



IMPACT ASSESSMENT STUDY ON NATIONAL GENERIC
DOCUMENT REGISTRATION SYSTEM (NGDRS) IN

JHARKHAND

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



Impact Assessment Study on National Generic Document Registration System (NGDRS) in Jharkhand



**B. N. Yugandhar Centre for Rural Studies
Lal Bahadur Shastri National Academy of Administration
Mussoorie – 248 179 (Uttarakhand)
in Collaboration with
Centre for Development Communication & Studies, Jaipur (Rajasthan)**

EXECUTIVE SUMMARY

I. About the Impact Assessment Study

B.N. Yugandhar Centre for Rural Studies, LBSNAA, Mussoorie commissioned the study titled ‘Impact Assessment of National Generic Document Registration System (NGDRS) in the State of Jharkhand’ aimed at assessing the performance of NGDRS qualitatively and quantitatively, specifically assessing progress of various components of the NGDRS viz. registration access system, Online document entry, Online valuation and stamp duty calculation, Role-based access to citizens and department users, SMS email enable alters, Hierarchy based maker/checker facility, eKYC - UID based authentication with the help of biometric etc. In addition, the study also focus on identifying constraints in the implementation of the various components of the programme and identify good practices, assessment of stakeholder’s preference for the old system of registration versus NGDRS system. An effort has been made to assess the quality of service regarding interaction with staff, complaint handling, privacy and accuracy. The study has tried to assess views & opinions of the stakeholders about usefulness of NGDRS facilities in the State. The assessment study was conducted in Jharkhand state covering two districts (Ranchi & Bokaro) and six sample SROs. For this study 07 different tools were used to collect information including primary and secondary data, and analyze it objectively.

II. Introduction

“One Nation One software”, the dream of Shri Narendra Modi, Hon’ble Prime Minister of India to improve the system of registration and provide safety and security to common citizen’s immovable property, the National Generic Document Registration System (NGDRS) has been introduced in 07 States/UTs of the country initially under Digital India Land Records Modernization Programme. The mission of National Document Registration System is to provide document registration services with effective use of modern technology to the people using well defined procedures, with right means, in specific time frame and the transparent manner.

The launch of National Generic Document Registration System (NGDRS) in seven states (Andaman Nicobar, Goa, Himachal Pradesh, Jharkhand, Manipur, Mizoram & Punjab) of the country has started a new era in the process of registration of documents and properties. Built on open source platform using the latest technologies, the application has eased it for citizens to process land registration online and take prior appointments. The entire process, right from applying for registry to paying stamp duty and court fee has been made online, thereby eliminating the need of repeated visits to the sub-registrar's office.

The software of NGDRS is configurable as per State specific Property Registration Act. It works as complete user interface for Document Registration process. Application is specifically designed and developed to be used by citizens. The software empowers citizens to calculate property valuation & apply online for document submission and prior appointment can be taken. In addition, the Application is specifically designed and developed to meet the requirements of State Administration, District Administration, SROs, deed/document writers and applicants.

Against this backdrop and to meet the objective of “One Nation One software” with the introduction of NGDRS in the State of Jharkhand followed the replacement of the earlier system of registration on JARS (Jharkhand Automated Registration System). The system of NGDRS reported beneficial and better than the earlier system of registration in the state and helped to have an effective management of the NGDRS in the State at various levels. The question is, however, how has been the impact of such an endeavor in practice across the state of Jharkhand?

III. Conclusion of the study

The present assessment study, which is conducted, based on well-defined parameters and framework shows that online registration process has certainly made some dent especially in terms of heightening the sensitiveness of the officials of Office of Inspector General of Registration and functionaries of the State & SRO. The picture of NGDRS system in the State looks effective and meaningful in the overall situation. The citizens benefited in terms of timely completion of registration process, facility of pre appointment etc. However, the process of online registration should be made more easy, transparent & citizens friendly and should give space for the rural people.

