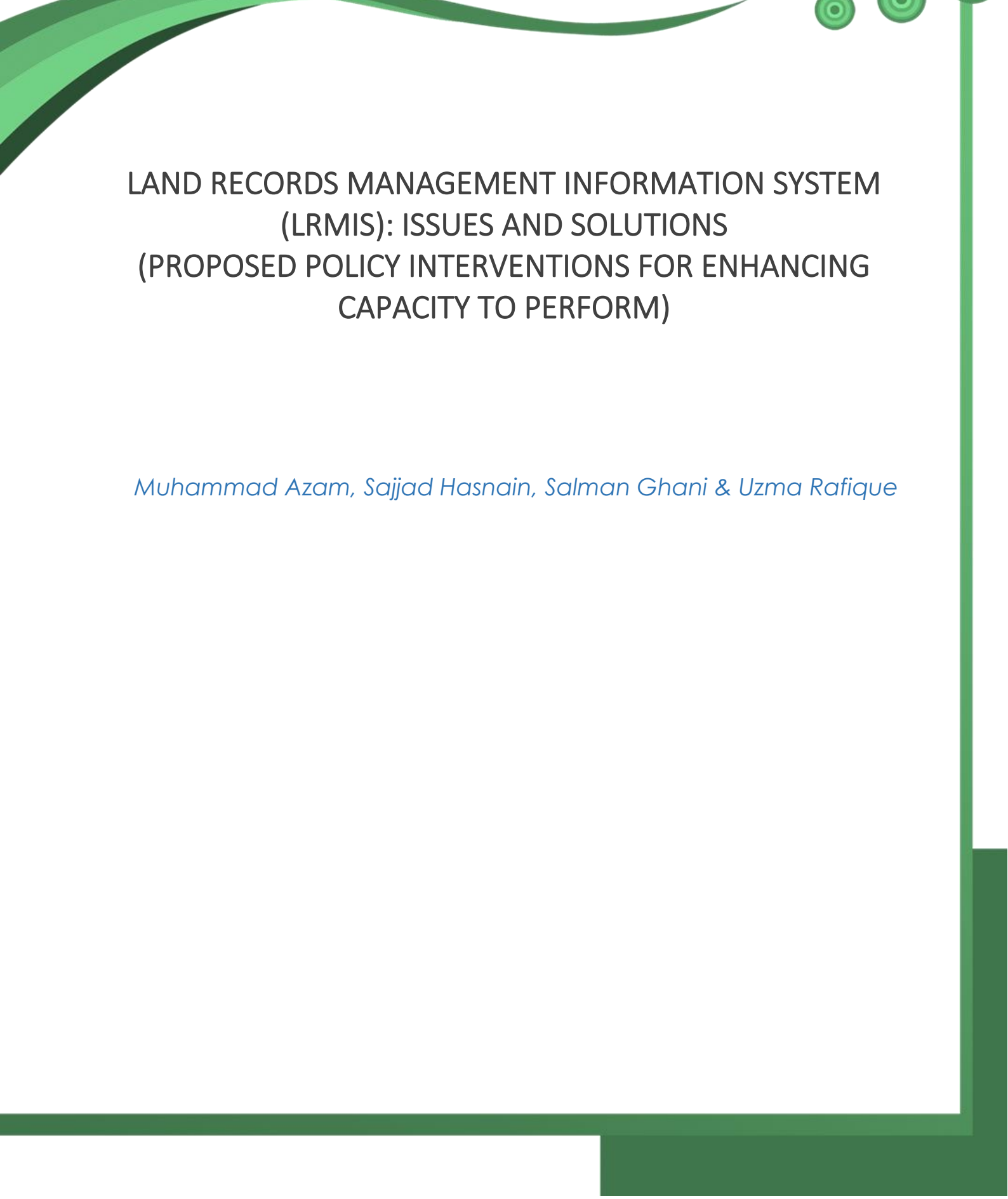




LAND RECORDS MANAGEMENT INFORMATION SYSTEM (LRMIS): ISSUES AND SOLUTIONS (PROPOSED POLICY INTERVENTIONS FOR ENHANCING CAPACITY TO PERFORM)

