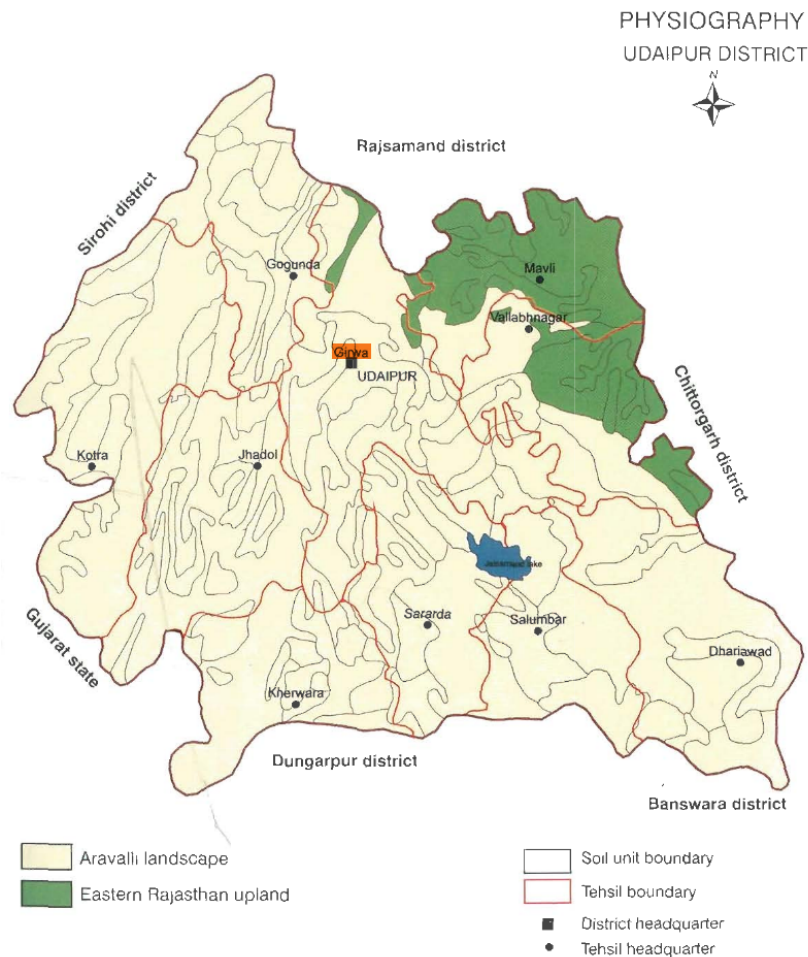


Figure 3.5: Physiography of Udaipur District

### Land Revenue Administration

The headquarters of Girwa tehsil are located in Udaipur. The table below summarises the status of vacancies in the revenue department in Girwa.

Table 3.5: Revenue Department Vacancies

Post	Sanctioned	Vacant
Patwari	52	20
Land Revenue Inspector	13	0
Naib-Tehsildar	3	1
Tehsildar	1	0

### Land Records Modernisation in Girwa

The main reason for selecting Girwa as one of the sample tehsils is that it is a good representative of the typical tehsil. It represents the typology of about 184 tehsils, out of 314 tehsils in Rajasthan in terms of the status of land records computerisation.

As per the DI-LRMP MIS, interlinking of land records is not yet complete and there is no network connectivity across the tehsil. However the revenue office and SRO have internet connectivity, and majority of the RoRs have been digitised. In most of the villages, the preparation of vector maps from printed cadastral maps is complete, however, geo-referencing of maps is not done. The cadastral maps are not yet available in digitised form and the mutation process in Girwa is still paper based.

### Suitability for our study

Girwa tehsil encompasses a portion of the area surrounding the city of Udaipur. Consequent to its location, it is a rapidly urbanising rural tehsil. Some parts of the tehsil are now under the administration of the Udaipur Improvement Trust, a para statal urban development organisation. Other parts of the tehsil are being brought under the UIT. There are a high number of land transactions within the tehsil, and non-residents are investing in land due to the increasing urbanisation of the tehsil. Land use in villages peripheral to Udaipur is changing from agricultural to residential. A number of villages within the tehsil are tribal villages, with legal restrictions on land transfers. These characteristics made it a favourable unit for analysis.

Land record modernisation has been moderate in Girwa tehsil, and as per the data provided in the DI-LRMP MIS, its progress on modernisation is close to the average milestones on progress for the state. The record of rights has been digitised, maps are not available online, and integration of registration and revenue records has not taken place.

The detailed selection criteria is provided in section 4.3.

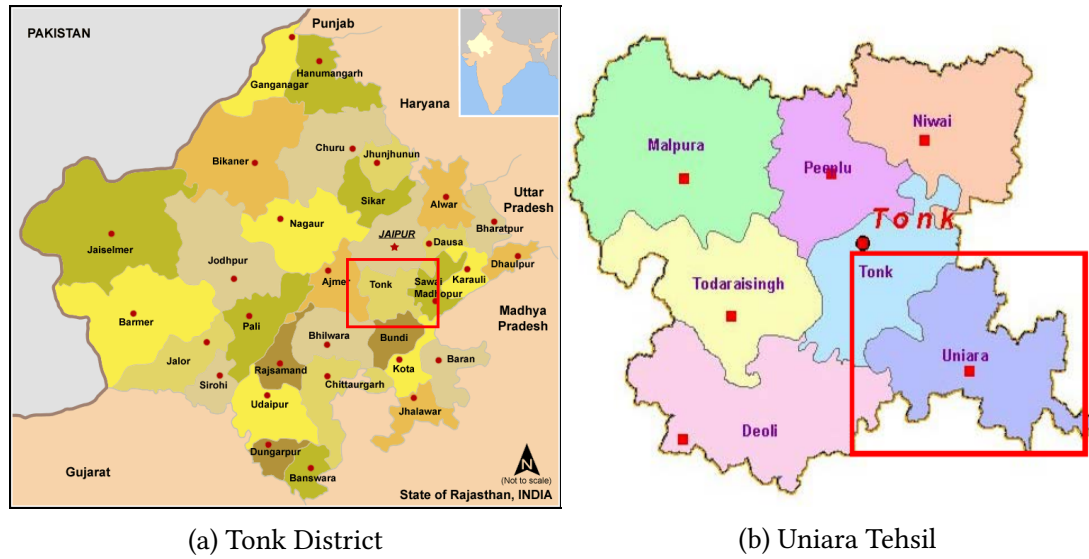


Figure 3.6: Location of Uniara Tehsil in Rajasthan

### 3.3.2 Uniara

Uniara is a tehsil in Tonk, Rajasthan and is situated approximately a three-hour drive away from Jaipur, the state capital. The tehsil is primarily agricultural, with little or no industrial activity. The tehsil is largely rural, with no large cities in its close vicinity. Uniara is the “model” tehsil for DI-LRMP implementation. That is, as per the state government, DI-LRMP implementation is complete, or almost complete in the tehsil. The lessons learnt from DI-LRMP implementation in Uniara will be used to complete the implementation of the program in other parts of the state.

#### Geography and Demography

Uniara town is 37 km south of the city of Tonk, which is 103 km south of Jaipur city.<sup>5</sup>

Historically Uniara was a part of the *Tonk Riyasat*, governed by the *Nawab of Tonk*. Uniara Municipality is the only urban local body in the tehsil, and also serves as the tehsil headquarters. The tehsil has 32 gram panchayats; a total of 224 revenue villages<sup>6</sup>. The total population is 1.56 lakh: 1.48 lakh rural, and 7626 urban.<sup>7</sup>

Uniara is part of the *semi-arid eastern plains* agro-climatic zone. The terrain is flat barring a few areas to the northwest. The tehsil is situated at an elevation of 260 m. The climate is predominantly dry and there are large seasonal variations in temperature. Rainfall is scanty with large year-on-year variation. The district as whole mainly has loamy and sandy soil. Wheat and mustard are the primary crops grown in rabi season, and pulses are grown in kharif season.

The detailed selection criteria are provided in section 4.3.

<sup>5</sup>Location of Uniara: <https://goo.gl/maps/Zm8tiHJ7sDK2>

<sup>6</sup>222 according to the Census of India 2011. New revenue villages have been created since then.

<sup>7</sup>Census of India 2011

### Land Revenue Administration

Although Uniara is the Tehsil Headquarters, the Tehsil Office is located in Aligarh – 6 km away south of Uniara. Uniara Tehsil is divided into 3 sub-tehsils viz. Uniara (Aligarh), Shop and Banetha. These are further divided into 13 Land Revenue Inspection Circles, and 52 Patwar mandals. While there are 52 Patwar mandals, the number of Patwari posts sanctioned is 54. The table below summarises the status of vacancies in the revenue department in Uniara.

Table 3.6: Revenue Department Vacancies

Post	Sanctioned	Vacant
Patwari	54	35
Land Revenue Inspector	13	4
Naib-Tehsildar	3	1
Tehsildar	1	0

There are no full time sub-registrars in Uniara. The Tehsildar for Uniara, and Naib-Tehsildars of Shop and Banetha serve as *ex-officio* sub-registrars.

### Land Records Modernisation in Uniara

Uniara is cited as an example of a model tehsil in Rajasthan with respect to land records modernisation. It was also featured in the *Success Stories of NLRMP* report published by the Department of Land Records, Government of India.<sup>8</sup> This was the primary reason we included Uniara tehsil in our sample.

Computerisation of the records of rights for all 224 villages in Uniara was completed in 2013. Digitisation of cadastral maps was completed in 2015. In this first round, existing printed maps from the Settlement Department were digitised. Tonk is one of the pilot districts for re-survey work under DI-LRMP. The first phase of re-surveys viz. setting up of primary, secondary and tertiary ground control points has been completed for the entire district as of April 2017. Parcel surveys using high-resolution satellite imagery are currently underway in two villages.

The tehsil also has partially integrated registration records and land records. The medium for integration is a software suite called e-Dharti. When any land related deed is registered, mutation is automatically initiated. It shows up on the concerned patwari's dashboard for further processing. The patwari can print out the memo for mutation, and form P-21 (details of mutation) without having to manually fill out the fields. Currently, the next steps of the mutation process viz. attestation of mutation by Patwari, LRI and concerned revenue officer are manual. Updation of cadastral maps following a mutation is done manually.

<sup>8</sup>[http://dolr.nic.in/dolr/downloads/pdfs/revenue\\_ministers\\_document.pdf](http://dolr.nic.in/dolr/downloads/pdfs/revenue_ministers_document.pdf)



Table 3.7: Existing Mutation Process

Sr no	Step	Timeline
1	Deed is registered	-
2	SRO sends notice of deed to Tehsildar	Monthly
3	Mutation application (form P-21) is prepared	Immediately upon registration of deed
4	Mutation application sent to concerned Patwari	Monthly
5	Patwari attests mutation	7 days after receiving application
6	LRI attests mutation	10 days after Patwari's attestation
7	Patwari presents mutation to GP or tehsildar or naib-tehsildar for approval	30 days from LRI attestation
8	Patwari enters mutation in RoR	Immediately upon final approval
9	Mutation is entered into online RoR	Monthly

*Note: (1) For mortgage, mortgage repayment, undisputed partition, succession by will and disputed mutations the Tehsildar/Naib-tehsildar is the concerned revenue officer. For release deeds, sale deeds, and intestate succession the GP is the Concerned Revenue Officer. (2) In case of intestate succession, the process begins at step 3.*

Currently, all mutation procedures are initiated directly at the tehsil office. This is a result of the RoRs being online.

#### **Suitability for our study**

Uniara presented an opportunity to study the implementation of DI-LRMP at a comparatively advanced stage in the state of Rajasthan. It also presented an opportunity to study issues faced in the implementation of DI-LRMP in terms of the processes being followed, and the capacity of the local administration to implement the program. As such, we hope our findings will be of use to the state government in taking necessary corrective action.

Uniara presents a useful contrast to the other tehsil selected for our study (Girwa). Unlike Girwa, Uniara is not proximate to any major cities. It is primarily rural. Land use remains primarily agricultural, as per conversations with local officials and villagers. As our findings show, the nature of land transactions are quite different from those found in Girwa. The average size of land holdings is much larger than in Girwa. As such, the selection of Uniara enabled us to study two different kinds of tehsils based

on varying characteristics of land ownership and use, as well as distinct degrees of progress in DI-LRMP implementation.

### 3.4 Structure of the report

Chapters 5, 6, and 7 explain the land revenue administrative structure of the state of Rajasthan and highlight requirements in public service delivery legislation that affects land markets. In Chapters 5, 8 and 9 we provide summarised information based on the responses to our questionnaires. These (especially chapters 8 and 5) were filled through a combination of conversations with senior officials at the state secretariat in Jaipur, the Settlement Commissioner and his colleagues, a conversation with officials at the office of the Inspector General of Registration in Ajmer, and analysis of data on the DILRMP website.<sup>9</sup> The detailed responses to questions for chapters 8 are provided in the Annexures.

Notes on specific subjects such as the revenue administration structure (Chapter 6 and 7) were prepared by analysing the relevant laws and rules, and verified (where ambiguous) from state government officials.

An examination of the information collected reveals that while significant progress has been made in some aspects of the DI-LRMP in Rajasthan, a large amount of work is still required. While RORs have been digitised and made available online, map digitisation and SRO computerisation lags significantly. This has in turn led to low progress on the integration of these three constitutive components of land records. We would like to emphasise that these findings are preliminary, and a complete analysis of the state government's progress would be possible only after relevant information can be collected and analysed from the tehsils, and discussed with state government officials.

Chapter 4 explains the methodology adopted for conducting this study in the two tehsils. The study was completed based on a combination of research tools including in-person interviews, FGDs, examination of documents and parcel measurements. As this study is intended to inform similar studies in the future, this chapter highlights methodological issues faced while conducting this study.

Chapter 10 details the findings of the tehsil level study in Girwa and Uniara. Our findings reveal significant issues in the functioning of the revenue administration, the quality of land records and the implementation of the DI-LRMP in the state. These findings, we believe, provide some cause for course-correction in the implementation of DI-LRMP by the Centre as well as the states. Additionally, they reveal some issues with the functioning of the land administration that the state government may like to consider if it intends to develop a well functioning land market.

A summary of issues highlighted during our findings, and our recommendations regarding steps needed to be taken to improve land markets in Rajasthan is provided at Chapter 11.

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<sup>9</sup><http://nlrmp.nic.in/faces/rptstatewisephysical/rptComputerizationOfLandRecord.xhtml>

## 4 – Methodology

### 4.1 Collecting information for overall implementation at the state level

The NIPFP Team visited the Secretariat in Jaipur, the Office of the Settlement Commissioner (nodal authority for the DI-LRMP), and the Office of the Inspector General of Registration in Ajmer in order to collect state-level information. Officials in all three departments stated that the data available on the online DI-LRMP MIS should be taken to be authentic, except in cases where such information is not available. Accordingly, the chief source of information collected was the DI-LRMP MIS and information not available on the MIS was collected from the state government. Some information was not available on the MIS or with the state government.

In cases where the information was not available on the DILRMP MIS in the exact form and format required as per the questionnaires prepared by the IAA and the IAs, we have calculated the required data using the available information. This was required especially for the questions regarding the computerisation of cadastral maps. Data related to computerisation of registration was collected mainly through conversations with officials at the IGRS office in Ajmer.

### 4.2 Objectives of Tehsil-level Survey

Under *Task II of Activity I* of the DI-LRMP impact assessment an evaluation of the progress of computerisation of land records has to be performed in two tehsils in the state.<sup>1</sup> This assessment will complement the state-level assessment, using the same parameters and indicators, but with information collected by the team from local land

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<sup>1</sup>Sec. 2.11, Annexure 1: *Terms of Reference and Timeline for Pilot Study on Impact Assessment of India's Digital Land Records Modernisation Programme*

and revenue administration, and sub-registrar offices.<sup>2</sup> Since the ultimate goal is to improve the implementation of the DI-LRMP, the evaluation of progress made so far is intended to be done in order to:

- (a) identify constraints and challenges in implementation;
- (b) identify good practices

### 4.3 Tehsil Selection Criteria

The ToRs recommend selecting the two tehsils in such a way as to capture as much diversity as possible. The diversity being referred to is in terms of (among other things):

- topography,
- types of land and property rights, and
- proximity to an urban area (i.e. remote rural and peri-urban)

Instead of topography, the two tehsils have been selected from two different agro-climatic zones. Difference in agro-climatic zones takes into account diversity not only in topography, but also climate, precipitation, water-resources and soil-types, all of which are pertinent to land-revenue administration.

Rajasthan — before being consolidated into one state — consisted of separate princely states, also known as *riyasats*. Each *riyasat* historically had different laws and practices in land and revenue administration.<sup>3</sup> Therefore, we have selected two tehsils which were parts of different *riyasats*, as a proxy for diversity in types of land and property rights.

The criteria regarding proximity to an urban area have been used as is: one tehsil is peri-urban, while one is remote rural.

The selection criteria can thus be summarised as follows:

1. one “typical” tehsil and one “model” tehsil.
2. different agro-climatic zones.
3. historically part of different *riyasats*.
4. one rural, and one peri-urban.

#### 4.3.1 Selected Tehsils

Based on the aforementioned criteria, we have selected the two following tehsils for conducting the assessment.

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<sup>2</sup>The state-level assessment will use data obtained from the DI-LRMP online MIS and state-level offices.

<sup>3</sup>This includes types of tenure and property rights, institutional arrangements, units of measurement, revenue systems etc.

### Girwa Tehsil, Udaipur District

Girwa tehsil is typical in terms of level of completion of the computerisation process. According to the DI-LRMP MIS, interlinking of land records is not yet complete and there is no network connectivity across the tehsil. However the revenue office and SRO have internet connectivity, and majority of the RoRs in Girwa have been digitised. Of the 314 tehsils in Rajasthan, 184 fit this typology, making Tehsil a good representative of the typical tehsil. While preparation of vector maps from printed cadastral maps is complete in most of the villages, the maps have not been geo-referenced.

The tehsil is part of the *sub-humid southern plains* agro-climatic zone. It is situated around the city of Udaipur; i.e. it is peri-urban.

### Sample Villages - Girwa



Figure 4.1: Girwa Sample Villages Locations

We used random sampling to select 10 villages from the tehsil. Out of which we picked five villages with highest transaction intensity, as reported by the Tehsildar and Patwari of Girwa.

Table 4.1: Girwa Sample Villages Summary

Village	Area (Ha.)	Population
Seesarma	1639	4243
Bujhara	53	285
Bhesra Kalan	441.6	2358
Bhesra Khurd	517.8	1620
Bichhadi	596	4295

### Uniara Tehsil, Tonk District

Uniara was cited as an example of a model tehsil by nearly every land and revenue administration official we met. It was also featured in the *Success Stories of NLRMP* report published by the Department of Land Records, Government of India.<sup>4</sup> All components of DI-LRMP have been successfully implemented in the tehsil.

#### 4.3.2 Sample Villages - Uniara



Figure 4.2: Uniara Sample Villages Locations

We used random sampling to select 10 villages from the tehsil. Out of these we picked five villages which had the highest transaction intensity, as reported by the Tehsildar Uniara and Patwari (in-charge Land Records Modernisation).

Table 4.2: Uniara Sample Villages Summary

Village	Area (Ha.)	Population
Bilotha (also spelt Bilota)	1299.8	1710
Shop (also spelt Sop)	2262.9	5482
Suthada (also spelt Soothra)	1466.4	3021
Gothada (also spelt Gothra)	810.0	1389
Kakod	1941.4	3921

Of these, Shop is the headquarters of a sub-tehsil. It is the seat of a Naib-tehsildar who is also the *ex-officio* SRO. Kakod and Shop are both referred to as *kasbahs*; the local meaning is “a village which is central place because it has existed for a long time”.

<sup>4</sup>[http://dolr.nic.in/dolr/downloads/pdfs/revenue\\_ministers\\_document.pdf](http://dolr.nic.in/dolr/downloads/pdfs/revenue_ministers_document.pdf)

## Tehsils Summary

Table 4.3: Summary of Selected Tehsils

Typology	Uniara	Girwa
DI-LRMP Progress	Model	Typical
Urban proximity	Rural	Peri-urban
Agro-climatic zone	Semi-arid eastern plain (flat terrain)	Sub-humid southern plain (hilly terrain)
Erstwhile <i>Riyasat</i>	Tonk	Udaipur

### 4.4 Methodology for conducting IA in the two tehsils

#### 4.4.1 Tehsil Test Checks

For test checks regarding service delivery at the tehsil level we examined logs maintained at the tehsil office for recording applications received. We examined similar registers in SROs for checking applications made for official documents.

#### 4.4.2 Revenue Village Test Checks, Parcel Surveys & Interviews

With the help of the local Patwari we made a list of persons whose lands had undergone any type of mutation in the year 2016-17. We invited these persons to the GP for interviews. We randomly sampled parcels from the mutation records of those persons who were willing to participate in the study. In some of the villages the number of persons willing to participate, or able to participate was lower than 10. In such cases we sampled more than one parcel belonging to the same title-holder, and part of the same mutation event.

For test-checks, we documented time-lines for various stages of mutation for randomly selected cases. This included the entire sample of title-holders whose land parcels we surveyed.

#### 4.4.3 FGDs With Local Residents / Service Users

In both Girwa, and Uniara, the footfall at the tehsil office for land-records related work is negligible. Therefore, instead of the tehsil offices, we conducted FGDs at the GP buildings. For the FGDs, the respondents consisted of GP members, local residents invited by the patwari to participate, and title-holders who are part of the sample for parcel surveys.

#### 4.4.4 FGDs with Revenue Officers

We conducted semi-structured discussions with the Tehsildar, the Patwari in charge of Land Records Computerisation, and 4-5 Patwaris and LRIs.





# 5 – Revenue Administration Structure

## 5.1 Overview

Land and revenue administration in Rajasthan is mainly governed by the *Rajasthan Land Revenue Act, 1956* (hereafter referred to as The Act) and the rules made under it. The Act establishes the Board of Revenue, Rajasthan, and allocates responsibilities to it and other institutions in charge of land revenue administration.<sup>1</sup>

The provisions of the Act are implemented by two departments viz. Revenue Department and Settlement Department. A separate post of Director of Land Records is described in the Act, but the State Government through a series of notifications over the years (starting from 1956), transferred the powers of the Director of Land Records to revenue and Settlement Department officers.<sup>2,3,4</sup> The complete list of which powers of the Director of Land Records were transferred to which revenue and Settlement Department officers is given in Annexure B.

The Revenue Department is in charge of collection of revenue, maintaining records of land and property titles, and overall management of land (e.g: allotment of government land, setting aside land for development of habitations etc.) It is also in charge of keeping records of mutations in land and property titles. The Divisional Commissioner is at the top of the hierarchy in a Division, followed by the Collector, Sub-divisional

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<sup>1</sup>Rajasthan, *Rajasthan Land Revenue Act, 1956*, Sections 4,7,17-21.

<sup>2</sup>Ibid., Sections 17-19 and 24-27.

<sup>3</sup>Sec 26 *ibid.*, empowers the State Government to transfer the powers of certain officers to certain other officers by notification.

