



Center of Excellence (CoE)
under
Digital India Land Records Modernization Programme (DILRMP), Department of
Land Resources,
Govt. of India

GUIDELINES AND
PROFORMA FOR SUBMISSION OF PROPOSALS

Government of India
Ministry of Rural Development
Department of Land Resources
Nirman Bhawan, Maulana Azad Road
New Delhi-110011

Centre of Excellence (CoE)

The Department of Land Resources (DoLR) proposes to set up a *Centre of Excellence (CoE) in Land Administration and Management*. The CoE is envisioned as a hub for research, training, and capacity building in the field of land administration and management under the aegis of Ministry of Rural Development, Government of India.

Background

Land Administration as it is understood comes under the jurisdiction of the states. All the aspects relating to land e.g. Ownership, tenure, land revenue, conversion of use, restriction on transfer, acquisition of land, Survey, settlement etc. are governed by the state specific laws and are implemented by the bureaucratic machinery belonging to the state governments. The work of the Land administration can be broadly categorized into the following heads:

- i. Creation of New Records: Survey and Settlement
- ii. Maintenance of Land Records: Updates and changes in the Land Records
- iii. Transfer of Land: Registration of deeds for transaction of Land Property.
- iv. Dispute Resolution: Taking quasi-judicial decision in the Revenue courts by Revenue Authority.

Though, the works mentioned above generally fall within the purview of Revenue Department in the state, there are generally two to three verticals handling them category wise. Category (i.) is generally handled by the Survey and Settlement Department, where as Category (ii.) and (iv.) are handled by the Revenue department. Category (iii.) is generally handled by the Registration department. Availability, accessibility and accuracy of land records has a significant impact on the economic development of the state as it determines the trust people place on the ownership of property in the state and its enforceability.

Computerization and Digitization of Land Records and its administration started in the decade of 1990's at the state level. Some of the states like Karnataka, Maharashtra, Tamil Nadu and Madhya Pradesh took early lead in the process and achieved substantial success in building a digital records system that is widely reliable, sharable and accessible to the citizen. However, this required continuous efforts in the area of:

- Amendment and updation of land laws
- Computerization and digitization of the Land records data
- Training and capacity building of the staff to handle challenges of computerization and faster service delivery

- Standardization of the process in Land administration and building of standards for linkage of various systems relating to land administration.

Though some of the states moved ahead, many states could not keep pace with the progress because of various reasons like lack of proper administrative set up, absence of appropriate land laws, lack of funds, lack of infusion of technology in the sector and lack of general motivation of the staff engaged in Land Resource Administration.

With the emphasis on increasing the availability of authentic land records data to citizen and all other stakeholders for its use in economic activities as well as in government schemes both at the central and state level, there is a need to develop a common minimum level of standard in the availability and accuracy of land records across the country. This will ensure better use of land as an economic resource by the citizen as well as business in search of appropriate land and related resources. Even though the Laws and Land administration practices continue to be the responsibility of the state, there is a case for institutions and schemes at the central level to guide and handhold the states in the direction of making the Land records more reliable, transparent and available to all the levels. Few Regional and Theme based Centre of Excellence (CoE) on Land Resource Administration and Management spread across the country can become institutions to share the knowledge, develop common standards, work on new concepts and ideas, train staff of the states, document best practices and failures with causes and test use of various cutting-edge technologies in the field of Land Resource Administration.

The establishment of a Centre of Excellence dedicated to addressing various challenges is crucial for promoting best practices, innovation, and capacity building in this field.