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1. Introduction

This policy analysis report attempts a holistic review of performance of land record centers in Faisalabad District to identify core issues causing delays in service delivery. It is obvious that land record digitization is a major Governance initiative which aims at providing public error and corruption free access to property related record. Land Records Management Information System is the practical façade of this Governance initiative. Land Records Management System does not only serve as a store-house of the land record but it also serves as tool through which various record related processes are executed. These processes vary from provision of record such as Fard to actual alienation of land related rights. These processes handling is governed or regulated through following guiding principles:

- Land Records related service-delivery under one roof. This involves unhindered access to public at large without any foreign intervention (Positive or Negative).
- To provide error and corruption free land related services to public at large. This involves replicability and predictability of the processes involved.
- To minimize the human intervention and discretion in handling the core land related processes.
- To minimize human intervention in the processes related to land acquisition and transfer.
- Real time upkeep of the property related record and simplification of various land transfer process.

However, it has been observed that these centers have not been performing at their optimal level. This policy report, therefore, not only identifies the problems associated with administration and HR but conducts a review of the entire system for proposals to the policy makers for sustainable and long-term solutions the objectives of this policy analysis were followings: -

- i. To conduct performance audit highlighting the balance between available human resource and quantum of work.
- ii. To document issues in service delivery for each center.
- iii. To suggest initiatives and steps for improvement of service delivery.
- iv. To help local administration in implementing those initiatives for which sufficient finances are available after formal approvals from the concerned forums.
- v. To suggest long term initiatives for the Provincial Cabinet.

2. Issues Faced by Land Record Centers

This Record Management System is providing services to a large public throughout the District, however due to certain deficiencies the service-delivery system is not performing at its optimal. These deficiencies and their corresponding solutions are narrated in as below:

- a. Implementation Issues
- b. Systemic Issues
- c. Data-linked Issues

2.1 Implementation Issues

Implementation issues are basically service-delivery hindrances which are caused due to tension between Service-Demand and System-Capacity to deliver. This tension is located in followings:

- i. Infrastructural Limitations (Staff- Desking, Operating Systems, Sitting Space and Parking Place)
- ii. Human Resource (Less No. of human managers responding to ever-increasing service-related demands)
- iii. Time-Service Gap due to excessive demand and limited infrastructural and human resource support.

These are related inputs-interventions and smart quantity-quality-time analysis is produced below to support the needed expansion within already established facility or vertical expansion through establishing new facilities for cluster of population.

On a routine working day two core functions are performed at each LRMIS facility:

- i. Issuance of Fard
- ii. Entry and attestation of Mutations. Both these functions are performed by two different and related sets of officials: Service Centre Officials and Assistant Director Land Records.

By default, therefore, a relation of direct proportionality exists between available human resource and volume of service delivery.

According to SOPs ideally 30 minutes are required on issuance of fard (from issuance of token to actual issuance of printed fard) and 45 minutes are required for attestation of mutation. Given the work-schedule of 8-hours (480 minutes), an SCO must be able to issue (480/30) 16 fards on daily basis.

Also, an SCO can enter and ADLR can attest (480/45) 11 mutations on daily basis. However, due to strained equation between demand and human resource capacity to respond this demand on many centers, token issuance is stopped at mid-day. For better understanding of above-mentioned strain following analysis is produced below:

Table 1: Detail of Sanctioned, Available and Vacant Positions in Faisalabad District

Total	Name of Post	Sanctioned	Available	Vacant
	Service Centre In Charge	7	9	1
	ADLR	6	5	1
	Assistant Service Centre In Charge	2	2	-
	Revenue Officer	7	7	-
	Service Centre Official	119	97	22
	Office Boy	7	7	-
	Dispatch Rider	7	7	-
	Chowkidar	21	21	-
	Generator Operator	7	6	1
	Sweeper	7	7	-
	Driver	2	1	1
	Total	192	166	26

The above mentioned tabular indicates that 22 seats of Service Center Officials are lying vacant in the district. These service center officials are lynchpin of the system as they are involved in the execution of two very important land record processes i.e. Issuances of record of rights to the land holders and execution of land transfers. Erstwhile these operations were executed at village level and there were record officials (Patwaris) deputed at each village, whereas, for land transfers revenue officers (Tehsildar) were deputed on different size on territorial jurisdictions. However, the new land record management and information centers are located at Tehsil Headquarters, therefore, the load of work has centralized to one center and the available HR is not sufficient to cater the constant demand of the land record client.

