E-GOVERNANCE INITIATIVES OF
REVENUE AND DISASTER MANAGEMENT
DEPARTMENT OF ODISHA: AN OVERVIEW

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Immanuel Kant, in his Grundlegung Zur Metaphysik de Sitton, says, “So act as to treat humanity, whether in their own person or in that of any other, in every case as an end withal, never as means only”. Kant’s observation is even more valid in the present day context. It propagates that, the citizens are ends in themselves, rather than just means to other ends. The colonial view of the Government as a ‘controller’ and ‘ruler’ is obsolete today, where it is now more a coordinator and provider.

e-Governance in this context is the application of Information and Communications Technology (ICT) with regards to government functioning in order to create ‘Simple, Moral, Accountable, Responsive and Transparent’ (SMART) governance. According to the World Bank, “E-Government refers to the use by government agencies of information technologies (such as Wide Area Networks, the Internet, and mobile computing) that have the ability to transform relations with citizens, businesses, and other arms of government. These technologies can serve a variety of different ends: better delivery of government services to citizens, improved interactions with business and industry, citizen empowerment through access to information, or more efficient government management. The resulting benefits can be less corruption, increased transparency, greater convenience, revenue growth, and/or cost reductions.”

UNESCO defines e-Governance as: “Governance refers to the exercise of political, economic and administrative authority in the management of a country’s affairs, including citizens’ articulation of their interests and exercise of their legal rights and obligations. E-Governance may be understood as the performance of this governance via the electronic medium in order to facilitate an efficient, speedy and transparent process of disseminating information to the public, and other agencies, and for performing government administration activities.”

As such, e-Governance is generally understood as the use of Information and Communications Technology (ICT) at all levels of the Government in order to provide services to the citizens, interaction with business enterprises and communication and exchange of information between different agencies of the Government in a speedy, convenient efficient and transparent manner. To quote Dr. APJ Abdul Kalam, former President of India, who has visualized e-Governance in the Indian context to mean: “A transparent smart e-Governance with seamless access, secure and authentic flow of information crossing the interdepartmental barrier and providing a fair and unbiased service to the citizen.”

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2 Source: http://go.worldbank.org/M1H60Z280 (extracted on 13.07.2018)
5 Inaugural address at IIT Delhi during International Conference on e-Governance.
E-GOVERNANCE INITIATIVES IN INDIA: WHEN, HOW & WHERE.

It is evident that e-Governance is intrinsically linked with the development of computer technology, networking of computers and communication systems. In developing countries, such technologies and systems became available with a perceptible time lag as compared to developed nations. However, in the case of India, with the liberalization of the economy from the early 1990s onwards, there has been a convergence in the availability of cutting edge technologies and opportunities in the field of e-Governance. Generally speaking, the Indian experience demonstrates that the onset of e-Governance proceeded through the following phases:

(a) Computerisation
(b) Networking
(c) On-line presence
(d) On-line interactivity

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e- Governance services can be shared between citizens, businessman, government and employees and as such function consisting four basic models like:

1. Government to citizens (G2C)
2. Government to government (G2G)
3. Government to employees (G2E)
4. Government to businessman (G2B)

- Interface between government and its citizen in terms of services available on-line like Payment of online bills such as electricity, water, telephone bills etc. Online registration of applications. Copies of land-record. Online filling of complaints etc.

- Interface in terms of services shared between the governments and various government agencies, department and organizations like ; Sharing of information between police department of various state, Government document exchange which includes preparation, approval, distribution, and storage of all governmental documents etc.

- Interface between Government and it's employee by ensuring transparency in All kind of data submission(attendance record, employee record etc) from various government offices, Grievance of Employee, All kind of rule- regulation and information for employees, payment and working records etc..

- Interface between Government, private sector and businessman by providing on-line services in terms of Collection of taxes , Rejection and approval of patent , Payment of all kind of bills and penalty, Sharing of all kind of information, rules and data, Complaints or grievance redressal etc.

Based upon the above models of e-Governance, today it is implemented by government in almost every field. From urban states to rural areas and from politics to teaching, transport to technology and agriculture to health, e-Governance has spread its root everywhere. Either its public or private sector, common man or businessman all is largely dependent on e-governance. The image of e-governance in India is highlighted by the performance of land administration, which is facilitated by the state revenue department through maintenance of land records, registration of property transactions and updating of records through mutations and cadastral maps. To improve accessibility, to check frauds and increase efficiency of the land records system, the Government of India has launched National Land Record Modernization Programme (NLRMP) with a primary objective of end-to-end computerisation of land records, and subsequently migration from the existing presumptive titling system to a
conclusive titling system\textsuperscript{7} and thereby providing land rights to the people without the involvement of any middle men. Bhoomi (Karnataka), Gyandoot (Madhya Pradesh), FRIENDS (Kerala), Dharani (Goa), e-Seva (Andhra Pradesh), SETU (Maharashtra), SUWIDHA (Haryana) etc. are the examples of few promising e-Governance initiatives adopted by different states in India.

