

**“An evaluation of “Survey of Villages And Mapping with Improvised
Technology in Village Areas” (SVAMITVA) Scheme in the State of
Haryana”**

By

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CERTIFICATE

It gives me immense pleasure to certify that Shri Shiva Shankar Prasad has pursued his research work and prepared the present dissertation entitled “An evaluation of **“Survey of Villages And Mapping with Improvised Technology in Village Areas” (SVAMITVA) Scheme in the State of Haryana**” under my guidance and supervision. The dissertation is result of his own work. To the best my knowledge, no part of it has earlier comprised any other monograph, dissertation or book.

This is being submitted to Punjab University, Chandigarh for the degree of Masters of Diploma in Public Administration (MDPA) in partial fulfillment of the requirement for the Advanced Professional Programme in Public Administration (APPPA) of Indian Institute of Public Administration (IIPA), New Delhi.

I recommend that the dissertation of Shri Shiva Shankar Prasad is worthy of consideration for the award of Masters of Diploma in Public Administration (MDPA) degree of the Punjab University.

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LIST OF ABBREVIATIONS

CERSAI	Central Registry of Securitisation Asset Reconstruction and Security Interest of India
CORS	Continuous Operating Reference System
DEM	Digital Elevation Model
DILRMP	Digital India Land Records Modernization Programme
DLMC	District Level Monitoring Committee
FDC	Field Data Collector
GIS	Geographic Information System
GNSS	Global Navigation Satellite System
GoI	Government of India
GCP	Ground Control Point
GP	Gram Panchayat
GPDP	Gram Panchayat Development Plan
IEC	Information, Education and Communication
LSM	Large Scale Mapping
MoPR	Ministry of Panchayati Raj
MoU	Memorandum of Understanding
NIC	National Informatics Centre
NPMU	National Programme Management Unit
NSC	National Steering Committee
PPN	Parivar Pehchan Number
RFP	Request For Proposal.

RoR	Record of Right
RGSA	Rashtriya Gram Swaraj Abhiyan
RTK	Real Time Kinematic
SoI	Survey of India
SLBC	State Level Bankers Committee
SOP	Standard Operating Procedure
SPMU	State Programme Management Unit
SSC	State Steering Committee
SVAMITVA	Survey of Villages And Mapping with Improvised Technology in Village Areas
UAV	Unmanned Aerial Vehicle

GLOSSARY

Abadi Areas	The abadi area includes inhabitant land, inhabited areas contiguous to Abadi and wadis/basties in rural areas or for purposes ancillary thereto such as sahan and green trees, wells etc
Gram	Village
Gram Sabha	A body consisting of all persons registered in the electoral rolls relating to the village(s) comprised within the area of Panchayat
Lal Dora	Red Tape property and such areas comprising of village habitation which is also known as abadi. Lal Dora land in every village in Haryana is generally used for residential purposes without any revenue record. The term 'Lal Dora' was first used in 1908 to define basti (population) land of a village and was used only for non-agricultural purposes. To separate Lal Dora from agricultural land, the revenue department used to fix Lal Dora around the village extension land
Pradhan	Elected Chairman of the Gram Panchayat- Sarpanch
Sarpanch	Elected Chairman of the Gram Panchayat- Pradhan
Title Deed	The document that transfers property from one owner to another, from the seller to the buyer- Property Card
Property Card	Establishes Ownership of Record of Rights of properties in Abadi areas of villages-Title Deed

ABSTRACT

Well before the launch of SVAMITVA Scheme, the Govt. of Haryana has started an exercise in Sirsi village, District Karnal, Haryana on pilot basis through Survey of India for GIS Mapping of Abadi area using drones and right/ownership certificate of property issued to inhabitants of village on 26.01.2020.

The Pilot Phase of SVAMITVA Scheme was launched by the Ministry of Panchayati Raj GoI on 24th April 2020 for implementation during 2020-21 in the States of Haryana, Karnataka, Madhya Pradesh, Maharashtra, Uttar Pradesh and Uttarakhand, covering about 1 lakh villages. The State of Haryana was one of the first few states which onboarded the scheme for implementation and making the State LAL Dora free. The term LAL DORA is used to define habitation (Abadi) land of a village and used for non-agriculture purposes only. To differentiate LAL DORA from agriculture land, Revenue Department used to tie up red thread (LAL DORA) around the village extension land. The LAL DORA was exempted from building bye laws/ construction laws/ schedule areas etc which led to unorganized growth.

The Scheme would help in upgrading/ updating the record of rights/ ownership in the property/ revenue records and registers and issuance of property card to the inhabitants of the rural abadi area comprised in LAL DORA. This would further facilitate monetizing of rural assets for credit, loan, pledge and mortgage and would also pave the way for accurate determination and levy of property tax by Gram Panchayats leading to generation of Own Sources of Revenue. Taking into consideration above aspects, study **“An evaluation of “Survey of Villages And Mapping with Improvised Technology in Village Areas” (SVAMITVA) Scheme in the State of Haryana”** was undertaken.

Chapter 1: INTRODUCTION

1.1 The SVAMITVA Scheme

1.1.1 Available land records in India do not reflect the on-ground position. The owners of the properties in the rural areas are unable to leverage their properties as financial asset in absence of any legal document acceptable to the banks and financial institutions. Survey of rural land in India for settlement and record of rights, which were last completed about 70 years ago, did not cover the Abadi (inhabited) areas of villages in many States which necessitated the survey of Abadi areas and issuance of ‘record of rights’ to village household owners possessing houses in inhabited rural areas in the villages.

1.1.2 To overcome this shortcoming, the Ministry of Panchayati Raj (MoPR) Government of India (GoI) conceptualized and framed SVAMITVA scheme. The Pilot Phase of the scheme was launched by the Hon'ble Prime Minister on 24th April 2020, on the occasion of National Panchayati Raj Day for implementation in the States of Haryana, Karnataka, Madhya Pradesh, Maharashtra, Uttar Pradesh and Uttarakhand, Andhra Pradesh and border district(s) of Punjab & Rajasthan. Pilot Phase of the Scheme implemented during the financial year 2020-21 covering about 1 lakh villages in these States which signed Memorandum of Understanding (MoU) with technology partner i.e. Survey of India (SoI) along with establishment of Continuous Operating Reference System (CORS) stations network across Punjab, Rajasthan, Madhya Pradesh, Haryana. The financial outlay for the pilot phase (FY 2020 -21) was Rs 79.65 crores. The scheme was extended for implementation for four years from 01.04.2020 to 31.03.2024 at an outlay of Rs.566.23 crores (including pilot phase).

1.1.3 The SVAMITVA scheme aims to provide an integrated property validation solution for rural abadi India. Under the scheme, demarcation of inhabitant (Abadi) land in rural areas is being carried out using Drone Surveying technology, with the collaborative efforts of the Ministry of Panchayati Raj, State Panchayati Raj Departments, State Revenue Departments and Survey of India. This provides the ‘record of rights’ to village household owners possessing houses in inhabited rural areas in villages which, in turn, enable them to use their properties as a financial asset for taking loans and other financial benefits from Banks. The property related conflicts and obligation is pre-empted. Further, it also enables updation of property and asset register to strengthen tax collection and demand assessment process of Gram Panchayats (GPs). Thus, the legal record of property holders and issuance of Property Cards to household owners based thereon would facilitate monetization of rural residential assets for the purchase of credit and other financial services. This would also pave the way for clear determination of property tax, which would accrue to the GPs directly in States where it is devolved, or else, add to the State exchequer.

1.1.4 Apart from demarcation of individual rural property, other Gram Panchayat & community assets like village roads, ponds, canals, open spaces, schools, Anganwadi, Health sub-centres, etc. would also be surveyed and Geographic Information System (GIS) maps would be created. Further, these GIS maps and spatial database would also help in preparation of accurate work estimates for various works to be undertaken by the Gram Panchayats and other Departments of States. These can also be used to prepare better-quality Development Plans by Gram, Intermediate and Zilla Panchayats.

- 1.1.5 Better land records have several benefits. It improves the institutional capacity of the land administration system. Better functioning institutions are the key to sustained economic growth. Currently, no records of rights exist for abadi land, which leads to the exclusion of such land for official purposes. Better records would reduce the informality of these lands and improve management efficiency. Better land records would also improve access to the credit system and formalization of the economy. It will improve the system of mortgages, sale and lease of land. For a farmer, this has tangible benefits since he can access credit at more reasonable rate of interest rather than being dependent on informal sources of credit at exorbitant interest rates from money lenders.
- 1.1.6 Greater tenure security leads to higher investment, greater productivity, and better participation in the land markets. In the long run, there is evidence to suggest that it increases income and consumption expenditure of households. An increase in consumption expenditure also suggests improved nutritional and health outcomes. Tenure security also has social benefits, with positive outcomes for women empowerment. This has been observed in the Indian context, where greater tenure security led to an increased role of women in decision-making across 17 states. It would also enable easier dissemination of beneficial schemes such as PM-KISAN, Fasal Bima Yojana and Rythu Bandhu programmes.
- 1.1.7 Apart from economic gains, there is going to be better land records management and administration aspect associated with scheme implementation. Lesser transaction costs due to better records would lead to greater volume of transactions and higher revenue in

the form of stamp duty. Moreover, states would be able to realize potential property taxes too. Currently, Panchayats are unable to collect their due share of property tax from residential parcels due to poor land records. The 2017 Economic Survey noted that states collected as little as 7% of the potential property taxes. This is likely to go up with better records. For expanding urban areas, better land records would lead to lesser conflict between the landowners and administration. The conflicts due to an informal record of rights in abadi lands will also be mitigated. Conflicts such as those in Noida could be avoided in the future if a proper record of rights exists.

1.2 Objectives of the SVAMITVA Scheme

1.2.1 The SVAMITVA Scheme seeks to achieve the following objectives:

- i. To bring financial stability to the citizens in rural India by enabling them to use their property as a financial asset for taking loans and other financial benefits.
- ii. Creation of accurate land records for rural planning.
- iii. Determination of property tax, which would accrue to the GPs directly in States where it is devolved or else, add to the State exchequer.
- iv. Creation of survey infrastructure and GIS maps that can be leveraged by any department for their use.
- v. To support in preparation of better-quality Gram Panchayat Development Plans (GPDPs) by making use of GIS maps.
- vi. To reduce property related disputes and legal cases

1.3 Coverage of the scheme

1.3.1 There are about 6.62 lakh villages in the country which will be eventually covered in phased manner in this scheme. The entire work is likely to be spread over a period of four years. The Pilot Phase of the scheme implemented during 2020-21 in the States of Haryana, Karnataka, Madhya Pradesh, Maharashtra, Uttar Pradesh and Uttarakhand, Andhra Pradesh and border district(s) of Punjab & Rajasthan covering about 1 lakh villages in these States which signed Memorandum of Understanding (MoU) with technology partner i.e. Survey of India (SoI) along with establishment of Continuous Operating Reference System (CORS) stations network across Punjab, Rajasthan, Madhya Pradesh, Haryana.

1.4 Role of different Stakeholders

A broad overview of the roles and responsibilities of different Stakeholders associated with the implementation of the scheme is illustrated below-

1.4.1 Ministry of Panchayati Raj

The Ministry of Panchayati Raj, Government of India is the nodal Ministry for the implementation of the Scheme in States through SoI and other stakeholders. It manages funding and monitoring of the scheme at the Central level.

1.4.2 Survey of India

Survey of India is responsible for drone-based surveys and the generation of high-resolution 1:500 scale images, Spatial/ Geographic Information System (GIS) data, and Digital Elevation Model (DEM). SoI is also responsible for the establishment of CORS under the Scheme. For outsourcing any activity under the project, SoI is responsible for

the preparation of RFPs/Bids, Processing of bids, Award of work, Supervision, Quality check, and Work execution as per the contract agreement as well as the norms laid down by the Government of India. SoI is also responsible for survey planning, execution, and monitoring of survey activities and adherence to the norms as laid by the Government of India

1.4.3 State Revenue Department/ Nodal

The state will carry out the appropriate amendment to the Land Revenue Code and/or any other administrative document to grant the format of the Property Card due authority and validity. The State Revenue Department needs to check the extent of activities that can be undertaken to conduct drone surveys for the demarcation of rural inhabited areas in the State Revenue Act. The department issues appropriate notifications/notices, facilitates field survey activities, ground verification and validation of Land Parcel maps, adjudication of final results- re-verification of the ownership and resolution of any post-survey objections received from property owners, finalization of revenue maps and subsequent actions, etc.

1.4.4 State Panchayati Raj Department:

Broad activities to be undertaken by the State Panchayati Raj Departments during implementation of the scheme are-

- i. Organising Gram Sabha to intimate the schedule of the survey and post-survey validation of maps.
- ii. Providing support to sensitize the villagers about the project work and its intended

benefits leveraging RGSA funds for IEC etc.

iii. Preparing and updating the Property (Tax) Register through GPs.

1.4.5 Gram Panchayats:

Broad activities to be undertaken by the Gram Panchayats for smooth implementation of the scheme are-

- i. Generate awareness among the residents of the village about the survey
- ii. Digitize existing GP property (Tax) Registers, wherever applicable and make them available to SoI and Enquiry Officer for preparing interim maps/records.
- iii. Coordination of ground-level activities for conducting the survey
- iv. Update property tax and asset register of GP, wherever applicable
- v. Help in the resolution of the post-survey objections received from property owners. These may be related to correction in owner name, property boundaries, joint holding, etc. The final decision in respect of unresolved disputes rests with the State Authorities/ Judicial System.
- vi. Make use of the created maps for GPDP formulation.

1.4.6 National Informatics Centre (NIC):

The NIC is mainly responsible for -

- i. Enhancing the Ministry's Spatial Planning Application "Gram Manchitra" by leveraging digital spatial data/maps created under drone survey for creation of spatial analytical tools to support preparation of Gram Panchayat Development Plans.
- ii. Supporting States/UTs in development of State systems for SVAMITVA Property Cards generation, reporting and Monitoring of the Scheme

- iii. Development and maintenance of centrally hosted online monitoring and reporting Dashboard of the Scheme.
- iv. Store (*if required*) and Host the DEM and GIS database created under SVAMITVA Scheme.

1.4.7 Property Owners

Property Owners are expected to-

- i. Cooperate with concerned authorities during the process of measurement and survey.
- ii. Produce necessary documents (if available) for the survey by the concerned authority.

1.4.8 State Department of Land Records:

State Department of Land Records are required to-

- (i) Facilitate seamless integration of Bhu-Naksha with SVAMITVA maps.
- (ii) Enable use of the Data Centre Infrastructure available at different levels (State/District/Tehsil) and funded under Digital India Land Records Modernization Programme (DILRMP) scheme of Department of Land Records, Ministry of Rural Development for hosting and storing the digital data created under the scheme.

1.5 Survey Methodology

Large Scale Mapping of Abadi areas is carried out using Professional Survey Grade Drones or UAVs (Unmanned Aerial Vehicles) to capture accurate projection and orientation of the images during the flying. Terrain tracing functionality in such UAV platform ensures the consistency in the image quality and geometric accuracy. Drone

based high resolution or large-scale mapping on 1:500/1000 scale requires precise spatial reference frame of the entire state to ensure the spatial data integration, matching and seamlessness with other data sets created using the common reference frame. The subsequent sub-sections detail the various activities under the difference stages involved in the complete process of drone based survey of Rural in-habitations.

1.5.1 Pre-Survey Activities:

The pre-survey activities broadly include-

- i. Establishment of CORS network
- ii. Obtaining permission from Collector's office by regional revenue office for carrying out the survey. The Collector notifies the survey area through a public notice.
- iii. Conduction of Gram Sabha by the Panchayati Raj Department to apprise villagers/residents about the schedule of survey and sensitize them about the surveying methodology and its benefits.
- iv. Identification of individual properties, Government assets, Gram Sabha land parcels, roads, open plots etc. and Ground marking of property areas to be surveyed.
- v. Obtaining requisite permission by SoI for flying Drones from Directorate General of Civil Aviation/ Ministry of Defence.
- vi. Mission planning for drone flying using available maps/satellite imagery.

1.5.2 Survey Activities

The survey activities broadly include-

- i. Providing of scanned maps to SoI by the regional revenue office.
- ii. Provision of Ground Control Points or Check points by SoI before drone flying.
- iii. Acquisition of Aerial images using Professional Survey Grade Unmanned Aerial

Vehicle/ Drone for Large Scale Mapping of rural abadi area, inhabited areas contiguous to Abadi and wadis/basties in rural areas.

- iv. Processing of images captured through Drone in Geographic Information System Lab by SoI.
- v. Data Processing: Basemap Generation and 2D Feature Extraction
 - a. Generation of DEM & Ortho Rectified Images
 - b. Extraction of 2D topographical features from Ortho-rectified images
 - c. Generation of Land Parcel maps at a scale of 1:500
 - d. Linking of Attributes with extracted topographical features
 - e. Creation of boundaries of villages
 - f. Numbering of properties/structures within village abadi area /Lal dora area as per the numbering system provided by State Government
- vi. Creation of GIS database
- vii. Ground validation of the processed images for better than 10 cm accuracy.

1.5.3 Post -Survey Activities

The post-survey activities broadly include-

- i. Legal Notification for joint verification of ownership by State Revenue Department and Gram Panchayat.
- ii. Inquiry Process for Ownership adjudication is initiated, where survey officials verify ownership of the land parcels, with the help of Gram Sabha, land owners, and review the existing documents.
- iii. Issue of notification for providing adjudication of final results. The Enquiry Officer (from the Survey Department) re-verifies the ownership and resolves any post

survey objections received from property owners. These may be related to correction in owner name, property boundaries, joint holding etc. For unresolved objections / disputes, the final decision rests with designated State agency.