Objectives of CoE:

- i. Monitor and evaluate the impact of land governance reforms and initiatives and provide feedback for continuous improvement.
- ii. Conduct research on best practices and innovative solutions in land administration and management.
- iii. Provide technical advice and support to State governments and policymakers for the development of effective land governance policies and strategies.
- iv. Provide assistance in survey /re-survey activities using advanced technologies like ETS/DGPS, drone, LiDAR etc. for rural and urban areas.
- v. Provide assistance and support in implementation of innovative initiatives like Bhu-Aadhaar or ULPIN, NGDRS and Transliteration of Land Records in various States/UTs.
- vi. Contribute to strengthen and streamline process towards land tenure security, Land reforms, land records digitization, consolidation of holding and the resolution of land disputes.
- vii. Support in standardization of various parameters related to Land Parcels as envisaged in National Geospatial Policy 2022

- viii. Provide support for having efficient system for collection of rents, transfer and alienation of land, land improvement and agricultural loans excluding acquisition of non-agricultural land or buildings, town planning improvements, the assessment and collection of revenue, survey of revenue purposes, alienation of revenues in the States.
- ix. Provide training regarding Administration of the RFCTLARR Act, 2013 and matters relating to acquisition of land for purposes of the Union.
- x. Provide guidance for recovery of claims in a State in respect of taxes and other public demands, including arrears of land revenue and sums recoverable as such arrears, arising outside that State.
- xi. Establish a knowledge management system for sharing information, best practices, and lessons learned in land administration and management.
- xii. To provide support in legal matters like study of various acts and suggestions for amendment related to land and registration processes.
- xiii. Advocate for policy reforms aimed at improving transparency, accountability, and efficiency in land administration systems.
- xiv. Build partnerships and networks with other institutions, government agencies, and stakeholders to facilitate knowledge exchange and collaboration.
- xv. Enhance the capacity of land administration professionals through training programs, workshops, and seminars.
- xvi. Provide technical assistance to other countries in the implementation of land governance reforms and initiatives.
- xvii. Support efficient land use planning and management that contribute to economic growth, social equity, and environmental sustainability.

Functions of Centre of Excellence

The core functions of CoE should focus on areas like:

- i. Conduct the impact and evaluation studies on various parameters of land governance and provide feedback and suggestions for improvements.
- ii. Compile and document the best practices/innovative initiatives of various States/UTs in field of Land Governance.
- iii. Provide technical assistance in survey/re-survey using ETS/DPGS, drones, LiDAR etc. to the regional states where the CoE is established.
- iv. Provide hands-on training for digitization and georeferencing using open-source GIS software like QGIS to local revenue functionaries.
- v. Conduct high Quality Training in Land Surveying, Computerization of RoRs, Digitization of Cadastral Maps with special focus on emerging technologies for Urban and Rural areas.
- vi. Support in various activities of Digital India Land Records Modernization Programme (DILRMP) and Digitization of Urban Land Records Programme (DULREP)
- vii. Study various acts of State Government related to urban and rural land records and titling etc.

- viii. Prepare and update the glossary of various terms in different States/UTs with their meanings for standardizing the RoRs and other documents related to Land.
- ix. Assist in formulating various standards related to land parcels as per NGP 2022 and formulating draft standards for placing before Thematic Working Group on Land Parcels of DoLR for further modifications.
- x. Conduct Research and Development in related fields and disseminate the results of the R&D, other activities and transforming them into sustainable proposals/ solutions.
- xi. Support creative and innovative proposals related to Land Administration, Management or Governance in terms of functions and facilities.
- xii. Establish a sound new institutional base for executing the programmes/projects by strengthening the existing infrastructure.
- xiii. Foster relations across countries, between governments, workers, chambers of commerce, academia, industry and other Industrial associations in establishing collaborations of various projects of Institute/Organizations in the domain of Land Governance.
- xiv. Create network of nearby institutes for capacity building and mentoring support to various Revenue Officials and field functionaries for effective implementation of schemes/programmes.

Elements of a CoE: A CoE Project should, aim to have the following basic elements:

- a. The efforts must be to concentrate existing capacities and resources to facilitate collaboration across disciplines and across organizations on long-term programmes and projects of direct relevance to the Land Administration & Management.
- b. The CoE must strive to strengthen and broaden the scope of the Centre's external relations with an aim to service in the Land Governance domain and develop Public Private Partnerships, wherever possible.
- c. All parties involved in the CoE will bring to the partnership a special expertise of strategic importance to the Land Administration & Management.
- d. The Director/Head of the proposed CoE must have requisite administrative experience to direct the program and guide the other team members in the proposed CoE.
- e. CoEs would help in development of new products, newer applications, innovation and improvement of technology, process innovation, quality, environmentally sustainable development, etc.
- f. The creation of CoEs will also serve the purpose of having a "low-cost-high-returns" intervention by the Government.

