Punjab Government Consult
Volume II

Part - I

Relationship and Working Arrangement between Offices of Director-General of Police, SSP and SHO

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Part - II

District Revenue Administration

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PUNJAB GOVERNMENT CONSULTANCY
Volume II

Prologue

As per the terms of reference of the study by the IIPA, as laid down by the Department of Information Systems and Administrative Reforms of the Punjab Government vide the Agreement dated 23rd August, 2000 between IIPA, New Delhi and the Governor of Punjab through Information Systems and Administrative Reforms Department, Government of Punjab, and subsequent to the meetings of the members of the IIPA Consultancy Team with the Chief Secretary and The Principal Secretaries/Senior Officials of the concerned Departments of the Government of Punjab, the IIPA Team were to submit a consolidated report (Second and Final) on the field formation in the Revenue and the Police Departments, namely the functioning at the District level and at the Tehsil/Police Station level, and their relationship and working arrangemnts with the offices at the State level. Accordingly, the IIPA **Consultancy Team** consisting of **Shri M.C. Gupta**, Former Director of IIPA and Leader of the Team, **Dr. Jaytilak Guha Roy**, Associate Professor and **Prof. M.H. Malick** of IIPA visited Ludhiana on 18th and 19th December, 2002.

This is volume II of the report. It contains two parts. Part I deals with *Relationship and Working Arrangement between Offices of Director-General of Police, SSP and SHO*, and Part II deals with *District Revenue Administration*

PUNJAB GOVERNMENT CONSULTAN(
Volume II

Part I

Relationship and Working Arrangement between
Offices of Director-General of Police, SSP and SHO
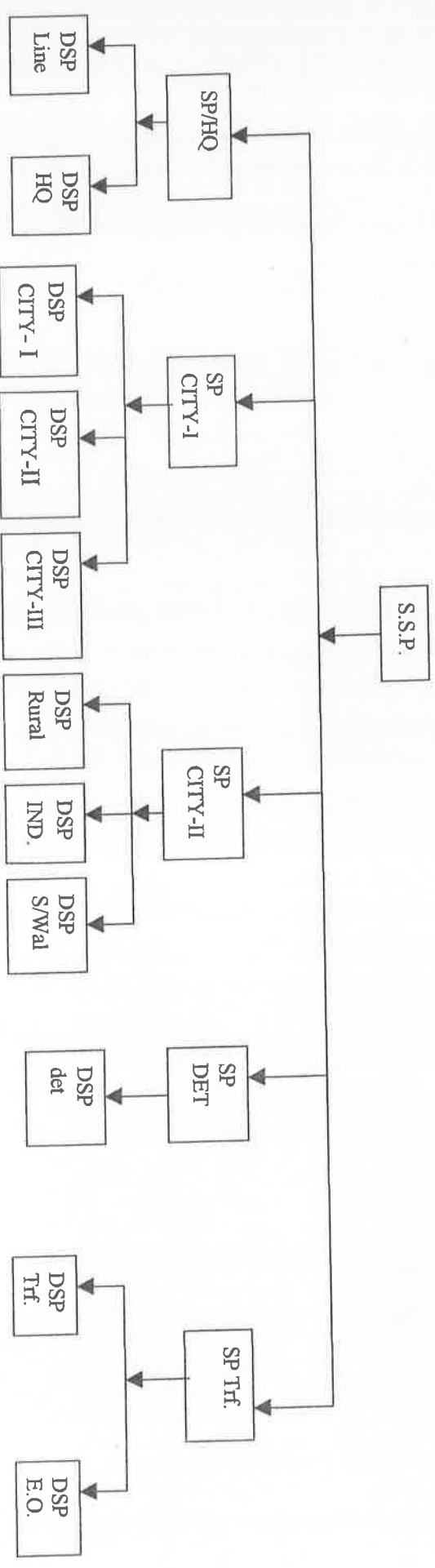
I.   <u>Scope and Methodology</u>

1.   This Report on the field formation in the Police Department in Ludhiana District, the field organisations of one rural and one urban thana or Police Station, and also on the relationship and working arrangement between offices of DGP, SSP and SHO, is based on the following methodology:

(i)   Administering the Questionnaire to the key officials in the District, namely the SSP, SP (HQ) and the SHOs of Sarabha Nagar (Urban) and Sadar (Rural) Police Stations;

(ii)   Open-ended discussion with these officials and also with the Deputy Commissioner and the Addl. Deputy Commissioner, Ludhiana; and

(iii)   Field observations.

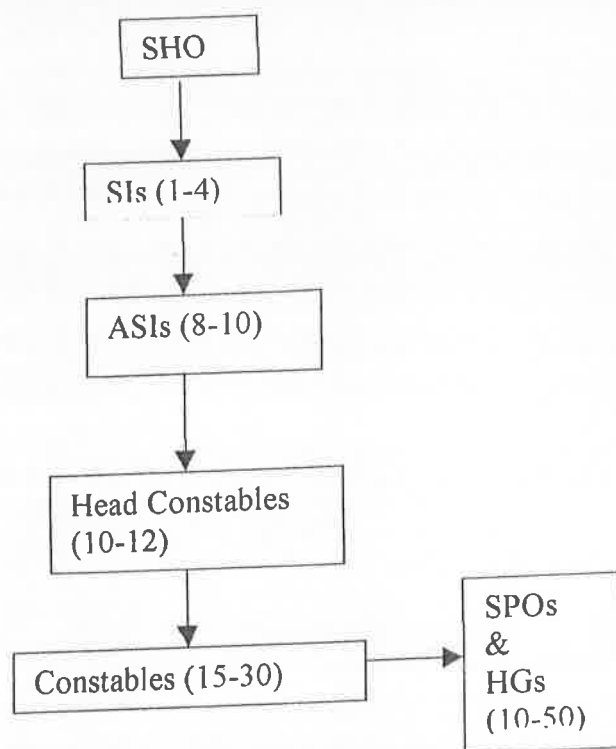II.   <u>Administrative Set-up of the District PHQ and Police Stations</u>

1.   The Police Headquarter in the District is under the charge of Senior Superintendent of Police (SSP). Below him in the hierarchy are Suptd. of Police (HQ), SP (City I), SP (City II), SP (Detective) and SP (Traffic). The Suptd. of Police (HQ) is assisted by two Deputy SPs, Suptd. of Police (City I) and Suptd. of Police (City II) by three Deputy SPs each, Suptd. of Police (Traffic) by two Dy. SPs, and Suptd. of Police (Detective) by one Dy. SP. The broad administrative set-up of the District Police Headquarter is shown in Table I on the next page:

Table I: Administrative Set-up of the Police HQ, Ludhiana District

```
                                    S.S.P.
      ┌──────────┬──────────┬──────────┬──────────┐
    SP/HQ     SP         SP         SP         SP
              CITY-I     CITY-II    DET        Trf.
   ┌──┴──┐   ┌──┼──┐   ┌──┼──┐      │       ┌──┴──┐
 DSP   DSP  DSP DSP DSP DSP DSP DSP DSP    DSP   DSP
 Line  HQ  CITY-I CITY-II CITY-III Rural IND. S/Wal  det   Trf.  E.O.
```

- S.S.P.
  - SP/HQ
    - DSP Line
    - DSP HQ
  - SP CITY-I
    - DSP CITY-I
    - DSP CITY-II
    - DSP CITY-III
  - SP CITY-II
    - DSP Rural
    - DSP IND.
    - DSP S/Wal
  - SP DET
    - DSP det
  - SP Trf.
    - DSP Trf.
    - DSP E.O.