<sup>4</sup>Broadly speaking, the survey, record creation and record modification powers were given to Settlement Department officers, while the judicial powers (such as hearing appeals, ruling on disputes etc.) were given to Revenue Department officers. For example, vide a notification dated 26-09-1956 the survey and re-survey related powers of the Director of Land Records (as given in Chapter 7, sections 108-141) were conferred onto the Settlement Commissioner. Vide a notification dated 20-06-1987, the power of the Director of Land Records to hear appeals under sections 75(c) and 76(c) was conferred upon the Divisional Commissioners in their respective jurisdictions.

Officer, Tehsildar, Naib-Tehsildar, and Patwari (the lowest ranking officer) in that order. They are supported by executive officers called Qanungos at the district, tehsil and circle level. By virtue of being Revenue Courts, each of these officers (except Patwaris) also have the power to decide on certain types of land related disputes (such as disputes over boundaries and ownership).

While the Revenue Department is in charge of collection of revenue and maintenance of land records, the Settlement Department is in charge of conducting the surveys required for determining rents payable, and for creating and updating land records. When the Revenue department orders survey and records, or settlement operations to be conducted in any area, the Settlement Department officers also perform all the duties of the Revenue Department officers in that area. The Settlement Commissioner is the highest ranking Settlement Department official, followed by the Settlement Officer, Assistant Settlement Officer, Inspector and Amin. Similar to the Revenue Department, the Settlement Department also has executive officers - Munsrims - who provide guidance on technical matters to their respective Settlement Officers. Settlement officers are also revenue courts, and are therefore empowered to decide cases related to certain kinds of disputes (such as objections over new rent rates, or boundary disputes in areas under survey/settlement operations).

The Registration and Stamps Department is not part of this hierarchy, but plays an ancillary role in land administration. It is responsible for registering documents related to transfer of land rights (such as sale deeds, lease deeds, and wills) which are usually necessary to accord legal sanctity to mutations. In addition to this, certain Tehsildars and Sub-divisional Officers also serve as *ex-officio* Sub-registrars and Registrars respectively. Thus, the Registration and Stamps department interacts closely with the rest of the land revenue administration, despite not strictly being a part of it.

## 5.2 Scope of analysis

In this analysis we have only considered administration of rural land. In urban areas, under the Rajasthan Municipality Act, 2009, Municipal Governments have been given the power to prepare, maintain, and revise land records within their jurisdiction.

We conducted this study in two stages. In the first stage we analysed relevant legislation including subordinate legislation related to the land revenue administration. In the second stage we conducted interviews with officials of each stake-holder department.

### 1. Analysis of Legislation:

- (a) *Rajasthan Land Revenue Act, 1956*: for the basic structure and scope of powers of each officer;
- (b) *Rajasthan Land Revenue (Land Records) Rules, 1957*: roles and responsibilities of various officers in land records and survey operations;
- (c) *Rajasthan Land Revenue (Survey, Record and Settlement)(Government) Rules, 1957*: roles and responsibilities of various officers in settlement operations;
- (d) *Rajasthan Land Revenue (Duties of Tehsildars and Naib Tehsildars) Rules, 1987*: for duties of Tehsildars and Naib-tehsildars;

- (e) *Rajasthan Registration Act, 1908*: roles and responsibilities of the officers of the Registration and Stamps department.
2. Prepared first draft of administrative structure.
3. Interviews of revenue and Settlement Department officials:
  - (a) To corroborate and correct our analysis of administrative structure;
  - (b) To obtain data regarding the staffing.
4. Prepared final draft of administrative structure including staffing.

It must be noted that the posts of Sadar Munsrim, Inspector, and Amin are not mentioned explicitly in any statutes. The data regarding the hierarchy of the Settlement Department from the district level onwards is based solely on information given by respondents from the Settlement Department.

### 5.3 Roles and Responsibilities

In this section we describe the organisation of the land and revenue administration in the state.

Currently, Revenue Department and Settlement Department together are responsible for all of the land and revenue administration in Rajasthan. Broadly, Revenue Department is responsible for maintenance of land and property records, collection of revenue and adjudicating on certain disputes. On the other hand, Settlement Department is responsible for conducting surveys, for preparing records and revising them periodically. Figure 5.1 shows the structure of the land revenue administration in Rajasthan.<sup>5</sup>

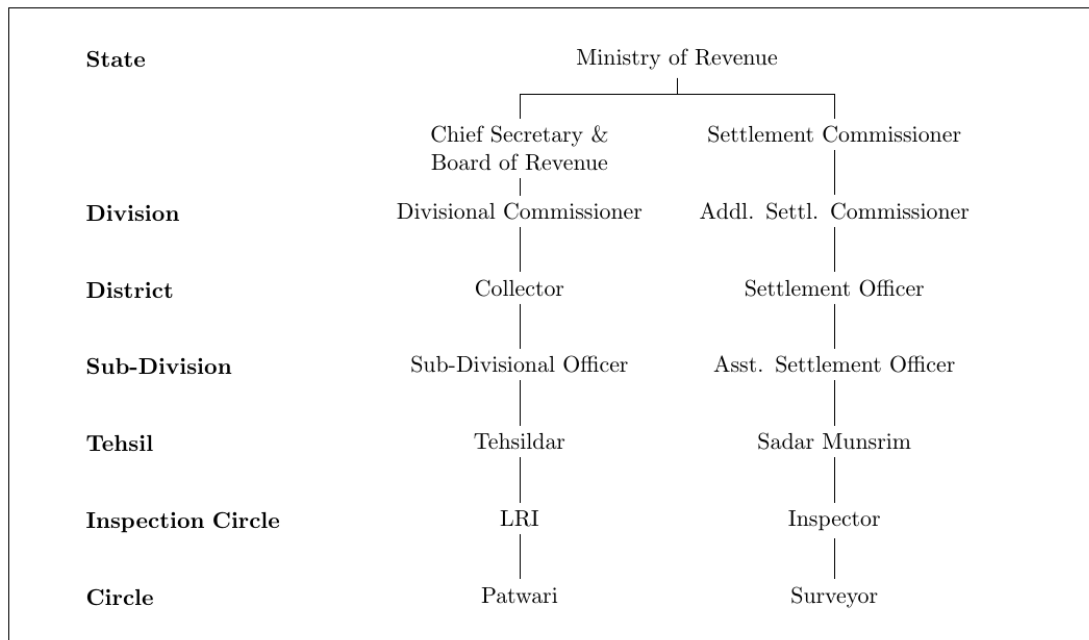


Figure 5.1: Rajasthan Land Revenue Administrative Structure

<sup>5</sup>Rajasthan, *Rajasthan Land Revenue Act, 1956*, see n. 1, and supplemented by information given by respondents from the Settlement Dept.

In addition to these officers there are executive and advisory officers in the Revenue Department known as Qanungos.

The Registration and Stamps Department has an ancillary role in this system. It is concerned with registration of documents used for transfer of land and property rights such as sale deeds and lease deeds. Registration of such documents is mandatory for the transfer to be legally enforceable.

### 5.3.1 State Government

The State Government is in-charge of all non-judicial matters relating to revenue other than settlement.<sup>6,7</sup> It determines the limits of territorial divisions, makes new ones, and has the power to change or abolish existing ones. Accordingly, the state divides the land within the state into divisions, districts, sub-divisions, tehsils, and sub-tehsils.<sup>8</sup> All officers in the administration hierarchy, except for sadar qanungos, office qanungos, land records inspectors and patwaris are directly appointed by the State Government.<sup>9,10,11,12</sup> Further, survey, re-survey, record, or settlement and re-settlement operations can only be undertaken if explicitly directed by the State Government.<sup>13</sup>

### 5.3.2 Revenue Department

Under The Act, the Revenue Department is the main repository of all land records and is responsible for collection of all manner of land revenue. It is also responsible for sanctioning mutations, allocation of government land and land with no known owners. All revenue department officials also act as revenue courts; they are empowered to adjudicate certain kinds of land and revenue related disputes. Figure 5.2 gives the structure of the Revenue Department in Rajasthan.<sup>14</sup>

In this section we give summary descriptions of the powers of each officer in the revenue administration. For detailed descriptions refer to Annexure D.

#### 1. Board of Revenue (State Level):

The Board of Revenue is responsible for the overall implementation of the *Rajasthan Land Revenue Act, 1956* in the state.<sup>15</sup> It is vested with the power to make rules to regulate certain procedures: such as for assessment of rents, and for conducting judicial and settlement proceedings.<sup>16</sup> It is typically not involved

<sup>6</sup>Rajasthan, *Rajasthan Land Revenue Act, 1956*, see n. 1, Section 23.

<sup>7</sup>Schedule 1 *ibid.*, gives a list of what constitutes *Judicial Matters*, and hence are to be decided by the administration.

<sup>8</sup>*Ibid.*, Sec 15-16.

<sup>9</sup>*Ibid.*, Sections 17-20, 31, 33, 34.

<sup>10</sup>The Board of Revenue appoints Sadar Qanungos, the Divisional Commissioner appoints office qanungos and land records inspectors, and the Collector appoints Patwaris.

<sup>11</sup>Annexure B

<sup>12</sup>Annexure C

<sup>13</sup>Rajasthan, *Rajasthan Land Revenue Act, 1956*, see n. 1, Sec 106-107, 142.

<sup>14</sup>*Ibid.*, Sections 24-26, 31, 33, 34.

<sup>15</sup>*Ibid.*, Chapter 2.

<sup>16</sup>*Ibid.*, Section 261.

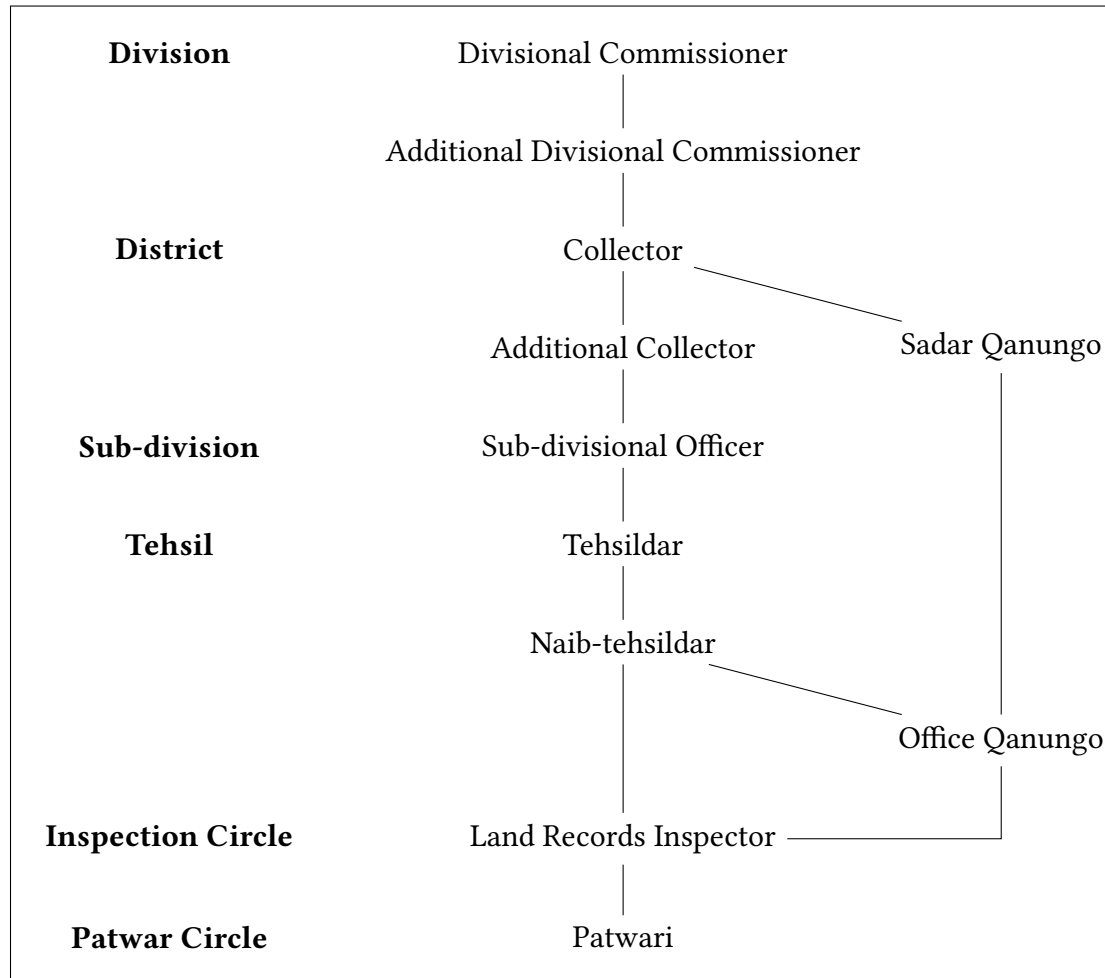


Figure 5.2: Revenue Department Hierarchy

in the day to day administration of land and revenue; the only exception being disposal of cases of partition where the estate spans across multiple divisions.<sup>17</sup> It is the highest revenue court of appeals.<sup>18</sup>

The Board of Revenue has a sanctioned strength of 21: 20 members plus 1 chairperson.<sup>19,20</sup> The State Government appoints ministerial officers (such as registrars, deputy registrars, joint directors etc.) to enable the Board to carry out its functions.<sup>21</sup> The Board operates out of the city of Ajmer.<sup>22</sup>

## 2. Divisional Commissioner (Division Level):

The state of Rajasthan has been divided into seven administrative divisions viz.: (1) Ajmer, (2) Bharatpur, (3) Bikaner, (4) Jaipur, (5) Jodhpur, (6) Kota, (7) Udaipur. Each division is administered by a Divisional Commissioner.

<sup>17</sup>Ibid., Section 189.

<sup>18</sup>Ibid., Section 8, 9.

<sup>19</sup>Rajasthan, *Rajasthan Land Revenue (Qualifications and Conditions of Service of Chairman and Members of the Board) Rules, 1971*.

<sup>20</sup>Board of Revenue, RTI Sec 4 disclosures: <https://goo.gl/faPLbV>

<sup>21</sup>Rajasthan, *Rajasthan Land Revenue Act, 1956*, see n. 1, Section 7.

<sup>22</sup>Ibid., Section 6.



Figure 5.3: Rajasthan: Administrative Divisions

The Divisional Commissioner is the highest revenue court in an administrative division.<sup>23</sup> Divisional Commissioners have the authority to hear appeals against orders passed by Collectors in their division.<sup>24</sup> Their administrative responsibilities are mainly of the nature of monitoring and supervision of sub-ordinate officers. They are responsible for deciding cases of partition where the estates in question span across multiple districts within the same division.<sup>25</sup> Divisional Commissioners are also in charge of appointing Land Records Inspectors; a power which was transferred from Collectors to Divisional Commissioners in 1957.<sup>26</sup>

In 1962, the office of Divisional Commissioner was abolished in Rajasthan because it was thought to be unnecessary.<sup>27</sup> *The (Rajasthan) Administrative Reforms Committee, Government of Rajasthan, 1963* (also known as the H C Mathur Committee) noted that Divisional Commissioners had been performing an important function coordinating the workings of various departments at the regional level,

<sup>23</sup>Rajasthan, *Rajasthan Land Revenue Act, 1956*, see n. 1, Section 24.

<sup>24</sup>*Ibid.*, Section 75, 76.

<sup>25</sup>*Ibid.*, Section 189.

<sup>26</sup>Refer to Annexure C for details

<sup>27</sup>Rajasthan, *Rajasthan Divisional Commissioner (Office Abolition) Act, 1962*, URL: <https://go.g1/4mcqbQ>.

and that the move to abolish the office had led to significant disruption in administration.<sup>28</sup> The office of Divisional Commissioner was subsequently revived in 1987.<sup>29</sup>

### 3. **Additional Commissioner (Division Level):**

The Additional Commissioner is subordinate to the Divisional Commissioner. The State Government – by notification – can bestow upon an Additional Commissioner any subset of the powers of a Divisional Commissioner.<sup>30</sup> When the Additional Commissioner exercises these powers he does so with the same authority as a Divisional Commissioner.<sup>31</sup>

### 4. **Collector (District Level):**

The Collector, also known as the District Magistrate, is the head of the revenue administration at the district level.<sup>32</sup> He is *ex-officio* the Land Records Officer for the district.<sup>33</sup> The Collector is tasked with a huge number of responsibilities which can be delineated into the following categories<sup>34</sup>:

- (a) **Revenue collection:** ensuring collection of all manner of land revenue;
- (b) **Land management:** maintenance of accurate land and property records, allotment, partition etc.;
- (c) **Judicial:** adjudication of boundary disputes, hearing appeals against orders passed by Tehsildars;
- (d) **General supervision:** superintending the work of SDOs, Tehsildars, Naib-Tehsildars and Patwaris.

Usually mutation cases are disposed of at lower levels of administration; except in the case of partitions and escheats. All partitions and escheats in a district have to be sanctioned by the Collector.<sup>35,36</sup>

### 5. **Additional Collector (District Level):**

Additional Collectors can be given any sub-set of the powers of the Collector of the district as determined by the State Government. When the Additional Collector exercises these powers he does so with the authority of a Collector.<sup>37</sup> In the absence of an SDO (who is *ex-officio* Registrar) the respective Additional Collector performs the duties of the District Registrar.<sup>38</sup>

### 6. **Sadar Qanungo (District Level):**

Sadar Qanungo is not strictly a revenue officer; his function is to be an advisor and executive officer to the Collector in matters related to land records.<sup>39,40</sup> The duties of a Sadar Qanungo are:

<sup>28</sup>S R Maheshwari, *Indian Administration*, 2004, Page 568.

<sup>29</sup>Rajasthan, *Rajasthan Land Revenue (Amendment) Act, 1987*.

<sup>30</sup>Rajasthan, *Rajasthan Land Revenue Act, 1956*, see n. 1, Section 25(6).

<sup>31</sup>*Ibid.*, Section 25(6).

<sup>32</sup>*Ibid.*, Section 24.

<sup>33</sup>*Ibid.*, Section 3.

<sup>34</sup>Rajasthan, *Rajasthan Land Revenue (Land Records) Rules, 1957*, Rules 399-449.

<sup>35</sup>Rajasthan, *Rajasthan Land Revenue Act, 1956*, see n. 1, Sections 188.

<sup>36</sup>Rajasthan, *Rajasthan Land Revenue (Land Records) Rules, 1957*, see n. 34, Rule 139.

<sup>37</sup>Rajasthan, *Rajasthan Land Revenue Act, 1956*, see n. 1, Section 25(6).

<sup>38</sup>Rajasthan, *Rajasthan Registration Rules, 1955*, URL: <http://igrs.rajasthan.gov.in/act-and-rules.htm>, Rule 30.

<sup>39</sup>Rajasthan, *Rajasthan Land Revenue Act, 1956*, see n. 1, p. 34.

<sup>40</sup>Rajasthan, *Rajasthan Land Revenue (Land Records) Rules, 1957*, see n. 34, Rules 306-347.

- (a) **Administrative, Supervisory:** Supervising the work of Office Qanungos and Inspectors of Land Records, ensuring supply of land records forms and survey instruments;
- (b) **Advisory:** Maintenance and compilation of statistics (E.g: performance of sub-ordinate officers, rainfall data etc.);
- (c) **Custodial:** Safe custody of settlement records, management of the Record Room.

#### 7. **Sub-divisional Officer (Sub Division Level):**

The Sub-Divisional Officer (SDO) is the revenue officer who is an immediate sub-ordinate of the Collector.<sup>41,42</sup> The SDO's powers and duties mirror that of a Collector, but the jurisdiction is limited to the sub-division.<sup>43</sup> Therefore, the SDO is responsible revenue collection, land management, adjudicating certain revenue disputes and general supervision of subordinate officers.<sup>44</sup>

The SDO has the additional responsibility of closely monitoring cases of mutation; where the Gram Panchayat fails to dispose of a mutation case in 20 days, the SDO transfers it to the Tehsildar.<sup>45</sup> SDOs at district headquarters are *ex-officio* Registrars for the district.<sup>46</sup>

#### 8. **Tehsildar (Tehsil Level):**

The duties of the Tehsildar mirror those of an SDO but their jurisdiction is limited to a tehsil.<sup>47</sup> Therefore, tehsildars have similar responsibilities and powers i.e. revenue collection, land management, adjudication of revenue disputes and general supervision.<sup>48</sup>

Tehsildars also have the power to decide undisputed mutation cases.<sup>49</sup> In practice, Tehsildars also hear cases of disputed mutations (although that is a power reserved for Collectors).<sup>50</sup> The tehsildar is responsible for demarcation of boundaries between fields in cases where the boundary is not disputed.<sup>51</sup> In some cases, the Tehsildar also functions as the *ex-officio* sub-registrar for the tehsil.<sup>52</sup>

#### 9. **Naib-tehsildar (Tehsil / Sub-tehsil level):**

The Naib-Tehsildar is intended to share some of the executive powers of a Tehsildar, but is subordinate to the Tehsildar.<sup>53</sup> Therefore they are responsible for executive and supervisory functions such as ensuring accuracy of records of tenancy rights and mutations, testing the work of Patwaris and Inspectors of Land Records, and ensuring any defects in records pointed out by superior officers and Sadar Qanungos are corrected.<sup>54</sup> They take charge of the Tehsildar's office

<sup>41</sup>Rajasthan, *Rajasthan Land Revenue Act, 1956*, see n. 1, Section 24.

<sup>42</sup>Rajasthan, *Rajasthan Land Revenue (Land Records) Rules, 1957*, see n. 34, Rule 139.

<sup>43</sup>Rajasthan, *Rajasthan Land Revenue Act, 1956*, see n. 1, Section 25(1).

<sup>44</sup>Rajasthan, *Rajasthan Land Revenue (Land Records) Rules, 1957*, see n. 34, Rule 369.

<sup>45</sup>*Ibid.*, Rule 121.

<sup>46</sup>Rajasthan, *Rajasthan Registration Rules, 1955*, see n. 38, Rule 30.

<sup>47</sup>Rajasthan, *Rajasthan Land Revenue Act, 1956*, see n. 1, Section 25(1).

<sup>48</sup>Rajasthan, *Rajasthan Land Revenue (Duties of Tehsildars and Naib Tehsildars) Rules, 1987*, Rule 3.

<sup>49</sup>Rajasthan, *Rajasthan Land Revenue Act, 1956*, see n. 1, Section 135.

<sup>50</sup>Reported by respondents from Jaipur Tehsildar Office.

<sup>51</sup>Rajasthan, *Rajasthan Land Revenue (Land Records) Rules, 1957*, see n. 34, Rule 129.

<sup>52</sup>Rajasthan, *Rajasthan Registration Rules, 1955*, see n. 38, Vol 2, Rule 37.

<sup>53</sup>Rajasthan, *Rajasthan Land Revenue Act, 1956*, see n. 1, Section 25.

<sup>54</sup>Rajasthan, *Rajasthan Land Revenue (Duties of Tehsildars and Naib Tehsildars) Rules, 1987*, see n. 48,



in his absence. Like Tehsildars, Naib-Tehsildars can decide cases of undisputed mutation.<sup>55</sup> In some cases, the Naib-Tehsildar also functions as the *ex-officio* sub-registrar for the tehsil.<sup>56</sup>

**10. Office Qanungo (Tehsil level):**

The Office Qanungo, much like the Sadar Qanungo is not a revenue officer per se, but is in charge of all land records related work at the tehsil level.<sup>57</sup> As such, he performs the functions of a Sadar Qanungo at the tehsil level. The Office Qanungo is in charge of accounts and establishment records, testing land records and conducting correction proceedings, compiling statistics for the tehsil, and supervising Land Records Inspector and Patwaris.<sup>58</sup> All reports which a Patwari submits to the Tehsildar go through the Office Qanungo.

