

Government of Nepal

Ministry of Land Reform and Management

Singhadurbar, Kathmandu

Nepal

Vision Paper – 2011

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1. Background

Nepal is a mountainous and land-locked country sandwiched between two neighboring countries China and India. The geographical extent lies in between 26°22' and 30°27' North Latitude and 80° 04' and 88 ° 12' East longitude. It stretches across 147,181 km² and is divided into three distinct ecological zones running from East-West, namely; *terai* in the South, *hills and mountains* in the middle, and *himalayas* in the North. The southern zone, *terai*, which covers only 17% of the total land mass of the country, is flat and the rest is either hilly or mountainous or Himalayan with difficult terrain. The country is multilingual, multiethnic, multicultural, and enriched with diverse natural resources.

Land is the principal source of livelihood for majority population of Nepal. About 74% of the working population has been engaged in agriculture sector and it contributes about 33% in Gross Domestic Product (GDP) of the government. The major activities of national development and wellbeing of common people are depending upon land resources in a way or another. However, land sector has not got the priority in government agenda. At the same time, there exists wide spread inequality in access to land. According to National Living Standard Survey (NLSS II, 2004/11), it is assumed that 8% of the population holds 31% of the agricultural land. Most of the farmers are marginal landholders. About 56% of the households hold only 0.5 hectares or less, and about 2% of the households are landless. Mainly people from socially and economically disadvantaged groups, women, *dalits*, indigenous communities including *kamaiya*, landless peasants, squatter settlers, *haliya*, *haruwa/charuwa*, Badi, Chepang, Mushahar, Santhal, Jhangadh, Munda, *Deukis*, and vulnerable groups are the most affected groups from this inequality. On the other hand, cultivable land in the country is quite scarce, which shares only about 28% of the land mass.

The country passed through a revolutionary move of the people in the past. One of the principal reasons of the move was rooted with such a persistent inequality in land holding. Reinstatement of peace in 2006 has recognized land as the major source of social transformation. Interim Constitution of Nepal, 2007 has adopted the policy to implement scientific land reform with a view to minimize the wide spread inequality in the access to land through the abolishment of feudal system of land holding. Providing social justice, enhancing agriculture productivity, ensuring food security and food sovereignty, maintaining gender equality, and environmental conservation have become major agendas of the government as well as major political parties. These agendas are directly associated with land issues and therefore, without proper land policy and land reform activities, it is hard to achieve the expectations. Moreover, if adequately managed and optimally utilized, land can play major role in enhancing the social, cultural and economic status of the people leading to sustainable socio-economic and environmental development of the country.

Therefore, the administration and management of land and land resources deserve high national priority and there is a strong need of good governance in this sector. Ministry of Land Reform and Management (MoLRM), being the core ministry looking after the land administration and management activities, is responsible for ensuring efficient and effective administration and sustainable management of available land resources. It is also the prime responsibility of the ministry to provide effective and efficient service delivery to the general public. Furthermore, ensuring the availability of all kinds of geo-information products, which is the foundation of land administration and management activities, is the other principal responsibility of the ministry. In the present context of building 'New Nepal' with a focus of "just, modern, and prosperous Nepal", the ministry's efforts should be concentrated on establishing good land administration system and mapping services in the country. In this context, MoLRM has developed this vision paper with short, medium and long term strategies to be adopted in the future.

2. Vision

"Equitable access to land, secured tenure, desired geo-information products and quality services to all"

3. Mission

"Provide good governed and qualitative services with modern and simplified national mapping, cadastral, land administration and land management system"

4. Objectives

The main strategic objectives are as follows:

- 4.1 Scientific Land Reform for equitable access to land:** To create enabling environment for rehabilitation and /or enhancing the access of socially and economically disadvantaged people to land.
- 4.2 Optimal use of land for sustainable development:** To implement land use programs to ensure sustainable use and management of land and land resources.
- 4.3 Protection of state and Guthi (trust) land for the benefit of the people at large:** To develop an effective mechanism for the protection of the state (government and public) and Guthi (trust) land.
- 4.4 Good land administration system for public satisfaction:** To improve the land administration system to enhance the effectiveness of land administration service delivery.
- 4.5 Efficient and effective organisation to serve the people better:** To carry out overall organizational and business process reengineering to enhance the effectiveness of service delivery.
- 4.6 Modernised mapping services for modern Nepal:** To modernize the national mapping and cadastral system to enhance mapping services.