Eligibility conditions for Institutes for submission of proposal under the CoE:

The CoE would be assessed for their eligibility based on the following parameters:

- a) Existing Central or State Government University and Government organizations with a proven track record of work in Land Administration.
- b) The institution should be currently engaged in Research and Development activities in the Land Governance and Management Sector, as indicated by publications, research projects, consultancy assignments etc.
- c) It should have adequate infrastructure in terms of land & building, to house the Centre of Excellence which would include manpower, equipment, computers, survey instruments etc. to be purchased from the grant.
- d) The institute should have competent core staff of the field in which the Centre of Excellence is proposed to be set up.
- e) The institute should have sufficient and competent manpower, research staff who could be engaged in field in which the Centre of Excellence is proposed to be set up.

Duration of the CoE

The CoE will be operational initially till 31st March, 2026 and the same is extendible as per performance of the CoE after approval of competent authority.

Funding pattern under the CoE:

- a) The DoLR would not provide any financial support for creating infrastructure for CoE.
- (b) The financial support under the CoE would include (i) remuneration to Experts, technical consultants and Support staff, and TA and DA as per Ministry of Finance, Govt. of India instructions (ii) Equipment, Computers, Printers, Internet Facility etc., (iii) Research Literature and Consumables (iv) Organizing Workshops/Conferences/Seminars/Trainings in the relevant area.
- b) The fund will be released in accordance with the instructions issued by the Department of Expenditure, Ministry of Finance, Govt. of India from time to time.

Submission of proposals for setting up COE

Based on broad areas of research, the institutes may fill-in the enclosed proforma and submit proposals. After due consultations and deliberations, focus areas would be prioritized and finalized for selection as CoE.

Modalities / Selection process for the approval of CoE: The selection of a proposal will be in the following steps:

- a) **Internal to the Institute** –Director/Head of the proposed centre will prepare the Project Report and submit it to the Head of the institution, who after evaluating it at his/her level for qualitative improvements, will cause it to be submitted to

DoLR with his / her specific recommendations. He/she will make observations on achievements of the identified centre, its position in existing research and development life-cycle, availability of infrastructure, potential for growth and requirements of additional support for an initial period of three years; extendable for two years.

b) Evaluation of the proposal by Expert Committee - The project proposals received from the institutes will be evaluated by an Expert Committee, chaired by Joint Secretary (Land Regulations). Director/Head will make a presentation to the Expert Committee and the Expert Committee will make specific recommendations regarding selection of the centre, based on relevance of work in the present scenario, current research status of the applicant institute, its team, depth of collaboration with the industry and the requirements proposed.

c) Final approval - the proposals recommended by the Expert Committee will be placed before the Project Sanctioning & Monitoring Committee (PS&MC) chaired by Secretary, DoLR for final approval.

d) The financial input/sponsorship has to be worked out as per the selected topics and institution's outputs. Besides, financial obligation has also to be undertaken by the institute/autonomous body where CoE is being created. A framework will be finalised, if a PPP partner is available. The CoE shall strive to achieve a stream of income through its research and development activities including by way Patent registration and licensing, consultancies as far as possible to achieve a degree of financial independence while focusing on its core mandate.

e) After selection, a Bond and reporting formats will have to be signed by the applicant institution with DoLR.

