

പതിനാലാം കേരള നിയമസഭ
പതിമൂന്നാം സമ്മേളനം

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റീസർവ്വേ പ്രവർത്തനങ്ങൾ

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(എ) സംസ്ഥാനത്ത് ഇപ്പോൾ റീസർവ്വേ (എ) സംസ്ഥാനത്ത് റീസർവ്വേ പ്രവർത്തനങ്ങൾ നിലവിൽ പ്രവർത്തനങ്ങൾ നടത്തുന്നുണ്ടോ; നടന്നു വരുന്നു.
ഇല്ലെങ്കിൽ ആയതിന്റെ കാരണം വിശദമാക്കുമോ;

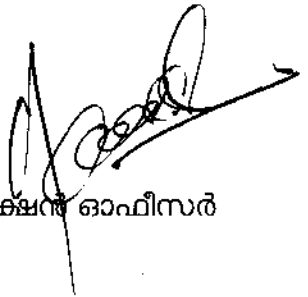
(ബി) റീസർവ്വേ പ്രവർത്തനങ്ങൾ ഏജൻസികോ വ്യക്തികൾക്കോ തീരുമാനം എടുത്തിട്ടുണ്ടോ; എങ്കിൽ വിശദമാക്കുമോ;

സംബന്ധിച്ച (ബി) 10/05/2018 ലെ സ.ഉ.(എം.എസ്സ്) 181/2018/റവന്യൂ നമ്പർ ഉത്തരവ് പ്രകാരം കേന്ദ്ര സംസ്ഥാന സർക്കാർ അംഗീകൃത ഏജൻസികളുടെ സേവനം പ്രയോജനപ്പെടുത്തിയും സർവ്വേ സംബന്ധിച്ച് സാങ്കേതിക പരിജ്ഞാനം ഉള്ളവരെയും സർവ്വേ സ്കൂളിൽ നിന്ന് സർവ്വേ ട്രെയിനിംഗ് ലഭിച്ചവരെയും ഉൾപ്പെടുത്തിയും വാലിഡേഷൻ ജോലികൾ സർവ്വേ വകുപ്പിലെ നിലവിലുള്ള ഉദ്യോഗസ്ഥരെക്കൊണ്ട് നിർവ്വഹിച്ചും സംസ്ഥാനത്ത് ഡിജിറ്റൽ സർവ്വേ നടപ്പിലാക്കുന്നതിന് തത്വത്തിൽ അംഗീകാരം നൽകിയിട്ടുള്ളതാണ്. എന്നാൽ ഏതെങ്കിലും സ്വകാര്യ ഏജൻസികോ വ്യക്തികൾക്കോ റീസർവ്വേ ജോലി നിർവ്വഹണം നൽകിക്കൊണ്ട് പ്രത്യേകം ഉത്തരവായിട്ടില്ലാത്തതാണ്.

(സി) റീസർവ്വേ പ്രവർത്തനങ്ങളെക്കുറിച്ച് (സി) സംസ്ഥാനത്തെ റീസർവ്വേ സമയബന്ധിതമായി സർക്കാർ തലത്തിലോ മറ്റ് തലത്തിലോ ഏതെങ്കിലും വിധത്തിലുള്ള പഠന റിപ്പോർട്ടുകൾ സർക്കാരിന് സമർപ്പിച്ചിട്ടുണ്ടോ; എങ്കിൽ പ്രസ്തുത റിപ്പോർട്ടിന്റെ പകർപ്പ് ലഭ്യമാക്കുമോ?

പൂർത്തിയാക്കുന്നത് സംബന്ധിച്ച് പഠനം നടത്തുന്നതിനായി സർക്കാർ അനുവാദത്തോടെ ലാൻഡ് റവന്യൂ കമ്മീഷണർ, സർവ്വേ ഡയറക്ടർ, സർവ്വേ അഡീഷണൽ ഡയറക്ടർ, റവന്യൂ ഐ.റ്റി സെൽ നോഡൽ ഓഫീസർ, കേരള ലാൻഡ് ഇൻഫർമേഷൻ മിഷൻ പ്രോജക്ട് മാനേജർ എന്നിവരുടേതായ സംഘം ഗുജറാത്ത് സംസ്ഥാനം സന്ദർശിച്ച് റിപ്പോർട്ട് സമർപ്പിച്ചിരുന്നു. പ്രസ്തുത പഠന റിപ്പോർട്ടിന്റെ പകർപ്പ് അനുബന്ധമായി ഇതോടൊപ്പം ഉള്ളടക്കം ചെയ്യുന്നു.

