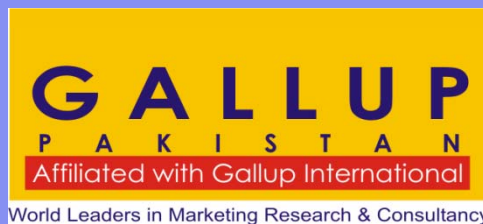


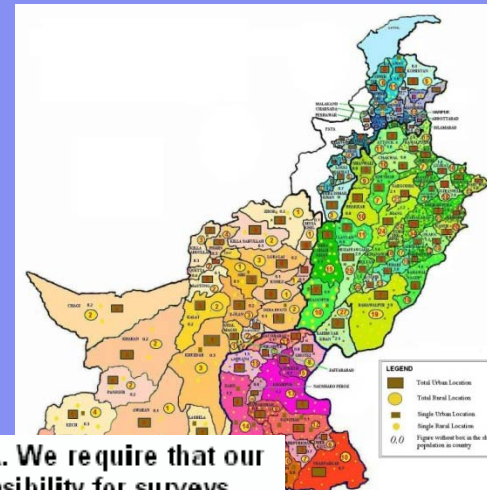
Baseline Survey for Land Records Management and Information Systems

Presented to:
**Project Management Unit,
Board of Revenue Punjab**

Presented by:



December 22, 2009



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Presentation Layout

- **Introduction**

- Objectives of the Study
- Methodology
- Who is Our Beneficiary
 - **Section 1:** Public Perception on Service Provision
 - **Section 2:** Expectations from the New System
 - **Section 3:** Participation of Women

- **Recommendations**

- Recommendations by Direct Beneficiaries
- Recommendations by Stakeholders
- Recommendations by Administrators
- Recommendations by the Consultant

INTRODUCTION

Introduction

Objectives of the Study:

- **Objective 1:**
Identify major problems and hindrances in the current system
- **Objective 2:**
Collect information for the assessment of effectiveness, outcomes and impact of project services
- **Objective 3:**
Collect information from stakeholders and direct beneficiaries to assess issues related to existing LRM, their perceptions, expectations, and participation



Methodology

This Project was undertaken by Gallup Pakistan, the Pakistani affiliate of Gallup International, UK. The findings are based on Qualitative and Quantitative Baseline Surveys conducted in Punjab.



(A) Qualitative Survey

- 5 Focus Group Discussions with stakeholders (*lawyers, NGOs, Journalist, Property Dealers etc*)
- 24 In-Depth Interviews with stakeholders (*For more detail please refer to the methodology section of the report*)



(B) Quantitative Survey

Three baseline surveys conducted in Punjab:

Direct Beneficiaries

- **Sample Size:** 1400 Households across 34 districts of Punjab
- Face to face interview and in home interviews

Stakeholders

- **Sample Size:** 100
- Local Government Representatives, Legislators, Property Agents, Lawyers, Community Leaders, Patwaris /BOR officials and Financial Institutions

Exit Interviews

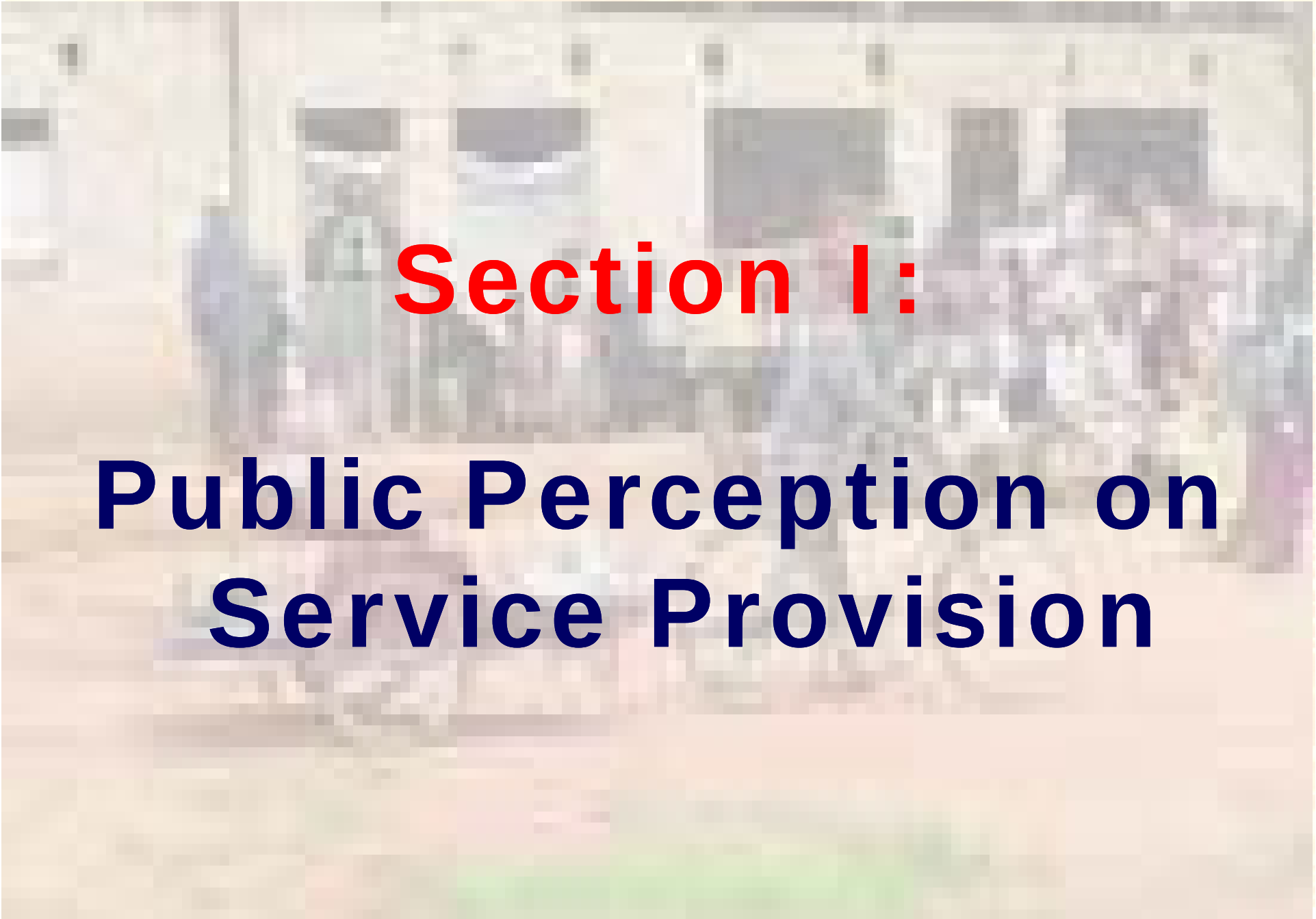
- **Sample Size:** 100
- Interviews held with people outside the Patwar Office in each district headquarter

Baseline Survey for LRMIS

	Profile of Beneficiaries Sample
Gender Wise	
Male	100%
Female	-
Household Income Wise	
Low (up to Rs 7000 per Month)	18%
Lower Medium (Rs 7000- 15000)	61%
Middle and Above (Rs 15000 and above)	20%
Land Ownership Type	
Individual	57%
Multiple	26%
Sole and Multiple	2%
Not Personal Ownership	15%
Age Group	
20-25 Years	6%
26-30 Years	13%
31-40 Years	33%
41-50 Years	28%
51-65 Years	19%
Land Size	
Small (1- 5 Acres)	41%
Medium (5-25 Acres)	52%
Large (Above 25 Acres)	7%
Respondent Type	
Land Owner	85%
Lease Holder	30%
Tenant	5%
Land Caretaker	1%

Profile of Beneficiaries

Male	Beneficiaries are predominately Male and during the study not a single female beneficiary was found
Lower Medium Income	61% of beneficiaries have income level Rs. 7000 to 15000
Small Land owners	A substantial proportion (41%) of beneficiaries are small(1-5 acres) owners.
Individual Ownership	57% of beneficiaries are individual landowners
Middle Age	61% of beneficiaries belong to the age group 31-50 Years



Section I:

Public Perception on Service Provision

6 Yardsticks

- **Yardstick 1**

Awareness about Services Provided

- **Yardstick 2**

Quality of Service Provision

- **Yardstick 3**

Performance of Service Providers

- **Yardstick 4**

Ease of Access to LRS

- **Yardstick 5**

Frequency and Nature of Land Disputes

- **Yardstick 6**

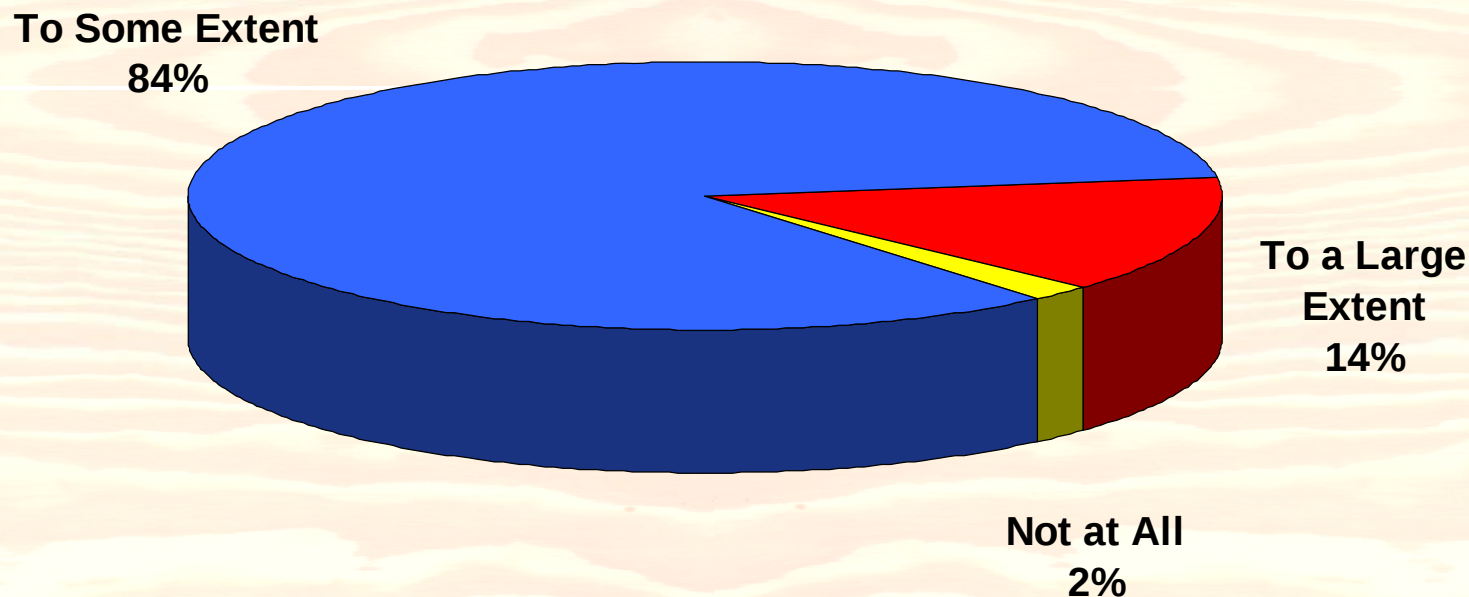
Constraints Faced by Customers



Yardstick 1

Awareness about Services Provided

To what extent do you have knowledge about functional responsibilities of the department of Land Records Revenue?



