



ANNUAL REPORT

FY-2025-2026

DEPARTMENT OF LAND ADMINISTRATION AND MANAGEMENT

e-Sakor Land Transactions and MyNLCS Land Services



National Land Commission



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EXECUTIVE SUMMARY

The Department of Land Administration and Management (DoLAM) processed 19,527 land-related transactions during Fiscal Year 2025–2026 (1 July 2025 – 30 June 2026), consolidating its position as the central enabler of transparent, efficient, and citizen-centric land governance in Bhutan. While total transaction volume decreased from record-breaking 23,150 cases in FY 2024–2025, the Department sustained high operational throughput across its three divisions - the Rural Land Division (RLD), Urban Land Division (ULD), and Land Management Division (LMD) while advancing critical digital reforms, policy modernization, and institutional capacity building.

The Rural Land Division remained the backbone of DoLAM's service delivery, approving 16,494 transactions out of a total workflow of 30,082 cases. Three transaction types dominated: Inheritance (33.8%), Sale/Purchase (28.8%), and Land Conversion (22.7%), collectively accounting for 85.3% of all approved rural transactions. The division achieved a national average Turnaround Time (TAT) of 7.86 days demonstrating established efficiency. However, persistent backlogs of 4,261 transactions pending (14.2%) and 1,307 cases returned from Headquarters for documentation correction signaling the need for strengthened pre-submission verification at the Dzongkhag level.

The Urban Land Division approved 1,231 transactions from a total workflow of 3,715 cases, achieving an average TAT of 3.68 days. Thimphu (510 approvals, 1.85 days TAT) and Phuentsholing (148 approvals, 4.90 days TAT) continued to drive urban land administration demand, with Flat Transfers (24.5% of approvals) reflecting the maturation of Bhutan's multi-unit housing market. However, a 35.3% closed/aborted rate and 124 returned transactions concentrated in high-volume Thromdes indicate that documentation quality and applicant readiness remain systemic friction points.

The Land Management Division recorded its highest activity level in five years with 1,810 approved decisions, underscoring expanding strategic responsibilities in State land governance. The division approved 485 new State land leases (1,623.101 acres), 415 land exchange applications (574.115 acres), 444 Land Use Certificates, and 466 Satshab transactions. Notably, 64.4% of land exchange volume was driven by natural calamities, primarily landslides, positioning the division as a critical instrument in

climate-resilient land management. The concentration of Satshab activity in Samtse (33%), Sarpang (29%), and Samdrup Jongkhar (18%) reflects the geographic nexus of infrastructure development and land acquisition.

Beyond transactions, the MyNLCS administrative case system handled 2,170 cases, with the RLD managing 47.6% (primarily ownership type changes and court orders), the LMD 39.1% (dominated by land lease administration), and the ULD 13.3%.

Key Achievements include: the operationalization of the Tsamdro Application in partnership with ICIMOD; integration of the Land Mortgage System with iCOMS; launch of the Consent Management Module in e-Sakor; publication of the Comprehensive Guideline on Land Services (36 topics); advancement of the Chhuzhing Protection Policy and Strata Rules & Regulations; and significant progress on the Land Bank Management System (LBMS) and remote Land Use Certificate monitoring platform and the establishment of the Data Integrity and Analytics Unit (DIAU) on 1 September 2025, which enhanced evidence-based governance by verifying 15 national datasets and improving the quality of 3,660 Thrams/plots during the reporting period.

Persistent Challenges include: a systemic e-Sakor TAT calculation flaw that distorts performance metrics by failing to account for returned transactions; high documentation error rates causing rework; regional disparities in processing capacity, particularly in eastern and high-altitude Dzongkhags; and the policy tension between economic development pressures (evidenced by the 22.7% land conversion share) and agricultural land preservation.

Looking ahead, DoLAM's transition from reactive transaction processing to proactive, data-driven land governance will require: completion of the e-Sakor re-engineering to resolve systemic workflow flaws; accelerated decentralization of verification capacity to Dzongkhags and Thromdes; strengthened inter-agency coordination for court-order and NCRP case resolution; and continued policy innovation to balance development imperatives with the conservation of Bhutan's finite land resources.

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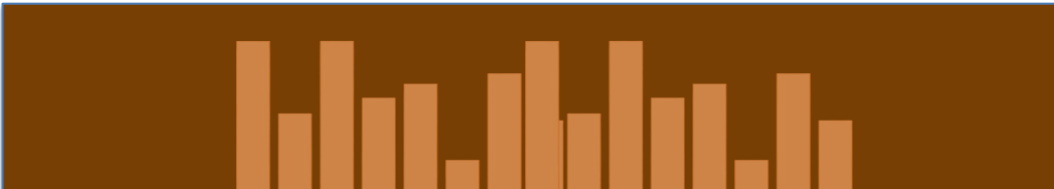
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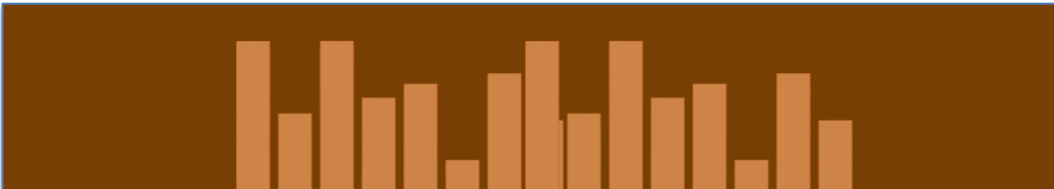
ABBREVIATIONS

Abbreviation	Full Form
BLIS	Bhutan Land Information System
BRD	Business Requirements Document
CAD	Concept Approval Document (World Bank)
CMM	Consent Management Module
CRA	Civil Registration Authority
CSOA	Civil Society Organization Authority
DHS	Department of Human Settlement
DIAU	Data Integrity and Analytics Unit
DG	Director General
DoCDD	Department of Culture and Dzongkha Development
DoI	Department of Immigration
DoLAM	Department of Land Administration and Management
DoSaM	Department of Survey and Mapping
DRC	Department of Revenue and Customs
e-Sakor	Electronic Land Information Service Portal
FY	Fiscal Year
GIS	Geographic Information System



GLAM	Gallery, Library, Archiving, and Museum
GMC	Gelephu Mindfulness City
HQ	Headquarters
iCOMS	Integrated Collateral Management System
ICIMOD	International Centre for Integrated Mountain Development
ICT	Information and Communications Technology
ILUSP	Integrated Land Use and Spatial Planning
LBMS	Land Bank Management System
LCR	Land Compensation Rate
LMD	Land Management Division
LMS	Land Mortgage System
LUC	Land Use Certificate
MoF	Ministry of Finance
MoICE	Ministry of Industry, Commerce & Employment
NCRP	National Cadastral Resurvey Programme
NOC	No Objection Certificate
NSDI	National Spatial Data Infrastructure
OAG	Office of the Attorney General
OGZ	Office of the Gyalpoi Zimpon

PAVA	Property Assessment and Valuation Authority
PPPCM	Policy, Planning and Programme Coordination Mechanism
QR Code	Quick Response Code
RBP	Royal Bhutan Police
RLD	Rural Land Division
SOP	Standard Operating Procedure
SSR	Strata Rules and Regulations
TAT	Turnaround Time
TP	Transformation Plot
TSP	Thimphu Structure Plan
TWG	Technical Working Group
ULD	Urban Land Division



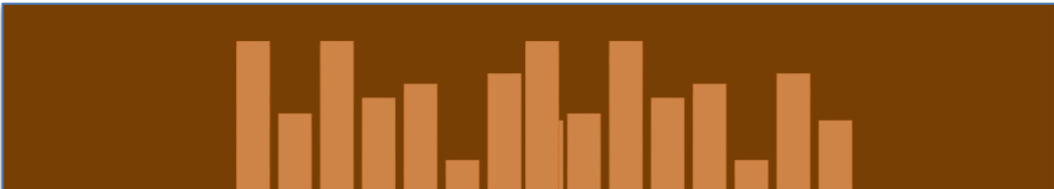
1. INTRODUCTION

1.1 Background

The Department of Land Administration and Management (DoLAM) serves as the central authority for transparent, efficient, and equitable land governance in Bhutan. Operating under the National Land Commission Secretariat, DoLAM administers all land-related transactions and services through three specialized divisions: the Rural Land Division (RLD), the Urban Land Division (ULD), and the Land Management Division (LMD).

The fiscal year 2024–2025 established a high-performance baseline for the Department. DoLAM processed a historic 23,150 land transactions, a volume surge driven by a 260% increase in rural transactions since FY 2022–2023. The Rural Land Division demonstrated operational resilience, achieving a corrected average Turnaround Time (TAT) of 7.05 days despite unprecedented workload. The Urban Land Division maintained a benchmark 3-day TAT but faced a 34% rejection rate due to documentation quality issues. The Land Management Division advanced strategic initiatives including the Land Bank Management System (LBMS), lease policy reforms, and pilot remote monitoring of Land Use Certificates (LUC).

FY 2025–2026 builds upon this foundation. The Department continues its deliberate transition from reactive transaction processing toward proactive, citizen-centric land governance, leveraging digital platforms to enhance accuracy, transparency, and service delivery speed while managing the policy tensions between economic development and land resource conservation.



1.2 Mandate of the Department of Land Administration and Management

DoLAM's mandate encompasses the full spectrum of land administration and management in Bhutan.

- **Rural Land Division:** Records, processes, and updates ownership and tenure for all rural land parcels. Core functions include managing inheritance, sale/purchase, land conversion, gift, court verdicts, plot consolidation, and exchange transactions. The RLD ensures tenure security, resolves disputes, and facilitates the rural land economy.
- **Urban Land Division:** Administers land and property transactions within designated urban centers and Thromdes. Responsibilities include registration and transfer of land parcels, buildings, and strata titles (flats). The ULD supports structured urban housing markets and formal urban economies.
- **Land Management Division:** Regulates the use of State land through leasing, land exchange, Satshab (land substitution and compensation for acquisition), and Land Use Certificates (LUC). LMD drives national development by aligning State land allocation with economic priorities and His Majesty's vision for sustainable land use.

1.3 Objectives of the Report

This report aims to:

1. Provide a comprehensive, evidence-based assessment of DoLAM's operational performance during FY 2025-2026.
2. Analyze trends in land transaction volumes, types, and geographic distribution across all 20 Dzongkhags and Thromdes.
3. Evaluate service delivery efficiency through Turnaround Time (TAT) metrics and rejection rate analysis.
4. Assess digital platform performance (e-Sakor and MyNLCS) and citizen service uptake.



5. Identify systemic challenges, regional disparities, and capacity gaps requiring intervention.
6. Formulate strategic recommendations to guide policy, resource allocation, and institutional improvement for FY 2026-2027.

1.4 Reporting Period and Scope

Reporting Period: 1 July 2025 – 30 June 2026 (Fiscal Year 2025-2026)

Scope:

- Geographic: All 20 Dzongkhags and designated Thromdes nationwide.
- Divisional: All three DoLAM divisions - RLD, ULD, and LMD.
- Transactional: All land transaction types processed through e-Sakor, including inheritance, sale/purchase, land conversion, gift, flat transfer, court verdicts, plot consolidation, exchange, and specialized State land transactions (lease, exchange, Satshab, LUC).
- Administrative: All actionable cases received through the MyNLCS system, including ownership type changes, court orders, data corrections, and grievances.

Comparative Context: This report continues the analytical framework established in the FY 2024-2025 consolidated report, enabling four-year trend analysis (FY 2021-2022 through FY 2025-2026).



1.5 Data Sources

I. e-Sakor

The e-Sakor portal is DoLAM's primary digital platform for land transaction processing. It captures:

- Transaction applications and submissions from citizens and Dzongkhag Land Sectors.
- Verification and approval workflows.
- Turnaround Time (TAT) data (from Dzongkhag verification to Thram approval).
- Rejection/returned records and reasons.
- Dzongkhag-wise and transaction-type-wise distribution.

II. MyNLCS

The MyNLCS system manages administrative cases, grievances, and correspondence requiring investigation and resolution. It captures:

- Complex cases beyond routine transactions (e.g., ownership type changes, court mandates, data discrepancies).
- Inter-agency coordination tasks.
- Citizen complaints and service requests.

Note: MyNLCS cases are excluded from TAT analysis due to their inherent procedural complexity, external dependencies, and variable verification requirements.



1.6 Methodology

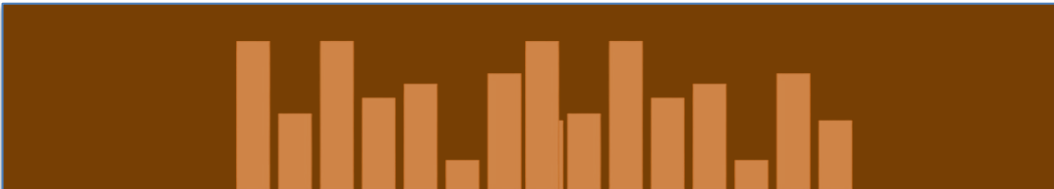
This report employs a mixed-methods approach:

Method	Application
Quantitative Analysis	Aggregating and comparing transaction volumes, TATs, rejection rates, and geographic distributions from e-Sakor data.
Comparative Analysis	Juxtaposing FY 2025-2026 performance against FY 2024-2025 and prior years (2021-2025) to identify trends and deviations.
Qualitative Assessment	Reviewing MyNLCS case types received by respective divisions.

Table 2: Overview of the Mixed Methods Research Approach

1.7 Limitations

1. Data Integrity: Despite corrected TAT methodology, legacy system constraints may limit full disaggregation of certain transaction sub-types (e.g., Chhuzhing-specific transactions within broader categories).
2. MyNLCS Case Complexity: The absence of standardized TAT metrics for MyNLCS cases restricts comparative efficiency analysis for administrative workloads.
3. External Dependencies: Delays caused by inter-agency coordination (e.g., court orders, NOCs from other ministries) may not be fully captured in system-generated timelines.



4. Reporting Lag: Near-deadline discoveries of calculation errors (as experienced in FY 2024-2025) may constrain the depth of manual verification possible within publication timelines.
5. TAT system calculation discrepancy: The issue persisted from the previous fiscal year, as the e-Sakor system workflow could not be corrected within the current architecture.



2. DIVISION PERFORMANCE

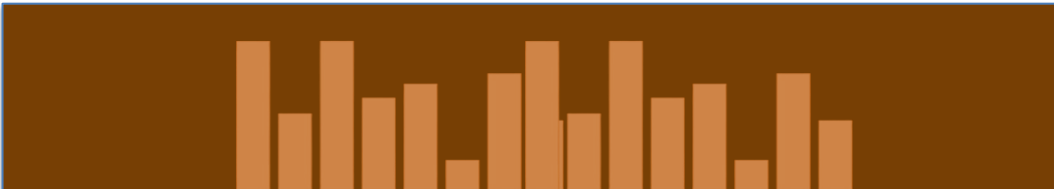
2.1 Rural Land Division

Performance Analysis: Overall Rural Land Transaction Statistics for Fiscal Year 2025-2026

This section presents a statistical analysis of the Rural Land Division's performance during Fiscal Year 2025–2026. The analysis provides an overview of the volume, distribution, and nature of rural land transactions processed across the country, covering key service areas such as land conveyance, inheritance, gift, land conversion, land acquisition, ownership correction, and other rural land administration services.

During the reporting period, the Rural Land Division processed 30,082 rural land transactions, of which 16,494 were approved, 4,457 were closed or aborted, 3,558 remained at the initiation stage, 1,307 were returned by Headquarters for correction, and 4,261 remained pending at various stages of processing. These statistics reflect continued demand for efficient and accessible rural land administration services across all 20 Dzongkhags.

The analysis demonstrates the Division's important role in facilitating secure land tenure, supporting socio-economic development, improving the efficiency of rural land administration, and ensuring accurate maintenance of land records. The information presented also serves as an evidence base for evaluating performance, identifying emerging trends, strengthening service delivery, and informing future policy and planning for rural land governance.



