Chapter 8

Record Management

Record Management

Maintenance of proper records of ownership and management of land is essential for effective land management. The Guidelines on Land Management of DDA prescribed various types of records to be maintained relating to Land Management in various wings of DDA. Audit reviewed the records maintained in DDA to verify whether a proper and effective system of records management and documentation for land was in existence. The findings of Audit are discussed in succeeding paragraphs.

8.1   Non Maintenance of Records

8.1.1   Land Related Records

Para 2.9 of Chapter 2 of guidelines on Land Management (Land Department) Volume I of DDA lists various records that were required to be maintained. Audit, however, did not find any evidence that these records were maintained by DDA as detailed in the Table below:

Table 13 :   Records not maintained by DDA

Name of land record	Format in which records were required to be maintained	Nature of information
Field Book	Form N-2	Records of all field numbers in a Patwari Circle incorporating description and areas of fields for each patwari circle.
Khasra Register	Form N-7 (to be re-written after every four years)	Details of individual khasra numbers of village, award number, number of notification under Section 22(1) of the DD Act and date of taking over physical possession.
Nazul Land Scheme Register	Form N-6	Permanent record of land utilization under different development schemes or different purposes.
Encroachment Register	Form N-10	Details of nature of encroachment, name and address of person who made the encroachment, date of encroachment and date of encroachment report.
Diary of Patwari	Form N-9	Daily diary of work of a Patwari to be maintained and submitted to Tehsildar concerned by close of the month.
Annual Inspection Register	Form N-11	Annual inspection registers giving details of infringement of terms and conditions of lease by lessee/sub-lessee.
Records of lease	Form N-3	Names and particulars of lessees/sub-lessees of Nazul-I land, details of premium/yearly rent payable by lessee/sub-lessee and data of renewal of lease/sub-lease.

It is evident from the above table that these were important basic records for recording significant details of the land and its status with DDA. It was also noticed that the issue of non-maintenance of various land records was also raised (March 2014) by the Internal Audit Wing of DDA, but apparently, DDA did not take any action in the matter. In the absence of these records audit could not draw an assurance that these details were available with DDA for all its land.

DDA stated (June/October 2016) that land records have been maintained since 1960 on standard format of Revenue Department. The record is voluminous and was not possible to convert the same as per 1981 Regulations. Further, it has introduced (2015-16) and put in place new SOP and has developed Mobile application for uploading photographs of vacant land.

The fact is that DDA was not maintaining land records as per regulations. While the introduction of mobile application for monitoring of DDA vacant land is a welcome step, DDA needs to ensure that these new initiatives are properly implemented and incorporated in their system.

8.1.2 Property Registers

The following important property registers were required to be maintained for Nazul-I and Nazul-II properties. Audit, however, noticed that these records were not being maintained by DDA:

Table 14 :   Property Registers not maintained by DDA

Property	Source of Rule / Requirement	Details to be included in the Registers
Nazul-I	Internal Audit Manual (Chapter 16)	Complete details of plots/lands estate-wise, full names and complete address of the persons who had been allotted these lands, details of taking over and handing over possession etc.
Nazul-II	Guidelines on Land Management (Para 2.10)	Estate award number, khasra/plot number, owner with description, resolution of the authority sanctioning purchase, award number with date, amount paid, date of taking over possession etc.
Master Register for Institutional allotments	Guidelines on Land Management {Para 7.13(17)}	Key record containing processing of the cases of allotment under institutional category. All applications received on the prescribed application form were to be entered in a Master Register etc.

In the absence of maintenance of the aforesaid important records, Audit was unable to draw an assurance that DDA was properly managing its property in accordance with its guidelines/manuals.

8.1.3 Vigilance Register

The cases of unauthorised construction noticed by the officials (Junior/Assistant Engineers) in the development areas are to be reported to the Police Department and entered in the Vigilance Register. Audit did not find any evidence that DDA had been maintaining the Vigilance Registers. Audit was, therefore, unable to draw an assurance that DDA was taking appropriate steps for protecting the land property from encroachments / unauthorised constructions in an efficient and effective manner.

DDA in its reply (June/October 2016) stated that the vigilance registers were maintained for development areas. Since all the areas have been de-notified, there is no development area as of now. It further stated that a Mobile Application has been developed for real time tracking of encroachment.