Source: Gallup- BOR Baseline Survey conducted in 2009

Awareness about Services Provided....continued

knowledge about functional responsibilities of the department of Land Records Revenue?			
	To a large extent	To some extent	No knowledge at all
Region			
Central Punjab	23%	73%	4%
Northern Punjab	10%	89%	1%
Southern Punjab	14%	82%	3%
Western Punjab	6%	93%	1%
Respondent Type			
Land Owner	15%	83%	2%
Leaseholder	9%	88%	2%
Tenant	10%	88%	1%
Land Caretaker	6%	94%	

Source: Gallup- BOR Baseline Survey conducted in 2009

Key Findings on Yardstick 1



Awareness about Services Provided

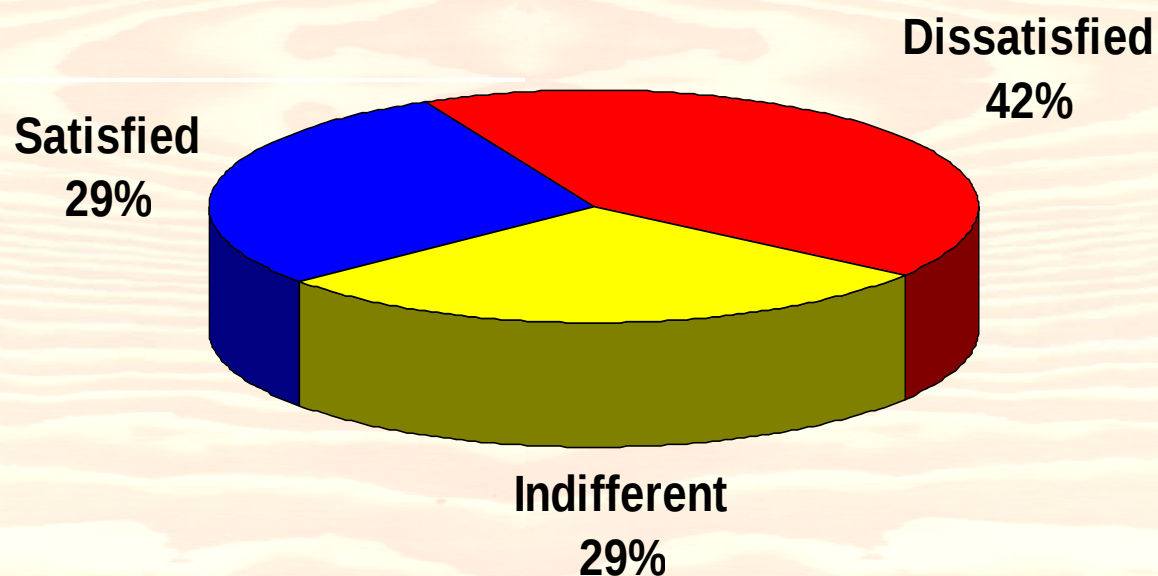
- ❑ Majority of respondents have some awareness about functional responsibilities of LRM
- ❑ Awareness about “acquisition of fard” and “transfer of land” services was highest amongst other services offered by LRS. Awareness about ‘fard badar’ and ‘grievance redressal’ was relatively lower (37% and 28% respectively)
- ❑ Geographically a higher proportion of people are aware about services offered by LRS in Western Punjab (93%) as compared to other regions
- ❑ As far as awareness level is concerned LRS beneficiaries are well informed about services offered by LRS

Yardstick 2



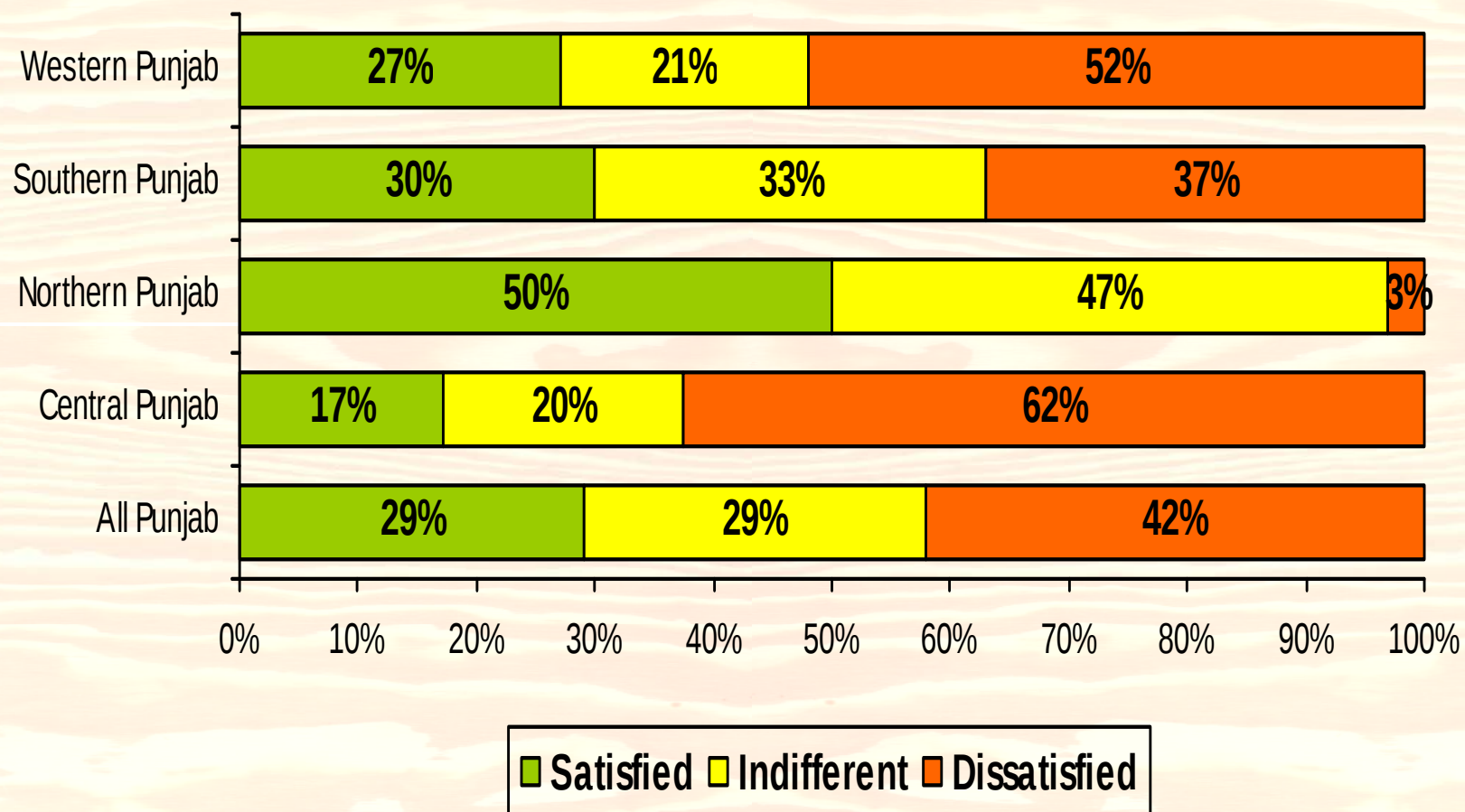
Quality of Service Provision

How satisfied are you with the current land records system?