sent


സെക്ഷൻ ഓഫീസർ

**Study on best practices of
Implementation of DILRMP**

Report on field visit in Gujarat

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Study on best practices of implementation of DILRMP

Report on field visit in Gujarat

As per G.O. (Rt) No. 4536/2017/RD dtd: 28/10/2017, Government has ordered to constitute a committee for studying the best practices of implementation of DILRMP in other States in India. The committee was deputed to study the best practices adopted in this domain in the state of Gujarat. In connection with this, a team comprising of following officials visited the State of Gujarat from 02-11-2017 to 07-11-2017 for the purpose of studying the modernization of Survey and Land Records. The team members name and details are given below:

Sl No.	Name	Designation	Department
1	Sri. A.T. James IAS	Commissioner of Land Revenue	Land Revenue
2	Sri. K. Gopalakrishnan IAS	Director of Survey & Land Records	Survey & Land Records
3	Smt. E.R. Sobana	Addl. Director	Survey & Land Records
4	Sri. Jayamohan V	State Nodal Officer	Land Revenue
5	Sri. Bineesh Antony	Project Manager	Kerala Land Information Mission

Field visit to Mehsana District

The State Government showcased the case study in Mehsana district for the purpose of demonstrating how digital survey is being conducted in the State of Gujarat. The State government has partnered with multiple agencies (9 agencies) for the purpose of digital survey and preparing the land records for the entire state. Once the field surveys are done, they are combined and merged the GIS data to a mosaic map and are maintained by the department of Land Records. A team comprising of officials from the Revenue, Survey Department of Gujarat and external consultants walked us through the process being followed for ETS and DGPS survey.

They explained the method of field survey in detail starting from forming a statewide Ground Control Networks (GCN) to detailed survey of ETS. They have planted the state iconic point in Gandhinagar District. With reference to the above point they have planted iconic pillars of Ground Control Points (GCP) in every district and subsequent to that the Primary (16 km interval), Secondary (4 km interval), Tertiary (1 km interval) and ancillary points (if required) based on an

even pattern (grid wise). By planting such GCPs they ensure that there is a control point in every 1 km or less, which ensures the ease and accuracy of the ETS survey works. GCPs which are installed are plotted on the village map with rectangular and spherical coordinate system.

ETS observation starts from front and back points and with reference to the GCP. They carry out the ETS observation of every bend points of the parcels. It was also told that they are not planting any survey stones in the parcel corners. The same system is being followed for the government land as well. Survey numbering is done only when the preparation of village map is complete and is sequentially numbered starting from one and the end number will be the last parcel present in the village. There is no concept of sub division number or revenue number within the survey field during the course of finalizing the resurvey record. The sub division concept is used only when part mutation happens after promulgation of resurvey records. In the detailed survey process, along with the pure ETS ground survey method they use the Real Time Kinematic (RTK) system in plain areas (open to sky) to increase the speed of survey. They pointed out that wherever there is a visibility to receive satellite signal, they adopt RTK survey instead of ETS survey.

Apart from the bend points of parcels, they collect the topo details also during the survey process, such as electric pole, roads, cart tracks, wells, valuable trees etc for the purpose of GIS layer creation for other utility departments. They have a pre-defined symbol sets, color code etc for the preparation of maps. They have divided the total survey process in four main stages like Pre field survey stage, Field survey stage, Post survey stage, Maintenance survey stages.

Land Records Office visit in the Mehsana District

We visited the Mehsana land record administration office after visiting the field. Registration and Revenue department works together to do land record management starting from registration to auto mutation, in the same office. All the document registration and its entry are done digitally. Biometric thump impression, online photo capture, video graphs etc are also utilizing to ensure no fraudulent activities are taken place. All the textual records are being updated in a systematic way. As the textual records are properly updated and mutated, this serves the purpose of 'Revenue List' during the digital survey process. Hence the team assigned for the digital survey will have to concentrate only on the survey and mapping part and not on the textual data creation, which will ultimately speed up the survey activity and its accuracy.

