

**IMPROVING PRO-POOR SERVICE DELIVERY IN
DEPARTMENTS WITH LARGE PUBLIC INTERFACE**

REVENUE DEPARTMENT

M.SURENDAR REDDY

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BELLA - VISTA: HYDERABAD**

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PRO-POOR SERVICE DELIVERY IN DEPARTMENTS WITH LARGE PUBLIC INTERFACE

REVENUE DEPARTMENT

Introduction:

In India, district is the administrative unit. It is this administrative unit, which plays an operational role of translating the policies of the state into action by providing services to the citizens in an equitable, and efficient manner. Typically the government provides a variety of services in different departments. Over a period of time the quality of services provided is deteriorating due to various reasons. The 73rd and 74th constitutional Amendments provide transfer of powers and resources to the local bodies, with a view to provide the services by the local bodies. This dilutes the role of district administration. But the services are to be provided to the people. This transformation of district administration needs to be looked in a holistic way, which should improve the quality of services provided by the government at the district level and below.

Pro-poor Service Delivery programme of Government of Andhra Pradesh is a reform initiative to improve the service delivery in departments with large public interface. It seeks to improve the quality of services delivered by the government to its citizens. This involves a lot of initiatives aimed at identifying the problems in service delivery, improving the process internal to the administration, and improving the networks and collective actions. To meet these objectives, a holistic approach involving all aspects like physical infrastructure, technological improvements, and human resource development and financial resources are needed. The changes in administrative procedures which make it easier to understand, modern techniques that bring change or simplification, doing away with unnecessary documentation, use of IT enabled services are also required.

Pro-poor Service Delivery initiative of GOAP covers six departments, which have large public interface. They are Revenue, Health, Education, Rural Development, Social welfare and Urban Local Bodies. In this paper we deal with the activities of Revenue Department. The objective of the study are:

- To study the process of service delivery for some of the important services
- Identify the problems in providing the services and suggest remedial measures to improve the quality of services.

Methodology:

A study of this nature involves detailed discussion with the officials and the citizens. For the purpose of the study we have selected eight districts, viz, Mahabubnagar, Karimnagar, Adilabad, Kadapa, Chittoor, Prakasham, East Godavari and Srikakulam. We had detailed discussions with the senior officers, including the collectors, at the district level. We have also discussions with the Tahsildars at Mandal level and village officials about the services they provide, the process and problems they face in providing the services. This report is mainly based on the discussions we had with the officials. In addition we had discussions with the citizens who receive the services.

In this study we present the overview of the Revenue Department at the district level, the functions of district collectorates/collector, Tahsildars and village officials. We have presented the process of providing services and the problems faced by them. We have also suggested some measures to improve the service delivery by the Revenue Department.

OVERVIEW OF REVENUE DEPARTMENT

Introduction:

The Revenue department plays a key role in the overall Civil Administration at the District, Taluk and Village Level. The District Collector and Tahsildar is the Heads of

Civil Administration in their respective jurisdictions. The department is the civil administration arm of the Government and is responsible for revenue collections like basic land tax, plantation tax, building tax etc. The department is also responsible for revenue recovery against dues to government or government institutions. The Revenue Department also administers several Acts and Rules in the State pertaining to land and civil administration. The Department also implements various schemes for the underprivileged sections of the society.

The Key functions of the Revenue Department are summarized below:

- Collection of irrigation cess
- Effecting Revenue Recovery
- Maintenance and updation of land records
- Conduct of Elections including revision of electoral rolls and issuance of photo-identity cards for the purpose of voting
- Assignment of Government lands to various categories of institutions / organization / individuals
- Conduct of census
- Transfer of Government lands between departments
- Acquisition of land for public purposes
- Conservation of government lands and trees
- Provides Relief operations in case of Natural Calamity/Disaster and disbursement of funds to the eligible persons.
- Disbursement of Chief Minister's Distress Relief Fund to the needy
- Issue of licenses and regulation of arms license, explosive license, etc.
- Implementation of MPLADS and various other developmental schemes
- Redressal of public grievances
- Issue of various certificates for e.g. Caste certificate, Community Certificate, Possession certificate, etc
- Determination of beneficiaries and disbursement of funds to eligible persons under various pension schemes e.g. freedom fighter's pension
- Determination of beneficiaries and allotment of plots to beneficiaries under various housing schemes
- Manage and control of natural resources, regulation of sand mining, granite mining etc.

Interface with Lower Offices

In the Revenue Department, heads of lower offices generally report to the heads of immediate higher offices e.g. Village officers report to Tahsildars, RDOs report to the District Collectors. Heads of special sub-offices under Collectorate (Special Tahsildar or Deputy Collector) also report to the District Collector. Tahsildar reports to both the Collector as well as the Revenue Divisional Officer depending on the subject. For issues related to farmland filling, building tax appeals, late registration of birth and deaths, Tahsildars report to the Revenue Division Officers, while for all other fund allocations and most other subjects, Tahsildars report to the Collector. All communications from a lower office to a higher office and vice versa are routed through the head of the office.

FUNCTIONS OF DISTRICT COLLECTORATES

There are 23 districts in the state, and the Collector and District Magistrate look after the district administration. The District Collector is the head of civil administration and coordinates activities of all government departments/institutions at the district level. For performing the functions of Revenue Department at district level, the District Collector is assisted by Joint Collector, District Revenue Officer, and Deputy Collectors for various functions, District Superintendent of Survey and Land Records, Finance Officer, Superintendents and other Junior Officers. The functions and duties of the Collectorate are many and are listed in the Annexure I. The important services provided by the Collectorate are listed below.

Land Administration

Land Administration functions include administration of Land Reforms Act, Land Utilization Act, Land Conservancy Act and other related acts and rules. The functions include assignment of surplus land, assignment of porampoke land to individuals/institutions, regulation of river sand mining, issuance of Record of Rights, issue of Patta, eviction of encroachments, transfer of government land to other departments, revision cases under all the above acts, tree cutting permits and other land related matters. Co-ordination between land acquisition sub-offices and all other matters related to land acquisition is also included in land administration. A separate suit/cell is constituted for handling suits against officials mainly arising in land related matters.