2.   There are 18 Police Stations in Ludhiana District which has approximately 35 lakh population including migrant labourers from Bihar, Uttar Pradesh and Nepal. Each Police Station (PS) is under the charge of Station House Officer (SHO) who is an Inspector or a senior Sub-Inspector. Below him in the hierarchy are Sub-Inspectors(SIs), Asstt. Sub-Inspectors(ASIs), Head Constables and Constables. In addition, each PS is assisted by Special Police Officers(SPOs) and Home Guards(HGs). The number of police personnel in each rank varies from one PS to another in accordance with the size of population, area of jurisdiction, incidents of crime, etc. The general administrative set-up of the Police Station is shown in Table-II below:

Table-II: Administrative Set-up of Police Station

```
                    ┌─────────┐
                    │   SHO   │
                    └────┬────┘
                         │
                         ▼
                    ┌──────────┐
                    │ SIs (1-4)│
                    └────┬─────┘
                         │
                         ▼
                   ┌───────────┐
                   │ ASIs (8-10)│
                   └─────┬─────┘
                         │
                         ▼
               ┌───────────────────┐
               │  Head Constables  │
               │     (10-12)       │
               └─────────┬─────────┘
                         │
                         ▼
          ┌─────────────────────┐      ┌──────────┐
          │ Constables (15-30)  │─────▶│  SPOs    │
          └─────────────────────┘      │   &      │
                                       │  HGs     │
                                       │ (10-50)  │
                                       └──────────┘
```

III. <u>**Salient Points Emerged from Responses of Officials to our Questionnaire**</u>

The salient points which have emerged from the responses of officials to our Questionnaire are as follows:

1. (a) The existing relationship and working arrangement between the DGP office and SSP office

- Relationship is *hierarchical* and *formal*.

- All *communications* are *through proper channel* except those which are urgent in nature and discussed on telephone.

(b) The existing relationship and working arrangement between the SSP office and Police Stations

- Relationship is *structural* and *hierarchical*.

- *Lot of communications* are through *direct verbal orders* and on *wireless* sets as per day to day policing requirements.

2. Efficacy of the existing relationship and working arrangement

- Well *time-tested* system.

- There is only need to *strengthen* it by *improving the quality of the existing staff* through training and other measures and also by *filling up the vacant posts with well-qualified and computer-literate staff*.

- *Number of intermediary levels can be reduced* in regard to such matters as purchase of materials, vehicles, etc. Instead of the present arrangement under which the files move from SSP>DIGP>IGP> Addl. DGP>DGP it should be like in this order : SSP>IGP>DGP.

3. (a) **Extent of overloading and duplication of work in the office**

- To *some extent.*

(b) **Where does overloading and duplication exist?**

- *Multiplicity of returns including redundant returns* (such as return on Terrorist crime) going to various senior officers.

- Too many intermediary levels making decision-making process a bit slow.

4. **Measures to ensure effective coordination within the office set-up**

- *Training in managerial* and *inter-personal skills.*

- *Interactive sessions* in the form of *meetings* and *group discussions.*

5. **Measures to ensure effective coordination between DGP office and SSP office and also between SSP office and Police Stations**

- *Clarity of communication*

- *Immediate feedback* in the form of rewards and punishments to ensure timely disposal.

- Since communication system has improved a lot due to advancement of Information Technology, *verbal communication over phone* would be *more effective* than Fax and D.O. to ensure coordination for quick action.

- *Training inputs.*

6. **Specific areas where rationalisation of rules and procedures will help either**
   (a) *in reducing the decision-making time* or (b) *in introducing transparency and accountability at the appropriate level*

- *Delegation of authority* in terms of *decision making* (e.g. the sanction for minor punishment and censor in regard to cutting edge level functionaries, initiated by SHO, now goes upto SSP via Dy. SP and SP, whereas this could be left to the next higher official or the supervisor. Only the sanction for major punishments should lie with the SSP).

- *Clear demarcation of authority and responsibility.*

- *Power to award rewards and punishment* should be given *at the appropriate level of authority in the hierarchy.*

- From Gazetted Officers upto Constables, *DIG of Police* should be the *appellate authority.*

- *Revision of Punjab Police Rules.*

7. **Improvements, if any, required in the administrative set up of the Police**

- *Delegation of authority* in terms of *financial powers* and *decision making.*

- *Reduction* in the number of intermediary posts.

- *Clear demarcation of authority and responsibility* for the functionaries of *Police* as well as *other agencies of criminal justice administration* (e.g. for executive magistrates and judicial officers, delay in issue of proclamation orders *or* refusal of accepting chargesheets).

- The Punjab Police Rules should be revised and updated.

8. **Improvements, if any, required in the functioning at the district and police station levels**

   At Both the Levels

- Infrastructure

- HRD

- Greater accountability

- Transparency

- Use of IT for better supervision.

9. **Areas where use of IT and office automation will improve the functioning of office**

- *Maintenance of records* related to *crime, personnel, resources* (financial and material).

- Analysis of data and allocation of resources.

- Faster and more effective communication

- Traffic management.

- Serving of summons through a centralised computer-based system (already introduced in Ludhiana District).

10. **Items/office matters where introduction of single file system is feasible**

- No comment/response.

11. **The extent to which computerization has taken place in the functioning of District Headquarters and at the Police Station (PS) level**

    (a) *District HQ Level*

         * Some branches have been computerized, *e.g.* O/ASI, Accounts, Return Writer. However, emphasis is more on data feeding than on analysis and interpretation.

         * *Networking with Police Stations is poor.*

    (b) *PS Level*

         * Eleven out of 18 Police Stations have computers, but hardware/software on these computers is not as per contemporary requirements.

         * Computers are used only for typing.

12.   **Further steps required to ensure optimum use of computers for the efficient functioning of District HQs and Police Stations**

 *   *Better infrastructure* (hardware and software inputs).

 *   Provision of *networking*.

 *   Provision of *trained manpower*.

13.   **Specific powers (financial and functional) and/or functions which can be delegated to the SSPs and SHOs**

 (a)   *Financial*

 *   Power to utilize sanctioned budget without unnecessary upper limits.

 *   SSP should be the competent authority to recruit Constables.

 *   SHOs should be granted budget with power to utilize it at own level.

14.(a) **The changing contours of interaction between the State and District/Divisional heads of the Police Department, *viz.*, SPs, IGs and IGs posted in the field.**

 *   *No comment/response.*

 (b) **Improvement, if any, which can be effected in the above system**

 *   *No comment/response*

15. **The main causes of people's dissatisfaction over the functioning of the Police is their inability to prevent crime and, after the crime has been committed, to apprehend the criminals and to bring them to book. What steps would you like to propose to make the police functioning more effective and citizen-friendly at the District/PS levels?**

 •   I do not agree. *Crime is sociological, psychological and economic phenomenon.* No society is free of crime.

- Police is an executive arm of the government which is responsible for enforcement of State's laws and bringing the offenders of law to book.

- *Police has a separate sub-culture* because of specialized nature of its duties and perceived nature of job, heavy demands of duties and personal level of family life.