Source: Gallup- BOR Baseline Survey conducted in 2009

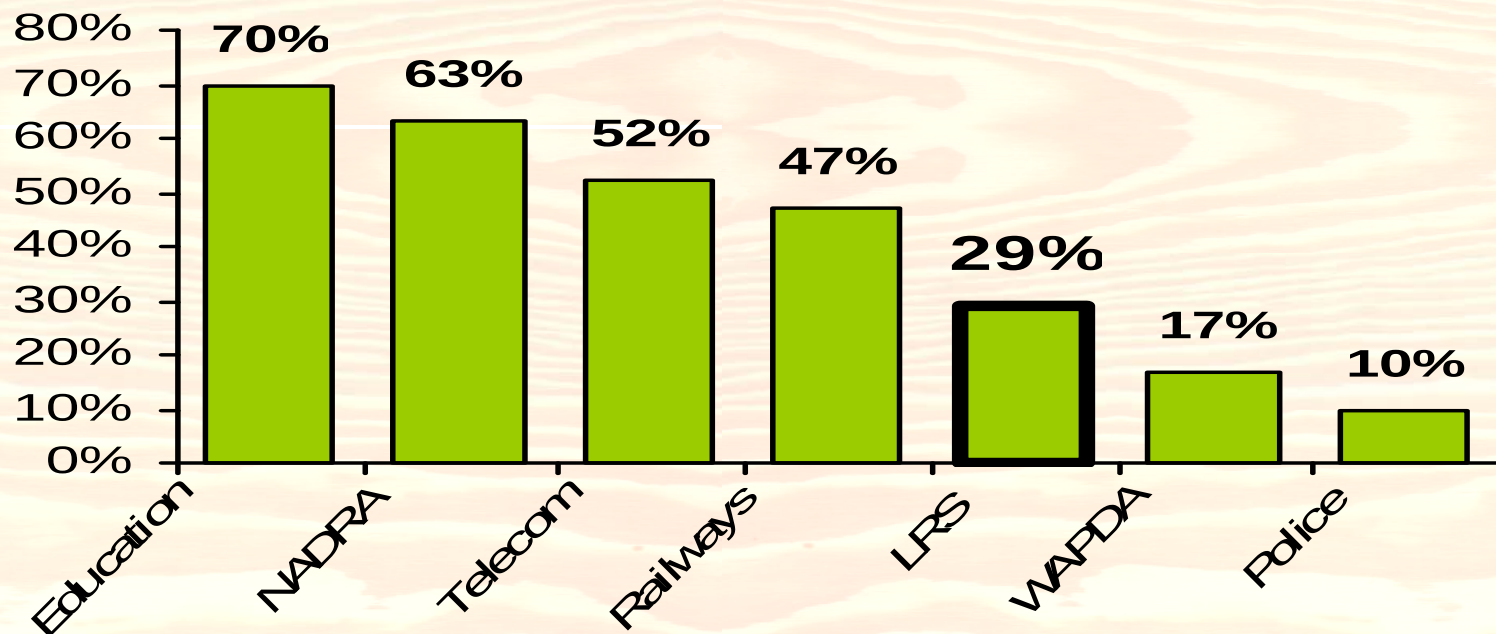
Satisfaction Level Across Regions



Source: Gallup- BOR Baseline Survey conducted in 2009

Comparative Satisfaction with Service Provision

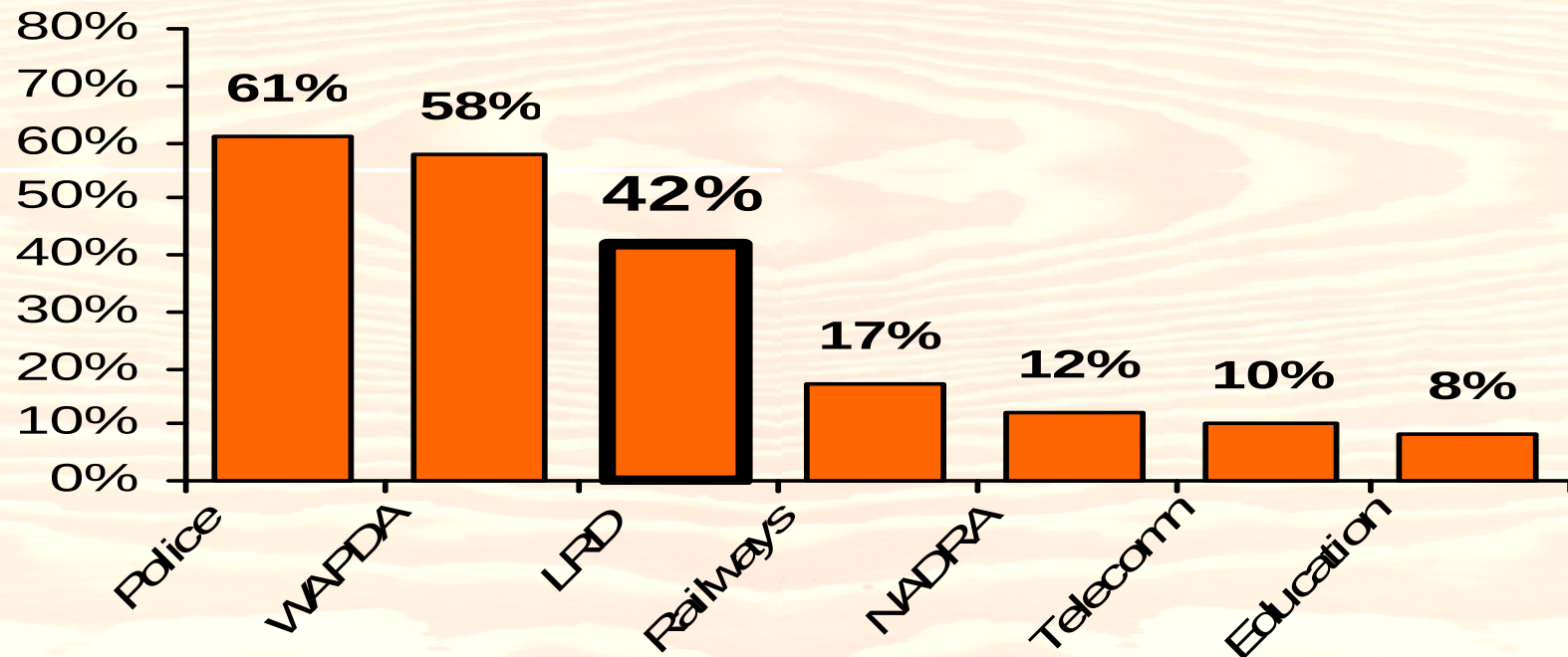
Satisfaction Ladder



Source: Gallup- BOR Baseline Survey conducted in 2009

Comparative Satisfaction with Service Provision

Dissatisfaction Ladder



Source: Gallup- BOR Baseline Survey conducted in 2009

Key Findings on Yardstick 2

Quality of Service Provision

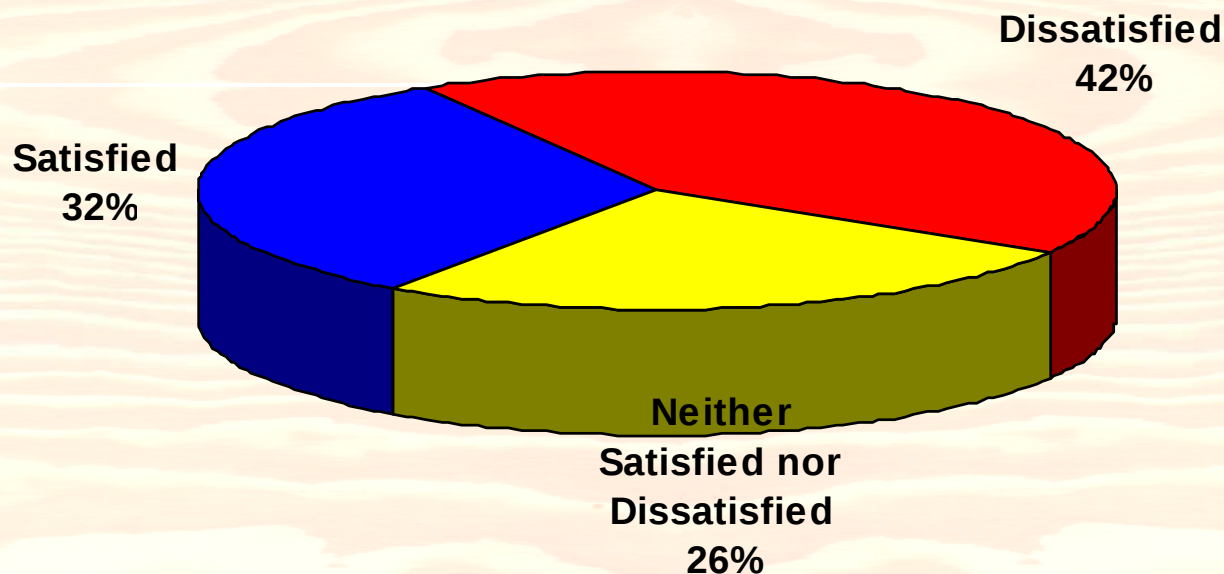


- 42% of respondents were dissatisfied with the current system and remaining are divided between satisfied and indifferent
- Dissatisfaction is proportionally higher among consumers who are **frequent users**
- Significantly higher level of dissatisfaction in **Central Punjab** (52%)
- Compared to other government departments LRS enjoys **lower level of satisfaction**
- **Lack of transparency** is a major concern. *64% of respondents viewed LRS is having no or very little transparency*
- Majority of respondents (62%) contact the department for acquisition of fard followed by transfer of land (52%)
- Rating the experience of access to different LRS services, **Fard Acquisition** was rated higher than other services

Yardstick 3 (a)

Performance of Service Providers

How satisfied are you with the performance of the employees of the land revenue records department?



Source: Gallup- BOR Baseline Survey conducted in 2009

How satisfied are you with the performance of the employees of the land revenue records department?

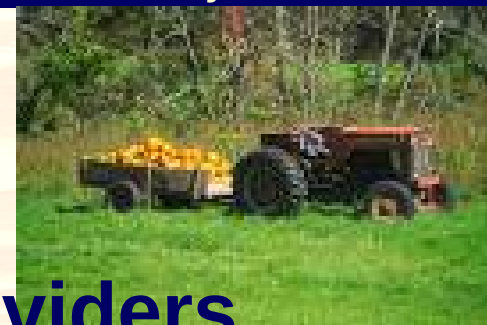
	Satisfied	Neither Satisfied Nor Dissatisfied	Dissatisfied
Region			
Central Punjab	17%	22%	61%
Northern Punjab	55%	41%	3%
Southern Punjab	33%	28%	38%
Western Punjab	32%	20%	48%

Source: Gallup- BOR Baseline Survey conducted in 2009

Key Findings on Yardstick 3

(a) Performance of Service Providers

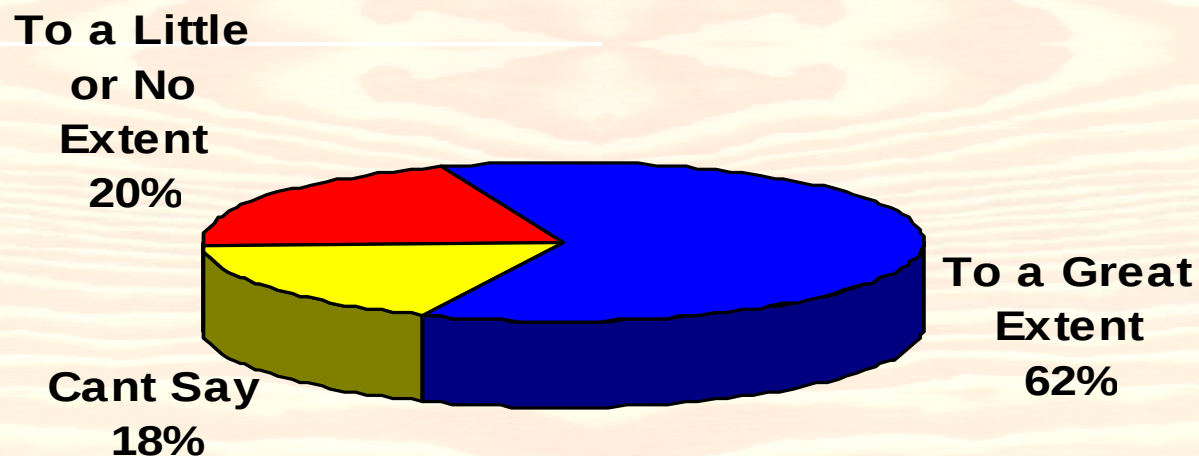
- Opinions were divided on the performance of service providers. *32% said they were satisfied, 42% were dissatisfied and 26% were indifferent*
- Dissatisfaction was more pronounced in Central Punjab and among Frequent users of the services



Yardstick 3 (b)

Access to Service Providers in the Land Revenue Department

In your view, how easy or difficult is it to get access to these service providers?



Source: Gallup- BOR Baseline Survey conducted in 2009

Key Findings on Yardstick 3



(b) Access to Service Providers in the Land Revenue Department

- 62% respondents shared that they faced great difficulty in contacting department officials
- Once again it is noted that frequent users do not necessarily say that access to service providers is difficult. They fall in the middle category indicating that access to officials is inconsistent.

Yardstick 3 (c)

Region Wise Analysis of Behavior of LRS Employees

	Good or very Good	Neither Good nor Bad	Bad or Very Bad
Central Punjab	10%	17%	68%
Northern Punjab	15%	61%	22%
Southern Punjab	27%	41%	30%
Western Punjab	24%	48%	28%

Key Findings on Yardstick 3

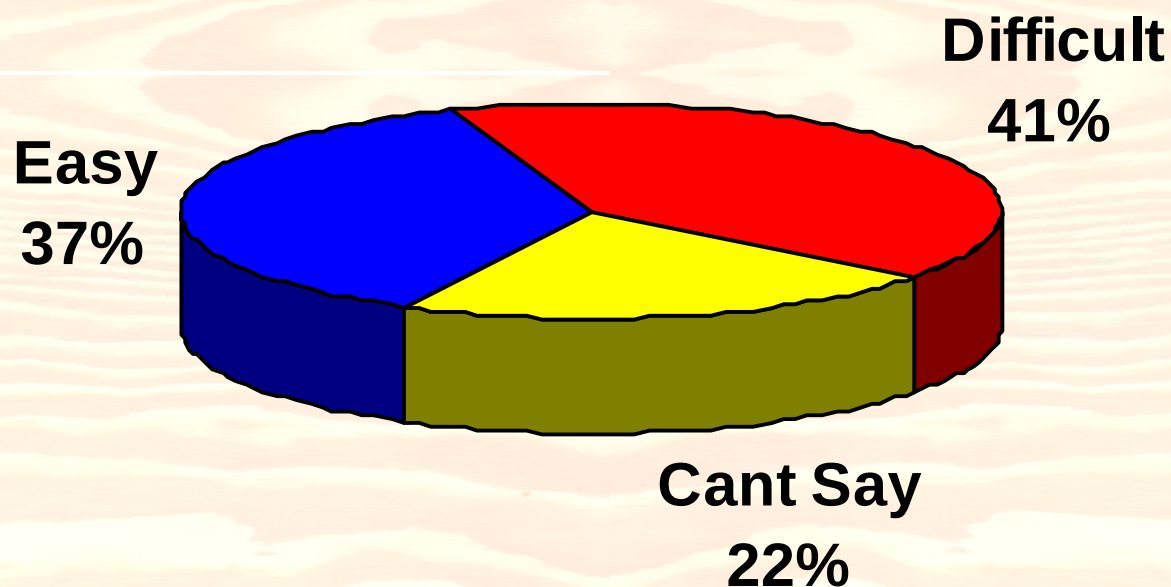
(c) Region Wise Analysis of Behavior of LRS Employees

- Greater discontent with the behavior of LRS employees was found in Central Punjab as compared to other regions of the province
- Most favorable responses about LRS employees behavior came from beneficiaries in Southern Punjab

Yardstick 4

Ease of Access to Land Records Services

In your view, how easy or difficult is it to get these services?



