Land administration through e-governance: A study on Bhoomi project

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ABSTRACT

India is an agrarian economy, agriculture is the backbone, which supports the nation. These farmers who shoulder the noble responsibility of feeding the nation have been exploited from time immemorial. Legislation such as ‘tiller is the owner of land’, ‘imposition of land ceilings’ or ‘movement such as Bhoodana’ during the era of independence has no doubt brought some relief to the farming segment, but the socio-economic condition of the farmer’s community has not witnessed drastic improvement. The poor land management practices identified have adversely affected productivity. Therefore, to address this issue, a well-defined, more structured land right system needs to be developed. The government of Karnataka has initiated e-governance through services like Bhoomi (computerization of land records), Kaveri (registration after verification), Mojini (measurement of properties). Out of all these ‘Bhoomi’ is definitely a milestone service, its planning and implementation are being applauded and replicated all over the world as this was seen as a more effective and promising approach to address land rights-related problems.

Keywords— Agriculture, Exploitation, Digitization of records, Land records management

1. INTRODUCTION

The agriculture sector is the largest employment provider to the workforce also has been a major contributor to revenues of the government from ages. Imposition of land tax was an important source of revenue to the government. In fact, the state’s income was directly proportional to the tax levied on land. Soon the ‘welfare politics’, which took precedence has changed the scenario. Concepts like land tax appeared very vindictive to the farmer community at large more particularly to their representatives. Added to this government explored many other lucrative sources of revenues other than land tax. As a result, people’s government was compelled to reduce the tax rate and many times waive off those taxes. As a result farmer at large started enjoying the benefit. It’s a known fact that the supply of land is perfectly inelastic and it cannot be created artificially. On the other hand, the population keeps growing up. In India, population census report, 2011, states that the population grows at 1.64% per annum. This, of course, increases the demand for the available land. This led to conflicts, misuse, duplication of documents, impersonation, misappropriation of land records. Addressing all this was a great matter of concern as land security can be attained only through well-maintained land records management system, apart from bringing significant transparency and accountability in land-related governance. At present maintenance of land records are in very bad position as the hard copies of sketches and maps are almost in dilapidated conditions and cannot be used. In a few places, especially villages, maps and sketches of land are not available at all. Therefore, there exists a great mismatch between reality and what is being mentioned in records. Even concerned departments and authorities have resources and human constraints to contemplate this task.

Initiating e-governance in land administration makes a paradigm shift in the land-related administration by employment Information and Communication Technology (ICT) for rendering government services to the public in a single window, which makes the service delivery and governing process much simpler, transparent and effective. In this direction ‘Bhoomi’ project has been a trendsetter, which produces RTC on the line to the landowners. It helps in reducing the misuse and land-related conflicts. Thereby bringing accuracy in land records and land reality. The computerization of ownership information related to land records has led to the availability of information in the printed format (on demand), since 2002.

2. ORIGIN OF BHOOMI PROJECT

The massive documentation of land records at various stages with necessary software up-gradations began in 1991 and the Bhoomi system became operational in 2002. The initial steps for computerization of the land records in Karnataka were taken in 1991 when a pilot system was initiated under the Ministry of Rural Development’s Computerization of Land Records (CLR) project. By the end of 1996, projects for the CLR were sanctioned for all the districts in the State. However, there was no
provision to install computers at the taluk office level where, in fact, the manual records were updated. The real step towards the realization of Bhoomi and its benefits came when the then State Government mandated that ‘Bhoomi – Computerization of Land Records’ will have to be undertaken and finished in all sub-districts by March 2002. The major objectives to be realized by the Bhoomi project were (i) Smoothen the process of maintenance of land records (ii) Timely updating of land records (iii) Tamper-proof records (iv) Easy access to land records for citizens (v) Generation of a database pertaining to land revenue, cropping pattern, land use, etc (vi) Making use of the information for planning and devising development programmes (vii) Providing database access to other stakeholders like courts, banks, private organizations and companies etc.