16. **Can a new system be introduced to ensure registration of FIR through Internet?**

- *Yes*, but *with adequate safeguards.*

17.(a) **Details of mechanism, if any, exists for interface/interaction between the Police and the citizens including the MPs, MLAs, Panchayat Leaders and Social Activists.**

- *Beat System*

  Since last year the beat system has been introduced in police district Ludhiana. Under this scheme the entire jurisdiction of each police station has been subdivided into small segments known as beats. Each beat has been marked to a particular Constable/Head Constable who is responsible for the crime and law and order in that area, very much like a SHO is responsible for the area under his jurisdiction. The Beat Officer is directly supervised by the Zail Officer who is responsible for a number of beats constituting his zail. The beat system imparts responsibility to the lower staff and motivates them to take initiative in the day to day working of police. The entire district has been divided into approximately 400 beats. In the last one year the Beat Officers have dealt with 5789 complains and registered 472 cases on their own initiative. The handling of crime and dealing with the public have boosted the morale and enhanced the professional skill of police.

- *Salahakar Samities*

  The functioning of the police is generally confined to the people who approach the police for their problems. This limits the contact of the police with the public at large and thereby adversely affecting the image and effectiveness of police due to the lack of support of public. To counter this, *a proactive approach* to reach out to the public and involve

them in ensuring the general well-being of their area alongwith police has been initiated through the formation of Salahakar Samities. Each Beat Officer has selected 30 to 50 persons hailing from all walks of life, residing in his beat who have been enrolled as member of the Salahakar Samities. Through approximately 400 Beat Officers, the police is interacting with approximately 15000 persons from different strata of society on regular basis. Meeting periodically, Samiti puts up various problems relating to all aspects of life to the Beat Officers who act as the nodal officer to aid them in the redressal of the same. Not only have these committees gone a long way in reaffirming the image and role of police in the public but have provided the police with friends in the masses who provide invaluable information and support in both routine functioning and in the times of need.

- ### *Crime against Women Cell (CAW)*

Handling marital disputes are a major part of police work. Often the people involved are either misled or handled improperly resulting in enhanced discord resulting in permanent damage to the families with little chance of reconciliation. Keeping this in view, the CAW Cell is a remarkable attempt to involve the community in settling and sorting out marital disputes in a better and a more constructive manner.

The CAW Cell is headed by a Deputy Superintendent of Police and comprises of a number of panels. Each panel has a representative of police alongwith panel members, who are civilians, hailing from different walks of life, who voluntarily devote their time and effort to this cause. Since its inception in September 2001, the CAW Cell has dealt with over 1081 complaints. Of these, only 40 have resulted in registration of a case while the rest have been sorted out through compromise or amicable separation as mutually agreed.

- ### *Single Window System*

It provides a single point of contact for the general public to provide/obtain information to/from police about public complaints, stolen/recovered motor vehicles, police clearance certificates, civil and military verifications, pass port verifications, etc. A new building is being constructed in CIA Hqrs. at DPO Ludhiana with grant of Rs.8 lacs from the Deputy Commissioner's office and Rs.6 lacs from CPO. A community resource centre and a victim relief centre will also be set up in a building

adjoining the single window building. An additional fund of Rs.5 lacs has been provided for that purpose.

(b) Suggest improvement for the present system to improve the credibility of the police.

- *Shrimanji* concept, *i.e.* improvement in police behaviour.

- Emphasis on training.

- Infrastructural improvements.

18. **Suggest Measures for improving the functional efficiency of District HQs and Police Stations (in order of priority).**

District Level

(i)   Infrastructural improvement.

(ii)   Human Resources Development.

(iii)   Greater accountability and transparency (through measures such as single window system).

(iv)   Use of IT for better supervision.

P.S. Level

(i)   Infrastructural improvement.

(ii)   Human Resources Development.

(iii)   Greater accountability and transparency (through measures such as right to know regarding one's complaint).

(iv)   Use of IT.

19.   Specific suggestions for the improvement of overall functioning of your office and its related units.

    •   Same as at 18 above.

20.   Suggest measures for a more cohesive and smooth functioning between the Police, Magistrate and the Judiciary in the District, keeping in view public interest, human rights, etc.

    (i)   *Clear demarcation of duties and responsibility.*

    (ii)   *Transparency in working.*

    (iii)   *Clarity of communication.*

    (iv)   *Introduction of commissionerate system in metros.*

IV.   Training initiatives in Ludhiana Police: An example of Good Practice

1.   **Importance of Training**: Every profession requires constant training inputs to be given to its members so as to keep pace with the changing times. This is more so in the case of police organisation where success largely depends upon the level of competence and commitment of each individual officer.

In recognition of the important role of training, Section 19.1 of the Punjab Police Rules (PPR) provides:

"Superintendents of Police shall give their attention to the training of all officers and men serving under them. The object of such training shall be to inculcate in police officers habits of physical health, activity, discipline, self-reliance, observation, punctuality, sobriety, courtesy and straight forwardness of dealing in the execution of their work as also a knowledge of the technical details of the work required of them. Training shall be a continuous process carried on in the course of work. All gazetted officers and upper subordinates are responsible that junior officers serving under them are given instructions and opportunities of acquiring experience of as many branches of police work as possible. Officers are required to communicate instruction received at the Police Training School and elsewhere to other officers serving under them".

Section 19.6 of the PPR provides for the annual training of Constables. Every Constable posted in a district police station, or an outpost, shall be called into Lines for one month training in drill and instruction at the headquarter school. He shall be examined by gazetted officer, or reserve inspectors before returning to his police station.

2. **Police Lines Training School, Ludhiana**: Section 19.8 of the PPR provides that every district headquarter shall have a headquarter school established in the police lines. A suitable NGO shall be given the charge of this school. He shall be responsible under the general supervision of the Lines Officer or Reserve Inspector that the school functions regularly according to the programmes and time table by the Gazetted Officer in-charge of the Lines of the Reserve Inspector.

In pursuance with the above provision under the PPR, the Police Training School, Ludhiana was established in the Police Lines on 17th July, 2002 with a view towards providing each member of the district police force from the senior most level to the constabulary at least two training courses in a year. The objectives of establishing this school are as follows:

(i) To provide in-service task-oriented training in various courses to all ranks of the district police.

(ii) To test and quantify the knowledge and skills of officers and men.

(iii) To expose the police officers to latest concepts in management, information technology, art of public speaking, self-motivation, etc.

(iv) To provide an environment suitable to self-development and personality-enhancement.

(v) To provide library facilities.

3. **Infrastructure**: The Police Training School, Ludhiana has a library, four classrooms, a Principal's room, and a beautiful lawn, besides other basic facilities.

4. **Faculty**: Retd. DSP Sh. Gurnam Singh has been appointed as the Principal of the School. He is assisted by SI Harvinder Singh and three other subordinates. The lectures are delivered by the Gazetted Officers, SHOs, NGOs, Head Constables and Constables. SP(Hqrs.), Ludhiana is the overall supervising officer. He alongwith the Principal prepare a schedule of courses for the school and also decide the course content and the time table. At the end of each course a written or an oral examination of the trainees is conducted.

5.   **Course**: A total of 32 different courses of duration ranging from 2 to 10 days were proposed during the year 2002-2003, out of which 13 courses were so far conducted with the participation of as many as 195 NGOs and 1007 personnel for various other ranks (For details, see Annexure I).

Besides the above mentioned courses, practical training sessions on crowd control, anti riot drill, self-motivation exercise, use of tear gas, weapon training and traffic education were held from time to time during Monday general parade.