Dzongkhags	Approved	Closed/ Aborted	Forwarded to Legal	Initiated	Returned transaction from HQ	Transactions Pending at Dzongkhag	Transactions Pending in RLD	Grand Total
Bumthang	514	64		45	18	59	12	712
Chhukha	1244	550	1	453	85	376	64	2773
Dagana	817	205		234	112	238	41	1647
Gasa	116	33		7	1	10	12	179
Haa	188	92		52	18	30	17	397
Lhuentse	174	67		51	17	70		379
Monggar	949	239		163	118	123	131	1723
Paro	1848	413	1	256	102	149	76	2845
Pemagatshel	604	238		153	111	240	37	1383
Punakha	802	88		67	19	92	37	1105



	586	115		127	77	200	32	1137
Samtse	2202	616		504	145	544	121	4132
Sarpang	1730	474		491	133	384	18	3230
Thimphu	817	447		295	29	88	24	1700
Trashi Yangtse	448	32		49	27	57	37	650
Trashigang	844	191	1	127	55	192	110	1520
Trongsa	280	87		43	43	63	16	532
Tsirang	1199	154	2	147	48	127	40	1717
Wangdue Phodrang	842	80		50	11	86	41	1110
Zhemgang	290	272		244	138	244	23	1211
Grand Total	16494	4457	5	3558	1307	3372	889	30082

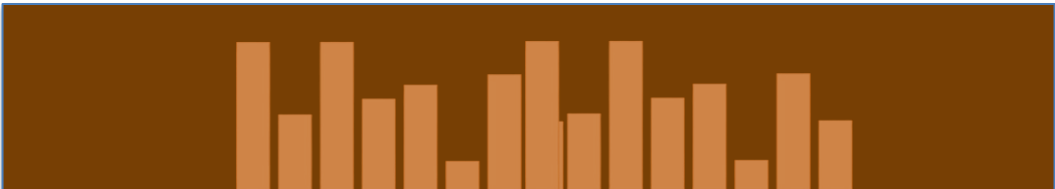
Table 3: Overall Rural Land Transaction Statistics for Fiscal Year 2025-2026



The Rural Land Division processed 16,494 approved land transactions during FY 2025-2026 (1 July 2025 – 30 June 2026), representing a 16.3% decrease from the record-breaking 19,706 transactions in FY 2024-2025. However, the total workflow including initiated, pending, and returned transactions reached 30,082 cases, indicating sustained high demand for rural land services.

The division handled transactions across all 20 Dzongkhags, with the top five Dzongkhags - Samtse (2,202), Sarpang (1,730), Paro (1,848), Tsirang (1,199), and Chhukha (1,244), accounting for approximately 49.8% of all approved transactions.

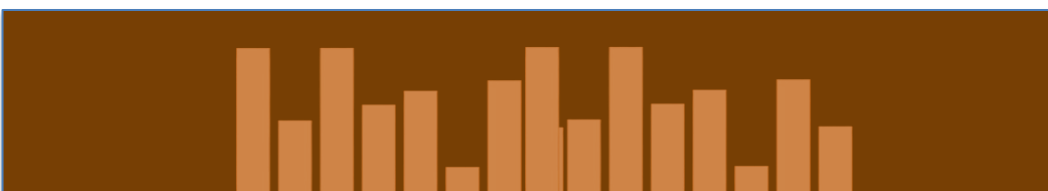
- **Samtse** handled the largest workload, followed by **Sarpang and Paro**. These Dzongkhags continue to carry the highest transaction workloads and collectively account for a significant share of land transactions.
- **Wangdue Phodrang, Punakha, and Bumthang** exhibit strong approval performance with relatively low pending cases, indicating efficient transaction processing.
- **Monggar and Trashigang** have the largest numbers of transactions pending in RLD, suggesting delays after Dzongkhag-level processing.
- **Samtse** has the highest pending workload, reflecting its large land transaction volume. **Sarpang, Chhukha, Pemagatshel** have substantial pending transactions at the Dzongkhag level, indicating opportunities to strengthen local processing capacity. **Zhemgang**, however, has a comparatively high backlog (closed/aborted, initiated, returned, and pending transactions) relative to its approval count and overall land transaction volume, suggesting possible operational constraints.



Status	Number	% of Total Transactions
Approved	16,494	54.80%
Closed/Aborted	4,457	14.80%
Initiated	3,558	11.80%
Returned from HQ	1,307	4.30%
Pending at Dzongkhag	3,372	11.20%
Pending in RLD	889	3.00%
Forwarded to Legal	5	<0.1%
Total	30,082	100%

*NOTE: The approved land transaction statistics comprise all land transactions that have attained one of the following statuses: **Approved, Lagthram Collected, Lagthram Printed, Thram Approved, and Thram Approved & Sent for Map Approval.** These statuses collectively represent transactions that have successfully progressed through the approval process.*

Approved transactions accounted for 54.8% of the total workflow, indicating broad operational throughput. However, approximately **14.2%** of all transactions remain pending (4,261), suggesting opportunities to further reduce processing backlogs. A substantial number of returned transactions (1,307) indicates that the land transactions reviewed by Headquarters required further revisions before they could proceed for approval. These transactions were sent back to the respective Dzongkhags for resubmission due to issues such as incomplete documentation, missing information, or non-compliance with the procedural requirements. Reducing the number of returned cases through improved document quality and through pre-submission checks would help streamline the approval process and improve overall processing efficiency.



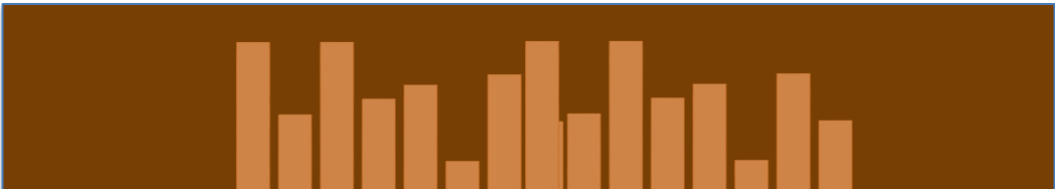
Returned and Closed/Aborted Transactions for Rural Land Division

I. Returned Land Transactions

During FY 2025–2026, a total of **1,307 transactions** were returned by Headquarters to the Dzongkhags for correction or resubmission following detailed verification, representing approximately **4.3%** of the **30,082 transactions** processed during the reporting period. The highest numbers of returned transactions were recorded in **Samtse (145)**, **Zhemgang (138)**, **Sarpang (133)**, **Monggar (118)**, **Dagana (112)**, **Pemagatshel (111)**, and **Paro (102)**. In contrast, **Gasa (1)**, **Wangdue Phodrang (11)**, **Lhuentse (17)**, **Bumthang (18)**, and **Haa (18)** recorded the fewest returned transactions.

The review of returned transactions indicates that the majority were returned by Headquarters for correction and resubmission following detailed verification of the submitted documents. Most returns were attributed to incomplete documentation, inconsistencies between transaction forms and supporting agreements, missing thumb impressions, incorrect or mismatched CID and ownership details, and discrepancies in land or plot information. In some cases, additional verification relating to mortgages, census records, or eligibility under the applicable transaction type was also required.

These findings suggest that returned transactions primarily resulted from documentation and procedural deficiencies rather than the ineligibility of the land transactions themselves. Strengthening document verification at the Dzongkhag level, ensuring consistency across all transaction forms, and improving compliance with submission requirements before forwarding cases to Headquarters would help reduce the number of returned transactions, minimise processing delays, and improve overall service delivery.



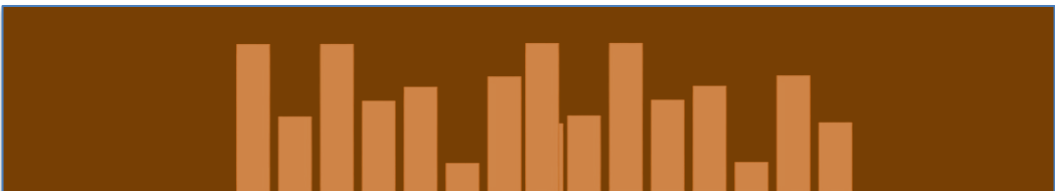
II. Closed/Aborted Transactions

During FY 2025–2026, a total of **4,457 transactions** were recorded as **Closed/Aborted**, accounting for approximately **14.8%** of the **30,082 transactions** processed during the reporting period. The highest numbers of closed/aborted transactions were recorded in **Samtse (616)**, **Chhukha (550)**, **Sarpang (474)**, **Thimphu (447)**, and **Paro (413)**.

These Dzongkhags also handled comparatively larger transaction volumes during the year, and the higher number of closed or aborted cases is therefore partly associated with their greater workload. Conversely, **Trashigang (32)**, **Gasa (33)**, **Bumthang (64)**, and **Lhuentse (67)** recorded the lowest numbers of closed/aborted transactions.

A review of the closed/aborted transactions indicates that the majority of these cases were aborted by applicants before the transactions were formally submitted for processing. In many instances, no specific reason for the cancellation was recorded in the system. However, where reasons were provided, the most common explanation was that a similar transaction had already been initiated or processed, making the duplicate application unnecessary.

A smaller number of transactions were aborted by Land Registrars upon the request of applicants after submission. These cases generally reflected changes in the applicants' decisions, duplicate submissions, or requests to discontinue the transaction before completion. Improving the recording of reasons for transaction closure or abortion would strengthen monitoring, facilitate trend analysis, and support measures to reduce avoidable transaction cancellations and improve the overall efficiency of land transaction services.



Dzongkhag-wise Transaction Types received Fiscal year 2025-2026

Dzongkhags	Annulment	Change of Thram Ownership Type	Correction	Court Verdict	Exchange (Between Private and Private)	Flat Transfer	Gift	Inheritance	Kasho Registration	Land Conversion	Plot Consolidation and Segregation	Sale/Purchase	Yojed (Donation to Religious Institution/Gerab	Grand Total
Bumthang	2	58		2	1		23	127	1	111	21	164	4	514
Chhukha		74	5	18			32	308		247	25	533	2	1244
Dagana		69	1	9	1		9	262	1	206	15	243	1	817
Gasa	1	3		2			2	70	4	28	1	5		116
Haa		8		3	5		12	76	1	44	10	28	1	188
Lhuentse		10			2		15	117		5	3	20	2	174
Monggar		157	3	9	1		33	361	2	246	26	106	5	949
Paro		39	7	25	8		48	435	2	448	73	762	1	1848
Pemagatshel		49	2	6	3		14	221		149	3	148	9	604

Punakha	2	46	4	11			33	275	1	198	11	219	2	802
Samdrup Jongkhar		77		6	4		27	243		30	13	183	3	586
Samtse		49	5	18	14		50	525		772	44	724	1	2202
Sarpang		116		38	1			737	1	296	14	525	2	1730
Thimphu	5	39	1	13	6	27	16	209	3	149	54	295		817
Trashigang		36	9	2	4		24	329		14	2	24	4	448
Trashigang	2	115	2	18	5		27	418	2	123	8	118	6	844
Trongsa		21	2	3	5		14	81		118	3	32	1	280
Tsirang		38	2	15	2	1	24	365	1	330	26	394	1	1199
Wangdue Phodrang	1	84	9	4	1		47	307	5	207	22	152	3	842
Zhemgang		53	2				13	107		26	9	75	5	290
Grand Total	13	1141	54	202	63	28	463	5573	24	3747	383	4750	53	16494

Table 4: Dzongkhag-wise Overall Transaction Received-Fiscal year 2025-2026



The most common transaction types:

Rank	Transaction Type	Number	Share of Total
1	Inheritance	5,573	33.8%
2	Sale/Purchase	4,750	28.8%
3	Land Conversion	3,747	22.7%
4	Change of Thram Ownership Type	1,141	6.9%
5	Gift	463	2.8%
6	Plot Consolidation & Segregation	383	2.3%
7	Court Verdict	202	1.2%
8	Exchange (Private–Private)	63	0.4%
9	Correction	54	0.3%
10	Yojed	53	0.3%
11	Flat Transfer	28	0.2%
12	Kasho Registration	24	0.1%
13	Annulment	13	0.1%

Table 5: Dzongkhag wise transaction types

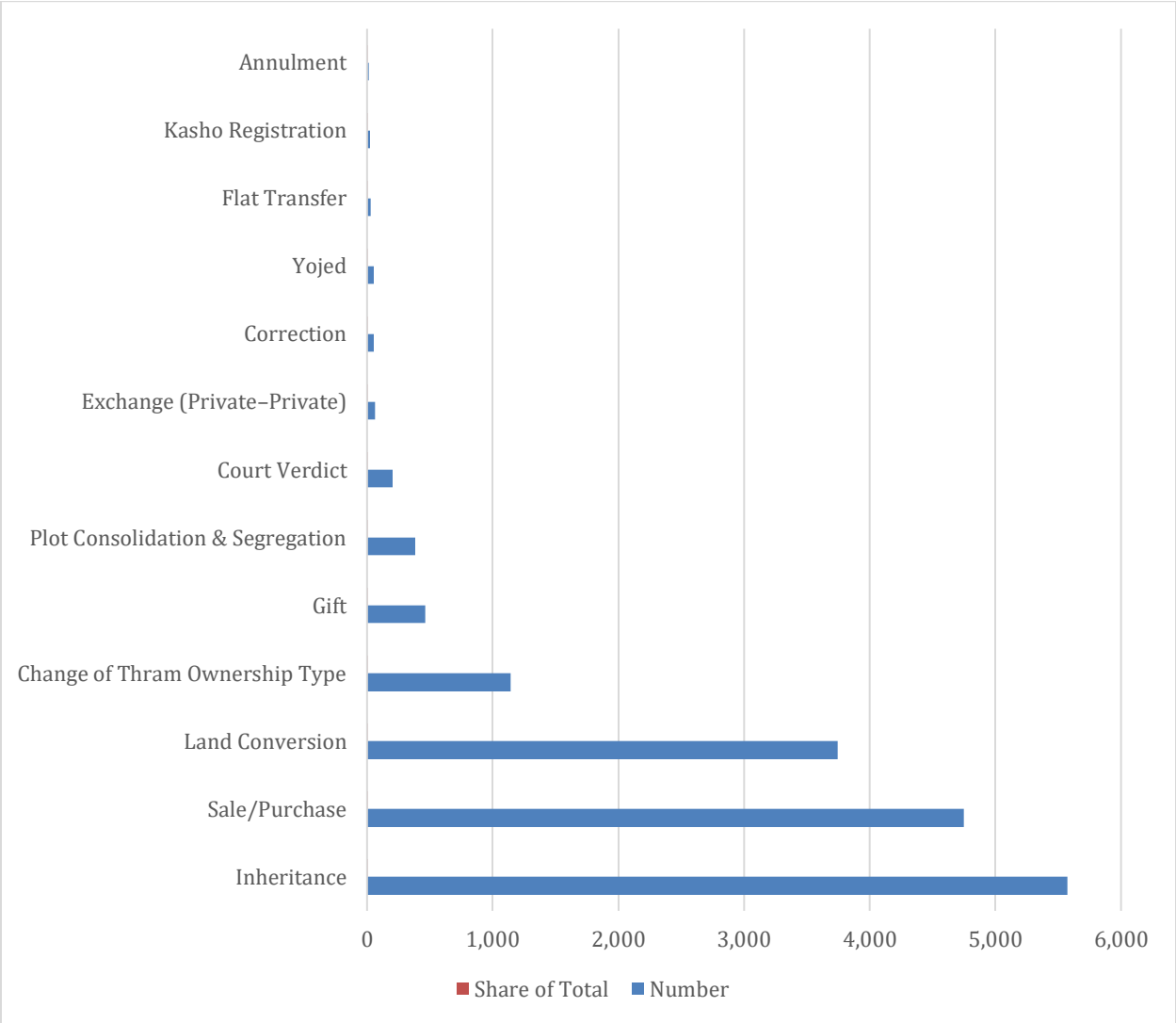
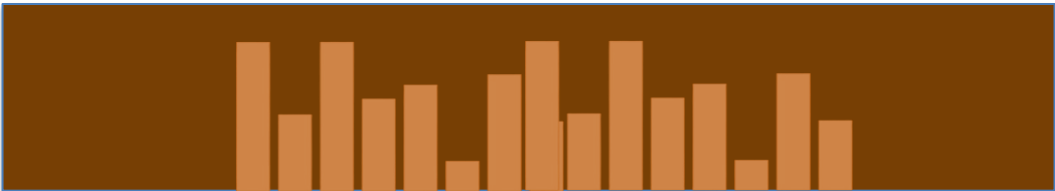


Figure 1: Graphical representation of Dzongkhag wise transaction types

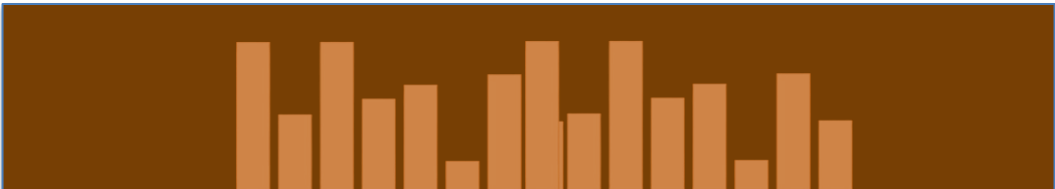
The Rural Land Division received **16,494 approved land transactions** across all Dzongkhags during FY 2025–2026. Three transaction types dominated, accounting for 85.3% of all approvals: Inheritance (5,573 cases, 33.8%), Sale/Purchase (4,750 cases, 28.8%), and Land Conversion (3,747 cases, 22.7%). This distribution remains structurally consistent with FY 2024-2025, confirming that generational land transfer and market activity continue to drive rural land administration.