Curiously the post of Office Qanungo is not mentioned anywhere in the Act. However, the qualifications and officiating arrangements are mentioned in *Rajasthan Land Revenue (Land Records) Rules, 1957*, Sec 202(c).

**11. Inspector of Land Records / Girdawar Qanungo:**

Each Inspector of Land Records (ILR) has jurisdiction over one inspection circle, which typically consists of six to ten patwar circles.<sup>59</sup> The duties of ILRs are mainly supervisory in nature. The ILRs superintend Patwaris and provide guidance whenever necessary.<sup>60</sup> They are also responsible for maintaining survey instruments.<sup>61</sup>

**12. Patwari:**

The Patwari is the lowest ranking officer in the revenue administration. He is also the officer with a direct interface with the citizenry and land.<sup>62</sup> The Patwari's jurisdiction is a Patwar Circle, which typically consists of 3000 Khasra numbers, with an area of approximately 7500 acres.<sup>63</sup> The Patwari's duties can be classified into four broad typologies viz.: (a) revenue collection, (b) land records maintenance and revision, (c) survey and measurement, and (d) maintenance of registers of village level statistics (E.g: births and deaths register).<sup>64</sup>

In the context of land records, the most important function of the Patwari is the preparation and maintenance of records of rights, maps and mutation register, and aiding in the preparation of the fresh jamabandi every four years. While traditionally this process was done quadrennially for every village, under *Rajasthan Land Revenue (Land Records) Rules, 1957*, Rule 118A and 119 of the, mutation records are required to be updated in the online jamabandi within 30 days from the report of mutation.

For regular updation of the aforementioned records, the Patwari has to conduct

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Rule 6.

<sup>55</sup>hyperlinkannex2Annexure C

<sup>56</sup>Rajasthan, *Rajasthan Registration Rules, 1955*, see n. 38, Vol 2, Rule 37.

<sup>57</sup>Rajasthan, *Rajasthan Land Revenue (Land Records) Rules, 1957*, see n. 34, Rule 210-262.

<sup>58</sup>Ibid., Rule 210-262.

<sup>59</sup>Ibid., Rule 170.

<sup>60</sup>Ibid., Rule 178.

<sup>61</sup>Ibid., Rule 198.

<sup>62</sup>Ibid., Part 1.

<sup>63</sup>Ibid., Rules 1A & 2.

<sup>64</sup>Ibid., Rule 22-169.

three inspection tours of each village in his jurisdiction every year.<sup>65</sup> In addition to revenue and Settlement Department work, Patwaris also assist the irrigation department, census and election departments, police departments (in investigations), agriculture department, as well as the excise department, court of wards and forest department.<sup>66</sup>

Table 5.1: Revenue Dept: Posts Sanctioned vs Vacant (2015-16)

Designation	Sanctioned Posts	Posts Vacant
Divisional Commissioner	7	0
Additional Divisional Commissioner	7	0
Collector	33	0
Additional Collector	58	0
Assistant Collector	67	0
Sadar Qanungo		
Sub-divisional Officer	289	0
Tehsildar	646	271
Naib-tehsildar	952	556
Office Qanungo		
Inspector of Land Records	3971	1386
Patwari	12280	5600

Source: As reported Revenue Group 1, State Secretariat, Jaipur

### 5.3.3 Settlement Department

The Settlements Department carries out all survey work in the state. There are two types of survey work viz. surveys for preparation and revision of land records, and surveys for determination of new rent rates (i.e. settlement). The term of a settlement is twenty years.<sup>67</sup> In practice survey and record operations for land records is also conducted every twenty years along with settlement operations.<sup>68</sup> Figure 5.4 gives an

<sup>65</sup>Rajasthan, *Rajasthan Land Revenue (Land Records) Rules, 1957*, see n. 34, Rule 58.

<sup>66</sup>Ibid., Rule 41-47.

<sup>67</sup>Rajasthan, *Rajasthan Land Revenue Act, 1956*, see n. 1, Section 175.

<sup>68</sup>Information from respondents from Settlement Department

outline of the structure of the Settlement Department.<sup>69,70</sup>

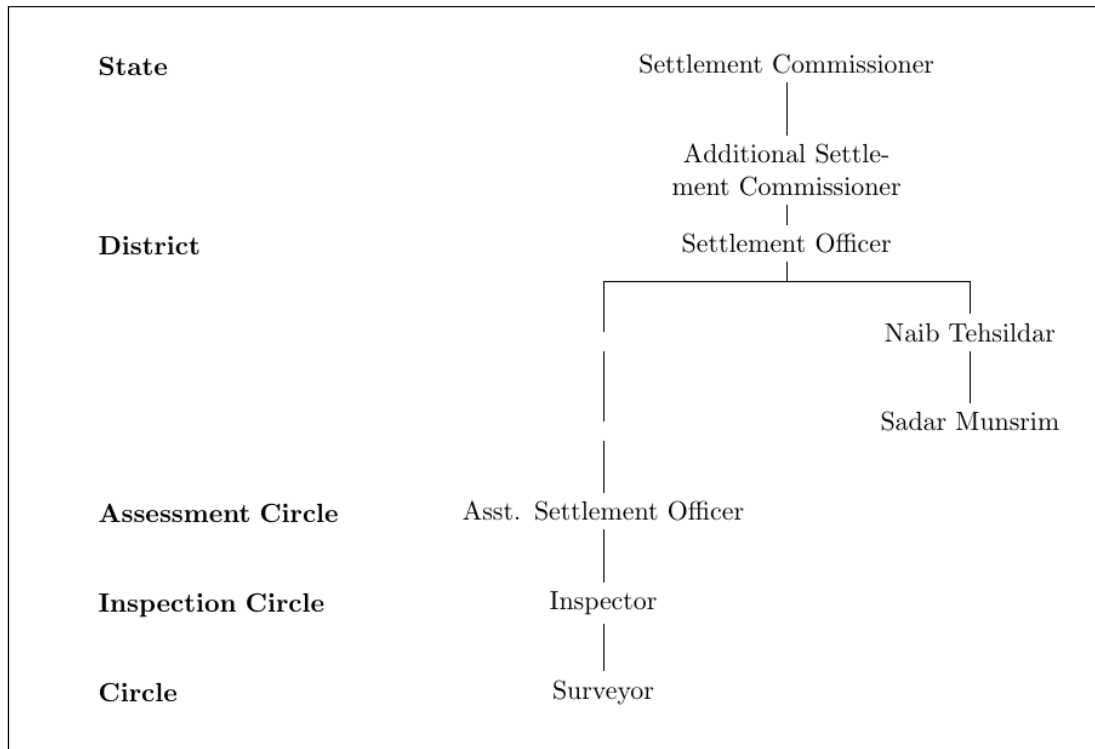


Figure 5.4: Settlement Department Structure

In this section we describe the roles and responsibilities of Settlement Department officers.

### 1. Settlement Commissioner (State level):

The Settlement Commissioner is in-charge of all settlement operations in the state, as well as all survey, re-survey and records operations under *Rajasthan Land Revenue Act, 1956*, Chapter 7 of. During survey and records operations the Settlement Commissioner is responsible for overall monitoring, records maintenance, and deciding cases of mutations and disputes in entries.

During settlement and re-settlement operations, the Settlement Commissioner scrutinises and sanctions new rent rates proposed by Settlement Officers, before forwarding them to the Board of Revenue.<sup>71</sup> The Settlement Commissioner also has the authority to decide on appeals filed against orders passed by Settlement Officers.<sup>72</sup>

### 2. Additional Settlement Commissioner:

The Additional Settlement Commissioner is subordinate to the Settlement Commissioner. The State Government – by notification – can bestow upon an Additional Settlement Commissioner any subset of the powers of a Settlement

<sup>69</sup>Rajasthan, *Rajasthan Land Revenue Act, 1956*, see n. 1.

<sup>70</sup>Information from respondents from Settlement Department

<sup>71</sup>*Ibid.*, Chapter 8.

<sup>72</sup>*Ibid.*, Section 75, 76.

Commissioner. When the Additional Settlement Commissioner exercises these powers he does so with the same authority as a Settlement Commissioner.<sup>73</sup>

**3. Settlement Officer (District level):**

The Settlement Officer has all the powers of a Land Records Officer in areas where survey and records operations are being conducted for the duration of the operations.<sup>74</sup> This involves directing subordinate officers in conducting surveys, measurement of land parcels, and creation of new records and maps.<sup>75</sup> During survey operations the Settlement Officer is also responsible for settling boundary disputes, preparation of the village register and inviting claims over lands with no apparent owners.<sup>76,77</sup>

During settlement and resettlement operations the Settlement Officer is responsible for formation of assessment circles, preparing proposals on revised rent rates and submitting them to Settlement Commissioner for sanction.<sup>78</sup> He is also vested with the power to hear cases of objection towards revised rent rates and enforcing vacation of land by tenants who refuse to pay revised rent rates.<sup>79</sup>

**4. Sadar Munsrim / Naib-Tehsildar (District level):**

Sadar Munsrim, is the Settlement Department counterpart of the Sadar Qanungo.<sup>80</sup> Officers for both positions are drawn from the same cadre and are at the same rank in terms of seniority. The Technical Advisor's role is to advise the Settlement Officer on technical matters pertaining to the implementation of surveys, soil classification and other processes which constitute the process of survey and settlement operations.<sup>81</sup> A senior Sadar Munsrim may be promoted to Naib-Tehsildar; but this does not entail any significant change in responsibilities.<sup>82</sup>

**5. Assistant Settlement Officer (Assessment Circle level):**

Assistant Settlement officers are appointed by the State Government for conducting settlement, re-settlement operations.<sup>83</sup> They are sub-ordinate to the Settlement Officer, and can be given any subset of powers of a Settlement Officer. Typically, the Settlement Officer directs survey and settlement operations in a district, while the ASOs carry out the actual implementation of the surveys.<sup>84</sup> An ASO is assigned to one assessment circle which consists of several inspection circles, usually 4. Typically an ASO is the reporting officer for 4 Inspectors.<sup>85</sup>

**6. Inspector (Inspection Circle level):**

<sup>73</sup>Rajasthan, *Rajasthan Land Revenue Act, 1956*, see n. 1, Section 25(6).

<sup>74</sup>The State Government conferred this power on Settlement Officers vide a notification under Section 26 of the Act

<sup>75</sup>Rajasthan, *Rajasthan Land Revenue Act, 1956*, see n. 1, Sections 106-141.

<sup>76</sup>*Ibid.*, Sections 128, 146.

<sup>77</sup>These powers are normally vested with the Collector of the district.

<sup>78</sup>Rajasthan, *Rajasthan Land Revenue Act, 1956*, see n. 1, Sections 145-149.

<sup>79</sup>*Ibid.*, Sections 166, 169, 171.

<sup>80</sup>The post of Sadar Munsrim is not mentioned by this particular name in any of the legislations. It was reported to us by respondents from the Settlement Dept.

<sup>81</sup>Reported by respondents from the Settlement Dept.

<sup>82</sup>Reported by respondents from the Settlement Dept.

<sup>83</sup>Rajasthan, *Rajasthan Land Revenue Act, 1956*, see n. 1, Sec 145.

<sup>84</sup>Reported by respondents from Settlement Dept.

<sup>85</sup>Reported by respondents from Settlement Dept.

The Inspector in the Settlement Department is in charge of superintending the work of all surveyors in an inspection circle. An inspection circle consists of several villages. The Inspector's role is analogous to that of the Inspector of Land Records (Revenue Department); indeed they are drawn from the same cadre.<sup>86</sup> They are in charge of monitoring and attesting the work of Surveyors. Typically, one Inspector is the reporting officer for 4 Surveyors.<sup>87</sup>

#### 7. Surveyor / Amin:

The Surveyor, also known as Amin, is the lowest level officer in the Settlement Department.<sup>8889</sup> Surveyor's are responsible for the actual measurement of land, surveying and recording soil types, cropping patterns and other information in the course of survey and settlement operations. Typically, 120-130 Surveyors are assigned to one district.<sup>90</sup>

Table 5.2: Settlement Dept - Posts Sanctioned vs Vacant (As of 30.1.2017)

Designation	Sanctioned Posts	Posts Filled
Settlement Commissioner	1	0
Additional Settlement Commissioner	1	0
Settlement Officer	11	8
Naib-Tehsildar	9	0
Sadar Munsrim	16	1
Assistant Settlement Officer	42	18
Inspector	178	124
Surveyor	715	275

*Source: Staff statement from Settlement Department*

#### DI-LRMP PMU

A PMU constituted from a group of officers from the settlement department is currently in charge of implementation of the DI-LRMP. It was constituted in 2011; it is headed by a Sadar Munsrim level officer, and reports to the Settlement Commissioner.<sup>91</sup>

Until April 2016, the Revenue, Settlement and Registration departments received NLRMP/DI-LRMP funds separately and operated independently.<sup>92</sup> Accordingly, each

<sup>86</sup>Reported by respondents from Settlement Dept.

<sup>87</sup>Reported by respondents from Settlement Dept.

<sup>88</sup>Reported by respondents from Settlement Dept.

<sup>89</sup>In settlement

<sup>90</sup>Reported by respondents from Settlement Dept.

<sup>91</sup>Reported by respondents from Settlement Dept.

<sup>92</sup>Reported by respondents from Settlement Dept.

department made separate proposals and demands for grants. Starting April 2016, the Settlement Commissioner and the PMU have been put in charge of interdepartmental coordination-ordination. Therefore, all proposals are sent to the PMU, which consolidates them and forwards them to the State Government. Funds are released to the PMU which disburses them to each department. Reports on utilisation of funds are sent to the State Government through the PMU.<sup>93</sup>

### 5.3.4 Registration and Stamps Department

The Registration and Stamps Department's primary function is to register documents and collect stamp duty. Its responsibilities in land and revenue administration are limited to registration of documents which involve transfer of land and property rights (E.g.: sale deed, lease deed etc.). Under the *Rajasthan Registration Act, 1908*, Sec 17 of the it is mandatory to register every sale deed, and every lease deed which has a duration of more than one year.

The hierarchy of the Registration and Stamps Department is as follows:

1. Inspector General of Registration (State)
2. Assistant Inspector General
3. Registrar (District)
4. Sub-registrar (Sub-division / Tehsil)

Registration of documents is done by the Sub-Registrars Office, and on some rare occasions, by the Registrar's Office. At the end of every month Registrars and Sub-Registrars send a memorandum containing the particulars of all registered deeds pertaining to transfers of agricultural land to the respective tehsildars' offices. This triggers cases of mutation according under *Rajasthan Land Revenue (Land Records) Rules, 1957*, Rule 141 of.

Under *Rajasthan Registration Rules, 1955*, Vol 2, Rule 37, Tehsildars and Naib-Tehsildars can also be appointed as *ex-officio sub-registrars*.

Table 5.3: Registration Dept: Posts Sanctioned vs Filled (2015-16)

Designation	Sanctioned Posts	Filled Posts
Inspector General	1	1
Additional Inspector General	3	3
Financial advisor	1	1
Dy. Inspector General	20	14
Joint Legal Remembrance	1	0

<sup>93</sup>Reported by respondents from Settlement Dept.

Dy. Legal Remembrance	1	1
Joint Director (SA) (Computer)	1	1
Dy. Financial Advisor	1	0
Dy. Director (ACP)	2	2
Accounts Officer	1	1
Sr. Legal Officer	2	1
Assistant Legal Remembrance	1	1
Programmer	36	8
Assistant Accounts Officer GR-I	6	4
Administrative Officer	2	0
Private Secretary	1	1
Sub Registrar	114	36

## 5.4 Interdepartmental Interaction

There are three occasions when there is a formal interaction between these departments. They are as follows:

1. Registration Department and Revenue Department:  
The Registrar, or Sub-registrar's office sends a monthly memorandum to the tehsildar's office containing particulars of registered deeds pertaining to transactions of agricultural land. This triggers the mutation process under *Rajasthan Land Revenue (Land Records) Rules, 1957*, Rule 141 of.
2. Settlement Department and Revenue Department:  
During settlement, re-settlement operations, the Settlement Commissioner forwards the revised rents proposal to the Board of Revenue for scrutiny. The Board of Revenue forwards the proposal to the State Government along with its comments and modifications.<sup>94</sup>
3. Revenue Department and Settlement Department  
At the time of preparation of fresh jamabandi (i.e. segregation process) every four years, the Sadar Qanungo receives information on revision of maps from the Patwari along with the existing jamabandi and mutation records. The Sadar Qanungo makes the necessary entries and changes in the maps in the settlement records.<sup>95</sup>

<sup>94</sup>Rajasthan, *Rajasthan Land Revenue Act, 1956*, see n. 1, Sec 156.

<sup>95</sup>Rajasthan, *Rajasthan Land Revenue (Land Records) Rules, 1957*, see n. 34, Rule 59(ii).

#### 4. Revenue Department and Registration Department

SDOs posted at district headquarters are the *ex-officio* Registrars for their respective districts under Rule 30 of *Rajasthan Registration Rules, 1955*.

A fifth and case can also be observed: in places where there is no full time sub-registrar, the tehsildar is the *ex-officio* sub-registrar. Therefore, the tehsildar doesn't just interface with, but is directly a part of the registration department in some cases.



## 6 – Provisions for Real Time Mirror

### 6.1 Ownership Details

A common set of procedures is followed in processing mutations in almost all cases, except escheats. Parties who come into possession of any property through succession or transfer are required to report it to the Tehsildar. The report may be filed directly with the Tehsildar, or through the Patwari or Land Records Inspector.<sup>1</sup> The following procedure is followed when a Tehsildar receives report of a mutation:

1. Within 3 days, Tehsildar sends instructions through the relevant Inspector of Land Records (ILR) to the relevant Patwari to open mutation;
2. Patwari opens mutation, makes the necessary entry in the RoR, checks the relevant documents (sale deed, will etc.) and sends the file to the ILR, within 7 days;
3. ILR checks the entries attests them and returns the file to the Patwari with instructions to place it before the Gram Panchayat for disposal, within 10 days;
4. Gram Panchayat takes up the mutation case for disposal at the next gram sabha and either approves or rejects the mutation<sup>2</sup>;
5. The Patwari, attests the mutation and makes the changes in RoR permanent.
6. If the Gram Panchayat (GP) fails to dispose of the mutation case within 30 days of receiving it from the Patwari, the SDO transfers the case to the Tehsildar for disposal.
7. The changes are incorporated into the RoR at the time of the quadrennial updation of jamabandi.<sup>3</sup>

In addition to this, mutations may also be initiated *suo motu* by Patwaris in the course

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<sup>1</sup>Rajasthan, *Rajasthan Land Revenue Act, 1956*, see n. 1, Sec 133.

<sup>2</sup>Gram Sabhas are held once every month

<sup>3</sup>Rajasthan, *Rajasthan Land Revenue (Land Records) Rules, 1957*, see n. 34, Except in areas notified for online jamabandi under Rule 118A of.

of their inspection tours of villages.<sup>4</sup> Usually this happens in cases where the death of a title-holder is not reported.

It must be borne in mind that this procedure is only applicable in cases where mutation, whether by succession or transfer, is undisputed. In cases where mutation is disputed, only the Tehsildar is empowered to decide the case.

If any party has any objections to a mutation which is under process, the gram sabha is the forum in which to raise them. There is no public notice issued calling for objections. If an objection is raised by any party the case is transferred to the Tehsildar for disposal.

### Notified Areas: Online Jamabandi

In areas notified under Rule 118A of *Rajasthan Land Revenue (Land Records) Rules, 1957*, the Patwari makes an entry in the mutation register and submits the counter-foil of the record with the Resource Person at the Tehsil within 30 days of the GP/Tehsildar's approving a mutation. The Resource Person — under the supervision of the Office Qanungo — enters the mutation in the online jamabandi.

## 6.1.1 Updating RoR Upon Death

### Succession

The same set of provisions govern the process of updating RoRs upon succession — whether by will or intestate.<sup>5</sup> In cases of intestate succession, the Tehsildar/GP ascertains the identity of the successors, whereas in the case of a will, the authenticity of the will is ascertained. In case of wills which are registered, the document is presumed to be authentic and only the identities of heirs is ascertained.

All succession cases have to be reported to the Tehsildar within 30 days of the death of the title-holder. Failing to do so is grounds for penalty, usually a fine.

### Escheat

Escheat refers to a common law doctrine in which the property rights of a deceased person passes on to the state if he has no apparent legal or customary heirs or successors. The Patwari is required to report the death of every estate-holder in his jurisdiction to the Office Qanungo along with his usual annual submissions.<sup>6, 7</sup> The Tehsildar then reports such cases to the Sub-Divisional Officer.<sup>8</sup> The Sub-Divisional Officer passes on the case to the Collector along with other routine matters which require the latter's personal attention.<sup>9</sup> Collectors are the designated Revenue Officers for disposing of

<sup>4</sup>Rajasthan, *Rajasthan Land Revenue (Land Records) Rules, 1957*, see n. 34, Rule 62(i)&(ii).

<sup>5</sup>Ibid., Rule 131(ii).

<sup>6</sup>Ibid., Rule 26 & 48.

<sup>7</sup>Other records filed annually include records of fluctuating cultivation, grain rent ledger, cash book, and receipt book.

<sup>8</sup>Rajasthan, *Rajasthan Land Revenue (Duties of Tehsildars and Naib Tehsildars) Rules, 1987*, see n. 48, Rule 3(6)(f).

<sup>9</sup>Rajasthan, *Rajasthan Land Revenue (Land Records) Rules, 1957*, see n. 34, Rule 402(ii).

cases of escheats.<sup>10, 11</sup> The Collector has to ensure that the Government's claim is not pressed indiscriminately or coercively.

While the provisions for processing escheats exists on paper, according to the Rajasthan Revenue Dept officials, escheat claims are rarely ever pressed. By convention, the administration waits up to 15 years from the death of a title-holder before escheat proceedings are initiated.

### 6.1.2 Updating RoR Upon Sale / Gift

When any person comes into possession of a title, he can either himself report the transfer to the Tehsildar and submit the transfer deed, or wait for the SRO office to inform the Tehsildar via their monthly memo.<sup>12</sup> The subsequent process is as described in section 6.1.

## 6.2 Possession Details

### 6.2.1 Transfer of Share of Joint Holding

The procedure for transfer of a share of a joint holding is almost the same as for any other type of transfer, except that the case is disposed of by the Tehsildar, and not the GP.<sup>13</sup>

### 6.2.2 Provisions on Reflection of Actual Possession

There are no provisions for reflecting actual possession of land. While a Patwari is required to ascertain that a transferee has taken actual possession of the land / property in question before attesting mutation, there is no separate register for recording the fact. It is recorded in the same column (16A) of the RoR as any mutation, comments, observations.

## 6.3 Extent / Boundary / Built-up Area Details

Local bodies, i.e. GPs and ULBs have been given the responsibility of recording extents and boundaries of built-up areas, and keeping these records up to date. The updation processes, time-lines and frequency of updation are not uniform across local bodies.<sup>14</sup>

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<sup>10</sup>Ibid., Rule 139.