- iv. After ground truthing, inquiry process and dispute resolution, final Digital maps/ LPM /DEM/ GIS datasets would be generated and handed over to MoPR/Authorised agency as per the standard procedure for use.
- v. Printing and distribution of property cards to village household owners (legal document of property ownership).
- vi. Provisions should be made for the proper storage and regular update of records,
- vii. Gram Panchayat shall update the property tax and asset register of GP, wherever applicable. State Revenue shall perform and responsible for regular updation of maps.
- viii. SoI shall provide training and Capacity building of Revenue Department Government Officials

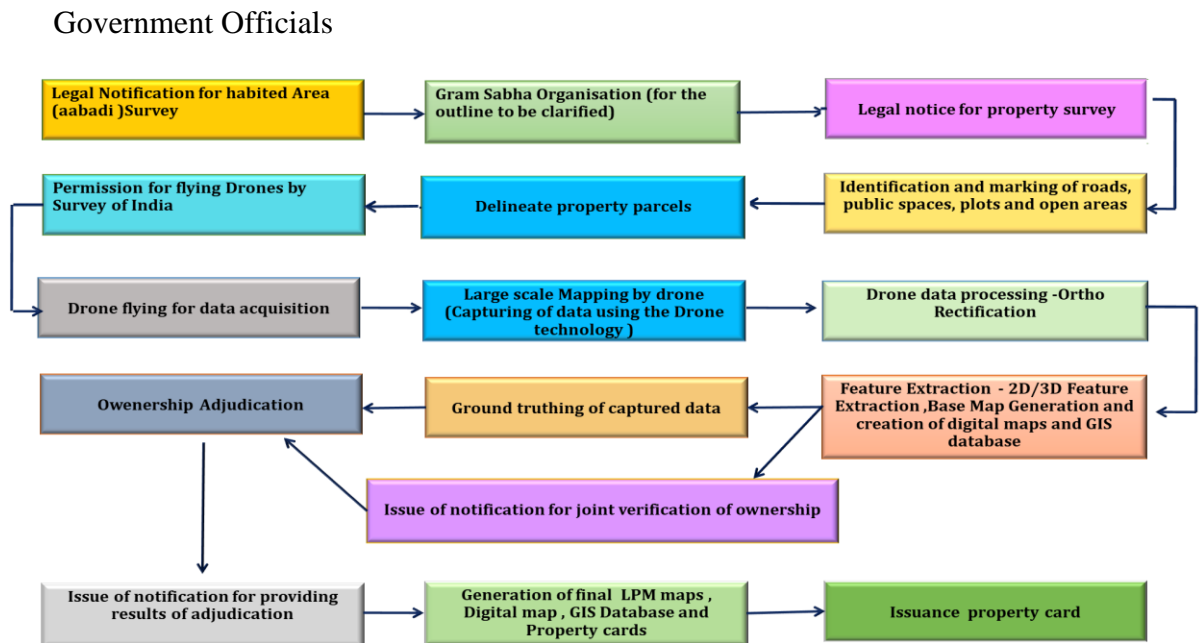


Fig 1.1: Activities involved in implementation of SVAMITVA scheme

1.6 Implementation Process Flow

1.6.1 The brief/ broad level implementation process flow of the scheme is illustrated below:

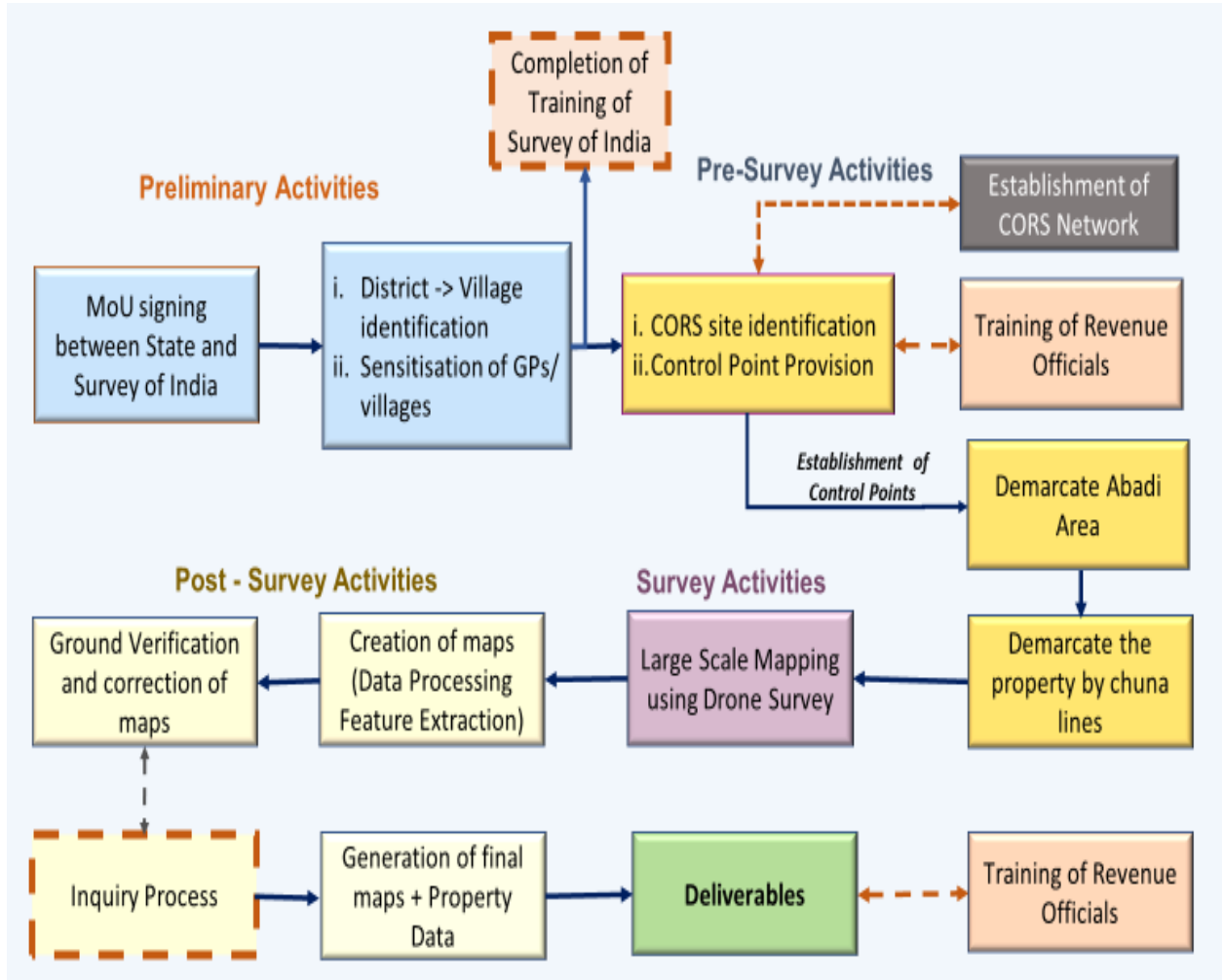


Fig 1.2: Broad implementation process flow of SVAMITVA scheme

1.7 Components of the Scheme

1.7.1 Brief outline of various components under the Scheme are given in the Table 1.1:

Table 1.1: Components of the Scheme

S. N.	Scheme Component	Brief Description
1	Establishment of CORS network	Continuously Operating Reference Stations (CORS) is a network of reference stations that provide a virtual base station that allows access long-range high-accuracy Network RTK corrections. The CORS Network supports in establishing Ground Control Points (GCPs), which is an important activity for accurate Geo-referencing, ground truthing and demarcation of Lands.
2	Large Scale Mapping (LSM) using Drone	Rural inhabited (abadi) area would be mapped by Survey of India using drone Survey. It would generate high resolution and accurate maps to confer ownership property rights. Based on these maps or data, property cards would be issued to the rural household owners.
3	IEC Activities	Awareness program to sensitize the rural population about the surveying methodology and its benefits
4	Enhancement of Spatial Planning Application “Gram Manchitra”	The digital spatial data/maps created under drone survey shall be leveraged for creation of spatial analytical tools to support preparation of GPDP.
5	Online Monitoring System	Online Monitoring and reporting dashboard would monitor the progress of activities.
6	Program Management Unit i. National Programme Management Unit (NPMU) ii. State Programme Management Unit (SPMU)	The scheme will be implemented through the regular departmental mechanisms, which will be assisted by Programme Management Units at the National and State level.

1.8 Overall Status:

1.8.1 Year -Wise Coverage

The overall project timeline covering around 6.62 lakh villages under the SVAMITVA Scheme is estimated to be for 4 years from FY 2020-21 to FY 2023-24 with the pilot phase of 1 year from FY 2020-21. An indicative coverage is given in Table 1.2.

Table 1.2: Indicative year-wise/ State-wise coverage

S. No.	State/UT	Villages	No of Villages proposed to be mapped			
			2020-21	2021-22	2022-23	2023-24
1	Andaman & Nicobar	552	0	552	0	0
2	Andhra Pradesh	17950	0	4000	8400	5550
3	Arunachal Pradesh	5577	0	0	0	5577
4	Assam	28680	0	0	20000	8680
5	Bihar	45265	0	22000	14000	9265
6	Chandigarh	0	0	0	0	0
7	Chhattisgarh	20578	0	578	4000	16000
8	Dadra & Nagar Haveli	70	0	70	0	0
9	Daman & Diu	31	0	31	0	0
10	Delhi	222	0	0	222	0
11	Goa	410	0	0	410	0
12	Gujarat	19015	0	14000	5014	0
13	Haryana	7652	3826	3826	0	0
14	Himachal Pradesh	20961	0	0	8000	12961
15	Jammu & Kashmir	6850	0	0	0	6850
16	Jharkhand	32725	0	725	12000	20000
17	Karnataka	33157	16580	11157	5420	0
18	Kerala	1664	0	1200	464	0
19	Ladakh	243	0	0	0	243
20	Lakshadweep	27	0	0	27	0
21	Madhya Pradesh	55100	1000	27050	27050	0
22	Maharashtra	44137	22069	22069	0	0
23	Manipur	3798	0	0	0	3798
24	Meghalaya	6846	0	0	0	6846
25	Mizoram	838	0	0	0	838
26	Nagaland	1617	0	0	0	1617
27	Odisha	52141	0	0	52141	0

S. No.	State/UT	Villages	No of Villages proposed to be mapped			
			2020-21	2021-22	2022-23	2023-24
28	Puducherry	125	0	125	0	0
29	Punjab	13045	0	0	8000	5045
30	Rajasthan	46543	0	32000	14543	0
31	Sikkim	454	0	454	0	0
32	Tamil Nadu	18463	0	9200	8000	1263
33	Telangana	11234	0	0	0	11234
34	Tripura	898	0	0	0	898
35	Uttar Pradesh	107242	53622	53622	0	0
36	Uttarakhand	17048	4000	13048	0	0
37	West Bengal	41002	0	32000	8000	1002
Total			101097	247707	195691	117667

Source: Framework of SVAMITVA scheme

1.8.2 ONBOARDING OF SVAMITVA SCHEME:

Since the launch of Pilot Phase of SVAMITVA Scheme on 24th April 2020 on National Panchayati Raj Day by the Hon'ble Prime Minister, 30 States/UTs have signed Memorandum of Understanding (MoU) with Survey of India (SoI) till 15th Feb 2023 for implementation of SVAMITVA Scheme in respective States/UTs. The details are as in Table:1.3 below.

Table 1.3: Onboarding of SVAMITVA scheme by States/UTs

S.N.	State/UT	Date of Signing of MoU
01.	Andaman and Nicobar	27 th July 2020
02.	Andhra Pradesh	8 th December 2020
03.	Arunachal Pradesh	11 th May 2021
04.	Assam	21 st June 2021
05.	Chhattisgarh	23 rd December 2020
06.	Daman & Diu and Dadra & Nagar Haveli	31 st May 2021
07.	Delhi	26 th April 2022
08.	Goa	26 th August 2021
09.	Gujarat	21 st May 2021




10.	Haryana	Already had MoU with SoI
11.	Himachal Pradesh	27 th May 2021
12.	Jammu & Kashmir	17 th June 2021
13.	Jharkhand	14 th July 2021
14.	Karnataka	Already had MoU with SoI
15.	Kerala	20 th April 2021
16.	Ladakh	25 th May 2021
17.	Lakshadweep	12 th April 2021
18.	Madhya Pradesh	Already had MoU with SoI
19.	Maharashtra	Already had MoU with SoI
20.	Manipur	21 st June 2021
21.	Mizoram	8 th July 2021
22.	Odisha	5 th February 2021
23.	Puducherry	22 nd July 2021
24.	Punjab	2 nd July 2020
25.	Rajasthan	15 th July 2020
26.	Sikkim	23 rd August 2021
27.	Tamil Nadu	2 nd November 2021
28.	Telangana	19 th April 2022
29.	Tripura	26 th April 2021
30.	Uttar Pradesh	8 th June 2020
31.	Uttarakhand	3 rd June 2020



Source: Ministry of Panchayati Raj: Compilation of the status of MoUs of States/UTs

1.8.3 SVAMITVA Scheme Implementation Status:

Overall progress of Implementation of Scheme against various key indicators as on 18.02.2023 (as per MoPR SVAMITVA Scheme dashboard) is tabulated below:

Table 1.4: Progress of Implementation of Scheme against various key indicators

Activities	Progress
	<p>Drone Survey</p> <p>Completed Villages: 2,21,589</p>
	<p>Maps handed over to State</p> <p>Completed Villages:1,84,158</p>
	<p>Parcel Digitized</p> <p>Completed Parcels: 6,10,49,192</p>
	<p>Maps Provided for Enquiry</p> <p>Completed Villages:89,691</p>
	<p>Card Prepared</p> <p>Completed Villages: 58,892</p>
	<p>Card Distributed</p> <p>Completed Villages: 52,440</p>

	<p>CORS Monumentation</p> <p>959</p>
	<p>CORS Integrated with Control Centre</p> <p>730</p>

Source: <https://svamitva.nic.in/svamitva/index.html> (as on 18-02-2023)

1.9 Institutional Mechanisms for Implementation, Monitoring and Management

The Institutional Mechanisms for Implementation, Monitoring and Management as envisaged under the scheme are-

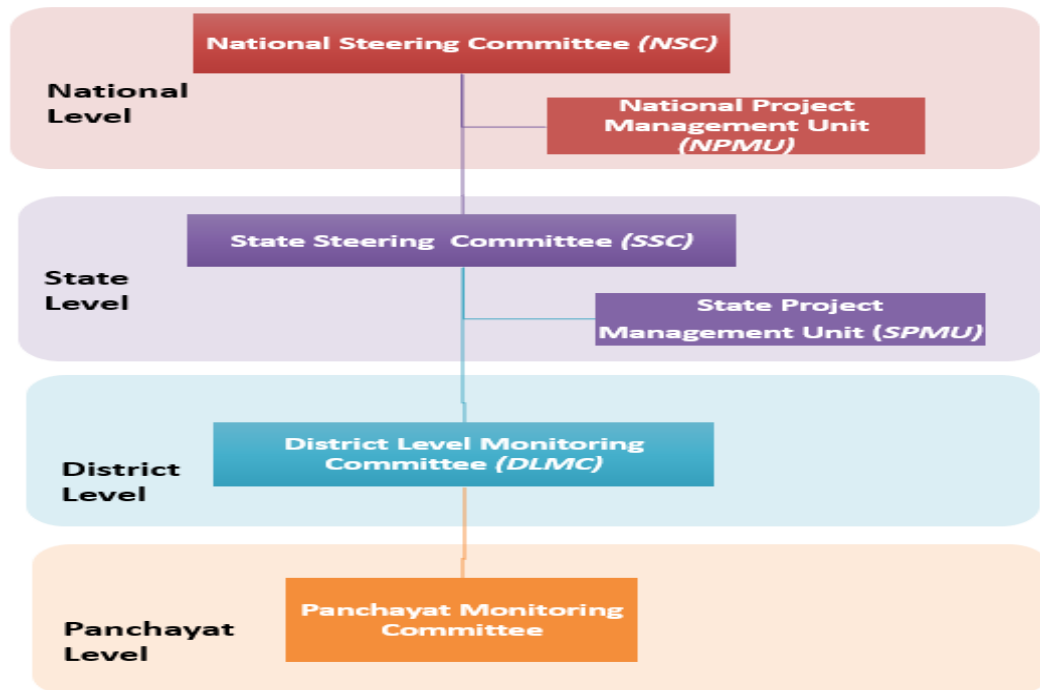


Fig 1.3: Institutional Mechanisms for Implementation, Monitoring and Management

Chapter 2: SETTING UP OF THE RESEARCH

2.1 STATEMENT OF THE PROBLEM

- 2.1.1 In most states, uncultivable areas like hilly terrains, forests, and homestead areas (called Abadi, Gaothan, Natham Purambok, Lal Dora land, etc.) have not been surveyed perhaps, Abadi lands were considered unproductive, and wasteland earlier and therefore not surveyed earlier. With increasing urbanization, the value of Abadi land is growing and there is a need for a detailed survey of these lands also. However, there was no concerted effort to survey Abadi lands as it was for agricultural lands mainly because of the lack of the driving force of land revenue collection. This is even though surveys are always revenue neutral, that is, the cost of the survey is always collected from landholders in due course. Possible reasons for not taking up this survey may be frontloading of the heavy cost of the survey, the survey being time-consuming, the drudgery of conducting a field-to-field survey, or a simple question of priorities.
- 2.1.2 The Government of India launched the SVAMITVA scheme for demarcation and issue of ownership rights using modern technology. However, implementation of the scheme has to face many hurdles, as the maintenance of land record is a State subject. Acts and Rules related to property vary greatly across the States. Further, the involvement of different organizations such as Ministry of Panchayati Raj, State Panchayati Raj Departments, State Revenue Departments, Survey of India, Panchayati Raj Institutions (PRIs) and household owners would require very effective convergence mechanism for real time monitoring and implementation of the scheme.
- 2.1.3 Since survey of rural land in India for settlement and Record of Rights (RoRs), were last completed about 70 years back did not cover the Abadi (inhabited) areas of villages in

many States, which necessitated the survey of Abadi areas and issuance of ‘record of rights’ to village household owners possessing houses in inhabited rural areas in the villages. It is long pending issue and involves many complexities in the implementation of the scheme and, it is pertinent to study the implementation of the scheme. Further, it is also desirable to carry out some analysis of implementation to identify the constraints and issues arising to provide policy suggestion, as a mid-course correction in the implementation mechanism of the scheme.

2.2 RESEARCH OBJECTIVES

The research objectives of the study are as under:

- a) To assess the current status of implementation of SVAMITVA scheme in the State of Haryana following its stated objectives.
- b) To identify and critically examine the constraints in implementation of the scheme.
- c) To suggest measures for effective and efficient implementation of the scheme.

2.3 RESEARCH DESIGN

2.3.1 For evaluation of the scheme, the quantitative research strategy has been adopted.

2.3.2 The research design adopted is descriptive and exploratory in nature including both qualitative as well as quantitative data analysis.

2.4 RATIONALE/JUSTIFICATION

2.4.1 SVAMITVA scheme is a collaborative effort of the Ministry of Panchayati Raj, State Panchayati Raj Departments, State Revenue Departments and Survey of India, and aims

to provide an integrated property validation solution for rural India, engaging the latest Drone Surveying technology, for demarcating the inhabitant (Aabadi) land in rural areas.

The scheme targets to:

- (i) Protect the Civil rights of villagers, and reduce disputes over land ownership in Rural habited areas through issuance of Property card to the rural household owners
- (ii) Increase the coverage of property tax collection in the Panchayats through automated tax collection records
- (iii) Prevent encroachment by identifying public land
- (iv) Enable creation of better-quality Gram Panchayat Development Plans (GPDPs), leveraging the maps created under this programme

2.4.2 The scheme will ensure streamlined planning, revenue collection and provide clarity over property rights in rural areas. This will open up avenues for applying for loans from financial institutions by the owners. Disputes related to property would also be settled through the title deeds allotted through this scheme.

2.4.3 Since, the objective of the scheme is to resolve various long pending issues related to land records and property rights with the involvement of various stakeholders, which is directly not in the preview of Central Government, hence, the evaluation of the implementation of the scheme in the State of Haryana where first stage of scheme implementation i.e. drone flying has been completed in all the revenue villages of the State during two and half years is very much rationale from the point of view of mid course correction.

2.5 RESEARCH QUESTIONS

2.5.1 Objective-1: To assess the current status of implementation of SVAMITVA scheme in the State of Haryana following its stated objectives.

Q1. What is the current status of implementation of the scheme?

Q2' How progress has been made over the period?

Q3 Whether the pace of implementation matching with the targets and timeline for implementation of the scheme?

2.5.2 Objective-2: To identify and critically examine the constraints in implementation of the scheme.

Q1. What are the main constraints being encountered during implementation of the scheme in the State?

2.5.3 Objective-3: To suggest measures for effective and efficient implementation of the scheme.

Q1. What remedial measures are needed for effective and efficient implementation of the scheme?

2.6 RESEARCH METHODS AND DATA SOURCES

2.6.1 For evaluation of the SVAMITVA scheme in the State of Haryana, specially with respect to objective No-1, data would be collected from secondary sources such as dashboards/websites of the Ministry of Panchayati Raj GoI, State of Haryana and SoI created for the monitoring of implementation of scheme. Different reports available in the public domain would also be accessed.

2.6.2 For Objective 2 and 3, propose to interact with Joint Secretary/Director of Ministry of Panchayati Raj GoI, Secretary/Director of Revenue and Panchayati Raj Departments of

State and Nodal Officers of SoI to arrive at constraints being encountered during implementation of the scheme in the State of Haryana and for suggesting suitable remedial measures needed for effective and efficient implementation of the scheme not only in the State of Haryana but also in other States as mid-course corrective measure..

2.6.3 Suitable research tools will be used for analysis of quantitative data collected from various secondary sources as mentioned in para 2.6.1.

2.7 SCOPE/ LIMITATIONS

2.7.1 The main limitation at this stage for the said study will be non-availability of documented resources for the assessment of constraints. Since it is a Central Government scheme and having various stakeholders in the form of Central agencies, State Government, PRIs, having multi-dimensional approach and use of emerging technologies, the capacity of understanding of such complexities are still at the initial stage and lacking documentation will be challenge for the study.

2.8 CHAPTERISATION SCHEME

2.8.1 Chapter1: This is the introductory chapter, which broadly describes about SVAMITVA Scheme, its objectives, Components of the Scheme, onboarding of scheme by various States/UTs, role & responsibilities of different stakeholders associated with implementation of scheme such as Ministry of Panchayati Raj Government of India. It has also briefly described the role of different stakeholders of the scheme such as State Panchayati Raj Departments, State Revenue Departments, Survey of India, National Informatics' Centre, State Department of Land Records, Gram Panchayats and Property

Owners. The chapter also deals with various activities involved, broad implementation process flow, indicative Year-wise/State-wise coverage, overall progress made and Institutional Mechanisms for Implementation, Monitoring and Management.