Inheritance led nationwide, with Sarpang (737), Samtse (525), and Trashigang (418) recording the highest volumes, reflecting persistent demand for formalizing family-based land succession. Sale/Purchase was most active in Paro (762), Samtse (724), and Sarpang (525), signaling liquid land markets in western and southern Dzongkhags linked to economic development corridors. Land Conversion surged to 22.7% of total transactions (up from 18.5% in FY 2024-2025), led by Samtse (772), Paro (448), and Tsirang (330)—a direct consequence of the July 2024 policy resumption allowing Chhuzhing-to-Khimsa conversions after a three-year suspension.

Minor transaction types included Change of Thram Ownership Type (1,141 cases, 6.9%), concentrated in Monggar, Sarpang, and Trashigang, indicating ongoing administrative record formalization; Gift (463 cases, 2.8%); Court Verdict (202 cases, 1.2%); and Plot Consolidation and Segregation (383 cases, 2.3%). Flat Transfer, Kasho Registration, Annulment, and Yojed collectively represented less than 1% of transactions, consistent with their urban or specialized nature.

Regional patterns reveal three archetypes: high-activity commercial Dzongkhags (Samtse, Paro, Sarpang, Chhukha) with balanced, market-driven profiles; administrative formalization Dzongkhags (Monggar, Trashigang, Dagana) dominated by inheritance and ownership type changes; and low-activity static Dzongkhags (Gasa, Lhuentse, Trongsa, Haa) with minimal volumes across all categories. The Land Conversion resurgence poses a strategic policy challenge, as it signals intensifying pressure on Bhutan's limited arable land base, requiring careful balance between economic development and agricultural preservation.



Rural Land Division Approved Land Transactions and its Turn Around Time.

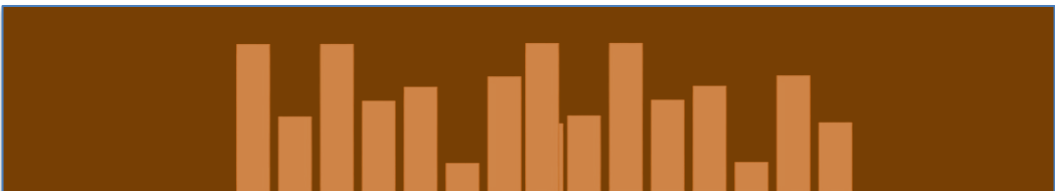
Dzongkhags	Number of Approved Transactions	RLD TAT (days)	RLD Average TAT (days)
Bumthang	514	2820	5.49
Chhukha	1244	6994	5.62
Dagana	817	6888	8.43
Gasa	116	988	8.52
Haa	188	1561	8.30
Lhuentse	174	1766	10.15
Monggar	949	8975	9.46
Paro	1848	16597	8.98
Pemagatshel	604	4371	7.24
Punakha	802	6552	8.17
Samdrup Jongkhar	586	7317	12.49
Samtse	2202	16690	7.58
Sarpang	1730	10772	6.23
Thimphu	817	4460	5.46
Trashigang	448	4861	10.85
Trashigang	844	9234	10.94
Trongsa	280	2873	10.26
Tsirang	1199	10013	8.35
Wangdue Phodrang	842	4521	5.37
Zhemgang	290	1357	4.68
Grand Total	16494	129610	7.86

Table 6: TAT for Approved Rural Land Transactions.

During FY **2025–2026**, the Rural Land Division approved **16,494 land transactions**, with a cumulative processing time of **129,610 days**, resulting in an **overall average Turnaround Time (TAT) of 7.86 days** per approved transaction (*Average Turn Around Time: Total Sum of TAT/Total Count of Transactions. Total Transactions: 16494, Total TAT Sum: 129610. Calculation: 129610/16494 = 7.86*). This indicates that, on average, an approved land transaction took approximately eight days to complete from After the land transaction reaches the Headquarters to approval.

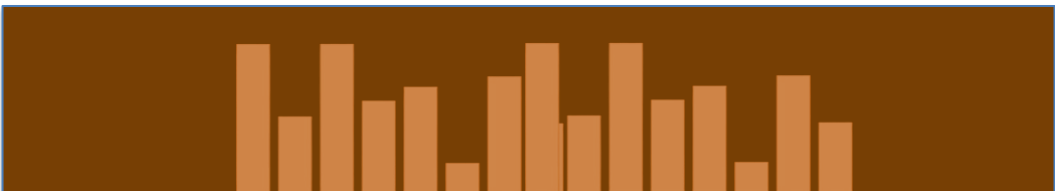
The analysis indicates that the volume of approved transactions alone does not determine processing efficiency. During FY 2025–2026, **Samtse, Paro, and Sarpang** recorded the highest numbers of approved land transactions, with **2,202, 1,848, and 1,730** approvals, respectively. Despite managing the largest workloads, **Samtse and Sarpang** maintained average turnaround times of **7.58 days** and **6.23 days**, both below the national average of **7.86 days**. This demonstrates their ability to process a high volume of transactions efficiently. **Paro**, while recording the second-highest number of approvals, had an average turnaround time of **8.98 days**. Although this was slightly above the national average, it remained within the approved national turnaround time of **10 days**, reflecting satisfactory performance considering the substantial workload and the varying complexity of cases handled.

At the other end of the spectrum, **Gasa, Lhuentse, and Haa** recorded the lowest numbers of approved transactions, with **116, 174, and 188** approvals, respectively. Despite their relatively smaller workloads, all three Dzongkhags recorded turnaround times above the national average. This indicates that lower transaction volumes do not necessarily translate into faster processing. Other operational factors, such as case complexity, staffing capacity, workflow efficiency, and the assignment of dealing officials responsible for more than one Dzongkhag, may also influence turnaround time.



In terms of turnaround time, **Zhemgang, Wangdue Phodrang, and Thimphu** recorded the shortest average processing times at **4.68 days, 5.37 days, and 5.46 days**, respectively, demonstrating efficient processing of approved transactions. Conversely,

Samdrup Jongkhar (12.49 days), Trashigang (10.94 days), Trashy Yangtse (10.85 days), and Trongsa (10.26 days) recorded the longest average turnaround times. While transaction volume is one factor affecting service delivery, the variation in turnaround times across Dzongkhags suggests that operational considerations including case complexity, staffing capacity, workflow efficiency, and administrative processes also play an important role. Continued efforts to strengthen these areas and share good practices across Dzongkhags will help improve consistency in service delivery and further reduce processing times.



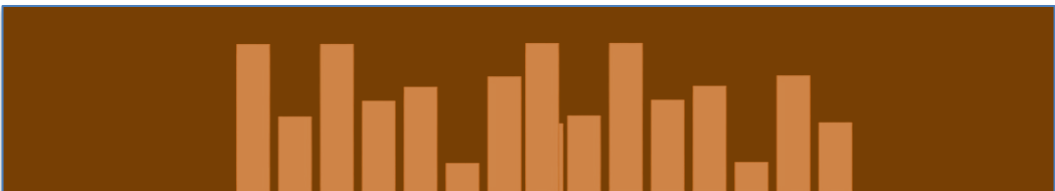
2.2 Urban Land Division

Performance Analysis: Overall Urban Land Transaction Statistics for Fiscal Year 2025-2026

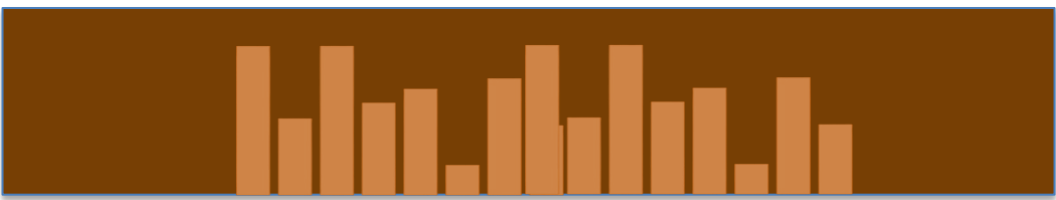
This section presents a statistical analysis of the Urban Land Division's performance during Fiscal Year 2025–2026. The analysis provides an overview of the volume, distribution, and nature of urban land transactions processed across Thromdes, covering key service areas such as ownership transfer, mortgage registration, lease registration, inheritance, subdivision, amalgamation, ownership correction, and other urban land administration services.

During the reporting period, the Urban Land Division processed 3,715 urban land transactions, of which 1,231 were approved, 1,310 were closed or aborted, 861 remained at the initiation stage, 124 were returned by Headquarters for correction, and 189 remained pending at various stages of processing. These statistics reflect continued demand for efficient and transparent urban land administration services across the country's Thromdes.

The analysis demonstrates the Division's important role in facilitating secure urban land tenure, supporting urban development and investment, maintaining accurate land records, and enhancing the efficiency of urban land administration. The information presented also serves as an evidence base for evaluating performance, identifying emerging trends, improving service delivery, and informing future planning and policy decisions for sustainable urban land governance.



Thromdes	Closed/ Approved	Aborted	Initiated	Returned Transactions from HQ	Transactions at Thromde	Pending Transactions in ULD	Pending	Grand Total
Bumthang	94	16	12			12		134
Chhukha	2	13	7			2		24
Dagana	3	8	11	2		2		26
Gasa		1	1					2
Gelephu	79	75	68	10		17		249
Haa	18	5	6				1	30
Lhuentse	3	2	1			1		7
Monggar	15	24	5			5		49
Paro	2	14	6	1		1		24
Pemagatshel	38	16	8	2		3		67
Phuentsholing	148	226	139	19		22	5	559
Punakha	10	3				1	1	15
Samdrup Jongkhar	51	32	31	4		9		127



Samtse	58	36	30	5	8	137
Sarpang	19	25	28	1	5	79
Thimphu	510	757	463	67	60	1858
Trashy Yangtse	29	2	8	2	5	46
Trashigang	23	6	7	4	3	43
Trongsa	21	7	1		2	31
Tsirang	58	13	7	1	7	86
Wangdue Phodrang	32	8	6		2	48
Zhemgang	18	21	16	6	13	74
Grand Total	1231	1310	861	124	180	3715

Table 7: Thromde-wise Overall Transactions received - Fiscal year 2025-2026

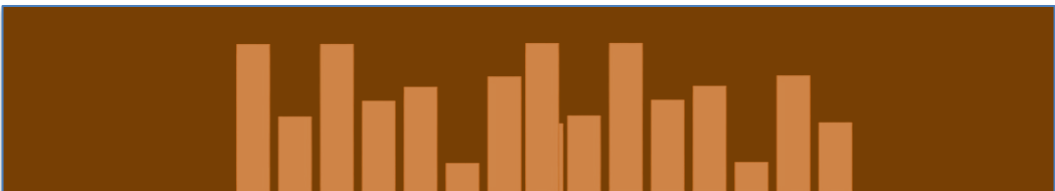
During FY 2025–2026, the Urban Land Division processed a total of **3,715 urban land transactions** across all Thromdes. Out of the total transactions received, **1,231 transactions were approved**, **1,310 transactions were closed/aborted**, 861 transactions remained at the initiation stage, 124 transactions were returned from Headquarters for correction or resubmission, 180 transactions were pending at the respective Thromdes, and 9 transactions were pending with the Urban Land Division.

Land transaction data reveals a concentration of activity in Bhutan's principal urban centres, namely Thimphu, Phuentsholing, and Gelephu, which collectively registered the highest transaction volumes. These figures correspond with elevated rates of urban development and property ownership transfers. Notably, the surge in Gelephu may reflect the anticipated development of the Gelephu Mindfulness City. Thimphu alone accounted for the largest share of urban land transactions, highlighting its role as the primary centre for urban land administration.

Conversely, smaller Thromdes such as **Gasa, Lhuentse, and Punakha** recorded comparatively fewer transactions during the reporting period.

A total of **124 transactions were returned from Headquarters** for correction or resubmission. The majority of returned transactions were recorded from Thimphu, followed by Phuentsholing and Gelephu, which also handled the highest number of submissions. While the higher number of returned cases is partly associated with the larger transaction volumes processed by these Thromdes, it also highlights the need to strengthen document verification and submission quality to minimise rework and improve processing efficiency.

At the end of the reporting period, **189 transactions remained pending**, including cases pending at Thromdes and within the Urban Land Division. Thimphu, Phuentsholing, and Gelephu accounted for a significant proportion of pending cases due to their higher transaction volumes. Continued monitoring of pending cases and timely coordination



between Thromdes and ULD will be important to ensure timely completion of outstanding transactions.

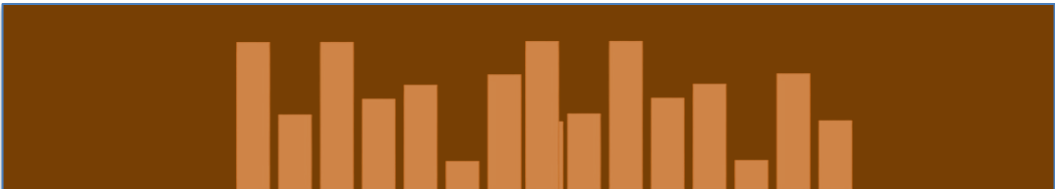
Returned and Closed/Aborted Transactions for Urban Land Division

I. Returned Land Transactions

During FY 2025–2026, a total of **124 transactions** were returned by Headquarters to the respective Thromdes for correction or resubmission following detailed verification, representing approximately **3.3%** of the **3,715 urban land transactions** processed during the reporting period. **Thimphu (67)** recorded the highest number of returned transactions, followed by **Phuentsholing (19)**, **Gelephu (10)**, **Zhemgang (6)**, and **Samtse (5)**. Several Thromdes recorded either very few or no returned transactions during the reporting period, indicating better compliance with submission requirements.

A review of the returned transactions indicates that the majority were returned by Headquarters for correction and resubmission following detailed verification of the submitted documents. Most returns were attributed to incomplete documentation, inconsistencies between transaction forms and supporting agreements, missing signatures or thumb impressions, incorrect or mismatched CID and ownership details, and discrepancies in land or plot information. In some cases, additional verification relating to mortgages, census records, or eligibility under the applicable transaction type was also required.

These findings suggest that returned transactions primarily resulted from documentation and procedural deficiencies rather than the ineligibility of the land transactions themselves. Strengthening document verification at the Thromde level, ensuring consistency across all transaction forms, and improving compliance with submission requirements before forwarding cases to Headquarters would help reduce the number of returned transactions, minimise processing delays, and improve overall service delivery.