Monitoring Mechanism: The Monitoring of the CoE will be ensured through the following measures:-

a. After signing of the bond, and starting of the Project, the reporting formats will be submitted on half yearly basis to the Land Regulations Division, DoLR.

b. Progress reports shall indicate inter-alia the date of commencement of the programme, location, name of the Director/Head, list of equipment's purchased, achievements with reference to the milestones, names and number of scholars engaged, research activities undertaken, services to the industry in the proposed area and income thereof details research papers number of consultancies involving dissemination of knowledge to industries, earning from the consultancies, other dissemination activities.

c) The Project Monitoring Committee will review the working of CoE yearly including against the targets set if any by the PS&MC to consider release of the next yearly installment.

d) Evaluation Post implementation and reporting thereof - At the end of the implementation /establishment of the CoEs, each CoE will be evaluated by a team of independent experts in terms of the Outcome envisaged under the CoE and actual achievement. Each of these centres will be given a grading evolved in accordance with the weighted elements of the outcomes in the scheme in terms of impact on the Land Governance scene. The committee shall make a SWOT analysis noting the success and shortcomings and suggest areas and mechanism for continued improvement.

e) The Department of Land Resources, MoRD shall consider the recommendations of the committee and take a final view. Decision arrived by at Department of Land Resources, MoRD shall be binding on the CoE and it shall be incumbent on the CoE to act upon them.

f) After the implementation, each centre shall report the achievements in respect of their centres and document the success stories as well as its shortcomings for continued improvement and learning on half yearly basis. This will also ensure continuity of research in the proposed area and implementation of timely advancements in the technology.

Terms and Conditions

a. As per the latest instruction by Controller General of Accounts (CGA), Government of India, the grantee institution is required to register at CGA website (<http://pfms.nic.in>) post progress reports UCs and other information under the REAT module to facilitate release of funds.

b. All CoEs are required to execute a Bond (in prescribed proforma) on a non-judicial stamp paper before any grants-in-aid are released to them.

c. The grant being released should be exclusively spent for the specified purpose for which it has been sanctioned within the stipulated time. Any unspent balance out of the amount sanctioned, including interest accrued, would be refunded to Consolidated Fund of India through Bharatkosh/DD in favour of Pay and Accounts Officer, DoLR, MoRD payable at New Delhi.

d. The grantee shall furnish to DoLR, utilization certificate and an audited statement of accounts pertaining to the grant as per the prevalent financial rules of Government of India and submit progress reports, UCs and other information under the REAT module at the end of each financial year.

e. The grantee is required to send two copies each of following to DoLR at the end of each financial year as well as at the time of seeking further instalments of the grant, if any.

- i. Progress report in the reporting format (hard & soft copy);
- ii. Audited statement of accounts relating to the amount sanctioned; and
- iii. Utilization certificate, in the prescribed proforma,

- f. All the assets/equipments acquired or created from the grant shall be installed in the premises of the CoE and not in any other Department/Division of the host institute, unless specifically approved by the DoLR.
- g. Assets acquired wholly or substantially out of government grant, except convinced that the grant is not being utilized properly or that appropriate progress in the project work is not being made.
- h. CoE would maintain a record of all the equipment procured and once these are unserviceable/ obsolete/unusable they should be disposed with a prior permission for assets more than Rs. 1.00 lakh from the DoLR. The fund thus generated from disposal of capital equipment should be flowed back to CoE.
- i. Concerned officers of DoLR or its authorized representatives may visit the organization/ CoE for ascertaining the progress of work and attempt to resolve any difficulties that might be encountered in the course of implementation.
- j. DoLR reserves the right to terminate support to the project at any stage, if it is convinced that the grant is not being utilized properly or that appropriate progress in the project work is not being made.
- k. DoLR will not have any liability towards the manpower appointed by the grantee institution for implementation of the project.
- l. DoLR will have no responsibility in case of any loss is caused to any life or property due to accident, fire or any other reasons. The host Institute is required to take appropriate safety and insurance measures to safeguard against any loss to human life and property related to CoE.
- m. The DoLR will have no liability on account of any omission or commission of regulatory/ statutory requirement by the CoE.
- n. The Grantee will indemnify, defend and hold harmless the DoLR from and against, and in respect to, any and all losses, expenses, costs, obligations, liabilities and damages, including interest, penalties and attorney's fees and expenses.