Revenue Recovery

The Revenue recovery functions emanate mainly from the administration of Revenue Recovery Act, Building rules, Building Tax related rules, etc. The functions include periodic review of revenue collections and co-ordination with other revenue offices, collection offices and sub offices. Revenue Department through its revenue recovery machinery facilities collection of pending dues to Government Departments. In areas where there is a large number of pending revenue recovery cases the Government may constitute separate revenue recovery sub-offices under the control of District Collector for enhanced recovery of dues.

Civil Administration

Civil administration functions involve administration of number of Acts and Rules like Bonded Labour (Abolition) Act, Marriage Act, Atrocities on SC/ST Preventive Act, Arms Act & Rules, Explosives Acts & Rules, Petroleum Acts & Rules, National Trust and persons with Disabilities Act, Cinema Act & Rules, Stamp Act and appointment of stamp vendors, Motor Vehicle Act, Buildings (Lease and Rent Control) Act, FEMA, etc. Other key matters are criminal justice and police, relief work in case of natural calamity, social security and social welfare schemes, housing schemes and allied matters, allocation of funds of LSGIs, declaration of local holidays, prevention and control of communal disturbances, prevention of cruelty towards animals, industrial pollution related matters, labour disputes and allied matters, Abkari and related matters, issue of licenses, etc.

Conduct of Elections

Conduct of elections involves preparation and updation of electoral rolls, pre election arrangements, conduct of elections to Local Self Governments and General Elections to Legislative Assembly and Parliament, post election duties like protection of ballot papers and other items. Co-ordination with government offices and political representatives and election commission are also key functions.

Financial Administration

Finance administration involves service-related matters like pension, gratuity, pay bills, arrears bills, etc. of employees. It also involves budget preparation, allotment of fund and monthly reconciliation with treasury and banks, reimbursements and preparation and payment of contingent bills, maintenance of accounts etc.

Collectorates handle funds under more than 40 'heads of account' and allocate and distribute funds for many district offices and institutions. Funds for all revenue establishments in a district including those for financial assistance schemes, funds for social security, pensions for LSG institutions, District Development Committee Expenditure fund, etc are distributed through Collectorate. Funds for reconstruction/rehabilitation and relief in case of natural calamities are also distributed through Collectorates. MP Fund is distributed through Collectorates while MLA fund through Assistant Development Commissioner's Office.

**FUNCTIONS OF REVENUE DEPARTMENT AT DISTRICT AND
SUB-DISTRICT LEVEL**

The main functions of Revenue Department are many. They are described in the following paragraphs.

1. Issue various types of Certificates
2. Natural Calamities
3. Assignment of Surplus land
4. Assignment of Government land
5. Alienation of Government land
6. Land Acquisition
7. Issue of Pattadar Passbooks to farmers
8. E-seva services
9. Chief Ministers relief fund
10. Redressal of Public Grievances
11. Survey and Demarcation of land
12. Allotment of Houses to the poor
13. Maintenance of Land records
14. Mid-day meals to school children
15. A.P Rural Employment Guarantee Scheme, etc.

In addition to the above the District Collector discharges the following functions

1. Monitoring of work under MPLAD and MLALAD fund
2. Monitoring of collection under National Savings Scheme
3. Protocol Duty
4. Security Arrangement for V.V.I.P Visits
5. Redressal of Public Grievances
6. Coordination activities of other departments at District Level
7. Disposal of citizenship applications
8. Conduct of Elections
9. Conduct of conferences and Review meetings
10. Prevention of Atrocities against SC/ST

11. Conduct of Auctions under Abkari Act
12. Enforcing provisions of Essential Commodities Act
13. Issue of Land value certificates
14. Enforcing provisions under various Acts (ex: Cinema Regulation Act, Shops and Commercial Establishments Act, Enforcing Child Labour Act, Indian Stamp Act, Functions Under Child Marriage Act, etc.
15. Legal Aid to poor
16. Convenes/Chairs various committees, viz District Development Committee, District Planning Committee, etc.

Mandal Offices:

There is one Tahsildar in each Mandal Office. For discharging various duties in Mandal Office, he is assisted by few clerks, revenue inspectors and village officers. The functions and duties of the Tahsildar under various statutes and Government orders are listed in the Annexure II.

The important functions performed by the Mandal offices are:

1. Issue of Certificates
2. Natural Calamities/Disaster Management
3. Financial assistance under Social Security Schemes
4. Legal aid to poor
5. Assignment of land
6. Issue of Pattadar Passbooks
7. Issue of certified copy of Land Records
8. Survey and demarcation of Land
9. Assignment of Land
10. Protection of Government lands
11. Allotment of House sites to the poor
12. Electoral roles
13. Surplus land distribution
14. Land Acquisition, Alienation, Tenancy Act, etc.

3. Village Office:

The Village office is the basic unit of Revenue Department at the Grass-roots level. Executive Officer of Gram Panchayat/ Secretary, Gram Panchayat will look after revenue functions, and functions under the overall guidance of Mandal Officer and his superiors in all matters related to the department. The functions and duties of village office are given in Annexure - III.

The village office is the key collection office for all major taxes collected by revenue department like basic land tax, building tax, luxury tax along with other collections like payments of housing schemes (LIGH, MIGH, etc.). Most functions of revenue department, which require field level work are, carried out through village offices even though decision-making may be at different higher levels depending on the importance and criticality of the subject. Also different offices perform different roles on a specific subject. For eg. Revenue Recovery certificate can be given only by the District Collector while demand notices may be authorized by Tahsildar. But for all notice serving and revenue recovery procedures the Tahsildar takes the help of village officers. The Tahsildar functions as drawing and disbursement officer for all the village offices under him. The disbursements and payments for the village establishment as well as other pensions and financial assistance to beneficiaries are done by the Tahsildar. The village officer reports to the Tahsildar.

Key functions of a village office can be summarized as shown below.