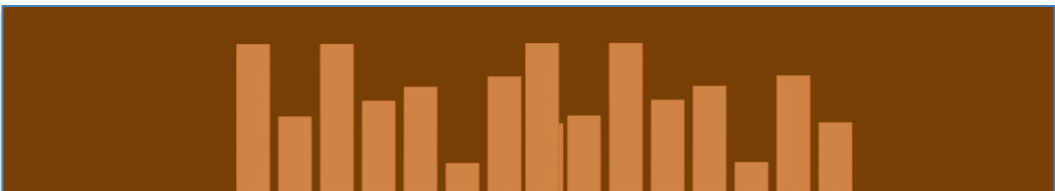


II. Closed/Aborted Transactions

During FY 2025–2026, a total of **1,310 transactions** were recorded as **Closed/Aborted**, accounting for approximately **35.3%** of the **3,715 urban land transactions** processed during the reporting period. The highest numbers of closed/aborted transactions were recorded in **Thimphu (757)**, **Phuentsholing (226)**, **Gelephu (75)**, **Samtse (36)**, and **Samdrup Jongkhar (32)**. These Thromdes also handled comparatively larger transaction volumes during the year, and the higher number of closed or aborted cases is therefore partly associated with their greater workload. Conversely, **Gasa (1)**, **Lhuentse (2)**, **Trashi Yangtse (2)**, **Punakha (3)**, and **Haa (5)** recorded the fewest closed or aborted transactions, reflecting their comparatively lower transaction volumes.

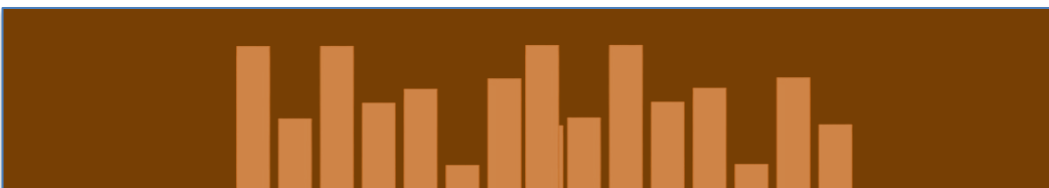
A review of the closed/aborted transactions indicates that the majority of these cases were aborted by applicants before the transactions were formally submitted for processing. In many instances, no specific reason for the cancellation was recorded in the system. However, where reasons were provided, the most common explanation was that a similar transaction had already been initiated or processed, making the duplicate application unnecessary.

A smaller number of transactions were aborted by Thromde officials upon the request of applicants after submission. These cases generally reflected changes in the applicants' decisions, duplicate submissions, or requests to discontinue the transaction before completion. Improving the recording of reasons for transaction closure or abortion would strengthen monitoring, facilitate trend analysis, and support measures to reduce avoidable transaction cancellations and improve the overall efficiency of urban land transaction services.



Thromde-wise Transaction Types received for Fiscal year 2025-2026

Thromdes	Annulment	Change of Thram Correction	Court Verdict	Exchange (Between Flat Transfer	Gift	Inheritance	Plot Consolidation	Sale/ Purchase	Yojed (Donation to	Grand Total
Bumthang	3	18	2		1	35	1	34		94
Chhukha			1					1		2
Dagana			1			1		1		3
Gelephu	1	9	3	1 3		49	1	11	1	79
Haa		2			2	5		9		18
Lhuentse						3				3
Monggar			1	1		8		5		15
Paro						1		1		2
Pemagatshel		2	1		2	9		24		38
Phuentsholing		6 1	7	42	2	27	5	57	1	148



Punakha						1		4		5		10
Samdrup Jongkhar	6		1	1	5	2	12	2	22			51
Samtse	2			1	1	3	15	4	32			58
Sarpang	1		1				10		7			19
Thimphu	7	6	1	9		245	11	89	20	122		510
Trashi Yangtse	3		1				2	15	1	7		29
Trashigang	2		2					10		9		23
Trongsa	11						1	6		3		21
Tsirang	5				1	1	15		36			58
Wangdue Phodrang	4		1		3	1	6	1	16			32
Zhemgang	2		1					5		10		18
Grand Total	11	79	2	32	3	302	28	325	35	412	2	1231

Table 8:Thromde wise transaction types

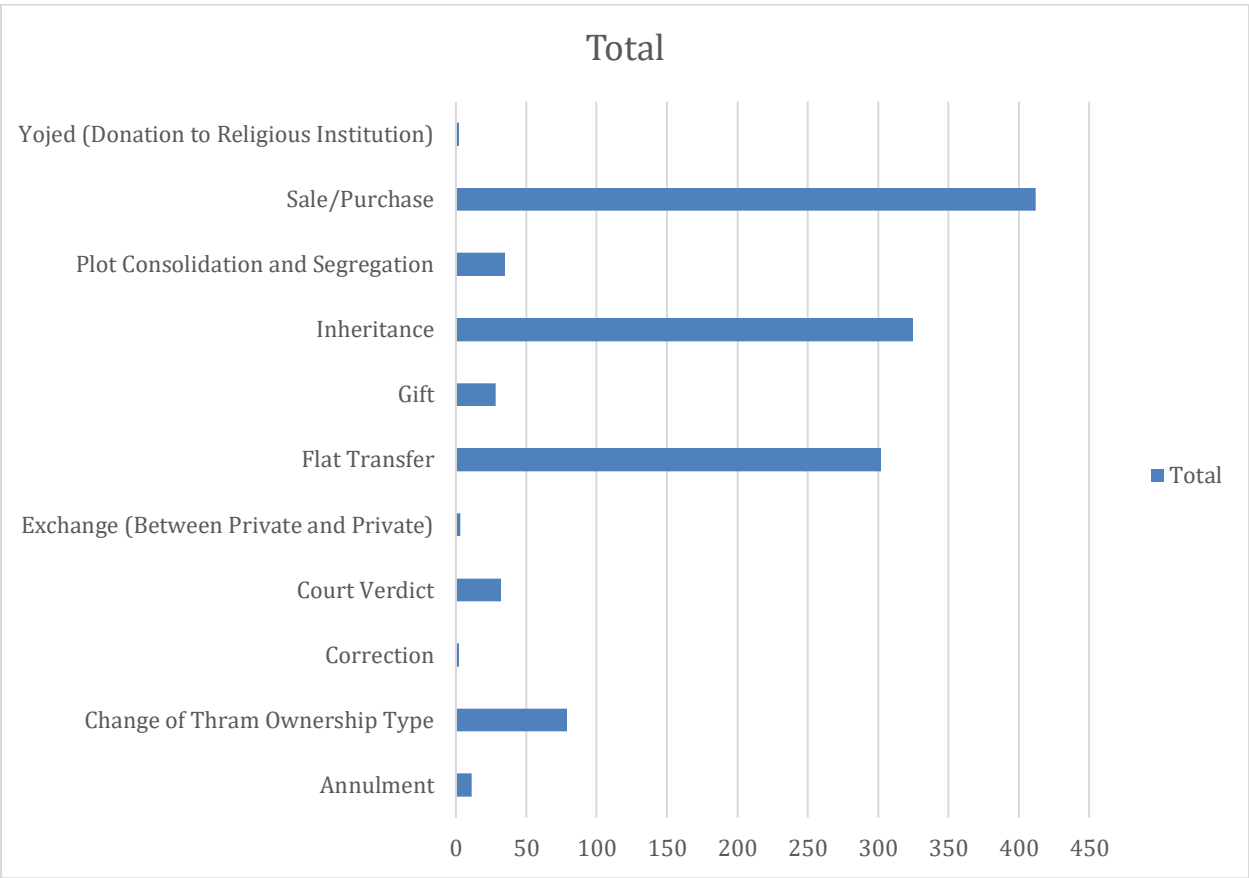
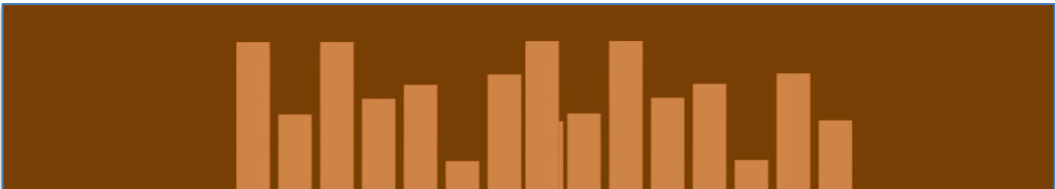


Figure 2: Graphical representation of Thromde wise transaction types

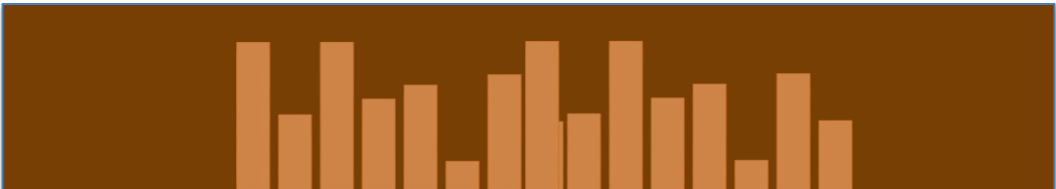
During FY 2025–2026, the Urban Land Division approved **1,231 land transactions** across all Thromdes. **Sale/Purchase** was the most common transaction type, accounting for **412 transactions (33.5%)**, followed by **Inheritance (325 transactions, 26.4%)** and **Flat Transfer (302 transactions, 24.5%)**. Together, these three transaction categories represented more than **84%** of all approved urban land transactions, indicating that urban land administration activities were primarily driven by property transfers, inheritance, and apartment ownership transfers.

Change of Thram Ownership Type accounted for **79 transactions**, while **Plot Consolidation and Segregation** recorded **35 transactions**. Other transaction categories, including **Court Verdict (32)**, **Gift (28)**, **Annulment (11)**, **Exchange between Private Parties (3)**, **Correction (2)**, and **Yojed (2)**, represented only a small proportion of the overall workload.



Thimphu approved the highest number of urban land transactions (**510**), followed by **Phuentsholing (148)**, **Bumthang (94)**, **Gelephu (79)**, **Samtse (58)**, and **Tsirang (58)**. The large transaction volumes recorded in these urban centres reflect higher levels of urban development, property ownership transfers, and real estate activities. In contrast, several Thromdes, including **Chhukha (2)**, **Paro (2)**, **Dagana (3)**, and **Lhuentse (3)**, processed comparatively few urban land transactions during the reporting period.

A notable feature of urban land administration is the high number of **Flat Transfer** transactions, particularly in **Thimphu (245)**, **Phuentsholing (42)**, and **Gelephu (49)**. This reflects the growing importance of apartment ownership and multi-unit housing developments in urban areas, distinguishing the Urban Land Division's transaction profile from that of the Rural Land Division, where inheritance and land conversion dominate.



Urban Land Division Approved Land Transactions and its Turn Around Time.

Thromdes	No. of Approved transactions	ULD TAT (Days)	ULD Average TAT (Days)
Bumthang	94	380	4.04
Chhukha	2	3	1.50
Dagana	3	32	10.67
Gelephu	79	232	2.94
Haa	18	138	7.67
Lhuentse	3	54	18.00
Monggar	15	242	16.13
Paro	2	0	0.00
Pemagatshel	38	130	3.42
Phuentsholing	148	725	4.90
Punakha	10	46	4.60
Samdrup Jongkhar	51	336	6.59
Samtse	58	264	4.55
Sarpang	19	165	8.68
Thimphu	510	945	1.85
Trashy Yangtse	29	230	7.93
Trashigang	23	149	6.48
Trongsa	21	83	3.95
Tsirang	58	101	1.74
Wangdue Phodrang	32	111	3.47
Zhemgang	18	162	9.00
Grand Total	1231	4528	3.68

Table 9:TAT for Approved Urban Land Transactions.

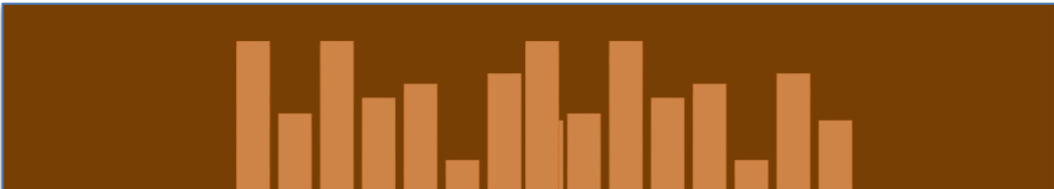
During FY 2025–2026, the Urban Land Division approved **1,231 transactions** with a cumulative turnaround time of **4,528 days**, resulting in an overall average turnaround time of **3.68 days**.

The analysis indicates that, similar to the Rural Land Division, **transaction volume alone does not determine processing efficiency**. The highest transaction volumes were recorded by **Thimphu (510)**, **Phuentsholing (148)**, and **Bumthang (94)**. Despite handling the largest workloads, these Thromdes maintained average turnaround times of **1.85 days**, **4.90 days**, and **4.04 days**, respectively, demonstrating efficient processing capacity.

Among Thromdes with relatively lower transaction volumes, some recorded longer turnaround times. **Lhuentse (3 approvals, 18.00 days)** and **Monggar (15 approvals, 16.13 days)** recorded higher average turnaround times. However, these figures should be interpreted carefully as smaller transaction volumes can significantly influence average processing times, where individual complex cases may affect the overall average.

In terms of turnaround time performance, **Tsirang (1.74)**, **Thimphu (1.85)**, and **Chhukha (1.50)** demonstrated efficient processing. However, when considering both workload and turnaround time together, **Thimphu’s performance is particularly notable as it maintained one of the lowest turnaround times while processing the highest number of approved transactions**.

Conversely, **Lhuentse (18.00)**, **Monggar (16.13)**, and **Sarpang (8.68)** recorded comparatively longer turnaround times. These variations indicate that processing time is influenced not only by transaction volume but also by factors such as case complexity, staffing capacity, workflow efficiency, and administrative processes.



2.3 Land Management Division

Performance Analysis: Overall Land Management Statistics for Fiscal Year 2025–2026

This section presents a statistical analysis of the Land Management Division's performance during Fiscal Year 2025–2026. The analysis covers the Division's four core functional areas—**State Land Lease, State Land Exchange, Land Use Certificate (LUC), and Satshab (Land Substitution and Compensation)**—and provides an overview of the volume, distribution, and nature of services delivered across Dzongkhags and Thromdes.

During the reporting period, the Division approved **485 new State land leases, 415 land exchange applications, 444 Land Use Certificate (LUC) transactions, and 466 Satshab transactions**, reflecting sustained demand for State land administration services nationwide. The statistics presented highlight approved transactions, land areas affected, geographical distribution, and activity-specific trends, providing insights into the Division's performance and operational priorities.

The analysis demonstrates the Division's important role in facilitating access to State land, supporting Government institutions and commercial investment, responding to natural calamities through land exchange and substitution programmes, strengthening land tenure administration, and promoting the sustainable management of Bhutan's limited State land resources. The information presented also serves as an evidence base for evaluating performance, identifying emerging trends, and informing future planning, policy development, and improvements in land administration.

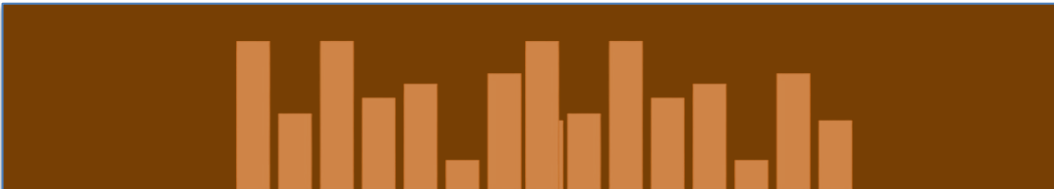


Table 10: Overall Transactions received in LMD - Fiscal year 2025-2026

Service Area	Performance Indicator	FY 2025–2026
State Land Lease	New Lease Approvals	485
	Total Area Approved	1,623.101 acres
	Lease Certificates Issued	527
	Lease Maps Prepared	527
	Lease Amendments/Renewals/Regularization	42
	Official Correspondences Processed	953
	Rejected Proposals	2
State Land Exchange	Approved Applications	415
	Land Plots Affected	630
	Total Area Affected	574.115 acres
	Area Approved for Exchange	526.970 acres
	Area Converted to State Land	47.145 acres
Land Use Certificate (LUC)	Rural Approved Plots	359
	Urban Approved Plots	85
	Total Approved Plots	444
	Rural Area Approved	4,818.212 acres
	Urban Area Approved	3,397,590 sq.ft
Satshab	Approved Transactions	466



Area Covered	276.743 acres
Grand Total	1810

NOTE: The LMD figures represent approved decisions rather than initiated or pending cases, as the division's workflow involves multi-stage committee review, field verification, and higher-level approval processes.