4.7 Land Information System for e-Governance: To develop functional Land Information System for enhancing the effectiveness of service delivery.

4.8 National Spatial Data Infrastructure for optimal utilization of public fund: To strengthen the National Geographic Information Infrastructure to maximize sharing of geo-information.

4.9 Qualified human resources and adequate infrastructure for delivering quality services: To build adequate organizational and human capacity in the field of Surveying & Mapping, Land administration and Land Management.

5. Strategies and Activities

The strategies to be followed and the activities to be under taken to achieve the strategic objectives of the ministry are as follows:

<i>Strategies and Activities</i>	<i>Term</i>				<i>Duration</i>
	<i>Short (0-3 year)</i>	<i>Medium (3-5 year)</i>	<i>Long (5 + year)</i>	<i>Continuous</i>	
Objective 1 (Scientific Land Reform for equitable access to land)					
To create enabling environment for rehabilitation and /or enhancing the access of socially and economically disadvantaged people to land.					
<i>Strategy 1.1: Formulate National Land Policy and land reform policy to set long term vision on land and security of land tenure.</i>					
Activities					
• Formulate proper land and land reform policy including the policy for abolishment of dual ownership and right to the tenants.					0-3 year
• Implement the policy with adequate reform in existing legal system for policy implementation.					3-5 year
<i>Strategy 1.2: Explore proper plan for the rehabilitation of deprived and landless citizens.</i>					
Activities					
• Identify actual number of people including mukta kamaiya, haliya, among others, to be rehabilitated.					0-3year
• Offer potential alternatives of rehabilitation like job opportunities, access to housing and labour market, etc.					0-3 year
• Explore and introduce proper plan for rehabilitation.					0-5 year
• Develop skill based training schemes and offer the trainings extensively.					0-5 year
Objective 2 (Optimal use of land for sustainable development)					
To implement land use programs to ensure sustainable use and management of land and land resources.					

<i>Strategy 2.1: Develop proper institutional mechanism for the sustainable use and management of land and land resources.</i>				
Activities				
• Formulate and endorse National Land Use Policy.				0-2 year
• Amend existing laws to ease the implementation of the policy.				0-2 year
• Develop framework for land use plans at different level of the government (Central, District and Municipal/VDC level).				2-5 year
<i>Strategy 2.2: Enhance agricultural productivity to ensure food security for the increasing population.</i>				
Activities				
• Identify and implement proper policy and legal basis improving agricultural productivity and protection of agricultural land.				0-3 year
• Promote cooperative and leasehold farming.				0-5 year
<i>Strategy 2.3: Develop appropriate organizational set-up to implement land use plans and programs.</i>				
Activities				
• Strengthen National Land Use Project with adequate number of professionals from relevant sectors.				0-3 year
• Develop the organizational capacity to be capable enough to implement the land use plans and programs, and support the local governments, if needed.				3-5 year
<i>Strategy 2.4: Develop a comprehensive land use information system.</i>				
Activities				
• Produce land use maps at different administrative level.				0-5 year
• Develop proper Geographic Information System and incorporate all the land use related maps and information in the system.				0-5 year
• Develop an efficient mechanism for regular updating and improving the system.				0-5 year
<i>Strategy 2.5: Enhance awareness regarding the benefits of land use plans and programs.</i>				
Activities				
• Conduct programs for enhancing awareness and advocacy at different level.				contd
• Disseminate public notices through print and audio/visual media.				contd
Objective 3 (Protection of state and Guthi (trust) land for the benefit of the people at large)				
To develop effective mechanism for the protection of the state (government & public) and Guthi (trust) land.				
<i>Strategy 3.1: Establish and develop organizational set-up to protect the government and public, and Guthi land.</i>				
Activities				
• Develop organizational structure for the governance of government and public, and Guthi land with defined roles and responsibilities.				0-3 year
• Establish the organizational set-up at different levels (local and central) of the government with adequate capacity.				0-3 year
• Introduce trust system in the administration of Guthi land at local level.				contd
Objective 4 (Good Land Administration System for public satisfaction)				
To improve the land administration system to enhance the effectiveness of land administration services				