- Calculation and collection of basic land tax, building tax and other specific taxes. (Building tax assessment is done by Tahsildar, while other taxes are assessed and collected by village officer)
- Maintenance of land records and transfer of registry
- Issuance of various certificates (more than 13 types of certificates) (For agencies/institutions outside the State (also when specifically asked for), Tahsildar has the authority to issue the certificate)
- Enquiry and preparation of report on certain social welfare schemes (e.g. financial aid to leprosy, cancer and TB patients)
- Collection of revenue under Revenue Recovery Act, attachment of movable and immovable properties as per orders of higher authorities

- Conservation of government properties (porampokku and others)
- Assistance in the conduct of elections and census (Village office verifies and updates the electoral rolls, makes booth arrangements. The taluk office coordinates all these activities at a taluk level)
- Relief work in case of natural calamities (Village officers are responsible for frontline operation, while taluk level co-ordination is done by Tahsildars, and District Collector is the coordinator for the district.)
- Public grievance redressal
- Enquiry and report preparation for taluk and higher offices related to land assignment, land acquisition, revenue recovery and any other matters asked for

Issue of various certificates and relief work in case of natural calamities are the other important responsibilities of a village officer. Apart from the above functions, he also conducts site enquiry and prepares reports as per the directions from the higher offices of revenue department and from other departments and institutions (courts, other departments, etc). Collection of revenue under Revenue Recovery Act, attachment of movable and immovable properties as per orders of higher authorities, works relating to election and census are also important functions of a Village Officer.

A village officer position is equivalent to Revenue Inspector position. Village officer may be appointed as a 'receiver' by a court and in that case he has to protect the property for the court. There are many other duties a village officer performs including (a) informing the magistrate or nearest station house officer about a crime that has taken place in his village jurisdiction, (b) supporting to police or forest officials for protecting forest land, (c) reporting to panchayat exclusive officials regarding persons or properties in the village jurisdiction etc.

Revenue department, in addition to statutory functions provide a number of services to the people. The services that are provided are presented in the following pages. The process of providing such services are based on the well established rules and procedures. Below we present the process of providing services to some important services.

1. ISSUE OF CERTIFICATES

Issue of certificates is one of the major day-to-day activities of the revenue department at the Mandal level. The Mandal Revenue Officer (MRO) issues them. There are a variety of Certificates to be issued by the MRO. They are

1. Caste Certificate
2. Nativity Certificate
3. Solvency Certificate
4. Legal Heir Certificate
5. Certificates to be produced outside State Central Government departments.
6. Income Certificate
7. Birth Certificate
8. Marriage Certificate
9. Unmarried Certificate
10. Dependent Certificate, etc.

The Caste certificates are issued at the Mandal Levels as per the Act 16/93 under Rules G.O.Ms.No.58, dated 12.5.1997.

Process to issue Certificates:

- Apply to MRO for the required certificate along with necessary documents.
- Village Officer identify the applicant
- Revenue inspector verifies and certifies the applicant and these two will be enclosed along with the application and submits it in MRO Office.

Incase a certificate is already issued earlier, a copy of the Certificate need to be attached along with the application. Based on the documents attached the required Certificate is issued to the applicant in 2-3 days. There is no need for verification other than this. Where doubts arise, incase of BC certificates and converted Christian, an affidavit from the applicant is required to issue the Certificate. There will be delay in issuing a certificate in case of doubts. An integrated birth, caste and nativity certificate is being issued to applicants in the State, which is very useful to the people for all purposes.

Issue of Solvency, legal heir, and marriage and unmarried certificates takes a little more time, as they need more time for verification.

To issue a certificate to a tribal a lot of procedures are to be followed. The officer concerned has to verify the distinctive culture, primitive tribe, and ethnicity and extreme backwardness. This takes more time for verification.

The District Collector is empowered to enquire into the caste status of the individual either suomoto or by any allegation petition received. Generally the employers refer their employee's caste certificates to the concerned District Collectors for its genuineness. Such complaints will be referred to the concerned tahsildars and submit their reports through the Divisional Officers. If the certificate is genuine, the fact will be intimated to the concerned employer. But in case of adverse reports received from the Tahsildars, Divisional Officers, the matter will be placed before the District level Scrutiny Committee consisting of the following members.

District Level Scrutiny Committee

- | | |
|---|---------------------|
| 1. JOINT COLLECTOR | : CHAIRMAN |
| 2. DISTRICT REVENUE OFFICER | : MEMBER/CONVENOR : |
| 3. DY.DIRECTOR OF SOCIAL WELFARE | MEMBER |
| 4. DISTRICT B.C WELFARE OFFICER | : MEMBER |
| 5. DISTRICT TRIBAL WELFARE OFFICER | : MEMBER |
| 6. INSPECTOR OF POLICE, VIGILENCE CELL
CID DEPT. | : MEMBER |

The District Level Scrutiny committee determines the caste of the individual and sends its recommendations to the District Collector. The District collector in turn provide an opportunity of personal hearing and determine the caste of the individual.

If the individual is aggrieved by the orders of the Collector, he may have right to appeal before the government i.e., before the State Level Scrutiny Committee. The Government refers the appeal petition to the concerned District Collector for his remarks and records. The reports of the collector will be placed before the State Level Scrutiny Committee to decide the caste of the individual.

2. ISSUE OF PATTADAR PASSBOOKS AND TITLE DEEDS

Issue of Pattadar Passbook is one of the important services provided by the revenue department to the farmers. Majority of farmers belong to small farmers and marginal farmer category need money to buy the inputs to grow crops. Keeping the plight of the farmers in view, the government of AP has made arrangements that the farmers could meet their credit requirements through commercial banks and cooperative banks. A farmer is required to show his land to avail the credit from these commercial institutions. The land records were not maintained properly and there was a lot of confusion in identifying the land by the farmers, as there were no proper land records. The Government of Andhra Pradesh has decided to issue a passbook showing the details of the land the farmer possesses and the title deed. This is a basic document, which shows the property of a farmer. This helps him to avail the credit from commercial banks/cooperative banks for agricultural purposes, starting a small business in rural areas, or any other development or social needs. This is a very useful document, which a farmer can use for his sustenance. Pattadar passbooks are a record of rights, which is necessary for the farmer to use it for all purposes. This passbook contains the details of the area of land he possess, dry/wet land, the survey member, and the value of the land as estimated / recorded in the revenue records.

Process to issue of Pattadar Passbook and Title deeds.

- Application with documents in form 16 about lands the farmer possesses with details.
- Check the details of application in revenue records by revenue inspector and MRO
- If all documents are right entry into passbook register, passbook for general register and passbook for title deed.
- MRO send the Title deed to Revenue Divisional Officer
- RDO register in form 17
- Then the passbook and title deed is distributed to the applicant with acknowledgement.

Incase of doubt or dispute, a notification will be issued and verified the actual owner.

Incase of deletions/additions due to land transactions notification will be issued and verified. Sufficient time will be given to the parties concerned to make their claims. This process will be completed within one month.