<sup>11</sup>As against other mutation cases which may be disposed of by the GP or Tehsildar.

<sup>12</sup>Rajasthan, *Rajasthan Land Revenue (Land Records) Rules, 1957*, see n. 34, Rule 141.

<sup>13</sup>Ibid., Rule 125.

<sup>14</sup>Rajasthan, *Rajasthan Land Revenue Act, 1956*, see n. 1, Chapter 7A.

## 6.4 Land Use / Classification Details

The Patwari in the course of his inspection tours records land use in every village he visits. Cropping pattern, soil class and land changes due to fluvial action are also noted in this process. The information collected is recorded in the Crop Statement (Jinswar) under forms P-16 and P-17. Every village in the patwar circle is inspected thrice every year. The schedule is as follows:

1. October to December - Kharif harvest inspection.
2. January to February - Alluvion / Dilluvion survey.
3. March to May - Rabi harvest inspection.

## 6.5 Encumbrance Details

All encumbrances except land-use restrictions are recorded in the RoR in the same column (16A) of the RoR. The encumbrances and the procedures followed are as follows:

### 1. Mortgage:

When a bank approves a mortgage, it informs the Patwari to make note of it in the RoR before releasing the money. It is crossed out from the records once the borrower repays the mortgage, gets a No-dues Certificate from the lender, and submits a copy to the Patwari.<sup>15</sup>

### 2. Dispute in civil/revenue court:

The civil or revenue court where the dispute is being heard issues instructions to the relevant Patwari to make note of the fact in the RoR. The names of litigants and the case number are noted. When the dispute is resolved (either by arbitration or by adjudication by a civil/revenue court) the Patwari is instructed by the court to make a note to reflect the result.

### 3. Acquisition:

In case of acquisition, until the land is actually acquired no entry is made in the RoR. A government department desirous of acquiring land (PWD, etc.) files an application with the Collector or the Land Acquisition Officer, who sends the appropriate instructions to the relevant Tehsildar. The application contains a list of the Khasra numbers which are intended to be acquired. The Tehsildar makes a note of this in the acquisition register, maintained at the tehsil. Once the negotiations for acquisition are complete and the requisite number of title-holders agree to alienate their land, mutation is opened and the usual process follows.

### 4. Land-use restrictions:

Land-use restrictions in rural areas are noted in the same column as the names of title-holders. There are only three types of restrictions viz. pasture land, land for wells, and land for places of worship.<sup>16</sup>

In peri-urban rural areas which are proposed to be brought under an urban

<sup>15</sup>Rajasthan, *Rajasthan Land Revenue (Land Records) Rules, 1957*, see n. 34, Rule 135.

<sup>16</sup>Rajasthan, *Rajasthan Tenancy Act, 1955*.

improvement trust, a note is attached to the RoR, and mutation is opened on the land immediately upon approval of the master plan.<sup>17,18</sup>

## 6.6 Correction of Errors in Record

**Revenue Records** : The Patwari maintains a record of all clerical errors such as spelling mistakes, erroneous entries or omissions in any of the columns of RoR. The type of error, the entry to which it relates and proposed correction are recorded in the *Fard Badar* register (Form 27)<sup>19</sup>. Tehsildars and Naib-tehsildars pass final orders on the matter, within one month from the date of noting the error. The title-holder is not heard in the case of these errors. In case of errors which are not reported by Patwari but are identified during inspections, the Collector issues a show cause notice to the title-holders before initiating procedures for correction.<sup>20</sup>

**Settlement Records** : The Settlement Officer has the authority to correct any errors in demarcation of assessment circles, soil classification, and proposed rent-rates, before they are sanctioned by the Settlement Commissioner.<sup>21</sup> He also has the authority to correct any errors in rent-rates before inviting objections under *Rajasthan Land Revenue Act, 1956*, Sec 166.

**Registration Records** : There are two types of clerical errors described by the *Rajasthan Registration Rules, 1955* viz entry in the wrong register and registration in the wrong office. In the case of the former, the District Registrar sends a notice to the claimant under the document inviting him to produce the original document. Error correction proceedings are only initiated if the claimant produces the original document. In the case of registration at the wrong office, a registration memo is sent to the appropriate office and a notice is sent to the parties under the document to re-register the document at the appropriate office. Error checking is done by the registering officer at the end of a year and when a registration book is completely filled.

<sup>17</sup>Rajasthan, *Rajasthan Urban Improvement Act, 1959*.

<sup>18</sup>Rajasthan, *Rajasthan Improvement Trust (Disposal of Urban Land) Rules, 1974*, URL: [http://urban.rajasthan.gov.in/content/dam/raj/udh/uits/uit-udaipur/pdfs/uit\\_rule\\_6.pdf](http://urban.rajasthan.gov.in/content/dam/raj/udh/uits/uit-udaipur/pdfs/uit_rule_6.pdf).

<sup>19</sup>Rajasthan, *Rajasthan Land Revenue (Land Records) Rules, 1957*, see n. 34, Rule 166.

<sup>20</sup>Rajasthan, *Rajasthan Land Revenue Act, 1956*, see n. 1, Sec 136.

<sup>21</sup>*Ibid.*, Sec 182.



## 7 – Public Service Law requirements

### 7.1 Legal Provisions of the Public Services Legislation

Rajasthan enacted the *Rajasthan Guaranteed Delivery of Public Services Act, 2011* on September 21, 2011.<sup>1</sup> The *Rajasthan Guaranteed Delivery of Public Services Act, 2011* allows the State Government to notify public services that have to be provided to any applicant within a specified period of time (stipulated time limit).<sup>2</sup> The services are to be provided to an eligible person under the *Rajasthan Guaranteed Delivery of Public Services Act, 2011*, though the law does not clarify how a person will be determined to be eligible.<sup>3</sup>

The *Rajasthan Guaranteed Delivery of Public Services Act, 2011* gives the State Government the power to notify the designated officers to respond to applications for notified services, and also the first and second appeal officers for the same.<sup>4</sup>

The *Rajasthan Guaranteed Delivery of Public Services Act, 2011* does not specify the stipulated time limits, but allows the State Government to notify the same with regard to notified services.<sup>5</sup> Eligible persons have the right to avail notified services within such stipulated time limits.<sup>6</sup> This time begins from the date of submission of the application for such service to a designated officer or a subordinate authorised to receive such application.<sup>7</sup> The application is required to be acknowledged.<sup>8</sup> The designated officer has to provide the service or reject the application within the stipulated time period

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<sup>1</sup>Government of Rajasthan, *Public Services Act, 2011*, URL: <http://www.ard.rajasthan.gov.in/English%20-%20ARD.pdf> (visited on Feb. 3, 2017).

<sup>2</sup>Section 3, *ibid.*

<sup>3</sup>See Section 4(1), *ibid.*

<sup>4</sup>Section 3, *ibid.*

<sup>5</sup>Section 3, *ibid.*

<sup>6</sup>See Section 4(1), *ibid.*

<sup>7</sup>Rule 3 of the Government of Rajasthan, *Public Services Rules*, enable the designated authority to delegate the power to receive applications to subordinate officers.

<sup>8</sup>See Section 5 Rajasthan, *Rajasthan Guaranteed Delivery of Public Services Act, 2011*, see n. 1.

and record the reasons for such rejection.<sup>9</sup>

There is a provision for appeal at two levels: an appeal to the first appeal officer if the service is not provided within the stipulated time limit (within thirty days of non-receipt of service), and a second appeal lies with the second appeal officer (within sixty days of receipt of decision of first appeal officer).<sup>10</sup> The second appellate officer is authorised to impose a penalty on the designated officer.<sup>11</sup> The penalty may vary from Rupees five hundred to Rupees five thousand, at the rate of Rupees two hundred and fifty per day.

Both the first and second appeal officers have powers of civil courts for the purposes of requiring the production and inspection of documents, and issuing summons for hearing to the designated officer and appellant.<sup>12</sup>

Rule 18 of the *Rajasthan Guaranteed Delivery of Public Services Rules, 2011*, enables the Central Government to introduce systems for centralised monitoring of the timely delivery of notified services.

## 7.2 Delivery of public services for land titles

Table 7.1: Public Services related to Land Records

S. No.	Service	Time period for providing the service (in days)	Designated officer
1	<b>Access to copies of land records</b>		
1(1)	Jamaabandi Chausala		
1(1)(1)	At Patwari level	3	Patwari
1(1)(2)	At Tehsil level	3	Tehsildar
1(2)	Khasra Chausala		
1(2)(1)	At Patwari level	3	Patwari
1(2)(2)	At Tehsil level	3	Tehsildar
1(3)	Naksha Trace		
1(3)(1)	At Patwari level	3	Patwari
1(3)(2)	At Tehsil level	3	Tehsildar
1(4)	Khasra Parivartansheel		
1(4)(1)	At Patwari level	3	Patwari

<sup>9</sup>Rule 5 of the Rajasthan, *Rajasthan Guaranteed Delivery of Public Services Rules, 2011*, see n. 7, requires the communication of rejection to contain the reasons for denial/ delay, the period within which an appeal may be made, and the contact details of the Appellate Authority.

<sup>10</sup>Section 6 of the Rajasthan, *Rajasthan Guaranteed Delivery of Public Services Act, 2011*, see n. 1.

<sup>11</sup>See Section 6(4)(b) of the *ibid*.

<sup>12</sup>See Section 6(6) of the *ibid*.



1(4)(2)	At Tehsil level	3	Tehsildar
1(5)	Namantarkaran		
1(5)(1)	At Patwari level	3	Patwari
1(5)(2)	At Tehsil level	3	Tehsildar
1(6)	Dhaal-Banch/ Jamaabandi Parivar-tansheel		
1(6)(1)	At Patwari level	3	Patwari
1(6)(2)	At Tehsil level	3	Tehsildar
1(7)	Dainik Diary		
1(7)(1)	At Patwari level	3	Patwari
1(8)	Arj Irsal (Receipt)		
1(8)(1)	At Patwari level	3	Patwari
1(8)(2)	At Tehsil level	3	Tehsildar
1(9)	Decisions of revenue courts/ Copies of decisions		
	- Urgent	1	Peethaseen Adhikari
	- Normal	3	Peethaseen Adhikari
1(10)	Copies of land records issued at district collector's office		
	- Urgent	1	In-Charge, Land Record Department
	- Normal	3	In-Charge, Land Record Department
1(11)	Bhoo-Prabandh Record Copies		
1(11)(1)	Khasra		
	- Urgent	1	Assistant, Land Records Department
	- Normal	7	Assistant, Land Records Department
1(11)(2)	Khatauni Bandobast		
	- Urgent	1	Assistant, Land Records Department
	- Normal	7	Assistant, Land Records Department
1(11)(3)	Naksha Chahat Waqt Safai		
	- Urgent	1	Assistant, Land Records Department
	- Normal	7	Assistant, Land Records Department
1(11)(4)	Naksha Chaht Naya Survey		
	- Urgent	1	Assistant, Land Records Department
	- Normal	7	Assistant, Land Records Department

1(11)(5)	Naksha Talab nada		
	- Urgent	1	Assistant, Land Records Department
	- Normal	7	Assistant, Land Records Department
1(11)(6)	Suchi Lagaan (Demand Slip)		
	- Urgent	1	Assistant, Land Records Department
	- Normal	7	Assistant, Land Records Department
1(11)(7)	Parcha Khatauni Tasdeek		
	- Urgent	1	Assistant, Land Records Department
	- Normal	7	Assistant, Land Records Department
1(11)(8)	Parcha Lagaan		
	- Urgent	1	Assistant, Land Records Department
	- Normal	7	Assistant, Land Records Department
1(11)(9)	Soochi Phaldar Vriksha		
	- Urgent	1	Assistant, Land Records Department
	- Normal	7	Assistant, Land Records Department
1(11)(10)	Soochi Seema Chinha		
	- Urgent	1	Assistant, Land Records Department
	- Normal	7	Assistant, Land Records Department
1(11)(11)	Khasra Rectification		
	- Urgent	1	Assistant, Land Records Department
	- Normal	7	Assistant, Land Records Department
1(11)(12)	Dastoor Ganvaai		
	- Urgent	1	Assistant, Land Records Department
	- Normal	7	Assistant, Land Records Department
1(11)(13)	Gram Vivran Patra		
	- Urgent	1	Assistant, Land Records Department

	- Normal	7	Assistant, Land Records Department
1(11)(14)	Fard Milan Kshetraphal		
	- Urgent	1	Assistant, Land Records Department
	- Normal	7	Assistant, Land Records Department
1(11)(15)	Gram Ki dar		
	- Urgent	1	Assistant, Land Records Department
	- Normal	7	Assistant, Land Records Department
1(11)(16)	Naksha Sheet		
	- Urgent	1	Assistant, Land Records Department
	- Normal	7	Assistant, Land Records Department
1(11)(17)	Computerised copy of plan/ layout		
	- Urgent	1	Assistant, Land Records Department
	- Normal	7	Assistant, Land Records Department
<b>2</b>	<b>Samaybaddh Krishi Bhumi Namantarkaran</b>		
2(1)	Decisions by Panchayat for applications within its jurisdiction	47	Sarpanch
2(2)	Decisions by Tehsildar/ Naib Tehsildar for applications within their jurisdictions	47	Tehsildar / Naib Tehsildar
<b>3</b>	<b>Gair Khatedari se Khatedari Sevayen</b>		
3(1)	Gair Khatedari se Khatedari Adhikar	15	Tehsildar / Naib Tehsildar
3(2)	Upniveshan Kshetra mein Khatedari Sanad	15	Tehsildar / Naib Tehsildar
3(3)	Seh Khatedaron ki sahmati se jot vibhajan	22	Tehsildar / Naib Tehsildar
<b>4</b>	<b>Conversion services</b>		
4(1)	Bhumi Roopantaran		
4(1)(1)	Tehsildar's jurisdiction	30	Tehsildar
4(1)(2)	Subdivisional Authority's Jurisdiction	30	Subdivisional Authority
4(1)(3)	District Collector's Jurisdiction	30	Collector

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<b>5</b>	<b>Caste certificate</b>	5	Tehsildar / Naib Tehsildar
<b>6</b>	<b>Address certificate</b>	5	Tehsildar / Naib Tehsildar
<b>7</b>	<b>Denotified caste certificate</b>	5	Tehsildar / Naib Tehsildar
<b>8</b>	<b>Character certificate</b>	5	Tehsildar / Naib Tehsildar

# 8 – Progress and achievements of DI-LRMP

## 8.1 Overview

This chapter provides a summary of statistical information about the physical and financial progress made by the state of Rajasthan under the DI-LRMP. Our initial conversations with senior officials in the Department of Revenue and in the Office of the Settlement Commissioner helped us get an overview of the work done by the state government. This has been largely confirmed by the information made available by the state government.

## 8.2 Findings

The detailed information collected as part of this study is annexed in Annexure A. This section provides a preliminary analysis of the physical and financial progress based on the data collected.

### 8.2.1 Progress on computerisation of Record of Rights

The data (Table A.1) highlights the following:

1. Record of Rights have been digitised to a large extent and very few villages/tehsils have un-digitised records (Approximately 46,000 villages digitised out of 47,918).
2. The Record of Rights is available only in paper form locally from a total of 1603 villages out of 47,918 villages.
3. Revenue records are stored in a secure state-level server which is online 24/7. This is located in Ajmer.
4. A copy of the RoR for all tehsils has been made available online. There are no tehsils for which a local electronic copy is available, without an online version.

5. Only a small proportion of the RoRs are available with a digital signature of the designated official (3,632 villages out of 47,918), and RoRs of most villages are not available in a legally usable form (42,683 villages).

### 8.2.2 Progress on computerisation of Cadastral Maps

The data (Table A.2) highlights the following:

1. Most tehsils in Rajasthan have functional and usable maps, albeit in paper form. 88 tehsils out of 242 have some proportion of damaged or mutilated maps. In all other tehsils, 90 percent or more of maps are in a usable condition.
2. The state has not made significant progress in preparing maps using modern survey techniques. As per conversations with government officials surveys and re-surveys have been initiated in approximately 10 blocks in 10 districts in the past year.
3. While old maps have been scanned, they have not yet been made available online. This is due to the fact that map digitisation is still in progress. This is the case for the entire state except for the tehsil of Uniara. Scanning is currently underway in most blocks.

### 8.2.3 Progress on computerisation of Registration of land agreements

The data (Table A.3) highlights the following:

1. Rajasthan has a total of 527 Sub-Registrar Offices. The Inspector General's office is in Ajmer.
2. In 2015-16, the SROs handled a total of 9,99,725 documents, out of which 3,24,942 were sale deeds. It may be noted that this covers the entire state, and not just rural land under DILRMP.
3. 350 SROs out of 527 handled transactions manually without any computerised support in 2015-16. This amounts to two-thirds of all SROs.
4. 143 SROs had a stand-alone computerised system for their work.
5. 117 SROs have online systems for verifying documents and stamp fee duty.
6. Updating of circle rates is done annually and circle rates for the entire state are available online.
7. There are no legacy records available online for any SRO.

### 8.2.4 Status of integration of RORs, cadastral maps and registration

The data (Table A.4) highlights the following:

1. The state of Rajasthan has made very little progress on integration of all three processes.
2. 9 SROs throughout the state have systems that check the revenue records data base for details of ownership, parcel size, etc.
3. The process of registration alerts the revenue records database by noting the fact of registration in some form in 15 SROs.

4. RoRs and cadastral maps have been integrated in 1 tehsil.

### 8.2.5 Physical and financial progress

The data (Table A.5) highlights the following:

1. The aggregate data confirms other information collected during the study: work on digitisation of RORs has been mostly completed, while computerisation of cadastral maps is at a preliminary stage.
2. Fresh survey work has been done in a little over 3,200 villages out of 47,918.
3. 4,145 villages now have computerised systems to complete the mutation process.
4. There has been mixed progress on the computerisation of registration. 176 out of 527 SROs have computerised their registration systems. 111 SROs accept E-stamps.
5. Very few modern record rooms have been constructed (14).
6. Only 9 SROs are integrated with land record databases.





# 9 – Test checks for status of computerisation

## 9.1 Overview

One of the critical components of this study is to assess the actual availability of information regarding land records and registration of land title agreements. The commonly decided method for doing so was to compare the information provided on the DI-LRMP online MIS and/ or the information collected from the state government with the actual online availability of information. Test-checks were to be done on five components:

1. Status of computerization of Record of Rights.
2. Status of digitization of cadastral maps.
3. Computerization of registration processes.
4. Integration of ROR and cadastral maps.
5. Integration of ROR and registration process.

Of these, both the MIS data and conversations with state government officials highlighted that almost no work has been done on the integration of ROR and cadastral maps (save the tehsil of Uniara in Tonk district) and there has been no progress on the integration of the ROR and registration processes. Test-checks on these two components are therefore extremely limited.

## 9.2 Methodology

NIPFP developed an internal manual to perform the test checks for each of these components. The manual is appended at Annexure E.

### **Constraints**

The following constraints were faced during the test-checks, that are important for

any future checks to be implemented by the IAA, IAs and state and the Department of Land Resources:

1. *Quantity of records*: The sample size was more than adequate for the state of Rajasthan. It may be feasible to stipulate test checks for a given percentage of the available records.
2. *Format of records and websites*: While the unit of test-checks for ROR digitisation and Cadastral Map digitisation is the khasra number, the records on the Rajasthan land record website [www.apnakhata.raj.nic.in](http://www.apnakhata.raj.nic.in) are arranged by Khata number. This made the process of conducting the checks difficult.
3. *Online accessibility of records and websites*: The websites were frequently offline. Additionally, records were available at certain points of time, while being unavailable at others. It was difficult to accurately estimate (in certain cases) whether the records were unavailable, or whether there was a connectivity issue with the website. All findings in this chapter are therefore subject to the disclaimer that certain records that we found to be unavailable may be available online if checked at a later date.

### 9.3 Findings

1. **Computerisation of Records of Rights**: We checked a total of 15,505 records with unique khasra numbers in all 242 Tehsils in Rajasthan. Records were available in 87.6 percent of the checks, or 13,580 records. There were variations in the availability of records across tehsils. On the basis of the test-checks, we can identify two kinds of non-availability of records: (a) individual missing records within village records (these checks may be affected due to connectivity issues as well), and (b) non-availability of the records of the entire village.
2. **Computerisation of cadastral maps**: The biggest discrepancy in the reported information and the test checks occurred with regard to the availability of cadastral maps. The land record website of the State enables users to access maps along with a copy of the RoR, in case the maps for that district/ tehsil have been digitised. Based on the reported data in the DILRMP MIS, we checked a total of 420 records. We were able to access maps in less than 5 percent of cases (20).
3. **Computerisation of registration processes**: Test-checks were done only for the SROs where computerisation has been completed as per the DILRMP MIS.
  - (a) Title search: Out of 1,334 unique records checked, records were available in 775 cases, or 58 percent of the checks. In 32 percent of cases (427), the village-level database was empty.
  - (b) There were also a small proportion of cases where the name of the village itself was not available in the SRO-level database (10 percent).
  - (c) Collecting requisite documents: The Rajasthan registration website [www.epanjiyan.nic.in](http://www.epanjiyan.nic.in) does not allow for online filing. It does however facilitate eStamping, booking appointments (<http://www.epanjiyan.nic.in/stepin/home.aspx>), and tracking applications.
  - (d) Applicable stamp duty and fees: The registration website has a centralised system for providing information on stamp duty and other fees (<http://www.epanjiyan.nic.in/stepin/home.aspx>).

igrs.rajasthan.gov.in/writereaddata/Portal/images/pdf/fee-structure-eng.pdf) for all SROs on its website.

- (e) Getting the conveyance deed prepared: No such facility is available.
  - (f) There is no facility for making online payments.
  - (g) There is no facility for verifying documents submitted online, as there is no facility for online submission of documents.
  - (h) A copy of the registered document can be accessed online, as evidenced by the test-checks. The document is however not a legally valid/ authenticated copy.
4. **Integration of Cadastral Maps and Record of Rights:** Accessing the Record of Rights on the land record website allows a user to also extract the cadastral map for the relevant khasra number. This has however been completed only in Tonk. The test checks for integration under this head therefore are the same as the test-checks for checking the computerisation of cadastral maps within the state. This has also been confirmed in conversations with state government officials.



## 10 – Findings from selected tehsils

### 10.1 Mutation typologies

In our sample we observed ten different typologies of mutations. The typologies of mutations, and the number of each type observed in the sample from the two tehsils are given in the following table.

Table 10.1: Mutation typologies in sample

<b>Sr. No.</b>	<b>Mutation Typology</b>	<b>Girwa</b>	<b>Uniara</b>	<b>Total</b>
1	Adoption Deed	0	1	1
2	Court Order	3	2	5
3	Mortgage deed	0	6	6
4	Mortgage repayment	0	7	7
5	Gift deed	1	0	1
6	Partition	12	0	12
7	Release deed	0	8	8
8	Sale deed	9	9	18
9	Succession (Intestate)	6	11	17
10	Succession (Will)	1	0	1
<b>Total</b>		<b>32</b>	<b>44</b>	<b>76</b>

Table 10.1 highlights that partitions, release deeds, and succession are the major

reasons for updation of the RoRs. Within this, significant differences are observed in the two tehsils. For example, we observed a high number of partition related records in Girwa, but none at all in Uniara. This could either indicate a lack of partitions taking place in Uniara, or that people in the selected villages do not formally have their lands partitioned. Our sample in Girwa did not contain any mortgage deed related mutations.