Source: Gallup- BOR Baseline Survey conducted in 2009

Key Findings on Yardstick 4



Ease of Access to Land Records System

- Opinions are divided on ease of getting LRS services. *41% believe it is difficult, 37% say it is easy, and 22% respondents cannot say*
- Frequent users lie in the middle category. They are undecided on their satisfaction level
- 66% respondents in Central Punjab say access is difficult
- All LRS services were mostly used between 1 to 5 times in the previous year

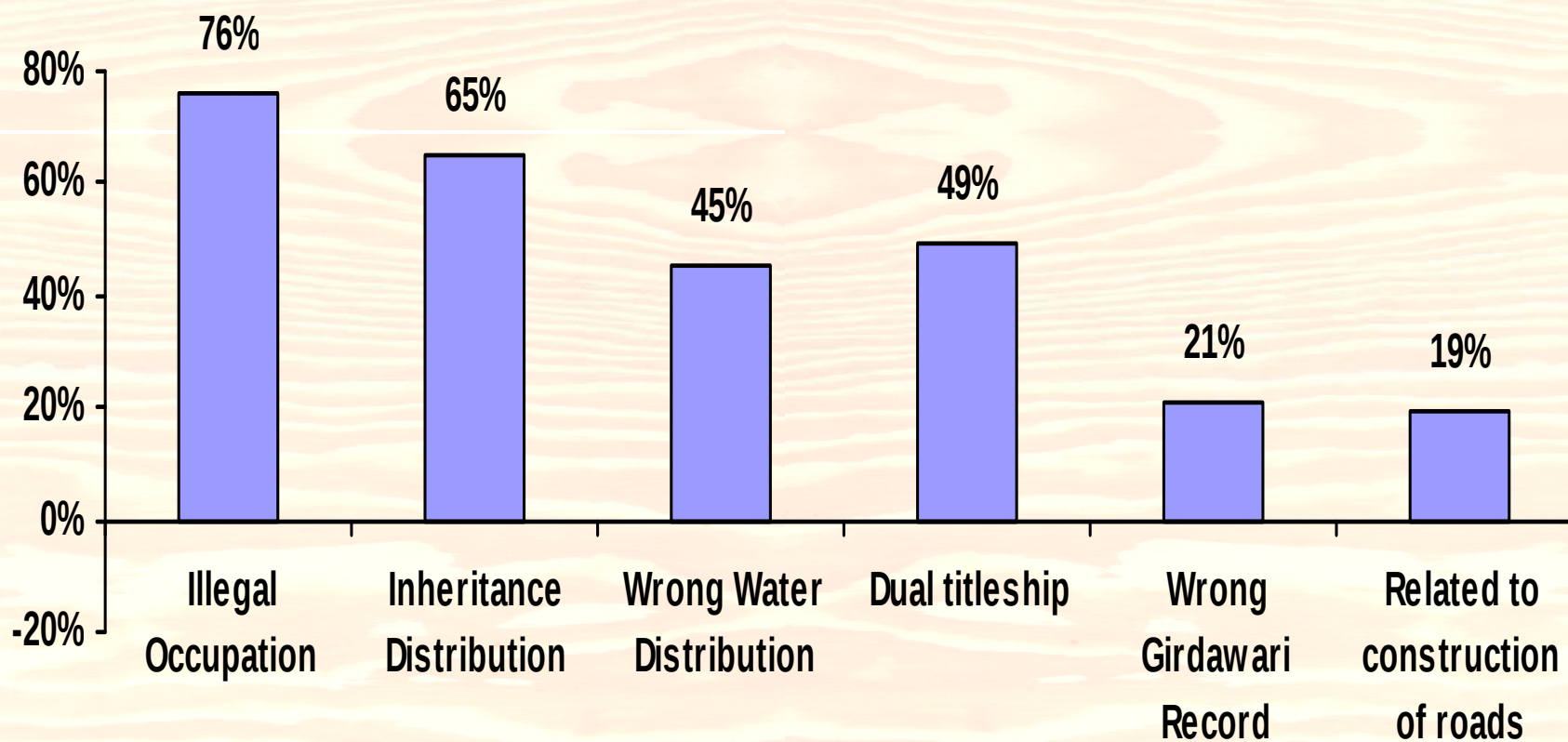
Fees Paid and Duration for the Services

	Fees Paid	Duration
Acquisition of Fard	Rs. 101 to 200	2 to 7 Days
Fard Badar	Rs. 101 to 200	2 to 7 Days
Transfer of Land	Rs. 1001 and above	More than a week
Complaint Redress	Rs. 1001 and above	2 to 7 Days

Yardstick 5



Nature of Land Related Disputes

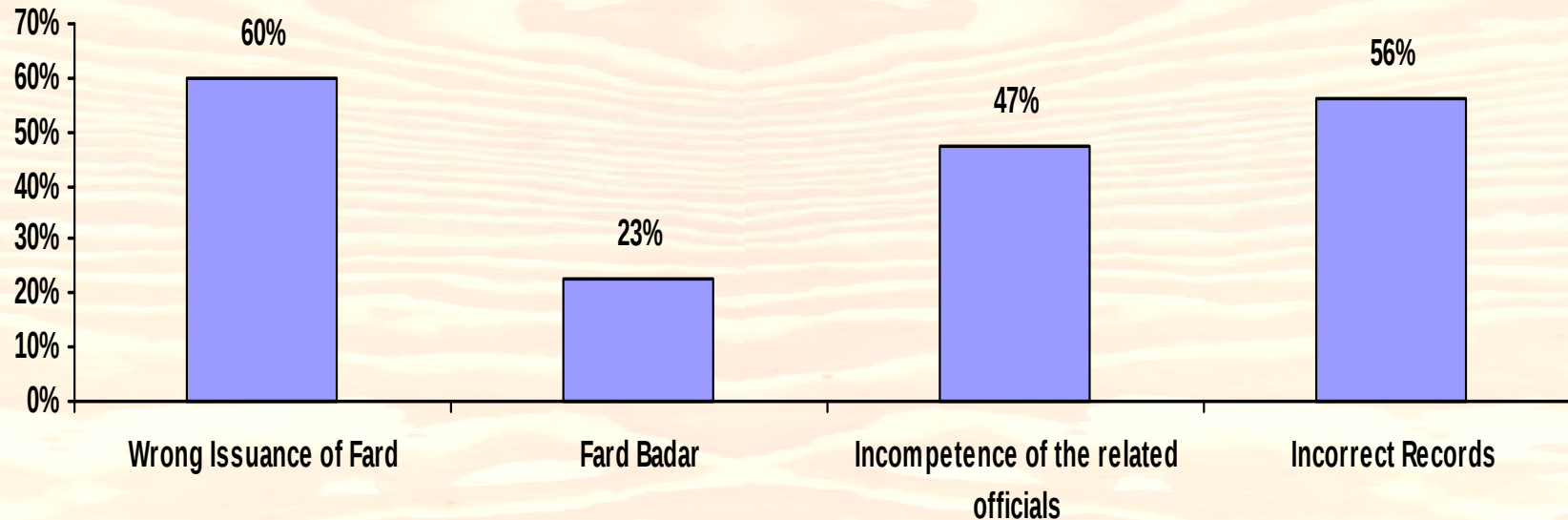


Key Findings on Yardstick 5

- 30% respondents shared that land related disputes occurred to a great extent
- Greatest number of disputes go public in Western Punjab as compared to other 3 regions of the province
- Illegal occupation of land is the most common reason behind occurrence of these disputes
- Inheritance distribution (65%) and dual title of land (49%) were other reasons for land related disputes
- In Central Punjab, most land disputes were related to inheritance distribution rather than other forms of land disputes

Reasons for Land Disputes due to Provision of Services

*Reasons for occurrences of land related
disputes that arise due to the provision of
services?*



Key Finding on Yardstick 5



Reasons for Land Disputes due to Provision of Services

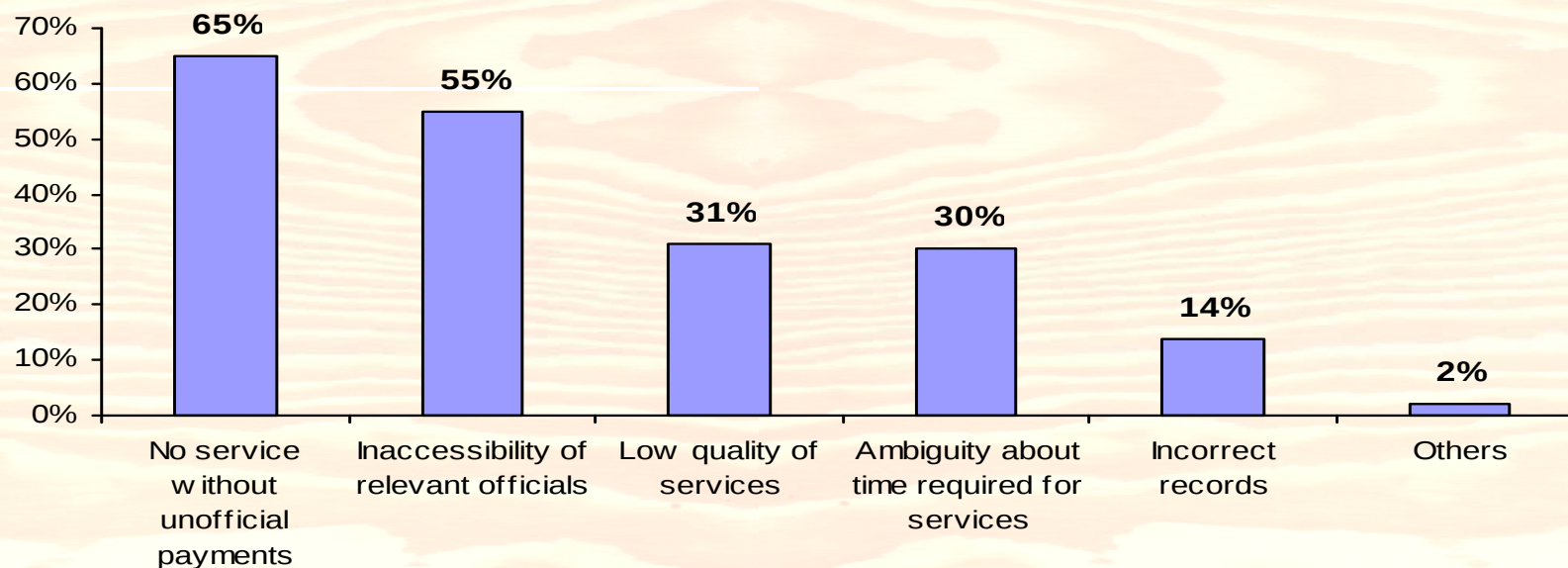
- 60% of respondents identified wrong issuance of Fard as the reason behind occurrence of Land Disputes
- The problem is particularly acute in Western Punjab
- Incorrect land records and incompetence of related officials were other important reasons identified

Yardstick 6



Constraints Faced by the Customers

What are the biggest problems usually faced in getting access to land records?