3. TACKLING OF NATURAL CALAMITIES:

The State's economy is dependant on the vagaries of monsoons. Some districts are prone to droughts, some are to floods and some others particularly the coastal districts are prone to cyclones. When ever they occur it is the revenue department, which tackles the situation with the help of other departments.

Tackling of droughts:

Droughts occur in Telangana and Rayalaseema districts as these regions receive scanty rainfall. Whenever they occur, the State government declares the drought prone districts or mandals. Then the agriculture department assesses the damage of the crops, cattle and reports it to the district collector. The district collector represents the matter to the State government. Based on the recommendations of the district collector the State government decide the amount of compensation or other packages whichever is necessary to the people. The decisions of the government are passed on to the district collector and they are implemented by the MROs in the drought affected mandals and villages. Based on the advance information available with the government agriculture department prepares a contingency plan to tackle drought, which is generally implemented. They will be mostly in the form of public works, roads and employment generating activities. These activities will be taken up to help the poor population.

Tackling of floods:

Floods occur in districts Khammam, Godavari and Krishna basins. Floods sometimes also occur in Srikakulam and Vijayanagaram districts due to overflow of Nagavali and Vamshadhara rivers. Whenever they occur the revenue department has to be vigilant to monitor the flood situation, and take up relief measures. The revenue department will coordinate with the irrigation department and monitor the reservoir levels, and warning is issued. The revenue department prepares people for evacuation if necessary. If it is necessary, relief camps are organized, food, rice, kerosene oil is distributed to the

affected people. Revenue department arranges swimmers, boats, and if necessary services personnel to rescue them. For any human loss compensation is provided to the families of the deceased. Revenue department assess the damage to houses and provides relief to house construction. The department also provides input subsidy and compensates for crop damage to the affected farmers, relief to affected weavers and fishermen. All these services of rescue, evacuation, relief, and rehabilitation operations take place under the close supervision of District Collector. The Collector will see that normalcy is maintained in the affected areas by closing the breaches to the canals/tanks, restore traffic, electricity and communications.

Other Natural Calamities:

In addition to droughts and floods, other natural calamities like cyclones, earthquakes and Tsunami waves, Earthquakes. Tsunami calamities are very rare in the state. Cyclones do occur frequently in the coastal districts of the state. Whenever the meteorological department issues a depression or cyclone warning, the state government alerts the concerned districts to get ready to tackle the situation. In the event of cyclone, warnings is issued and alert the people particularly the fishermen not to venture into the sea for fishing. Depending on the severity of the cyclone, people are evacuated and arranged for temporary rehabilitation. The evacuees will be provided with food, ration, water in the temporary camps. After the event is over, teams are formed and assess the damage. The district collectors will send a crop condition and damage report to the State government. The teams enumerate the beneficiary and assess the damage due to crops, loss of livestock, house and other property. After assessing the damage/loss the relief is distributed to beneficiary.

Problems:

During and after the occurrence of the natural calamity, the problems faced by the officials were many. In any situation of this nature where lakhs of people are involved the problems are bound to arise. At the same time the human resources available with them are limited. The officials have to work under lot of constraints. Some of the problems faced by the officials is presented below:

- Whenever the people are shifted to relief camps, their expectations surpass the actual facilities provided. People want all the facilities in those relief camps,

which the officials cannot provide due to many constraints. This results in dissatisfaction and complaints.

- Awareness of public about the relief offered by Government and the field reality are different. The demands of people and the political interference make it difficult for the officials to provide service.
- Other major problem is assessment of damage due to natural calamity. People over estimate their loss. The revenue officials, by nature, being conservative, under estimate the losses. Thus there is a conflict between people expectation and officials assessment about the losses. People expect full compensation as assessed by them. As this is not possible people feel betrayed by the government and complain about the relief operations.
- In cases where government provides input subsidy, the beneficiaries feel it is inadequate. Whenever government provides any benefit people are dissatisfied as the government cannot meet all the demands of people
- Also they complain of delay in providing relief.
- In dealing with relief measures the officials have to deal with many organizations and department. Anything may go wrong any time in the operations of this type. The officials have to take the blame. This will hit on the morale of the officials in providing the service.

4. ASSIGNMENT OF GOVERNMENT LAND FOR AGRICULTURAL

PURPOSE:

One of the services of the revenue department is to assign land to landless poor who owns less than 2 ½ of wet land or 5 acres of dry land and whose annual income is not more than Rs.11, 000/-, or political sufferers and ex-servicemen or serving soldiers for agricultural purpose. The area that can be assigned is 2.50 acres wet or 5.00 acres of dry land. In agency areas the areas can be 5.00 acres of wetland and 10.00 acres dry. Preference will be given to SC, ST and BC population. Mandal Revenue Officer/Tahsildar is the competent authority for assigning the Land.

The Process:

- The Village committee identifies the beneficiary for Land assignment.
- An application has to be submitted to the Tahsildar on a plain paper.
- The application should be entered in Dharakhast Register in Tahsildar's Office.
- The land is inspected by the Mandal Revenue Inspector (MRI) to find out whether it is available for assignment or not and whether there are any encroachments on the land or any objections on the land and report to Tahsildar.
- In case there are any objections, they will be published and 15 days time is given. The notice is published in Tahsildar's office, gram panchayat/village chavidi
- After publication of notice, a memorandum is prepared by MRI, and a sketch of land is to be prepared .
- Resolutions of Gram Panchayat for land assignment are to be obtained.
- In case of poramboke land the consent of the concerned department is to be obtained and conversion proposals are sent to the Divisional Officer.
- In case of trees and structures on ground, a notice is served on the applicant for the recovery of value of trees/structures.
- After obtaining all the above formalities, the issue is discussed in the assignment Review committee meeting chaired by MLA of the concerned assembly constituency and then D-form Patta is to be given to the beneficiary subject to the conditions laid down in the D form Patta.
- The assigned lands are hereditary but not transferable but the land assigned to political sufferers and ex-servicemen and alienable after completion of 10 years.
- The whole process ordinarily takes place in 3-6 months time.

In case of violation of the conditions of D-form Patta by the assignee, the land shall be resumed to government.

5. ALIENATION OF GOVERNMENT LAND:

Government alienates its land for bonafied public purposes. The lands can be alienated for Private persons, registered societies under Cooperative Societies Act, Industries Registered under Companies Act, Local Bodies, and Government undertaking such as FCI, ONGC, APSRTC, and APIIC etc. The land can be given free of cost if it is required for Public purposes, if it is for commercial purposes the government can fix a price for it. However, the government has the right to fix a price or not to such allotted land.

The Process:

- First of all an applicant must put in a requisition for land in a prescribed proforma, and satisfying the conditions of alienation under Board of standing orders - 24.
- After receiving the requisition, A1 notice inviting objections should be published in the village(s) giving 15 days time.
- A copy of such notice should be served on the Gram Panchayat or Municipality concerned.
- MRI, MRO and RDO inspect the land.
- Survey Document Record should be prepared and scrutinized by District in charge of survey.
- Then this proposal will be forwarded by RDO along with feasibility report to the Joint Collector/Collector.
- Joint Collector will make a personal inspection of the land with all the documents connected to the project.
- Joint Collector will propose a value to the land to be alienated.
- This proposal is sent to secretary to Revenue (Chief Commissioner of Land Administration) through the district collector.
- The Secretary to Government, Revenue will accept or modify the price for the land and communicate his decision to the collector.
- Collector informs the decision of the government and asks for the payment of the money for the land.
- Client after paying the total cost of the land position is given to the client.

The Revenue Divisional Officer should attest the following in triplicate.

1. Application
2. Conditions of Alienation
3. Published A1 notice
4. Resolution of the local body concerned
5. Extract of 'A' Register/Fair Adangal
6. Extract of Adangal
7. Check Memo
8. Combined sketch

9. Scrutinized Survey Document Record
10. Sub-Division Statement
11. Consent of the department under whose control the land site is there.
12. Inspection Report of the RDO
13. Consent of the applicant to pay the value fixed by the authorities.
14. Registration statistics for the surrounding lands to arrive at Market value of the land.
15. Note on the particulars of the surrounding lands.
16. Basic value particulars of the surrounding lands
17. Transfer application

The problems

This is an elaborate procedure adopted by the government for fixing a price and transferring the land. This procedure is very cumbersome, time consuming. At every stage of the requirement, the process is going to be delayed, as there are too many involved organizations, departments, and individuals. This cumbersome process could lead to malpractices at various stages. For individuals it is going to be a Herculean task.

6.LAND ACQUISITION:

The Government is empowered to acquire private lands for public purpose such as for submergence under irrigation projects, digging irrigation canals, power projects etc, as per the Land Acquisition Act 1894 (defined U/s.3 of the Act) . Act 68 of 1984, which came into force with effect from 24.9.84, amends this Act.

The process of Land Acquisition consists of the following five distinct stages.

1. **Draft Notification Stage U/s.4(1) of the L.A.Act:-** On receipt of correct requisition from any Department or Organization and after joint inspection of the land with a representative of the Requisitioning Authority, the land Acquisition officer will verify village accounts regarding the tenure and the ownership of the land. The Land Acquisition Officer will send proposals to the Collector for notifying the lands and structures etc. Of the LA Act duly indicating whether the notification has to be approved under urgency clause or ordinary clause to conduct an enquiry. In case of emergency there is no need for enquiry. On receipt

of the proposal the Government/Collector has to approve proposal and publish in three daily newspapers and official Gazette and the substance of the notification to be given at convenient places in the locality.

2. **Draft Declaration Stage U/s 6 of the L.A.Act:** - In case of dispensing 5-A enquiry, the LAO has to submit Draft Declaration for approval of the Collector without conducting enquiry and the same has to be approved by the Collector and published in local newspapers as well as locality including in Gazette. Then the LAO has to issue notices to the landowners and of the L.A.Act and take advance possession of the land after expiry of 15 days from the date of service of the said notices duly tendering 80% compensation.
3. **Preliminary Valuation Stage:-** After publication of Draft Declaration, the LAO has to obtain the basic values for the lands under acquisition and Registration Statistics for the sales occurred in the vicinity of the land under acquisition for a period of 3 years preceding the date of publication of Notification and submit the same duly proposing the land value to the Joint Collector for approval. The land value is fixed based on the basic value fixed in the vicinity of the proposed land + 20% additional market value and 30% solatium value. On receipt of the
P.V.Proposal the Joint Collector has to inspect the lands proposed for acquisition including sale plots and approved the land value and send the same to the LAO with a direction to negotiate with the landowners to pass consent award as per the A.P.L.A Negotiation Rules, 1992 to avoid section 18(2) references.

In case of objections by the party additional money is paid. In case the party does not agree to the price fixed by the LAO, he can refer the matter to the district court for additional compensation. After the process the court fixes the price.
4. **Draft Award Stage:-** After conducting negotiations, the LAO has to submit Draft Award proceedings to the Joint Collector basing on the land value approved in P.V.Statement or as per the approved negotiations respectively. After examining the same the Joint Collector has to approve the same and send to the LAO for passing of Award.
5. **Post Award Stage:** - After passing of award the LAO should sanction the sub-division record and necessary due notices will be issued to the landowners and

carryout the changes in the village and mandal accounts within 145 days from the date of passing of award.

7. E-SEVA

The e-seva is a concept “to provide the government services in an efficient, reliable, transparent and integrated manner on sustainable basis through easy access to chain of computerized centers. These centers render **one stop service to the public** through Electronic Delivery Channel like e-seva Centers viz., Urban e-seva; RSDPs; and RAJIV Internet Village Kiosks. e-seva has Urban e-seva Centers and (Rural Service Delivery Points) across the State. The Joint Collector of the district is designated as Addl. Director, e-seva to monitor and supervise the activities. The Administrative Officer (Dy. Tahsildar) will assist him in day to day administration, payments to participating departments, coordination among various authorities, Bankers, Software personnel, Technology partner, Manpower Agency and in offering better service to even common citizen.

Services provided in urban e-seva:

E-seva provides a number of services to the people they are (1) Collection of electricity Bills; (2) Collection of Property Tax (3) Collection of various taxes under Commercial Tax Dept (4) Services under Western Union Money transfer (5) Collection of BSNL telephone bills (6) Collection of taxes under RTA (7) Sales of passport application, educational CET applications & Marks Lists; (8) Sale of APTS digital certificates applications for Contractors (9) Sale of New Vision Publication Books supplied by Ushodaya Publications, Hyderabad. (9) Sales of e-learning CDs (10) Issue of Birth & Death Certificates (11) Grievances services like New Service Connection and Consumer Service Complaints (12) Collection of AIRTEL, TATA phone Bills, etc.