PROFORMA FOR SUBMISSION OF PROPOSAL FOR CENTRE OF EXCELLENCE

(to be filled by the applicant)

1. Name of the Institute/Organization submitting the Project Proposal;
2. Address and Status of the Institute:
3. Sources of Funding for the institution and its projects
4. Name and designation of the Executive Authority of the Institute/ Forwarding the applicant;
5. Details of built-up area (insq.mt. /sq. ft.) will be made available for CoE?

S.No.	Description	Space Proposed (sq. m. /sq.ft.)
1	Incubation Space(Cubicles)	
2	Conference Room	
3	Meeting Room	
4	Cafeteria, if any	
5	Office Space	
6	Other	
	Total	

6. Budget Estimate Break-up – Total contribution from GoI (Maximum amount per year: For 1st year: Rs.80.00 lakh per year and from 2nd year onwards : Rs. 68.00 lakh per year)

	Expenditure Heads	Amount (Rs. inLakh)
A.	Expenditure (non-recurring) (For 1st year initial set up)	
1	Thrust area Equipment/Instruments/Tools & Devices/IT systems (Rs.5-8 lakh)	
2	Office equipment including state-of-the art Communication network/Installations (Rs. 3-4 lakh)	
	Total A	
B.	Operational Expenditure (Recurring)	
1	Suggested Manpower Structure (Rs. 50.40 lakh per year) 1. Director: Head of the Center of Excellence Level: Equivalent to Additional Collector/Selection grade Deputy Collector to be appointed by the Institute out of its regular manpower Experience of at least 10 years in land administration	

	<p>2. Land Record Expert: One (Contractual)</p> <p>Retired Government servant like SDM/Tehsildar or equivalent with experience of work in land administration like, survey, Registration, Revenue, consolidation etc. Remuneration: Maximum Rs. one lakh (1.00 lakh) per month</p> <p>3. IT& GIS Expert: One</p> <p>Consultant IT with minimum 5 years of Experience Remuneration: Maximum Rs. one lakh (1.00 lakh) per month</p> <p>4. Research Scholar: Two (One each to support Land Record Expert and IT&GIS Expert)</p> <p>Familiar with land administration/IT& GIS work with 3-5 years of experience Remuneration: 0.70 Lakh/ month</p> <p>5. Training Assistant: One</p> <p>Graduate with 1-2 years of experience Remuneration: 0.50 Lakh/ month</p> <p>6. Data entry Operator: One</p> <p>Remuneration: 0.30 Lakh/ month</p>	
2	Travel (Rs.2-3 lakh per year)	
3	Maintenance of equipments like Computers, Printers, Internet Facility etc. (Rs. 2-3 lakh per year)	
4	Networking and Training Programmes (Rs. 5-7 lakh per year)	
5	Other Expenses including consumables, printing, publications, books, journals etc. (Rs.2-2.60 lakh per year)	
6	Contingencies (Rs.1-2 lakh per year)	
	Total B	
	Grand Total (A+B)	

** Budget to be submitted along with the justification of each item and a list indicating cost alongwith the quotations for the thrust area equipments, office equipments under non-recurring expenditure on a separate sheet.*

*** Budget break-up of Recurring Expenditure- manpower, utility and maintenance, marketing promotion, training programmes and Miscellaneous & contingencies along with the justification to be given on a separate sheet.*

PART IV: DECLARATION / CERTIFICATION

It is certified that,

- a. The work proposed in the CoE has not been submitted to any other agency for financial support.
- b. If the project involves field trials/experiments/exchange of specimens, etc. we will ensure that ethical clearances would be taken from concerned ethical Committees/Competent Authorities and the same would be conveyed to DoLR.
- c. Any outcome or intellectual property right(s) on the invention(s) arising out of the project shall be informed to DoLR
- d. The institute/organisation agrees that the equipment/plant & machinery and other basic facilities shall be extended to investigator(s) throughout the duration of the project.
- e. The institute assumes to undertake the financial and other management responsibilities of the project and submit the utilization of the grants annually to DoLR.

Name & Signature of the

Director –CoE (with seal)

Date:

Place:

Name & Signature of the

Head of the Institution (with seal)

Date:

Place: