

Demand for Grants 2023-24 Analysis

Rural Development

The Ministry of Rural Development aims to improve the quality of life in rural India and acts as the nodal agency for most development and welfare activities in rural areas of the country.¹ The Ministry comprises of two Departments, the Department of Rural Development and the Department of Land Resources. The Department of Rural Development aims to enhance livelihood opportunities, provide social assistance to vulnerable sections, and develop infrastructure for rural growth.¹ The Department of Land Resources aims to ensure sustainable development of rainfed cultivable and degraded lands, and optimise the use of land resources in the country.²

This note looks at the proposed expenditure for the Ministry of Rural Development for 2023-24, financial trends, and related issues with the Ministry’s schemes and programmes.

Union Budget Highlights 2023-24

In 2023-24, the Ministry of Rural Development has been allocated Rs 1,59,964 crore in 2023-24.^{3,4} The Department of Rural Development has been allocated Rs 1,57,545 crore, 13% less than the revised estimates of 2022-23. The Department of Land Resources has been allocated Rs 2,419 crore, which is a 92% increase over the revised estimates of 2022-23.

Table 1: Budgetary Allocation to the Ministry of Rural Development (in Rs crore)

Department	21-22 Actuals	22-23 RE	23-24 BE	% Change*
Rural Development	1,60,433	1,81,122	1,57,545	-13%
Land Resources	1,210	1,260	2,419	92%
Total	1,61,643	1,82,382	1,59,964	-12%

Note: BE is budget estimate and RE is revised estimate. *% change is change in 2023-24 BE over 2022-23 RE.

Sources: Demands for Grants of the Ministry of Rural Development 2023-24; PRS.

Policy Announcements in the Budget Speech 2023-24

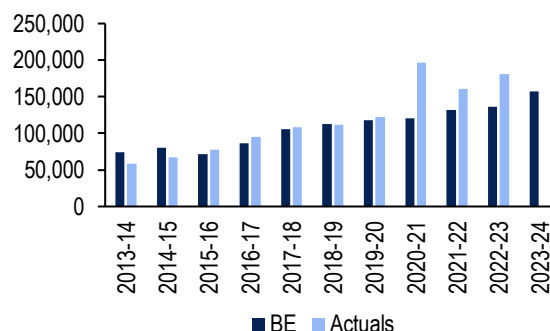
- Rural women organised into self-help groups (SHGs) will be empowered through the formation of large producer collectives. They will be provided raw materials and support to scale up operations.⁵
- Outlay on the Pradhan Mantri Awas Yojana (rural and urban components taken together) increased by 66% to Rs 79,590 crore.

Department of Rural Development

Overview of Finances

The Department of Rural Development implements programmes such as the Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS), Pradhan Mantri Gram Sadak Yojana (PMGSY), and Pradhan Mantri Awas Yojana-Gramin (PMAY-G). Between 2013-14 and 2023-24, budgetary allocation to the Department has grown at an average annual rate of 8%. In 2020-21, allocation to the Ministry was increased significantly to provide more financial support during the COVID-19 pandemic. This increased allocation was largely towards MGNREGS and welfare schemes, such as the direct benefit transfer to women account holders under Pradhan Mantri Jan Dhan Yojana.⁶

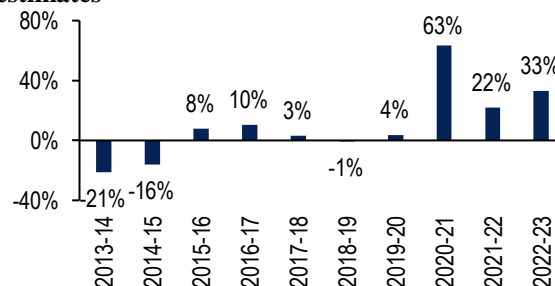
Figure 1: Expenditure between 2013-14 and 2023-24 (in Rs crore)



Note: BE is budget estimate; actual figure for 2022-23 is revised estimate. Source: Demands for Grants of the Ministry of Rural Development for various years; PRS.

Since 2015-16, actual expenditure for this Department has been higher than the budget estimates except in the year 2018-19. Since 2020-21, the actual expenditure has been more than 20% higher than the budget estimates. This is mainly due to expenditure on MGNREGS, which is a demand-based scheme.