E-seva Activities:

The Joint Collector is Additional. Director of e-seva who conducts monthly review meetings with officials of participating Department, Bankers, A.O. e-seva, District Coordinator; Technology Partner; Project Associate, e-seva; Application Engineer, e-seva Project. During the review various issues viz., payment of transaction charges by participating departments, Bank related, data base related, software related and customer related problems are reviewed and arrive suitable solutions in the meeting.

E-Seva launches new service as and when they get agreements with government departments. It conducts refresher Training Program to all e-seva staff for improving their services in the areas of IMPROVING PUBLIC RELATIONS, DEALING WITH CONSUMERS, MOTIVATION, OVERCOMING STRESS & STRAIN etc and to improve managerial skills. E-Seva also conducts CONSUMER MEET to create awareness among the general public regarding e-seva concept, gets their feedback for offering better service to Citizens.

8. APATH BANDHU SCHEME

The Government of Andhra Pradesh has introduced this scheme in the year 1998. It is an accident insurance scheme for the people below poverty line in a family in case of accidental death. The insurance coverage is provided only to the adults in the age group of 18-69 years, and also children in the age group of 5-17 years. The coverage of insurance is as follows.

For persons in the age group 18-69 years - Rs. 1,00,000/-

For persons in the age group 5-17 years - Rs. 50,000/-

There were some changes in the implementation of this scheme from time to time. The persons in the age group of 5-17 years were excluded in second and third policy. Subsequently the exgratia amount was reduced to Rs. 50,000/-.

Eligibility:

The scheme provides insurance coverage of Rs. 50,000/- for persons in the age group of 18-69 years of BPL families provided that the deceased is the chief earning member of the family. The total income of the family members should not exceed Rs. 24,000/- during previous year.

Process of implementation:

- Member of the deceased family apply to the MRO for the insurance within 6 months of the death, with required certificates.
- Verification of the certificates by Gram Panchayat or Municipality
- MRO recommend to RDO at divisional level

- RDO sanction the amount through MRO and to the beneficiary. The whole process should be completed in 15 days.
- Report the case record to the sub-collector and then to district office (collector)
- Sanction accorded by the district collector for release of exgratia
- Collector transmits the sanction to the sub-collector and then to Mandal office through sub-collector
- Tahsildar disburses the funds to the kin of the diseased.

9. REGISTRATION OF PROPERTIES

The registration process involves collection of stamp duty and registration fee as per the government orders from time to time, which will be in the range of 11 to 14 percent of the value of the property. The deeds are typed or printed on stamp paper of requisite value, executed by the both parties, and presented at the registration office. As per the relevant guidelines the registration office computes the value of the property. After the verification of the document as to the adequacy of stamp duty and registration fee the document is authenticated by the registering authority and copied into the registers and the original returned to the party. The registration of the deed confers it a legal status. In the event of a dispute over the property this document can be used as evidence.

As far as citizen is concerned, he has to get the property registered for legal rights. The citizen has to ascertain the property by the department, assessing the stamp duty, transfer duty, registration fee, and other fees as applicable.

- Purchase appropriate stamp paper from registration office, or a vendor
- Legal document written through a lawyer and submit it to sub-registrar for scrutiny
- Sub-registrar scrutinizes the legal document. If the value is properly assessed admission of execution to the citizen. In case the property is under assessed, pay balance fee/duty.
- Copy of legal document is retained by the Registration Department for its records.
- Original legal document is returned to the citizen. With this the registration process completes.

Issues in the practice:

- Registration procedures are complex, common man may find it a little complicated.
- Valuation of properties is a trick thing, which involves an exercise of discretion and inspection. This may lead to extra cost and time to the citizen.
- Preserving the registers over several years/decades is cumbersome process. Some of the problems in maintaining the records are, increasing size of records, space to keep the records, deterioration of quality of paper over time, proneness to damage to fire, water etc. The records are not properly maintained.
- Retrieving the documents takes lot of time in searching
- The registration process was not user friendly and causing hardships to the citizens. The computerised process of registration, introduced by the GOAP, is simple, quick and very helpful.

10. ISSUANCE OF RATION CARD:

Public distribution system plays an important role in providing foodgrains, sugar, oil and other food commodities. As a policy Government provides foodgrains to different category of population at different prices. So the issue of ration card becomes very important. The process of issue of ration card is given below.

- An application is to be submitted to the Mandal Parishad Development Officer (MPDO) in rural areas and Assistant Civil Supplies Officer (ACSO) in the urban areas.
- MPDO/ACSO forward the application to area inspector for enquiry to verify the facts provided in the application. Different ration cards are issued to different income groups (Pink Card for APL consumers, and white card for BPL consumers). This verification is essential as it is necessary to know the caste, social group, the income status, etc, of the applicant. This will take about 10-15 days time.
- Once the verification of the application is complete, the area inspector submits the enquiry report to MPDO/ACSO.
- Based on the information provided in the report, the concerned official issues the ration card to the consumer in 10 days.

Issues:

- The procedures, methods and provisions are not clearly stated or displayed in the office of issuing authority.
- Time taken to issue a ration is 25-30 days. Quick disposal of work, satisfactory exit of public from the office is rarely seen.
- Lack of staff and overburdened of work.
- Consider the computerization of the issuing authority for storage of information, issue of ration card and reduce the time.
- In addition to the service delivery functions the revenue department, particularly the District collector, will look after the statutory functions and developmental functions. They are conduct of census operations at district level and elections to MP/MLA/Local bodies, law and order etc. The State government depends on the Collector on all matters related to development activities. He also coordinates, and distributes finances the departments at district level.

ISSUES IN SERVICE DELIVERY:

Several issues hamper the public service delivery system at all levels. Some of the bottlenecks in the service delivery at the grass-roots level are as follows:

- The revenue department at District/Mandal/Village level provides services focusing on management of various inputs, procedures, physical resources and time limits and less on results and benefits.
- The key issue in service delivery in the revenue department is to follow meticulously the rules and procedures prescribed and established over a period of time. In the process of implementation there is usually delay in providing various services.
- There is lack of understanding between citizen's needs and the official's perceptions, which have a bearing on the quality of service delivery. The lack of focus on the citizen is a result of top-down prescription in the design of service delivery.
- The service delivery process is manual, cumbersome, and time consuming. Some of the services are provided using modern technologies (ex: issue of certificates, etc).