6.   **Future Plans**:

(i)   To furnish the computer lab with a power point, LCD projector, new computers, printers, etc. for training of policemen. Deputy Commissioner, Ludhiana has been requested to provide funds for the same out of his discretionary funds.

(ii)   To add more books and audio visual aids to the library.

V.   Major Findings

Based on our analysis of questionnaire, open-ended interaction with the key officials of the District and also our own field observations, the major findings of the Consultancy Team are as follows:

1.   The relationship and working arrangement between DGP office, District Headquarter and Police Stations are based on a *solid time-tested system*. However, there is need for better confidence building measures.

2.   The *number of intermediary levels* should *be reduced* to facilitate expeditious decision-making.

3.   There is need to ensure delegation of authority in terms of financial powers and decision-making.

4.   There is scope for reducing unnecessary work-load arising out of multiplicity of returns including redundant returns.

5.   There is enough scope for the use of information technology not only for effective policing but also for providing better service to the people.

6. There is scope for outsourcing on selective basis some of the peripheral police jobs such as storage of huge number of stolen and unclaimed vehicles, maintenance of police transport, etc.

7. A system of registration of complaints through internet may be introduced with necessary safeguards.

8. There is scope for rationalisation of rules and procedures with a view to reducing the decision-making time and introducing transparency and accountability at all levels.

9. There is need to demarcate the authority and responsibility of the functionaries of police as well as other agencies of criminal justice administration.

10. The District Police have taken a number of laudable initiatives in community policing and human resource development through training. These initiatives and good practices should not only be sustained with the help of formal mechanism but could also be replicated elsewhere by the Punjab Police.

VI. Recommendations

Based on our findings as referred to above, we now give our recommendations as follows:

Strengthening the present Relationship and Working Arrangement between DGP Office, District HQ and Police Stations

1. The quality and competence of the existing staff at all levels should be improved by providing need-based and task-oriented training. As a first step towards this end, the Director General of Police should engage a suitable consultant in order to make comprehensive training need analysis and prepare training modules for the police personnel at various levels.

2. As for filling up the vacant posts, a *Task Force*, consisting of senior officials from the Department of Home Affairs and Justice and the Police, and also from the Punjab State Public Service Commission, should be set up by the Chief Secretary so as to formulate a *Manpower Plan for Police* for the next 5-10 years. The proposed Task Force should also lay down the minimum and the desirable

qualifications for all the posts in the State Police Service with a view to filling up the vacant posts in future with well-qualified and computer-literate staff.

Reduction of the Decision-Making Levels

3. The number of intermediary levels in decision-making should be reduced in regard to such matters as purchase of materials, vehicles, renovation of office building/rooms, etc. Instead of the present arrangement under which the files move from SSP>DIGP>IGP>Addl.DGP>DGP, it should be like in this order: SSP>IGP>DGP.

Delegation of authority in terms of Financial Powers and Decision-Making

4. The authorised officers at different levels upto SHOs should have the power to utilise sanctioned budget with appropriate guidelines.

5. Power to award rewards and punishment should be given at the appropriate level of authority in the hierarchy.

6. As far as feasible, decision-making power should be delegated to the next higher official or the supervisor. As for example, the sanction for minor punishment and censure in regard to cutting edge level functionaries, initiated by SHO, now goes upto SSP, via Dy. SP and SP, whereas this could be left to the next higher official or the supervisor. Only the sanction for major punishments should lie with the SSP.

7. The DGP should constitute a *departmental Task Force* to identify the matters for which reduction of intermediary levels and/or delegation of authority are feasible, and to suggest modalities (*e.g.* issue of office orders or revision of Punjab Police Rules) to implement them.

Reduction of Unnecessary Workloads

8. In view of unnecessary workloads at the District HQ and PS levels due to *multiplicity of returns* including redundant returns (such as the return on Terrorist Crime), it is recommended that a Task Force consisting of senior officials from police, law and other concerned departments be constituted by the Principal Secretary, Home *to scrutinize all the returns* presently used at the District HQ and PS levels and *suggest rationalisation and simplification* of these returns so as to reduce unnecessary workloads on Police.

Use of IT and Office Automation

9. Apart from the matters already indicated in Part I of our Report on the Department of Home Affairs and Justice (See Recommendation No.10, pp.53-54), we recommend further that the *IT and office automation* should be used *effectively* and *extensively* to improve the functioning of the Police at the District and PS levels in regard to such other areas/matters as maintenance of records related to personnel, resources (financial and material), analysis of data and allocation of resources, faster and more effective communication, traffic management, and last but not the least, serving of summons through a centralised computer-based system, already introduced by Ludhiana Police.

10. In order to ensure optimum use of IT and office automation for Police work, appropriate hardware and software support should be provided, and the police personnel at various levels should be adequately trained in IT and computers.

Outsourcing of Police Functions

11. Based on our observations during the visits to two Police Stations in Ludhiana, we reiterate our recommendation made in Part I of our *Report on the Department of Home Affairs and Justice* (No.15, p.56), that certain peripheral Police functions such as maintenance of police transport, care and custody of stolen and unclaimed property could be contracted out to private firms.

Replication of Good Practices initiated by Ludhiana Police in Community Policing and HRD

12. Salahakar Samities, Crime against Women Cell and Single Window System (for details, see pp. 9-11 of this *Report*) are examples of good practices and initiatives taken up by Ludhiana Police. So also its training initiatives (For details, see pp. 12-14 of this *Report*). Based on our field observations on some of these practices and initiatives, we recommend that the Principal Secretary, Home should examine the possibility of commending these to other districts with appropriate modifications.

Revision of Police Manual

13.   There is urgent need to revise and update the Police Manual as also the Punjab Police Rules. This task could be entrusted to some Institute or consultancy organisation.

Setting up a Special Cell for Economic Offences

14.   It is felt that the Police Department should be relieved from their present responsibility of handling cases relating to economic offences since they neither have the expertise nor have adequate time to deal with such cases. It is therefore recommended that the State Government may consider setting up a Special Cell under the Home Secretary or Finance Secretary to deal with all cases relating to economic offences. Experts in the fields of Audit, Accounts and Finance should man such a Cell.

Need for constant effort to motivate and refresh Police Personnel

15.   It is an unfortunate fact that the general impression about the police in the public mind is rather unhappy. While the police have their own difficulties and compulsions there is need for a more citizen focussed approach which would require a combining programme for modification in motivation, attitudes etc. at different levels. Image building of the police is also necessary.