Figure 2: Increase of actual expenditure over budget estimates



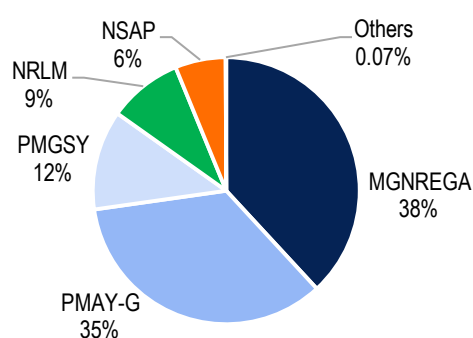
Source: Demands for Grants of the Ministry of Rural Development for various years; PRS.

Major schemes under the Department

In 2023-24, MGNREGS (38%) and PMAY-G (35%) together account for almost 75% of the budgetary allocation. This is followed by PMGSY (12%), National Rural Livelihood Mission (NRLM, 9%), and the National Social Assistance Programme (NSAP, 6%).

Allocation to the MGNREGS has declined by 33% as compared to the revised estimates of 2022-23. For most other schemes, barring PMAY-G and NRLM, allocations remain constant when compared with the revised estimates of 2022-23. The Shyama Prasad Mukherjee Rurban Mission (SPMRM), which was set to end in March 2022, has not been allocated any funds in this financial year.⁷

Figure 3: Top expenditure heads (as a % of total allocation)



Note: Others include Central Sector Schemes, establishment expenditure, and other central sector expenditure. Source: Demand for Grants of the Department of Rural Development, 2023-24; PRS.

Table 2: Allocation to key schemes

Scheme	21-22 Actuals	22-23 RE	23-24 BE	% Change from 22-23 RE to 23-24 BE
MGNREGS	98,468	89,400	60,000	-33%
PMAY-G	30,057	48,422	54,487	13%
PMGSY	13,992	19,000	19,000	0%
NRLM	9,383	13,336	14,129	6%
NSAP	8,152	9,652	9,636	0%
SPMRM	150	989	0	-
CSS	205	126	113	-10%

Note: CSS – Central Sector Schemes. Source: Demands for Grants of the Department of Rural Development, 2023-24; PRS.

Key Issues and Analysis

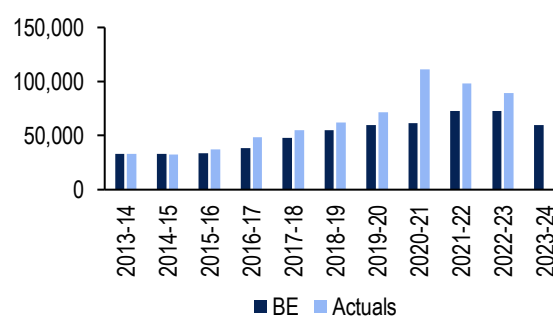
Mahatma Gandhi National Rural Employment Guarantee Scheme

The National Rural Employment Guarantee Act, 2005 provides for the enhancement of livelihood security of rural households by providing at least 100 days of guaranteed work to every household every year.⁸ The provisions of the Act are operationalised through the MGNREGS.⁹ The scheme covers the entire country, except for those districts with 100% urban population. Works permitted under the scheme are related to watershed development, water conservation, agriculture, rural sanitation, flood management, etc.¹⁰

Reduction in Budgetary Allocation; Demand for work expected to decrease

Rs 60,000 crore has been allocated for MGNREGS in 2023-24.³ This is 33% lower than the revised estimates of 2022-23. However, actual expenditure on the scheme being higher than what was budgeted has been a consistent trend since 2015 (Figure 4). Despite this, in successive years, the budget estimates have been lower than the revised estimates of the previous year. The decline in allocation in 2023-24 could be indicative of the expectation that the pandemic induced job demand might have eased off. The Ministry of Rural Development has clarified that additional funds will be released for wage and material payments under the scheme whenever it is required.¹¹

Figure 4: Allocation to MGNREGA (in Rs crore)



Note: BE - Budget estimate. Source: Demands for Grants of the Department of Rural Development for various years; PRS.