2.8.2 Chapter 2: deals with the setting of the research in which the Statement of the Problem, Objectives of the study, Research Design, Research Questions, Research Methods and Data Sources, Scope/ Limitations, Literature Review, Summary of Literature Review and Relevance of SVAMITVA scheme are given.

2.8.3 Chapter 3: in this chapter Profile of State of Haryana, “SVAMITAVA” Ending the Lal Dora in Haryana, onboarding of SVAMITVA Scheme by the State of Haryana, responsibility matrix for various departments involved in the implementation of scheme, Implementation status and Cumulative progress of SVAMITVA Scheme have been brought out in detail. Also detailed analysis of key indicators and information received through google forms have been given in this chapter.

2.8.4 Chapter 4: It is a new initiative of the Government of India, which has to deal with complexities of the land record, which is a State subject. Hence, various issues and challenges are cropping up at different levels of implementations. In this chapter, it has been tried to briefly brings out the challenges faced by various stakeholders in the smooth implementation of scheme and achieving the objectives in the State of Haryana.

2.8.5 Chapter 5: The success of the scheme depends upon active participation and contribution of all stakeholders including property owners. Various recommendations and policy suggestions, which could be used as a course correction in the implementation of the scheme, have been outlined in this chapter.

2.9 LITERATURE REVIEW:

2.9.1 Gaurika Chugh (2018) in *Examining E-Governance: A Study of Land Records Management System in India*, embarks on whether the use of information and communication technology in the area of land records can be a substitute to good governance. The primary rationale behind this work is to study the system of land records in India and the various reforms initiated by the state to bring transparency and efficiency in the system of land records. The study highlights shortcomings that are standing in the way of ensuring 'good governance' in the domain of a robust land record management system in the country. The study was before the launch of the SVAMITVA scheme, hence not taken into consideration the implementation aspects of the scheme.

2.9.2 Rachel Brulé (2010) in his Ph.D. dissertation on *Changes in India's Property Rights Regime and the Implications for Improved Gender Parity: Evidence from Regression Discontinuity Analysis of Panel Data for 17 Indian States*, has attempted to study inheritance law's effect on women's claims to household resources, bargaining power, and their nominal and substantive land rights. The study focuses on law's interaction with intra-household bargaining dynamics because women's substantive property rights are allocated inside rather than outside the family. The findings suggest the law is effective in increasing women's perceived ownership of household land, women's self-reported bargaining power in the household, and women's probability of inheriting land. The law has a very limited substantive impact on the equality of women's land shares, but a significant welfare impact. Findings are relevant for the range of scholars and practitioners concerned about how law can be an effective tool for empowerment of women and other marginalized groups. The study remained confined to property right of

the women and not touched upon the maintenance of digital land records and issuance of record of rights which is essence of the SVAMITVA scheme.

2.9.3 Thakur Vinay, Khadanga Ganesh, Venkatesh D.S., Shukla D. R. and Meena SD (2003) in Land Records Management System in India – Technical Framework stated that land is the habitat of man and its wide use is crucial for the economic, social, and environmental advancement of the country. Maintaining this vast land records data consisting of cadastral maps and alphanumeric data containing record of rights and crop statistics has always been a challenge to revenue departments. The work has concluded with the recommendations that the use of available technologies in land records will not only allow integration of various spatial and non-spatial datasets, but also will enable online gathering, recording, warehousing, retrieving, disseminating & employing the data, which will lead to improve the effectiveness and efficiency of land management both from the perspective of the common man as well as that of decision makers implementing land based development activities at grass root level. Since, implementation of SVAMITVA scheme is in furtherance of the recommendations for use of technology for land records, an evaluation of scheme in State of Haryana is necessary to see the achievement of collective objectives of Central and State Governments in land record management.

2.9.4 World Bank (2003) in its Policy Research Report on Land Policies for Growth and Poverty Reduction has stated that land policies are of fundamental importance to sustainable growth, good governance, and the wellbeing of and the economic opportunities open to rural and urban dwellers, particularly poor people. The main finding of the report is that providing secure tenure to land can improve the welfare of

the poor, in particular, by enhancing the asset base of those, such as women, whose land rights are often neglected. At the same time, it creates the incentives needed for investment, a key element underlying sustainable economic growth. It also delves towards development of financial markets that rely on the use of land as collateral. Mainly this report aims to strengthen the effectiveness of land policy in support of development and poverty reduction and emphasizes that Government have clear role to play in promoting and contributing to socially desirable land allocation and utilization. However, lacking towards specific policy suggestions in respect of India for utilisation of land for commercial purposes, looking at various complexities of available land records. Similarly, the objective of the scheme of SVAMITVA, apart from providing legal document through survey using modern technology, also having objective to utilise the available land for commercial purpose for the economic development and income enhancement.

2.9.5 Literature Review Summary: Through literature review it has clearly come out that various reforms initiated by the state to bring transparency and efficiency in the system of land records have made improvements but need further interventions. Also, laws can be an effective tool for empowerment of women and other marginalized groups for enhancing inheritance law's effectiveness. Use of technologies in land records will lead to improved effectiveness in land management both from the perspective of the common man as well as that of decision makers. It has also come out that Governments have clear role to play in strengthening the effectiveness of land policy in promoting and contributing to socially desirable land allocation and utilization

2.9.6 Relevance of SVAMITVA scheme: The SVAMITVA scheme broadly addresses all the concerns which have been highlighted in various studies. It is a pan India Government intervention including State of Haryana for addressing the property rights in abadi areas of villages through amendments in Revenue Acts and providing legal validity to the Title Deeds/Property Cards being issued to individual property owners. It involves the use of latest technology i.e. survey grade drones for mapping of individual properties and subsequent issue of record of ownership. Also, infrastructure being created during implementation of this scheme in the State would facilitate easy and accurate survey in future or any other survey. It would also facilitate amicable dispute resolution during marking of individual properties and evidence based dispute resolution in future if any.

Chapter 3: SVAMITVA Scheme in the State of Haryana

3.1 Profile of State of Haryana:

3.1.1 Haryana was constituted on November 1, 1966, as a result of the partition of the former State of Punjab into two separate States - Punjabi - speaking Punjab and Hindi - speaking Haryana.. The State of Haryana is bounded on northwest by state of Punjab and the Union Territory of Chandigarh, on the north and northeast by states of Himachal Pradesh and Uttarakhand, on east by state of Uttar Pradesh and the union territory of Delhi, and on south and southwest by state of Rajasthan. The city of Chandigarh, within the Chandigarh union territory, serves as the capital of not only that territory but also of the States of Haryana and Punjab.



Fig 3.1: Map of State of Haryana

3.1.2 Area of Haryana is 17,070 square miles (44,212 square km) and population is 2, 53, 53, 081 as per 2011 census. As on date there are 22 districts, 142 Block Panchayats, 6220 Gram Panchayats and 7602 villages in the State of Haryana¹.

3.2 “SVAMITAVA” Ending the Lal Dora in Haryana

3.2.1 The term LAL DORA was used in 1908 first time to define habitation (Abadi) land of a village and used for non-agriculture purposes only. To differentiate LAL DORA from agriculture land, Revenue Department used to tie up red thread (LAL DORA) around the village extension land. The LAL DORA was exempted from buildings bye laws/ construction laws/ schedule areas etc, because of which it led to haphazard growth.

3.2.2 The State of Haryana felt the need of the hour for giving right/ownership of property to the people living in abadi areas of villages and, therefore, started an exercise in the village Sirsi, District Karnal, Haryana on pilot basis with the aid of Survey of India through drone flying for GIS Mapping of the lands situated in the rural villages.

3.2.3 The project was drone flying based survey, of each and every property situated in abadi deh of the rural villages with help of Survey of India and thereafter ownership/property certificate were issued to the inhabitants of village Sirsi in Karnal District on 26.01.2020 in the function held at Karnal. The Sirsi project was given great applause by the Government of India. The Government of India has thereafter decided to replicate the same in other States of the Nation by the name of “SVAMITVA”. The property certificate would help the rural inhabitants in case of any monetary requirement in case of urgency through loans/pledge, mortgage by the financial institutions.

¹ <https://lgdirectory.gov.in> as on 21st Feb 2023 at 15:30 hrs

3.2.4 The Scheme would help in upgrading/ updating the record of rights/ ownership in the property/ revenue records and registers and issuance of property card to the inhabitants of the rural abadi area comprised in LAL DORA. This would further help in facilitating the rural assets for credit, loan, pledge and mortgage for financial assistance in times of urgency etc. also it would further pave a way for determination of property tax.

3.3 Onboarding of the State of Haryana:

3.3.1 Haryana onboarded the SVAMITVA scheme for its implementation during Pilot Phase during 2020-21 itself. For smooth implementation of scheme, State Government has clearly laid out responsibility matrix for various departments which is listed in Table 3.1 below.

Table 3.1: Responsibility matrix for various departments in State of Haryana

S. N.	Activities	Responsibilities
1	Chuna Marking entry	Panchayat Department
2	Drone Fly Schedule entry	Panchayat Department
3	Actual Drone Flying entry	Panchayat Department
4	Initial Base Map entry	Panchayat Department
5	Incorrect Initial Map/Property Survey entry	Panchayat Department
6	Second Map entry	Panchayat Department
7	Incorrect Second Map/Gram Sabha Notification entry	Panchayat Department
8	Claim and Objections entry	Panchayat Department
9	Map Sent to SoI after Claim and Objections entry	Panchayat Department
10	Final Map entry	Panchayat Department
11	Upload & Freeze Beneficiary Data entry	Panchayat Department
12	Upload Registries entry	Land Record Department
13	Freeze Registry entry	Land Record Department

S. N.	Activities	Responsibilities
14	Mapping of Disputed and No Information Property entry	Land Record Department

Source: <http://svamitva.haryanadp.gov.in/Login.aspx>

3.3.2 The state of Haryana is implementing SVAMITVA under the aegis of the Revenue Department. To streamline the Records of Rights for the village habitation areas and to preserve them like that of the Revenue Estate Records of Rights, Haryana has effected an amendment to the legal framework followed by the Revenue Department through the Haryana Land Records Manual Amendment 2022, Section:7A (The Records of Rights- Abadi Deh) notified vide Haryana Government Gazette Extraordinary Published on Friday, April 1, 2022. Under this amendment Section, 7A has been introduced in the Manual which states as under-

1080	HARYANA GOVT. GAZ. (EXTRA.), APR. 1, 2022 (CHTR. 11, 1944 SAKA)
Para 7A.1- Applicability of Punjab Land Revenue Act, 1887.	
The procedure prescribed under the provisions of Act, 1887 shall be applicable for preparing the records-of-rights on the land falling within the Lal Dora of a village i.e. the inhabited site of village. The State Government is well within its power for imposing any cess in the village, on account of market or fair etc. The preparation of records-of-rights shall only be for the villages beyond the limits of municipality or a notified area.	
Para 7A.2- Record-of-rights and documents included therein	
The record-of-right for an estate shall include the following documents, namely:	
<ul style="list-style-type: none"> (a) statement showing, so far as may be practicable:- <ul style="list-style-type: none"> (i) the persons who are land-owners, tenants or assignees of land within Abadi Deh in the estate or who are entitled to receive any of the rents, profits and to occupy land therein; (ii) the nature and extent of the interests of those persons and the conditions and liabilities attaching thereto; (iii) the rent, rates, cesses or other payments due from and to each of those persons and to the Government. (b) a map of the estate;and (c) such other documents as the Financial Commissioner may, with the previous sanction of the State Government prescribe. 	

- i. “The procedure prescribed under the provisions of Act, 1887 shall be applicable for preparing the records-of-rights on the land falling within the Lal Dora of a village i.e. the inhabited site of the village.” (The Gazette notification is appended for reference).
- ii. The property card format is finalized by the state provisions for capturing not just the details of the owner and the area of the property but also a visual map of the property, giving its dimensions and details of neighboring properties, so that disputes are minimized.
- iii. The Revenue department has also provisioned for voluntary Registration of these property cards at the Sub Registrar’s office as per provisions of the Indian Registration Act. For these registrations, a nominal stamp duty of Rs.100/- is charged from the owners. Along with the property cards and registries of properties, detailed records of rights are being prepared for each village habitation. These records are on the same lines as the RoRs of Revenue Estate.
- iv. The georeferenced maps generated by the Survey of India give coordinates of each property within village habitation. These are published at the village level by including the details of owners of each property and also assigning unique property numbers to each property.
- v. Haryana Panchayati Raj Act 1994, Section 26, provides for claims and objections in these maps. Should any property owner not agree with the map published, he/she may raise their claim/objection within 30 days of publication of the village habitation map. Gram Sabhas are held to discuss these claims and objections and resolve them amicably.





- vi. Once the village habitation map is approved by the Gram Sabha concerned, property cards are issued to owners of each property giving all details of the property. The Government of India has mandated that every citizen must have a unique identification number i.e. Aadhaar. Therefore, each property ID number has been linked with the unique identity number of the owners.
- vii. Simultaneously, each property ID is linked with Haryana's special family identification number called Parivar Pehchan Numbers (PPN). The PPN is a gateway to establish kinship and inheritance lineages to every property, thereby reducing future disputes, whenever the original owner expires.
- viii. As it is mandatory for every property card and Record of Right to be linked with a unique identification number associated with the owners, therefore Haryana has adopted the process of linking Parivar Pehchan Numbers (PPN) with each property holder. The PPN is generated by an online system linked to the Aadhaar number of the property owner.
- ix. There is also a provision to write the Aadhaar number of the owners in the title certificate being issued to the owners. However, since Aadhaar numbers can not be stored electronically, therefore all electronic and online records of rights of properties within village habitation shall not contain Aadhaar numbers; instead, electronic records shall include linked with Parivar Pehchan Numbers.
- x. At present Haryana is in the process of integrating the records of village habitations with the records of revenue estates, hence records of village habitation will be updated as and when transactions or changes in ownership takes place like that of agricultural land of revenue estates.


3.4 Implementation status of SVAMITVA Scheme in Haryana:

As stated above Government of Haryana on boarded the SVAMITVA scheme for its implementation during Pilot Phase during 2020-21 itself and amended the record right act of the State on April 1, 2022. Since then, the Government of Haryana has made substantial progress in implementation of SVAMITVA in 7,602 villages in the State. The status on different parameters including district-wise and parameter-wise progress may be seen with the tabular and graphic presentations in subsequent sections.

3.4.1 Cumulative progress of implementation of SVAMITVA Scheme in the State of Haryana is given in Table:3.2 below:

Table 3.2: Cumulative progress of implementation of SVAMITVA Scheme in Haryana

Activities	Progress
	<p>Drone Survey</p> <p>Completed Villages: 6,514</p>
	<p>Maps handed over to State</p> <p>Completed Villages:6,465</p>
	<p>Parcel Digitized</p> <p>Completed Parcels: 26,05,961</p>
	<p>Maps Provided for Enquiry</p> <p>Completed Villages:6,321</p>

	<p align="center">Card Prepared</p> <p align="center">Completed Villages: 3,477</p>
	<p align="center">Card Distributed</p> <p align="center">Completed Villages: 3,403</p>
	<p align="center">CORS Monumentation</p> <p align="center">19</p>
	<p align="center">CORS Integrated with Control Centre</p> <p align="center">19</p>

Source: <https://svamitva.nic.in/svamitva/index.html> (as on 18-02-2023)

Table 3.3: District-wise status and targets of drone flying and map generation

S. No.	District	Target Villages*	Drone Flying Done	2nd Map given by SoI
1	Ambala	437	437	437
2	Bhiwani	306	306	306
3	Charkhi Dadri	168	168	168
4	Faridabad	100	100	100
5	Fatehabad	258	258	258
6	Gurugram	159	159	159
7	Hisar	251	251	251
8	Jhajjar	230	230	230
9	Jind	293	293	293
10	Kaithal	260	260	260
11	Karnal	382	382	382
12	Kurukshetra	402	402	402
13	Mahendragarh	349	349	349
14	Nuh	396	396	396
15	Palwal	272	270	270
16	Panchkula	143	143	143
17	Panipat	170	170	170
18	Rewari	388	388	388
19	Rohtak	120	119	119
20	Sirsa	309	307	307
21	Sonipat	306	292	292
22	Yamunanagar	547	547	547
TOTAL		6246	6227	6227
Note: Target Villages* indicates no. of villages which have Abadi, Lal Dora and are mapped to Gram Panchayats				

Source: <http://svamitva.haryanadp.gov.in/DateWiseSchedule.aspx> (as on 18-02-2023)

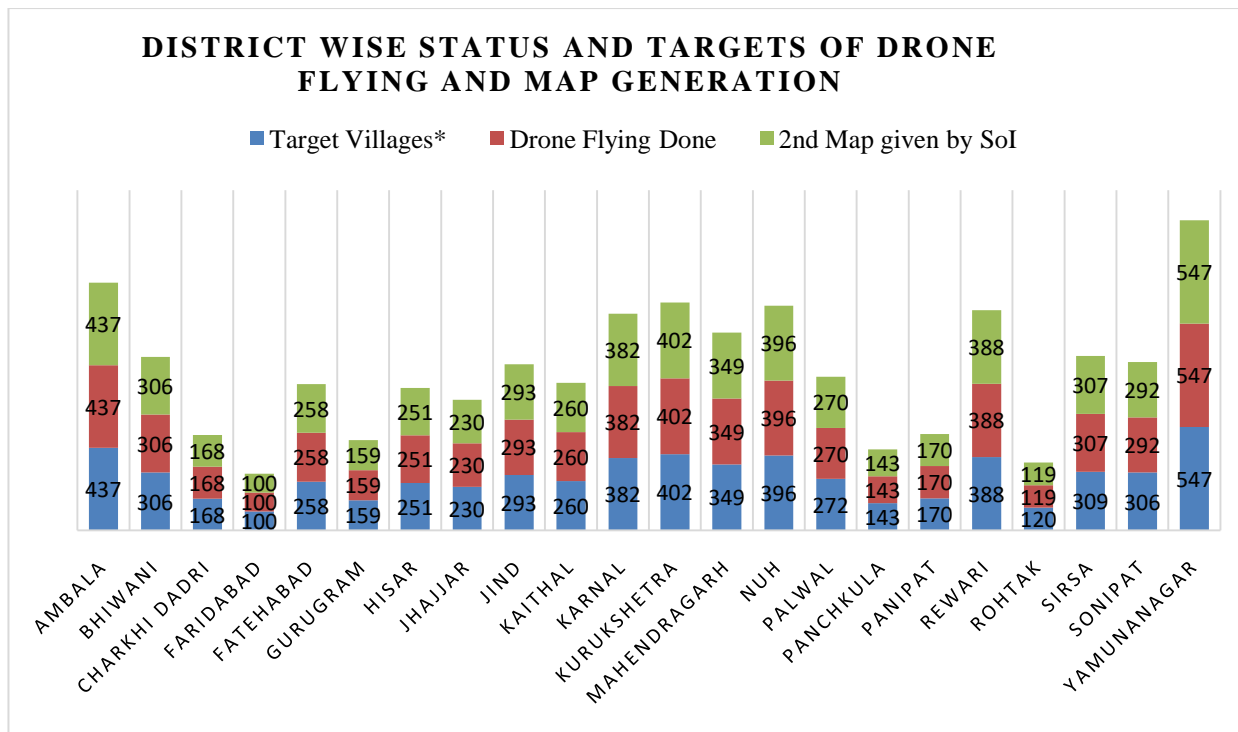


Fig 3.2: District-wise status and targets of drone flying and map generation

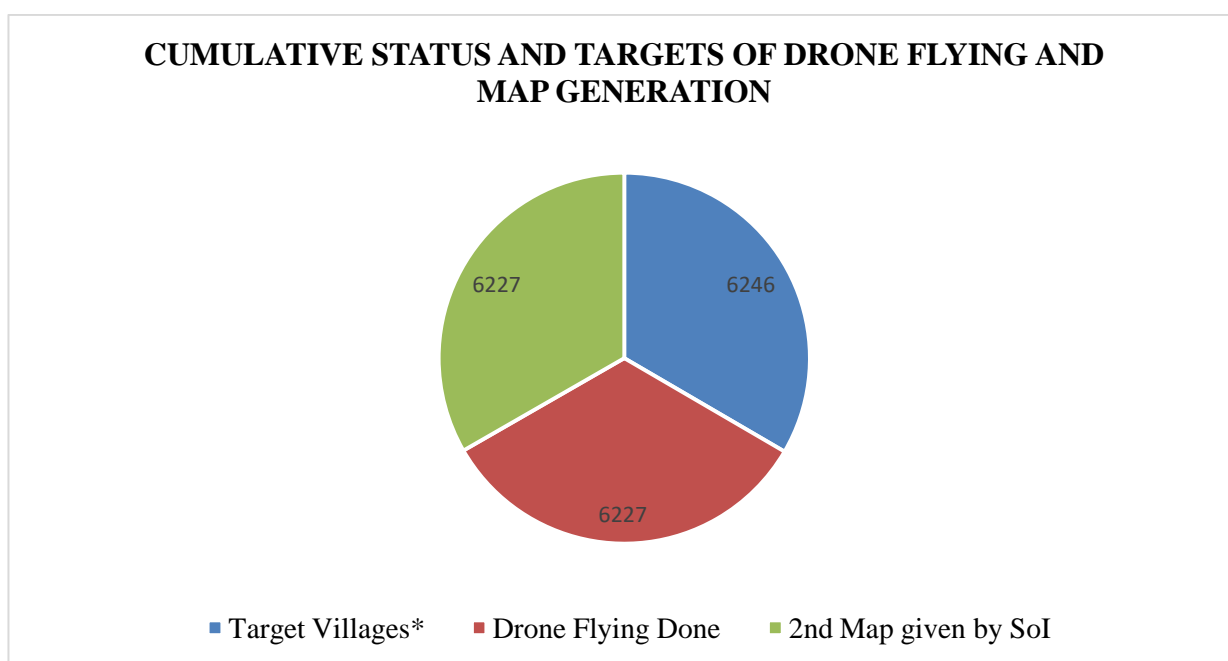


Fig 3.3: Cumulative status and targets of drone flying and map generation

Table 3.4: District-wise status and targets of No. of villages where Claims/ Objections Invited, Final Map given by SoI after Claims and No. of Villages where Property Identified