POLICE TRAINING SCHOOL, POLICE LINES, LUDHIANA

TRAINING COURSES PROPOSED DURING THE YEAR 2002-2003

Sr. No.	Name of Course	For Rank	Duration
1.	Basic Training for PCR	Constables & HC's	15 days
2.	Basic Course for M.H.C's	M.H.C's	10 days
3.	Physical Fitness & unarmed combat (U.A.C)	Police Line Reserves	7 days
4.	Basic Training in Computers	Readers, NGOs and Branch Heads	7 days
5.	Wireless operators course	SPOs	7 days
6.	Investigation Course	Head Constables	5 days
7.	Beat officer Course	Constables and HC's	3 days
8.	Course for Economic Offences	NGOs	3 days
9.	Crime Scene Inspection and Protection	HCs NGOs	3 days
10.	Course for Readers	Readers	3 days
11.	Refreshers Course for Drivers	Drivers	3 days
12.	Riots Control Course	Constable to GOs	3 days
13.	N.D.P.S Act	NGO's	2 days
14.	Management of force and Police Stations	SHO's	2 days
15.	Refresher Course for M.H.C's	M.H.C's	2 days
16.	V.I.P. Security	Constables to GOs	2 days
17.	Weapon Training Course	All Ranks	2 days
18.	Gunmen Courses	Gunmen	2 days
19.	Supreme Court Judgements Sh. D.K. Basu	Entire force by rotation	2 days
20.	Course of Departmental Enquires	Inspector and GOs	1 day
21.	Ledership and Management	GOs and SHOs	1 day
22.	Handling and Packages of evidence	HCs and NGOs	1 day
23.	Course for Public speaking and Public dealing	Constables to GOs	1 day
24.	Stress Management	Constables to GOs	1 day
25.	a) Course on Office Procedures b) Course on Accounts and DDO Powers	GOs	1 day

26.	Course on White Collar Crime a) Bank Fraud b) Land/Property Fraud c) Travel Agent Fraud d) Finance Companies e) Cyber Crime	NGOs and GOs	1 d
27.	Course of Improving Police Community Relations	GOs, SHOs and Beat Officers	1 day
28.	Course on Crime against Weaker Sections (Special, laws & Provisions)	NGOs and GOs	1 day
29.	Course on Inspection and Supervision of a) Police Stations b) Headquarters (DPO) c) Line Office	Inspector and GOs	1 day
30.	Course of Crisis Management	SHOs and GOs	1 day
31.	Enquiry regarding Complaint	ORs	1 day
32.	Procedure of Arrest and Bails	ORs	1 day

So far the following courses have been organized in the Police Training School.

Sr. No.	Name of Courses	No. of Participants	
		NGOs	ORs
1.	Investigation and complaint training course	--	243
2.	Beat Officer Training Course	--	347
3.	Investigation Special Accident Squad	33	34
4.	Complaint Training Course	---	09
5.	Gunman Training Course	---	83
6.	CCIS Training Course	17	Nil
7.	SI(D) Training Course	16	--
8.	Gypsy Driver Course	--	45
9.	Investigation Officer Training Course (NGOs with ORs)	102	159
10.	Quick Reaction Team Training Course	1	13
11.	Counselling of Child Victim Training Course	26	22
12.	MHC Training Course		27
13.	Investigating Officer Training Course (Head Constable)		25
	TOTAL	195	1007

PUNJAB GOVERNMENT CONSULTANCY REPORT
VOLUME-II

Part-II Report on District Revenue Administration

The Report for the Department of Finance, Excise and Taxation and Revenue has been submitted. The report of the Secretariat level and the second report concerning Head of the Departments have been merged together to form one single report the recommendations of which have already been considered and implemented by the Punjab Government Secretariat and they are annexed along with the summary of the main reports. The third level report which was concerning the study at the district level, has now been completed. To finalize this job the team of faculty doing the consultancy have visited Ludhiana District on December 17-18, 2002. Detailed discussions were hald with the Dy. Commissioner, Ludhiana and his officials. Subsequently, a visit to Jagraon Tehsil was made for studying Tehsil level Revenue Administration.

District Revenue Administration is headed by Dy. Commissioner also known as Collector and supported by Additional Dy. Commissioner (ADC), District Revenue Officer (DRO), Sub-Divisional Magistrate (SDM), Tehsildars, Naib-Tehsildars, Field Kanungos and Patwaris. Ludhiana Revenue Administration comprises seven sub divisions, six sub-tehsils, nine hundred and sixty seven villages, four hundred forty Patwar circles and forty-four Kanungos circles. Dy. Commissioner is head of the district in the role of District Collector, Registrar and District Magistrate. Additional Dy. Commissioner looks after the work of Additional District Magistrate, Collector for Registration work (US47A) and other work entrusted to him. District Revenue Officer looks after the work area of maintenance of revenue records and other revenue related matters. He also acts and advises the Dy. Commissioner. He replies to Government queries and convene meetings. Sub-Divisional Magistrate is the appellate authority of revenue cases and is also the Land Acquisition Collector.

Tehsildar/Naib-Tehsildar is Circle Revenue Officers. They look after revenue work, mutation and updation of revenue records along with the registration work. They are incharge of recovery of government dues, court cases and act as Magistrate also.

The office establishment comprises a Sadar Kanungo, three Naib Sadar Kanungos, five to seven clerks at the Dy. Commissioner's office. Two office Kanungoes and five officers at Tehsil level. For the registration, there are two registration clerks at the Sub-Divisions at Ludhiana East/West and one registration clerk each is provided at the Tehsil of the District. The budget estimates for the year 2003-2004 under the head 2029 Land Revenue 108 land records, two district establishments are as follows:

Proposed budget estimates for Dy. Commissioner Ludhiana, 2003-2004 under head 2029 Land Revenue. 103 Land Record establishment.

Sr. No.	Name of Tehsil	Provision for the year
1.	Ludhiana (East)	1,13,24,443.00
2.	Ludhiana (West)	96,50,218.00
3.	Jagraon	1,31,17,998.00
4.	Samrala	82,06,586.00
5.	Raikot	74,76,751.00
6.	Khanna & Payal	87,58,935.00
7.	Saddar	09,03,466.00
	Total	5,94,38,397.00
	Add 20%contigency	1,18,87,679.00
	Grand Total	7,13,26,076.00

At the district level the Dy. Commissioner has the final responsibility for almost everything. In the present set up his power is diffused. All major departments of state have a senior officer at the district level who is answerable for the department. However in critical situation the DC is expected to be ultimately responsible. Apparently the buck stops there. And that being so while the respective officers of the line department may continue to exercise authority and be answerable, the DC should have the overarching supervisory powers. Perhaps this is ensured through monthly coordination meetings and also through ACR system. However this would need to be made more effective. The case in point is non-judicious expenditure of around 100 crores by the different departments. Also the department heads do not have expertise in project management to undertake development projects.

Six IAS officers and fourteen PCS officers were posted in the district. In all at the District Commissioner Office there are one huhdred and twenty-three positions out of which twenty-one are vacant. The total district staff comprises two hundred and fifty people. There are one hundred and eighty to one hundred and ninety positions including officers with the Zila Parishad.

The operational efficiency of the district administration is affected due to abrupt cuts which is affecting the modernization of the district administration and there is a struggle for everything. For Mutation in urban area the workload is more. The contested and uncontested work cannot be merged which forces SDMs to continue handling the contested mutations. Ludhiana district has a total budget of Rs.4.87 crores for 2002-2003. Maintenance of a land record is a big headache for the district administration. There is a need for innovative methods for using Information Technology for the

purpose. The example is the computerization of Jamabandi records, which can be scanned, digitized and put on computer. This will result in temper proof records and will help in avoidance of mis-interpretation. Abolition of land revenue has deteriorated land records. There should be different slabs of revenue depending on the class of land. The example of which is the irrigated land must attract more taxes. Management and maintenance of land records has also become vital due to increase in urban and semi-urban land. It is needed that the system should be clean and transparent to thwart any interference.

A District Information Society should be formed for maintaining citizen service. In the present system the Patwari is sole custodian of the land record, which is dynamic and is undergoing change constantly. Both at the district and at the headquarter level all new registrations are taking place with scanning of the photographs of the officials from the district administration along with the seller, buyer, and witnesses.