Table 3: Change in expenditure on MGNREGS between budget estimates and actuals (in Rs crore)

Year	BE	Actual	% increase of actual over BE
2015-16	33,713	37,341	11%
2016-17	38,500	48,215	25%
2017-18	48,000	55,166	15%
2018-19	55,000	61,815	12%
2019-20	60,000	71,687	19%
2020-21	61,500	1,11,170	81%
2021-22	73,000	98,468	35%
2022-23	73,000	89,400	22%
2023-24	60,000	-	-

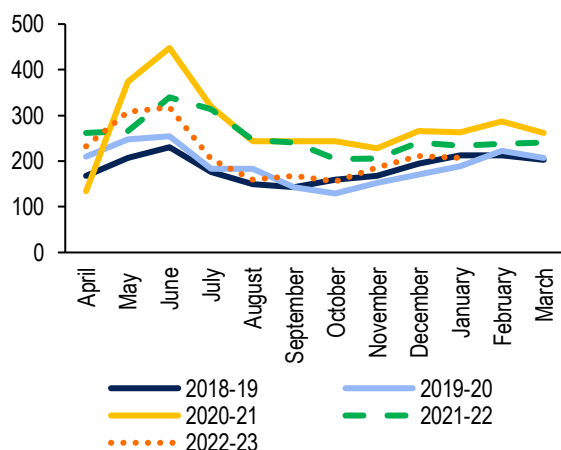
Note: BE is budget estimate; actual figure for 2022-23 is the revised estimate. Source: Demands for Grants of the Department of Rural Development for various years; PRS.

MGNREGS is a demand-driven scheme. Demand is higher during the summers and lower during harvests (Figure 5). Between 2018-19 and 2019-20, the demand for work remained largely the same, and peaked in 2020-21. The 15th Finance Commission noted that the slowdown in primary sectors, trade, and aggregate demand during the COVID-19 pandemic period severely hit rural economies.¹² This was reflected in the increased demand for work under the scheme during the pandemic. Since then, demand for work has decreased. Between July and December 2022, demand reached pre-pandemic levels. The Economic Survey 2022 noted that monthly year-on-year demand for work decreased in 2021-22 and 2022-23.¹³ It also noted that the decrease in demand for work was due to

normalisation of the rural economy as a result of resurgence of agriculture.

As of February 20, 2023, 6.66 crore households have demanded employment under the scheme in 2022-23.¹⁴ Of this, employment has been offered to 6.65 crore households (99.8% of households that demanded employment), and 5.87 crore households have availed employment (88% of households that demanded employment). 8.25 crore persons have availed of employment under the scheme.

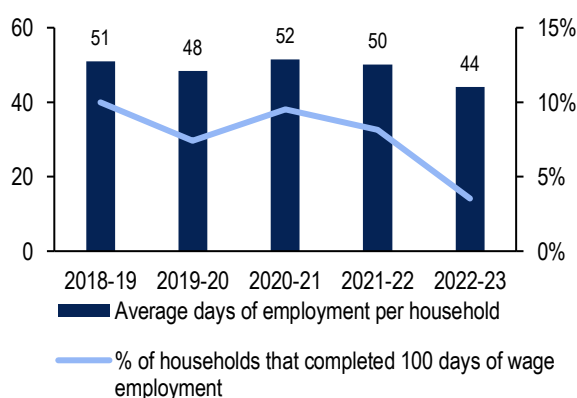
Figure 5: Monthly work demand pattern (number of households in lakhs)



Source: Work Demand Pattern, MGNREGA Dashboard, accessed on February 20, 2023; PRS.

Despite the statutory guarantee of 100 days of wage employment, not all households avail work for 100 days. Over the last five years, the number of days of employment per household has averaged around 51 days.¹⁵ During the same time, the proportion of households that completed 100 days of wage employment has not crossed 10%.

Figure 6: Average days of employment provided per household



Source: MGNREGA Dashboard, accessed on February 9, 2023; PRS.

Aadhar Based Payment System now mandatory

Under MGNREGS, payments to workers are directly credited to their bank accounts.¹⁶ This could be through bank/Post Office account details, or using the beneficiary's Aadhar number. To avail of the Aadhar Based Payment System (ABPS), Aadhaar cards have to be linked to the beneficiary's bank account and NREGS job card. After linking, the card is authenticated. Only those beneficiaries who are successfully authenticated

are eligible for ABPS. The Ministry of Rural Development also decided that all payments to NREGS beneficiaries would be made through ABPS from February 1, 2023. However, as of February 20, 2023, only 44% of total workers are eligible for ABPS.¹⁷ Around 5 crore workers have not been successfully authenticated. If all future payments are made only through the ABPS, a large number of workers would need to be authenticated to ensure that they get paid.