S. N.	District	Target Villages*	No. of villages where Claims/ Objections Invited	Final Map given by SoI after Claims	No. of Villages where Property Identified	% of property identified against target
1	Ambala	437	437	437	372	85.13
2	Bhiwani	306	306	306	234	76.47
3	Charkhi Dadri	168	168	168	112	66.67
4	Faridabad	100	100	100	100	100.00
5	Fatehabad	258	258	258	229	88.76
6	Gurugram	159	159	159	153	96.23
7	Hisar	251	251	251	213	84.86
8	Jhajjar	230	230	230	190	82.61
9	Jind	293	293	293	264	90.10
10	Kaithal	260	260	260	198	76.15
11	Karnal	382	382	382	374	97.91
12	Kurukshetra	402	402	402	396	98.51
13	Mahendragarh	349	349	349	332	95.13
14	Nuh	396	396	396	214	54.04
15	Palwal	272	270	270	268	98.53
16	Panchkula	143	143	143	110	76.92
17	Panipat	170	170	170	167	98.24
18	Rewari	388	388	388	193	49.74
19	Rohtak	120	119	119	89	74.17
20	Sirsa	309	307	307	269	87.06
21	Sonipat	306	292	292	211	68.95
22	Yamunanagar	547	547	547	545	99.63
TOTAL		6246	6227	6227	5233	83.78

Note: Target Villages* indicates no. of villages which have Abadi, Lal Dora and are mapped to Gram Panchayats

Source: <http://svamitva.haryanadp.gov.in/DateWiseSchedule.aspx> (as on 18-02-2023)

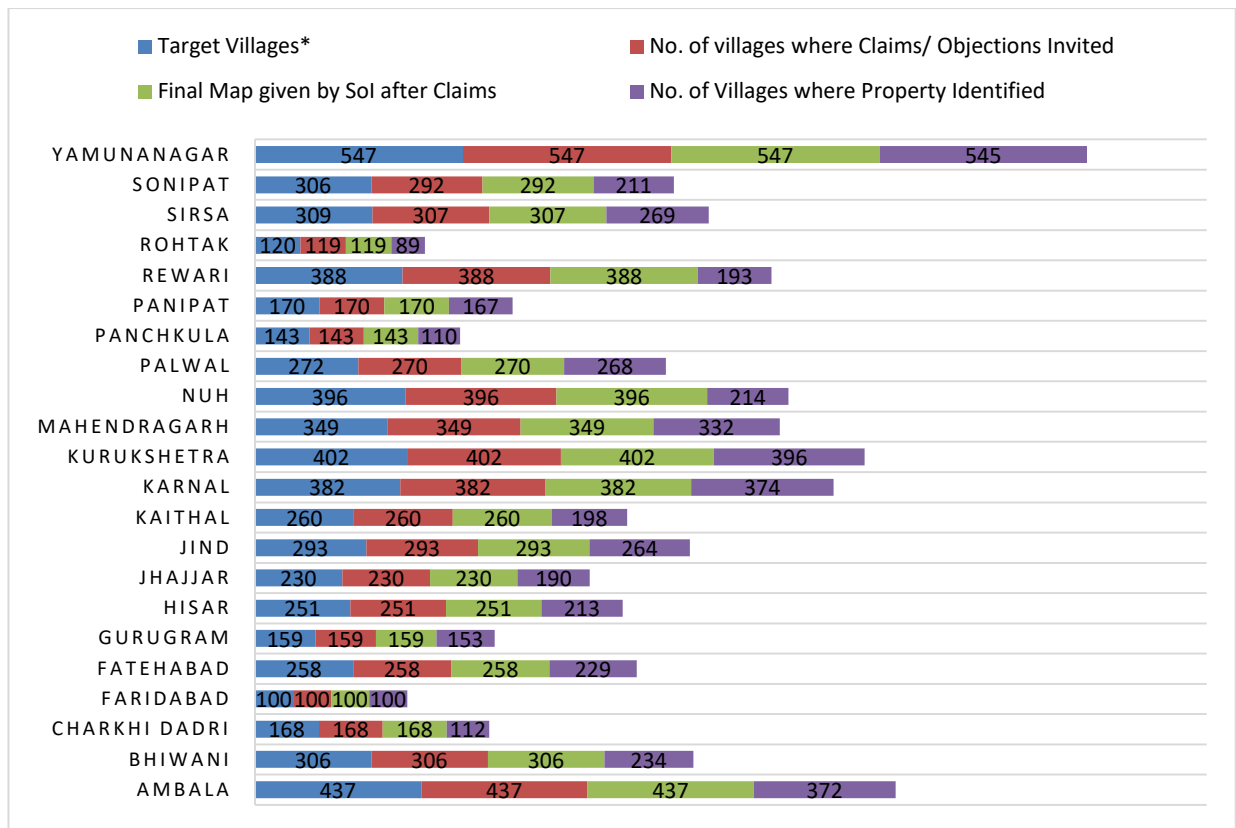


Fig 3.4: District-wise status and targets of No. of villages where Claims/ Objections Invited, Final Map given by SoI after Claims and No. of Villages where Property Identified

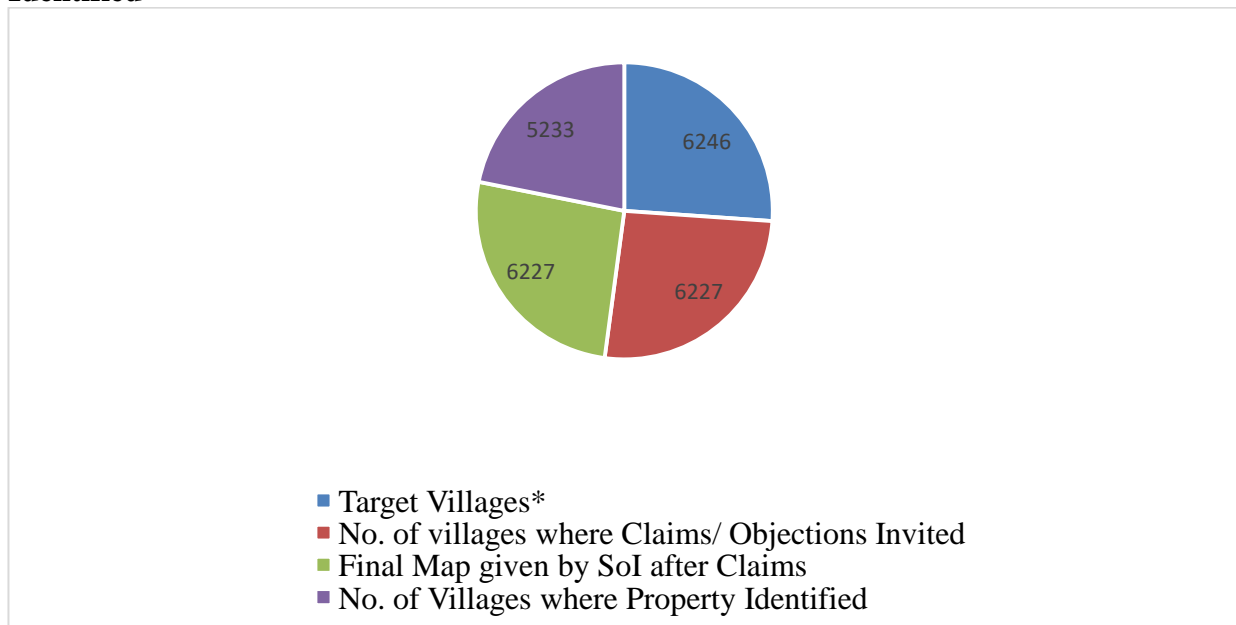


Fig 3.5: Cumulative status of targets of No. of villages where Claims/ Objections Invited, Final Map given by SoI after Claims and No. of Villages where Property Identified

Table 3.5: District-wise status of No. of Beneficiaries Identified and No. of Properties Identified

S. No.	District	No. of Beneficiaries Identified	No. of Properties Identified
1	Ambala	77104	71856
2	Bhiwani	54946	44637
3	Charkhi Dadri	27823	18687
4	Faridabad	34864	30337
5	Fatehabad	64507	55115
6	Gurugram	48261	40135
7	Hisar	123141	108949
8	Jhajjar	93777	89091
9	Jind	94850	86438
10	Kaithal	52637	46562
11	Karnal	180775	149702
12	Kurukshetra	121953	107724
13	Mahendragarh	96911	59685
14	Nuh	46077	34154
15	Palwal	79409	67625
16	Panchkula	25017	22028
17	Panipat	123607	118212
18	Rewari	45844	31718
19	Rohtak	19886	18359
20	Sirsa	53094	44659
21	Sonipat	166767	159590
22	Yamunanagar	176512	138387
TOTAL		1807762	1543650

Source: <http://svamitva.haryanadp.gov.in/DateWiseSchedule.aspx> (as on 18-02-2023)

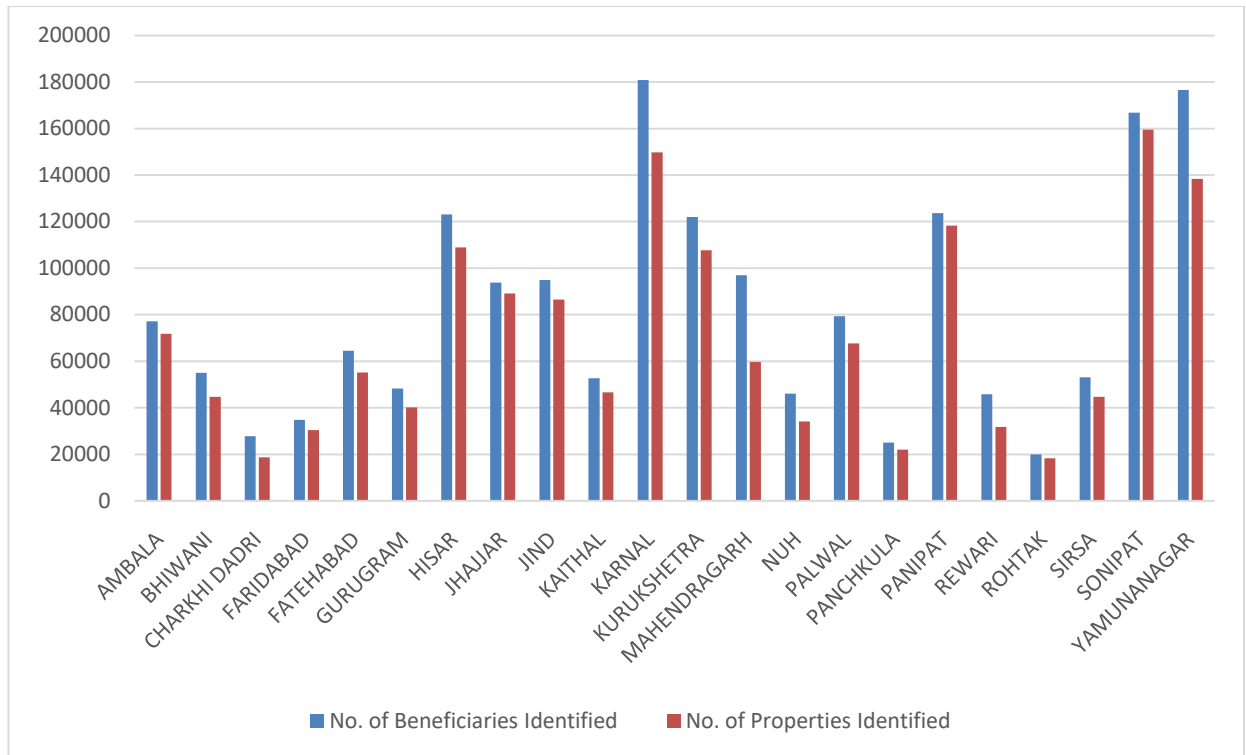


Fig 3.6: District-wise status of No. of Beneficiaries Identified and No. of Properties Identified

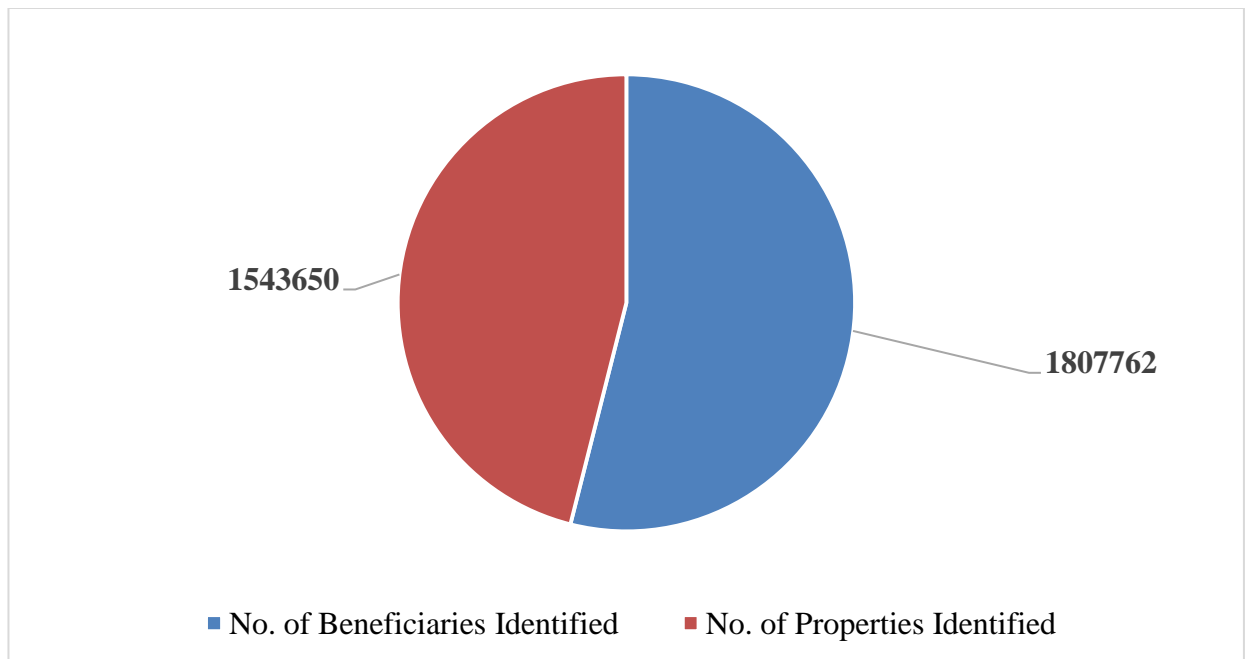


Fig 3.7: Cumulative status of No. of Beneficiaries Identified and No. of Properties Identified

Table 3.6: District-wise status and target of No. of Villages where Properties registered and No. of Village where title deeds frozen

S. N.	District	Target Villages*	No. of Villages where Properties registered	% of villages with property register against target	No. of Village where title deeds frozen	% of villages with title deeds frozen against target
1	Ambala	437	145	33.18	143	32.72
2	Bhiwani	306	207	67.65	207	67.65
3	Charkhi Dadri	168	102	60.71	102	60.71
4	Faridabad	100	19	19.00	19	19.00
5	Fatehabad	258	215	83.33	196	75.97
6	Gurugram	159	111	69.81	62	38.99
7	Hisar	251	124	49.40	123	49.00
8	Jhajjar	230	112	48.70	112	48.70
9	Jind	293	201	68.60	183	62.46
10	Kaithal	260	179	68.85	179	68.85
11	Karnal	382	251	65.71	251	65.71
12	Kurukshehra	402	362	90.05	354	88.06
13	Mahendragarh	349	282	80.80	282	80.80
14	Nuh	396	48	12.12	47	11.87
15	Palwal	272	16	5.88	16	5.88
16	Panchkula	143	106	74.13	105	73.43
17	Panipat	170	121	71.18	66	38.82
18	Rewari	388	150	38.66	150	38.66
19	Rohtak	120	78	65.00	78	65.00
20	Sirsa	309	266	86.08	263	85.11
21	Sonipat	306	50	16.34	45	14.71
22	Yamunanagar	547	535	97.81	521	95.25
TOTAL		6246	3680	58.92	3504	56.10

Note: Target Villages* indicates no. of villages which have Abadi, Lal Dora and are mapped to Gram Panchayats

Source: <http://svamitva.haryanadp.gov.in/DateWiseSchedule.aspx> (as on 18-02-2023)

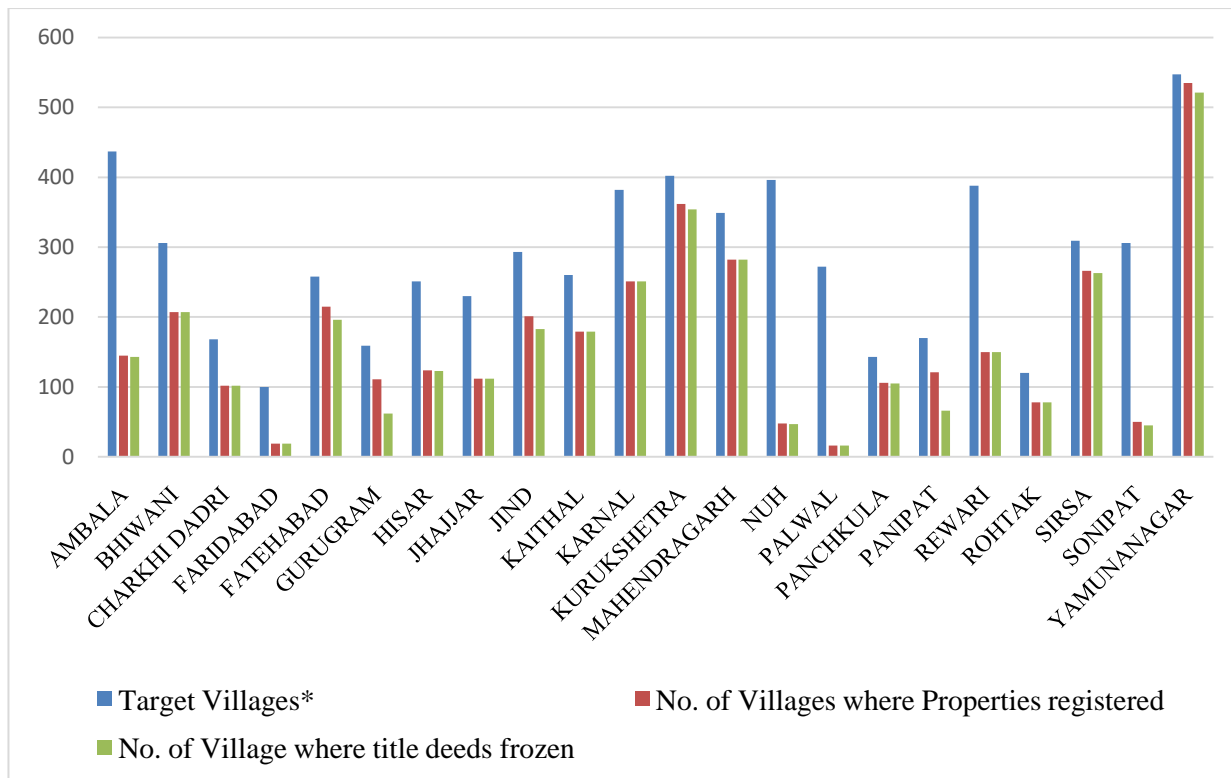


Fig 3.8: District-wise status and target of No. of Villages where Properties registered and No. of Village where title deeds frozen