It should be noted that this is the number of mutation records studied. Most of the mutations involved more than one parcel. Therefore the sample of 99 parcels has been drawn from these 76 mutations.

### 10.1.1 Parcel Size Distribution

The median parcel size in the sample is 2000 sq.m. in area, i.e. 0.2 Ha.

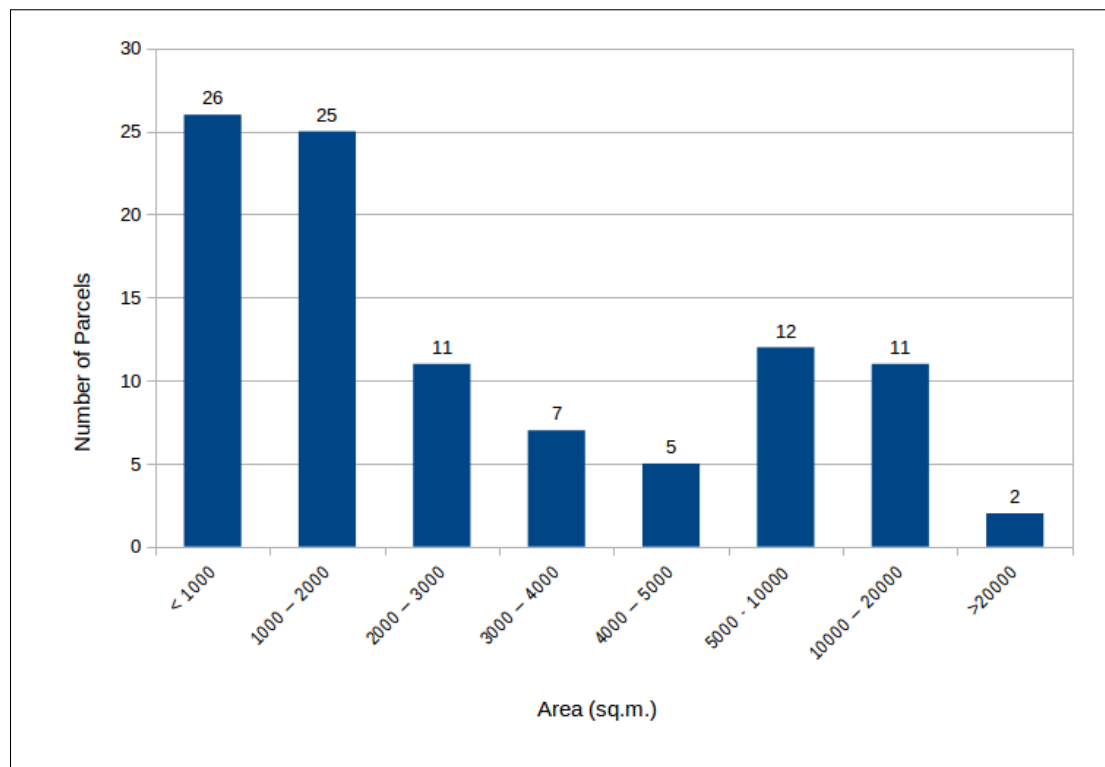


Figure 10.1: Distribution of parcel sizes in sample

There is a large difference between the distribution of parcel sizes between the two tehsils. There are no parcels larger than 5000 sq.m. in our sample from Girwa. All parcels larger than 5000 sq.m. in our sample are from Uniara. The median parcel size in Girwa is 950 sq.m., while in Uniara the median parcel size is 5100 sq.m.

### 10.1.2 Area: Recorded vs Measured

We measured a total of 99 parcels across the two tehsils. In 30% of the cases the area is within 5% of the area on record.

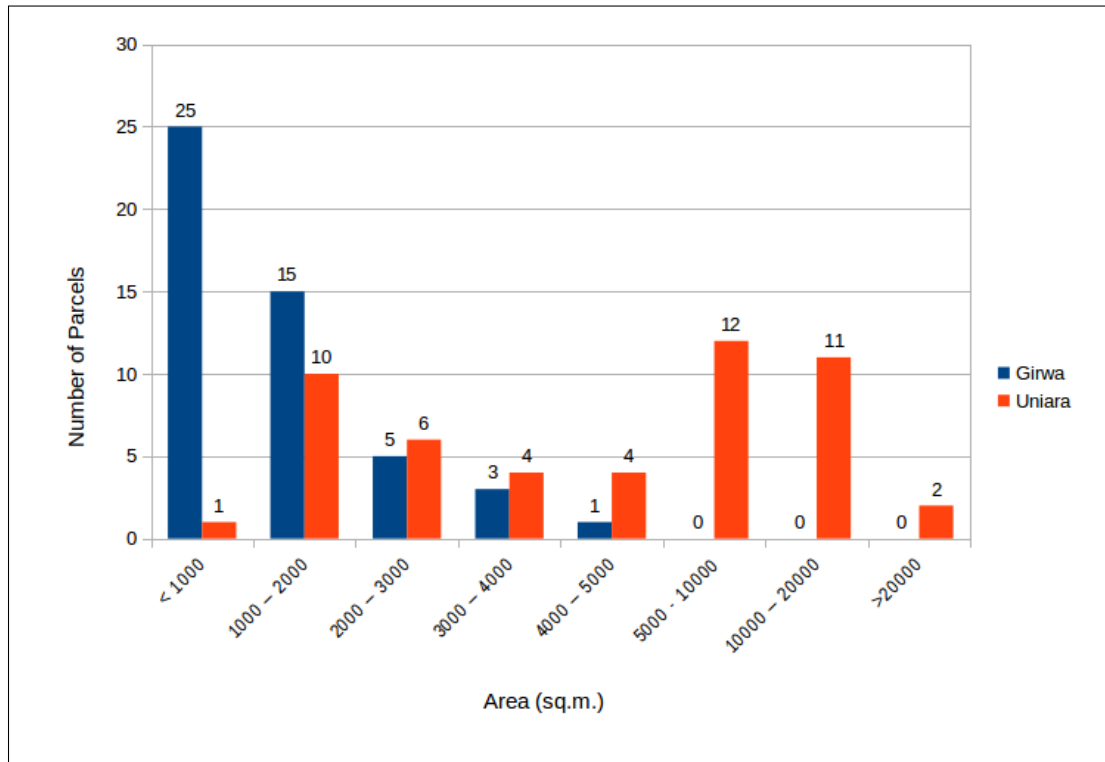


Figure 10.2: Comparison of Parcel Sizes

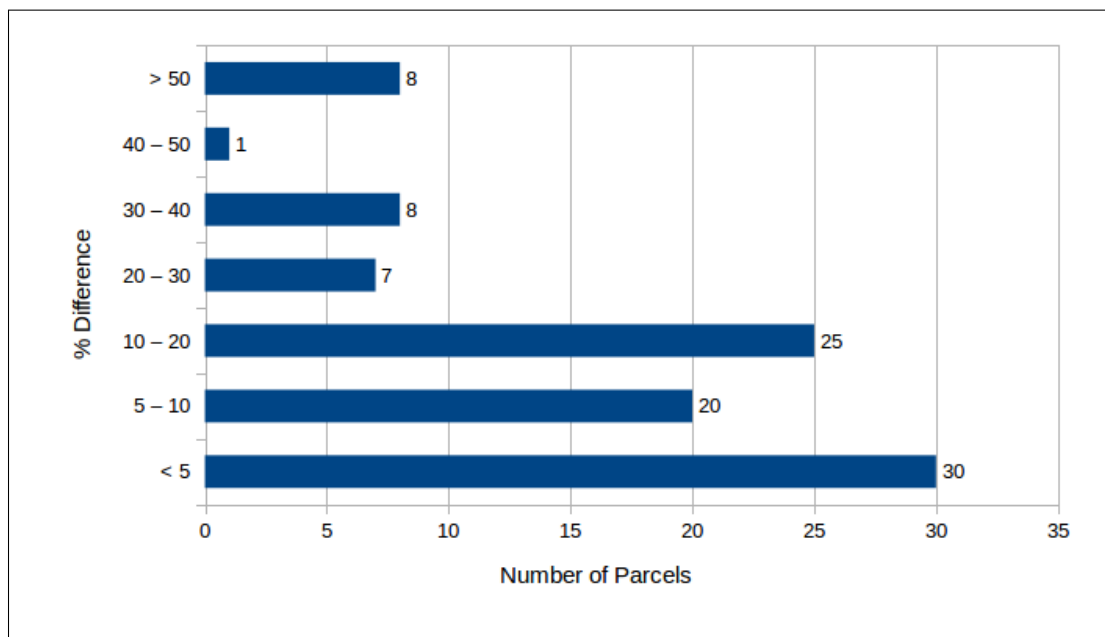


Figure 10.3: Difference Between Area on Record vs Measured

In 25% of the parcels, the difference between the area on record as compared to the area as measured, is 10-20%. In 24% of the sample parcels, the difference between the area on record as compared to the measured area is more than 20%.

It must be noted that digitised cadastral maps were not available for either tehsil for

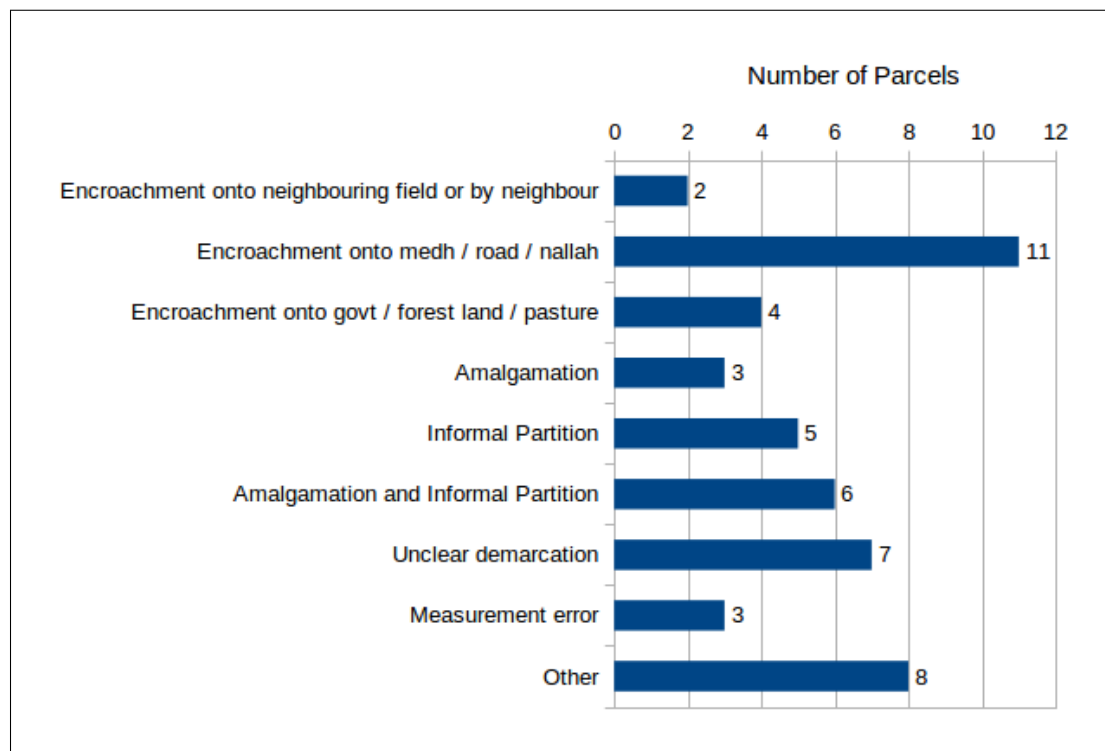
the purpose of our study. The deviation recorded here is the deviation from the area recorded in the RoR. Map digitisation and re-surveys may reduce these errors.

### Causes for deviation

Encroachment onto neighbouring land is the most frequently observed cause for deviation from the recorded area. We observed two types of encroachment viz.

1. encroachment onto adjoining fields i.e. onto private property;<sup>1</sup>
2. encroachment onto public property. This can be further subdivided two types:
  - (a) encroachment onto roads, nallahs and farm roads;
  - (b) encroachment onto pasture land, forest land and other government-owned land.

According to local revenue department officials, the width of farm roads has decreased from typically 7-8 ft at the time of the last settlement to 2 feet or less in most places. In the original settlement, the 7-8 ft farm roads were meant to enable easy access by bullock carts.



*NOTE: Only shows cause for parcels where difference is 10% or larger.*

Figure 10.4: Causes of Difference Between Area on Record vs Measured

In the case of title-holders who own multiple contiguous parcels, it is common practice to amalgamate partitioned parcels, and then divide them for cultivation as needed. The reverse is also observed: i.e. in-practice, informal partitioning of parcels.

<sup>1</sup>The fact of encroachment was determined based on a visual assessment by the respective patwari regarding the location of boundary in relation to other boundary markers — such as trees — and the shape of the parcel as it exists on the cadastral map.



A related cause of deviation is unclear boundaries. This is usually observed in cases where title-holders of adjoining plots are related to each other or know each other well. We did, however, observe one case where a new revenue village was created and the parcel in question lay on the border between them. There was confusion regarding the boundaries of the parcel.

Measurement errors are the final source of deviation. In our case, this resulted from physical constraints. For example, it is common practice in Rajasthan to erect barriers around farms by placing heaps of thorny acacia along the periphery. In such cases we could not get accurate measurements since we could not walk along the periphery of these farms.

Finally, there are 8 parcels in our sample which have significant variation between on record area vs measured area, for which there was a different stated reason in each case or no explanation was readily available. For example, in one of the cases in this category, the parcel lies on the periphery of the old village and a newly created village.

### 10.1.3 Possession, Land Use and Encumbrances

#### Land Use

Under *Rule 5 of the Rajasthan Land Revenue (Conversion of Agricultural Land for Non-agricultural purposes in Rural Areas) Rules, 2007*, a title-holder is permitted to utilise up to 500 sq.m. of his land for constructing a dwelling, cattle-shed or store-house without requiring converting the land from agricultural to non-agricultural use. Such construction is not required to be recorded in the RoR. In our survey, we observed 2 such cases. In one case it was for a cattle-shed and store-house, and in one case for a residence and cattle-shed.

While we did not observe any violations of land use restrictions in our sample, we did come across some such cases in Seesarma gram panchayat near some of the sampled parcels. The area in question is a housing colony which has been built on agricultural land without converting it to non-agricultural use. According to the local patwari, since the area is close to the Udaipur Municipal Corporation border, its management is expected to be taken over by the Udaipur Improvement Trust in the near future. It is expected that when the UIT takes over, the owners will have to pay a fine in addition to the charges for conversion. No other action is planned, and the fact of construction without conversion is not noted in the RoRs.

#### Possession

Possession is not recorded in RoRs in Rajasthan. When the title to a parcel is jointly held, all title-holders' names are recorded, without explicitly stating which title-holder (if any) is occupying which part of the land. In practice however, it is unusual to find all title-holders occupying parcels which they own. Typically, a group of parcels situated next to each other has several joint title-holders, and the individual parcels may be informally divided among individuals who are actually cultivating the parcels.

In our sample, 94% parcels have more than one title-holder. Every single case sampled fits one of the following typologies:

- the land is either being cultivated by a subset of the title-holders and the remaining title-holders live elsewhere, or
- individual parcels from a group of jointly-owned parcels are amalgamated, then informally divided between all or some of the joint-holders, and each of them cultivates their share of land, or
- a group of parcels is jointly-owned by multiple individuals who separately cultivate one or more of those parcels each.

Of the remaining parcels, 3% are self-cultivated, while 2% are share-cropped. 1 parcel is currently unused and is the process of being converted to a commercial property by the title-holder.

Our sample contained 4 other confirmed cases of share-cropping; all of them in Girwa tehsil, to bring the total to 6 (i.e. 6% of the parcels were share-cropped). According to the information we received from FGDs and interviews, this is a common practice in Rajasthan especially in Girwa Tehsil.

### Encumbrances

In our sample we observed 6 instances of mutation as a result of mortgage, and 7 as a result of mortgage repayment. Other than mortgage, no encumbrance is noted on the RoRs. Ongoing litigation is not noted on the RoR, however once a court has issued an order or injunction regarding a disputed piece of land, that fact is noted. Easement rights are not noted, and are not required to be noted. Land use restrictions are not noted since they are only imposed once the management of the lands in question passes over from the revenue department to an Urban Improvement Trust or a municipal body.

## 10.2 Time-lines for Mutation

According to the *Rajasthan Land Revenue (Land Records) Rules, 1957*, the process of mutation, broadly involves four steps:

- 1. Initiation:** Other than an application by a person to the concerned Patwari or Tehsildar, mutation proceedings can be initiated in three different ways. In case of mutations involving a registered transfer deed such as a sale, gift, mortgage or adoption deed, the SRO sends a notice to the Tehsildar office every month under Rule 141 of *Rajasthan Land Revenue (Land Records) Rules, 1957*, to initiate mutation. Where a parcel is under litigation, and a court passes an order, it forwards a copy to the tehsildar to take appropriate action which can involve mutation. Lastly, mutations can also be initiated *suo motu* by revenue officers. In all mutation cases the tehsildar forwards the mutation application or orders to the concerned Patwari.
- 2. Patwari's attestation:** Under the *Rajasthan Land Revenue (Land Records) Rules, 1957*, the Patwari has to check the appropriate documents and pass on the

mutation application to the ILR within 7 days of receiving it. The Patwari can also directly accept mutation applications from interested parties.

**3. ILR's attestation:** The ILR has to check the mutation file and attest it within 10 days of receiving it from the Patwari.

**4. Final sanction:** The Patwari then places the mutation for sanction with either the GP or Tehsildar/naib-tehsildar. For mutations as a result of sale deed, gift deed, release deed, adoption deed, and intestate succession, the GP sanctions the mutation. For mortgage deeds, mortgage repayment, undisputed partition, and conversion, the Tehsildar/Naib-Tehsildar sanctions the mutation. The GP or Tehsildar has to dispose of the mutation within 30 days of After receiving the attested file from the Patwari.

The process has to be completed in 47 days, from receiving the application to disposal. In some cases such as disputed partition and land allotment the SDO is the final sanctioning authority. This time-line is not applicable in such cases.

In Girwa, mutations are still paper-based; they are entered manually.

Table 10.2: Girwa: Time-lines for different types of mutations

Step	Median Number of Days Required					
	Court Order	Gift Deed	Partition	Sale Deed	Succession (Intestate)	Succession (Will)
Patwari attestation	2	1	same day	5	3	3
LRI attestation	1	5	same day	2	same day	4
Final attestation by GP/Tehsildar	0	39	0	1	1	1
<b>Total</b>	<b>3</b>	<b>45</b>	<b>same day</b>	<b>10</b>	<b>6.5</b>	<b>8</b>

NOTE: There is only one observation each for mutation by gift deed and succession by will.

Almost all mutations in the Tehsil were completed within the time-lines mandated by the *Rajasthan Land Revenue (Land Records) Rules, 1957*, barring one involving a gift deed. The process was delayed at the last stage of approval because a meeting of the gram panchayat was not constituted.

In Uniara the mutation process has been slightly modified due to the partial computerisation of land records. Initial notation of mutations takes place at the tehsil level first and then passed on down to the concerned patwaris. Patwaris collect mutation applications during their fortnightly meetings at the tehsil office.

Table 10.3: Uniara: Time-lines for different types of mutations

Step	Median Number of Days Required				
	Mortgage Re-payment	Mortgage Deed	Release Deed	Sale Deed	Succession (Intestate)
Registration of Deed OR Attestation of Certificate	same day	same day	same day	same day	20
Notation in Tehsil	69	86.5	245	206	243
Patwari attestation	same day	3.5	29.5	3	3.5
LRI attestation	1	4	5	24.5	same day
Final attestation by GP/Tehsildar	8	5	13	same day	14
<b>Total</b>	<b>97</b>	<b>107</b>	<b>294</b>	<b>243</b>	<b>265</b>
<b>Total since notation at Tehsil</b>	<b>15</b>	<b>14</b>	<b>38.5</b>	<b>45</b>	<b>11</b>

*NOTE: (1) 1 observation each for a sale deed, succession, and release deed have been excluded because they are outliers. Details are discussed in the section 10.2.1. (2) There is only 1 observation for for adoption deed, and 2 for court order. Therefore they have been excluded from this table. (3) 2 of the succession mutations are very recent and were placed before the GP just a few days before this survey was conducted. Therefore, they have been excluded from the calculation of final attestation and total days.*

In Uniara, segregation operations were ongoing from May 2016 to December 2016. During this period all mutation work was suspended. This is reflected in the time required for initial notation in Tehsil after registration. If we disregard the first two steps, then the rest of the steps were completed within the limits mandated by the *Rajasthan Land Revenue (Land Records) Rules, 1957*.

The Rajasthan State Government conducts camps every year (under various names such as *Nyay Aapke Dwaar*) for disposing of any pending mutation cases, and settling new mutation cases on the spot. The SDO, tehsildar and other revenue department officials tour each village in their jurisdiction and dispose of all cases of mutations within a day. This includes settlement of land-related disputes.

### 10.2.1 Causes for delay

#### Girwa

In our sample in Girwa, all mutations barring one were completed within the mandated time limits. In the one case where mutation was delayed, it was delayed at the last stage i.e. approval from GP. This final approval was delayed because the GP did not conduct any meeting within one month of receiving the mutation application.

#### Uniara

In Uniara, all mutation procedures are currently initiated at the tehsil level. Some of the steps in the process described earlier have been computerised. Notices of transfer deeds from the SRO, under rule 141 of *Rajasthan Land Revenue (Land Records) Rules, 1957* are generated automatically upon successful registration through their e-Panjiyan account.

Mutation is automatically triggered, and it shows up on the Patwari's dashboard in his e-Dharti account. The Patwari can auto-generate form P-21 through the software for opening mutation. Currently only the Patwari posted at the tehsil office has a computer and an account on e-Dharti. Therefore he prints out these forms for the other Patwaris, and the concerned Patwaris collect physical copies from the tehsil office during their fortnightly meetings. Thus, the computerisation of some procedures has resulted in delays in the mutation process.

The segregation process which was undertaken state-wide between May 2016 to December 2016 also led to delays in mutations filed during this period. During this time, mutations were put on hold for most of the district. During this time it took on an average 147 days just for the first notation of mutation (i.e. form P-21). This was soon followed by the revenue collection period (Feb-March), which led to further delays, on account of Patwaris being in the field. However, after the first notation, mutations were disposed of in 34 days on average.

**Outliers:**

There are 2 instances where mutations have been held up by GPs because the applicant has not paid 'GP Development Fees'. The first of these cases concerns succession. There was an additional delay of more than 2 years right at the beginning because the GP secretary refused to attest the death certificate.

The second instance is of a sale deed, which was first delayed at the stage of patwari mutation because it was filed online through the Rajasthan Sampark portal. According to the concerned patwari, the reason for delay was that he received the application late. However, after attestation by the the patwari and LRI, the mutation has been pending since January 2017 because the applicant has not paid the GP's development fees.