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Later we went to the lab of the District Land Records Maintenance Office. They demonstrated the AutoCAD layering of the village maps with old and new survey works. They are using software like Leica Geo Office for ETS data processing, AutoCAD for grouping and assigning the survey numbers, and Q-GIS for final data preparation like register preparation, land parcel mapping (LPM) generation etc. They adhering the principle of 'whole to part' even in the preparation of land records. They initially prepared the group map of the village and from which they are preparing the LPM(Land Parcel Map) of the respective land owners.

After that Secon (an agency selected by the Government of Gujarat for resurvey activities) did a presentation of the entire activities in the digital survey process. All the activities starting from textual data downloading from NIC software of Revenue department to field survey etc were presented sequentially. The workflows being maintained at the time of survey process were also explained in detail. They were also told that in Gujarat there are two types of survey being followed i.e., 'Rural survey' (where the agricultural lands only to be taken care for the survey) and 'Urban survey' (where all urban land will be surveyed along with the building footprints). In the rural survey the Record of Rights (RoR) will be issued with presumptive titles and whereas in the urban survey system, a property card will be issued to every land holders with a conclusive land title. From their experience, it is understood that the land record authority is empowered to settle the disputes during the survey process and hence the finalization of records will be done in a much faster rate. The inclusion of the farmers in the process of survey by conducting massive way of propagation, gramsabha, distribution of draft LPM, keeping registers for entering complaints etc are the best example of stakeholder's participation in the survey works. It is also told that for the entire survey works of Gujarat state, they have only about 500 department surveyors and no draftsman categories. Very recently, they recruited about 600 more surveyors as maintenance surveyors whose role is to do the updation of finalized records being produced by the survey agencies.

We also visited the Modern Record Room (MRR) of the Revenue Department. The reference records for the digital survey works are being taken from such record rooms. Scanning of such records is being done by the assigned agencies. The MRR are equipped with movable compactors, CCTV surveillance etc.

Visit to the office of Survey & Settlement Commissioner

The team visited the Survey & Settlement Commissioner in his chamber. Various issues on land record matters were discussed and the experience of digital survey, process reengineering, amendments of the Act and Rules, survey strategy, involvement of citizen etc were also discussed at length. Modern survey manual of Gujarat state was also handed over by the Commissioner on our request.

After the initial discussion in the Settlement Commissioner chamber, he led to us to the conference hall for a detailed presentation of the DILRMP activities of the state. The presentation was informative and thought provoking and from which we came to know that during the span of 3 years, the state attained the stage of completing the digital survey by employing 9 accredited agencies under DILRMP. They appointed a Project Management Consultancy (PMC) to look after the entire activities starting from project preparation, tender procedure, quality checking etc. The PMC ensures the standardization of data by various agencies through proper guidelines, procedure etc.

Right after the presentation we visited the GIS laboratory which is maintained by the department. They demonstrated the mosaicing of Village data to form taluk and district maps by using Arc GIS software. They also check for the topological aspects (geometrical relationship between the polygons) of the survey. The overlapping of polygon, gap between the polygons etc are identified through Arc GIS software and reported to the agencies to do the rectification.

In the afternoon, we attended a software demonstration of one of the assigned survey agency. They presented their software on resurvey. Q-GIS software was customized in such way that it meets the requirement of resurvey of the State. AutoCAD data is converted to shape file format and are imported into the Q-GIS software. From this platform they are producing the LPM for individual land owners. In the textual data part, 12 types of registers are also being generated by using this software. Encroachment sketch with details are also one of the highlight of the software being demonstrated.

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Nutshell of report – Comparison between Gujarat and Kerala State

Sl No.	Kerala	Gujarat	Recommendations / Observations
1	An area of 38,863 km ² with 14 districts and 1,664 villages	An area of 1,96,024 km ² with 33 districts and 18,626 villages	Kutch district of Gujarat itself having an area of 45,674 km ² and which is bigger than the State of Kerala. So we can clearly state that Kerala is having an advantage of less aerial extent compare with Gujarat State while conducting digital survey
2	Half of the area of the state re surveyed with conventional survey methods by consuming more than 50 years. Even the prepared records became obsolete due to non-timely updation and does not have hundred percent accuracy due to the age old method of survey practices and hence its attracts lots of complaints	Within a span of 3 years, 95% of land records of the Agricultural land of the state are digitally surveyed and records were prepared with assistance of external survey agencies	Lack of in-house resources may lead another 50-60 years to completed resurvey of the State. Again lack of technical expertise in modern mapping techniques, GIS etc in the department will be a biggest bottleneck to the speedy resurvey in Kerala with in-house resources
3	Engagement of PMC	Project Management Consultancy (PMC) is engaged for vendor selection, framework preparation, standardization of workflow, procedure, Act and Rules, overall control, evaluation etc of the digital survey program	Because of the PMC, Gujarat is running successfully the digital survey program in a war footing and mission mode fashion. Due to the intervention of PMC, both target driven and quality driven survey program is executed effectively
4	Existing Act, Rules and survey manuals etc are mostly talks about the conventional survey techniques and department structure of surveying	Necessary changes in Act, Rules and survey manuals have been drafted by using PMCs to include external survey agencies in digital survey program	It is a high time to amend the existing Surveys and Boundaries Act, survey manual etc in tune with outsourced mode of digital survey to complete the survey works in a stipulated timeframe