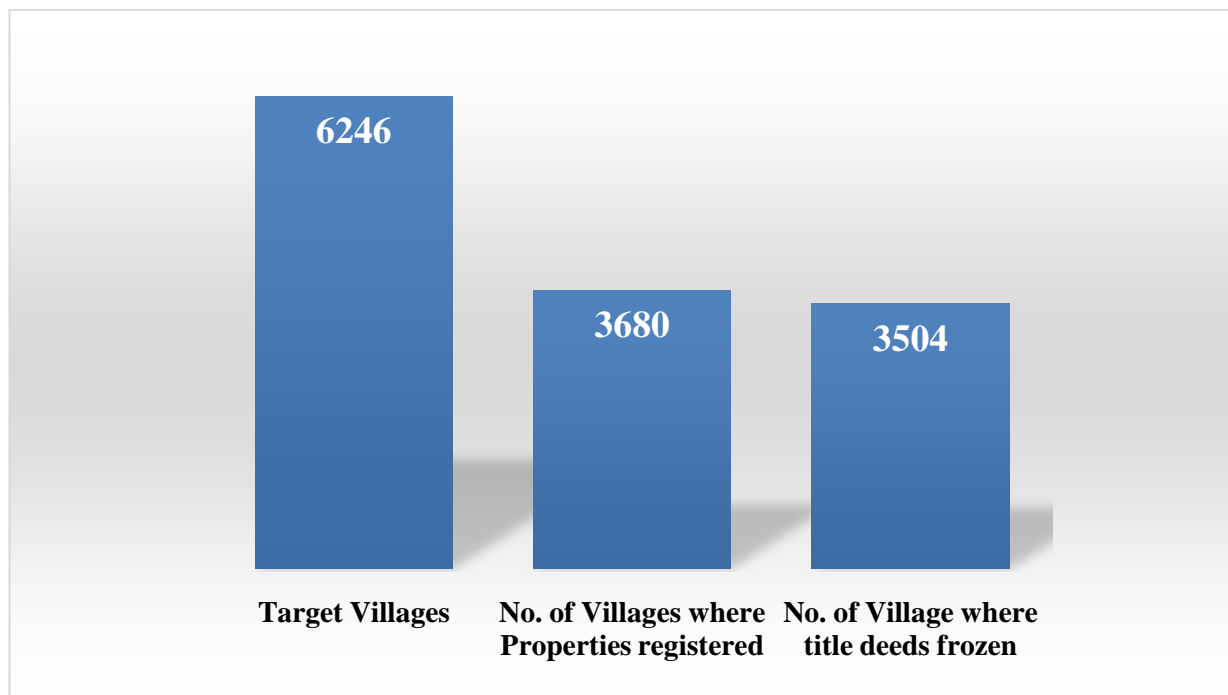


Fig 3.9: Cumulative status of No. of Villages where Properties registered and No. of Village where title deeds frozen

Table 3.7: District-wise status and target of Data of Village Saved and Villages Property Data Freezed

S. N.	District	Target No. of Village	Data of Village Saved	Villages Property Data Freezed
1	Ambala	437	372	372
2	Bhiwani	306	234	234
3	Charkhi Dadri	168	113	113
4	Faridabad	100	110	110
5	Fatehabad	258	228	229
6	Gurugram	159	163	163
7	Hisar	251	214	214
8	Jhajjar	230	190	190
9	Jind	293	264	264
10	Kaithal	260	198	198
11	Karnal	382	374	374
12	Kurukshetra	402	398	398
13	Mahendragarh	349	332	332
14	Nuh	396	214	214
15	Palwal	272	268	268
16	Panchkula	143	110	110
17	Panipat	170	167	167
18	Rewari	388	193	193
19	Rohtak	120	89	89
20	Sirsa	309	269	269
21	Sonipat	306	210	211
22	Yamunanagar	547	547	547
TOTAL		6246	5257	5259

Source: <http://svamitva.haryanadp.gov.in/DateWiseSchedule.aspx> (as on 18-02-2023)

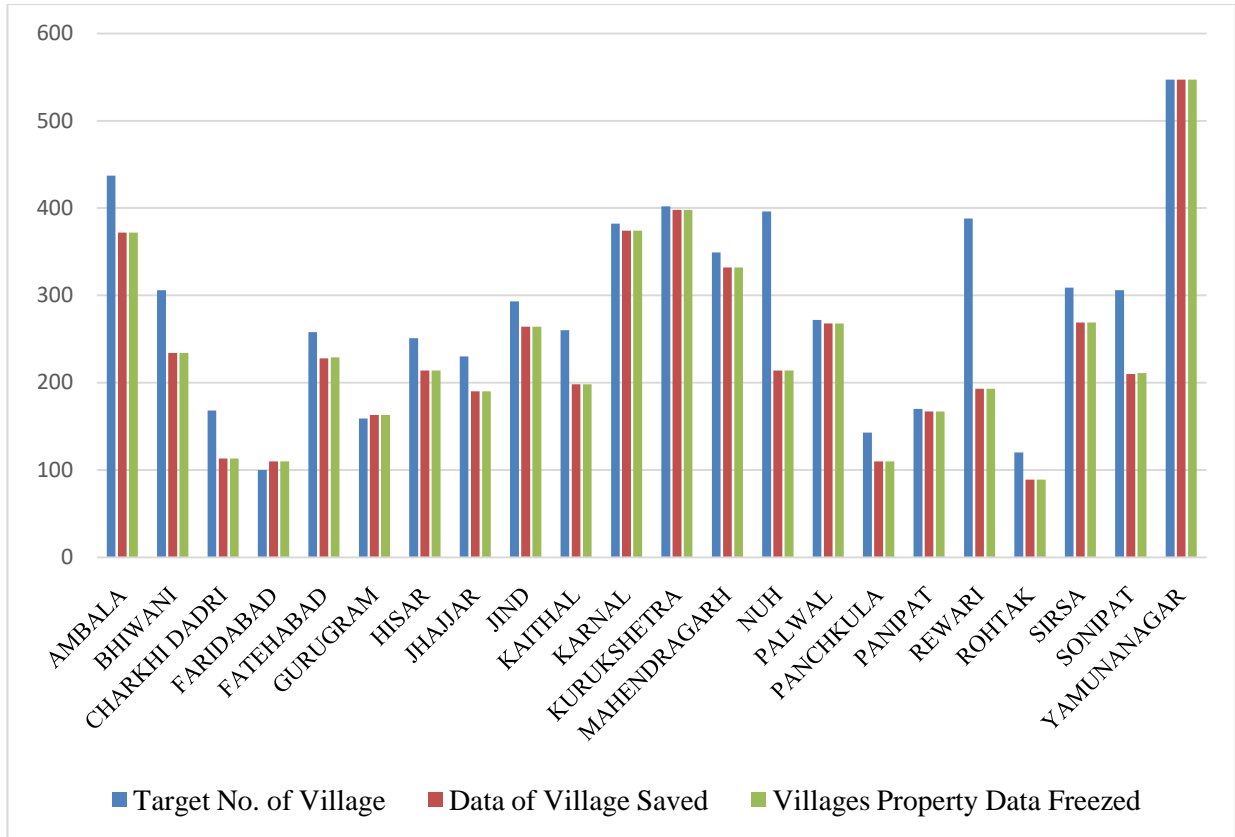


Fig 3.10: District-wise status and target of Data of Village Saved and Villages Property Data Frozen

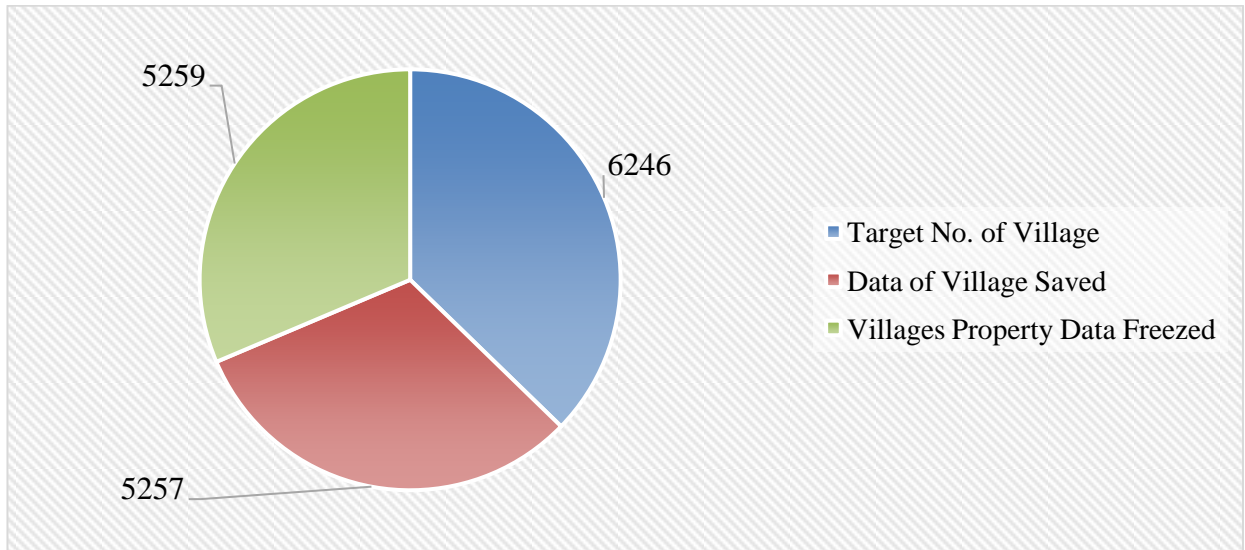


Fig 3.11: Cumulative status and target of Data of Village Saved and Villages Property Data Frozen

Table 3.8: District-wise status of No. of Beneficiaries, Total Properties, Expected Property Document, Property Documents Uploaded, Documents Uploaded Percentage and Property Documents Freezed

S. N.	District	No. Of Beneficiaries	Total Properties	Expected Property Document	Property Documents Uploaded	Documents Uploaded Percentage
1	Ambala	77104	71856	71857	16986	23%
2	Bhiwani	54946	44637	44638	21257	47%
3	Charkhi Dadri	28021	18807	18807	10999	58%
4	Faridabad	36911	31955	31955	2934	9%
5	Fatehabad	64507	55115	55152	33410	60%
6	Gurugram	51953	43172	43553	16314	37%
7	Hisar	123273	109061	109062	24191	22%
8	Jhajjar	93777	89091	89092	14085	15%
9	Jind	94850	86438	86439	25281	29%
10	Kaithal	52637	46562	46562	23233	49%
11	Karnal	180775	149702	162571	46984	28%
12	Kurukshetra	122197	107955	107958	54471	50%
13	Mahendragarh	96911	59685	59688	17666	29%
14	Nuh	46077	34154	34156	8130	23%
15	Palwal	79409	67625	67625	5106	7%
16	Panchkula	25017	22028	22001	15240	69%
17	Panipat	123607	118212	118213	24200	20%
18	Rewari	45844	31718	31719	11064	34%
19	Rohtak	19886	18359	18359	12907	70%
20	Sirsa	53094	44659	44665	35795	80%
21	Sonipat	166767	159590	161760	5626	3%
22	Yamunanagar	176776	138595	138599	86858	62%
TOTAL		1814339	1548976	1564431	512737	32%

Source: <http://svamitva.haryanadp.gov.in/DateWiseSchedule.aspx> (as on 18-02-2023)

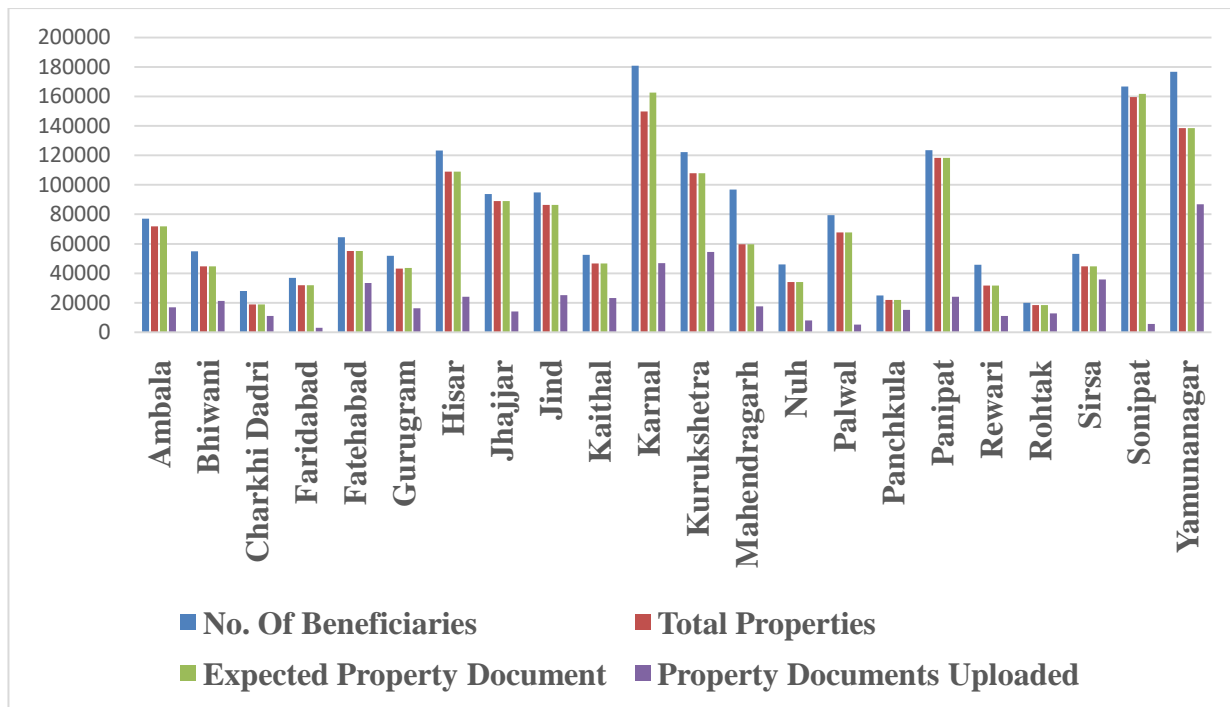


Fig 3.12: District-wise status of No. of Beneficiaries, Total Properties, Expected Property Document, Property Documents Uploaded, Documents Uploaded Percentage and Property Documents Frozen

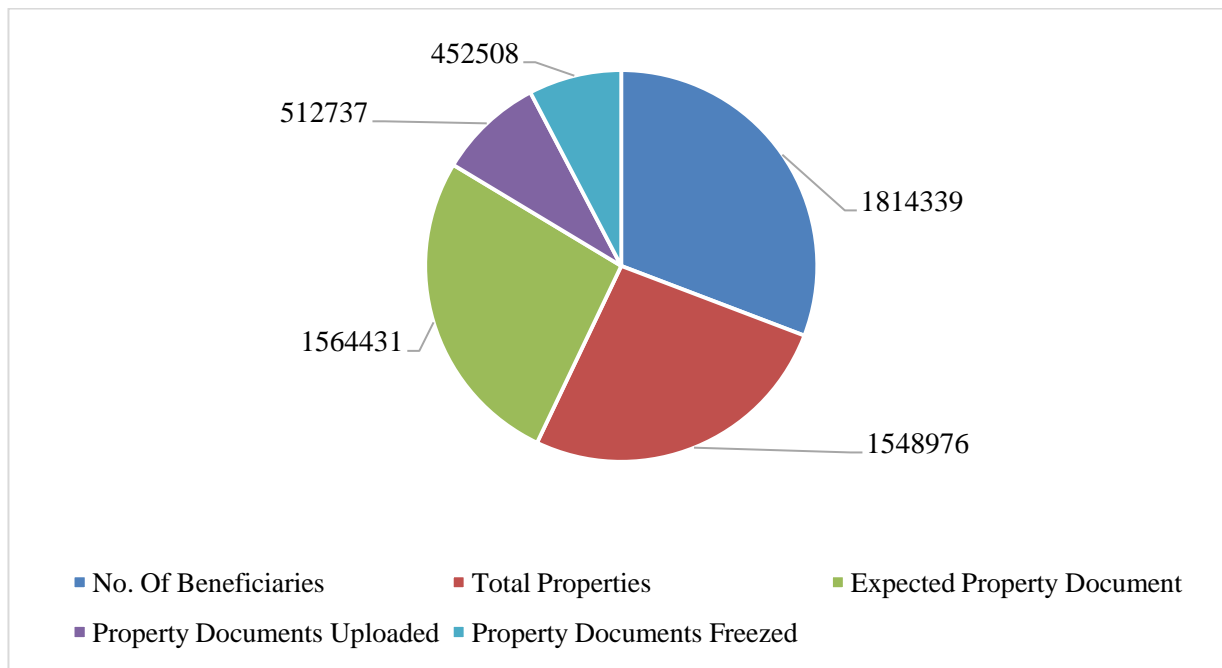


Fig 3.13: Cumulative status of No. Of Beneficiaries, Total Properties, Expected Property Document, Property Documents Uploaded, Documents Uploaded Percentage and Property Documents Frozen

Table 3.9: Status of Public Assets (Target Villages, No. of Fixed Assets, No. of Fixed Assets Registered)

S. N.	District	Target Villages	Villages Entered	No. of Fixed Assets	No. of Fixed Assets Registered	No. of Fixed Assets Not Registered
1	Ambala	436	436	1730	1523	207
2	Bhiwani	306	306	779	742	37
3	Charkhi Dadri	168	166	309	170	139
4	Faridabad	100	100	599	599	0
5	Fatehabad	258	258	772	772	0
6	Gurugram	159	159	458	319	139
7	Hisar	251	251	1127	1127	0
8	Jhajjar	230	230	596	596	0
9	Jind	293	293	2096	2096	0
10	Kaithal	260	260	1615	1354	261
11	Karnal	382	382	1425	1425	0
12	Kurukshetra	402	402	2067	2067	0
13	Mahendragarh	349	349	1042	1042	0
14	Nuh	396	396	1717	1717	0
15	Palwal	270	270	1128	1128	0
16	Panchkula	143	143	522	512	10
17	Panipat	170	170	566	534	32
18	Rewari	388	388	371	371	0
19	Rohtak	119	119	512	512	0
20	Sirsa	307	307	625	625	0
21	Sonapat	292	292	1752	1614	138
22	Yamunanagar	547	547	1909	1896	13
TOTAL		6226	6224	23717	22741	976

Source: <http://svamitva.haryanadp.gov.in/DateWiseSchedule.aspx> (as on 18-02-2023)