Truly this administrative venture has effectively delivered the service without causing any harassment or delays to the stakeholders involved. The ‘Bhoomi’ project was undertaken and developed by the State Government of Karnataka. It was done so in order to computerize all the records of the land in Karnataka. However, the Ministry of Rural Development, Government of India had sponsored the project in association with the Government of Karnataka. The project has some interesting features:

- Fully assisted software for printing land records at any time (i.e. whenever the records needed to be printed) was created.
- Supports online updating of records, certificates for farmers
- Biometrics login system to ensure authentication of users through fingerprints; to avoid imitation of users and hack of the database system.
- Using the software for generation of reports on soil, land-holding size, types of crops grown and many more (to make informed policy decision).

2.1 Benefits to farmers

- Farmers can get their land records quickly from kiosks; the record acts a proof of land property or lease and the farmers will not face extortion or any kind of harassment
- Easy access to farm credit
- Easy in case of legal matters

2.2 Benefits to administrators

- Simple to maintain and to update land records.
- Quick and easy access to the documents for analysis
- Ease of monitoring government lands.

2.3 Benefits for outside agencies

- Financial Institutions (to provide farm credit, they can access information on the financial status of each farmer as well as general information about their land e.g. size)
- Information available to Private Sectors.
- Digitization of land records was introduced to computerize all land records including mutations, improve transparency in the land records maintenance system, digitize maps and survey, update all settlement records and minimize the scope of land disputes. This would provide clear titles of land ownership that could be monitored easily by government officials, facilitate quicker transactions and reduce disputes.

3. REVIEW OF LITERATURE

Ch. Radha Kumari has published her article on “Impact of e-Seva in Andhra Pradesh: A Study”: The results of the study indicates that implementation of e-governance through the mechanism of e-Seva has been received wholeheartedly by the citizens of AP state. Since the electronically delivered services have aided the convenience and comfort of all sections of the society irrespective of age, educational background and technical awareness, citizens are willing to pay the nominal extra charges for improved and cumbersome-free services. The working days and the daily working schedule of the service centres are providing an added convenience and benefit, particularly to employed citizens. The substantial role played by informal sources in the spread of information is also highlighted by the study. The study revealed that mental maturity plays a vital role in welcoming any new system like e-Seva and in analyzing critically the merits and demerits of the system introduced since 71% of the people belonging to the age group 40-60 expressed high satisfaction with e-Seva. The study has shown that e-Seva is a highly satisfactory method of bringing about e-governance. With the implementation of e-Seva, the vision of e-governance in Andhra Pradesh has seen its reality. This has become a model to be emulated by all other administrative bodies. eSeva implementation has brought the government of Andhra Pradesh, unparalleled credit for two reasons- firstly for introducing a project that has brought great convenience and comfort to its citizens and secondly, for innovating and implementing a project of a unique nature.

Driss Kettani, Bernard Moulin and Asmae Elmahdi have published their article on “A framework to assess the impact of e-government systems on governance”: The Fez-e-government Project aims to develop a pilot e-government system to provide the municipal government of the city of Fez in Morocco with an advanced ICT platform that enables online delivery of citizen-oriented services to the local community. The main research goals of this project include the elaboration of a road map to support the development of e-government systems in Morocco and the assessment of the impact of such systems on a Moroccan’s everyday life and on governance in general. In fact, there is an implicit agreement in the research community that e-government systems enhance governance. Such evidence would definitely benefit decision makers, at the top political level, to foster the deployment of e-Government systems as an asset of good governance. This research also explored the attributes and indicators that can measure good governance. In addition, this study identified how e-government fosters the different aspects and indicators of good governance. This paper provided a method on how to assess good governance related outcomes of the Fez e-government project. They believe that it has a strong potential in the sense that it explicitly addresses the link between e-Government and e-governance from a qualitative/empirical point of view. The preliminary results that we have obtained so far do not allow for
generalization but they invite optimism and further investigation of the methodological framework that is being developed in the Fez e-government project.