- Service by its very nature implies responsiveness, and is reflected in courtesy and good behavior. The attitude of officials is that they are givers and the citizen is taker. This attitude needs to be addressed for efficient process and client satisfaction.

The main issues that are relevant to the Revenue Department and the issues that can be sorted out at various levels are described below.

Lack of facilities to general public

At Present in many offices no acknowledgement is given to the public on petitions/application presented at village offices, taluk offices etc. Thereby denying access to information regarding the petitions/applications etc. and priority is not guaranteed and there is no effective system to monitor priority.

Printed application forms are not issued regularly

There are no prescribed application forms in many matters which results in furnishing inadequate data and information by the applicants and there is no effective system for verification of applications and furnishing required information at the time of receipt of application.

The public is unaware of various welfare schemes, procedure and eligibility criteria for submission of application forms. There is no Notice Board in many offices displaying details of welfare schemes, rate of court fee, rate of taxes etc, and, time limit fixed for issue of certificates. Pamphlets or notices detailing with information are also not published. In cases where certificates etc. could not be issued within the time limit due to various reasons no reply is given.

At present in most of the offices there are no facilities to the public such as drinking water, toilet and seating.

Enquiry counter/Help desk is not functioning properly in most of the offices and no Officer is posted exclusively as Public Relations Officer.

Generally intimation is not given to the applicants regarding rejection of their applications and information regarding appeal provisions.

Forms and Stationery

Adequate forms and stationery are not issued and non-availability of adequate forms and stationery effects the normal functioning of Offices.

Standardised proforma for furnishing reports

In the absence of standardised proforma for furnishing report on various items incomplete information or reports are furnished by village Officer/Tahsildar which results in further correspondences and thereby delaying benefits due to customers.

Manpower requirement - Filling up of vacant posts

In Village/Mandal offices many posts are kept vacant or the staff are deployed on deputation to other Revenue Offices, which affects the normal functioning of the Offices.

Computerisation:

i. Computerisation incomplete

Computers have been installed in all Collectorates, Taluk Offices. Even though computers have been installed, the data entry on various items is yet to be completed.

ii. All Official business is done manually

All official business in Taluk Offices and Collectorates are done manually which involves considerable manpower and time. Processing of applications for certificates, transfer of registry, land assignment etc. enormous data in registers have to be verified causing undue delay in finalization. The registers have to be updated manually whenever T.R is affected, Govt. land is assigned or land tax is collected and the entries made in the registers should reflect in the various accounts also. Considerable time and energy is required for making the entries. Issue of demand notice, preparation of D.C.B. certificates etc. are also done

manually.

All the Collectorates are accommodated in Govt. Building. In certain Taluk offices sufficient space is not available for providing record room, toilets, library, dining room, computer room, information counter/enquiry counter Repairs, are also to be carried out in some offices, addition, modification and repairs to the existing building are also needed.

Furniture:

Sufficient furniture is not available in most Offices.

Telephone:

No telephone is provided to the Village Offices. Intercom facility is not provided in most of the Taluk Offices and Collectorates.

Electricity charges and Telephone charges:

Electricity and Telephone charges are not paid promptly for want of required funds that results in disconnection of supplies.

Fuel Charges:

Due to lack of funds, there is delay in settling payment of fuel charges resulting in stoppage of fuel supply by Dealers, which ultimately results in restriction of movement of Officers.

Printed Forms & Stationery

Supply of Forms and Stationery are quite insufficient to meet the normal requirement of the Offices.

Scope of improvements in Service Delivery:

The scope of improvements in Service delivery at the institutional/District level and at the State level are: -

Institution/District level

i. Issue acknowledgement/Receipt to applicants.

Acknowledgement/Receipt has to be issued on all applications/petitions presented. Distinctive number has to be assigned for each application/petition and shown on the receipt. The date on which the certificate/reply can be issued to the applicant be shown in the receipt. Priority in issue of certificate to be ensured.

ii. Enquiry Counter/Help Desk

Enquiry Counter/Help Desk to be opened in all Collectorates and Taluk Offices. One of the trained staff is to be designated as P.R.O and posted to Enquiry Counter/Help Desk. Intercom telephone facility, printed applications forms, Information Board containing details of services available is to be provided. Information regarding eligibility criteria, fees, etc. are to be made available at the counter for distribution to clients.

iii. Amenities to General Public

Seating, Drinking water & Toilet facilities are, to be provided in a convenient part of the Office.

iv. Supply of relevant Acts, Rules etc.

Copies of relevant Acts and Rules are to be supplied to all Offices. Adequate supply of Forms and Stationery are to be ensured.

v. Standardization of Proforma Reports

Standardized Proforma for furnishing enquiry reports by the Village Officers/Tahsildars are to be prescribed, wherever practical.

State Level issues:

Computerisation of all Offices

Provide Computer System

Net working facility

Inter Departmental connectivity

Creation of a Centralized web site in each district for giving general Revenue Departmental information to the Public.

Buildings

Construction of additional accommodation to computer system and air conditioning.

Carrying out repairs, alterations, and modification to the existing structure.

Construction of Toilet, Enquiry Counter, waiting room to the Public.

Electrification, modification to existing electrical installations.

Furniture

Purchase of new Computer Furniture

Purchase of new furniture and repairs to existing furniture

Telephone

Intercom facility in all the Taluk Offices and Collectorates

Printed applications

Standardization of format of applications for various items to be made at state level.

Manpower

Existing vacancies to be filled up

Re-deployment of staff of Village Offices to other Revenue Offices is to be discontinued

Existing Staff pattern of the Village Offices to be re-fixed with reference to the population, area and topography of each village

One Computer Technician each in all the Taluk Offices and Collectorates to be appointed

Training

- i. Induction Training to new Recruits
- ii. Training to all Ministerial Staff according to the pattern fixed by the Government
- iii. Supervisory training to Deputy Tahsildars and Tahsildars
- iv. Training for Tahsildars and Deputy Collectors.

Annexure - I : Function of Collectorates

The Collectorates implement the Rules; Government orders and Acts enacted by Government of Andhra Pradesh.