There is one more exceptional case in our sample, where one parcel among a group of parcels which were supposed to undergo mutation by succession in 2008, got missed. The error went unnoticed by the title-holder, the GP, as well as the revenue department due to a confluence of factors. To wit, the title-holder does not reside in Uniara tehsil any longer, there was only one title-holder, and nobody else lay claim to the parcel. Such issues typically get detected during the annual camps. In this particular case, that was not possible because the title-holder lives elsewhere.

### 10.3 Time-lines for Delivery of Other Services

In the domain of land revenue, the Patwari and tehsil office are also responsible for providing certified copies of land records, processing applications for boundary demarcation and partition, and correction of revenue records.

Every GP in the state has an attached e-Mitra centre for catering citizens' needs. These centres provide some of the services which a Patwari and Tehsil office provide, such as giving copies of RoRs and cadastral maps. Typically, copies of documents are delivered on the same day as when an application is received. A few licenced e-Mitra centres are also permitted to attest copies of RoRs. In addition to these, some CSCs also accept mutation applications.

### 10.3.1 Girwa

The three basic services viz. providing copies of RoRs, maps and registered documents are all completed within one one day. The variation in delivering demarcation services is large. While some cases are disposed of in less than a day, one case in the test check took more than two months.

Table 10.4: Girwa: Time-lines for service delivery

Type of Service	Time Taken: Application to Delivery (in days)		
	Average	Maximum	Minimum
Copy of RoR	same day	same day	same day
Copy of Cadastral Map	same day	same day	same day
Copy of Registered document	same day	same day	same day
Correction of Revenue Entry	2.4	6	same day
Demarcation	22.5	68	same day
Partition	7.8	11	5

#### Map Work-around in Girwa

It must be noted that cadastral maps have not yet been digitised in Girwa. Some of the younger Patwaris have found a solution to avoid hand-tracing maps. As seen in figure 10.5 the cadastral map is printed from a high resolution photo of the map from the Settlement Department.

In this particular case, the map is part of an application for partition. While the base-map is printed from a photo of the Settlement Department map, the red partition boundaries are hand-drawn. The legend entries below with the names of title-holders is printed from e-Dharti, while the colour-scheme for representing each person's share is hand drawn.

### 10.3.2 Uniara

In Uniara, demarcation applications are processed and executed in 4 days on average. For cadastral maps, the tehsil office only issues print-outs of digitised maps from Apna Khata. They have stopped issuing hand-drawn tracings. Since printing a map requires a negligible amount of time, they have stopped maintaining a register for recording date of application vs delivery. The SRO in Uniara maintains a register of applications for registered documents. Since all registration records are computerised, copies are delivered on the same day, therefore date of delivery is not recorded. This was confirmed by respondents who have availed of this facility. The tehsil does not

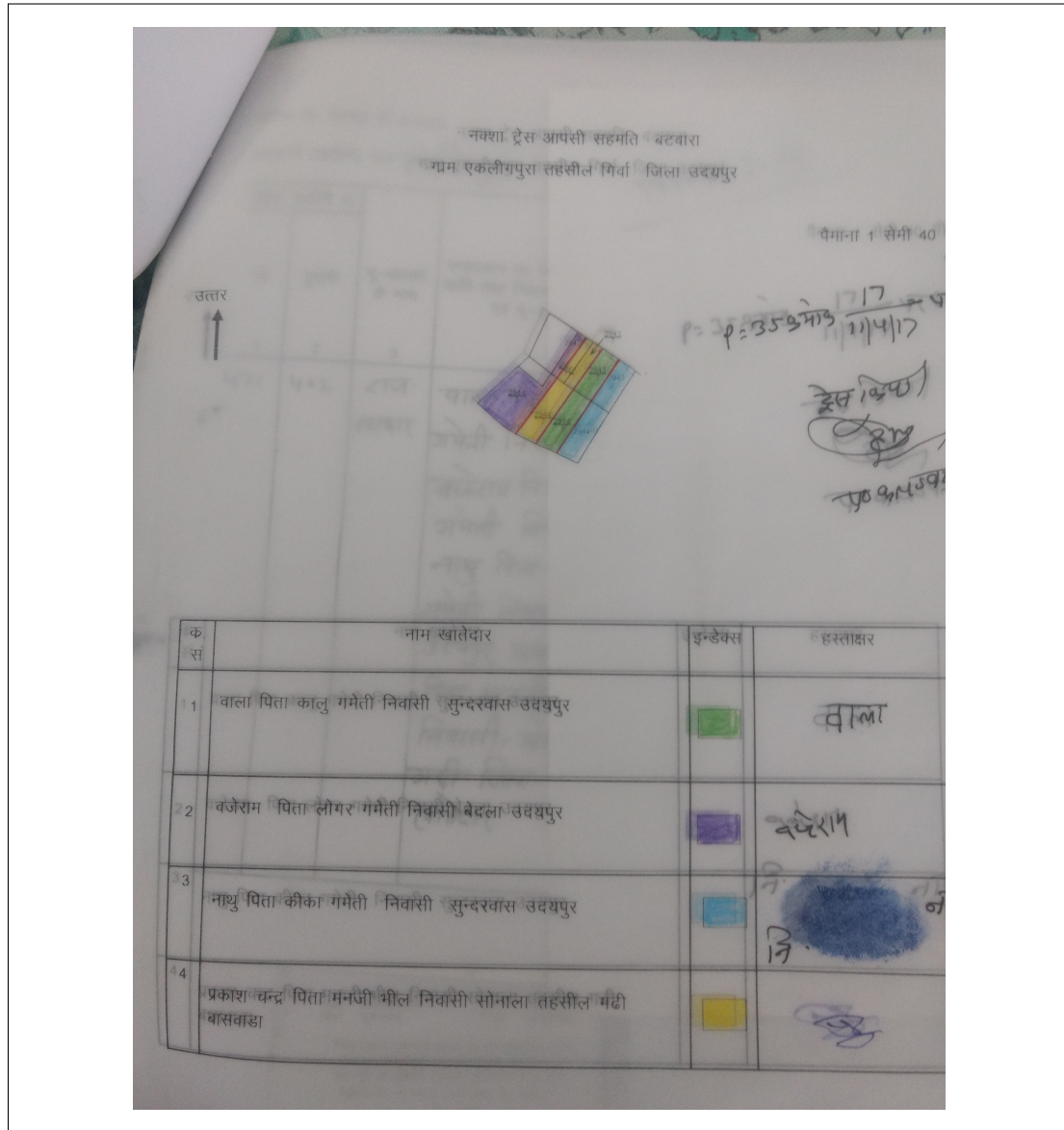


Figure 10.5: Partition map: Partially hand-drawn, partially printed

maintain a register for recording time-lines of partition applications. Approvals for partition are part of the general despatch, and therefore delivery date is not recorded.

While mutations can be filed through e-Mitra centres, this mode isn't very popular. In Uniara there has been only one mutation application filed through an e-mitra centre for the entire year of 2016-17. In contrast, e-Mitra centres received 118 applications for demarcation, out of which 112 were ultimately accepted. The time-line for these however, is not recorded.

## 10.4 Land Under Urban Improvement Trust

In the case of one sample village, viz. Seesarma GP, some parcels are already under the jurisdiction of the Udaipur Improvement Trust (UIT). All lands which are under the UIT were observed to have been divided into plots for sale. We also observed that while the plots are sold to individual buyers, the land is usually not partitioned immediately. The land is first converted from agricultural to non-agricultural (NA) use under the *Rajasthan Land Revenue (Conversion of Agricultural Land for Non-agricultural purposes in Rural Areas) Rules, 2007*. Typically this process takes place after 70% of the plot owners apply to the UIT for conversion. Once the applications are processed, the land is converted, and partitioned simultaneously.

Another mechanism for conversion is where the UIT acquires land then allots them to buyers. In such cases, the land is converted and partitioned by the UIT before selling it. In both cases, the area plan i.e. pattern of plots, access roads and margins have to be approved by the UIT. The approval is based on the UIT Master Plan, which sets out an extensive list of development control regulations. E.g.: The maximum permissible footprint for any NA plot is 60%. The rest of the land cannot be constructed upon.

Once land is converted and brought under the UIT's jurisdiction, it provides trunk infrastructure such as bulk water supply lines and sewerage lines to the group of plots. Connections to individual plots are installed by the owners of the plots.

Under the *Rajasthan Land Revenue (Conversion of Agricultural Land for Non-agricultural purposes in Rural Areas) Rules, 2007* Patwaris and Tehsildars were not required to maintain mutation records of land parcels after conversion. Some Tehsildars and Patwaris maintained these records as a matter of practice, while some did not. Under the amendments to the Rules enacted in 2016, it was made mandatory for Tehsildars and Patwaris to maintain mutation records of NA land. This has created several problems in practice. The e-Dharti software is not equipped to maintain two separate mutation registers for one village. Therefore, currently records of mutations of NA land are only maintained in physical registers.

Furthermore, the UIT has its own format for keeping records of land. Currently ownership and mutation details are maintained in physical files. While there also is a computerised database of UIT land, the format is not the same as that followed by the Revenue Department. The process for mutation is also different. The UIT has a check-list for mutation of land under its jurisdiction which consists of 13 attachments.

Interestingly, the UIT requires applicants to submit an AutoCAD vector file of the layout plan, which must include the boundary data from an ETS survey, and must be superimposed on a Google-Earth image of the plot and its surrounding area. The UIT superimposes the vector file onto its Master Plan map to ensure all control rules are followed, as part of the approval process.



आई.डी नंबर 15225 राजस्व ग्राम 0-0286 खसरा संख्या 305

किता 1 रकबा 0-0286 हैक्टयर भूमि के खातेदारों के नाम अलीफ हुसैन 81

प्रयोजनार्थ आवासीय S/O अमीर हुसैन

क्र.सं	आवेदन पत्र के साथ संलग्न दस्तावेज	क्र.सं	90-क अनुसंधान से पूर्व जांच
1-	आवेदन पत्र में खातेदारों के नाम	1	अवांति शाखा की रिपोर्ट
2-	आवेदन पत्र में आराजी संख्या, रकबा	2	विधि शाखा की रिपोर्ट
3-	क्षतिपूर्ति बंध-पत्र	3	विधि की रिपोर्ट अनुसार न्यायालय वाद का शपथ-पत्र
4-	शपथ-पत्र एवं फार्म नंबर 4	4	ड्राईंग शाखा की रिपोर्ट
5-	समर्पण-पत्र मय फोटो एवं 2 गवाह के हस्ताक्षर	5	10 प्रतिशत प्रिमियम राशि जमा चेक
6-	वर्तमान जमाबंदी नकल की मूल प्रति	6	आम-सूचना प्रकाशन की प्रति प्राप्त करना, अखबार का नाम व प्रकाशन की दिनांक
7-	खसरा ट्रेस तरमौग की प्रति	7	आपत्ति देखना
8-	गुगल मैप कलर प्रिंट	8	एलआरएफ्ट रिपोर्ट तहसीलदार बडगांव/शिर्वा/न्यास
9-	टोटल स्टेशन सर्वे प्लान की प्रति	9	मौका निरीक्षण दिनांक
10-	लोकेशन/की प्लान की प्रति।	10	पटवारी रिपोर्ट
11-	ले-आउट प्लान की प्रति।	11	प्लान अनुमोदन/प्लान में सभी के हस्ताक्षर
12-	स्व प्रमाणित / नोटरीकृत दस्तावेज / मालिक	12	सचिव महोदय की सहमति
13-	ले-आउट व सर्वे प्लान की ऑटोकेट फाईल		

Figure 10.6: UIT Documents and Processes Checklist



# 11 – Issues and Recommendations

## 11.1 Issues

The issues with the DI-LRMP as it is currently being implemented in Rajasthan can be classified into three categories viz.

1. **Systemic:** Issues arising out of existing laws and rules or the lack thereof. The solutions for these issues lie in changing laws, rules and systems.
2. **Administrative:** Issues arising out of gaps in the administration of existing laws.
3. **Symptomatic Issues:** Issues such as delays in service delivery, or errors in records arising out of an underlying systemic or administrative problems.

### 11.1.1 Systemic Issues

1. **Patwaris perform a huge variety of functions which reduces the time available for land records related work.** A lot of these do not pertain to land revenue or land records. Patwaris' duties range from land surveying, to implementation of certain schemes, to maintaining law and order, to enforcement duties such as identifying and removing encroachments. The scope of work is vast.
2. **Land revenue collection itself is not a feasible activity.** Typically the land revenue collected from one Patwar Mandal in Uniara tehsil amounts to INR 1500-2000 per year. Patwaris end up spending more on transport for revenue collection than the revenue generated in the year. Other than the cost element, it also requires a significant amount of time. Typically Ptwaris are supposed to spend 2 months a year just on land revenue collection. This is time which could be better utilised.
3. **There is no provision for updating cadastral maps in between two settlements.** According to Chapter 7 of the *Rajasthan Land Revenue Act, 1956* the term of one settlement is 20 years. Currently changes in maps such as partitions are

recorded on physical copies. The central repository of cadastral maps which is maintained by the Settlement Department only gets updated at the time of a new settlement.

4. **Registration process does not check RoRs before registering a document.** The titles of respective parties are not verified by the registration department before registering a transfer deed.
5. **Gram Panchayats demand “development charges” for processing mutations.** In three cases in our sample, final sanction for mutations has been held up by the Gram Panchayat because applicants have not paid GP’s development charges. There is no statute which allows the GP to refuse to sanction a mutation for reason of not being paid a development charge. In our sample 2 cases of mutation have been delayed for more than 2 years simply because the applicant has not paid development charges, and cannot make a trip down to the GP to make the payment.
6. **Gram Panchayats are not part of the computerised land records network under DI-LRMP.** GPs are empowered to sanction certain types of mutations, yet they are not plugged into the land records computerisation process. As a result, even if all other processes for mutation are computerised, the final sanction for GP will require circulation and exchange of paper documents.
7. **There is no uniformity in format or contents of recording data in RoRs.** In Girwa tehsil the caste of a title-holder is not recorded, while in Uniara it is. Since there are no statutory provisions for explicitly recording transfer restrictions (such as on land belonging to STs) on RoRs, it can lead to disputes and litigation. Another example is the way mortgages are recorded. Some patwaris note the name of the lender at the bottom of the list of names of joint-holders, while some record it next to the name of the person who has borrowed the money, while some other patwaris make a note of it in the comments and remarks column. There is no common format followed across the state.
8. **Encumbrances other than mortgages are not recorded.** Instances of ongoing litigation, land-use restrictions, and transfer restrictions are not explicitly recorded in RoRs.
9. **Easement rights are not recorded.** This is especially problematic in the case of farm roads demarcated during the last settlement. These structures, were intended to serve the dual-purpose of boundary markers and access roads for farms away from the village road. With these roads encroached upon, access to such farms is a persistent issue, and is a common reason for litigation.
10. **Possession and tenancy are not recorded.** The *Rajasthan Tenancy Act, 1955* affords various rights and protection to tenant farmers. This extends to farmers who do not have a formal tenancy contract with the title-holder, but have been cultivating the land for a certain length of time. The land revenue administration, with the objective of reducing land-related disputes, stopped recording information related to possession in 1973.
11. **Land-use changes are not recorded unless they require conversion.** Under the *Rajasthan Land Revenue (Conversion of Agricultural Land for Non-agricultural purposes in Rural Areas) Rules, 2007* and the *Rajasthan Tenancy Act, 1955*, a farmer is allowed to construct a house of up to 500 sq.m. without requiring the land

to be converted to non-agricultural use. However, if a farmer does construct a house, there is no statutory provision for noting this fact in RoRs.

12. **There are no explicit provisions for resolving situations where the measured area of land does not tally with the recorded area.** The current practice is to give primacy to the area recorded on RoRs. At the time of settlement, the difference between the sum of areas of all parcels and the notified area of the village is matched by adjusting the recorded area of forests, nallahs and water bodies. There has to be a clear statutory framework for resolving mismatches in recorded area vs measured area, especially given the fact that state-wide re-surveys are currently underway.
13. **There are no provisions for amalgamation of parcels.** This leads to an unnecessary amount of fragmentation of parcels at the time of partition. Consider a khata with 3 khasras jointly owned by 4 people (as shown in the illustration). Assuming all of them want a plot of equal area, they should be able to merge the

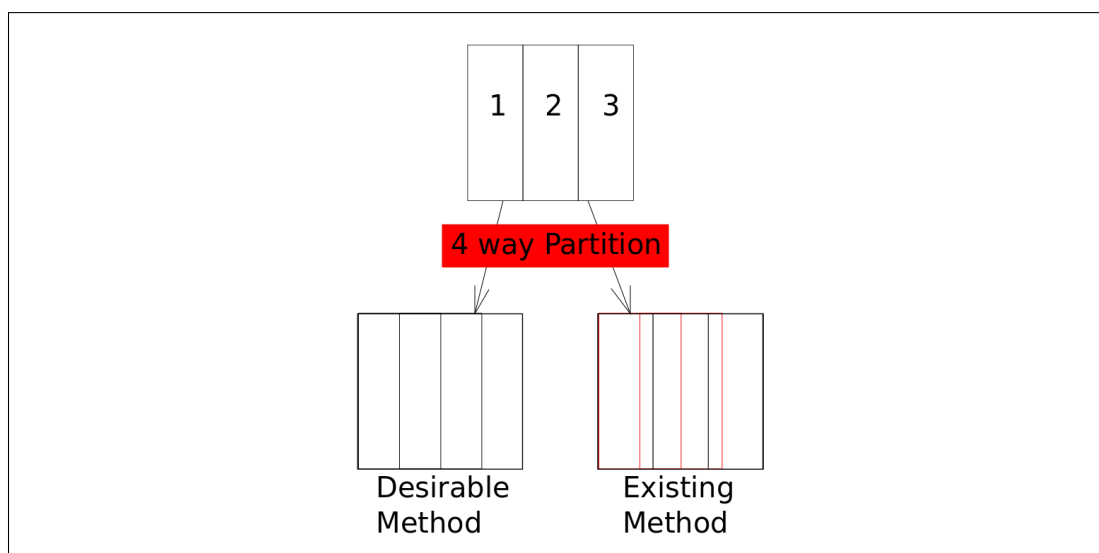


Figure 11.1: 4 partition of 3 parcels: Desirable vs Existing System

parcels and then divide them into 4 equal parts. However, in the current system existing parcels would have to be further partitioned into 6 or more parts, in a way that the sum of areas of each person's pieces will be equal. This leads to unnecessary fragmentation. For each of these partitions a separate entries will have to be maintained in RoRs and maps. Also the measurement error increases as the area being measured decreases. Therefore, the partitions as well as the maps and measured area are prone to a greater degree of error.

One example of such fragmentation was found in Kakod. Khasra nos 1416, 1417 and 1412 were originally owned by one Mr Jamnalal. Upon his death the land was inherited by his wife, two sons and one daughter. Currently parcels 1416 and 1417 are not separated by any boundary. The title-holders are going to apply for partitioning soon. When the partition process is complete each title holder's land will be delineated, and it is expected that they will end up

with a total of 8 parcels varying in size from 200 sq.m to 1000 sq.m from the current 3.. Furthermore, one of the sons explained that upon the death of the mother (i.e. wife of Jamnalal) her parcels will have to further be subdivided between the three siblings. This will cause even more fragmentation.

In the existing system, only a settlement officer, at the time of a new settlement can order parcels to be amalgamated.

14. **Current digitisation exercise is redundant in view of re-surveys.** Existing cadastral maps are updated by Patwaris by hand. The inaccuracies which have crept in as a result, compounded by errors in digitisation of raster images of these maps will result in these maps being of limited use. Furthermore, these maps will be of no use once re-surveys are complete, since the re-surveys will yield new geo-referenced high resolution maps.

### 11.1.2 Administrative Issues

Administrative issues are issues arising out of gaps or lacks in implementation of existing laws, rules and conventions. These issues can be tackled by improving administration.

1. **Revenue Department is short-staffed.** In Uniara, as pointed out before, out of 54 posts of Patwaris, only 19 are filled. This places a tremendous load on the existing Patwaris. All of the Patwaris interviewed in the course of this study have additional charge of at least one more Patwar Mandal other than their own.
2. **There is no provision for an operating budget for Patwar mandals.** As all expenditures on electricity, water, and repair-work for the Patwar Mandal are borne by the Patwaris. The reason for this was not clear.
3. **Maps are torn and/ or deteriorating.** In two of the sample villages the cloth maps used by Patwaris were damaged to the point of being completely unusable.
4. **Patwaris do not have computers.** This makes clerical work such as preparing crop statements time-consuming and prone to errors. Furthermore, Patwaris cannot access updated RoRs, digitized cadastral maps or make use of the integrated platform for mutations.
5. **Patwaris do not have modern survey equipment.** Across the state, Patwaris still use a chain for land measurement. They are not provided handheld GPSs or ETSs for conducting surveys. Measurement with a chain is both time-consuming and inaccurate.
6. **Gram panchayat meetings are infrequent and irregular.** In Rajasthan, GP meetings are required to be held on 5th and 20th of every month. According to revenue department officials, across Uniara, GP meetings don't take place regularly.
7. **The e-Dharti software is not equipped to accept two separate mutation registers for one Patwar mandal.** Prior to 2007 there was no explicit policy on maintaining land records for parcels which have been converted to non-agricultural use. Therefore, some Tehsildars kept these records while some did not. In 2007 the State Government amended the land conversion rules, which

mandated that the Tehsildar should not maintain RoRs and mutation records for converted land. However, this system was reversed via the October 2016 amendment. Under this amendment, the Tehsildar is required to maintain two separate mutation registers: one for agricultural land and one for non-agricultural land. However, the e-Dharti software which is used for online Jamabandi and mutation has not been modified to accept such data.

8. **Existing cadre of Patwaris are not well versed with the e-Dharti software.** Two examples illustrate this point. Patwaris at the FGD in one tehsil reported that the e-Dharti software is not equipped to store the history of mutations for a parcel, and that it only replaces the name of a title-holder when a mutation is sanctioned. However, upon actual examination of the working of the software we found that it does store the history of mutations, however it provides them as hyperlinks sorted by mutation number rather than column entries. The same set of Patwaris had also reported that mutations involving conversion of agricultural land to habitation (*abadi*) land is not possible in the e-Dharti software, because the *abadi* option is not given in the software. During our test-runs of the software we found that this is not correct either. These two examples go to show that the officers who are expected to use the software currently lack the capacity to use it.
9. **The currently used scale for cadastral maps (1:4000) is unsuitable for recording changes for 20+ years.** There is a further complication in case of urbanising areas, where parcels are divided into smaller plots for sale. The problem generalises to all land holdings which are small. At the current scale a difference of 1 mm on paper is equivalent to 4 metres on the ground. This issue, however is only pertinent when considering physical maps which are drawn and/or updated by hand.

### 11.1.3 Symptomatic Issues

These are issues which arise due to one or more systemic and/or administrative issues. These issues can only be effectively tackled by addressing the underpinning systemic or administrative issues.