Singh Amar Jeet Singh and Sharma Mahinder have published their article on “District level e-governance Initiatives-A case of Lokmitra in Himachal Pradesh: A Study”. The intention of the Lokmitra project is noble. It is meant to provide citizen-centric service and information at kiosks and redress citizen’s complaints through a single window interface. In this way the harassment of the people can be put to an end, the administration will become responsive and accountable and benefits of the ICT will reach the general public.

4. RESEARCH GAP

Though earlier research identifies the potentiality and efficiency of e-governance projects in different states, they fail to identify the benefits available to stakeholders in a single window. Moreover, no considerable study has been carried out in Karnataka to identify the benefits, the cost involved in providing such services to the farmers, which goes a long way in reducing harassment and to conserve time to farmers in obtaining their land records. Therefore this study was take up to fill the research gap. Since the introduction of Bhoomi, the Revenue Department, which is implementing the programme, has computerized more than 20 million rural land records pertaining to over 6.7 million farmers of the State through setting up Bhoomi Centres (Land record Kiosks) across 177 taluk offices. The RTC or Pahani is the major document delivered at these kiosks. The RTC is an important document for any landholder as it acts as a proof of ownership in obtaining bank loans and for availing various government facilities. Besides Bhoomi centres, the RTC and related land records are also delivered through more than 800 telecentres (popularly known as Nemmadi Kendras, currently named as Atal Bihari Vajpayee Kendras) set up through Public Private Partnership (PPP) at the hobl or sub taluk level. A detailed study is needed to explore the possibility to suggest policy implication to overcome human and physical resource constraints for effective functioning. Therefore, the study was undertaken.

5. OBJECTIVES OF THE STUDY

1. To study the evaluation of digitization of land records maintenance in Karnataka.
2. To identify the benefits of implementing Bhoomi Projects to the stakeholders.
3. To ascertain the satisfaction level of the farmers about Bhoomi Project.
4. To offer a suggestion for better policy implications.

6. RESEARCH METHODOLOGY

It is a descriptive Research, based on the secondary data available with Bhoomi department, Government of Karnataka. A comparative study of the number of beneficiaries indicates that, over the years, the number of beneficiaries using this service is increasing. It was noted that the increase in the number of beneficiaries is related to the quality of services, which they receive. Some of the benefits derived are (1) No need for any agents (2) Takes less time and efforts to avail the services (3) Error-free transactions (4) convenience of working time and less cost (5) High clarity and accuracy (6) single window services etc., these benefits has resulted in more and more number of farmers using this service and getting benefitted from it.

7. SUGGESTIONS

Currently, citizens have to travel either to Nemmadi Kendra at hobl level or to Bhoomi kiosk at the taluk office to obtain the RTC/other documents, resulting in additional expenses in terms of time and money. Therefore, the entire system could be simplified, bringing the village accountants online. They should be provided with the required computer support to issue documents like RTC/mutation copy and affix digital signatures. This will result in the reduction of workload on Bhoomi operators as also queuing at the taluk headquarters, as is the case now. At present, the Nemmadi Kendras are operated through outsourced agencies and there is no uniform system of attending to people’s requests. Overcrowding and jumping queues are common, often leading to arguments. Therefore, a system of window-counters should be provided at Nemmadi Kendras to safeguard confidential documents from public glare. It will also help in the systematic processing of work and attending to people’s enquiries without disruption. Staff allocated to the Bhoomi Kiosk should not be sent on deputation to other departments and skilled staff should be appointed and further training should be provided to staff to ensure the quality of service. Village Accountants should not work as Bhoomi operators and vice versa. Currently, transactions are attended through middlemen or lawyers in all the offices. This is ascribed primarily to the absence of guidance available in the counters with regard to the procedures to be followed in each of the transaction. Giving guidance is not possible through the existing application counters as a large number of people would be waiting for acceptance of applications in Bhoomi kiosks. This aspect of arranging separate counters for the guidance of the citizens.

8. REFERENCES

[1] Bhoomi department, Government of Karnataka