Sl No.	Kerala	Gujarat	Recommendations / Observations
5	In Kerala draftsman category is there	In Gujarat no draftsman category of staffs in survey department	Surveyor and draftsman are having the same qualifications and getting the same type of training in Kerala. Now a days, the ETS data downloading and plotting are done by surveyor itself hence it is essential to integrate the work of these staffs so that scarcity of manpower for the survey works can be reduced and existing resources can be deployed for more productive works
6	Textual data of land records are not updated properly hence re survey will become a cumbersome and time consuming process. Overload work of both mapping and textual data preparation need to be done by survey department staffs as well as its correctness to be ascertained while finalizing resurvey.	Updated textual records (ownership status of land records) through auto mutation right after registration by Revenue department. Hence the digital survey need to concentrate only on surveying and mapping part and not on its textual data part which will save time, effort and accuracy considerably.	Chances of errors in the ownership of textual records will be there in Kerala which ultimately attracts lots of complaints and leads re survey became a never ending process. Hence textual data updation (auto mutation) right after registration need to be made as a compulsory activity in the State once the digital survey is complete
7	In Kerala, individual FMBs are prepared after ETS survey and then the group map of the village is being prepared (part to whole). So changes after ALC, OLC etc are sometimes not reflected in the village group map so that GIS group map sometimes does not have total number of parcels or minor boundary changes of the parcels etc	'Whole to part system' of record preparation: - Preparing total village group map after ETS survey and from which individual map is being generated as LPM. So all the changes after complaint redressal etc will be carried out in the entire village group map	More focus should be given for the preparation of entire village group map with all updations in GIS format. Once it is prepared, individual map preparation will become much easier. Appearance and arrangement of FMB should become a single parcel based map rather than aggregate of 10 to 15 parcel as existed in present FMBs

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Sl No.	Kerala	Gujarat	Recommendations / Observations
8	<p>Concept of FMB: - Here around 10-15 number of land holdings are made as an FMB sketch. The FMBs are not having any information related with ownership (except survey number). No acceptance is received on map during the course of survey which attracts lots of complaints after the survey.</p>	<p>Concept of Land Parcel Map (LPM): - It is an intermediary record. On course of survey, the individual land owner will be given with LPM for verification and acceptance. LPM is having map of corresponding land holding, ownership status, area, old survey details etc. This will become a part in the later point of time when issuing the RoR</p>	<p>In Gujarat the LPM is generated by using software. No additional beautification works of map is required which saves lots of time. Whereas the reparation and blocking of survey number, sub division number in Kerala are rather more complex and fully manually controlled which consume time</p>
9	<p>No integrated action in land records. Three parallel departments are dealing with land records. Ultimately records are in different standards and lots of difficulty are encounter while interlinking</p>	<p>Concept of land record integrated between the departments and posting of Mamlatdar: - In order to make the land records updated in an automated fashion, Mamlatdar (equivalent to our tahsildar) is posted in taluk who will take care of both registration process as well as mutation.</p>	<p>In Gujarat, every land transaction is get mutated then and there without any further time delay. Hence all textual records are up to date which ultimately makes easiness of digital survey. Maintenance of single database avoids duplication of works</p>
10	<p>No software standardization/customization has been made specifically for re survey purpose. Multiple software's in different platforms is being used for generating land records. No textual and spatial linking of data</p>	<p>Customized software's and Single database: - Since the land record is a subject matter of the State, lots of custom report/registers are need to be prepared as part of digital survey. Gujarat has done the same through developing customized software's and generating auto generated reports and maps. Inter linking of maps and textual details after digital survey is observed</p>	<p>Software customization is highly essential to prepare auto generated reports, maps etc with interlinking between the departments (revenue, survey and registration). High usage of GIS software is recommended starting from field survey, data preparation, updation etc</p>