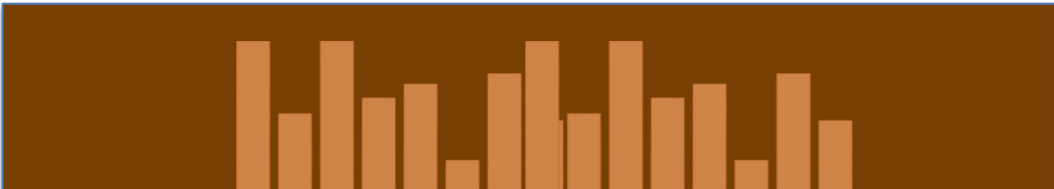
I. State Land Lease

The Land Lease Section approved **485 new State land lease proposals** covering a total of **1,623.101 acres** during FY 2025–2026. Of these, **472 lease activities** were approved across Dzongkhags while **13 lease activities** were approved within Thromdes, illustrating that State land leasing continues to be predominantly rural in nature.

In terms of workload, **Samdrup Jongkhar** recorded the highest number of approved lease activities with **66 cases**, followed by **Samtse (60)** and both **Chhukha and Wangdue Phodrang (59 each)**. These Dzongkhags continue to experience strong demand for State land leasing, reflecting expanding commercial activities, agricultural development, and investment opportunities.

However, transaction numbers alone do not fully represent the scale of land allocation. **Monggar** recorded the largest leased area at **339.279 acres**, followed closely by

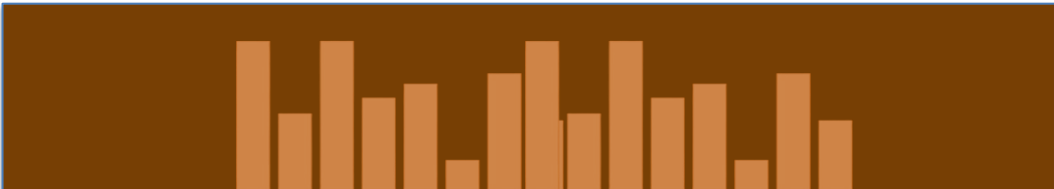
Chhukha (337.632 acres) and **Wangdue Phodrang (206.026 acres)**. This indicates that while some Dzongkhags processed fewer lease applications, individual leases involved substantially larger land parcels, particularly for commercial and institutional projects.



Activity-wise analysis reveals clear regional specialization. Commercial Agriculture leases were concentrated mainly in **Chhukha**, demonstrating continued investment in agricultural production. **Mining leases** occupied the largest areas in **Samtse** and **Haa**, reflecting the presence of mineral extraction activities requiring State land. Meanwhile, **Tsamdro leases were** largely concentrated in **Wangdue Phodrang**, while **Sokshing leases** remained minimal nationwide.

Beyond new lease approvals, the Division processed **42 proposals** involving lease renewals, amendments, transfers, regularization, and changes to existing lease agreements. Business-related lease amendments accounted for the majority of these proposals, indicating that many existing leaseholders continue to expand or modify their operations. During the same period, the Division issued **527 Lease Land Certificates**, prepared an equal number of lease maps, managed **953 official correspondences**, and recorded only **two rejected proposals**, demonstrating a high approval rate and effective technical screening of applications.

Overall, the land lease statistics indicate continued confidence in the State land leasing system as a mechanism for supporting investment, commercial agriculture, mining activities, and other productive economic ventures while ensuring compliance with the Land Lease Rules and Regulations.



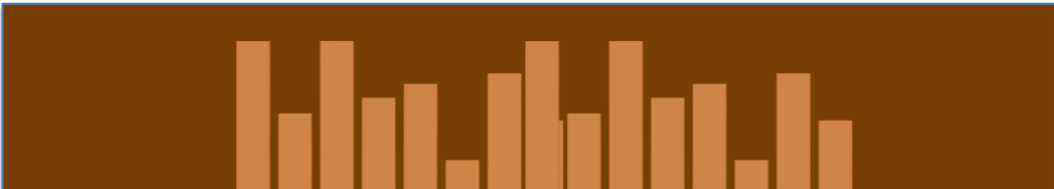
II. State Land Exchange

The State Land Exchange Section approved **415 land exchange applications** nationwide during FY 2025–2026, affecting **630 land plots** covering **574.115 acres**. Of the total affected area, **526.970 acres (91.8%)** were approved for State land exchange, while **47.145 acres (8.2%)** were converted into State land.

Land exchange activity remained highly concentrated geographically. **Samdrup Jongkhar** alone accounted for **221 approved applications**, representing **53.3%** of the national total. **Pemagatshel (62 applications)** and **Chhukha (39 applications)** followed as the next highest contributors. Collectively, these three Dzongkhags accounted for **77.6%** of all approved land exchange applications nationwide, indicating that land exchange demand remains concentrated in relatively few regions rather than being evenly distributed across the country.

The statistical distribution clearly demonstrates that land exchange continues to be driven primarily by environmental and geographical factors rather than routine land administration. **Natural calamities, particularly landslides, accounted for 64.4% of the total affected land area**, making it by far the most significant reason for land exchange. Flood damage, marshy land conditions, isolated land parcels, and inadequate drinking water sources collectively accounted for the remaining applications.

The predominance of landslide-related exchanges highlights the increasing importance of State land management in supporting disaster recovery and climate resilience. Rather than representing ordinary land transactions, these exchanges serve as important Government interventions to relocate affected households and restore secure land tenure for communities impacted by natural disasters. Similarly, exchanges involving isolated land parcels and inadequate water supply continue to improve accessibility and living conditions in remote rural areas.



By land category, **Kamzhing (dry land)** constituted the overwhelming majority of exchanged land, reflecting the agricultural nature of affected communities. Overall, the land exchange statistics illustrate the Division's critical role in balancing environmental protection, disaster response, and equitable access to productive land while ensuring compliance with the Land Exchange Rules and Regulations.

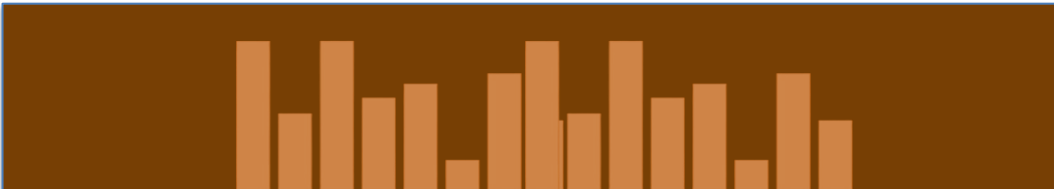
III. Land Use Certificate (LUC)

The Land Use Certificate (LUC) Section approved a total of **444 LUC transactions** during FY 2025–2026, comprising **359 rural plots** covering **4,818.212 acres** and **85 urban plots** covering **3,397,590 square feet**.

In rural areas, **Monggar** recorded the highest number of approved plots (**113**), followed by **Gasa (101)** and **Zhemgang (33)**. However, when analysed by land area rather than plot numbers, **Bumthang** recorded the largest allocation with **2,822.695 acres**, followed by **Samdrup Jongkhar (1,558.508 acres)**. This indicates that although some Dzongkhags processed fewer transactions, they involved substantially larger land allocations for Government institutions and other eligible entities.

Urban LUC approvals were concentrated primarily in **Phuentsholing**, which recorded **33 approved plots**, followed by **Thimphu (20)** and **Samdrup Jongkhar (9)**. In terms of total land area, however, **Thimphu accounted for the largest allocation with 1,280,146 square feet**, followed by **Tsirang (702,848 square feet)** and **Phuentsholing (668,279 square feet)**. The concentration of urban allocations in these centres reflects the growing demand for institutional land to support Government offices, public infrastructure, and urban development.

Transaction-type analysis further illustrates the evolving role of the LUC system. **Willful Surrender** accounted for the largest share of approved transactions, involving **242 rural plots** and **40 urban plots**, demonstrating continued efforts to return unused



or underutilized State land for more productive allocation. **New LUC transactions, Inter-Institution Transfers, and Thram and Area Corrections** collectively reflect ongoing improvements in State land administration, institutional land management, and land record accuracy.

Overall, the LUC statistics demonstrate increasing reliance on regulated State land allocation mechanisms to support Government institutions, State-owned enterprises, and public service delivery while ensuring that scarce State land resources are utilized efficiently and sustainably.

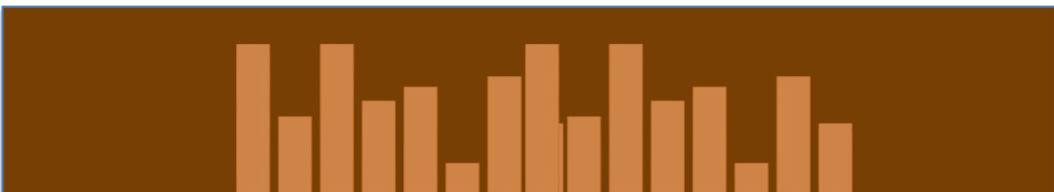
IV. Satshab (Land Substitution and Compensation)

The Satshab Section approved **466 land substitution transactions** covering **276.743 acres** during FY 2025–2026.

Land substitution activities were concentrated primarily in southern Bhutan. **Samtse** recorded the highest number of approved transactions with **155 cases (33%)**, followed by **Sarpang (136 cases, 29%)** and **Samdrup Jongkhar (82 cases, 18%)**. Together, these three Dzongkhags accounted for approximately **80%** of all Satshab transactions processed during the reporting period.

Paro (45 transactions) and **Pemagatshel (24 transactions)** also recorded moderate levels of activity, while several Dzongkhags processed only one or two cases throughout the fiscal year.

The concentration of Satshab cases in a relatively small number of Dzongkhags suggests that Government development projects, infrastructure expansion, and public land acquisition activities remain focused in these regions. Satshab continues to serve as an essential mechanism for providing substitute land or compensation to affected landowners while facilitating timely implementation of public infrastructure and national development programmes.



Regional disparities in transaction volumes also indicate that land acquisition requirements vary considerably across the country, influenced by infrastructure development priorities, population distribution, and economic activities. Continued monitoring of these trends will support more effective planning for future land acquisition and compensation programme.

3. E-SAKOR LAND TRANSACTION STATISTICS

3.1 Overview of the e-Sakor System

National Land Commission Secretariat is at the forefront among agencies in Bhutan that have leveraged the potential of ICTs for enhancing efficiency in government functioning. Its digital transformation began in 2012 with the launch of Rural e-Sakor, an online platform for rural land transactions, followed in 2013 by Urban e-Sakor for urban land transactions. The name "e-Sakor" derives from "e" (electronic), "Sa" (land), and "Kor" (about), representing an integrated land information service portal.

Over the years, NLCS has steadily refined its online systems to better serve Bhutanese citizens, moving away from traditional manual land transaction processing. However, both platforms required significant enhancements.

In 2015, NLCS partnered with IDA International of Singapore and the Department of IT and Telecom to conduct a comprehensive system assessment and document the findings. With financial backing from the World Bank, the urban land transaction system was fully redeveloped in 2016 to address identified shortcomings and incorporate new modules, features, and functionalities. The rural system underwent similar redevelopment in 2018.

Going forward, all platforms will be consolidated under the unified e-Sakor Portal, encompassing urban and rural land transactions, land mortgage services, and land-related grievance redressal.

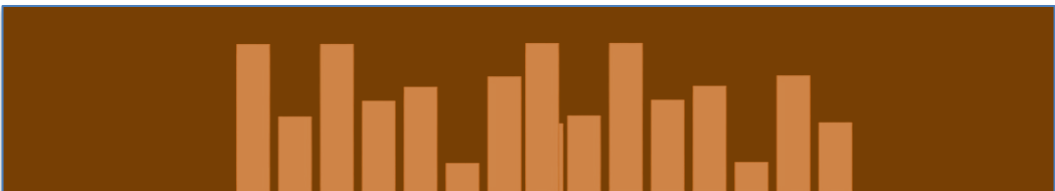
3.2 Performance Overview: A Consolidated View

This section presents a consolidated performance overview of the Department of Land Administration and Management (DoLAM) based on key operational indicators across **five fiscal years (2021–2026)**. The analysis includes a comparison of total land transactions by Dzongkhag over the five-year period, and an overview of total land transactions for the fiscal year 2025–2026.

Together, these statistics provide valuable insights into transaction volumes, workload distribution, and changing patterns of land administration across Bhutan. The consolidated analysis supports evidence-based planning, informed resource allocation, and continuous improvement in service delivery across the Department.

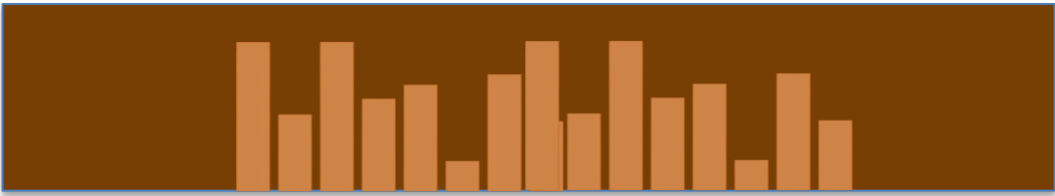
3.3 Challenges Encountered: Systemic Constraints Affecting Performance Metrics

Consistent with the previous fiscal year 2024–2025, the Rural Land Division identified a systemic issue concerning the calculation of Turnaround Time, which was duly noted in both the divisional and consolidated annual reports. The initial system-generated report indicated a significant and alarming increase in processing times compared to previous years. Upon verification, the RLD discovered a systemic flaw in the automated system: it failed to correctly account for instances where transactions were returned to Dzongkhags or Thromdes for correction. This omission artificially inflated the reported processing times.



This issue affects all land transactions processed through the e-Sakor portal, encompassing those handled by the Rural Land Division, Urban Land Division, and Land Management Division. Specifically, when a transaction is returned to a Dzongkhag or Thromde for correction following verification, the system does not utilise the actual return date ‘direct forward date’ and the Thram approval date for TAT calculation at the Headquarters division level. Instead, it erroneously applies the Dzongkhag verification date and Thram approval date - treating the transaction as if it had not been returned for correction, thereby distorting the true processing duration.

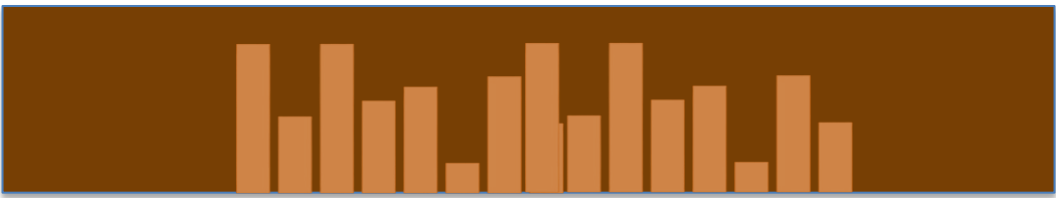
Following the identification of this flaw, the RLD reported the matter on multiple occasions to the ICT focal for e-Sakor and the local vendor, iBEST. However, subsequent verification confirmed that the issue could not be rectified under the current system architecture, as remediation would require a fundamental redesign of the system workflow and entail considerable time. It is anticipated that this matter will be addressed during the forthcoming e-Sakor system re-engineering phase.