delivery.				
<i>Strategy 4.1: Bring all the parcels of land of the country within the registration system.</i>				
Activities				
• Complete the surveying and registration of all the parcels that fall under Village Blocks.				0-3 year
• Complete the surveying and registration of unregistered land.				0-5 year
• Collect the information about informal settlements and the land beyond cadastral coverage.				0-10year
<i>Strategy 4.2: Introduce Geo-ICT applications in land administration system.</i>				
Activities				
• Develop full functional land information system and necessary infrastructure within the organizations.				contd
• Extend Geo-ICT application in service delivery.				contd
• Develop Standard Operation Procedure (SOP) for each activities to be delivered.				0-2 year
• Provide land administration services through web.				5- onwards
<i>Strategy 4.3: Improve the system of land registration.</i>				
Activities				
• Simplify the process of land registration and transfer of ownership.				contd
• Introduce parcel mapping and make it compulsory for registration.				contd
• Identify potential areas where title system can be implemented and test the system.				3-5 year
• Replicate the system in wider areas.				5 - onwards
Objective 5 (Efficient and Effective organization to serve the people better)				
To carry out overall organizational and business process reengineering to enhance the effectiveness of service delivery.				
<i>Strategy 5.1: Carry out organizational reengineering for efficient organizational set-up.</i>				
Activities				
• Carry out O & M Survey.				0- 1 year
• Restructure the organizational set-up accordingly.				1- 5 year
• Initiate to form specialized group of civil service in land administration and management.				0-5 year
<i>Strategy 5.2: Carry out business process reengineering for efficient and effective service delivery.</i>				
Activities				
• Assess the effectiveness of existing business process.				0- 1 year
• Identify the core and non-core functions so that non-core functions to be out sourced or delegated.				0-1 year
• Establish land tribunal to provide quick judicial decisions on land disputes.				1-2 year
• Adopt e-governance system in service delivery.				contd
• Simplify the procedures and processes of service delivery & make the system transparent to achieve zero tolerance in corruption.				contd

	<ul style="list-style-type: none"> Establish one-stop-shop for quick service delivery. 					0-5 year
	<ul style="list-style-type: none"> Introduce incentive schemes for motivating the staff to provide quality services. 					0-3 year
<i>Strategy 5.3: Carry out legal reform.</i>						
	Activities					
	<ul style="list-style-type: none"> Review existing legal system to identify the overlaps and gaps in the prevailing legal provisions. 					0-1 year
	<ul style="list-style-type: none"> Amend related acts and regulations as per necessity. 					contd
	<ul style="list-style-type: none"> Formulate integrated land law. 					0-2 year
Objective 6 (Modernized mapping services for modern Nepal) To modernize national mapping and cadastral services.						
<i>Strategy 6.1: Adopt modern technologies in surveying and mapping activities.</i>						
	Activities					
	<ul style="list-style-type: none"> Introduce and develop modern technology (e.g. GPS for control surveying, Remote Sensing for topographic and land resource mapping and updating, GIS for data processing, etc) in surveying and mapping activities. 					0-5 year
	<ul style="list-style-type: none"> Assess and test suitability of modern technology like GPS Total station, orthophotomaps, orthoimage maps for cadastral data acquisition. 					0-5 year
	<ul style="list-style-type: none"> Adopt and extend appropriate technology. 					contd
<i>Strategy 6.2: Enhance the effectiveness of mapping services.</i>						
	Activities					
	<ul style="list-style-type: none"> Update existing topographical and thematic maps. 					0-2 year
	<ul style="list-style-type: none"> Strengthen and expand the geodetic network throughout the country. 					0-5 year
	<ul style="list-style-type: none"> Make the geoinformation available through web. 					2-10year
<i>Strategy 6.3: Establish necessary infrastructure required for on demand services.</i>						
	Activities					
	<ul style="list-style-type: none"> Assess the need of geo information. 					0-3 year
	<ul style="list-style-type: none"> Develop necessary infrastructures like hardware/software, data, human capacity for providing on demand services. 					5-10 year
<i>Strategy 6.4: Develop international boundary information system.</i>						
	Activities					
	<ul style="list-style-type: none"> Digitalize the documents related to international boundary. 					0-3 year
	<ul style="list-style-type: none"> Improve the existing boundary information system including the necessary information required for boundary management. 					0-3 year
	<ul style="list-style-type: none"> Carry out regular updating of the boundary information system. 					contd
Objective 7 (Land Information System for e-governance) To develop functional land information system for enhancing the effectiveness of service delivery.						
<i>Strategy 7.1: Digitalize all the land records throughout the country.</i>						
	Activities					
	<ul style="list-style-type: none"> Complete the digitalization of all the land records (private land, state land and <i>Guthi</i> land) throughout the country including the 					0-5 year