1. **There are delays in mutation work.** In 27% of mutation cases in the sample, the time limit mandated by the *Rajasthan Guaranteed Delivery of Public Services Rules, 2011* was violated, even after taking into account the time lost due to segregation work. At the level of Patwari's attestation and LRI's attestation delays were observed in 23% and 16% of cases respectively. At the final attestation level, delays were observed in 2 percent of the cases. This issue is a symptom of the inadequate personnel, lack of computers for patwaris, and time spent in revenue collection and preparing crop statements.
2. **There is over-centralisation which has resulted in reduced accessibility for citizens.** Mutations currently can only be initiated at the tehsil level. Therefore, all mutation applications have to be submitted at the tehsil office. While in the case of mutations in relation to registered deeds it makes no difference, in cases of mutation due to succession (which does not require registration of any document) the applicant has to submit the application at the tehsil office.

The applicant cannot submit an application at the local Patwari office. This issue is a symptom of the incomplete integration of registration records and records of rights, as well as of the lack of computers and internet connections at the Patwari offices.

## 11.2 Recommendations for Rajasthan

1. **Revise Patwaris' responsibilities.** Patwaris' duties should be limited to land records related work, i.e. maintaining and updating land records, processing mutations, and surveying and demarcation. Further, the objective of maintaining these land records should be with a view to strengthening property rights rather than for land revenue collection.
2. **Patwaris need to be provided tablets/laptops, internet connections, and printers. Budgetary provisions need to be made for O&M of Patwari offices.** Currently, Patwari offices are not even provided an electricity connection.
3. **Modern technology should be leveraged for automating iterative tasks.** Some tasks such as reporting on rainfall can be completely automated at a low cost. Some other tasks such as detecting changes in land area due to fluvial action, detecting encroachments, measuring changes in built-up area etc. can be partially automated using satellite imagery and feature extraction algorithms. Alternatively, drones can be used instead of satellite imagery. Drones also provide the added advantages of capturing images with resolutions of up to 5cm, and they can be deployed whenever required. The Gurgaon district administration has been using drones for conducting crop surveys, and cadastral mapping for the past few years.
4. **Patwaris should be provided modern surveying tools.** There are a number of ways to achieve this. One option is to provide Patwaris with smart-phones with dual-frequency GPS augmentation system modules. Alternatively, drones (as described earlier) can be used. Patwaris will also require extensive training on using these tools.
5. **Land revenue collection should be abolished.** The time and resource requirements for collecting land revenue negate any revenue so collected. This will allow Patwaris to dedicate more time to their land records related duties. This will also provide an additional benefit of obviating the need for conducting land revenue settlements.
6. **Legal provisions have to be made for allowing cadastral maps to be updated as and when the situation on the ground changes.** This will require amendments to Chapter 7 and 8 of *Rajasthan Land Revenue Act, 1956*. Moving from printed maps to digital maps will make it easier to perform this kind of updating, provided Patwaris have computers, internet connections, and access to modern survey equipment.
7. **Legal provisions have to be made to allow amalgamation mutation.** This will reduce the overall number of records, and by extension the resources and effort required to maintain and update these records. It will also rationalise the process of partitioning of multiple khasras among multiple title-holders.



8. **Registration rules need to be amended to make it mandatory upon the SRO to check RoRs and maps before registering a transfer deed.** This will reduce the number of correction deeds as well as litigation. Also, with modern database management, this process of verification can be automated.
9. **GPs should be compensated for administrative costs for sanctioning mutations.** The law, as it stands does not allow GPs to withhold sanctioning a mutation on grounds of non-payment of development fees (by whatever name). However, it is reasonable for GPs to ask for some payment towards administrative costs. This will require an amendment to Rules 142 and 143 of *Rajasthan Land Revenue (Land Records) Rules, 1957*.
10. **GPs need to be included in DI-LRMP for streamlining the mutation process.** The e-Dharti software currently used for land records related work should have a module which will allow GPs to view and sanction mutations online. A payments interface will also have to be integrated into this system to allow an applicant to make payments online.
11. **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.

### 11.3 Observations on Methodology of the Study

1. **Representativeness:** For large states like Rajasthan, two tehsils do not provide a representative sample. For perspective, Rajasthan has ten agro-climatic zones, and seven administrative divisions. With our sample of two tehsils we have managed to capture data from two agro-climatic zones and two divisions. Since the sample isn't representative, performing quantitative analyses on parcel-level data is of very limited value.
2. **Area measurement:** The way land parcels are operationalised is different from how they appear in official land records. On the ground parcels are often merged and/or informally partitioned. Therefore, expending effort in measuring the exact magnitude of error in the area on record for a small sample of parcels has little utility. Limiting the scope of parcel surveys to identifying the reasons for why there are differences would provide almost the same insights, without requiring as much time and effort. The only additional data which did get captured through exact measurement of parcels was encroachments. Having said that, if assessing the scale of encroachment is the objective, there are better ways of achieving it. Instead of measuring privately held parcels, it would be more fruitful if all government owned land, roads, nallahs, water bodies and forest land were measured.

3. **Accessibility bias:** One factor which influenced our selection of parcels for measurement was whether or not they are reasonably easy to measure. For example, in the case of farms which have fences made of thorny acacia branches, one cannot measure the full extent of the parcel accurately. The same is true of parcels which have rocky and hilly terrain, or are difficult to reach in the first place. Area measurements over such difficult terrain is often less accurate than on plains. Therefore, the our sample may have underestimated the magnitude of error in area on record vs on the ground.
4. **FGDs with local residents:** In Rajasthan the daily footfall at the tehsil office for land records related work is negligible. Therefore it makes more sense to conduct it at a gram panchayat. Further, as far as possible this should be coordinated directly with the Sarpanch and GP members, or through local NGOs. We observed during our field-work that respondents were less forthcoming about issues they face in interacting with the Revenue Dept, when the Patwari is present. An element of selection bias may also be present here, in that, the people present for interviews might have been the ones who are capable of interacting with the government machinery. People who are the worst affected and excluded might have gotten excluded from the sample.

#### 11.4 Expected Challenges in Re-survey Work

The re-survey work currently underway in Rajasthan is going to be conducted using high-resolution satellite imagery, followed by verification by Patwaris.

1. The issues of amalgamation and informal partitioning of parcels, and encroachments is going to affect the records generated by re-survey. On ground surveys with ETS or hand-held GPS may be necessary in such situations. Considering that 50% of the samples have difference of more than 10% between the measured area and area on record this may involve a significant effort.
2. Since these maps will be geo-referenced, and have much higher resolution than existing maps, the area calculation will be far more accurate than any of the earlier calculations based on traditional survey techniques. It follows that the state may face disputes and litigation due the differences in area on record and the area as measured.

## 12 – Conclusion

Our study of DI-LRMP reveals low to moderate levels of progress in the implementation of the programme in the two tehsils - Girwa and Uniara. Our study was therefore able to highlight effectively –

1. Issues with the implementation of the DI-LRMP, at different stages of implementation in the two tehsils; and
2. The issues faced by the local administration in the maintenance of land records and in implementing the DI-LRMP.

### 12.1 Implementation of DI-LRMP

As a tehsil representative of the median tehsil in terms of DI-LRMP implementation, Girwa shows low levels of modernisation. While RoRs are available online for the entire state, RoR entries are made manually, and electronic records updated periodically based on the manual entries. This causes discrepancies in the physical and electronic records and may create scope for abuse in the intervening period. Local patwaris should therefore be enabled to update electronic records directly. Cadastral records are not yet available online, and the process of digitisation is ongoing. While the process of registration allows for electronic filing, the registration and integration processes have not been integrated.

Uniara was selected for this study based on the information that it is the “model” tehsil for DI-LRMP implementation in the state. Our study finds that DI-LRMP implementation in Uniara, though at an advanced stage compared to Girwa is still incomplete, and various components are yet to be completed/ launched publicly. All mutations are now centralised and take place at the tehsil office. This has however resulted in patwaris remaining unaware of applications for mutation. Maps are available online for some plots but not others, as our test checks (discussed in our State Report) highlight.

In addition, the new electronic portal enables a revenue official to capture relevant information from the registration database, but the reverse does not take place.

Certain activities such as the digitisation of cadastral maps may need to be reconsidered in light of the fact that most parts of the state are being re-surveyed as part of DI-LRMP implementation.

## 12.2 Administrative issues

The successful implementation of DI-LRMP will require, according to our findings, a resolution of the administrative issues in land record management. There is a large shortfall in the number of patwaris in the two tehsils, and across the state. This is affecting the implementation of the DI-LRMP and overall management of land records. In addition, the responsibilities of patwaris and tehsildars should be rationalised in order to prioritise land record management. The state government also needs to consider increased provisioning for equipment and infrastructure for patwaris and tehsildars.

Other than this, though electronification is expected to bring certain levels of standardisation in land record information, a number of details such as encumbrances that are not recorded, need to be recorded for ensuring that electronic records are a real time mirror of the ground reality.

During the course of our study, we found a demand for good land records from the villagers we interviewed. We also found many land revenue and registration officials with enthusiasm for the modernisation of land records. Removal of systemic and administrative issues highlighted in this report may make the implementation of the DI-LRMP more effective.

## **Part II : Appendices**



## **A – Physical and Financial progress**

## A.1 Status of computerisation of Record of Rights

1. Name of state: Rajasthan
2. Name of the Respondent: State Government (Office of the Settlement Commissioner who is also the nodal authority for implementing the DI-LRMP), IGRS Ajmer, DILRMP MIS.
3. Name of the Department: Office of the Settlement Commissioner, Office of the Inspector General, Ajmer.
4. Date of interviews:
  - (a) Settlement Commissioner's office:
  - (b) IGRS, Ajmer:

Table A.1: Status of Computerisation of Record of Rights (ROR) in Rajasthan

S. No.	Question	Number of Tehsils	Number of Revenue Estates / Villages	Source
1	In the State, for how many Tehsils/Revenue Estates/ Villages, RoR is available only in paper form and copy is made available only from relevant office maintaining the record?	NA	1603	DI-LRMP Online MIS
2	In the State, for how many Tehsils/Revenue Estates/ Villages, Computerized RoR is available on standalone computer and copy made available only from relevant office?	0	NA	DI-LRMP Online MIS
3	In the State, for how many Tehsils/Revenue Estates/ Villages, Computerized RoR is available on networked servers kept at different locations (real time availability could be disrupted by shutdowns, power supply breakdowns etc.)?	NA	46315	DI-LRMP Online MIS
4	In the State, for how many Tehsils/Revenue Estates /Villages,record available 24/7 on state level servers housed in a secure facility not susceptible to shutdown/breakdown?	1 SDC (Ajmer)	NA	State
5	<b>Specify at which level Computerized RoR is available as a copy?</b>			
i)	Only from designated offices	1	NA	DI-LRMP Online MIS
ii)	From a network of service centres	6	NA	DI-LRMP Online MIS



Table A.1: Status of Computerisation of Record of Rights (ROR) in Rajasthan

S. No.	Question	Number of Tehsils	Number of Revenue Estates / Villages	Source
iii)	On the web but not in a legal usable form	NA	42683	DI-LRMP Online MIS
iv)	On the web with a digitized signature of the relevant authority	NA	3632	DI-LRMP Online MIS
v)	Any other manner (Specify)	NA	NA	

## A.2 Status of digitisation of Cadastral Maps (CM)

Table A.2: Status of Digitisation of Cadastral Maps in Rajasthan

S.No.	Question	Number of Tehsils	Number of Revenue Estates / Villages	Source
1	No. of Tehsils/Revenue Estates with Cadastral Maps drawn up on the basis of traditional survey techniques but now not usable (torn, disfigured, mutilated, etc.)	88	NA	DI-LRMP Online MIS
2	No. of Tehsils / Revenue estates with Cadastral maps drawn up on the basis of traditional survey techniques and still in use. (Hand drawn copies made available from designated offices).	NA	47918	DI-LRMP Online MIS
3	No. of Tehsils/Revenue Estates with Cadastral maps drawn up on the basis of traditional survey techniques and now scanned, digitized and hosted on:			
i)	Standalone servers for supply of copies from designated offices	231	NA	DI-LRMP Online MIS
ii)	On networked servers at different locations with copies available from:			
A	Designated offices	0	0	state
B	Service centers	0	0	state
C	On the web but without authentication	0	0	state

Table A.2: Status of Digitisation of Cadastral Maps in Rajasthan

S.No.	Question	Number of Tehsils	Number of Revenue Estates / Villages	Source
D	On the web with authorized digital signature	0	0	state
<b>iii)</b>	On state level servers with copies available from:			
A	Designated offices	0	0	state
B	Service centers	0	0	state
C	On the web but without authentication	0	0	state
D	On the web with authorized digital signature	0	0	state
<b>4</b>	No. of Tehsils / Revenue estates with Cadastral maps drawn up on the basis of modern survey techniques and digitized and available on:			
<b>i)</b>	Standalone servers for supply of copies from designated offices	0	0	state
<b>ii)</b>	On networked servers at different locations with copies available from:			
A	Designated offices	0	0	state
B	Service centers	0	0	state
C	On the web but without authentication	0	0	state
D	On the web with authorized digital signature	0	0	state
<b>iii)</b>	On state level servers with copies available from:			
A	Designated offices	0	0	state
B	Service centers	0	0	state
C	On the web but without authentication	0	0	state
D	On the web with authorized digital signature	0	0	state
<b>5</b>	No. of Tehsils / Revenue estates with Cadastral maps geo referenced and digitized and available on:			
<b>i)</b>	Standalone servers for supply of copies from designated offices	0	0	state
<b>ii)</b>	On networked servers at different locations with copies available from:			
A	Designated offices	0	0	state
B	Service centers	0	0	state
C	On the web but without authentication	0	0	state

Table A.2: Status of Digitisation of Cadastral Maps in Rajasthan

S.No.	Question	Number of Tehsils	Number of Revenue Estates / Villages	Source
D	On the web with authorized digital signature	0	0	state
iii)	On state level servers with copies available from:			
A	Designated offices	0	0	state
B	Service centers	0	0	state
C	On the web but without authentication	0	0	state
D	On the web with authorized digital signature	0	0	state

### A.3 Status of computerisation of Registration

Table A.3: Status of Computerisation of Registration in Rajasthan

S.No.	Question	Response	Source
1	Total Sub-registrar offices (SROs) in the State in 2015-16	527	DI-LRMP Online MIS
2	Total number of transactions handled by all SROs	Sale documents. = 324942; Total documents = 999725	State (IGRS, Ajmer)
3	Number of SROs in the State operated manually without any computerized support and transactions handled by them in 2015- 16.	350	DI-LRMP Online MIS
4	Number of SROs with standalone computerized registration and transactions handled by them in 2015-16.	143	State (IGRS, Ajmer)
5	Number of SRO offices that accept on line applications and (transactions handled by them in 2015-16 to be noted in each case)		
i)	Carry out all further processing manually	0	State (IGRS, Ajmer)
ii)	Check/verify accuracy of stamp duty fee payment electronically	117	DI-LRMP Online MIS
iii)	Check/verify some/all other documentation electronically but not stamp duty / fee payment	0	State (IGRS, Ajmer)

Table A.3: Stuts of Computerisation of Registration in Rajasthan

S.No.	Question	Response	Source
iv)	Verify all required documentation electronically including stamp duty / fee payment	101	DI-LRMP Online MIS
6	Number of SRO offices where circle rates available on line with open access provided to the public at large and (transactions handled by them in 2015-16 in each case)		
i)	Annual updating undertaken on fixed date	527	State (IGRS, Ajmer)
ii)	Annual updating but variable dates	0	State (IGRS, Ajmer)
iii)	No fixed updating schedule	0	State (IGRS, Ajmer)
7	Number of SRO offices with legacy record available on line to the public at large and number of preceding years for which record available (transactions handled by them in the last financial year in each case)		
i)	One year	0	State (IGRS, Ajmer)
ii)	Between one to five years	0	State (IGRS, Ajmer)
iii)	Between five to ten years	0	State (IGRS, Ajmer)
iv)	More than ten years	0	State (IGRS, Ajmer)
v)	Entire record since first registration in the area.	0	State (IGRS, Ajmer)

#### A.4 Status of integration of ROR, CM and Registration

Table A.4: Status of integration of RoRs, CMs and Registration

S.No.	Question	Number of Tehsils	Number of Revenue Estates / Villages	Source
1	Number of Tehsils/Talukas or revenue estates in which the process of registration checks the revenue records data base for details of ownership, parcel size, etc.	9 SRO	NA	DI-LRMP Online MIS

Table A.4: Status of integration of RoRs, CMs and Registration

S.No.	Question	Number of Tehsils	Number of Revenue Estates / Villages	Source
2	Number of Tehsils / talukas or revenue estates in which the process of registration automatically alerts the revenue records database by:			
i)	Noting the fact of registration in some form	15	NA	DI-LRMP Online MIS
ii)	Initiating the mutation process which then is completed after a certain period of time	0	0	State
iii)	Initiates a mutation process that is completed instantly (auto mutation)	0	0	State
3	Number of Tehsils / talukas or revenue estates in which digitized record of CM is integrated with RoR and copies of CM can be made available along with corresponding RoR details	1	8	DI-LRMP Online MIS
4	Number of Tehsils / talukas or revenue estates in which digitized record of CM is integrated with RoR and registration process and this also enables updating CM with any parcel sub division or amalgamation when mutation is affected	0	0	State

## A.5 Physical and Financial progress under NLRMP

Table A.5: Details of Physical and Financial progress under NLRMP and DI-LRMP: 2008-2016

S.No.	Question	Physical Progress No. of Tehsils/revenue estates or SROs covered (absolute number and as proportion of the whole)	Financial Progress (in lakhs) Funds Sanctioned by Centre	Funds Released by centre	Expenditure as entered by the State	Unspent balance	Source
<b>1</b>	<b>Computerization of land record</b>						
<b>i)</b>	Fresh Survey Work done	3268 villages	NA	NA	NA	NA	DI-LRMP Online MIS
<b>ii)</b>	Digitized Cadastral Maps produced	5063 villages	NA	NA	NA	NA	DI-LRMP Online MIS
<b>iii)</b>	RoRs Completed in digital form	46315 villages	396	237.6	283.945	46.35	DI-LRMP Online MIS
<b>iv)</b>	Placed RoR data on website	46315 villages	NA	NA	NA	NA	DI-LRMP Online MIS
<b>v)</b>	Stopped issue of manual copy of RoRs	—	NA	NA	NA	NA	
<b>vi)</b>	Accorded legal sanctity to computerized copy of RoR	—	NA	NA	NA	NA	

Table A.5: Details of Physical and Financial progress under NLRMP and DI-LRMP: 2008-2016

		<b>Physical Progress</b>	<b>Financial Progress (in lakhs)</b>				
<b>S.No.</b>	<b>Question</b>	<b>No. of Tehsils/revenue estates or SROs covered (absolute number and as proportion of the whole)</b>	<b>Funds Sanctioned by Centre</b>	<b>Funds Released by centre</b>	<b>Expenditure as entered by the State</b>	<b>Unspent balance</b>	<b>Source</b>
<b>vii)</b>	Issuance of Digitally Signed copy of RoRs	3632 villages	NA	NA	NA	NA	DI-LRMP Online MIS
<b>viii)</b>	Issuance of RoR copy through Kiosks/Common Service	Online = 35754 vil- lages. Common Ser- vice Centres = 35794 villages. Kiosk = 35672 villages. Other = 17858 villages.	NA	NA	NA	NA	DI-LRMP Online MIS
<b>ix)</b>	No. of Centres at Town/Village level		NA	NA	NA	NA	
<b>x)</b>	Started mutation process using com- puters	4145 villages	NA	NA	NA	NA	DI-LRMP Online MIS
<b>xi)</b>	Automatic Mutation on registration	0	NA	NA	NA	NA	State
<b>xii)</b>	Computer Centre set up	243	NA	NA	NA	NA	DI-LRMP Online MIS
<b>xiii)</b>	Computerization of Registration	176 SRO	NA	NA	NA	NA	DI-LRMP Online MIS

Table A.5: Details of Physical and Financial progress under NLRMP and DI-LRMP: 2008-2016

		<b>Physical Progress</b>	<b>Financial Progress (in lakhs)</b>				
<b>S.No.</b>	<b>Question</b>	<b>No. of Tehsils/revenue estates or SROs covered (absolute number and as proportion of the whole)</b>	<b>Funds Sanctioned by Centre</b>	<b>Funds Released by centre</b>	<b>Expenditure as entered by the State</b>	<b>Unspent balance</b>	<b>Source</b>
<b>xiv)</b>	E-Stamps accepted	111 SRO	NA	NA	NA	NA	DI-LRMP Online MIS
<b>xv)</b>	Modern Record Rooms constructed	14	1450	870	626.77	556.62	DI-LRMP Online MIS
<b>xvi)</b>	Integration of Registration with Land Records exists	9 SRO	NA	NA	NA	NA	DI-LRMP Online MIS
<b>xvii)</b>	Formation of Project Management Unit at state level		NA	NA	NA	NA	
<b>xviii)</b>	Training at NLRMP Cell (no. of man-days)		NA	NA	NA	NA	



## **B – Transfer of Powers: Director Land Records**

This annexure summarises the powers under the Act, which were originally vested with the Director of Land Records, and Land Records Officer but were subsequently conferred onto officials of the revenue and Settlement Departments.

## Powers of Director of Land Records

Table B.1: Transfer of Director of Land Record's Powers

Description of Power	Section	Notification Date	Current Officer In-charge
In charge of survey, re-survey: preparation and revision of land records	106-141	26/09/1956	Settlement Commissioner
Appointment of Sadar Qanungos	34	11/09/1957	Board of Revenue
Deciding first appeal against order passed by Land Records Officer	75(1)(f)	20/06/1987	Divisional Commissioners (respective)
Deciding second appeal against order passed on appeal by Land Records Officer	76(c)	20/06/1987	Divisional Commissioner

## Powers of Land Records Officer

Table B.2: Transfer of Land Record Officer's Powers

Description of Power	Section	Notification Date	Current Officer In-charge
Survey, re-survey: preparation and revision of land records <sup>1</sup>	108-130	03/09/1956	Settlement Officer
Decide cases where succession is disputed	135(2)	26/10/1956	Tehsildar
Maintenance of map and field book	131	17/09/1957	Sub-Divisional Officer
Prepare annual register of RoRs	132	17/09/1957	Sub-Divisional Officer
Correction of clerical errors in RoRs	136	17/09/1957	Sub-Divisional Officer
Settling boundary disputes	128	05/11/1973	Sub-Divisional Officer

<sup>1</sup>All powers applicable only for the duration of survey, re-survey operations

## **C – Transfer of Powers: Other Officials**

This annexure lists the State Government notifications by which officers within the same department were granted powers of a subordinate or superior officer, under the *Rajasthan Land Revenue Act, 1956*. In most cases the original officer continues to exercise the power, and the subordinate / superior officer exercises the power alongside the original officer.

Table C.1: Transfer/Addition of Powers to Superior or Subordinate

Description of Power	Section	Notification Date	Original Officer	Officer Granted Power
Attach movable property of a defaulter	230	28/08/1956	Collector	Assistant Collector and SDO
Appointing Additional and Assistant Land Records Officers <sup>1</sup>	108	03/09/1956	State Government	Settlement Officer
Decide undisputed cases of succession	135(1)	25/09/1956	Tehsildar	Naib Tehsildar
Appointing Land Records Inspectors <sup>2</sup>	38	11/09/1957	Collector	Divisional Commissioner
Attach movable property of a defaulter	230	09/05/1958	Collector	Tehsildar
Set apart land for <i>abadi</i> development	92	17/01/1967	Collector	SDO
Dispose of boundary disputes	128	17/01/1982	Tehsildar	Gram Panchayat
Decide undisputed cases of succession	135(1)	04/11/1982	Tehsildar	Gram Panchayat

<sup>1</sup>State Government no longer exercises this power.