Some of them are listed below:

S. No	Name of Act/Rules/Government Orders	Duties and Functions
1.	Revenue Recovery Act	Issue of Revenue recovery Certificates. Arrest and detention of defaulters attachment and assumption of management of business
2.	Irrigation Cess	Monitoring progress of collection of irrigation Cess.
3.	Land Conversancy Act	Disposal of Revision petitions and monitoring of collection of Land Conservancy dues.
4.	Land Acquisition Act	Approval of basis for valuation and detailed valuation statement, issuing prior sanction for Draft Awards and monitoring Land Acquisition cases.
5.	Land Assignment Act	Publish a list of lands reserved for public purposes and list of assignable lands. Approve land value reported by Tahsildars.
6.	Rules for assignment of Government lands for Industrial purposes	Furnish enquiry report to Government.
7.	Rules for lease of Government lands	Monitoring progress of assignment
8.	A.P Land Reforms Act	<ol style="list-style-type: none"> 1. Monitoring of progress of disposal of ceiling cases by Taluk Land Boards. 2. Monitoring progress of taking possession of land declared surplus. 3. Issue notice-inviting applications for assignment of surplus land. 4. Select of beneficiaries for assignment of surplus land. 5. Execution of assignment deed. 6. Cancel the assignment in cases of alienation and regalement. 7. Prevention of dispossession of assignees of surplus land.
9.	Tenancy Act	
10.	Transfer of Registry Rules	Monitoring progress of disposal of cases
11.	Arms Act and rules	To issue Arms Licence and inspection of Arms
12.	Explosive Act and rules	Issue license to store and sell fire crackers, issue of NOC for storage of explosives.
13.	Government orders on issue of various types of certificates	Issue Nativity Certificate for appointment to Deface Service.
14.	Schemes for provision of house sites to rural poor	Identification of land/purchase of land/Monitoring of issue of Patta

15.	Rules for issue of Record of Rights to occupants of poramboke lands	Select the eligible persons in Municipal and Corporation areas.
16.	Government orders on transfer of lands from one department to another	Furnish proposals to Government.
17.	Government orders on sanctions of Financial Assistance from Chief Ministers distress relief Fund	Sanction financial assistance up to Rs.500/- and to forward proposals to Government on cases exceeding Rs.500/-.
18.	Rules for sanction of pension to Freedom Fighters	Furnish proposals to the Government.
19.	Low income Group Housing Scheme	Monitoring of progress of collection of arrears
20.	Scheme for providing Financial Assistance to victims of Natural Calamities and disaster	Rescue, Medical aid, Food and Shelter, financial assistance co-ordination of relief measures, allotment of fund for relief measures and works.
21.	National Family benefit scheme	Appeals.
22.	Natural Old Age Pension Scheme, etc	Allot funds to L.S.G and disposing appeals.

In addition Collectorate function any other duties assigned to it from time to time.

Annexure - II : Functions of Mandal Offices

S.No	Name of Acts/Rules/Government orders	Duties & Functions
1.	Revenue Recovery Act and Rules of GOAP	Issue demand notice attachment and sale of properties, collection of arrears.
2.	Land Assignment Act and rules	Assess Government land and issue of Patta. Lease of land collection of lease rent.
3.	Irrigation cess	Assessment of cess and preparation of accounts
4.	Rules for assignment of Government land for industrial purposes	To furnish enquiry report and issue patta on receipt of Government orders
5.	Land Reforms Act and Rules	Taking possession of land declared as surplus, enquiry on application for assignment, collection of assignment dues issues patta
6.	Arms Act and Rules	Enquiry & Report to District Collector
7.	Explosive Act and Rules	Enquiry and Report to District Collector
8.	Govt. orders on issue of certificates	Enquiry and issue of certificates
9.	Scheme for provision of House sites for rural poor	Issue of patta
10.	Transfer of Government Land from one department to another	Enquiry and report to collector
11.	G.O on sanction of financial assistance from CMs relief fund	Enquiry report to the District Collector and disbursement of assistance
12.	G.O. on sanction of financial assistance to victims of accidents	Sanction of financial assistance and payment
13.	Rules for sanction of pension to Freedom fighters	Enquiry and report to District Collector
14.	Providing financial assistance to victims of Natural Calamity and Disaster	Evacuation, Rescue, Medical Aid, Food and Shelter, Free ration, financial assistance, rehabilitation Supply of drinking water in drought affected areas
15.	National Family Benefit Scheme	Enquiry and report to the District Collector

In addition to the above, the Tahsildars discharge the following functions:

1. Issue of certified copies of Revenue Records
2. Enquiry and Reports on application for citizenship
3. Monitoring progress of collection of dues by the village officers
4. Preparation and publication of Electoral Rolls.
5. Issue of Photo identity cards to citizens
6. Conduct of Elections as Electoral Registration officer
7. Conduct of Censes work
8. Verification of Tribal lands and issue of Record of Rights to the Tribal
9. Enquiry and report on accidents etc.

Annexure - III : Functions of Village Office

S.No	Name of Acts/Rules/Govt. Orders	Duties and functions
1.	Irrigation cess	Collection of Tax and maintenance of records
2.	The Revenue Recovery Act and Rules	Servicing demand notice attachment and collection of arrears
3.	Land Conversancy Act/ Rules	Protect Government lands from encroachment collection of dues, furnishing report on encroachment
4.	Land Utilization Order/Rules	Furnishing enquiry reports
5.	Land Assignment Act and Rules	Furnishing report of application, for assignment, application of record of rights and lease
6.	Land Reforms Act and Rules	Management of surplus land vested in government, enquiry on applications, for assignment.
		Collection of dues from surplus land and credit the sale proceeds to Government account
7.	Arms Act and Rules	Furnish enquiry reports
8.	Explosive Act and Rules	Furnish enquiry reports
9.	Government orders on issue of Certificates	Enquiries on the applications and submit reports to Tahsildar
10.	Scheme for provision of house sites for rural poor	Enquiry and report updating of land records
11.	Government orders on transfer of Government land from one department to other	Enquiry and report
12.	Government orders on sanction of financial assistance from CMs distress fund	Enquiry and report
13.	Rules for sanction of Freedom Fighters pensions	Enquiry and report
14.	Scheme for providing financial assistance to victims of Natural calamity and disasters	To render assistance for evacuation, rescue, relief, shelter, food, clothing, Medical Aid, Sanitation, rehabilitation, etc
15.	National Old age Pension Scheme	Enquiry report to LSG
16.	AP NREGS Rules	Enquiry and report to LSG
17.	Rules for assignment of Government Land for Industrial purposes	Enquiry and report
18.	Rules for grant of land improvement and agricultural loan	Collection of arrears