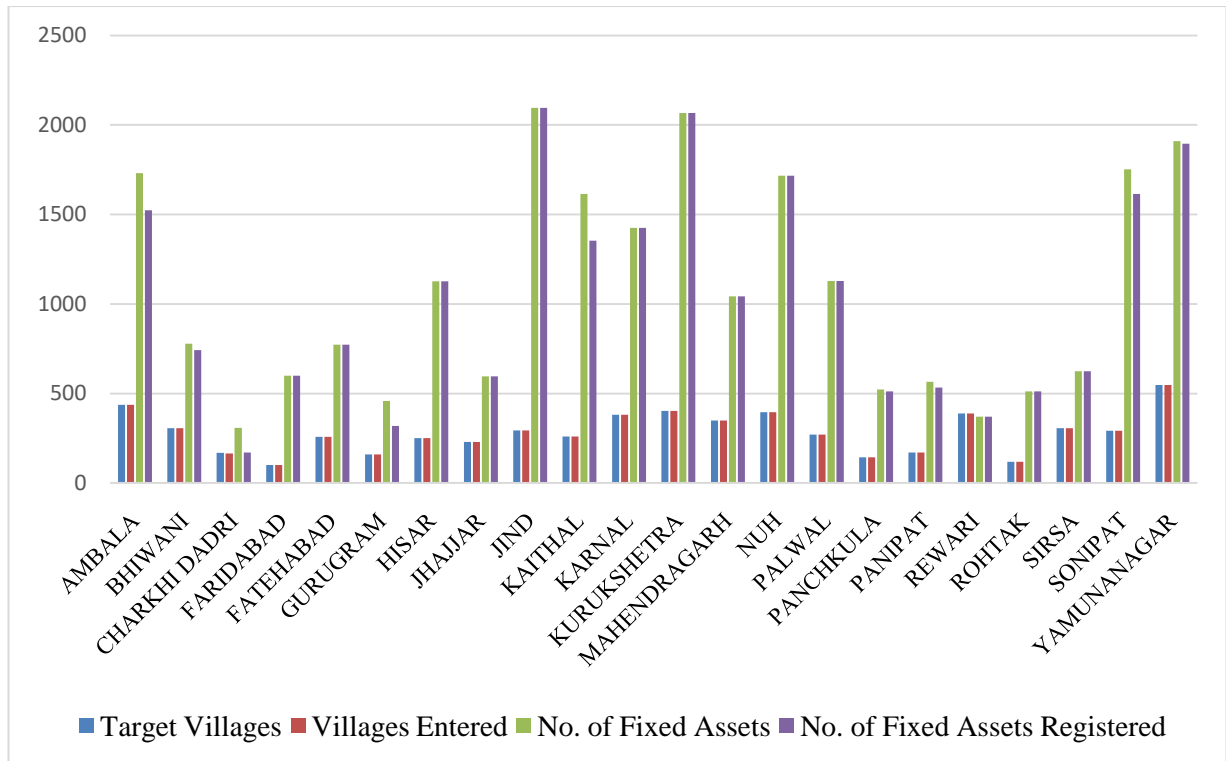


Fig 3.14: Status of Public Assets (Target Villages, No. of Fixed Assets, No. of Fixed Assets Registered)

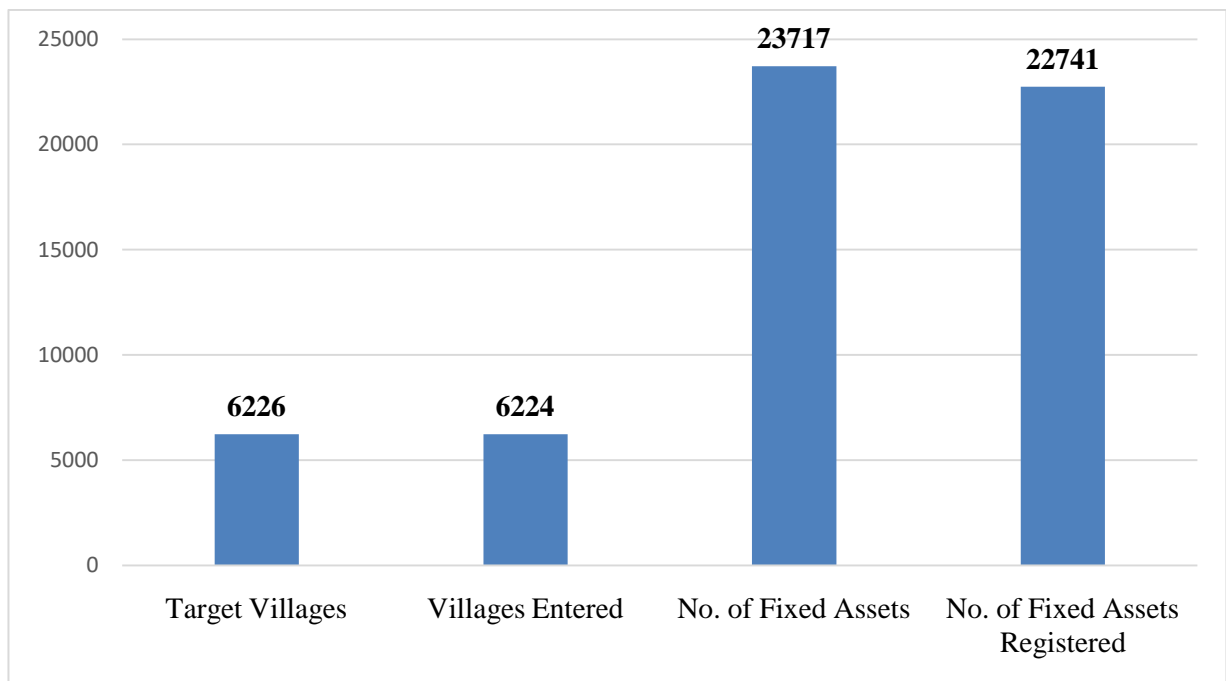


Fig 3.15: Cumulative Status of Public Assets (Target Villages, No. of Fixed Assets, No. of Fixed Assets Registered)

Table 3.10: Status of Public Assets (Target Villages, No. of Open Spaces, No. of Open Spaces Registered)

S. N.	District	Target Villages	Villages Entered	No. of Open Spaces	No. of Open Spaces Registered	No. of Open Spaces Not Registered
1	Ambala	436	436	1634	1127	507
2	Bhiwani	306	306	1209	1102	107
3	Charkhi Dadri	168	166	615	379	236
4	Faridabad	100	100	265	265	0
5	Fatehabad	258	258	1004	1004	0
6	Gurugram	159	159	1361	1189	172
7	Hisar	251	251	1548	1548	0
8	Jhajjar	230	230	2454	2454	0
9	Jind	293	293	948	948	0
10	Kaithal	260	260	1407	1224	183
11	Karnal	382	382	810	810	0
12	Kurukshetra	402	402	2169	2169	0
13	Mahendragarh	349	349	730	730	0
14	Nuh	396	396	3006	3006	0
15	Palwal	270	270	1076	1076	0
16	Panchkula	143	143	470	447	23
17	Panipat	170	170	329	322	7
18	Rewari	388	388	6252	6252	0
19	Rohtak	119	119	1432	1432	0
20	Sirsa	307	307	417	415	2
21	Sonapat	292	292	844	713	131
22	Yamunanagar	547	547	1370	1335	35
TOTAL		6226	6224	31350	29947	1403

Note: Target Villages indicates no. of villages whose Final map is received*

Source: <http://svamitva.haryanadp.gov.in/DateWiseSchedule.aspx> (as on 18-02-2023)

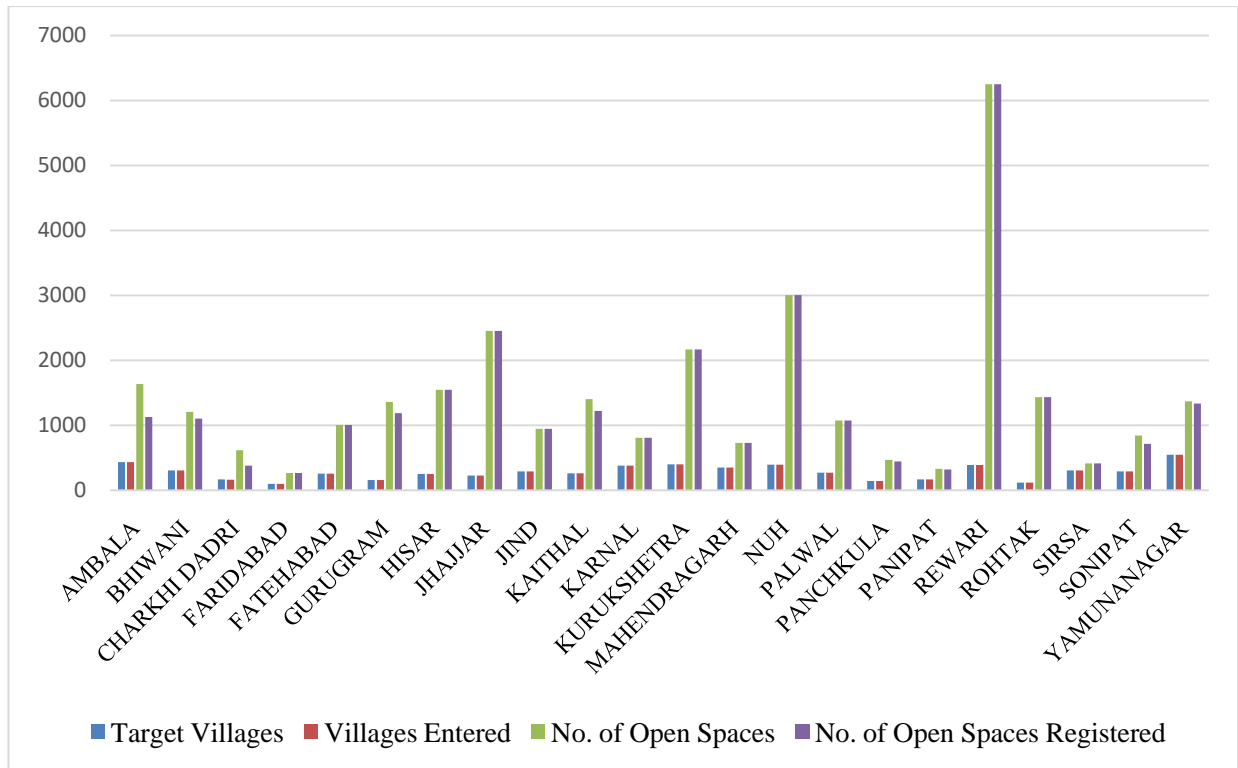


Fig 3.16: Status of Public Assets (Target Villages, No. of Open Spaces, No. of Open Spaces Registered)

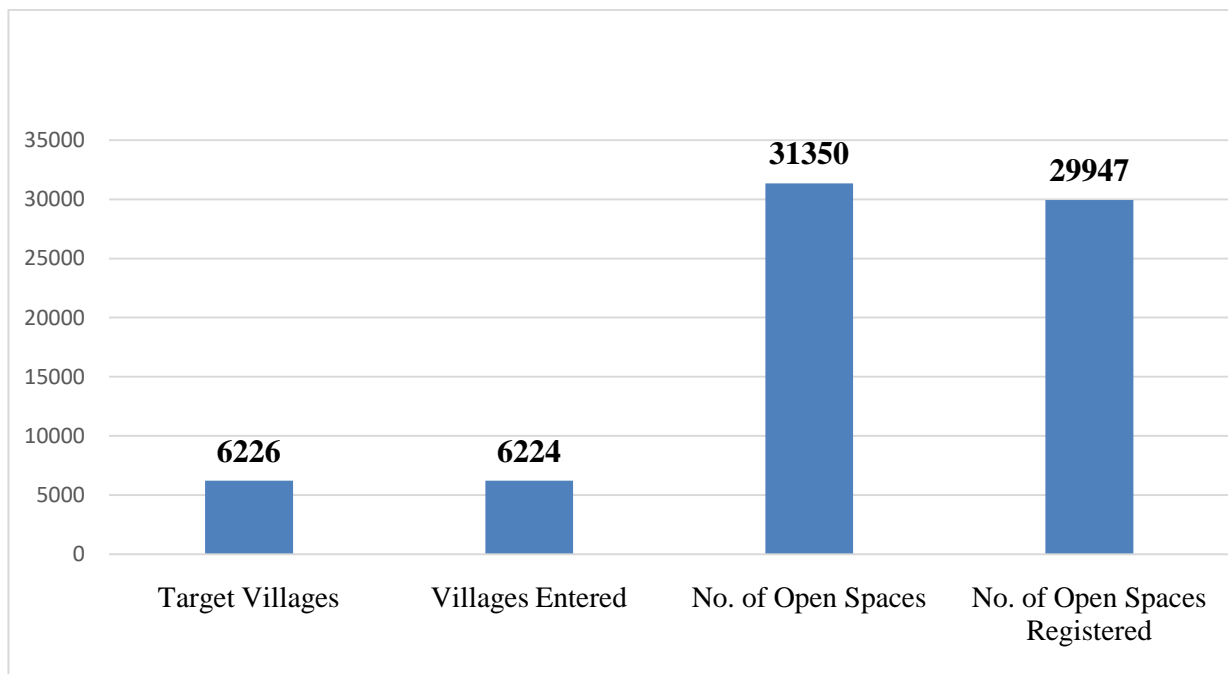


Fig 3.17: Cumulative Status of Public Assets (Target Villages, No. of Open Spaces, No. of Open Spaces Registered)

Table 3.11:Progress trend over the period

Event	Final Maps Received	No. of Villages shortlisted for the event	No. of Property Cards Freezed	No. of Properties Identified	No. of Beneficiaries identified
11.10.2020	216	231	44861	67592	83883
25.12.2020	376	104	14332	22472	29858
24.04.2021	1389	329	37544	73654	96496
15.08.2021	2440	1235	144527	296292	347990
11.10.2021	3116	289	30787	72557	84920

Source: <http://svamitva.haryanadp.gov.in/DateWiseSchedule.aspx> (as on 18-02-2023)

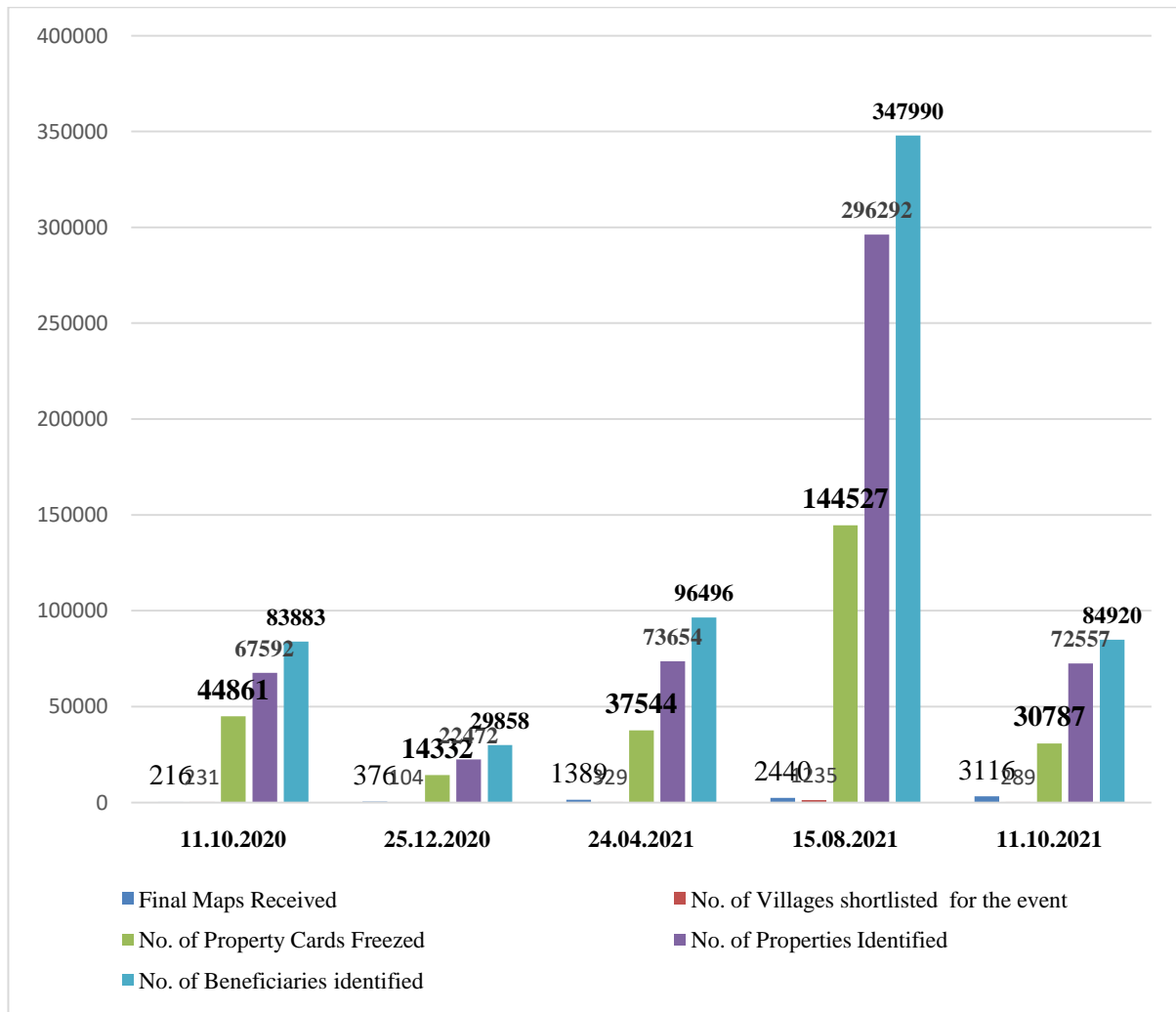


Fig 3.18: Progress trend over the period

Table 3.12: Consolidated progress against targets

S. N.	Parameters	Progress
1.	Target Villages*	6246
2.	Drone Flying Done	6227
3.	2nd Map given by SoI	6227
4.	No. of villages where Claims/ Objections Invited	6227
5.	Final Map given by SoI after Claims	6227
6.	No. of Villages where Property Identified	5233
7.	Data of Village Saved	5257
8.	Villages Property Data Freezed	5259
9.	No. of Villages where Properties registered	3680
10.	No. of Village where title deeds frozen	3504