The study assesses how the introduction of a new system of data management of public document based on software web technology effectuates the delivery mechanism in the public domain with greater accuracy and transparency. The registration of immovable private properties such as land in India has been continuing for generations. The mechanism through which it is done is primarily manual with a significant number of officials being involved at different levels of the government. Of course, there are several non-government service-providers. It not only leaves room for distortions of the documents and the process of registration, but also entails huge transaction cost being finally born by the people seeking for registration. The transaction cost is both tangible and intangible. For instance, payment to the deed writers, advocate, stamp duty and any other administrative cost in addition to illegal payment for getting registration done, and payment to any other middleman. All these together constitute considerable amount of monetary cost, which is tangible. Besides, time invested for waiting and several trips being made to the concerned office for getting registration done together constitute intangible cost that no one seeking registration of the immovable properties can escape.

Such aforesaid systemic inefficiencies inevitably lead to social conflict and tensions both at the family and community levels. Notwithstanding this difficulty, compulsion of registration of the properties forces people to fall in line with such an inefficient system and live with it ever since the land revenue system came in to existence. However, it has its negative implications on socio-economic development of the people and community ethos of living together. One can hardly discount it. A situation of helplessness, a constant source of frustration for the commoners warrants a breakthrough to this age-old inefficient corrupt system. It is against this backdrop that one has to understand why it is important to replace the old system with a new one with web technology for yielding efficient, smooth and transparent system of registration of properties or land records in the state of Jharkhand.

The State cannot deny its responsibility to provide safety and security to common citizen's immovable property in jurisdiction of the State. Similar is the case in Jharkhand State too. The State since July 2005 introduced the computerized online system of registration called Jharkhand Automated Registration System (JARS) Software. Following the vision of

Hon'ble Prime Minister of One Nation One Registration Software (ONORS) the state has taken the responsibility of further strengthening the registration system by introducing National Generic Document Registration System (NGDRS) in the State. It is less than two years ago, the National Generic Document Registration System (NGDRS) was introduced in the state. What appears to be striking is that a new working culture impregnated with higher level of efficiency, the present study reveals, has already set-in motion in the state within a short span of time. The fault lines that seem to have surfaced will definitely fail to overshadow the achievements, the study shows, if they are rectified immediately.

At this point of time, the effort of the State can be appreciated that the all the 42 SROs have introduced the system of NGDRS in go. The State level officials / stakeholders took the responsibility looking to NGDRS namely, Secretary, Department of Revenue, Registrations and Land reforms, Inspector General, Revenue and Stamps can be acknowledge at this point of time for effective execution and management of NGDRS across the state. Looking to the impact of NGDRS in the State, it can be said that many good things has been reported. The security has been given priority. One of the distinguishing aspects of the new work culture that appear to have been reinforcing the registration process to gain both in qualitative and quantitative terms is the speedy disposal of the cases with complete transparency. The study reveals that existing administrative staff at the level of sub-Register office (SRO) has made a significant difference in this direction. They have appropriated new technology and are able to carry it over to yield better performance. Although the availability of computer, server, electricity power back system is not adequately available in all offices concerned, SROs are found to be inclined to excel much more than what they could do earlier. This has definitely raised the quality of services being provided to those who seek such services from the SROs.

Another noteworthy feature of the change in the approach of the registration of land records is that advocates, deed writers and others engaged in the process as informal service providers feel more comfortable with the new system. The reason is very simple. It is clarity of the information as provided by the citizens for registration that gives them better understanding about the case to perform with greater accuracy. It is needless to mention that the online stamp purchase has reduced the pressure on time enormously. SMS, e-mail system as a part of the new system being used for communicating the status of completion of the registration process by the SRO office seems to have been releasing air of relief, the study shows, to the majority of those apply for registration.

While one has no reason to doubt the efficacy of the new system of registration to deliver, it may take some more time to mature and meet its objectives. However, this can happen only if the hurdles that have surfaced are removed.

One of them, the first one, is capacity building of the existing staff members at the SRO level who were engaged with JARS, the old system. No doubt, they are dedicated, but the study reveals, they are not able to excel to the extent required due to the lack of technical knowledge. Besides, it is necessary to fill up several positions lying vacant at different levels. This is constantly hindering the smooth functioning of the office to expedite the registration process. For example, many a times people have to wait for longer time in the SRO office due to dysfunctionality of the computer server. Since the concerned functionary is not available, it takes time to rectify the technical fault by having had the concerned from some other place.