**E-GOVERNANCE INITIATIVES IN ODISHA: THE VISION AND MISSION**

The e-governance vision of Odisha aims at establishing a networked government for greater transparency and accountability in delivery of public services to facilitate moral and material progress of all citizens. Thus the e-governance vision of Odisha aims at establishing a truly networked government that would create and manage all the 4 pillars of e-governance, namely e-management, e-service, e-democracy, and e-commerce\textsuperscript{8}.


Keeping the interest and enthusiasm high and considering the increased thrust on e-governance across the country, the state also came up with the promising Odisha e-Governance plan and thereby the state has taken up state-wide planned initiatives, which includes policies, infrastructure and software application development specifically to create an ICT enabling environment to enable citizen centric service delivery. In the year 2004 the government came out with the Information Technology & ITeS Policy. The e-Governance roadmap of Odisha was released on 14th June 2006 by the Hon’ble Chief Minister, which compromised of governance Vision, governance Strategy & Blue print and Capacity Building road map. To implement it, 15 Departments were identified to provide more than 200 services under the Mission Mode Programme (MMP) of National e-Governance Programme. The e-District Project has also been included into the ambit of MMP. The state Government has initiated steps to formulate the e-District plans and had submitted a proposal to Government of India to pilot it in two districts. Further to enable access to public utility services at citizen door step, establish of 8558 nos. of Common Facility Centre by 2008 has been initiated and this will roll out the much need Citizen Centric Services through these facility centres.

**E-GOVERNANCE INITIATIVES BY REVENUE AND DISASTER MANAGEMENT DEPARTMENT: A WAY FORWARD IN ENSURING GOOD GOVERNANCE:**

A state where land is treated as having the most valuable possession of people, it is essential on the part of the government to use e-Governance initiatives to ensure hassle free services to the people in terms of land and land rights and subsequent revenue collection. Such IT interventions while on the one hand is crucial in ensuring and thereby expediting public service delivery to the citizens in a time bound manner, on the other hand it will weed out the concept of middle men and the subsequent harassment by them. As the maintenance of land records and its regular and timely updation is of paramount importance for the Revenue and Disaster Management (R&DM) Department, use of technology and adopting technology driven models seems the need of the hour. This not only links the grass root level unit of revenue administration with the top one but also enables the public to access their desirable services with ease. To ensure these functionalities, the department has introduced various e-Governance initiatives like:

- Land Records Management System (LRMS) or e-Mutation
- E- Registration
- Dynamic Web Information System of Tahasils (DWIST)
- Document Management System (DMS)
- Bhulekh- BhuNaksha
- Revenue Court Case Monitoring System (RCCMS)

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**Manual of Tahasil Accounts (MTA)**

**e-MUTATION**

e- Mutation, otherwise known as Land Records Management System (LRMS) is an online mutation procedure came into force in 2013 being implemented in 7 Tahasils of the state in a pilot mode and now covering all the 317 Tahasils of the state. It is basically a transaction based work flow driven online system for correction of Record of Rights (RoR). It is linking the registration system with the Tahasils and in case of any landed property transaction at the Office of the Sub-Registrar, it will be reflected automatically on the online dashboard of the Tahasildar and thereby initiating the process of correction of records at the Tahasil level. It’s central objective is to bring faster, accuracy, transparency and correctness in updating the RoRs and also enables the citizen to know the status of his land and the mutation case at anytime from anywhere in the world. Transparency followed by zero pendency is the ultimate end products of this initiative. The process flow of e-Mutation is presented in the following diagram.
Registration is one of the major public services delivered under the umbrella of R&DM Department. The e-Registration project is an ambitious and comprehensive project of automation and transformation of all registration offices across the state. The key features of this initiative include:

- **Application**
- **Case Details**
- **Updated Record**
- **Record Status**
- **Status Report**
- **Verification/Notices**

(Processing Flow Diagram under e-Mutation)

**e-Registration**

Registration is one of the major public services delivered under the umbrella of R&DM Department. The e-Registration project is an ambitious and comprehensive project of automation and transformation of all registration offices across the state. The key features of this initiative include:
i. Market Value Configuration and automated valuation of property  
ii. Maintenance of records in a digital, compressed and encrypted form in a central repository  
iii. Intimation to stakeholders via SMS  
iv. Integration with Bhulekh database  
v. Issue of Encumbrance Certificate and Certified Copy online  
vi. Online registration of partnership firms and societies  
vii. Online authentication with UIDAI and PAN Database  
viii. Automatic intimation to Tahasil offices in Form 3 for initiation of mutation proceedings  
ix. Payment gateway integration with SBI e Pay Aadhar through Odisha Treasury Portal  
x. Photo Digitization and Biometric Fingerprint generation of the parties  
xii. Central Help Desk and Call Management System

(The 5 step system for a deed registration through e-Registration)

The above mentioned five stages not only reduce the enhanced delays in the process of registration but also enhance the overall productivity of the department ultimately targeting at cashless transaction, hassle free service to citizens, using GPS and GIS for pre registration boundary demarcation, cadastral map creation etc.