Source: Gallup- BOR Baseline Survey conducted in 2009

Key Findings on Yardstick 6

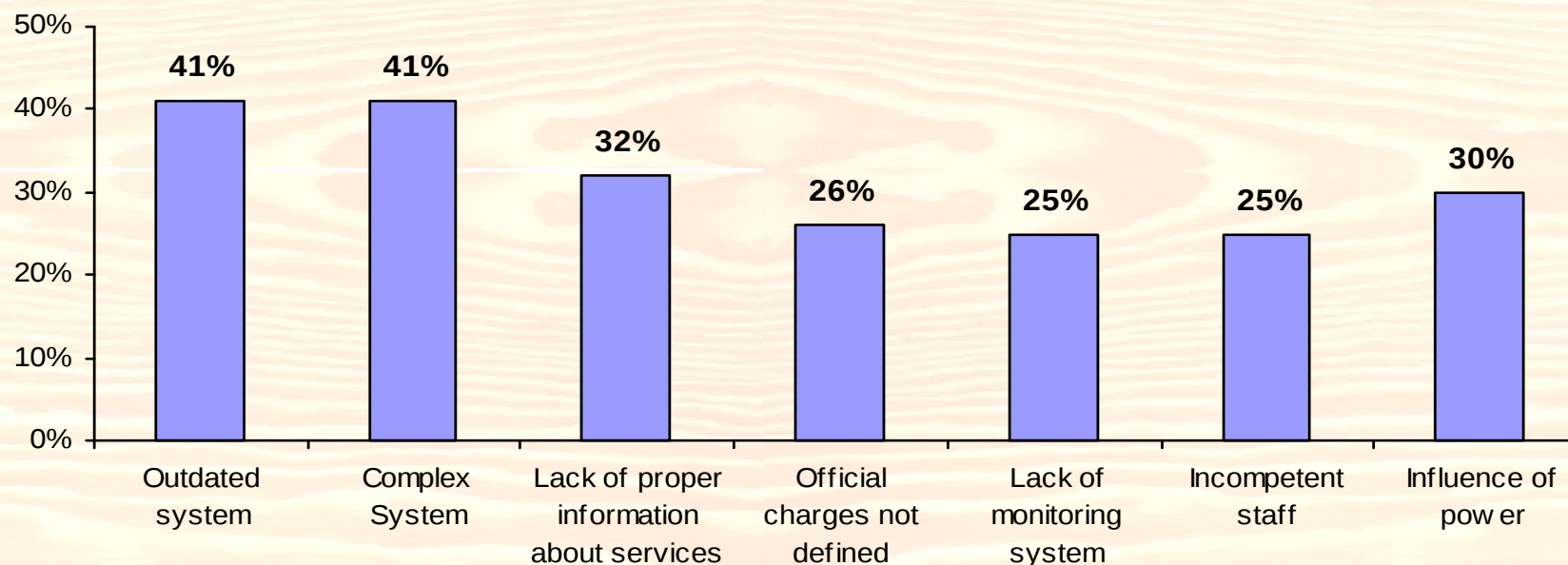


Constraints Faced by the Customers

- 66% respondents shared that ‘no service without unofficial payment’ was the major problem
- For 55% of respondents the biggest problem was ‘Inaccessibility of relevant officials’
- For 30% the problem lay with the low quality of services and ambiguity about the time required to access them

Reasons behind Constraints Faced

What is the reason behind the constraints faced?



Source: Gallup- BOR Baseline Survey conducted in 2009

Key Findings on Yardstick 6

Reasons behind Constraints Faced

- 41% of respondents shared complex and outdated system was the reason
- 32% said it was due to lack of information about the system
- 26% said that official charges were not properly defined

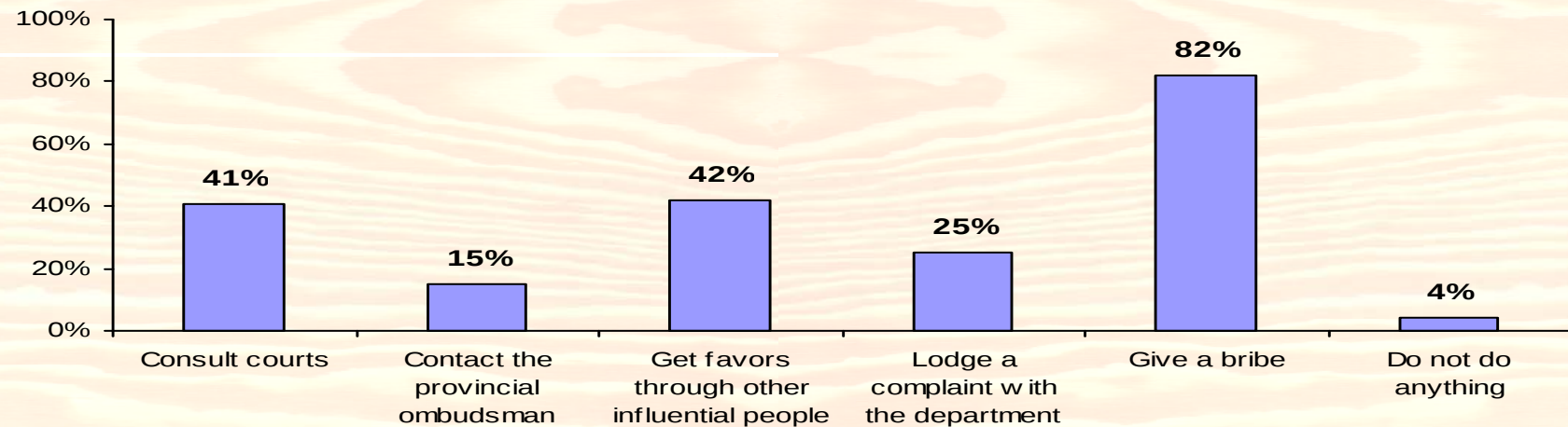
Key Findings on Yardstick 6

Remedies Used to Solve the Problems

- Majority (82%) resort to bribing
- Influential people are also to get their way around the system
- 41% of respondents shared that they contacted courts

Remedies Used to Solve the Problems

Usually what do people do to remedy the problems faced in accessing land records?



Source: Gallup- BOR Baseline Survey conducted in 2009

Summary of Yardsticks

Yardstick 1 <i>Awareness about Services Provided</i>	Majority have some awareness about functional responsibilities
Yardstick 2 <i>Quality of Service Provision</i>	Higher level of dissatisfaction in Central Punjab Compared to other government departments LRS enjoys lower level of satisfaction
Yardstick 3 <i>Performance of Service Providers</i>	42% were dissatisfied with performance of service providers Dissatisfaction more pronounced in Central Punjab and among frequent users Majority respondents face great difficulty in contacting department officials
Yardstick 4 <i>Ease of Access to LRS</i>	Opinions are divided on ease of access to LRS services
Yardstick 5 <i>Land Disputes</i>	Corruption was identified as the major reason for land disputes. The problem was more acute in Central Punjab
Yardstick 6 <i>Constraints Faced by Customers</i>	Two major problems: No service without unofficial payment and inaccessibility of relevant officials Outdated and complex system is the major reason behind the constraints faced

SECTION II:

EXPECTATIONS FROM THE NEW SYSTEM

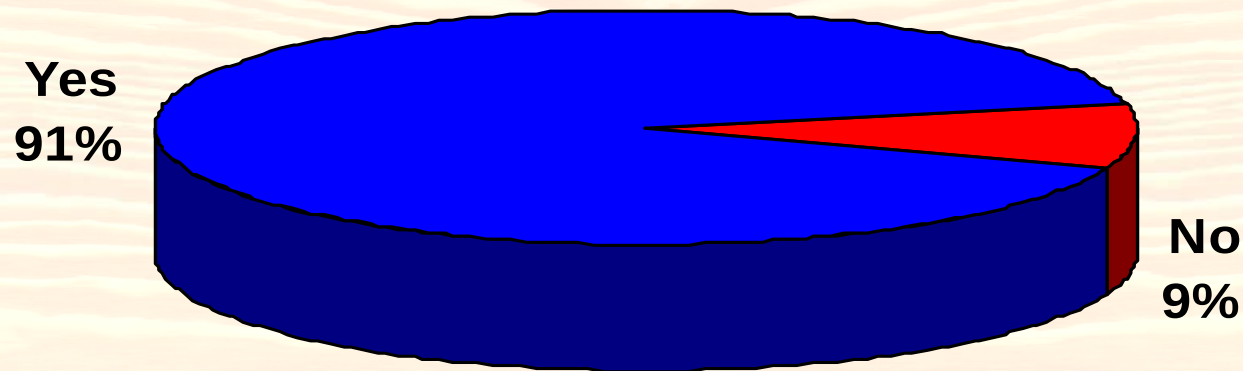
Key Areas Covered

- Preference for Computerization vs Manual System
- Perceived Benefits of Computerization
- Perceived Apprehensions about Computerization
- Willingness to Bear Additional Costs

Preference for Computerization

Computerization of the Records

Will you prefer computerized system to manual system?



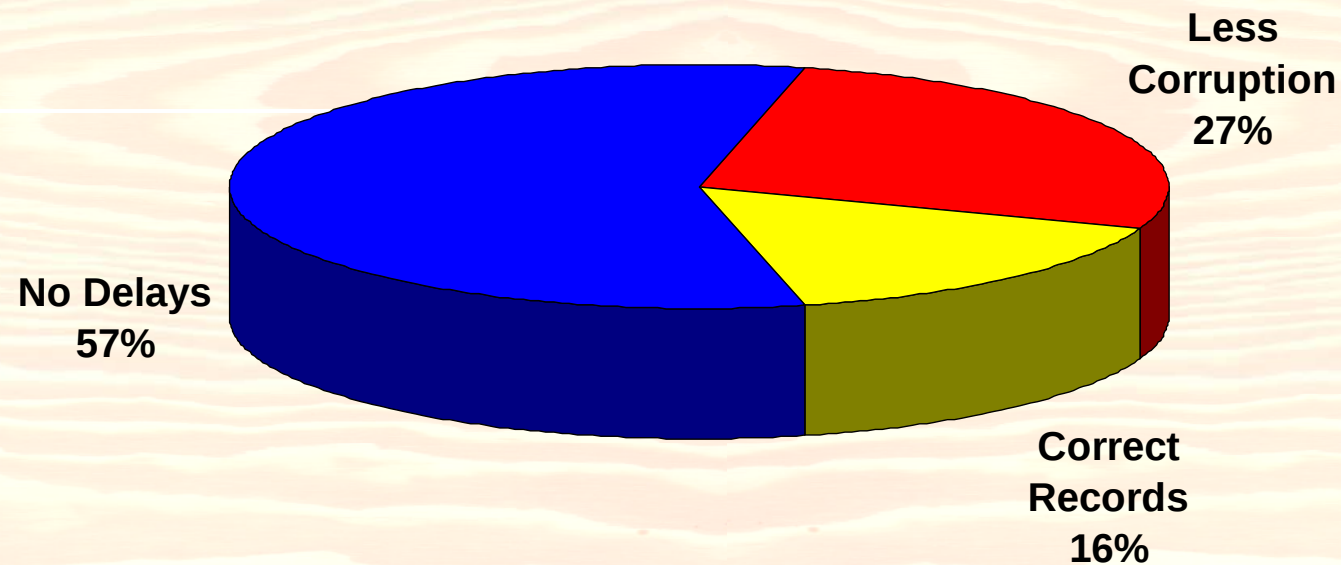
Source: Gallup- BOR Baseline Survey conducted in 2009

Preference for Computerization

- Overall LRS customers across regions and socioeconomic profile see computerization as a step in the right direction
- Efficient delivery of the services (47%) is seen as a major advantage
- Less Corruption (22%) expected with computerization of the records

Perceived Benefits of Computerization

What are the possible advantages of the computerization of the records ?