Second, the absence of the system of verification of the documents submitted for authentication such as pan card, Aadhar card, application forms, on-line verification of land records etc is constantly posing hurdle to the efficient functioning of the new system. Besides, inactive grievance redressal mechanism, the study observed, must be counted as a disincentive for the new system to deliver efficiently. In an attempt to improve the efficiency of the system, availability of land records must be made available to both SRO and the Anchal office, the study observes.

Third, adequate and appropriate steps must be taken especially at the SRO office to make the web enabled software people -friendly. While the majority of the people who seek services for registration have no knowledge about it, it may be too much to expect substantive outcome with greater transparency and no corruption. In order to achieve the latter, a help-desk must be in place in the SRO office with the sole purpose of extending every possible help to the people seeking registration in terms of sharing information, rules, filling-up of forms, providing guidance in every aspect of registration that also includes modus operandi of depositing of fees. The government at nominal rate must fix the remuneration for such services. This is the only way through which accessibility to the new system can be maximized and corrupt practices can be minimized. The middlemen system that has been expropriating the people especially those who come from the rural hinterlands may then be reduced to insignificance.

Fourth, it is imperative to improve the infrastructural facilities at the SRO office especially by sparing space for citizen / people to wait for such a long time before they could get the registration process complete. Its importance can hardly be overemphasized in respect of those who are old and women. There is needed to make facilities including toilet, drinking water etc available at office. It is needless to mention that the lack of all these facilities demotivate people to get associated with the web based technological system of land registration.

The transition to a new systemic operation in the public domain for better and improved delivery of public good from an inefficient old system never happens without difficulties. These difficulties together may tend to create chaos and confusion at different levels. People may choose to continue with the old system or those are now motivated to opt for the new system may return to the old system, which is infected with the corrupt practices. However, one may note that any systemic evolution succeeds only when the forces of change associated with the new technology reinforce each other to generate a momentum for an operational shift to a higher level of efficiency. All that the evolving system requires is the support system to be in place to complement the new technological orientation of the delivery mechanism. In the present context, SRO, the nodal agency for registration of deeds, mutation and updating of land records, needs to be empowered sufficiently enough to perform at a higher level of efficiency. It can happen only if the policy suggestions as elucidated above are considered by the government. Of course, a beginning is made in the state that has now reasons to witness a turning point in the field of land registration with more accuracy and greater transparency that leave no room for deception. It is here that the state must see that the support system as indicated by the present study is in place while greater connectivity between SRO and Anchal office is achieved.



ABOUT THE B. N. YUGANDHAR CENTRE FOR RURAL STUDIES

The B. N. Yugandhar Centre for Rural Studies (BNYCRS) is a Research Centre of the Lal Bahadur Shastri National Academy of Administration, Mussoorie. It was set up in the year 1989 by the Ministry of Rural Development, Government of India, with a multifaceted agenda that includes the contemporaneous evaluation of the ever-unfolding ground realities pertaining to the Land Administration and Poverty Alleviation Programmes in India. Sensitization of the officer trainees of the Indian Administrative Service in the process of evaluating the land administration/management and poverty alleviation programmes through exposing them to ground realities; setting up a forum for regular exchange of views on land reforms, socio-economic development and poverty alleviation amid academicians, administrators, activists, planners, stakeholders and concerned citizens and creating awareness amongst the public about the various programmes initiated by the Government of India through non-governmental organizations are also important objectives of the B. N. Yugandhar Centre for Rural Studies. A large number of books, reports related to land reforms, poverty alleviation programmes, rural socio-economic problems etc. published both externally and internally bear testimony to the excellent quality of the Centre. Over the years, the Centre has widened its activities involving conducting research studies, training programmes and workshops/ seminars and provide policy suggestions.

COPYRIGHT: Lal Bahadur Shastri National Academy of Administration, Mussoorie

All rights reserved. No part of this work may be reproduced, stored, adapted, or transmitted in any form or by any means, electronic, photocopying, micro-filming, recording or otherwise, or transmitted in other language, without the prior written permission of the copy-right owner and the publisher.

First Published in 2024