➤ DYNAMIC WEB INFORMATION SYSTEM OF TAHASILS (DWIST)

Tahasil is the crux of revenue administration of our state and as such it has a close linkage with the people. The DWIST is a system to provide Tahasil related information online to the public. Information of officers as well as the achievements of the Tahasil can be traced through this web based system. The information provided here are in both Odia and English language for easy comprehension of the citizens.
Land is directly associated with the records and most of our offices thus contain a huge pile of case records, maps, land particulars that are prone to damage with the passage of time. The old paper documents with aging factors and frequent physical handling are subject to crumbling and tearing along with being succumb to other natural factors. Keeping this in focus, the DMS system has been introduced, which aimed at digitization, online storage and retrieval of records, indexing of data and images etc. its sole objective is to store and preserve the various case records of the Tahasil and thereby create a meta data storage for intelligent and easy search during the time of need.

**DOCUMENT MANAGEMENT SYSTEM (DMS)**

START

Log in as DEO

Add Meta Data & Compacter Details

Does the data Entered Correctly?

YES

NO

Save the Document

Does Edit Require?

YES

Forward for Approval

NO

Edit & Forward for Approval

Return to DEO FOR Correction

NO

Log in as RK & View documents

Whether the document is Correct

YES

NO

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The Web-Portal for the Land Records is known as Bhulekh which is meant for the public for viewing their RoR and Map. While Bhulekh contains the textual content of land records, BhuNaksha deals with the spatial contents. The central objective behind this is to provide the textual as well spatial information of land to the citizen and thereby linking the data with other applications. The characteristic features of this system are as follows.

i. Web View of RoRs by the citizens from anywhere at anytime.
ii. Quick reference for the citizens to Tahasils to get their Misc Certificates along with certified copy of RoR.
iii. Easily accessible by the public
iv. Comprehensive in terms of data analysis and research for Scholars, researchers and other agencies.
v. This is beneficial during the process of land acquisition.

REVENUE COURT CASE MONITORING SYSTEM (RCCMS)

RCCMS is the database containing the mutation cases along with appeal cases dealt in the various Revenue Courts starting from the Tahasildar to the Member, Board of Revenue. This initiative will help the officers dealing with revenue cases to do all the case related transaction through this online system. The moment an applicant submits his application, it would be entered into the system and the applicant would get the case number, user ID and passwords through SMS. Then after the officers will write their notes and orders in the online system, the applicant can see the status of his case and final order by logging into the system.
through his user ID and password. This will not only reduce the burden of running to Tahasils and other revenue offices but also weed out the vested interests.

(Aims and Objectives of RCCMS)

- Helps in capturing, following and monitoring all case details
- Helps in bringing transparency, effective public service delivery
- Helps in breaking the nexus of the middle man and of their vested interests

MANUAL OF TAHASIL ACCOUNTS (ONLINE MTA)

There are several registers being maintained both at the level of Revenue Inspector and at the level of the Tahasildar to ensure that the revenue works, especially the revenue collection accomplished correctly as per the rule. The online MTA or the Online Saltamami is aimed at the maintenance of error free registers and the reconciliation thereby if any error occurred in the system.

Objectives:

1. Online Revenue Collection
2. Online generation and maintenance of various registers
3. Reconciliation of revenue

This will further help the tenants to pay the land revenue from any part of the globe and will help in maintaining an up-to-date revenue collection database.

**E-GOVERNANCE INITIATIVES: THE BOTTLENECKS TO DEAL WITH**

With promising workforce, technology and monitoring, the e-Governance initiatives no doubt emerge as the need of the hour, but there are certain bottlenecks still exist within the domain which needs to be addressed for a more vibrant system. Such challenges can be divided into two categories-

(1) **Front end challenges**

(2) **Back end challenges**.

Front end challenges means the issues pertinently visible like, low rate of literacy, inadequate power supply, low broadband penetration, absence of user friendly interface, dearth of trained manpower and lack of awareness.

The Back end challenges includes, lack of interoperability i.e. web based data how to be captured and in which format these seem to be major issues of e-governance along with resistance to change, improper projects planning and implementation, lack of defined outcomes and measurement mechanism, inadequate data safety mechanisms, partial online execution services. If government is able to overcome these loopholes, we can expect a better and brighter service delivery under the e-Governance initiatives of R&DM Department.

**E-GOVERNANCE INITIATIVES: THE THINGS TO APPRECIATE**

e-Governance has been recognised as a vital force for transformational improvement in quality, efficiency and effectiveness of governance. e-Governance applications are essential to meet the expectations of the growing populations and as such its importance has been well recognised by the Govt. of Odisha.

Though we are going through new changes and experiments with the e-Governance initiatives, the already implemented ones can be cited as examples so far as its utility and

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usability is concerned. No doubt, the road ahead is long enough, but with the following points to appreciate, new e-Governance initiatives can be implemented.

- Convenient and cost effective service delivery.
- Transparency, accountability and efficiency of service delivery.
- Reduced corruption.
- Increased participation by people.
- Balanced development.
- Improve the quality of life for citizens.
- Reduce time and cost.
- Increase velocity of business.
- Promote good governance