This imbalance in demand and supply is given below:

Table 2: Present Placement of Service Center Officials

District Faisalabad	Total number of SCO	Deputed for issuance of Fards	Deputed for entering the mutations	Deputed for issuance of Token	Attached with ADLR	Correction	Receipt of Registered documents	Receipt and entry of stay orders	Counter for ladies & senior citizens	NADRA verification	Reporting to Head Office	Motorway mutations	Others
Total	97	33	15	5	7	19	2	2	1	2	1	1	9

Table 3: Statistical Analysis of available HR and their performance as per laid down SOPs.

District Faisalabad	Total number of On-line Mouza		628
	Total number of owners		4898122
	SCO to land owners ratio		1:148427
	Total Fards issued within two weeks from 01.06.2016 to 15.06.2016.	Deputed SCOs	33
		Fard issued	4399
	30-minutes for each Fard. Required to be issued		6864
	Difference (-)		2465
	Total number of mutations sanctioned within two weeks from 01.06.2016 to 15.06.2016	Deputed SCOs	16
		Mutations entered/ sanctioned	1961
	45-minutes for each mutation. Required to be sanctioned		2224
	Difference (-)		1127

The above-mentioned table clearly indicate that these centers are not operating at their optimal level and this is due mainly to following reasons: -

- a. Lack of coordination between old revenue administration and LRMIS centers.
- b. Absence of supervising regime at Tehsil & District level.
- c. Lack of interest by the district and Tehsil Revenue administration in the affairs of the land record centers.
- d. Absence of periodical reviews to highlight the issues and constraints faced by the administration of land record centers in service deliveries.

2.2 Systemic Issues

These are mainly operational or administrative issues which are the cause of above-mentioned dismal performance of the available HR.

i. NADRA Integration:

Due to poor NADRA integration with the core processes, functional smoothness is disturbed a great deal. In many of the cases, it has been reported that NADRA System does not identify the thumb impressions of various land holders and they are required to acquire new National Identity Card for registering their thumb impressions. As this is a time taking process, therefore, land holders feel powerless pawn of the power chess, where decisions fundamental to their lives are orchestrated in power chambers without heeding to the realities of life.

ii. Absence of Singularity of Command

Assistant Director Land Record (ADLR) who is responsible for execution of land transfer and implementation of land right mutations and Service Center In-charge (SCI) who is responsible for issuance of record of rights, belong to different sets of organizations and as there is no supervisory officer at tehsils level to regulate and coordinate the functions and operations of these offices, therefore, this lack of chain of

command creates an organizational mal-functioning leading to mismanagement and organizational contradictions.

iii. Fee deposition mechanism

The system operates on the premise that all the business processes involved in issuance of record of rights or execution of land transfers are executed the same office. For this purpose, the original design of the land record centers provided for bank branches within the boundaries of land record centers but in many of these centers these bank branches were not available, therefore, the land record customers have to go out of the centers for fee deposit, therefore, delaying the service delivery.

2.3 Data Linked Issues

These include functional bugs or defects which hinder the smooth functioning of the land record centers including timely issuance of land record and execution of land transfer. These issues include blocked Khewat, Missing Mutations and pending digitization of the land record. A breakup of these issues is tabulated below:

Table 4: Tehsil-Wise Break Up About Issues of Khewat, Mutations and Missing Mutations

Name of Tehsil	Khewat Issues	Mutations Issues	Missing Mutations
Faisalabad City	33	4541	140
Faisalabad Sadar	986	12594	4929
Chak Jhumra	165	3068	397
Jaranwala.	1560	9182	5015
Samundri	15	500	77
Tandlianwala	390	3026	2629
Total	3149	32911	13187

3. Findings

After analyzing all the land record centers followings have been noted:

a. Findings related to Administration of Land Record Centers

- The data indicates that there is a huge gap in available HR and number of expected transactions that are to be carried out by the available HR on daily basis. As has been indicated above that for meeting the land record demands of 4.898 million land holders, in all land record centers of district Faisalabad, there are only 33 Service Center available in whole district, and service center official to population ratio has been calculated as 1:148427. This indicates that there is a massive need to expand the existing infrastructure to meet the needs of about 5 million landholders.
- It is also abundantly clear that even the deputed HR is not performing optimally. The data indicates that from 01.06.2016 to 15.06.2016, the deputed SCOs and ADLRs were required to issue 6864 land record documents and execute 2224 land transfers,

however, during this period they only issued 4399 land record documents and executed 1961 land transfers with a deficiency of 2465 land record documents and 1127 land transfer cases.