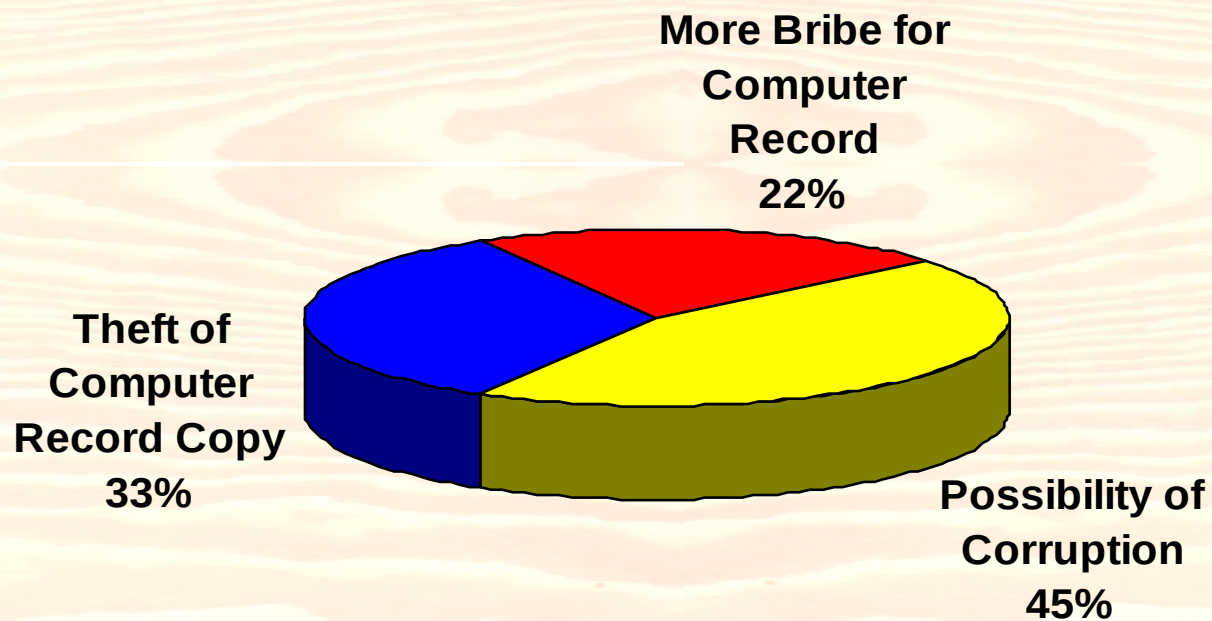
Source: Gallup- BOR Baseline Survey conducted in 2009

Perceived Benefits of Computerization

- Computerization would pace up the system
- Address the largest grievance 'Corruption'
- Correct records would be maintained
- Compared to manual system, computerized system would be less complex

Perceived Apprehensions about Computerization

Will you prefer computerized services over the present manual system? If no, why is it so?



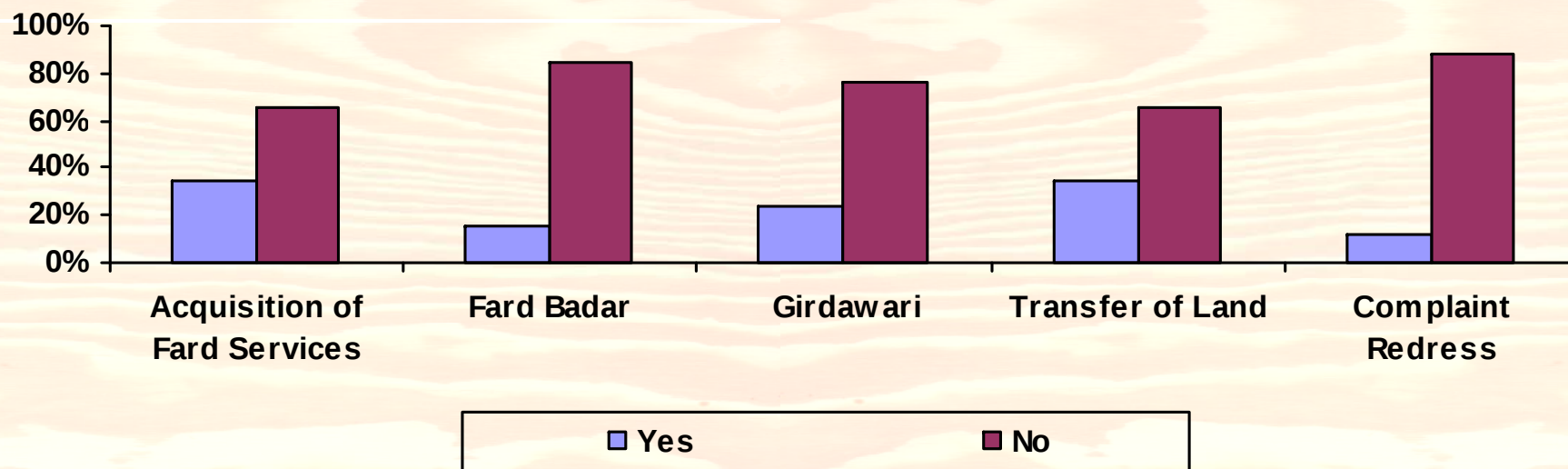
Source: Gallup- BOR Baseline Survey conducted in 2009

Perceived Apprehensions about Computerization

- Overall across regions and socioeconomic groups, LRS customers see computerization as a step in the right direction. There are some apprehensions about the new system
- Computer systems have drawbacks that may harm functioning of the Department
- Concern about corruption is also present with regard to the new system

Willingness to Bear Additional Costs

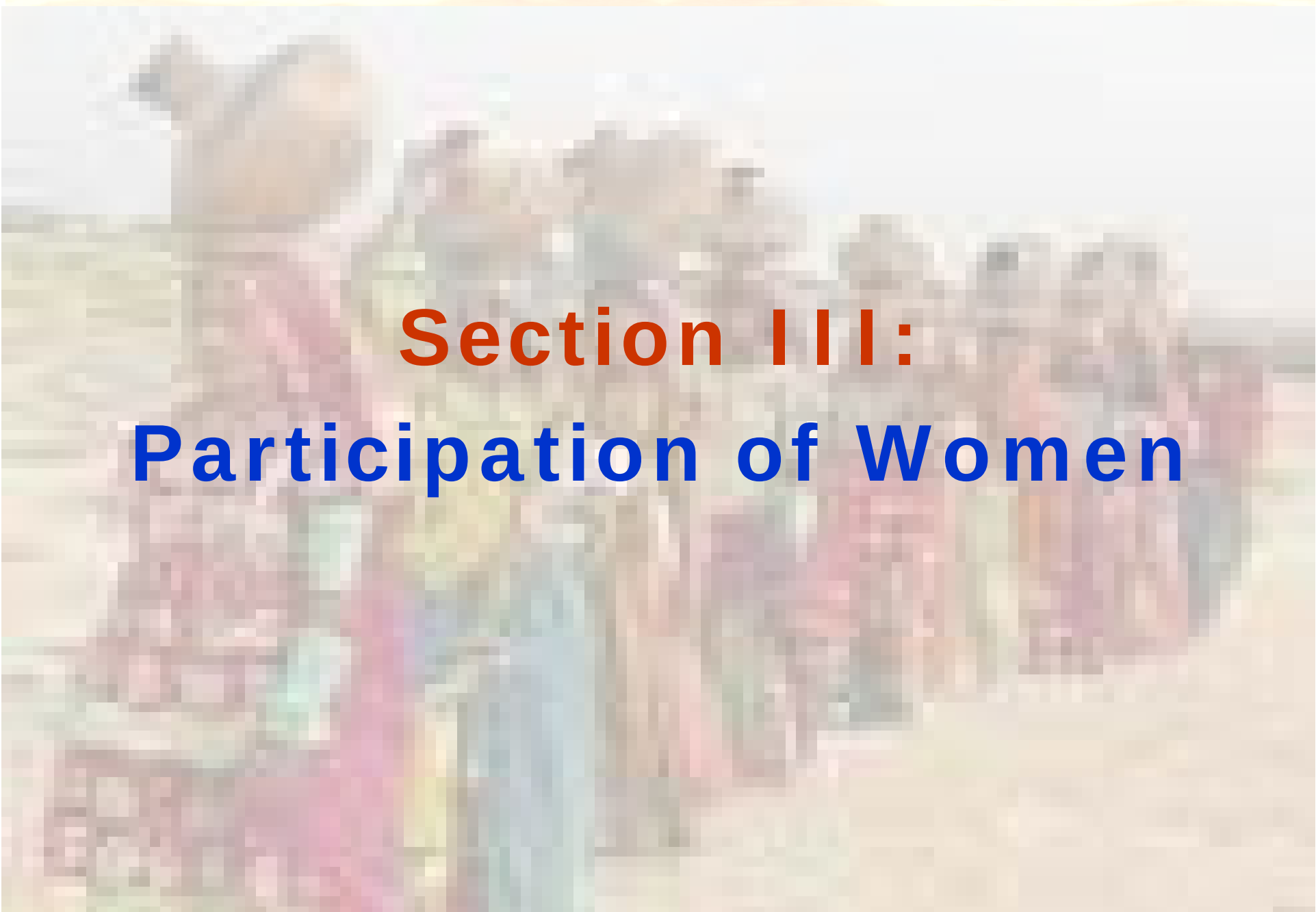
If there is an improvement in the land revenue records system, will you be willing to bear an extra cost for the following services?



Source: Gallup- BOR Baseline Survey conducted in 2009

Willingness to Bear Additional Costs

- Overwhelming majority of customers **refused to bear additional costs for the services**
- 66% respondents shared that they were NOT willing to pay more for **better acquisition of fard services**
- 88% respondents refused to bear additional costs for better **grievance redressal mechanism**
- As compared to other regions, respondents from **Central Punjab** were more willing to bear additional costs
- Individuals with **higher household income** were more reluctant to bear additional costs for improvements



Section III: **Participation of Women**

Key Areas Covered

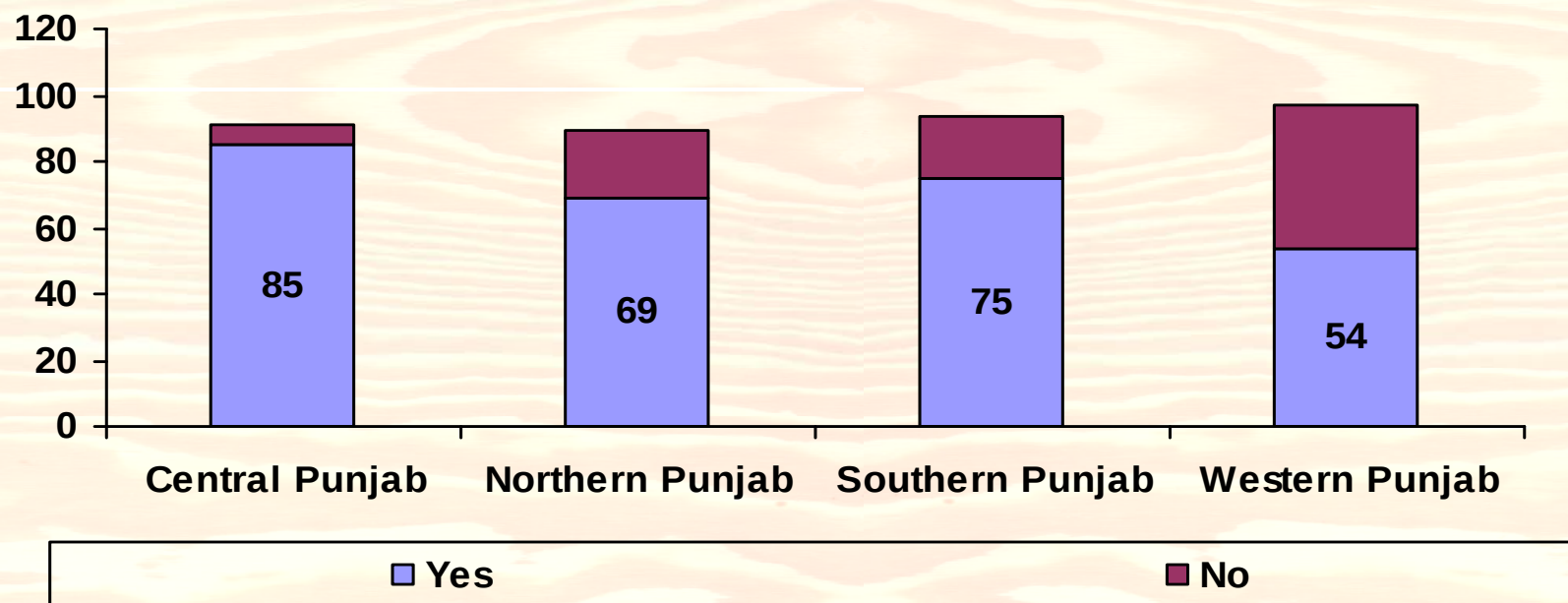
- **Security of Tenure**
- **Access to Services**
- **Problems faced by Women and Vulnerable Groups**
- **Distribution of Land**



Security of Tenure



Are women given their due share according to Shariah in the Current System?