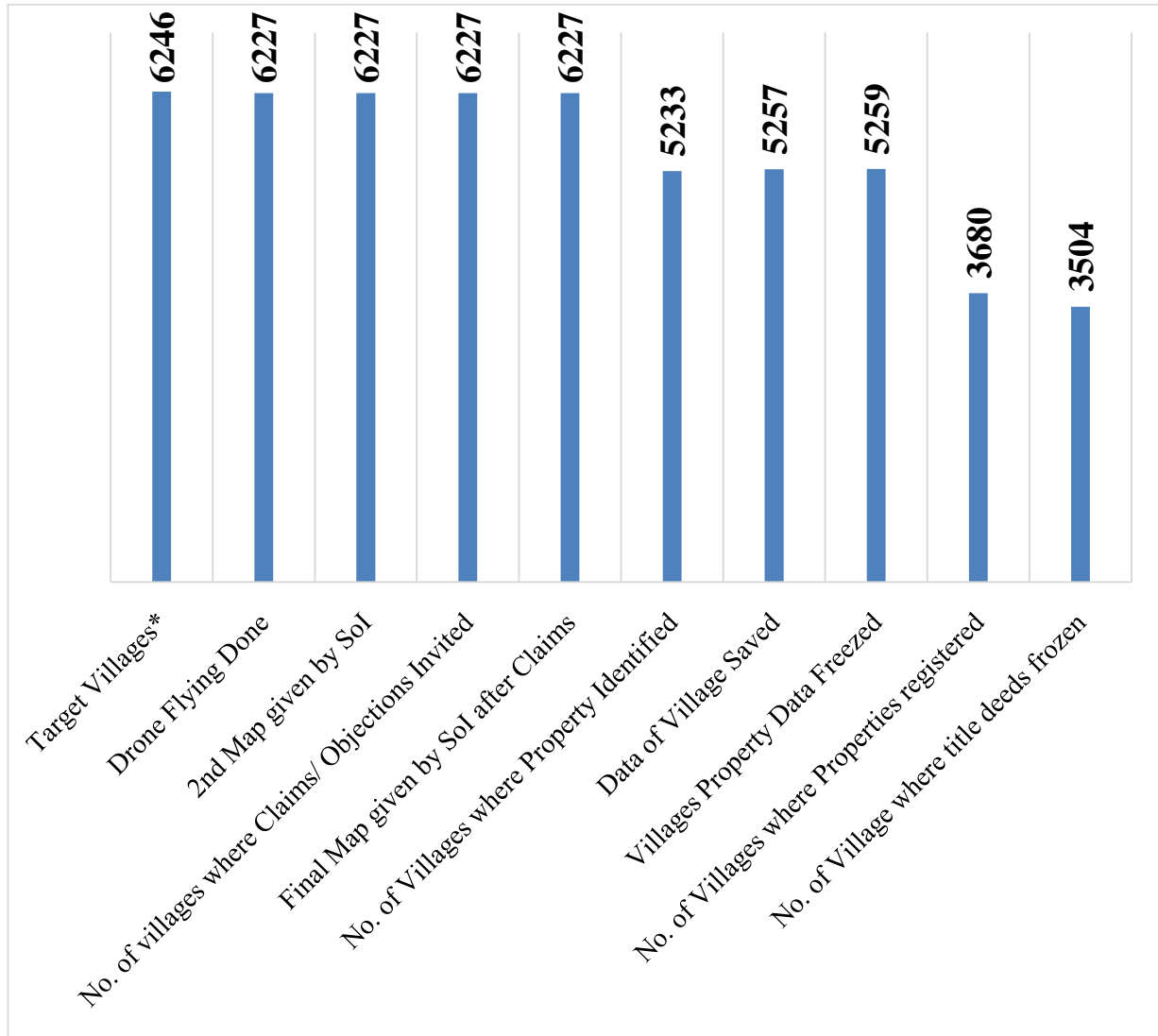


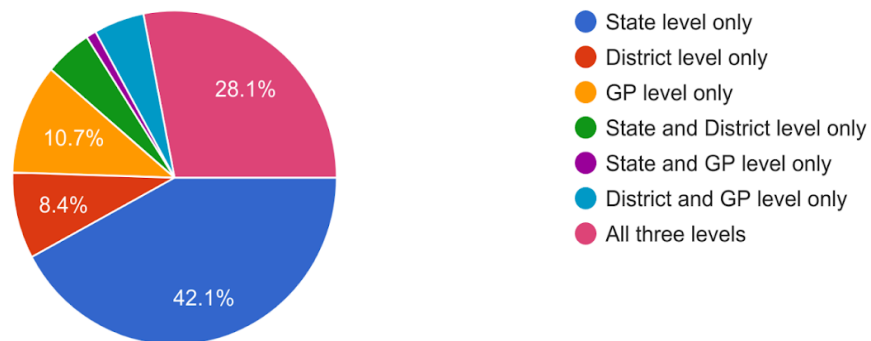
Fig 3.19: Consolidated progress against targets

3.5 Primary Survey on the implementation of SVAMITVA in Haryana:

A primary survey through google form was carried out to assess various activities associated with the implementation of SVAMITVA scheme in village Abadi areas in the State for which set of 29 questions was prepared. The google form was disseminated among various sections of society in State of Haryana through various State machinery and feedback taken from them. Around 301 responses received on the questionnaire till 18.02.2023 by 4:00 PM. The findings of this primary survey are as under:

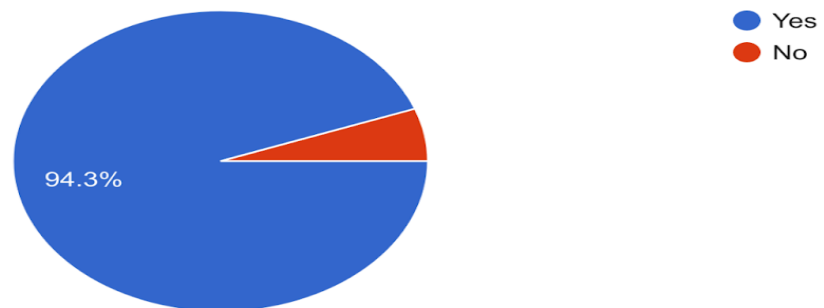
Q1- Is awareness program conducted to sensitize the rural population about the surveying methodology and its benefits?

299 responses



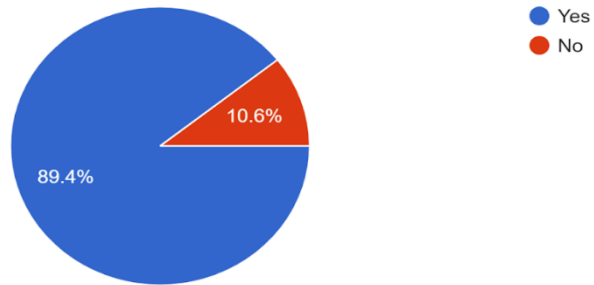
Q2- If yes, are these awareness programs effective?

300 responses



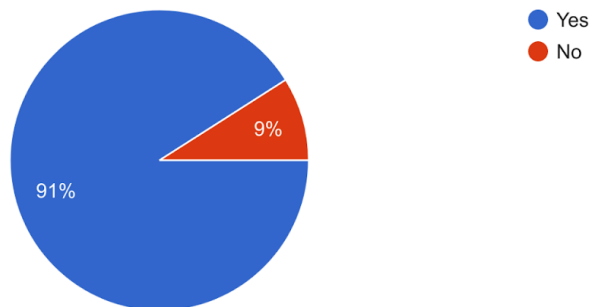
Q3- Is Gram Sabha held for creating awareness of SVAMITVA Scheme, its intended benefits, various survey activities and drone flying?

301 responses



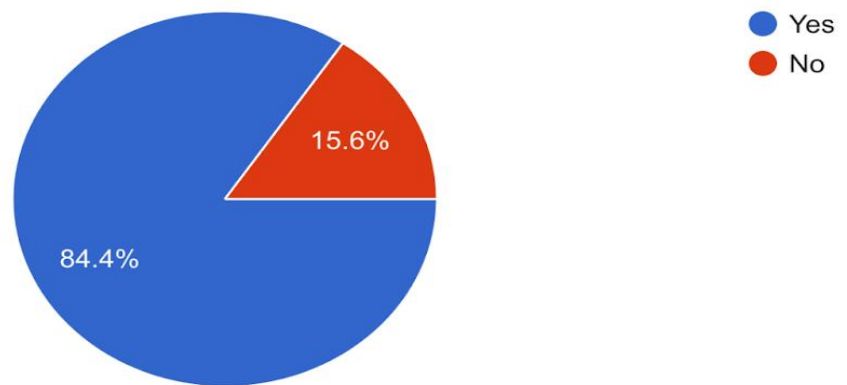
Q4- Did women/ other vulnerable sections.SC/ST of society participate in the Gram Sabha?

301 responses

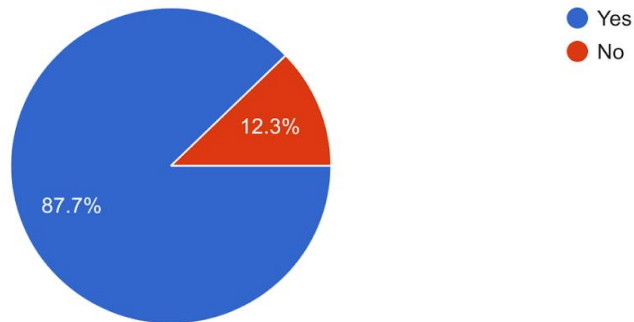


Q5- Are IEC activities conducted in the Gram panchayat/Village?

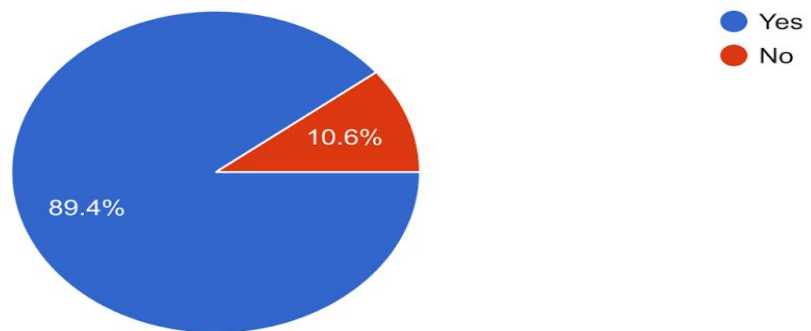
301 responses



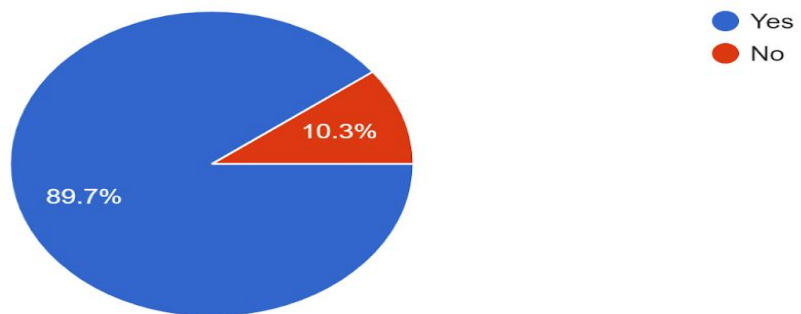
Q6- Are residents of the village informed about the schedule of drone survey well in advance?
301 responses



Q7- Is Drone survey schedule notified and published in Gram Panchayat?
301 responses

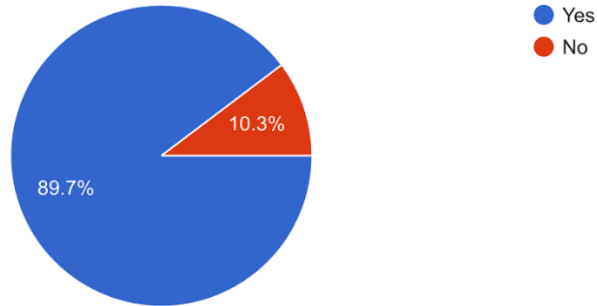


Q8- Is drone survey completed in Gram Panchayats/Village?
301 responses



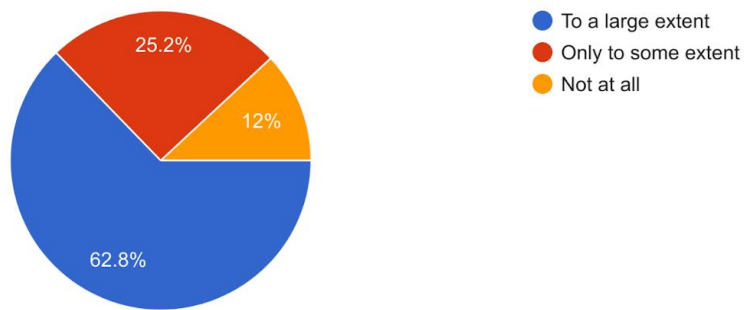
Q9- Are local residents and Panchayats Representatives present at the time of chuna marking of properties?

301 responses



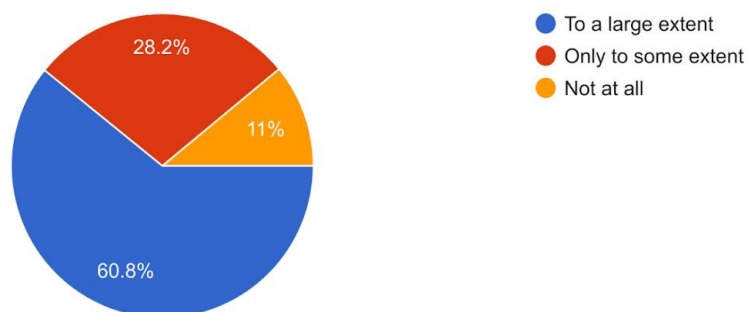
Q10- Are there any issues/disputes observed during chuna marking?

301 responses



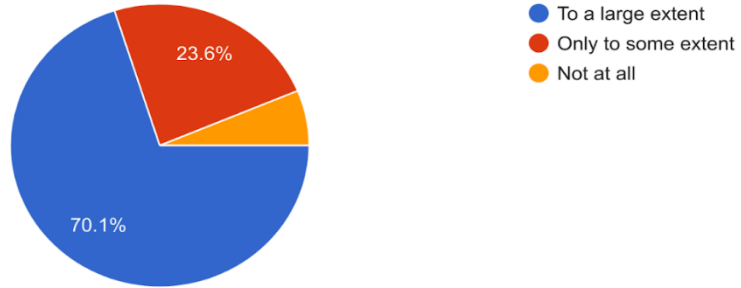
Q11- Are disputes during the chunna marking resolved at Gram Panchayat level?.

301 responses



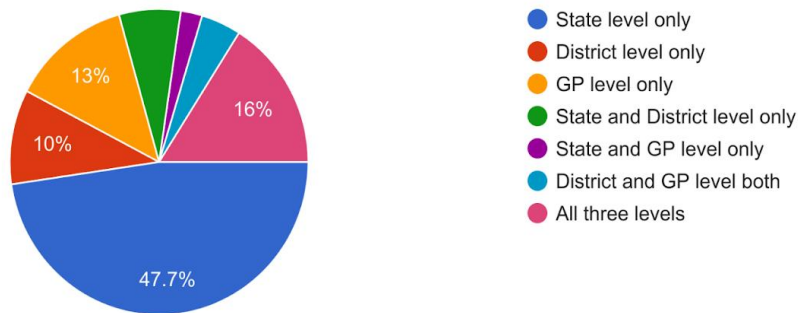
Q12- Is attendance of Survey of India officials, Gram panchayat residents, sarpanch and other concerned officials ensured during drone survey?

301 responses



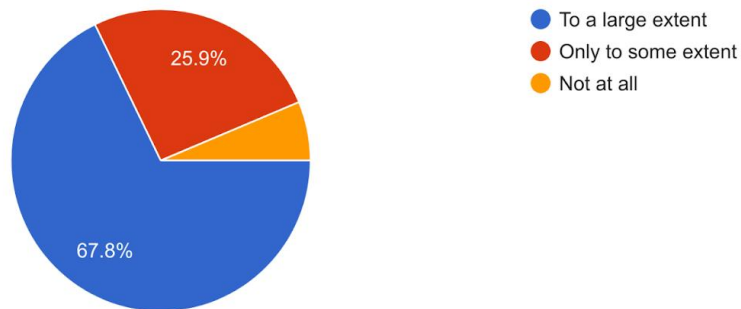
Q13- Has dispute resolution mechanism been put in place by the administration?

300 responses



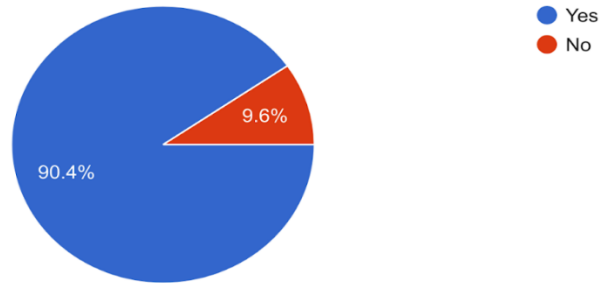
Q14- Are dispute resolution mechanisms effective and able to resolve disputes?

301 responses



Q15- Is the drone survey maps ground verified by officials and ownership/house members data collected for each household?

301 responses



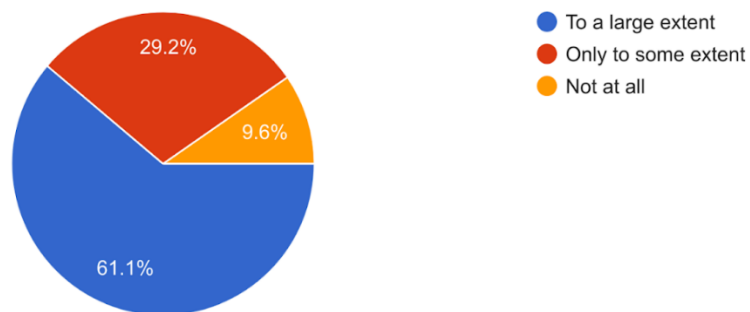
Q16- Are there any disputes raised on the property due to unawareness about drone survey?

301 responses



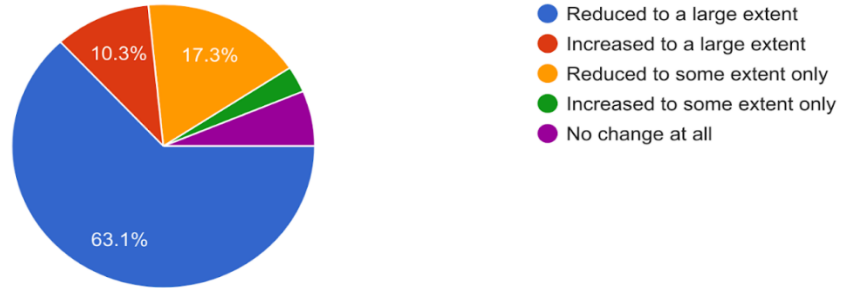
Q17- Are there any disputes raised on the property due to wrong ownership data linking with the property?

301 responses



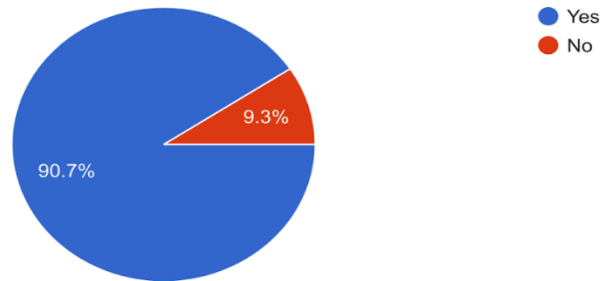
Q18- Has the SVAMITVA scheme lead to reduction/increase in property related disputes in Abadi areas?

301 responses



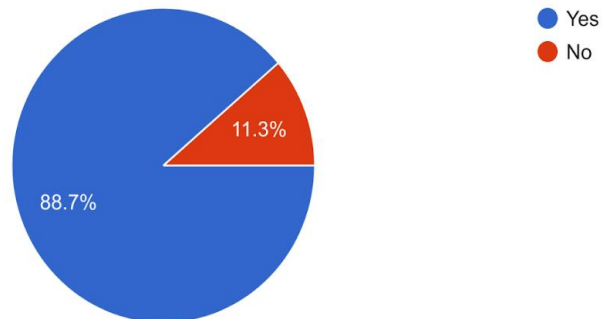
Q19- Is Property Card/Title Deed recognised as legal document by the Banks/Financial Institutions for availing loans and other financial benefits?

301 responses



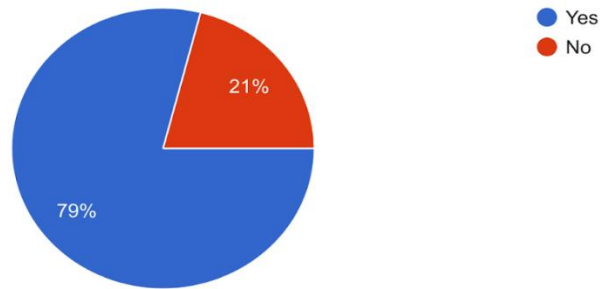
Q20- Are Property Cards/Title Deeds linked with Aadhar?

301 responses



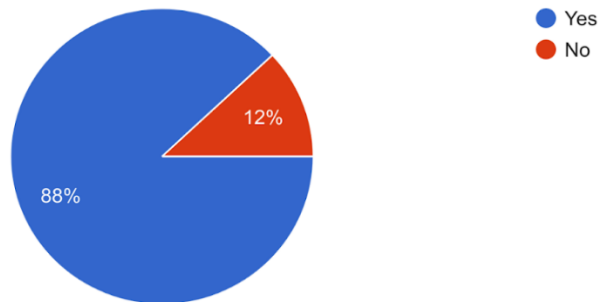
Q21- Are Property Cards/Title Deeds linked with DigiLocker?

300 responses



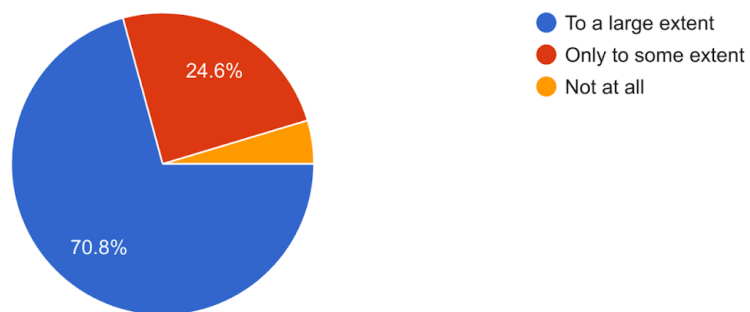
Q22 - Has Property Card/Title Deed issued reduced the hassles and inconvenience of the property owners in abadi areas in comparison to earlier practices?