Pradhan Mantri Awas Yojana – Gramin

PMAY-G was launched in 2016 with the aim of providing 'Housing for All' by 2022. The scheme has been extended till 2024.¹⁸ As of February 20, 2023, 2.15 crore houses have been constructed, against a target of 2.94 crore houses. Table 4 shows the house completion target and achievement for each financial year from 2016-17. However, a CAG audit (2020) of the scheme showed that 31% (183 houses out of 590 audited houses) were not being used for residential purposes.¹⁹

Table 4: Houses constructed under PMAY-G (in lakhs)

	Year	Target	Achievement	% Completed
Phase I	2016-17	42.2	32.1	76%
	2017-18	31.5	44.5	142%
	2018-19	25.1	47.3	188%
Phase II	2019-20	57.9	21.9	38%
	2020-21	43.1	35.3	82%
	2021-22	71.4	43.8	61%
	2022-23	22.8	34.8	153%

Source: PMAY-G Dashboard, accessed on February 20, 2023; PRS.

Disparity in completion rate across states

The average time taken to complete one house is 282 days.²⁰ This figure varies across states, from 163 days in Arunachal Pradesh to 771 days in Lakshadweep. In nine states, the average completion time is greater than a year. Odisha has an average completion time of 269 days, one of the lowest among states.²⁰ The state government is providing an incentive of Rs 20,000 to beneficiaries who complete construction within four months from the release of the first instalment, and Rs 10,000 to those who complete construction within six months.²¹ The Standing Committee (2022) recommended that states take similar measures to reduce completion time, and hence achieve the targets set for each year.²¹

Poor uptake of loan scheme

Under PMAY-G, beneficiaries can avail of a home loan from financial institutions for up to Rs 70,000, with an interest subsidy of 3%. However, the loan uptake has been low, as noted by the Standing Committee on Rural Development (2021).²² Beneficiaries of PMAY-G are scattered across remote rural areas. Banking services are difficult to access in these areas, as there may be fewer bank branches. Accessing formal credit through banks and other financial institutions would require

some collateral security. However, target beneficiaries under the scheme are those who do not have pucca houses. It is unlikely that they would have significant assets which could be pledged as collateral. Non-banking finance companies and housing finance companies also charge higher interest rates on loans. The Committee (2023) urged the Ministry to launch an attractive loan product with minimum collateral and low interest rates.²¹

Pradhan Mantri Gram Sadak Yojana

Rural road networks facilitate the growth of rural market centres and rural hubs.¹² PMGSY, launched in December 2000, aims to provide all-weather connectivity to eligible rural habitations.²³ Upgradation of existing rural roads in districts where all eligible roads have all-weather connectivity is also covered under the scheme. The scheme has been allocated Rs 19,000 crore in 2023-24, which is the same as the budget allocation and revised estimate for 2022-23. While the budget allocation has remained around Rs 19,000 crore since 2017-18, the actual expenditure has been lower (Table 5).

Table 5: Fund utilisation for PMGSY (in Rs crore)

Year	Budget Estimate	Actuals	% Utilisation
2016-17	19,000	17,923	94%
2017-18	19,000	16,862	89%
2018-19	19,000	15,414	81%
2019-20	19,000	14,017	74%
2020-21	19,500	13,688	70%
2021-22	15,000	13,992	93%
2022-23	19,000	19,000	100%
2023-24	19,000		

Note: Actual figure for 2022-23 is revised estimate. Source: Demands for Grants of the Department of Rural Development for various years; PRS.

There are four verticals under PMGSY.²⁴ Phase I targets habitats with population more than 250 people. Its tenure was extended till September 2022. Phase II, launched in 2013, targets the upgrade of 50,000 km of roads, which form through routes and rural links. Phase III, launched in 2019, aims to consolidate 1.2 lakh km of roadways through rural links. This phase will end in March 2025. The Road Connectivity Project for Left Wing Extremism Affected Areas (RCPLWEA) was launched as a separate vertical in 2016, and will be implemented till March 2023.