The reply of DDA is not acceptable as in response to audit observation on Rohini Residential Scheme, DDA had stated that development works are being executed in Sectors 34, 35, 36 & 37, which are still under the ambit of development area, hence vigilance register in respect of these areas are required to be maintained. Further, Mobile Application initiative by DDA needs to be implemented promptly and incorporated into their system.

8.1.4 Monitoring of Court cases- Suit Register and Master Register of court cases

It was noticed that detailed instructions/guidelines were issued by DDA for dealing with court cases in September 1990. As per guidelines/circulars, "Suit Register" was to be maintained by each branch indicating details of cases, e.g. Suit No./Writ Petition No., Name of the Court, Name of the Party, Particulars of the land involved, etc. In addition, a "Master Register" was also to be maintained. These were not produced to audit.

However, as per information provided by DDA, 9680 cases were pending in various Courts as on 31 March 2015 (an increase of 2350 since 31 March 2011 when 7330 cases were pending).

8.1.5 Incomplete and non-updated Land Records

(A)   Audit noticed that the following records maintained by DDA were not being updated:

Table 15 :   Incomplete and not updated Land Records

Nature of Record	Rule/ Requirement	Details required to be included and Audit observation
Ownership record	Guidelines on Land Management	The ownership record was to be kept in the proforma prescribed in the Guidelines (known as 'Sakni Jamabandi'). The Jamabandis were to be prepared and renewed after every four years. It was, however, noticed that most of the Jamabandis were updated only up to 1973-74 or even earlier.
Revenue Ledger	Guidelines on Land Management	Out of 20 cases (as mentioned in the table given in *Annexure IX*), only 10 cases (Sl. No. 4, 7, 8, 9, 10, 11, 13, 18, 19 & 20) were entered in the Revenue Ledger.

Nature of Record	Rule/ Requirement	Details required to be included and Audit observation
Beat Diary	Guidelines on Land Management	Beat Diaries furnished to Audit revealed that various details viz. Khasra numbers, jurisdiction, demarcation of area, counter-sign by supervisory staff etc. were not found in the Beat Diaries.
Records of land acquired by the Delhi Government and placed at the disposal of DDA	Form N-1 prescribed under Para 2.8 of Guidelines on Land Management	The records were required to be kept in form N-1 having particulars viz. award no., date of taking over of possession, description of scheme, certificate of Land Record Officer etc. Audit noticed that village wise registers were maintained by DDA in place of Form N-1 which did not contain complete information as required. Further, entries made in the register were neither authenticated nor cross referenced. The registers were also not updated.

DDA stated (June/October 2016) that the Land Record Registers have been maintained/prepared since beginning and are duly authenticated by the Tehsildar.

The reply of DDA is not tenable, as only the first page of the register was authenticated by a DDA official without date while register/land records were not maintained in prescribed forms as per Land Management Guidelines.

B. Audit scrutiny of 18 cases pertaining to land acquisition compensation provided by DDA revealed that the files did not contain following information/documents:

Table 16 : Cases having incomplete documents/records and its implications

| Detail of documents/ records not found in the files	No. of cases	Implication
Copy of requisition/indent received from user department	13[52]	Since the purpose of acquisition and approval of competent authority was not available on records, assurance on actual land requirement, could not be drawn in Audit.
Joint Survey Report Joint Verification Report gives the actual status of land (i.e. vacant land/built up area, encroachment etc.), before its acquisition	11[53]	DDA did not furnish Joint Survey Reports in 11 cases in absence of which Audit was unable to draw an assurance that it had done proper analysis and planning before acquisition.
Copy of Award	02[54]	Assurance on details of actual land included in award and correctness of amount of award could not be drawn in Audit.

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[52] Bakkarwala, Singhola, Mehtrauli, Humayun pur,Maidan Gari, Basai Darapur, Tikri Kalan, Khhichripur, Kirari Suleman Nagar, Bamnoli, Madanpur Dabas, Masoodabad/Najafgarh and Nasirpur.
[53] Singhola, Mehralui, Maidan Garhi, Basai Darapur, Tikri Kalan, Khhichripur, Kirari Suleman Nagar, Barwala/Pansali/Pehladpur Bangar, Maidanpur Dabas, Masoodabad/Najafgarh and Nasirpur
[54] Bakkarwala and Pooth Khurd