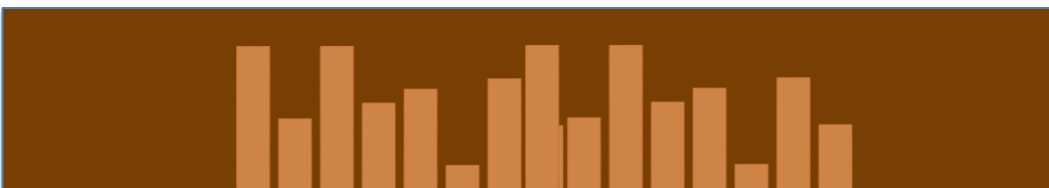
4. DEPARTMENT PERFORMANCE OVERVIEW: A CONSOLIDATED VIEW

4.1 Consolidated Land Transactions by Dzongkhag for Five Fiscal Years (2021–2026)

Dzongkhag	Rural Land Division					Urban Land Division					Land Management Division					Total
	(2021-2022)	(2022-2023)	(2023-2024)	(2024-2025)	(2025-2026)	(2021-2022)	(2022-2023)	(2023-2024)	(2024-2025)	(2025-2026)	(2021-2022)	(2022-2023)	(2023-2024)	(2024-2025)	(2025-2026)	
Bumthang	312	313	416	527	514	341	122	48	135	94	-	7	6	12	30	2,877
Chhukha/ Phuentsholing	592	411	588	944	1244	320	134	187	263	150	-	147	108	94	151	5,333
Dagana	394	279	591	1,108	817	6	2	4	25	3	-	47	51	111	26	3,464
Gasa	90	136	90	150	116	3	2	0	9		-	14	6	38	106	760
Haa	141	126	219	364	188	85	21	13	43	18	-	27	14	6	6	1,271
Lhuentse	187	47	111	255	174	16	16	10	18	3	-	42	41	49	26	995
Monggar	561	563	525	1,208	949	100	37	14	44	15	-	67	30	27	172	4,312



Paro	2088	1,332	1,299	2,051	1,848	16	14	6	17	2	-	41	29	44	85	8,872
Pemagatshel	377	79	198	578	604	19	6	6	21	38	-	22	55	19	106	2,128
Punakha	566	320	603	1,106	802	29	11	15	26	10	-	30	16	46	32	3,612
Samdrup Jongkhar	459	167	441	400	586	80	74	29	70	51	-	77	42	77	401	2,954
Samtse	877	756	1,169	2,525	2,202	84	75	83	108	58	-	58	212	337	242	8,786
Sarpang/Gelephu	963	1,063	919	3,828	1,730	694	348	197	279	98	-	76	361	58	152	10,766
Thimphu	693	637	487	553	817	1077	436	424	690	510	-	72	38	48	46	6,528
Trashigang	398	101	200	309	448	146	80	33	67	29	-	42	24	26	16	1,919
Trongsa	631	250	373	990	844	70	25	16	36	23	-	12	8	193	16	3,487
Tsirang	138	95	120	297	280	41	28	11	28	21	-	24	38	37	28	1,186
	238	506	740	1,288	1,199	147	64	38	86	58	-	11	22	41	36	4,474



Wangdue																
Phodrang	401	276	449	861	842	58	61	32	61	32	-	29	13	46	80	3,241
Zhemgang	144	53	94	364	290	52	19	19	41	18	-	30	14	14	53	1,205
Total	10,250	7,510	9,632	19,706	16,494	3,384	1,575	1,185	2,067	1,231	-	875	1,128	1,323	1,810	78224

Table 11: Consolidated Land Transactions by Dzongkhag for Five Fiscal Years (2021–2026)

Note: The **Land Management Division** data for the fiscal year **2021–2022** does **not contain a Dzongkhag-wise breakdown**. Instead, the annual report presents **aggregated division-level figures covering a six-year period** (2016–2021) across its core functional areas: Satshab, Lease, Land Exchange, and LUC.

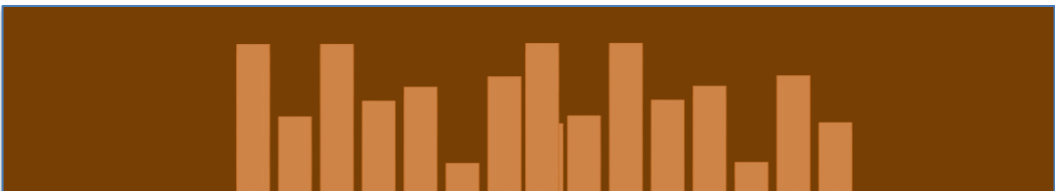
As such, the LMD row for FY 2021–2022 in the Dzongkhag-level table and the TAT summary is left intentionally **blank**, as no disaggregated data was provided for that year.

The five-year consolidated statistics provide a comprehensive overview of land administration activities undertaken by the Department of Land Administration and Management across Bhutan from **FY2021–2022 to FY2025–2026**. The data illustrate both the long-term growth of land administration services and the changing workload across Dzongkhags and the Department's three operational divisions.

Over the five-year period, the **Rural Land Division** consistently remained the Department's primary service provider, accounting for the overwhelming majority of transactions each year. Rural land transactions increased steadily from **10,250** in FY2021–2022 to a peak of **19,706** in FY2024–2025 before moderating to **16,494** in FY2025–2026. Despite this decline, rural land administration continued to constitute the largest share of DoLAM's overall workload, reflecting the extensive demand for ownership transfers, inheritance, subdivision, land conversion, and related services throughout rural Bhutan.

The **Urban Land Division** exhibited comparatively stable transaction volumes over the five-year period. Following a high of **3,384** transactions in FY2021–2022, urban transactions declined during the subsequent two fiscal years before recovering to **2,067** in FY2024–2025. In FY2025–2026, the division recorded **1,231** transactions, indicating a moderation in urban land market activities while continuing to support land administration services within designated Thromdes and urban centres.

The **Land Management Division** demonstrated a different pattern of activity owing to its strategic mandate. While Dzongkhag-wise data were unavailable for FY2021–2022, recorded transactions increased from **875** in FY2022–2023 to **1,802** in FY2025–2026, representing the highest level of activity during the reporting period. This upward trend reflects the Division's expanding responsibilities in State land leasing, land exchange, land use certification, and other strategic land management functions that directly support national development initiatives.



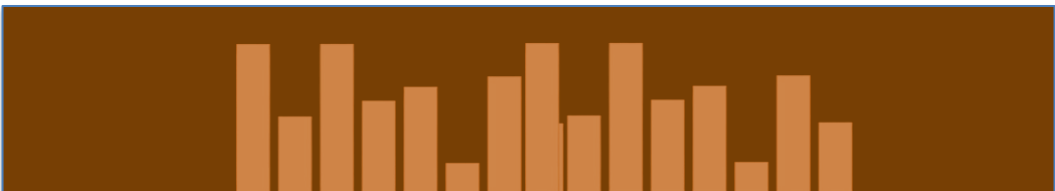
At the Dzongkhag level, transaction volumes remained concentrated in a relatively small number of administrative jurisdictions. **Samtse, Sarpang/Gelephu, Paro, Chhukha/Phuentsholing, and Thimphu** consistently recorded the highest cumulative transaction volumes over the five-year period, highlighting their continued significance as centres of economic activity, urban expansion, and land administration demand. Conversely, **Gasa, Lhuentse, Haa, Trongsa, and Zhemgang** recorded comparatively lower transaction volumes throughout the period, reflecting their smaller populations, lower development intensity, and comparatively limited land market activity.

The five-year trend also demonstrates that land administration workloads are dynamic and responsive to changing policy priorities, development projects, and public demand for services. While the exceptionally high transaction volume recorded during FY2024–2025 declined in FY2025–2026, the Department continued to process a substantial volume of transactions across all three divisions. The sustained workload underscores DoLAM's critical role in supporting secure land tenure, facilitating economic development, and delivering efficient public services nationwide.

4.2 Total Transaction Volume: A National Perspective

During the fiscal year **2025–2026**, the Department of Land Administration and Management processed a total of **19,527** land-related transactions across the country. Although this represents a decline compared with the previous fiscal year's total of **23,150** transactions, the volume continues to demonstrate the Department's significant role in delivering essential land administration services nationwide.

The reduction in overall transactions is primarily attributable to a lower number of rural land transactions. Nevertheless, the Department maintained substantial operational activity across all three divisions while continuing to support land governance, economic development, and public service delivery.



The Rural Land Division remained the Department's largest operational division, processing **16,494** transactions, followed by the Land Management Division with **1,802** specialized transactions and the Urban Land Division with **1,231** urban land transactions.

Overall, the transaction profile reflects changing service demands rather than diminished institutional performance, as each division continues to operate under distinct mandates and service responsibilities.

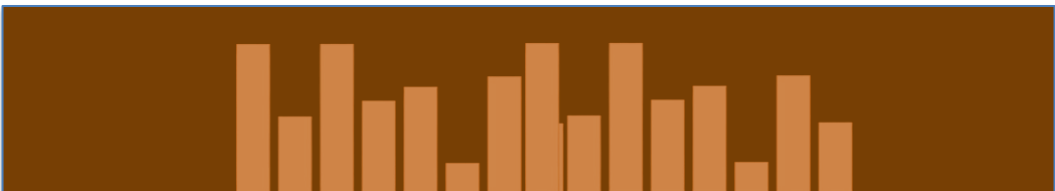
4.3 Comparative Divisional Performance

The table below provides a comparative overview of the three divisions during FY2025–2026, illustrating their differing operational scales and functional responsibilities.

Division	Transactions	Share of Total
Rural Land Division	16,494	84.5%
Urban Land Division	1,231	6.3%
Land Management Division	1,802	9.2%
Total	19,527	100%

The Rural Land Division continued to account for the overwhelming majority of DoLAM's workload, reflecting its extensive mandate covering rural land ownership, inheritance, transfers, subdivision, and related services throughout the country.

Although the Urban Land Division recorded fewer transactions than the Rural Land Division, most of its workload originated from Bhutan's major urban centres, where property transactions typically involve more complex procedures and stricter regulatory requirements.

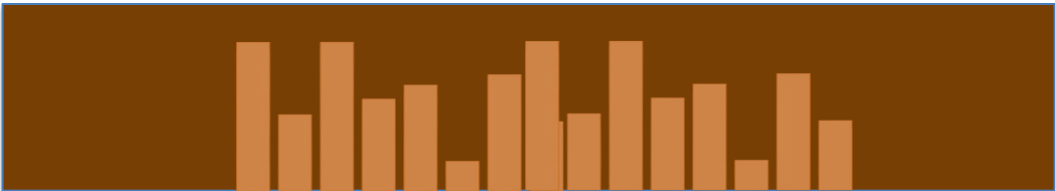


The Land Management Division experienced a notable increase in transaction volume compared with the previous fiscal year, indicating expanded activities in State land administration, leasing, land exchange, land use certification, and other strategic land management functions supporting national development initiatives.

As with previous reports, direct comparisons between divisions should be interpreted with caution since each division performs fundamentally different functions and delivers distinct categories of public services.

4.4 Consolidated Table for the Fiscal Year 2025–2026 by Dzongkhag/Thromde

Dzongkhag/Thromde	RLD	ULD	LMD	Total
Bumthang	514	94	30	638
Chhukha/Phuentsholing	1,244	150	151	1,537
Dagana	817	3	26	846
Gasa	116	0	106	222
Haa	188	18	6	212
Lhuentse	174	3	26	203
Monggar	949	15	172	1,136
Paro	1,848	2	85	1,935
Pemagatshel	604	38	106	748
Punakha	802	10	32	844



Samdrup Jongkhar	586	51	401	1,038
Samtse	2,202	58	242	2,502
Sarpang/Gelephu	1,730	98	152	1,980
Thimphu	817	510	46	1,372
Trashy Yangtse	448	29	16	491
Trashigang	844	23	16	886
Trongsa	280	21	28	329
Tsirang	1,199	58	36	1,293
Wangdue Phodrang	842	32	80	954
Zhemgang	290	18	53	361
Total	16,494	1,231	1,810	19,527

Table 12: Dzongkhag/Thromde wise consolidated transactions for FY 2025-2026

During the **2025–2026 fiscal year**, the Department of Land Administration and Management recorded **19,527** land-related transactions nationwide.

The Rural Land Division accounted for **16,494 transactions (84.5%)**, followed by the Land Management Division with **1,810 transactions (9.2%)** and the Urban Land Division with **1,231 transactions (6.3%)**.

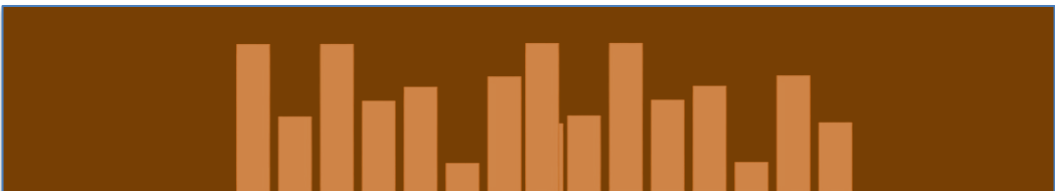
Geographically, the highest transaction volumes were recorded in **Samtse (2,502)**, **Sarpang/Gelephu (1,980)**, **Paro (1,935)**, **Chhukha/Phuentsholing (1,537)** and **Thimphu (1,372)**. These Dzongkhags continue to experience substantial land

administration activities driven by population growth, expanding economic opportunities, and increasing development initiatives.

Conversely, **Lhuentse (203)**, **Haa (212)**, **Gasa (222)**, **Trongsa (329)** and **Zhemgang (361)** recorded comparatively lower transaction volumes, which may reflect lower population densities, relatively smaller land markets, and fewer development-related transactions.

These figures should be interpreted within the context of the distinct mandates of each division. The Rural Land Division naturally records the largest workload because it administers the broad spectrum of rural land transactions nationwide. The Urban Land Division primarily serves designated urban centres and Thromdes, resulting in lower transaction volumes that correspond with its specialized jurisdiction. Meanwhile, the Land Management Division undertakes policy-oriented and strategic State land administration functions, including leasing, land exchange, land use certification, and land allocation, making its transaction profile fundamentally different from those of the Rural and Urban Land Divisions.

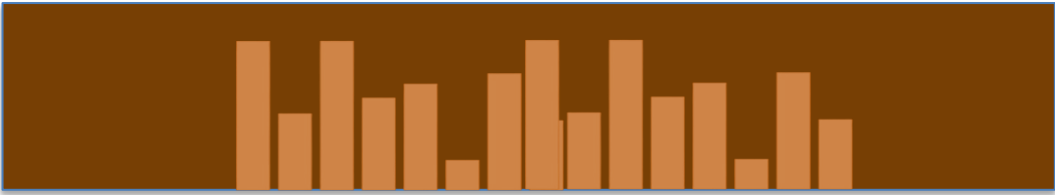
Overall, the FY2025–2026 transaction statistics demonstrate the Department's continued commitment to delivering efficient, transparent, and responsive land administration services while adapting to changing patterns of land governance and national development priorities.