<sup>2</sup>Collectors no longer have this power.

## **D – Detailed functions of revenue officials**

In this annexure we give a detailed description of the responsibilities of each Revenue Department officer along with references to the statutes governing each of them.

**1. Board of Revenue (State Level):**

All judicial matters related to land and revenue, and all matters related to settlement are within the purview of the powers of the Board of Revenue.<sup>1</sup> The Board of Revenue is also the highest court of appeal in the state for all revenue related matters.<sup>2</sup> The Board of Revenue has a sanctioned strength of 20 members plus 1 chairperson.<sup>3</sup> To enable the Board to carry out its responsibilities the State Government appoints ministerial officers such as registrars, deputy registrars, joint directors etc.<sup>4</sup> The Board of Revenue is divided into several branches to carry out its various functions viz. administration, finance and accounts, land records, establishment, judicial, census, departmental inquiry, library, etc. Any member(s) of the Board may be put in charge of specific functions.<sup>5</sup> For example, currently one member is responsible for land records. The Board is vested with the power to make rules to regulate certain procedures for implementing the Act.<sup>6</sup> For example, procedure for assessment of rents, procedure for judicial and settlement proceedings etc. While the Board is not involved in the day to day administration of land and revenue, the Board is responsible for disposing of cases of partition where estates are spread over multiple divisions.<sup>7</sup> In the process of settlement and re-settlement, the Board of Revenue scrutinises the proposals sent by the Settlement Commissioner and passes them on to the State Government for approval (with or without modifications).<sup>8</sup>

The Board operates out of the city of Ajmer.

**2. Divisional Commissioner (Division Level):**

The state of Rajasthan has been divided into seven administrative divisions.

The Divisional Commissioner is responsible for the functioning of the revenue administration as a whole, and for the implementation of the Act. All appeals against orders passed by a Collector are heard by the respective Divisional Commissioner.<sup>9,10</sup> In addition to general administration, the Divisional Commissioner is in-charge of disposing of cases of partition where the estates in question span across multiple districts, but within the same division.<sup>11</sup> Divisional Commissioners are also in charge of appointing Land Records Inspectors; a power which was transferred from Collectors to Divisional Commissioners by

<sup>1</sup>Rajasthan, *Rajasthan Land Revenue Act, 1956*, see n. 1, Sec 23.

<sup>2</sup>Ibid., Sec 8.

<sup>3</sup>Rajasthan, *Rajasthan Land Revenue (Qualifications and Conditions of Service of Chairman and Members of the Board) Rules, 1971*, see n. 19.

<sup>4</sup>Rajasthan, *Rajasthan Land Revenue Act, 1956*, see n. 1, Sec 7.

<sup>5</sup>Ibid., Sec 10(2).

<sup>6</sup>Ibid., Sec 261(1).

<sup>7</sup>Ibid., Sec 189.

<sup>8</sup>Ibid., Sec 156.

<sup>9</sup>Ibid., Sec 75-76.

<sup>10</sup>The power to hear appeals against Collectors was transferred from the Director of Land Records to Divisional Commissioners vide a State Government notification

<sup>11</sup>Rajasthan, *Rajasthan Land Revenue Act, 1956*, see n. 1, Sec 189.



Figure D.1: Rajasthan: Administrative Divisions

the State Government.<sup>12</sup>

### 3. Collector (District Level):

The Collector, also known as the District Magistrate, is the head of the revenue administration at the district level. He is *ex-officio* the Land Records Officer for the district. The Collector is tasked with a huge number of responsibilities which include (but are not limited to) the following:

- (a) collection of all manner of land revenue,
- (b) general supervision of SDOs, Tehsildars, Naib-Tehsildars and Patwaris,<sup>13</sup>
- (c) maintenance of all land and property records in the district<sup>14</sup>,
- (d) maintaining records of changes in land and property rights i.e. mutations<sup>15</sup>,
- (e) checking accuracy of all land records related work and correction of errors,<sup>16, 17</sup>
- (f) adjudication of boundary disputes,<sup>18</sup>

<sup>12</sup>Refer to Annexure for details

<sup>13</sup>Rajasthan, *Rajasthan Land Revenue (Land Records) Rules, 1957*, see n. 34, Chapter III.

<sup>14</sup>Rajasthan, *Rajasthan Land Revenue Act, 1956*, see n. 1, Sec 131-132.

<sup>15</sup>*Ibid.*, Sec 131-132.

<sup>16</sup>*Ibid.*, Sec 67, 136.

<sup>17</sup>Rajasthan, *Rajasthan Land Revenue (Land Records) Rules, 1957*, see n. 34, Sec 405-408.

<sup>18</sup>Rajasthan, *Rajasthan Land Revenue Act, 1956*, see n. 1, Sec 111, 128.

- (g) conversion of land from agricultural to non-agricultural use,<sup>19</sup>
- (h) setting apart land for special purposes<sup>20</sup>,
- (i) allotment of land for agricultural, residential, commercial or industrial use<sup>21, 22, 23</sup>,
- (j) keeping a register of land lost or gained due to fluvial action<sup>24</sup>,
- (k) enforcement actions such as ordering eviction of trespassers, or conversely regularisation of encroachments<sup>25</sup>,
- (l) All cases of partition of estates are disposed of by the Collector, unless the estates in question span across multiple districts.<sup>26</sup>
- (m) Creation and modification of patwar circles<sup>27</sup>
- (n) attaching and auction of defaulters' property for recovery of arrears<sup>28</sup>,
- (o) disposing of cases of mutation escheat<sup>29</sup>
- (p) hearing appeals against orders passed by Tehsildars<sup>30</sup>

Some of the powers of a Collector can also be exercised by SDOs, Tehsildars and Naib-Tehsildars.<sup>31</sup>

#### 4. Sadar Qanungo (District Level):

Sadar Qanungo is not strictly a revenue officer; his function is to be an advisor and executive officer to the Collector in matters related to land records.<sup>32</sup> While Sadar Qanungos are appointed to a district, their rank is the same as a Naib-Tehsildar.<sup>33</sup> The duties of a Sadar Qanungo are:

- (a) Supervision of Office Qanungos and Inspectors of Land Records. This includes conducting regular inspections, tracking their work and guiding them whenever required.<sup>34</sup>
- (b) Compilation of statistics and reports on performance of SDOs, Tehsildars, Naib-Tehsildars and Patwaris, as well as any other statistics from the district required for regular reports (E.g: Annual report)<sup>35</sup>
- (c) Maintenance of registers (such as the Annual Register of record of rights,

<sup>19</sup>Rajasthan, *Rajasthan Land Revenue (Conversion of Agricultural Land for Non-agricultural purposes in Rural Areas) Rules, 2007*, URL: <https://drive.google.com/a/nipfp.org.in/file/d/0BwqVx444SxLabTJOQU80ekFsNFk/view>, Sec 9.

<sup>20</sup>Rajasthan, *Rajasthan Land Revenue Act, 1956*, see n. 1, Sec 92.

<sup>21</sup>Rajasthan, *Rajasthan Land Reforms and Acquisition of Land-Owners' Estates Act, 1963*.

<sup>22</sup>Rajasthan, *Rajasthan Industrial Areas Allotment Rules, 1959*.

<sup>23</sup>Rajasthan, *The Rajasthan Urban Areas (Permission for use of Agricultural Land for Non-agricultural Purposes and Allotment) Rules, 2012*, pp. ,

<sup>24</sup>Rajasthan, *Rajasthan Land Revenue Act, 1956*, see n. 1, Sec 120.

<sup>25</sup>Ibid., Sec 91.

<sup>26</sup>Ibid., Sec 188-189.

<sup>27</sup>Rajasthan, *Rajasthan Land Revenue (Land Records) Rules, 1957*, see n. 34, Chapter III: Duties of Collector.

<sup>28</sup>Rajasthan, *Rajasthan Land Revenue Act, 1956*, see n. 1, Sec 228, 230-235.

<sup>29</sup>Rajasthan, *Rajasthan Land Revenue (Land Records) Rules, 1957*, see n. 34, Rule 139.

<sup>30</sup>Rajasthan, *Rajasthan Land Revenue Act, 1956*, see n. 1, Sec 75.

<sup>31</sup>Refer to Annexure for details

<sup>32</sup>Rajasthan, *Rajasthan Land Revenue (Land Records) Rules, 1957*, see n. 34, Rule 317.

<sup>33</sup>Ibid., Rule 307.

<sup>34</sup>Ibid., Rule 319-324.

<sup>35</sup>Ibid., Rule 318, 326, 336.



- daily register of rainfall, annual and seasonal crop register etc.)<sup>36</sup>,
- (d) Preparation and distribution of land records forms<sup>37</sup>,
  - (e) Distribution of survey instruments, and monitoring their use<sup>38</sup>,
  - (f) Keeping safe custody of settlement records, and to make entries in them.<sup>39</sup>
- He is also in charge of the Record Room.<sup>40</sup>

#### 5. **Sub-divisional Officer (Sub Division Level):**

The Sub-Divisional Officer (SDO) is the revenue officer who is an immediate sub-ordinate of the Collector. The SDO shares some of the Collector's duties within his jurisdiction. The duties of the SDO are:

- (a) Ensure correct maintenance of maps and land records,<sup>41</sup>
- (b) Inspection of maps and land records, as well as records of performance of Patwaris and Office Qanungos<sup>42</sup>
- (c) Make corrections and alterations to maps and land records<sup>43</sup>
- (d) Decide cases of disputes in mutation and transfer of land<sup>44</sup>
- (e) Monitoring mutation work, and attesting<sup>45</sup>
- (f) Supervising and disciplining Patwaris and Land Records Inspectors<sup>46</sup>
- (g) Inspecting Office Qanungos' offices<sup>47</sup>
- (h) Maintenance of boundary marks<sup>48</sup>
- (i) Registration of improvements (to land) made by estate-holders<sup>49</sup>
- (j) Verifying appropriate utilisation of land allotted under various land allotment rules<sup>50</sup>
- (k) Ensuring encroachments on Government land are reported and removed.<sup>51</sup>
- (l) Maintain a register on land gained or lost due to fluvial action.<sup>52</sup>
- (m) Approving sale of Government land to unlawful occupants upon payment of premium<sup>53</sup>

Some of the Collector's powers such as attaching defaulter's properties for recovering arrears, and setting apart land for development of new habitation areas.<sup>54</sup>

#### 6. **Tehsildar (Tehsil Level):**

The duties of the Tehsildar mirror those of a Collector, but are limited to the tehsil.

<sup>36</sup>Ibid., Rule 329, 330.

<sup>37</sup>Ibid., Rule 347.

<sup>38</sup>Ibid., Rule 335.

<sup>39</sup>Ibid., Rule 59(ii).

<sup>40</sup>Ibid., Rule 344.

<sup>41</sup>Ibid., Rule 369.

<sup>42</sup>Ibid., Rule 372, 374, 375.

<sup>43</sup>Ibid., Rule 376.

<sup>44</sup>Ibid., Rule 384.

<sup>45</sup>Ibid., Rule 129(x), 159.

<sup>46</sup>Ibid., Rule 378, 382.

<sup>47</sup>Ibid., Rule 378.

<sup>48</sup>Ibid., Rule 396.

<sup>49</sup>Ibid., Rule 369.

<sup>50</sup>Ibid., Rule 369.

<sup>51</sup>Ibid., Rule 386.

<sup>52</sup>Ibid., Rule 389.

<sup>53</sup>Rajasthan, *Rajasthan Land Revenue Act, 1956*, see n. 1, Sec 91.

<sup>54</sup>Refer to State Government notifications in Annexure 2

A Tehsildar reports to the Sub-Divisional Officer. The duties of the Tehsildar as given in the *Rajasthan Land Revenue (Duties of Tehsildars and Naib Tehsildars) Rules, 1987* are as follows:

- (a) to collect all land revenue, rent and other taxes and cesses
- (b) to supervise accuracy of land records work in his tehsil by regular inspection and testing
- (c) to ensure all Office Qanungos, Inspectors of Land records, and Patwaris carry out their duties under the *Rajasthan Land Revenue Act, 1956* and *Rajasthan Land Revenue (Land Records) Rules, 1957*
- (d) to report to SDO on cases of changes in land due to fluvial action, all seasonal calamities, and epidemics
- (e) all cases of escheats through failure of heirs

In addition to the powers stated above a tehsildar is also empowered to:

- (a) decide cases of mutation where succession is undisputed<sup>55</sup>
- (b) evict trespassers from Government owned land, or sell the land to them upon payment of premium and approval from SDO<sup>56</sup>
- (c) demarcation of boundaries between fields in cases where the boundary is not disputed<sup>57</sup>

Tehsildars – by State Government notification – also have the power to attach movable properties of defaulters for recovery of arrears.<sup>58</sup>

#### 7. Naib-tehsildar (Tehsil / Sub-tehsil level):

The Naib-Tehsildar is intended to share some of the executive powers of a Tehsildar, but is subordinate to the Tehsildar. They take charge of the Tehsildar's office in his absence. According to the *Rajasthan Land Revenue (Duties of Tehsildars and Naib Tehsildars) Rules, 1987* the duties of the Tehsildar are as follows:

- (a) superintend and inspect the work of the Office Qanungo
- (b) to ensure accuracy of records of tenancy rights and mutations
- (c) to test the work of Patwaris and Inspectors of Land Records when they present themselves at the Tehsil, as well as in the field
- (d) to receive reports from Inspectors of Land Records,
- (e) to report to the SDO (through the Tehsildar) on any matter related to land records which requires SDO's orders
- (f) to ensure any defects in records pointed out by superior officers and Sadar Qanungos are corrected

The State government – by notification – has also granted upon Naib-Tehsildars the power to decide cases of mutation where succession is undisputed attach movable properties of defaulters for recovery of arrears.<sup>59</sup>

#### 8. Office Qanungo (Tehsil level):

The Office Qanungo, much like the Sadar Qanungo is not a revenue officer per se, but performs some executive functions. He is in charge of all land records related work at the tehsil level. As such, he performs all the functions of a Sadar

<sup>55</sup>Rajasthan, *Rajasthan Land Revenue Act, 1956*, see n. 1, Sec 135.

<sup>56</sup>Ibid., Sec 91.

<sup>57</sup>Ibid., Sec 129(3).

<sup>58</sup>Annexure 2

<sup>59</sup>Annexure 2

Qanungo at the tehsil level. The duties of an Office Qanungo are as follows<sup>60</sup>:

- (a) Maintenance of accounts and establishment records of the land record staff;
- (b) Conduct of proceedings in cases of correction of records and mutation cases;
- (c) Supply of blank forms to Inspectors of Land Records and Patwaris;
- (d) Testing of Khatauni Jamabandis and errata lists;
- (e) Receipt, preservation and disposal of records;
- (f) Compilation of statistics for transmission to the Sadar Qanungo and for record in the Tehsil;
- (g) Supply to the Collector or to the Sub-Divisional Officer of any information that may be required regarding entries in the village papers filed in the Tehsil or in registers maintained by him; and
- (h) Checking of the returns of the monthly progress of work of the Land Records Inspector and Patwaris.

In addition to these the Office Qanungo also is responsible for taking regular reports from Patwaris regarding encroachments on government land, forest land, or any other government property, destruction of boundary pillars, migration of tenants, and all records which a Patwari is required to submit to the Tehsildar.<sup>61</sup>

#### 9. **Inspector of Land Records / Girdawar Qanungo :**

Each Inspector of Land Records (ILR) has jurisdiction over one inspection circle, which typically consists of six to ten patwar circles. The duties of ILR are as follows<sup>62</sup>:

- (a) General supervision over Patwaris and timely preparation of land records (especially with respect to accuracy of copying Khasra entries into new jamabandi, and records of changes in Khasra Giradwari),
- (b) Supervision over village maps (ensuring they are properly stored by Patwaris, that they are in good condition etc.);
- (c) Checking of Patwari's records and statistics;
- (d) Detection of agricultural deterioration;
- (e) Maintaining survey instruments;
- (f) Local enquiry in case of disputes over entry in khasra (has to be reported to the Tehsildar after completion)
- (g) Supervision over collection work.

#### 10. **Patwari:**

With respect to land records Patwari's duties are as follows<sup>63</sup>:

- (a) to assist revenue and Settlement Department officers in all matters related to survey, settlement and preparation of record of rights and annual village registers;
- (b) to survey, field inspection, record of crops, inspection, revision of maps or reports relating to revenue or rent;
- (c) to conduct survey for any khatedar who has filed an application for it;
- (d) to maintain the mutation register;

<sup>60</sup>Rajasthan, *Rajasthan Land Revenue (Land Records) Rules, 1957*, see n. 34, Part III.

<sup>61</sup>*Ibid.*, Sec 24, 24A.

<sup>62</sup>*Ibid.*, Part II.

<sup>63</sup>*Ibid.*, Part 1.

- (e) to track cases of succession and escheats in case of deaths of estate-holders, and report them to tehsildar for disposal;
- (f) report on encroachments on public land, forest land or on any irrigation work (such as percolation tanks);
- (g) collect all manner of revenue and rent from land-holders and tenants, and submit it to tehsil;
- (h) to track and report on agricultural conditions in his circle;
- (i) to report and prevent encroachment on roads and public paths;
- (j) to report any violation of rules or conditions entered on land records;
- (k) to verify whether allotted land is used for its intended purpose, and report any violations;
- (l) to report abandonment of any holdings;
- (m) report on encroachment on the territory of Rajasthan by any other state or by Pakistan;
- (n) to report on destruction of boundary pillars or marks on the India-Pakistan border;
- (o) to report on migration of tenants and cases of abandonment of land;
- (p) to report on progress regarding preparation and maintenance of land records;
- (q) to conduct on site-inspections and enquiries ordered by Tehsildar;
- (r) to provide anyone interested with access to inspect his records;
- (s) to issue certified copies of records upon application;
- (t) to keep safe custody of settlement records;

## **E – Manual for conducting test-checks**

### Selection of samples for test check:

- Selection of 5 villages by stratified random sampling. This means that the first village in each tehsil will be picked at random and then four more will be picked as every third number thereafter.
- Selection of 10 khasra numbers from each of the selected 5 villages.

## E.1 Status of computerization of ROR

1. Visit the DILRMP-MIS homepage. Click on '*Physical Progress*' under '*Citizen Section*'. Go to '*FORMAT PHM1: CLR Status*' and click on '*Rajasthan*'. A list of all the districts of Rajasthan with the status of CLR will appear.<sup>1</sup>
2. Click on the district, CLR status of all tehsils under that district will appear. Then select the tehsil and a list of villages under that tehsil with CLR status will appear.
3. Select 5 villages reported to have computerized ROR with stratified random sampling.
4. Visit the apnakhata website<sup>2</sup>. Click on the map of Rajasthan. Select the district and then tehsil from the map.
5. Click on the name of village selected by random sampling for the present year.
6. Select '*khasra no.*' from the options and type a random khasra number.
7. Select the name of '*Kashtkaar*' provided on right side of the page.
8. Click on '*get the copy*'.
9. Repeat the steps for test check of 10 khasra numbers from each of the 5 sample villages and record it in the spreadsheet.

## E.2 Status of digitization of cadastral map

1. Visit the DILRMP-MIS homepage. Click on '*Physical Progress*' under '*Citizen Section*'. Go to '*FORMAT PHM2: Map Digitization*' and click on '*Rajasthan*'. A list of all the districts of Rajasthan with the status of map digitization will appear.<sup>3</sup>
2. Click on the district having digitized cadastral maps, status of map digitization of all tehsils under that district will appear. Select the tehsils with digitized cadastral maps and a list of villages under that tehsil will appear.
3. Select 5 villages reported to have digitized cadastral maps with stratified random sampling.
4. Visit the apnakhata website<sup>4</sup>. Click on the map of Rajasthan. Select the district and then tehsil from the map.
5. Click on the name of village selected by random sampling for the present year.
6. Select '*khasra no.*' from the options and type a random khasra number.
7. Select the name of '*Kashtkaar*' provided on right side of the page.
8. Click on '*khasra map with copy*'.

<sup>1</sup> <http://nlrmp.nic.in/faces/rptdistrictwisephysical/rptComputerizationOfLandRecord.xhtml?statecode=8>

<sup>2</sup> <http://apnakhata.raj.nic.in/Home.aspx>

<sup>3</sup> <http://nlrmp.nic.in/faces/rptdistrictwisephysical/rptMapDigitizationDistrictwise.xhtml?statecode=8>

<sup>4</sup> <http://apnakhata.raj.nic.in/Home.aspx>

- Repeat the steps for test check of 10 khasra numbers from each of the 5 sample villages and record it in the spreadsheet.

### E.3 Computerization of registration process by SRO

- Visit the DILRMP-MIS homepage. Click on 'SRO Physical Progress' under 'Citizen Section'. Select 'Rajasthan' from the list of states. A table consisting of SRO physical progress in all the districts will appear.<sup>5</sup>
- Click on the district with computerized SRO, a list of SRO offices under that district will appear. Select the SRO office which is computerized.
- Visit the Registration and Stamps Department, Ajmer website and click on the 'e-Inspection/Search' under 'Online Facilities'. Select 'View e-inspection/search by multiple parameters'.<sup>6</sup>
- Select 'Rural' in 'Location type'.
- Select 'District', 'Tehsil', 'SRO', 'Village' and 'Colony' from the drop-down options provided. Select 'All' from the drop-down options of 'Document type'.
- Click on 'View Summary'. A table will appear at the bottom of the page.
- Click on 'Show' mentioned before the 'Registration No'.
- Repeat the steps for test check of all SRO in the State which is computerized and record it in the spreadsheet.

### E.4 Integration of ROR and CM

- Visit the DILRMP-MIS homepage. Click on 'Physical Progress' under 'Citizen Section'. Go to 'FORMAT PHM2: Map Digitization' and click on 'Rajasthan'. A list of all the districts of Rajasthan with the status of map digitization will appear.<sup>7</sup>
- Click on the district having cadastral maps linked to ROR, status of all tehsils under that district will appear. Select the tehsils reported to have cadastral maps linked to ROR and a list of villages under that tehsil will appear.
- Select 5 villages reported to have CM linked to ROR with stratified random sampling.
- Visit the apnakhata website<sup>8</sup>. Click on the map of Rajasthan. Select the district and then tehsil from the map.
- Click on the name of village selected by random sampling for the present year.
- Select 'khasra no.' from the options and type a random khasra number.
- Select the name of 'Kashtkaar' provided on right side of the page.
- Click on 'khasra map with copy'.
- Repeat the steps for test check of 10 khasra numbers from each of the 5 sample villages and record it in the spreadsheet.

<sup>5</sup><http://nlrmp.nic.in/faces/rptstatewisephysical/rptSroStatusDistrictWise.xhtml?statecode=8>

<sup>6</sup><http://epanjiyan.nic.in/e-search.aspx>

<sup>7</sup><http://nlrmp.nic.in/faces/rpddistrictwisephysical/rptMapDigitizationDistrictwise.xhtml?statecode=8>

<sup>8</sup><http://apnakhata.raj.nic.in/Home.aspx>





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