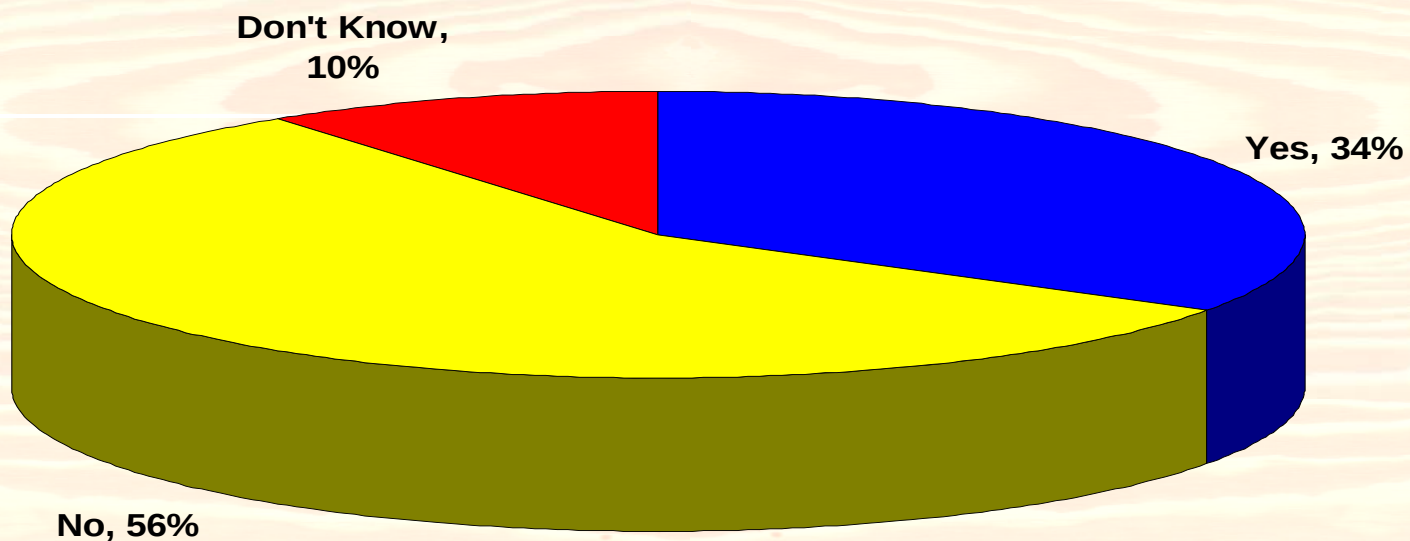
Source: Gallup- BOR Baseline Survey conducted in 2009

Security of Tenure

- The majority of respondents (71%) claim that women get their due share of inheritance as per the dictates of Shariah law in the current system.
- A proportionately higher percentage of respondents from Central Punjab (85%) said that women got their due share of inheritance.
- Compared to other regions, in Western Punjab only 54% respondents said that women got their due share.

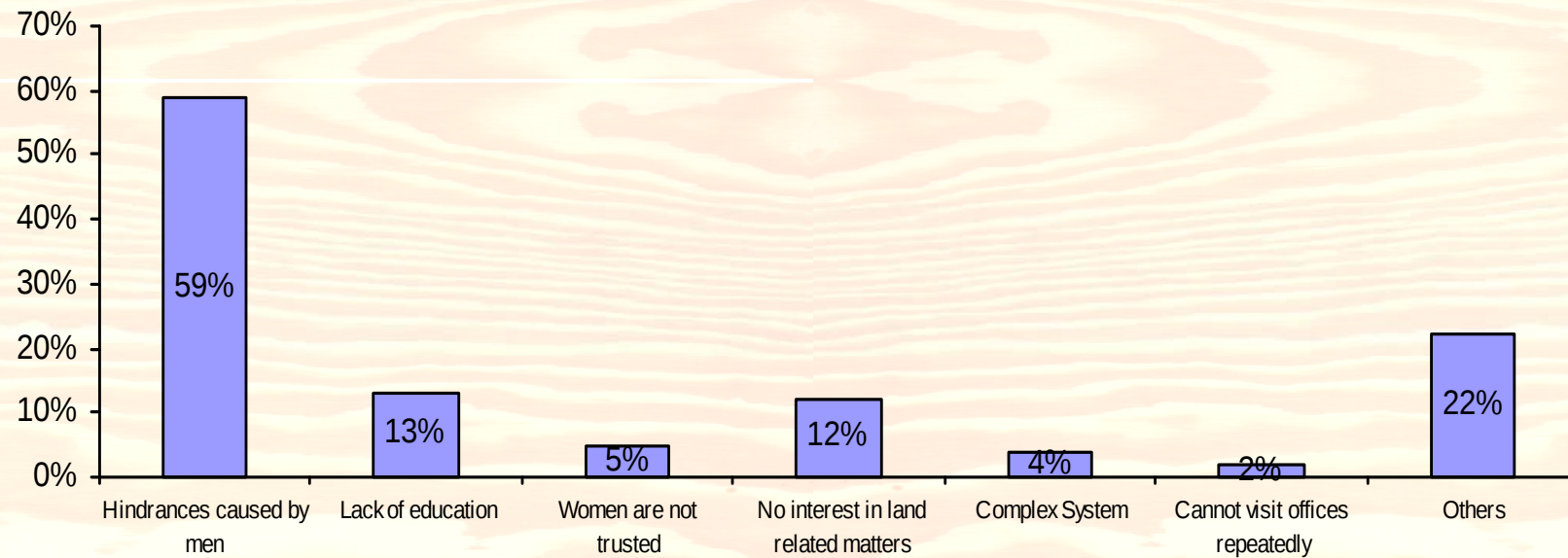
Security of Tenure

Are women involved in land related matters?



Access to Services

Reasons for lack of women involvement?



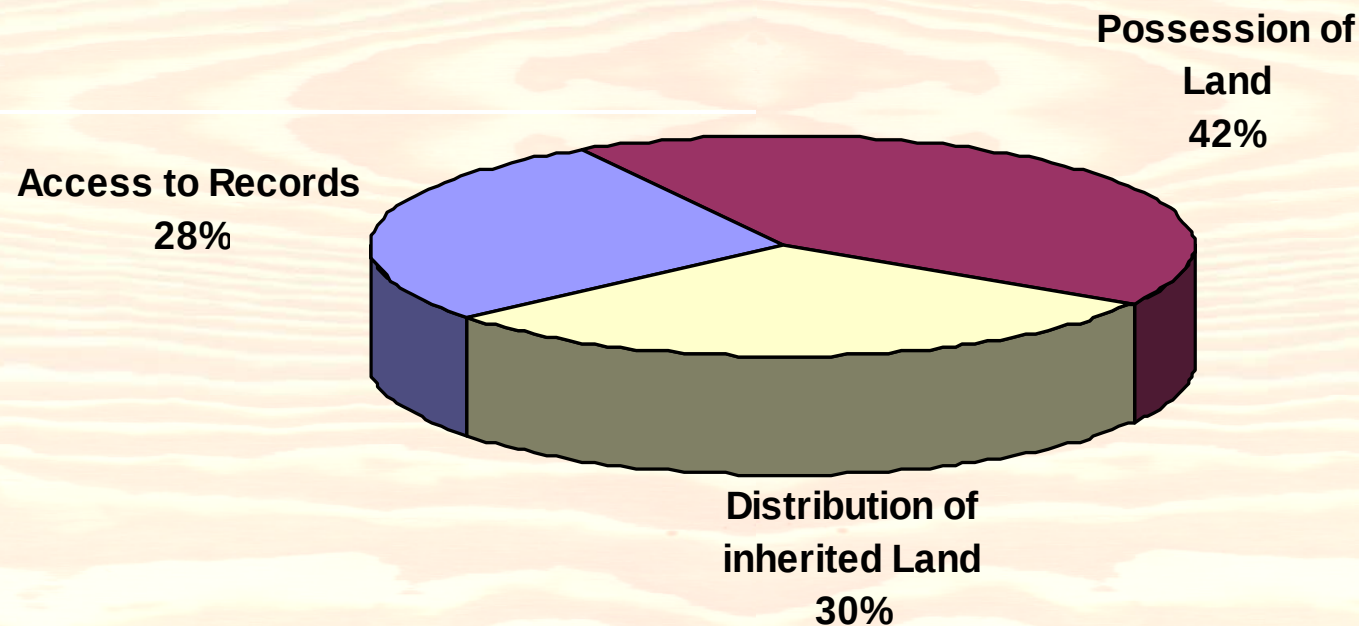
Source: Gallup- BOR Baseline Survey conducted in 2009

Access to Services

- A majority of respondents (59%) reported that hindrance caused by men was a major reason for lack of women involvement in land related matters
- No interest in land related matters and lack of education were also identified as important reasons
- Across all regions, hindrance caused by men surfaced as the major reason, however, with 70% respondents saying this in Western Punjab, the figure was much higher compared to other regions of Punjab.

Problems normally faced by women and vulnerable groups

What are the problems that are normally faced by the women and vulnerable groups in these matters?