- iii. This dismal performance is attributable to non-existence of supervisory regime and regular performance audits.
- iv. It has also been noted that 26 key seats are vacant and in sub-district Chak Jhumra ADLR has not been posted which has gravely affected the working and performance of land record centers.
- v. It has also been noted that the performance and working environment of land record centers is compromised by existence of two (02) managerial regimes and split of business activities between these two regimes i.e. the land record documents are prepared and issued by service center officials under the supervision of service center in-charge whereas the land transfers are executed by Assistant Director, Land Records through the assistance of service center officials. As there is no coherence of work between these two managerial streams, therefore, the mechanism of answerability of the officials of the lower cadres is fully missing, which has led to under performance.
- vi. It has also been noted that the offices of Assistant Commissioners and Deputy Commissioners have functionally disassociated themselves from the working and administrative affairs of land record centers, therefore, the performance and operations of land record centers are not being monitored regularly leading to dismal performance.

b. Findings related to Systemic issues

- i. The execution of business processes relating to issuance of land record documents and execution of land transfers are contingent upon successful registration of customers' thumb impressions on NADRA database and fee deposit in the banks. However, it has been noted that the NADRA database does not recognize the thumb / finger impressions of various land holders even after multiple attempts. This situation forces the land holders to apply for registration of new thumb impressions in the NADRA database which is time consuming process. Moreover, in many land record centers, the bank branches are not situated within the land record centers and the land holders have to go outside of the premises for fee deposit.
- ii. There are no internal checks or systems for mapping the progress or efficacy of each official performing transactions relating to issuance of land record documents and execution of land transfers. Therefore, many such transactions remain pending with the concerned officials even after lapse of months.

c. Findings related to Data linked issues

- i. As noted above there are 49,427 land record related issues which constrain the overall efficiency of the system. As these issues cannot be solved without looping in the old revenue administration, therefore, the current land record dispensation which has distanced itself from the old administration and therefore these land record related issues have not been resolved.

4. Recommendations

This policy proposal, after detailed analysis of available resources and issues hampering the optimal performance and satisfactory service delivery, proposes following policy interventions:

a. Vertical expansion of current land record centers

The ratio of service center officials to land holders (1:148427) i.e. demand and supply ratio indicates that the existing infrastructure and Human Resource is acutely deficient to provide for the demand of a huge number of land clientage. Even if the vacancies currently existing in various land record centers are filled, even then the gap between demand and supply shall be enormous. Therefore, for a sustainable solution, it is imperative that the existing land record centers are re-designed in terms of infrastructure and outreach to provide for an ever-increasing demand. It has also been noted that the frustration of the land holders does not only come from the delayed service delivery. It also comes from the fact that a major population has to visit the service centers located in district or tehsil headquarters and sometimes the travel in the range of 20 to 30 kilometers. This fact has also to be seen in the prism of specific population distribution feature of the country, where 67% of the population is rural, therefore, it is obvious that a massive clientage of these service centers has to commute from their rural habitats to urban headquarters for meeting their land related needs and demands.

In view of the above-mentioned fact, this policy report strongly recommends for vertical expansion of the service centers with infrastructure and facilities located at clusters of union councils, preferably, at the initial stage, three (03) union councils may be clustered together for one (01) land record center. It will not only distribute the burden of existing infrastructure but will also empower the marginalized and away-from-the-center population, who feels disgruntled and center-struck.

b. Privatization of functions of land record centers

The land record centers are currently performing two (02) important functions pertaining to land holdings:

- i. Provision of land related records to the land holders. This record includes

- a. Land record documents for execution of land transfers commonly known as Fard for sale
- b. Land record documents for securing financial loans or other financial facilities
- c. Land record documents for record of the land holder
- d. Land record documents for securing bails
- e. Land record documents for registration of identity documents
- f. Land record documents for securing civic facilities such as electricity or gas connection
- g. Land record documents for legal documentation such as finalizing an agreement to sale of land etc.
- ii. Execution of land transfers and registration of land related encumbrances such as cultivation status, pledge or mortgage etc.