There is a view that the mutation must be carried out after the registration. In the absence of the consolidation work, which has not been done after 1950-60, Patwari is forced to maintain different kind of records in the present system, which was conceived in 19th century with an understanding of reviewing the system every 30 years.

With the headquarters and district administration there is formal and informal channel of communication. Institutions are becoming personalized and normal letter does not evoke response which is invariably followed by DO and then on telephone which seems to be working fine in the present set up. Computerization of records of land at the Ropar and Fatehgarh Sahab has been kept under hold due to some glitches. Revised software is being worked out to make registration and mutation work user friendly.

The computerization of registration alone cannot be made automatic for mutation as mutation is to be carried out in public in the presence of buyer and seller. The difficulty is faced when the ownership is not traceable the evaluation is not done properly or the property is not valued. It is also hampered due to prevalence of various land measuring system, map scaling, records being kept in Urdu language and maps stored in various shapes and sizes. The mutation necessitates recording all the details, which are now carried out in the manual system. Any computerization should include all the characteristics of the manual system, which seems possible only through scanning of the records and digitizing the same in the present form.

Difficulties are faced with ever-increasing urban limits, which are making it cumbersome to incorporate appropriate changes. The revenue hierarchy starts from Patwari. Their recruitment, training, orientation, computer literacy and their training in behavioral aspect keep them motivated have become very important. There is a need for total computerization of all the records at least prospectively. It will be useful for agrarian reforms. In the earlier system at the village level chowkidars were appointed who use to serve as informant for police officers and helped in revenue administration.

The system seems to be on the decline. It is, therefore, suggested to reinvigorate the chowkidar system.

Some of the important issues highlighted by the district officials during the meetings are;

- Proper recruitment and quality of manpower;
- Transparent system about transfer and posting with fixed tenure for officers and other staff.
- More autonomy for Dy. Commissioner;
- Improvement in communication and mobility;
- Avoidance of half-hearted or piecemeal jobs;
- Reevaluation of manpower for handling unimportant jobs like protocol duty from top to bottom;
- Patwari maintains his Basta manually and acts as the custodian of all the records. His salary does not commensurate with the workload assigned to him. A more qualified and capable person with higher salary can be recruited.

In the present set up, there is a need for attitudinal change at all levels, as the work being carried out needs more expertise. Till such time, the recruitments are made job specific with proper background qualifications it has become essential to enhance skills of the officers and staff. Even at the Deputy Commissioner level training in financial management and project management seems essential. There is also a need to understand the role of NGOs in governance. It has taken nearly 100 years in the United States to make NGOs a potent entity in the matter of governance. Slowly their role must also be acknowledged in establishing interface of NGOs with the government.

I. Discussions at Jagraon Tehsil

Discussions were held with District Revenue Officer, SDM, Tehsildar, Naib Tehsildar and a crosssection of employees working in the various section of the Tehsil. We also examined the methodology of working, the paper work and various points of interface with the public. Following is the record of observations during the visit.

Patwari is the main functionary who reports all the matters concerning the Tehsil work. The background material is originated from Numbardar or Sarpanch and then passed on to Patwari from where it goes to Kanungo and then it reaches to Tehsildar and SDM. Patwari is the custodian of all the documents.

In a Tehsil broadly following is the routine work, which is carried out on a day today basis.

- Attestation of affidavits and other papers;
- Issuance of all kind of certificates like border area, residence area, backward class, scheduled castes, dependency certificate, small farmer, large farmer, rural area, urban area and domicile etc;

- Issuance of copies of the records including land records and court cases;
- Recovery of government dues, land revenue and recovery on behalf of other departments.

All government dues are recovered by Tehsildar as Tehsildar acts AC-I, AC-II and is responsible for Attestation/Mutation and all partition cases for land. The other work involved in court cases and Numbardari, Girdwari and Chowkidari.

Tehsildar is the head of revenue establishment and is responsible for all the registration and other transaction beyond Rs.100 has to be registered. Tehsildar also looks after transfer and sale of land, sale deed, mortgage deed, gift deed, issuance of special power of attorney, registration of bill, adoption deed, court decree, registration of marriage, and issuance of non-incumberance certificate. He also maintains all registration records.

SDM acts as an appellate court and is the appellant authority. Final certification of all type of certificate issued are carried out by the SDM. SDM is the DC of Sub-division. SDM does not carry financial power. He is kept aware about the officers of the various departments leaving headquarter for example, health, education, animal husbandry etc. Thus, SDM is the nodal officer concerning administrative work matters of all departments.

Patwari in the village acts as nodal official for Jamabandi/ Khasra/ Girdawri/ Roznamcha/Inteqal/ Registration and Mutation work . If Jamabandi is to be computerized by Patwari like Fatehgarh saheb. The cost will be met by the user. So Jamabandi will be quick which is the basic land record.

A system of maintaining record using passbook with color code, may be conceived, indicating basic holding may be in yellow so that any change at later date may be recorded in red or any other color. Owner will know in his passbook all the recordings resulting from various transactions.

Office of Kanungo:

Kanungo is the supervisory official of the leader of Patwaris. All pending reference/ statement or report covering patwari is given by this office. All mutations are consigned here. All (consolidation) records are kept at his level.

Musavi (map of field) – converted to Lattha, which Patwari has, is made of cloth. Field book is written in Karam, which has all the dimensions (measurement and area). Every 7th Sept. Jamabandi is consigned at Kanungo office and every 30th April it is consigned to Sadar office (DC office). Every five years all mutations are transferred to DC office concerning Jamabandi, i.e. Sadar Office. They maintain district office.

Court work; Partition- When property is divided into several parts if everybody is not present then ex-party judgment is made. For proper compliance it may take six

months to one year. Partition decision can be appealed to SDM who may order to look into the case afresh.

Recovery matter – land revenue cases.DC office sends the case and Tehsildar recovers. This record should be fed in computer department-wise. For argument sake if DC office send 100 cases and Tehsildar acknowledges 10, there is no mechanism to monitor. In such scenario it is imperative to share some revenue with the Tehsil as a percentage of revenue recovered. Also an incentive scheme can be made operational to reward the officials making recovery on the lines of customs/income tax departments. Before awarding any loan the govt. must verify from Tehsil the bonafide of the party. Similarly for all the services rendered by Tehsil including the registration a token money of Rs.100/- can be charged extra for up-gradation of office of the Tehsildar. The money can be spent on computerization, furniture etc.

Office of the Wasil Baqi Navis:

Incharge of All the records concerning Numbardar/Chowkidar and Abiana. All money collected by Patwari and day book entries are recorded by this office.
Numberdar and Chowkidar are appointed by DC on recommendation of Tehsildar – SDM. If they do not work they should be immediately punished by SDM. There are no such powers with SDM only DC is empowered which is time-consuming.
The Numberdar is given Pachotra (incentive) @ 10% of the collected amount.
The Tehsil consists of 101 Patwari,11 Kanungos, 2 Clerks revenue, 3 Tehsildars and10 Peons.
Besides above there are 9 Kanungos under head 2029 and 10 clerks with 14 peons under head 2053.
Revenue collection is between 2.5 to 3 lacs. In addition to that 10-15 lacs govt. dues are also collected.