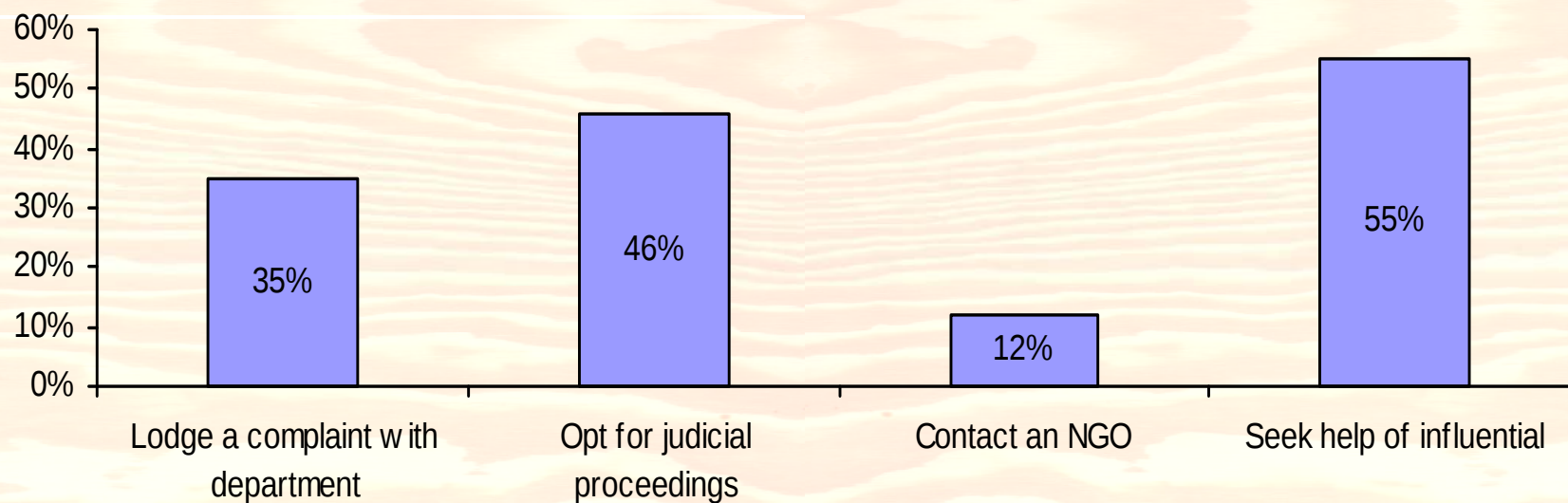
Source: Gallup- BOR Baseline Survey conducted in 2009

Problems normally faced by women and vulnerable groups

- Women and vulnerable groups usually face problems in land related matters in three main areas: access to records, possession of land and distribution of inherited land.
- Attitude of staff was the main source of problems while accessing land records.
- Women experience problems in gaining possession of land mainly because they are not allowed land occupation.
- Most respondents said that family problems were the major reason behind problems faced in distribution of inherited land.

Distribution of Land

In case of unfair distribution of land, what procedures do the women and vulnerable groups adopt?



Source: Gallup- BOR Baseline Survey conducted in 2009

Distribution of Land

- Respondents shared that most women sought help of influential/political individuals to solve cases of unfair distribution of land
- Other procedures adopted include opting for judicial proceedings (46%) and lodging complaint with the department (35%)
- In Central Punjab, opting for judicial proceedings was most used procedure
- In Southern and Western Punjab, 60% and 75% respondents said that women sought help of influential people

Recommendations



Recommendations

- Recommendations by Direct Beneficiaries
- Recommendations from Stakeholders
- Recommendations from the Administrators
- Recommendations from the Consultant

Recommendations by Direct Beneficiaries

8 Key Recommendations by Direct Beneficiaries

■ Recommendation 1:

Majority recommended to keep fees and duration of services at minimum

Suggested Fee and Time Duration		
Services	Fee suggested	Duration suggested
Acquisition of Fard	Up to Rs 50 (51%)	1 day (78%)
Fard Badar	Up to Rs 50 (49%)	1 day (72%)
Transfer of land	Up to Rs 500 (57%)	2 to 7 days (51%)
Complaint redress	Up to Rs 100 (81%)	1 day (52%)

Recommendations by Direct Beneficiaries

- **Recommendation 2:**
Skilled officers should be recruited for improving the current system
- **Recommendation 3:**
Improvements should be made to ensure timely availability of records.
- **Recommendation 4:**
Computerization of records is seen to carry significant consequences for the performance of the LRS Department.
- **Recommendation 5:**
Verification and organization of records would be facilitated by computerization of records.

■ **Recommendation 6:**

Regular monitoring of the staff is expected to improve the current system

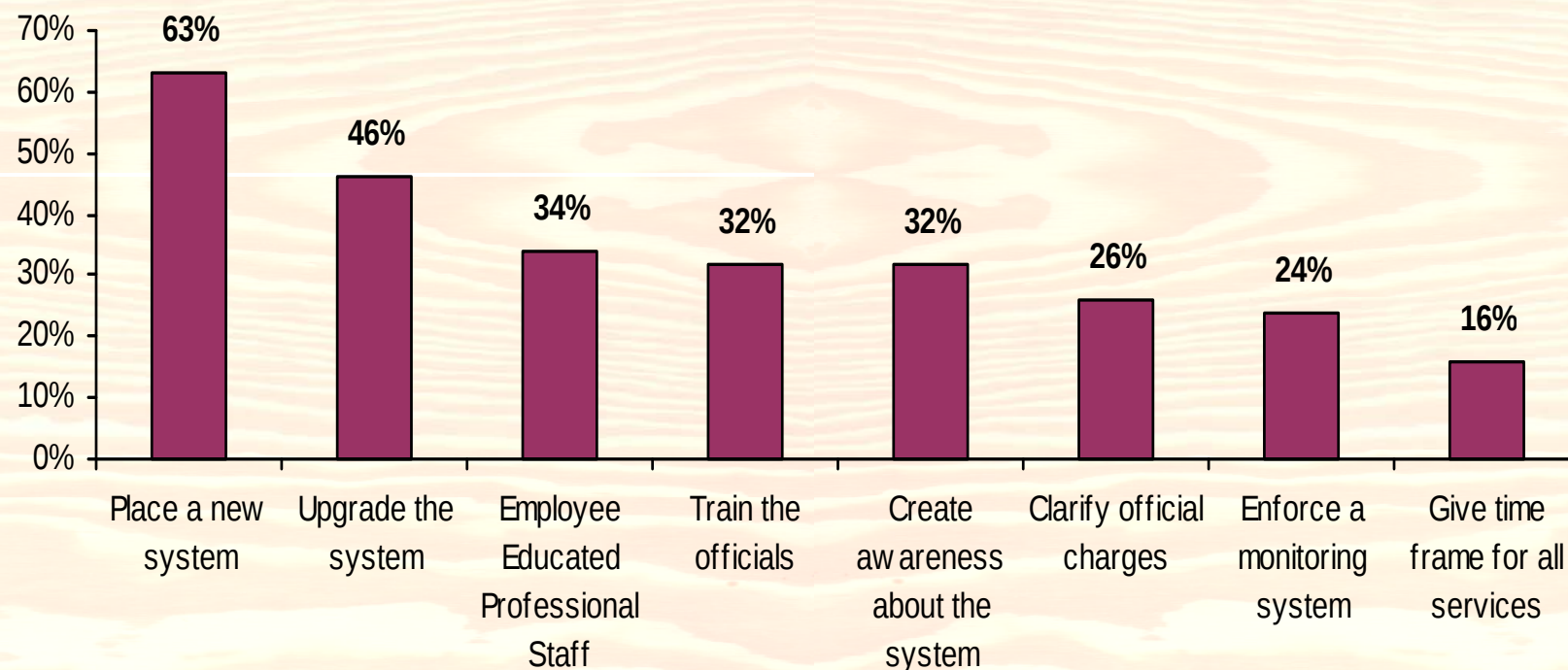
■ **Recommendation 7:**

Ending the use of power by the influential could also help in addressing the problems of the system

■ **Recommendation 8:**

Use of television was recommended as the most efficient way of making people aware about their rights

Recommendations by Stakeholders



Source: Gallup- BOR Baseline Survey conducted in 2009

4 Key Recommendations by Stakeholders

- Recommendation 1: Most of the **stakeholders** recommend some form of change within the system from a complete overhaul to creating awareness about the way it works in order to improve service provision

- **Recommendation 2:** Computerization of land records is a concrete step that can improve the LRS and make the system more accessible for the Public.

A Lawyer says: "There should be a finger print authentication system so that when the actual land owner goes, only he/she can access the information."

- **Recommendation 3:** Television was recommended as the most efficient way of spreading awareness about people's rights.

- **Recommendation 4: Stakeholders recommend that duration and fees for the services should be kept to a minimum**

Suggested Fee and Time Duration		
Services	Fee Suggested	Duration
Acquisition of Fard	Up to Rs 50 (80%)	1 day (68%)
Fard badar	Up to Rs 50 (73%)	1 day (57%)
Transfer of land	Rs 101 to 500 (46%)	2 to 7 days (60%)
Complaint redress	Up to Rs 100 (92%)	1 day (48%)

Recommendations by Administrators

■ 4 Key Recommendations by Administrators/Patwaris

- ❑ **Official duty hours** should be established and fixed.
- ❑ The current **salary of administration** should be increased.
- ❑ Only people with the **knowledge of land related matters** should be trained and made a part of the new system. People who do not have the technical expertise should not be made responsible.
- ❑ The landholders should be given **cards** showing their identification and land ownership status.

A Patwari says:

The Patwari is the pillar of the land records system. When the system was imposed, the Patwari was given 1 pound gold. That was during the time of the British Raj. When the Patwari was appointed to a place he would get official residence there, he would mix and mingle with the people. The people would share their happiness and sorrows with the Patwari. The Patwari's life would have a set timing and his work would be assigned for the entire year. In a public sitting he would read out the land records and if there were any corrections to be made he would make them there and then in front of the people. If the Patwari had to travel, he would be given official allowance and if he had to go to court he would be properly summoned. But now, even though everything else has changed, the fate of the Patwari is still the same. No progress has been made. The Patwari gets a horse's allowance. People complain that the system is wrong, its not, the system is good but the method is wrong. The duties of the Patwari have increased so much that he cannot give proper attention to records. The system is good.

Recommendations from the Consultant

■ **5** Key Recommendations by Gallup Pakistan

■ **Recommendation 1: Improved Access to Documents**

Easier access will reduce the need to pay undesirable visits to the Land Records offices.

□ **Cautions to be Observed:**

- 1- The introduction of a new computerized system should take place **while the existing system** is active and a transition period should be anticipated to ensure that both stakeholders and beneficiaries have time to adjust and adapt to the new system.
- 2- It should be ensured that the conversion of the records into a computerized database is **error free so the authenticity of the computerized record is certain** and prevents disputes based on system change.
- 3- Finally, and perhaps most importantly, the **computerization of data should have comprehensive backup plans**. Land Records should be retained in hard form for cross checking and verification at all times.

- **Recommendation 2: Customize the improved Access System to a wide range of Consumer Profile**
 - The new system should **cater to the needs of all** including those whose education is low (or are illiterate), and are socially under-privileged with no reference or social clout. This would be relevant in designing the alternate electronic access system
 - The end-user should be provided the service in a **language that they can understand** themselves or with minor assistance from an intermediary at the local internet café or grocery shop.
 - Children and their mothers should participate in the process of getting access to the electronic records. This will be a **possible way to break the isolation of women from land records** and also provide to them a sympathetic ally, their children, in seeking a well deserved right to their own and co-owned property.

■ **Recommendation 3: Educate the End Consumer**

- It is recommended that **'Alerts' should be communicated** through the mobile phones which have penetrated in more than half of all Pakistani households (according to the latest Gallup Pakistan Media Report) supported by Television (which reaches more than 80% of all households)
- It should be **supplemented by local Radio stations**, as FM Radio reaches most radio listeners (nearly a third of the population) and is available at low cost for detailed messages which can be repeated with high frequency.

- **Recommendation 4: Alter the Image, Engage with the End User/Customer**
 - Considering the nature of LRS services, **an interactive service** would be most helpful wherein customers and potential customers of LRS services ask questions on the phone line to a Radio program
 - If the low cost localized experiment on the mobile phone, radio and internet are successful their suitable adaptation can also be conceived for the more expensive media of television and print

- **Recommendation 5: Integrate all Features of the Reform Package**
 - ❑ Introduction of **electronic access** to documents (automation)
 - ❑ Quality of **personnel** (staff training)
 - ❑ **Educating** the customer (communication program)
 - ❑ Improvement in customer satisfaction can be realized if all parts of the package are conceived and implemented as a whole.



Thank You