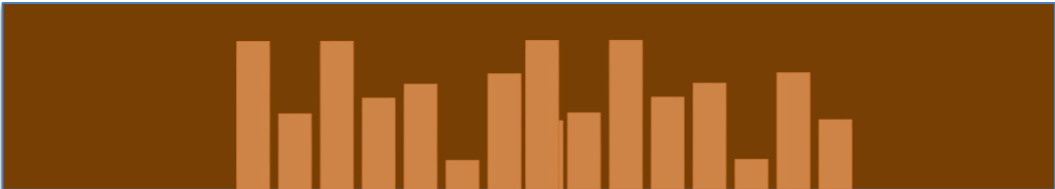
5. DIVISIONAL HIGHLIGHTS FROM FY 2025-2026

5.1 Rural Land Division Highlights

Category	Achievement	Impact
Policy & Regulation	LUC Freehold & Kasho Thram segregation completed in 6 Dzongkhags (Chhukha, Wangdue, Punakha, Haa, Trongsa, Gasa)	4,000+ parcels segregated; 8,000+ Lagthrams printed & delivered
	Comprehensive Guideline on Land Services published — 36 topics, effective Jan 2026	Landmark reference for uniform service delivery; formulated with DRC, DoCDD, CRA, CSOA, DoI, DHS, DCRC, Judiciary
	Chhuzhing Protection Policy: Cabinet proposal submitted Jan 2026; revised & resubmitted May 2026	Innovative urban planning approach to safeguard Chhuzhing while balancing development
	Royal Kasho facilitation: 23 NCRP omissions, 318 RAF cases, 63 Soe/Lingzhi Khimsa, 80 Paro Khimsa Kidu	Hundreds of households directly benefited
		Strengthened transparency, consistency & accountability

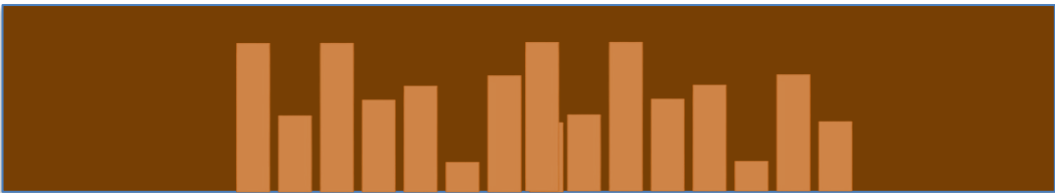


	Frameworks developed: Royal Kasho granting; Kidu verification SOP; NCRP Omission verification SOP		
Capacity Building	National Land Conference at PDC Tsirang (March 2026) — 130+ participants		Knowledge sharing, policy dialogue & professional collaboration
	Coordination & sensitization across 7 Dzongkhags + 3 Dungkhags		Strengthened inter-agency coordination & policy understanding
	Data Integrity & Analytics Unit (DIAU) established (1 Sept 2025)		Evidence-based governance; data quality assurance & analytics
	DIAU Data Cleaning: 5 of 15 datasets verified (3,660 Thrams/plots)		Thrums without Plot Details: 184, Missing Co-owners: 627; Plots with Kidu Date but No Kasho Area: 507; Plots without Class: 845; Plots with Kidu Area but No Kidu Date: 1,497
	Monthly divisional meetings institutionalized		Performance review, problem-solving & service delivery reforms
	Fortnightly LG reporting mechanism established		Real-time monitoring, feedback & technical support to LG land sectors
Digital Innovation	Tsamdro Application operationalized (ICIMOD collaboration)	Nationwide readiness confirmed; Tsamdro & Yak Mobility Dashboard handed to GovTech	
	e-Sakor enhancement continued	System upgrading with ICT Division	



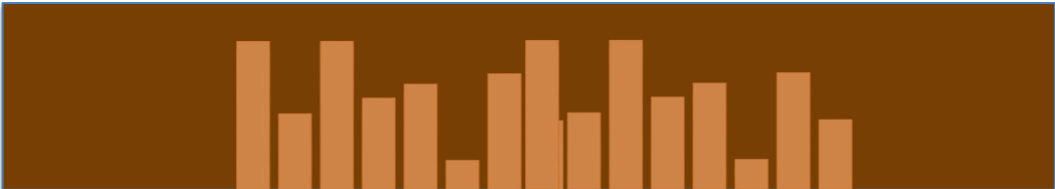
Case Resolution	Longstanding cases resolved: Old Pema Gatshel Town; 19 Bardo/Shingkhari households; Tibetan Refugee Thrams; Genuine NCRP omissions	Complex historical issues cleared
Service Delivery	16,000+ e-Sakor transactions processed within TAT	Many same-day approvals; citizen-centric public service excellence

Table 13: RLD Highlights

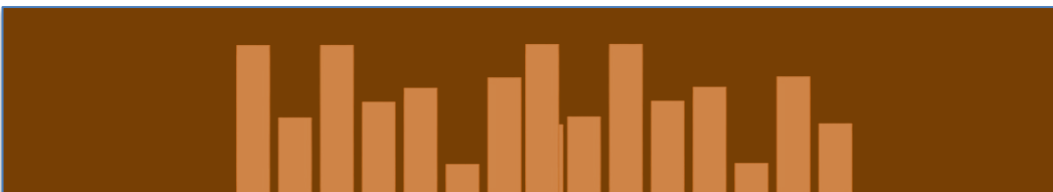


5.2 Urban Land Division Highlights

Category	Achievement	Impact
Activity Log	618 activities recorded in the ULD Activity Log during the reporting period	Comprehensive tracking of divisional operations; Note: figure may include minor duplication where multiple officials attended the same meetings/activities
iCOMS / Land Mortgage System	Land Mortgage System (LMS) successfully integrated with iCOMS (Integrated Collateral Management System). Rules & Regulations (R&R) and fee structure drafted. LMS now hosted under a unified iCOMS platform.	Streamlined mortgage administration; unified collateral management; regulatory framework established for digital mortgage services
Digital Systems	Consent Management Module (CMM) launched in e-Sakor (iBEST collaboration)	User-end training completed for Paro, Thimphu, Phuentsholing; advocacy across all Dzongkhags/Dungkhags/Thromdes
	e-Sakor Access SOP drafted	Strengthened system governance & security
	e-Sakor re-engineering: ULD focal designated; BRD under preparation	Modernizing core transaction platform
Regulatory	Strata Rules & Regulations (SSR) launched (DHS collaboration)	Public consultation at Phuentsholing with 70+ participants
Modernization	Thram Freeze Guidelines drafted	Pending PPPCM approval

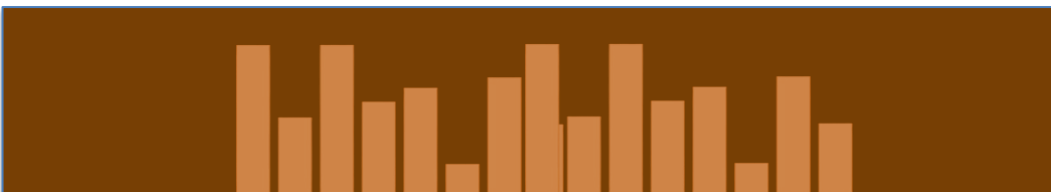


		Guma → Kuruthang; Tsenkhar → Autsho; Nanglam; Sherubling → Trongsa Town
	Rural–Urban Data Migration Guidelines drafted & implemented	
	Plot Tenure Classification approved at interdepartmental DG meeting	Next-phase activities cleared
Capacity Development	28 new CLCs trained on e-Sakor; refresher for existing CLCs; profiles updated; Guidelines published	Standardized & quality-assured land conveyancing
	9-day training for Gyelyong Thromdes, Dzongkhags & Dungkhags (Phuentsholing, Samdrup Jongkhar, Tsirang)	Land Share, Dashboard, Strata Transaction, SSR
NCRP & Cases	70% of pending NCRP cases resolved	Significant backlog clearance
	Chamkuna & Khareyphu LAP validated (99 plots)	Thram updating completed
	OGZ collaboration continued	Long-pending land cases resolved
Data & Records	5,020 plots cleaned (ownership, Thram, plot discrepancies, duplications, missing fields)	Accurate records & reliable service delivery
	36 volumes of Thimphu Thram records scanned (GLAM Project)	Historical record digitization
Strategic Planning	Merak Rationalisation Plan developed, presented &	Implementation-ready



National Development	Approved (DoSaM collaboration)	
	Ridaza (Mongar) & Garpang (Bumthang) field analysis completed; Laya & Soe rangeland communities assessed	Next FY implementation planned
	PAVA Taskforce: Revised Land Compensation Rates presented to Lhengye Zhungtsho	Awaiting formal approval
	BVRR Taskforce: Drafting completed; Bhutan Valuation Standard finalized by TWG; World Bank Consultant review done	Modernized valuation framework
	Thimphu Structuring Plan (TSP): Plot rationalisation for LCR formulation	TWG-led incorporation of new TSP
	GMC Land Valuation — Chuzagang properties valued for Jarung Khashor Chorten (2 weeks)	Gelephu Mindfulness City support
	GMC volunteer work (4th & 5th rounds); 2 officials deputed to Gelephu Land Office	Direct national project contribution
	ILUSP initiative: 2 Member Secretaries + 3 members across 3 workstreams	Integrated Land Use & Spatial Planning
	Land Exchange Policy workshop support to LMD	Cross-divisional collaboration

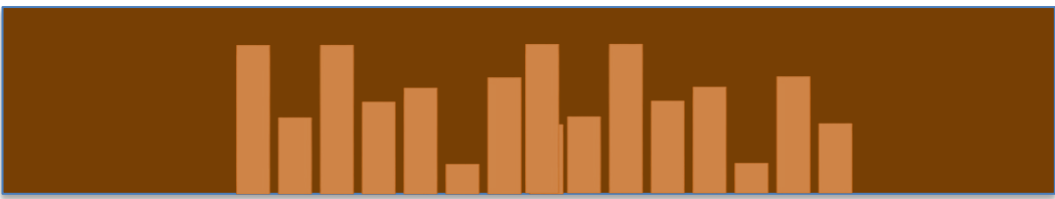
Table 14:ULD Highlights



5.3 Land Management Division Highlights

Category	Achievement	Impact
Policy Reform	Land Exchange Policy Review: Stakeholder consultations, technical reviews, implementation roadmap completed; draft prepared for management	Modernized exchange framework
	Land Lease & Exchange Regulatory Reform: Strategic roadmaps & implementation frameworks prepared	Integrated reforms into LLRR 2018 & LERR 2022
	State Land Lease Agreement Revision: Review completed incorporating Dzongkhag/Thromde feedback + MoICE/MoF Legal Team provisions; management-approved for rollout	Strengthened lease governance & dissemination to LGs
Digital Transformation	Land Bank Management System (LBMS): World Bank CAD reviewed; technical inputs consolidated; stakeholder validation done; budget submitted via GovTech; BLIS expansion discussions initiated (eSakor + NSDI integration); BRD under development	From basic lease system to strategic national land inventory platform
	Land Use Monitoring Platform: GIS-enabled platform developed, piloted, SOP prepared, stakeholder oriented; presented at National Land Conference	Remote LUC compliance monitoring; reduced field visit dependency
	State Land Lease Database: Historical lease records reconciled & digitized; fully operational	Strengthened lease administration & data management

Table 15:LMD Highlights



6. ANNUAL REPORT ON ADMINISTRATIVE CASE MANAGEMENT (MYNLCS) – BEYOND TRANSACTIONS FOR THE FISCAL YEAR 2025-2026

6.1 Introduction

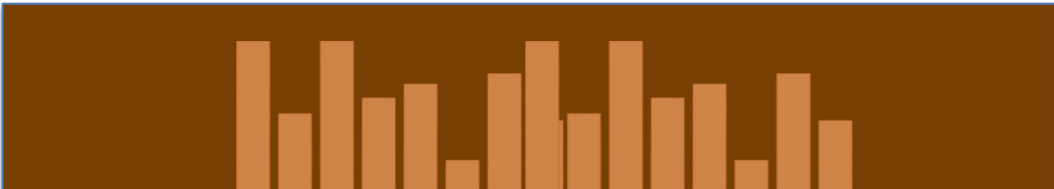
The MyNLCS System serves as the central platform for managing land-related administrative cases that fall outside the routine land transaction workflow. It facilitates the processing and monitoring of cases such as court directives, ownership corrections, land lease matters, land exchange proposals, land use change applications, cadastral discrepancies, policy implementation, and other administrative requests received at Headquarters from stakeholders and local governments, including Dzongkhags, Drungkhags, and Thromdes.

This report presents a consolidated analysis of all cases handled by the three divisions under the Department of Land Administration and Management (DoLAM):

- Rural Land Division (RLD)
- Urban Land Division (ULD)
- Land Management Division (LMD)

6.2 Overall Case Statistics for the Fiscal Year 2025-2026

Division	Total Cases	Percentage
Rural Land Division (RLD)	1,033	47.6%
Land Management Division (LMD)	848	39.1%
Urban Land Division (ULD)	289	13.3%
Grand Total	2,170	100%



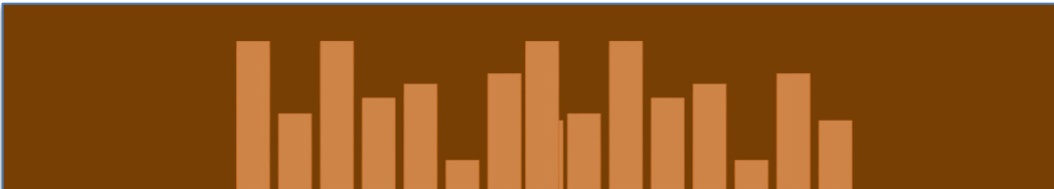
The Rural Land Division managed the largest share of administrative cases, accounting for 47.6% of all cases received during the reporting period. The Land Management Division handled 39.1% of the workload, primarily comprising land lease and land use management matters, while the Urban Land Division accounted for 13.3%, focusing on urban land administration and cadastral-related issues.

6.3 Distribution by Receiving Office

The majority of cases originated from the Department level, followed by Headquarters and Dzongkhag Offices.

Office	Incoming/outgoing Cases
Department	1,474
HQ Office	191
Dzongkhag Office	294
Thromde Office	92
Drungkhag Office	119
Total	2,170

The Department remained the principal receiving office, accounting for approximately 68% of all administrative cases. Dzongkhag Offices continued to play an important role in facilitating decentralized land administration, while Headquarters, Drungkhag Offices, and Thromde Offices processed the remaining administrative cases according to their respective mandates.



6.4 Rural Land Division

The Rural Land Division processed 1,033 administrative cases, making it the highest workload among the three divisions.

Land Issue Type		Department	Drungkhag Office	Dzongkhag Office	HQ Office	Grand Total
Absconded Cases		40		4		44
Administrative Change	Boundary			4	1	5
Chhuzhing		20	2	5	16	43
Court Enforcement Order		25				25
Court Order		56			3	59
Court Verdict		17				17
Deficit Issue		33	2	10	2	47
Excess Issue		9	3	13	1	26
Financial Institution		9			2	11
Flat Detail Correction		2				2
Internal Memo		1	1	1	9	12
Kappa Update		9	1	1		11
Land Ceiling Issues		1		1		2
Land Details		18				18
Land Dispute Case		11			2	13
Land Holdings		1		1		2
Land Issue Cases		22			4	26

Land Lease	4				4
Land Transaction	10	2		2	14
Land Transaction Documents	9		1		10
Lost Lagthram	1				1
Map Issues	4			4	8
Miscellaneous/Others	45			18	63
NCRP Pending	15	6	31	7	59
New QR Code Lagthram	4				4
OGZ related case	1			2	3
Omission	25		4	2	31
Ownership Type Change	344			2	346
Plot Correction	13	3	6	2	24
RBP related case	1				1
Thram Correction	28	6	9	5	48
Tibetan Refugee Cases	13		4	1	18
TP Plot Update	2	5	27	2	36
Grand Total	793	31	122	87	1033

Table 16: MyNLCS Stats for RLD

The high volume of Ownership Type Change cases reflects the continued need for updating and maintaining accurate ownership records arising from inheritance, family arrangements, land regularization, and administrative corrections. Court-related matters, Thram corrections, deficit/excess issues, and pending NCRP cases also constituted a significant portion of the workload, highlighting the ongoing efforts to enhance the accuracy, reliability, and integrity of rural land records.

6.5 Urban Land Division

The Urban Land Division registered 289 administrative cases during the reporting period.

Land Issue Type	Department	Drungkhag Office	Dzongkhag Office	HQ Office	Thromde Office	Grand Total
Administrative Boundary Change	1	2	1	5		9
Court Enforcement Order	3					3
Court Order	23			2		25
Court Verdict	4				1	5
CPLC case	2			2	3	7
Deficit Issue	1			1		2
Excess Issue	9			15	1	25
Financial Institution	1					1
Internal Memo				6		6
Kappa Updation	13		2	3	14	32
Land Details	6	1	3		5	15
Land Dispute Case				3		3
Land Issue Cases	2			1	1	4
Land Lease	1			1		2
Land Transaction	3		5	1	2	11
Land transaction Documents	1					1
Map Issues				2		2

Miscellaneous/Others	18			12	10	40
NCRP Pending	1			2	8	11
New QR Code Lagthram	2					2
OGZ related case				4	1	5
Omission	1			2	1	4
Ownership Change	Type	28		1		29
Planning Issues	2		3	2	4	11
Plot Correction	2	1	5	1	1	10
RBP related case				1		1
Thram Correction	4	2	7	4	6	23
Grand Total	128	6	26	71	58	289

Table 17: MyNLCS Stats for ULD

Urban administrative cases were primarily associated with Kappa updates, ownership amendments, Thram corrections, and court orders. These cases reflect the dynamic nature of urban land records, where cadastral updates, ownership modifications, and land information corrections remain common administrative functions.