Sl No.	Kerala	Gujarat	Recommendations / Observations
11	<p>Concept of sub division numbering: - In Kerala, survey number will be given for a survey field and subsequently each parcel is given sub numbering or sub divisions. On contrary, the FMB maps are having polygons of multiple land owners. So un necessary details like measurement of neighbors plots, area are shown by the land owners by taking the copy of FMBs</p>	<p>Concept of sequential survey numbering: - In Gujarat, there is no sub division numbering concept while preparing the re survey records. They are giving survey number in every parcel. Survey number will be starting as number one in the extreme north western corner of the village group map and sequentially ending in the extreme south eastern corner of the map</p>	<p>If it is found easy to prepare plot maps (LPM) from village group map while giving sequential numbering system. No more confusions of survey number and sub division numbering</p>
12	<p>Introduction of Long pending RoR concept</p>	<p>Any time RoR: - Gujarat is having a system of any time RoR in which land owners can take the printout of their land details from online sources without paying any fees</p>	<p>Act and rules to be made in the State in such a way that it will not be a challenge to issue RoR once the digital survey is over</p>
14	<p>Town and rural survey is there in Kerala but it is not effective while treating the land parcel density, rapid urbanization (rural urban continuum), less agricultural land etc</p>	<p>Rural, Urban system of survey and property cards: - In Gujarat there are two system of survey i.e., rural survey where exclusive digital survey of agricultural fields will be taken care. Whereas in Urban survey, all urban properties will be surveyed with building footprints. After urban survey, they will issue property card in which conclusive titling also will be given for the owners. Tax collection of both land and building will be taken care in this system effectively.</p>	<p>Urban system of survey of Gujarat is applicable in Kerala also as it will take care of both building mapping and land survey for the effective collection of taxes</p>

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Sl No.	Kerala	Gujarat	Recommendations / Observations
15	No system in place	Banks are empowered to initiate mutation in RoR for agricultural loan/release of lt. Super admin user ID and password has been provided to one officer of each banks. Once the land acquisition is completed, all land acquiring authorities are empowered to enter and initiate mutation entry by accessing live RoR data so real time maintenance of RoR is practicing	System need to be introduced
16	Most of the land owners are not aware of the survey and its benefits. So that timely production of documents, cooperation etc are found lacking which ultimately leads to complaints of the survey	Appeal hearing and adjudication process of survey are being done by placing a permanent complaint register in village/panchayat office. Propagation of survey and other IEC activities are effectively done through Gramsabha and medias	Special emphasis to be given on propagation and IEC activities on digital survey among all the stakeholders. Powers to the authority to be given to settle the issue once and all which will speed up the survey process
17	Though the resurvey started during 1965 and department having about 3,000 staffs, still half of the State only been surveyed. Even the completed survey is also not updating properly and hence majority of the data are obsolete.	Gujarat is having only about 500 department surveyors (no draftsman). By utilizing the service of them they have effectively completed the authentication and promulgation of land records produced by survey agencies. About 95% of survey works completed. Very recently they have recruited about 600 surveyors as maintenance surveyors to update the prepared land records	Field survey works can be assigned to the external survey agencies and supervision, quality assurance, approval etc can be done complimentary by both PMC and department. New strategy for resource utilization like department supervision, authentication and promulgation can be done by using department staffs

Sl No.	Kerala	Gujarat	Recommendations / Observations
18	In Kerala, land registration, survey and mutation are done by three different departments. In most of the time, the ground reality will not be reflected in the land records due to non timely updations	Auto mutation is one of the major advantages of land record management in Gujarat. Right after the registration the Mamlatdar will initiate both registration and mutation process.	Integration of three stakeholders department like revenue, registration and survey is the solution recommended for auto mutation to effect timely mutation. Functional modules for utility departments with role based access can be given in land records portal for the effective land management operations which will speed up the developmental projects
19	Multiple software platforms are used for land record management in three departments. No single database and server	Single window systems of land records access in multiple agencies are seen. Role based access in the software for other stakeholders department like land acquisition body, banks etc also there	Comprehensive land management system to be introduced for standardization and single platform etc.