PMGSY aimed to connect 1.64 lakh eligible habitations.²⁵ As on February 17, 2023, 99% of rural habitations have been covered under PMGSY. 92% of sanctioned roads have also been completed.²⁶ However, the CAG (2016) had noted that in several states, works were shown as completed without providing complete connectivity to habitations.²⁷

Table 6: Road length sanctioned and completed under PMGSY (in km)

Vertical	Sanctioned	Completed	% Completed
PMGSY-I	6,45,390	6,36,602	99%
PMGSY-II	49,873	48,896	98%
PMGSY-III	99,319	50,727	51%
RCPLWEA	12,100	6,944	57%
Total	8,06,681	7,43,168	92%

Sources: PMGSY Dashboard as accessed on February 17, 2023; PRS.

Issues in the tendering/contracting process

The CAG (2016) and the Standing Committee on Rural Development (2021) have flagged several issues in the tendering and contracting process of roads built under PMGSY.^{27,28} The Standing Committee (2021) noted the issue of down-tendering in PMGSY. Bidders quote up to 25-30% less than the minimum bid amount to win the tender. To maximise profits, contractors may then construct roads that do not meet technical specifications or are of poor quality. The CAG (2016) also noted that the execution of roads with lower specifications would affect their long-term sustainability.²⁷ The Department responded that measures have been taken to prevent down-tendering. If any inconsistencies are noticed with the bid of the successful bidder, they may be asked to produce a detailed price analysis. Since state governments are responsible for the tendering process, they have also been encouraged to ask for performance guarantees, if the bid is below a certain threshold.²⁹

As per the Standard Bidding Document for PMGSY, the contractor may subcontract part of the construction work (up to 25% of the contract price), and part or full maintenance work on the road.³⁰ However, the contractor will be held responsible for all work undertaken on the project. The Standing Committee noted that since sub-contractors are not held accountable for their work, they may not be concerned with the durability and quality of construction.²⁸

Maintaining quality of roads

Roads constructed under PMGSY are covered by five-year maintenance contracts. During this time, contractors are responsible for road maintenance. Following this, state governments are responsible for their upkeep.¹² Roads and bridges constructed under PMGSY are tested for quality while construction is in progress, post construction, and during the maintenance phase. Between April 2022 and February 2023, 10% of completed road projects have been found to be of unsatisfactory quality.³¹ 7% of ongoing projects and 18% of projects under maintenance were also found to be unsatisfactory.

The Standing Committee (2022) noted that there were several lacunae in the monitoring mechanism set up to oversee maintenance of roads in the first five years.²⁹ They pointed out that contractors resort to cosmetic patchwork before they hand over the assets to state governments. They recommended that specific teams

be formed, which would undertake periodic physical inspection of roads.²⁹

The 15th Finance Commission noted that once state governments take over PMGSY roads, there are inter-state disparities in the level of maintenance.¹² The 15th Finance Commission recommended that such variations should be minimised. This could be achieved by extending the maintenance clause beyond five years. Different states have also taken unique measures to improve road maintenance (Table 7).

Table 7: Models adopted by various states to improve road maintenance

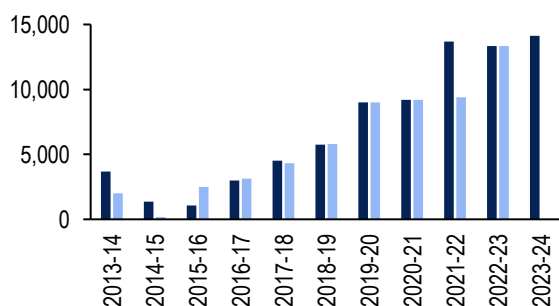
States	Model Adopted
Chhattisgarh, Rajasthan	Zonal maintenance contracts are signed with contractors
Uttar Pradesh, Madhya Pradesh, Uttarakhand	SHGs made responsible for road maintenance
Madhya Pradesh, Punjab, Rajasthan	Mandi cess used for road maintenance

Source: 15th Finance Commission Report, Vol III; PRS.