The functions including provision of land record relating to land transfers and execution of land transfers as well as registration of land related encumbrances, being of fundamental character, must be executed by Government officials, however, the other tasks can be outsourced to other private entities, on the lines of mushroom expansion of cash transfers through small and local based enterprises such as Omni cash transfer centers, for carrying on these operations on local level through payment of certain fee. These local private documents providing centers can be integrated with the already established land record centers for ensuring an integrated upkeep of land record and transparency. In this regard a uniform land record policy can be implemented in the entire province for ensuring uniformity in the model.

c. Strengthening of existing infrastructure

The above-mentioned policy interventions are long-term solutions, which cannot be implemented without intervention of provincial legislative and political executives of the province, as these interventions involve an overall revamping of current legal framework under which the land administration is regulated. Besides, it will require massive financial input, which cannot be generated at the district level and therefore, these financial burdens are to be provided through provincial annual development budget. However, the current gap between demand and supply cannot be left to the mercies of a prospective policy intervention, therefore, to rationalize the existing gap, it is fundamental that the existing land record centers are strengthened through provision of Human Resource and other allied facilities including service center desks and operating systems. This policy analysis has brought to the fore that unless these service centers are injected with as much Human Resource and other facilities as are available, the incoming demand will not be met even for 50% of the total volume. The

increase in Human Resource and infrastructure must be need and evidence based and concerned Commissioners of the divisions can obtain this data from land record centers including data of land transfers and provision of land record documents of different villages of a specific period to mathematically calculate the demand patterns of land transfers and land record of different sub-districts and accordingly can suggest increase in available resources.

d. Streamlining the HR for optimal utilization

It has been noted that due to lack of coordination between two managerial offices i.e. Service Center In-charge (who is responsible for administration of the land record centers) and Assistant Director, Land Record (who is responsible for grant of land documents and execution of land transfers), the land record centers are not operating at their optimal capacity. This situation is further worsened by the lack of supervision or control over administrative, operational and financial matters of the land record centers by the local revenue administration i.e. Deputy Commissioner and Assistant Commissioners. In fact, these land record centers are operating as an isolated part of a revenue administration without any checks or audit. This situation can be remedied through following practicable policy interventions:

- i. The existing HR model provides two managerial posts including ADLR and SCI and the supervisory role is located in the Deputy Directors which are stationed in Punjab Land Revenue Authority (PLRA). PLRA is an overarching structure that provides for operational and supervisory enablers for coordination and regulation of operations and affairs of land record centers. However, this dispensation is a clear deviation from the erstwhile land revenue administration, which was centralized in the offices of Deputy Commissioner and Assistant Commissioners. Even with a colonial background and basis of the revenue administration, the old land revenue administration provided for grievance redress mechanisms at tehsil and district level. However, many of the ills, specifically unresolved grievances and complaints of general public, are attributable to this lack of oversight mechanism at tehsil and district level. Therefore, the powers of Deputy Directors stationed at PLRA can be delegated to the Assistant Commissioners and powers of Directors of PLRA can be delegated to Deputy Commissioners for filling in the above mentioned supervisory / monitoring gap.
- ii. The existing HR model should be remodeled through giving overall supervisory role of the land record centers to Assistant Director Land Records and thereby providing a single chain of command and responsibility for ensuring efficiency as well as singular responsibility.

a. Resolution of data link issues

It has also been noted that the service delivery has been compromised due to pendency of a huge number of land documents' issues. As much of these issues pertain to old revenue administration specifically land record officials i.e. Patwaris, therefore, without a proper integration of the efforts of officials of both the streams, these issues cannot be solved. It has also been seen that much of this pendency is attributable to lack of supervision by the concerned Assistant Commissioners at tehsil headquarters. Therefore, this policy document proposes following solutions:

- i. The concerned Assistant Commissioners should prioritize the land document related issues and notify timelines for their resolutions.
- ii. The concerned Assistant Commissioners should also notify teams comprising of service center officials and Patwaris (or any other member who is relevant for the resolution of issue) for resolution of issues within a specific timeline.



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