Immediate action items recommended by the committee:

1. Total digital survey of state by engaging agencies

Based on the lessons learned from Gujarat, a total digital survey is recommended for time bound completion of re-survey for the benefit of people in the State. In this regard, engagement of proven and Govt. of India accredited private survey agencies is highly recommended to ensure increasing the rate of coverage of survey, its accuracy and speed etc. The field level activities can be conducted by the engaged agencies, while decision making and redressal of disputes are to be addressed by the concerned departments with the full assistance of survey agencies. So committee strongly recommend for a government policy decision to execute digital survey of the state as done in the above fashion by engaging private agencies.

2. Engagement of a Project Management Consultancy (PMC)

The process of engaging outside agencies into the system of cadastral survey being followed by the department is new to our State. In this situation, engagement of a veteran PMC who has sufficient domain knowledge is also highly recommended by the committee so that there is

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proper clarity in planning, execution and management of the entire scheme. An experienced PMC can guide the roles of each stakeholders department, build a common platform among multiple agencies/entities and the required process reengineering as well. Continuous monitoring, quality assurance, professional management can also be ensured by engaging PMC throughout the process starting from vendor selection, bidding process, capacity building etc. The PMC may be selected through a transparent bidding process. Project preparation, liaison with Govt. of India for getting adequate financial assistance through DILRMP scheme etc can be smoothen once the PMC is engaged. In the light of above, the committee strongly recommended for issuing necessary government orders to engage PMC for the smooth execution of digital survey of the State.

3. Amendment in Act, rule and new survey manual

The existing Kerala Survey and Boundaries Act 1961 has to be updated to meet the newer technologies and standards of survey. The committee recommends to prepare a new Survey and boundaries Act/Rules and also to prepare a new survey manual with the changed scenario. Drastic changes need to be brought in to the entire system of surveying and land record preparation in accordance with the new standards defined for the digital survey being practiced across the world. Inclusion of outside agencies in data capturing, adoption of latest methods of digital surveying, legal validity of RoR etc are also to be emphasized in the new act/rule and the new survey manuals for providing legal binding in the preparation of digital land records.

4. Legal framework for issuing RoR

In Kerala, there is no strong legal framework for issuing Record of Rights (RoR). In order to prove the ownership of land records one has to show multiple documents (BTR extract, FMB, tax receipt, patta etc): Committee is recommends to implement RoR compulsorily to ascertain land record ownership instead of multiple documents to rely on ownership status. RoR, a single certificate which should have both map as well as textual records sufficient enough to prove the ownership of one's land record.

5. Integrated Land Record Management System (ILRMS)

As textual data of Revenue and Registration department and spatial data of Survey department are in different standards and multiple software platforms, the single window access of this land

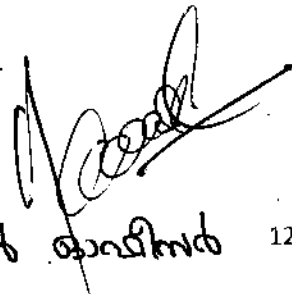
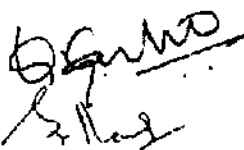
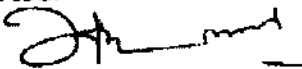
record and centralized database etc are not materialized so far. To overcome this situation, a comprehensive approach is highly essential and hence ILRMS is proposed. A large level system study, policy reengineering, process reengineering, change management etc. are also part of this task. Similarly an e - governance plan for the land records management is also highly essential. Single land database, single software, automatic land record updation etc are also recommended by the committee. Functional modules for different utility departments with role based access can be given in land records portal for the effective land management operations which will speed up the developmental projects

Conclusion:

Land is the most valuable but limited resource, having lots of emotional value attached to the citizen. A good land records is a key indicator for good governance. Digital land records added greater value to the overall development of a State. In the light of above, providing undisputed digital land records is one of the greatest gift that a Govt. can provide to its citizens. Committee has studied the merits and demerits found in the land records system of the State with special reference to Gujarat. Therefore, the recommendation of the committee deserves utmost seriousness and implementations delay even a day may lead enormous loss to the State.

Signature of committee members:

1. **Sri. A.T. James IAS**
Commissioner of Land Revenue
2. **K. Gopalakrishnan IAS**
Director - Survey and Land Records
3. **E. R Sobhana**
Additional Director - DSLR
4. **Sri. Jayamohan V**
State Nodal Officer IT Cell
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5. **Bineesh Antony**
Project Manager - KLIM



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