National Rural Livelihood Mission

The Deendayal Antyodaya Yojana-National Rural Livelihood Mission (DAY-NRLM) aims to reduce poverty by enabling poor households to access gainful employment, and by ensuring universal financial inclusion.³² The scheme involves social mobilisation through self-help groups (SHGs), promotion of SHG federations, creation of community funds, and access to credit and financial services.²⁹ The budgetary allocation to NRLM has increased at an average annual rate of 33% between 2013-14 and 2023-24.

Figure 7: Budgetary allocation and actual expenditure on NRLM (in Rs crore)



Source: Demands for Grants of the Department of Rural Development, 2023-24; PRS.

Table 8: Progress made on SHG-Bank Linkage and providing credit to SHGs

Year	Target		Achievement		% Achievement	
	SHG	DA	SHG	DA	SHG	DA
2017-18	20.7	31.0	27.5	62.2	133%	201%
2018-19	31.0	50.7	31.4	61.5	101%	121%
2019-20	30.9	67.1	34.2	70.9	111%	106%
2020-21	32.3	73.8	47.8	84.6	148%	115%
2021-22	37.3	97.2	42.9	120.3	115%	124%
2022-23	42.7	139.6	42.6	120.3	100%	86%

Note: DA is disbursed amount in Rs thousand crore. Source: DAY-NRLM Bank-Linkage Dashboard, accessed on February 20, 2023; PRS.

National Social Assistance Programme

The National Social Assistance Programme was introduced in 1995, with the aim of supporting citizens who are destitute, aged, sick, or disabled.³³ It comprises of five sub-schemes, (i) Indira Gandhi National Old Age Pension Scheme (IGNOAPS), (ii) Indira Gandhi National Widow Pension Scheme (IGNWPS), (iii) Indira Gandhi National Disability Pension Scheme (IGNDPS), (iv) National Family Benefit Scheme, and the (v) Annapurna scheme. The scheme extends across rural and urban areas, and is implemented by states.³³ The 15th Finance Commission recommended that states coordinate with the Union Ministry of Finance to work out a minimum uniform standardised annual per capita amount to be spent on social security across the country.¹²

Rs 9,636 crore has been allocated to the NSAP in 2023-24. This includes Rs 6,634 crore for the old age pension scheme, Rs 659 crore for the National Family Benefit Scheme, Rs 2,027 for the widow pension scheme, Rs 290 crore for the disability pension scheme, and Rs 10 crore for the Annapurna scheme.³

Table 9: Fund utilisation under NSAP (in Rs crore)

Year	Budget Estimates	Actuals	% Utilisation
2014-15	10,618	7,084	67%
2015-16	9,074	8,616	95%
2016-17	9,500	8,854	93%
2017-18	9,500	8,694	92%
2018-19	9,975	8,418	84%
2019-20	9,200	8,692	94%
2020-21	9,197	42,443	461%
2021-22	9,200	8,152	89%
2022-23	9,652	9,652	100%
2023-24	9,636		

Source: Demands for Grants of the Department of Rural Development for various years; PRS.

Under IGNOAPS, senior citizens below the poverty line are entitled to a monthly pension of Rs 200 up to 79 years of age and Rs 500 thereafter.³³ Despite NSAP being a 100% centrally sponsored scheme, states/UTs have added to the quantum of central assistance from their own resources.²⁹ This ranges from Rs 50 to Rs 2,300. The Standing Committee on Rural Development (2021) recommended that this amount be increased.²⁸ In 2022, the Department of Rural Development stated that the final decision on increasing the central assistance is contingent on consultation with States.²⁹

Overview of Finances: Department of Land Resources

The Department of Land Resources aims to ensure sustainable development of rainfed and degraded land, and implement a modern land record management system.³⁴

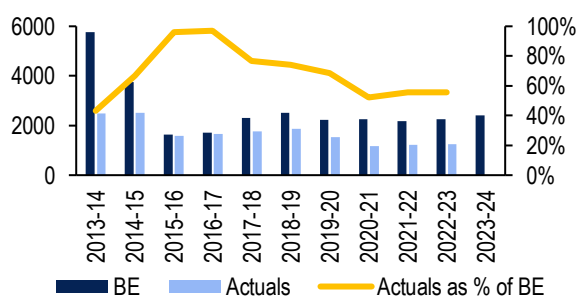
Table 10: Budgetary Allocation to the Department of Land Resources (in Rs crore)

Major Head	21-22 Actual	22-23 RE	23-24 BE	% change
PMKSY-WDC	941	1,000	2,200	120%
DILRMP	250	239	196	-18%
Secretariat	19	21	23	13%
Total	1,210	1,260	2,419	92%

Note: BE is budget estimate, RE is revised estimate; % change refers to the % increase of 2023-24 BE over 2022-23 RE. Source: Demands for Grants of the Department of Land Resources, 2023-24; PRS.