8.2 Preservation and Protection of Records

Audit noticed that records relating to land acquisition cases /enhanced compensation/ledgers/ lease files, were not being maintained properly. Audit noticed that some of the records were in badly mutilated condition, as shown in the pictures given below:
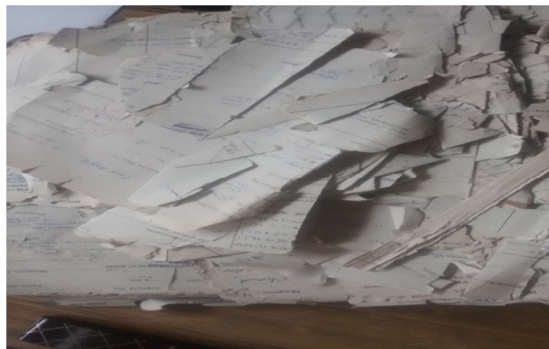
Condition of ledger of **Karol Bagh Estate**   Condition of lease files of **OSB Branch** in DDA

Lease files and ledgers are primary and important records showing details of lease and the original lease deed. However, in most of the cases of land acquisition, land has not been fully received/transferred and land acquisition not completed, hence it is essential to keep the records in safe and proper condition.

DDA stated (June/October 2016) that the record rooms have been cleaned and have been organized in a catalogue and indexed. Digital Scanning of the documents for more than one lakh pages have been completed in File Index.

The steps taken by DDA regarding preservation and upkeep of records are constructive. However, DDA has not stated the way out to reconstruct the records which have already been badly damaged and are unreadable.

8.3 Safe Custody of Lease Deeds

As per Internal Audit Manual, 2008 of DDA, the lease deeds are required to be kept in safe custody of the Superintendent/Assistant Director of the Branch duly arranged according to estates, block and plots with a proper index of all such lessees both by names of lessees and by estates, blocks and plots. The lease deeds are required to be verified and agreed with the index annually by the Branch officer or an officer nominated by the Vice-Chairman and a report of the results of verification is being maintained by the Vice-Chairman in April each year. Audit, however, noticed that the above procedure was not being followed as only 13 files out of 60 files were provided to Audit and in respect of remaining files, DDA stated (February 2016) that these files were not traceable.

DDA while accepting audit view stated (June/October 2016) that the observation of the Audit has been noted for future compliance.

8.4 Digitalisation of Records by DDA

8.4.1 Functioning of Land Management Information System

DDA awarded the work of development and implementation of Land Management Information System (LMIS), a land record automation system, to Electronic Research &

Development Centre of India (ER&DCI) in July 2001. ER&DCI was required to make the software package and install it within 18 months from the date of award. To verify that LMIS was implemented and was functioning in the manner envisaged, files/records relating to agencies involved in implementation of LMIS, time frame/targets fixed by DDA for implementation of LMIS and year-wise progress made there against etc. were called for by Audit. However, despite several reminders, the requisite information was not furnished to Audit. In March 2016, DDA provided data of 240 villages along with a copy of agreement between DDA and M/s ER&DCI entered on 6 August 2001. Analysis of data in audit revealed that:

- Some of the fields' in LMIS i.e. land use, land transfer to user department were left blank due to which actual status of land could not be ascertained.

- In the Digital map, location of land (Khasra no.) acquired by DDA in village was also not marked. As such, identification of land acquired by DDA could not be ascertained from the digitalized map of village concerned.

In the absence of relevant records, Audit could not draw any assurance whether the works relating to LMIS were completed as per time frame/targets fixed and were delivering desired results even after a lapse of more than 14 years from its scheduled completion.

8.4.2   Module for creating the database of institutional properties

As per annual report of DDA for the year 2013-14, a module for creating the database of institutional properties of DDA was developed and details of 3,808 institutional properties were reported to have been fed by institutional branch in this system. However, details of module and its current status as on 31 March 2015 along with login access/database dumps sought by Audit were not provided by DDA.

DDA stated (June/October 2016) that the process of creating database is in progress.

Conclusion:

- Systems did not exist for proper record maintenance in DDA, as a result of which Audit was unable to analyse the effectiveness of land management, land development and land disposal activities in DDA in a holistic manner.

Recommendations:

- DDA should maintain all the prescribed records and ensure their proper maintenance ensuring completeness, accuracy, timely updation and proper upkeep. A comprehensive database of the land stock available with all the details and present status must also be maintained.

- DDA should carry on and complete the digitalization of records process at the earliest considering the importance, age and quantum of the records, especially of those related to land ownership.