II. District Revenue Administration

D.C.
A.D.C.
D.R.O.
S.D.M.
Tehsildar
Naib Tehsildar
Field Kanungo
Patwari

There are 7 Sub Divisions, 6 Sub Tehsils, 967 villages, 440 Patwar Circles and 44 Kanungo Circles. DC is head of the District, i.e. District Collector, Registrar and District Magistrate. A.D.C. – Look after the work of A.D.M. Collector – Registration work (US 47A).
D.R.O.- looks after the work to maintain Revenue Record, he aids and advises to DC. Replies to Govt. and convene meetings.

S.D.M. Appellant authority of Revenue cases, also Land Acquisition Collector. Tehsildars/Naib Tehsildars - They are circle Revenue Officers, look after Revenue work, Mutation, updation of Revenue Record, Registrations work, Recovery of Govt. dues, court cases. They are Executive Magistrate also.

III. Office Establishment

- Saddar Kanungo
- Three Naib Saddar Kanungo
- 5 - 7 clerks at DC's office
- Two office Kanungos
- 5 officers at Tehsil Level.

IV. Regarding Registration

- Two Registration clerks at the Sub Division at Ludhiana (East/West).
- One Registrations clerk in each tehsil of the District.

V. Response to the Questionnaire

Compilation of data collected through administering the questionnaire to the district officials. The response was compiled by DC Ludhiana and was handed over to the team of consultants at Ludhiana.

1. What measures have been taken to improve efficiency in your department in the last five years at the District/Tehsil levels?

   To bring efficiency in the working of Revenue Department the guidelines laid down in the Land Record Manual and Administration Manual are strictly adhered to. The supervisory staff/officers are doing checking as per norms and surprise checks are also conducted. The reports and the working of the Revenue Staff are reviewed in the monthly meeting. The revenue record rooms have been provided Photostat machines, lamination machines and book binding machines to issue copy of revenue record. It has facilitated relief for general public.

2. Are the persons working in the department properly trained in Revenue Act, Laws, rules and procedures?

   Yes, the persons working in the department are well conversant with the Act and Rules. For Patwari, Kanungo and Naib Tehsildar we have training Institute at Jalandhar under the control of Director, Land Record, where the above-mentioned functionaries are trained and they are to pass the departmental examination.

The Tehsildar, P.C.S. and I.A.S. officers have also to undergo training at Mahatma Gandhi Institute of Public Administration at Chandigarh and pass departmental examination. Refresher courses are also conducted simultaneously in both Institutes for all the categories.

3. What are the measures required for motivating the staff for effective functioning?

The work done by the revenue officiass is voluminous and time consuming like preparation of Jamabandi, recording of khasra Girdawari etc. Employees who are doing good work should be given special incentive like special increment, appreciation/recommendation certificate, posting in better circle so as the other officials get motivation to improve. Employees who are not working honestly should be severely punished.

4. What changes do you suggest in the delegation of powers?

Concentration of powers at one stage causes unnecessary delay. Sub Divisional administrative matter should be finalized at the Tehsil level and district level matter should be dealt at district level. There should be decentralization of powers. Appeals against the orders of Collector (S.D.Ms) in the cases of partition lies with Divisional Commissioner and appeal against the orders of Divisional Commissioner, appeal lies with Financial Commissioner. The powers for appeal against the order of Collector (S.D.Ms) should be delegated to the Deputy Commissioners and Divisional Commissioner respectively. Orders passed by the Divisional Commissioner should be final. Some time sale deed got registered by miscreants through impersonation, in such situation, Collector should be empowered to cancel the registered deed after due enquiry, if it is found wrong by impersonation.

When any mutation is sanctioned wrongly thereafter the same is incorporated in the Jamabandi, no office in the revenue department can order the review of such mutation. Necessary amendment may be made in the revenue law and powers may be delegated to District Collector who would be competent to order the review of such mutations after due enquiry.

5. To what extent computerization has been introduced in your functioning at the District/Tehsil level. Has it improved the functioning?

We have received Rs.15 lacs for computerization of Land Record from the Govt. The project could not be started because of software problems. The project was started in District Ropar and then in district Fatehgarh Sahib. Revenue Record of some villages was computerized. The software provided by the NIC is being changed. Now the govt. has decided not to do any computerization till the new software is provided.

6. What measures do you suggest to improve coordination between various departments and the District/Tehsil level?

So far revenue matters at the village level are concerned, there is good coordination with police department. The record of birth and death is maintained by the village chowkidar and is submitted to the police stations.

Regular meetings take place on different issues with the latest technology the coordination between the departments have improved a lot. Almost all the offices are in the Mini Secretariat. So there is good coordination and there is no problem at district level. There should be interaction with the department people, so that they can work in a cordial atmosphere. However, there is no coordination between different departments at Sub Divisional/Tehsil level. Monthly meeting to review progress should be conducted at Sub Divisional level also.

7. What changes do you suggest to enable computerization of land records?

As mentioned in Para no.5 above, the State govt. is formulating new software in which all the records, i.e. Jamabandi, Roznamcha, mutation register, khasra girdawari are to be computerized.

8. What are the difficulties faced in maintaining proper land records and regularly updating them?

To maintain proper revenue record there are set guidelines. The consolidation/settlement should take place after every 30 years. In Punjab it is yet to be done the life of the papers with the passage of time get spoiled and it is very difficult to maintain revenue record. The volume of record is huge which is kept in Bastas. There should be separate Boxes for each village.

Due to urbanization there are lot many transactions taking place for residential/commercial sites with result the size of Jamabandi has raised. It is difficult to maintain revenue record including field book etc.

9. What are your views about political interference?

There is no political interference.

10. What are your suggestions to make revenue records tamper proof?

Strict inspections have to be done. There should be proper office for Patwari and Kanungo at the village level and furniture is to be given for the safe custody of record.

At the time of attestation of mutations photo of the parties can be affixed at the mutation register. So that no body can change the revenue record.

11.   What are the changes required in the wake of rapid urbanization?

To maintain revenue record in the areas adjoining to cities and villages with the growth of populations and people coming to cities. There had been growth of unauthorized colonies. People buy land for residential/commercial purpose, which is a small area, but to maintain revenue record is very difficult. It is suggested that only govt. agencies provide residential/commercial plots, so as unauthorized constructions should not take place. It is also suggested that where the municipal corporation/municipal committee's area has extended the management of the land falling in that area, it should be done by the municipal corporation/municipal committees instead of revenue department.

12.   What are changes in the system, rules and procedures required to bring about greater transparency and accountability?

Every task should be made time bound and the person doing the job should be made accountable. The paper should be marked to the relevant person. The public dealing matters should be dealt in the field for the satisfaction of the public. Revenue record is a public property and it should be accessible for every public man. Strict disciplinary action shall be taken against defaulters.

13.   What steps would you suggest for converting old records as well as registration of all prospective land transfers through computer?

So far as old record is concerned this has to be preserved. It should be computerized and the maps relating to lands should be photo filmed.

We have introduced registration of sale deed etc. through computers the persons appearing before Sub Registrar are photographed. The receipt, the endorsement and the cashbook are maintained through computer. It is a thorough system, which has been accepted by the public and appreciated generally.

14.   What steps would you suggest that could provide greater satisfaction to the public and the landowner/tenants etc. who come into contact with the Revenue Department at the District/Tehsil level?

The public coming to the offices normally is for copies of some record or for certain certificate/attestation purpose. There should be a pass book in which all the details of the person should be incorporated such as ownership of urban/rural land, social status, residence etc. so as we should not have to make certificates time and again.