300 responses



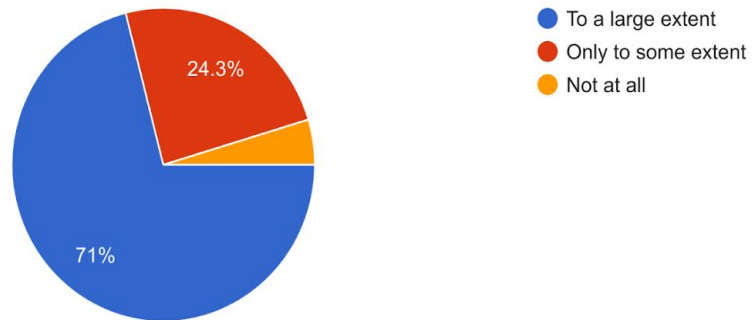
Q23- Is coordination among various agencies such as Panchayati Raj , Revenue, Sol, District Administration, Gram Panchayats, Revenue Department officials involved in the whole process ensured.

301 responses



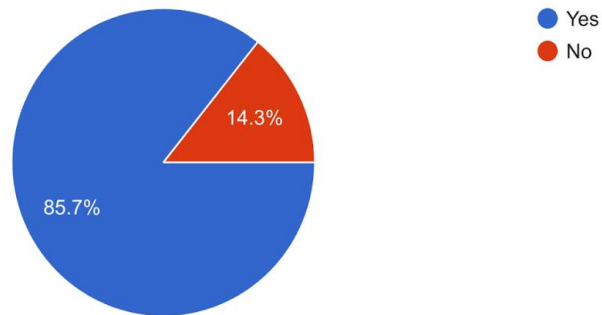
Q24- Are the residents of the villages satisfied with the implementation of SVAMITVA Scheme?

300 responses



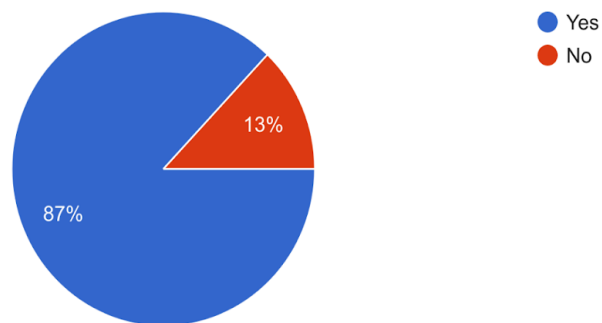
Q25- Is Gram Panchayat property register maintained online?

301 responses



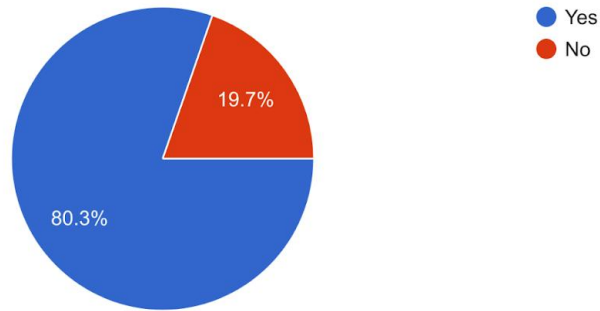
Q26- Is Gram Panchayat property register updated with property details after drone survey?

301 responses



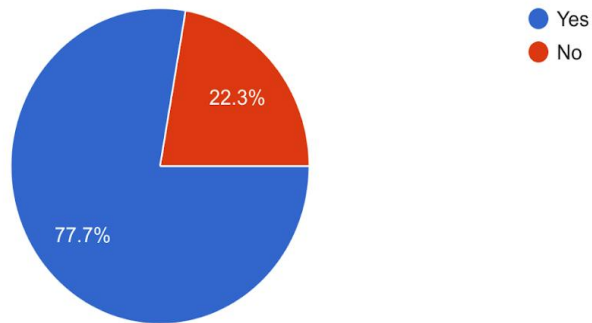
Q27- Is property/house tax collected in the Gram Panchayat?

300 responses



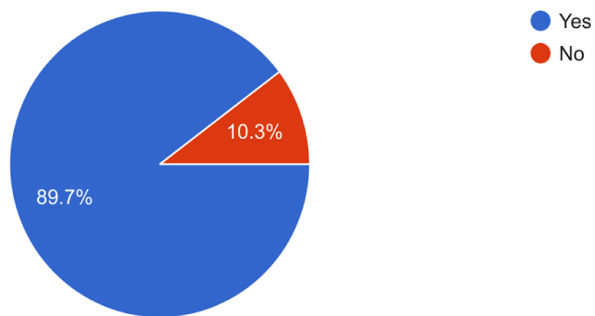
Q28- Has property /house tax been re-assessed after drone survey?

301 responses



Q29- Is any information regarding utilisation of SVAMITVA data regarding better planning provided?

301 responses



Chapter 4 – Challenges

As it has been discussed in preceding chapters that launch of SVAMITVA scheme was a historical decision, which has the potential to trigger social-economic development, which is considered as growth engine of the National Economy and achievement of Sustainable Development Goals (SDGs). However, being new initiative of the Government, there are certain challenges and limitations, which may affect effective implementation of the scheme and in achieving the desired objectives, as enumerated in the implementation framework. This chapter will highlight issues faced/ likely to be faced in the implementation of the scheme.

In the preceding chapters it has been mentioned that there are various stakeholders involved in the implementation of the scheme. Hence, the challenges faced by different stakeholders are also different. However, in the subsequent mitigation strategy for the identified challenges will be discussed, which could be policy input for the Government of India. The major challenges faced by different Stakeholders are illustrated below:

4.1 Survey of India

- i. States are sharing the extent of the Abadi area with the Survey of India team through excel or in KML files. However, unawareness or lack of training in preparation of KML files of drone flying villages leading to delay in subsequent stages.
- ii. Instances of lack of proper coordination among various agencies of the State Government and the SoI have been noticed. Many times although villages are notified for drone survey, but chuna-marking is not completed leading to idling of drones and other related resources of SoI.

- iii. Improper chuna marking of villages in some cases results in repetitive drone flying over the same area leading to inefficient utilization of drones and increased drone flight time.
- iv. Low ortho-rectification and map production infrastructure.
- v. Difficult terrain and connectivity issues in rural areas.
- vi. Resource crunch: Delay in shifting of drones from one location to another for optimal utilization of resources, high turn-around time in the deployment of available drones on the ground.
- vii. Data integrity: Need for oversight by Survey of India on outsourced agency to prevent data manipulation/tampering.

4.2 States:

- i. Inadequate manpower for ground verification and drone survey.
- ii. Siloed approach of various departments/agencies towards data sharing to facilitate ground verification.
- iii. Difficulty in establishment of CORS station by vendors due to local disturbances and spread of misinformation by e anti-social elements in some places.
- iv. **Laws governing land record-keeping practices vary across states:** The SVAMITVA guidelines place the responsibility of implementing the scheme on the state governments, which will be required to amend their existing revenue laws to implement it. There are multiple laws along with revenue laws, which the states will need to amend to implement the scheme. In Haryana, the scheme will be implemented under the Haryana Panchayati Act of 1994.
- v. Grievance redressal: It is important to ensure that land and property disputes are reduced after the scheme has been implemented. Conflicts could arise if the updated RoRs and

property cards do not reflect the reality of land ownership. The scheme guidelines provide for a grievance redressal mechanism, with the final decision-making power resting with the District Collector.

- vi. Compliance with Open Geospatial Consortium Guidelines: The scheme guidelines mention the storage of geospatial data shall be undertaken in accordance with the Open Geospatial Consortium (OGC) Guidelines which will ensure uniformity in data storage across the country.

Chapter 5 – Recommendations & Conclusion:

The Panchayati Raj Department has a very crucial role in this initiative of mobilization through sensitization of the inhabitants about the project, through various IEC activities. In this context, Panchayati Raj Institutions at all levels are actively involved in the whole exercise. The Survey of India team has set up features extraction GIS lab in the State for timely completion of related activities. The village folk were very overwhelmed, enthusiastic about the drone survey & award of the title/property certificate in the State.

The State endeavored to complete the whole cycle of activities from Drone flying to features extractions to conflict resolution for distribution of property cards at the earliest opportunity despite COVID restrictions.

In the study and through interaction with stakeholders, it has clearly come out that there are certain challenges in the smooth implementation of the scheme. Accordingly, measures need to be taken to address the challenges for better implementation and achievement of desired objectives of the scheme.

As we know that one of the major objective of the scheme is to monetise the property with the clear/digital title deed in the form of property card. For the banks and other financial institutions to provide loans against the security of the Abadi property, a record of ownership in the Abadi area must be created and accepted on lines of record-of-rights of agricultural land in the villages.

Banks and other financial institutions primarily look for three basic compliances which title deed/property cards being issued under the scheme must fulfill. These are property card should provide unambiguous evidence of ownership, state laws should provide for creation of mortgage or charge on that property and banks should be able to recover the outstanding loan

by selling the mortgaged property in case of default. The State of Haryana is to ensure that these three basic requirements are fulfilled in respect of the Abadi land.

To achieve the objective of enabling the use of Abadi property as a financial asset by the rural people following specific actions are recommended to be taken by the governments and the banks.

- (a)** Banks readily accept agricultural land as security against loans because ownership of agricultural land is recorded in the RoR which as per law is presumed to be true until proven otherwise. The provision regarding the presumption of truth in the state laws is the most important concept which gives legal sanctity to the RoRs. States must ensure appropriate legal provisions for attaching presumption of truth to the RoRs of Abadi areas as well.
- (b)** Property cards/title deeds being issued under the SVAMITVA scheme must have unique identifier or QR code to enable banks to verify the authenticity of the property card and latest status of property instantly. This will significantly reduce the time of usual verification of property documents through revenue officials.
- (c)** A bank can accept the property as security only when it is identifiable on the ground. Therefore, every plot in the Abadi land must be numbered and boundaries should be clearly defined. Maps should be geo-referenced to enable easy location of the property on the ground by banks.
- (d)** Banks need some basis to assess the value of the property offered as security. States need to notify guidance value for the Abadi area also and update it periodically in line with that of agricultural land.
- (e)** It is required to be well understood by all the stakeholders involved in the implementation of the SVAMITVA scheme that it is not the process of granting

ownership rights in the Abadi land to the people. The ownership rights on the Abadi property already exist with the people as per the law of inheritance, possession and prevailing conventions. However, maps of the Abadi area are not available and rights are not recorded in RoRs like agricultural lands. A property card issued under the SVAMITVA scheme and supporting RoRs provide evidence of the rights of an individual which can be relied upon by the bank. A property card can not be called a title document as it does not transfer any title to the land. Therefore, a property card by itself alone can not be used as a title document to create an equitable mortgage on the property.

- (f)** An equitable mortgage cannot be created by the banks to secure the loan due to lack of title deed in case of majority of rural land. A registered mortgage involves the extra burden of stamp duty on the borrower. Creation of charge by making an entry in the record-of-rights is the most appropriate method for disbursing a loan against Abadi property. Therefore, appropriate legal provisions for the creation of charge on Abadi property by making an entry in the record-of-rights must be made by all the state government which can be accessed by banks for creating charges.
- (g)** The state should ensure that there is no restriction in the law on selling the Abadi property in case of default of the loan, as is done in the case of the agricultural land. However, due process of law will have to be followed by the banks in this regard.
- (h)** Normally, in case of default, a bank has to take the order of a competent court or tribunal for the sale of the mortgaged property. Under the Securitization and Reconstruction of Financial Assets and Enforcement of Security Interest Act (SARFAESI Act), 2002, banks and other financial institutions have been given the power to sell a mortgaged property without the intervention of the court. Provisions

of this Act, however, do not apply to any security created on agricultural land. To avoid later disputes in this regard the Government of India should clarify whether the SARFAESAI Act 2002 will apply on Abadi land or not so that banks and borrowers know in advance the procedure of recovery in case of default.

- (i) Under the SARFAESAI Act 2002, the Central Registry of Securitisation Asset Reconstruction and Security Interest of India (CERSAI) was created to restrain fraudulent activity in lending transactions. As per the directives of the Central Government and the Reserve Bank of India, the lender of a loan shall register all the information concerning a security interest that has been created on any asset or property, with CERSAI through their portal. Such registration is required to be completed within a period not exceeding 30 days from the date of creation of security interest. This provision is also not applicable on agricultural land as per provisions of the SARFAESAI Act 2002. It should be clarified by the Central Government and the RBI, whether mortgages created on the Abadi land will be required to be registered with the CERSAI.
- (j) As loans against the security of Abadi properties will be a new feature for the banks, there may be some hesitation on the part of some bank. Disbursal of the loan will be greatly facilitated if comprehensive instructions are issued by the Reserve Bank of India in this regard. The Ministry of Panchayati Raj may take appropriate steps to get such instructions issued. State Level Bankers Committees (SLBC) may be directed e advised to monitor the progress of disbursal of loans against the security of Abadi properties regularly.

Recommendations:

1. For timely completion of all activities involved in the whole process and creation of record of right, mechanism for close coordination among various stakeholders such as State/UT Project Management Unit (PMU), Survey of India and National PMU must be put in place
2. Comprehensive and customizable MIS system must be developed by NIC for states/UTs to monitor the implementation of the scheme. Workflows must be incorporated in the MIS system to ensure timely completion of various processes like creation of Map1 and handover to states, ground verification, creation of final map and record-of-rights.
3. Cluster-based drone survey program must be notified by States/UTs well in advance (preferably 2-3 months prior). The drone survey plan must be uploaded on the State Land Revenue/Panchayati Raj website for wider publicity and uploaded on the MIS dashboard for monitoring.
4. Survey of India has put in place a mechanism to augment the pace of Feature Extraction work eg. Increasing capacity of digitizers at Geo-spatial data centers, adoption of Cloud-based processing or Outsourcing work for data processing/feature extraction must be done by the Survey of India. This must be intensified.
5. In order to disseminate GIS data as per National Geospatial Guidelines 2021, Standard Operating Procedure (SoP) must be put in place by State Government and Survey of India for utilization by other departments, and agencies. Workshops and meetings with other departments may be organized by Survey of India and States to ensure to optimum use of data for developmental purposes and for that funding should come from the SVAMITVA scheme for one year.

6. State/UTs may establish their own command and control center in collaboration with Survey of India for utilizing CORS data for use in various remote sensing and GIS applications.
7. Survey of India would provide training to the State Revenue Department officials on the operations and usage of various applications and technologies for map data updation (e.g. data updation, use of CORS Network Rover connected FDC), which are to be used in the project. The state line departments will build in-house capacity to handle the project.
8. Survey of India needs to help State government in procurement of infrastructure for updation of maps like GNSS Rovers to ensure quality compliances.
9. Survey of India must put in place a mechanism to preserve integrity of data obtained by outsourced agencies and prevent manipulation/tampering.
10. While revenue department is concerned with maintenance of RoRs, a decision must be taken taking into consideration views of all stakeholders to decide the ownership of data in every state .like Survey and Land Records, Remote Sensing Department etc..
11. The relevant State government need to ensure that the property cards are recognized as legal proof of ownership by the Banks and financial institutions; otherwise, it may end up becoming just another legal document which does not conclusively prove ownership, like all other land records.
12. Land records are not necessarily maintained under the Revenue Acts of all states. Therefore, it is important that the property cards are enlisted as documents requiring stamp duty payment under the Revenue Acts of the State in order to give them legal validity.
13. The SVAMITVA guidelines could instruct state governments to constitute expert committees to ensure that the necessary state laws are amended so that the objectives of the scheme are achieved. Moreover, the state governments should carry out capacity

development of revenue and other relevant officials to ensure that the record-keeping practices are streamlined with the amended legislation.

14. Details of encumbrances are often not fully entered in the land records. Therefore, it is crucial to make provisions for recording encumbrances against landholdings on the property cards to avoid potential litigation.
15. The state governments must amend the relevant laws to enable GPs to collect property tax.
16. It is crucial that all states review their property tax assessment and recording practices to capture all property details for tax assessment and ensure the timely updation of tax registers. The classification of properties by their uses such as, residential and industrial, the number of floors they have and if the properties are made of kutchha or pakka material must be undertaken. Ground truthing exercises must be undertaken with due diligence while the surveys are being conducted.
17. In states where a legal framework exists to recognise the rights of marginalised communities, the respective state governments should ensure that while carrying out the mapping exercise, the rights of the people belonging to these groups are reflected in the updated RoRs. This could partially be achieved through sensitisation training of the surveyors. This can be achieved through expert committees to be formed at state-level which could review existing state laws and recommend state governments to amend them to ensure inclusion of marginalised groups.
18. The survey officials must be trained to ensure that they take into consideration the claims of marginalised communities while undertaking grievance redressal. It is also important that special care is taken in Abadi areas while demarcating land holdings for the first time so that marginalised groups are not dispossessed. It would be helpful if communities are involved in the mapping and documentation exercise while it is being undertaken.

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Questionnaire

S. N.	Questions
1.	Is awareness program conducted to sensitize the rural population about the surveying methodology and its benefits? -State level only -District level only -GP level only -State and District level only -State and GP level only - District and GP level only -All three levels
2.	If yes, are these awareness programs effective? Yes No
3.	Is Gram Sabha held for creating awareness of SVAMITVA Scheme, its intended benefits, various survey activities and drone flying? Yes No
4.	Did women/ other vulnerable sections.SC/ST of society participate in the Gram Sabha? Yes No
5.	Are IEC activities conducted in the Gram panchayat/Village? Yes No
6.	Are residents of the village informed about the schedule of drone survey well in advance? Yes No
7.	Is Drone survey schedule notified and published in Gram Panchayat? Yes No
8.	Is drone survey completed in Gram Panchayats/Village? Yes No
9.	Are local residents and Panchayats Representatives present at the time of chuna marking of properties? Yes No
10.	Are there any issues/disputes observed during chuna marking? -to a large extent

	-only to some extent -not at all
11.	Are disputes during the chunna marking resolved at Gram Panchayat level? -to a large extent -only to some extent -not at all
12.	Is attendance of Survey of India officials, Gram panchayat residents, sarpanch and other concerned officials ensured during drone survey? -to a large extent -only to some extent -not at all
13.	Has dispute resolution mechanism been put in place by the administration? -State level only -District level only -GP level only -State and District level only -State and GP level only - District and GP level both -All three levels
14.	Are dispute resolution mechanisms effective and able to resolve disputes? -to a large extent -only to some extent -not at all
15.	Is the drone survey maps ground verified by officials and ownership/house members data collected for each household? Yes No
16.	Are there any disputes raised on the property due to unawareness about drone survey? -to a large extent -only to some extent -not at all
17.	Are there any disputes raised on the property due to wrong ownership data linking with the property? -to a large extent -only to some extent -not at all
18.	Has the SVAMITVA scheme lead to reduction/increase in property related disputes in Abadi areas? -reduced to a large extent -increased to a large extent -reduced to some extent only -increased to some extent only -no change at all
19.	Is Property Card/Title Deed recognised as legal document by the Banks/Financial Institutions for availing loans and other financial benefits?

	Yes No
20.	Are Property Cards/Title Deeds linked with Aadhar? Yes No
21.	Are Property Cards/Title Deeds linked with DigiLocker? Yes No
22.	Has Property Card/Title Deed issued reduced the hassles and inconvenience of the property owners in abadi areas in comparison to earlier practices? Yes No
23.	Is coordination among various agencies such as Panchayati Raj , Revenue, SoI, District Administartion, Gram Panchayats, Revenue Department officials involved in the whole process ensured. --to a large extent -only to some extent -not at all
24.	Are the residents of the villages satisfied with the implementation of SVAMITVA Scheme? -to a large extent -only to some extent -not at all
25.	Is Gram Panchayat property register maintained online? Yes No
26.	Is Gram Panchayat property register updated with property details after drone survey? Yes No
27.	Is property/house tax collected in the Gram Panchayat? Yes No
28.	Has property /house tax been re-assessed after drone survey? Yes No
29.	Is any information regarding utilisation of SVAMITVA data regarding better planning provided? Yes No