6.6 Land Management Division

The Land Management Division handled 848 administrative cases, representing the second-highest workload.

Land Issue Type	Department	Drungkhag Office	Dzongkhag Office	HQ Office	Thromde Office	Grand Total
Excess Issue				1		1
Internal Memo				3		3
Land Exchange	40	1	14	17		72
Land Issue Cases				2		2
Land Lease	455	5	98	31	29	618
LUC	32	6	27	31	4	100
Map Issues				2		2
Miscellaneous/Others	10			3		13
OAG related case				1		
OGZ related case	1			1		2
Ownership Change	Type			1		1
Satshab	15		11	6	1	33
Grand Total	553	12	150	99	34	848

Table 18: MyNLCS Stats for LMD

The workload of the Land Management Division was overwhelmingly driven by Land Lease applications, accounting for nearly three-quarters of all cases handled by the division. Significant numbers of Land Use Change (LUC) and Land Exchange cases further indicate continued demand for land utilization and development initiatives requiring administrative approval

6.7 Notifications & Office Orders (2025–2026)

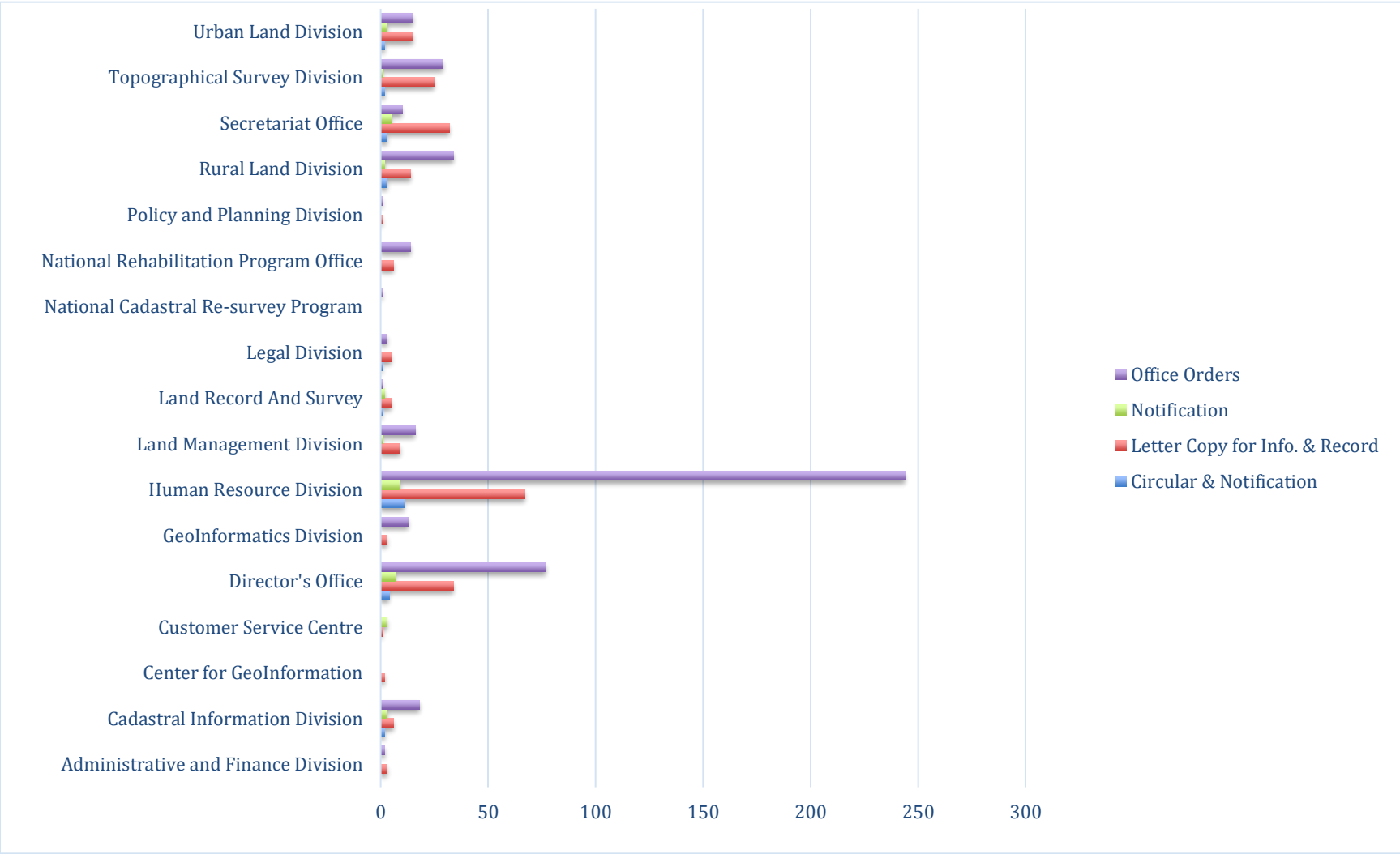
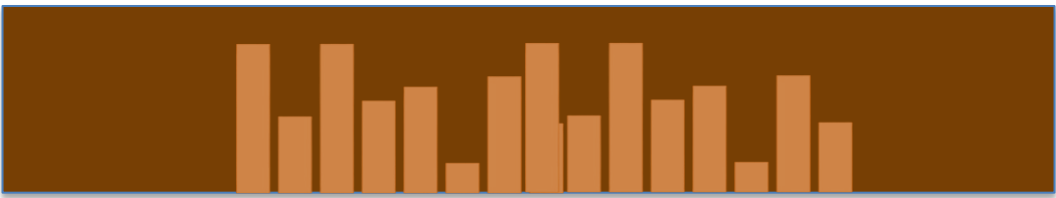


Figure 3: Distribution of Notifications and Orders Across Divisions



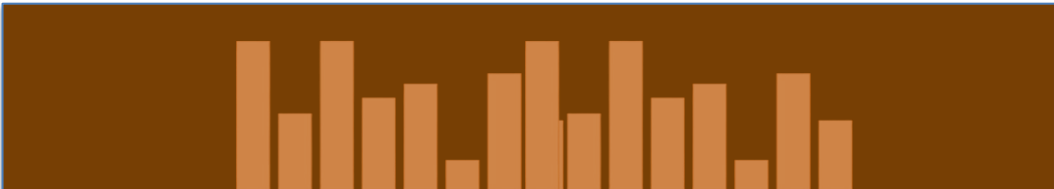
The Department issued a total of 771 notifications and official communications, reflecting the volume of administrative and organizational correspondence managed throughout the year. The Human Resource Division recorded the highest number of communications (331 records, approximately 43%), underscoring its pivotal role in administering human resource functions, including personnel management, office orders, staff notifications, and transfers. The Director's Office was the second-largest contributor with 122 communications, demonstrating its central responsibility in issuing departmental directives, policy decisions, and official correspondences. The Topographical Survey Division, Rural Land Division, and Secretariat Office also maintained a notable level of communication, each issuing between 50 and 60 records, reflecting their active engagement in departmental operations. Furthermore, Office Orders constituted the largest category of communications issued during the reporting period, indicating that internal governance, administrative coordination, and personnel management remained key operational priorities of the Department.

7. CONCLUSION, WAY FORWARD AND RECOMMENDATIONS

7.1 Conclusion

Fiscal Year 2025–2026 affirmed the Department of Land Administration and Management’s central role in safeguarding Bhutan’s land resources while enabling economic and social development. Despite a moderation in total transaction volume from 23,150 to 19,527 the Department sustained high operational tempo, approved a record level of strategic State land decisions through the Land Management Division, and established digital transformation as the backbone of modern land governance.

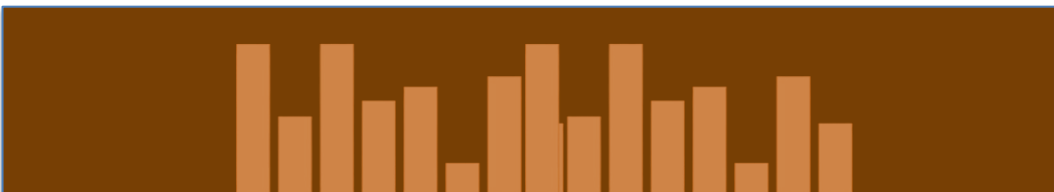
The performance data reveal a department in transition. On one hand, efficiency metrics demonstrate commendable service delivery: the Rural Land Division achieved a 7.86-day national average TAT under sustained high volume; the Urban Land Division delivered a 3.68-day average TAT; and the Land Management Division processed 1,810 strategic decisions supporting national development priorities. The establishment of the Data Integrity and Analytics Unit, the operationalization of the



Tsamdro Application, and the integration of the Land Mortgage System with iCOMS represent tangible milestones in DoLAM's digital evolution.

On the other hand, structural challenges persist. The documentation quality deficit evidenced by 1,307 returned rural transactions and 124 returned urban transactions continues to erode efficiency and delay citizen service. The e-Sakor TAT calculation flaw, now entering its second year unremedied, undermines the integrity of performance measurement and must be resolved through imminent system re-engineering. Regional disparities in processing capacity, particularly in Samdrup Jongkhar, Trashigang, and Trashy Yangtse, suggest that staffing models and workflow design require recalibration for equity. Meanwhile, the resurgence of land conversion transactions to 22.7% of rural approvals driven by the July 2024 policy resumption of Chhuzhing-to-Khimsa conversions poses a strategic policy dilemma: balancing individual property rights with national food security and agricultural land preservation.

The MyNLCS administrative case data further illuminate the breadth of DoLAM's responsibilities beyond routine transactions. With 2,170 cases spanning ownership corrections, court mandates, lease administration, and policy implementation, the Department functions not merely as a transaction processor but as an arbiter of complex, often contested, land governance challenges.



7.2 Way Forward

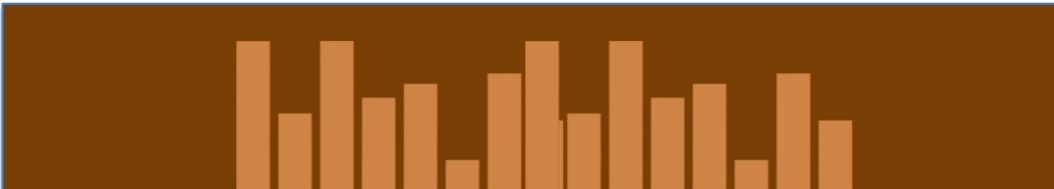
As DoLAM enters FY 2026–2027, its strategic trajectory must prioritize four interconnected imperatives:

First, completing the digital backbone. The e-Sakor re-engineering initiative must resolve the systemic TAT calculation flaw, consolidate urban and rural platforms under a unified portal, and embed workflow automation that accounts for returned transactions, inter-agency coordination delays, and multi-stage approvals. The Land Bank Management System should transition from design to deployment, creating a real-time national inventory of State land assets.

Second, decentralizing capacity. The concentration of pending transactions in Dzongkhags such as Samtse, Sarpang, and Chhukha and the high return rates from these same jurisdictions indicate that Headquarters-level verification capacity is insufficient for current demand. DoLAM must deepen investments in Dzongkhag and Thromde-level training, deploy standardized pre-submission checklists, and empower local land sectors to resolve documentation deficiencies before transactions/ cases reach Headquarters.

Third, integrating land governance into climate resilience and national development planning. With 64.4% of land exchange volume driven by natural calamities and land conversion pressures intensifying, DoLAM must position land administration as an active instrument of climate adaptation. This requires closer coordination with the National Environment Commission, Department of Disaster Management, and Ministry of Agriculture to ensure that land use decisions align with watershed protection, disaster risk reduction, and food security objectives.

Fourth, institutionalizing evidence-based governance. The DIAU must evolve from a pilot unit into a permanent analytics hub, producing quarterly performance dashboards, predictive workload models, and data quality audits that inform resource allocation and policy design.



7.3 Recommendations

A. Service Delivery and Process Efficiency

1. **Resolve the e-Sakor TAT Calculation Flaw:** Prioritize the re-engineering of the e-Sakor workflow to ensure that returned transactions are excluded from Headquarters-level TAT calculations. Implement automated timestamp verification using the "direct forward date" rather than the original Dzongkhag verification date.
2. **Strengthen Pre-Submission Verification:** Mandate Dzongkhag-level quality assurance checkpoints using standardized checklists before transactions are forwarded to Headquarters. Introduce a "pre-check" digital module in e-Sakor that flags common documentation errors (missing thumb impressions, CID mismatches, incomplete agreements) at the point of initial submission.
3. **Address Regional TAT Disparities:** Conduct operational reviews of Dzongkhags with TATs exceeding 10 days to identify staffing bottlenecks, case complexity drivers, and workflow inefficiencies. Consider dedicated dealing officer assignments or temporary task forces for chronically backlogged jurisdictions.
4. **Reduce Pending Transaction Backlogs:** Implement a quarterly clearance target for pending cases pending at Dzongkhag (3,372) and RLD (889) levels. Introduce an automated escalation protocol for cases pending beyond 15 days.

B. Policy and Regulatory Development

5. **Finalize the Chhuzhing Protection Policy:** Accelerate Cabinet approval of the Chhuzhing Protection Policy, ensuring that it establishes clear thresholds for conversion eligibility, mandatory environmental impact screening, and compensatory mechanisms for agricultural land loss.
6. **Modernize Land Exchange and Lease Regulations:** Complete the integration of stakeholder feedback into the Land Exchange Policy and Land Lease & Exchange Regulatory Reform roadmaps. Ensure that post-disaster land exchange procedures are streamlined to reduce processing times for climate-affected households.



7. Advance Urban Land Governance: Promote the effective implementation and periodic review of the Strata Rules & Regulations (SSR), Thram Freeze Guidelines, and Rural–Urban Data Migration Guidelines to strengthen urban land administration and support planned urban expansion, particularly in emerging urban centres such as Gelephu Mindfulness City.

C. Capacity Building and Institutional Strengthening

8. Enhance Dzongkhag-Level Training: Institutionalize annual refresher training for Dzongkhag and Thromde land sector staff, with mandatory certification on documentation standards, e-Sakor workflows, and citizen service protocols.
9. Redress Workload Imbalance and Safeguard Staff Wellbeing: Performance data reveal a stark internal disparity: certain dealing officers and Dzongkhag land sectors process hundreds of transactions monthly particularly in high-volume Dzongkhags such as Samtse, Paro, and Sarpang and the principal municipal centers while counterparts in smaller, outlying Dzongkhags/Thromdes handle markedly fewer cases. This imbalance is not merely a staffing issue; it directly undermines the consistent application of documentation standards, strains adherence to e-Sakor workflows, and erodes the quality of citizen service protocols. High-volume staff face chronic stress, decision fatigue, and elevated risk of procedural error, while underutilized capacity elsewhere represents a latent resource. DoLAM should institute the following measures:
 - Annual Workload Mapping and Human Resource Audit: Conduct a division-wide census each fiscal year, quantifying not only transaction counts but also case complexity, administrative case burdens, and correspondence volumes. Use this data to redefine staff ceilings and redeploy personnel from low-volume to high-volume jurisdictions on rotational secondments where feasible.
 - Mandatory Cross-Training and Flexible Deployment: Implement a structured cross-training programme requiring dealing officers to rotate through at least



one high-volume and one low-volume Dzongkhag/Thromde to strengthen technical competencies and operational flexibility. Each division should identify and maintain a pool of officers who can be temporarily deployed to support sections experiencing unusually high workloads. This flexible deployment mechanism will help reduce staff burnout, clear service backlogs, ensure service continuity, and promote employee well-being while maintaining efficient service delivery.

- **Equitable Performance Assessment Framework:** Revise the performance assessment framework to measure individual performance based on user roles and actual workload handled, rather than the Dzongkhag or Thromde to which an officer is assigned. This approach will provide a more accurate representation of individual workloads, generate evidence for informed internal staff deployment, and promote equitable distribution of responsibilities across the Department. Furthermore, the performance of officers in the Rural Land Division, Urban Land Division, and Land Management Division should be evaluated not only on the volume of transactions processed but also on their broader contributions, including technical support, policy development, system improvements, mentoring, training, innovation, and other institutional responsibilities beyond routine service delivery.