15.   What improvements would you suggest in the disaster management system at the District/Tehsil level?

During flood season regular flood control rooms at district and tehsil levels are installed. Also there is a disaster management plan of the district, which defines works of each department in case of natural calamity. The entire work of disaster management is under direct supervision of DC. There is a need for allocation of pre-monsoon funds for flood protection. Mechanism of proper assessment of natural calamity within the stipulated time frame should be incorporated. This will help in minimizing the complaints and also will provide time for disbursement of relief etc.

Recommendations

Revenue department is one of the oldest departments at district level. With additional functions of land revenue collection, land reforms, elections, natural disaster management and protocol the responsibilities have been enlarged to a great extent. Various factors like the growth of communications, spread of education, increase in developmental activities and introduction of various other institutions have lead to the growth and multiplicity of civil departments at district level. The land revenue is a small part in total financial sources of the state. Yet maintenance of land records continues to be one of the critical areas of functioning of the revenue department. Land records are the foundation of proper revenue administration in the district. Any impropriety in the maintenance of these records creates litigation, sometimes-endless litigation.

Under the guidance and supervision of Dy. Commissioner at district level the various functions at the district, some of which are seasonal in nature, are administration of land revenue and reforms, land acquisition, ministerial matters, administration of rehabilitation and various schemes, maintenance of law and order and public grievance redressal, food and civil supplies, conduct of census, conduct of elections, providing relief during calamities and protocol.

It is imperative that all regulatory activities at the district level must be brought under the purview of DC. This would bring various departments under the supervison of the DC at district level. Consequently, DC would become reporting authority and will be able to sort out interface and coordination problems. Tehsildar can be entrusted with the disposal of mutation cases and other related matters. The reorganization can bring all regulatory departments at the district level under the control of Dy. Commissioner. The

quality of manpower while recruiting new employees and through training of the existing employees can be improved, to a great extent, so that they can undertake multi functional roles necessitated due to advent of information technology.

Gist of recommendations at the District Level:

- For bringing greater efficiency in the working of revenue department guidelines laid down in the land record manual and administration manual must be strictly adhered. For proper compliance it is desirable to rewrite these manuals keeping in view the computerization and information technology requirement.

- The various acts and rules should be put on on-line to be accessed by all concerned i.e., the general public, the Patwaris, Kanungo and other Tehsil staff. All the revenue officers involved in voluminous work like preparation of Jamabandi recording of Khasara Girdawari etc. must be compensated suitably.

- Through proper decentralization of power, the powers of settlement must be delegated to Dy. Commissioners and Divisional Commissioners respectively. In case of any misrepresentation in the cases of partition or sale deeds getting registered by miscreants through impersonation the Collector should be empowered to cancel such deals. Also the wrong entries of such mutations in the Jamabandi must be rectified at the District Collector level after making due inquiries.

- There is a necessity to fully computerize all land records including Jamabandi, Roznamcha, Mutation Register, Khasra Girdawari and other related documents. This can be achieved by converting all records into digital form, through photo filming/scanning/and finally storing the records in the computer in their present form.

- For effective coordination and interface between various departments at the district and Tehsil level it is suggested to use latest technology where data is put on the computer and can be shared through proper networking.

- The revenue record, which is kept in Bastas, should be properly maintained lest the papers get spoiled over the passage of time. This work should be completed during the Tenth Plan ending in 2006-2007. If required a special plan scheme may be incorporated to complete this job in 4 years time. Converting these records into digital forms will create a dynamic system, thus catering to all the transactions, which take place due to rapid urbanization or any other changes taking place with the passage of time

- Consolidation is not possible every thirty years since it is a cumbersome process and should be attempted only after due considerations over a much longer period. There is a difficulty in this because the cost of land has gone up and any half-hearted attempt towards this will invite litigation. However, regular updating of land records is needed. Computerization of Khasra/Jamabandi records should be completed which will make updation of records much quicker. It will also facilitate the knowledgeable landowners to know the status of their land through networking.

- It is desirable to have government private partnership. The deals must be made transparent and suitable regulatory mechanism must be installed for private developers to abide by the rules. The revenue records have to be made temper proof through proper storage and development of proper software to incorporate proper system of checks and balances.

- The systems, rules and procedure must be modified to create an atmosphere where all the work carried out should be time-bound and the officials are made responsible and accountable for their work. This will minimize the grievances and improve satisfaction.

- For ease and convenience of the public a system of pass-book must be incorporated with a key number which will facilitate work at district and Tehsil level concerning all the details of the person. It will also facilitate issuance of various certificates.

- For catering to natural calamities and disaster a database at the district level must be maintained. Providing the guidelines in case of recurrence of a particular calamity like drought, flood etc. It should also provide steps to cater for other man made calamities.

- The officials at the Tehsil starting from Tehsildar to Patwari must be trained for computer operations and they should also be able to interpret data and records kept on the computer in the networked environment.

- All the land record maintained at the Tehsil must be scanned, digitized and should be put on computer. This means any transaction has to be on-line and the records are automatically changed for all future transactions with relevant authentication features.

- Due to abolition of land revenue, maintenance of land records has taken a backseat. It is suggested that for revenue purposes suitable revenue slabs must be incorporated depending upon the class of land classifying the land into urban, semi-urban, agriculture, irrigated, non-irrigated and parat lands etc. It is suggested to impose annual service charges say Rs.50/- per acre for unirrigated

and Rs.100/- per acre for irrigated land. Also there is a need to charge for water on volumetric basis. Similarly, the charges for Abiana/betterment must be rationalized.

- Patwari is the custodian of all the land records, which is in different shapes, and sizes and stored in Bastas. The system was conceived in the 19th century. It is suggested to improve storage facility and over a period of time say in the next five years all such records must be scanned, digitized and put on the computer.

- A system must be evolved for computerization of all registered deeds after the mutation. Also software must be developed to take care of various lands measuring system prevalent in maintenance of record.

- Basic qualification of Patwari must be increased and his salary may be fixed commensurate with the responsibility and nature of work.

- A system of service charge must be introduced at the Tehsil level for all the public dealings. This money may be utilized for modernization of Tehsil.

- A rational system of user charges must be incorporated for issuance of all certificates by the Tehsildar. For all kind of registration and for all other activities concerning general public display boards/ flow charts for movement of work must be displayed.

- One of the major responsibilities of Tehsil is to recover government dues. It is recommended that a percentage of revenue recovered on behalf of government departments must be shared with the Tehsil. For this Tehsildar can maintain a separate account and the funds so generated should be utilized for upgradation of facilities at Tehsil. This will make Tehsil officer more responsible towards realization of government dues and will also minimize delays and eliminate non-compliance. A system of incentives must also be conceived to reward officials making recoveries of the Government dues.

- At the Tehsil level, SDM must have an effective supervisory role regarding all specialized departments like health, education, animal husbandry etc.

- All land owners/tenants should be issued pass-books with colour code clearly identifying original land holdings and subsequent transfers in separate colors. This will also solve the problems of identification and will facilitate issuance of various certificates required from time to time.

- All records at the office of Kanungo should be examined for digitization. This includes Musavi, Lattha, Jamabandi, Khasra Girdawari etc. If this is achieved the entire transfer process of all mutation can be on-line.

- Computerization of land record will also help in partition and other land related matters including various recoveries.

- There is a requirement for general review of all fees and charges to make the revenue department self-sufficient.