	records archived at the <i>Tameli</i> section of Land Revenue Offices.					
	<ul style="list-style-type: none"> Adopt digital technology for cadastral data acquisition from field survey. 					0-5 year
<i>Strategy 7.2: Develop integrated central and district level land information system.</i>						
	Activities					
	<ul style="list-style-type: none"> Review and re-design appropriate land information system (LIS) with integrated land records. 					0-5 year
	<ul style="list-style-type: none"> Introduce and promote the use of Open source software for cadastre and Land administration. 					0-5 year
	<ul style="list-style-type: none"> Establish an efficient mechanism supported with data transfer technology, hardware/software, and human capacity for regular updating and modernizing the system. 					0-5 year
<i>Strategy 7.3: Develop comprehensive and complete archive and back-up.</i>						
	Activities					
	<ul style="list-style-type: none"> Transform the manual archive of land records including state and Guthi lands to digital archive. 					0-5 year
	<ul style="list-style-type: none"> Develop necessary infrastructure at different regions of the country (at least three) for keeping back-up of archives. 					0-5 year
	<ul style="list-style-type: none"> Establish an efficient mechanism for regular updating of the archive. 					0-5 year
Objective 8 (National Spatial Data Infrastructure for optimal utilization of public fund) To strengthen the National Geographic Information Infrastructure to maximize the sharing of geo-information.						
<i>Strategy 8.1: Develop efficient organizational set-up and institutional mechanism for executing NGII activities.</i>						
	Activities					
	<ul style="list-style-type: none"> Upgrade existing National Geographic Information Infrastructure Project to a permanent organizational body. 					0-2 year
	<ul style="list-style-type: none"> Formulate and implement NGII policy. 					0-3 year
<i>Strategy 8.2: Bring all the organizations from the geo-information industry within the NGII network.</i>						
	Activities					
	<ul style="list-style-type: none"> Identify potential organizations that can be integrated within the NGII network. 					0-2 year
	<ul style="list-style-type: none"> Launch the activities for advocating the importance of NGII. 					0-5 year
	<ul style="list-style-type: none"> Define the roles and responsibilities of the organization that should be within NGII network. 					2-3 year
	<ul style="list-style-type: none"> Create the environment that can motivate potential organizations to get included in the NGII network. 					0-5 year
Objective 9 (Qualified human resources and adequate infrastructure for delivering quality services) To build adequate organizational and human capacity in the field of Surveying & Mapping, Land administration and Land Management.						
<i>Strategy 9.1: Develop adequate infrastructure in the organizations.</i>						
	Activities					
	<ul style="list-style-type: none"> Complete the construction of office buildings with proper lay out for all the district level organizations. 					0-10 year

<ul style="list-style-type: none"> Standardize the office environment with sufficient furniture, necessary equipments and other infrastructure. 					0-10 year
<i>Strategy 9.2: Develop partnership with internal and external agencies.</i>					
Activities					
<ul style="list-style-type: none"> Identify appropriate partnership programs. 					0-3 year
<ul style="list-style-type: none"> Explore potential donor agencies. 					0-3 year
<ul style="list-style-type: none"> Launch different activities that can be implemented with joint and collaborative efforts. 					0-5 year
<i>Strategy 9.3: Formulate proper human resource management plan.</i>					
Activities					
<ul style="list-style-type: none"> Introduce performance based incentive system. 					0-2 year
<ul style="list-style-type: none"> Recruit Geo-ICT professionals as needed. 					0-2 year
<ul style="list-style-type: none"> Formulate a rational transfer policy and interlink with workload of the organization. 					0-2 year
<ul style="list-style-type: none"> Strengthen Monitoring Division of the Ministry and Departments. 					0-2 year
<i>Strategy 9.4: Formulate proper capacity development plan.</i>					
Activities					
<ul style="list-style-type: none"> Review the capacity of human resources in terms of their qualification, professional competencies and skill. 					0-2 year
<ul style="list-style-type: none"> Explore the opportunities for advance trainings and higher studies abroad. 					0-2 year
<ul style="list-style-type: none"> Strengthen Land Management Training Center to make it capable enough to meet the need of capable human resources for efficient service delivery. 					contd
<ul style="list-style-type: none"> Provide refresher trainings to the staff periodically. 					contd
<ul style="list-style-type: none"> Undertake research and development activities in the domain of professional importance. 					contd

Note: Each of the Departments and Projects within the ministry has developed respective strategic plan. Those strategic plans can be referred for the detailed strategies of and within the ministry.