In 2023-24, the Department of Land Resources has been allocated Rs 2,419 crore.⁴ This is a 92% increase over the revised estimates of 2022-23, mostly on account of a 120% increase in allocation to watershed development. Between 2013-14 and 2023-24, budgetary allocation for the Department has decreased by an average annual rate of 8%. Since 2013-14, actual spending by the Department of Land Resources has been less than the budget estimates for that year. In 2013-14, actual expenditure was 57% less than the budget estimate. Since 2020-21, actual expenditure has been at least 40% less than the budget estimate.

Figure 8: Budgetary allocation and actual expenditure on Department of Land Resources



Source: Demands for Grants of the Department of Land Resources of various years; PRS.

The Standing Committee on Rural Development noted that the reduction in the budgetary allocation to the Department at the revised estimate stage reflects faulty budgetary planning.³⁵ This has had a cascading impact, leading to a reduced level of expenditure under the schemes implemented by the Department. Funds are transferred from the Centre to States/UTs after the submission of release proposals by States/UTs. Incomplete or delayed proposals lead to lower release of Central funds. They recommended that measures be taken to improve collaboration between the Centre and States/UTs to address these issues.³⁶

Major schemes under the Department

The department implements two major schemes, (i) the Digital India Land Records Modernisation Programme (DILRMP), and (ii) Pradhan Mantri Krishi Sinchai

Yojana – Watershed Development Component (PMKSY - WDC).²

The Integrated Watershed Management Programme has the objective of improving the productive potential of rainfed/degraded land, and improving the efficiency of watershed projects.³⁷ It was amalgamated into the Krishi Sinchai Yojana (Watershed Development Component) in 2015-16. Projects taken up under this scheme include ridge area treatment, drainage line treatment, soil and moisture conservation, rain-water harvesting, and pasture development.

Key Issues and Analysis

Unspent balances

The Standing Committee on Rural Development (2022) noted high unspent balances under the PMKSY-WDC scheme (Figure 9).³⁵ The COVID-19 pandemic, heavy rains, and delayed transfer of Central funds to State Level Nodal Agencies are cited as reasons for such high unspent balance.^{35,36} The Committee also noted that States/UTs are slow in the implementation of projects. This has led to the accumulation of unspent balances, and the surrendering of funds without utilisation. The Committee recommended that the implementation of the scheme be monitored more consistently. Similar unspent balances have also been noted in the DILRMP.

Table 11: Unspent balances in schemes of the Department of Land Resources

Year	PMKSY-WDC	DILRMP
2019-20	2255	399
2020-21	1833	493
2021-22	1325*	537**

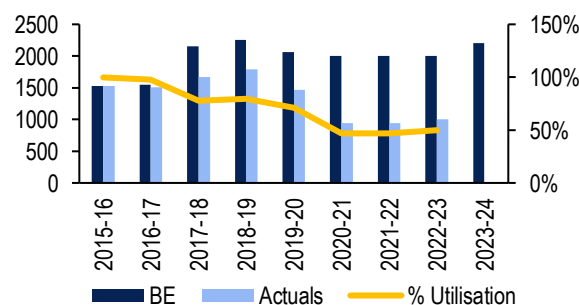
*Till December 31, 2021; **Till January 5, 2022

Source: Report 23, Standing Committee on Rural Development; PRS.

Pradhan Mantri Krishi Sinchai Yojana – Watershed Development Component

Expenditure on PMKSY-WDC is estimated to be Rs 2,200 crore in 2023-24, a 120% increase over the revised estimate of 2022-23. Since 2015-16, allocation to the scheme has grown at an average rate of 4%. However, fund utilisation has declined during this time. In 2015-16 and 2016-17, actual expenditure was between 97%-99% of the budget estimate. However, this declined to 47% in 2021-22. In 2022-23, it is expected to be 50% of the budget estimate.

Figure 9: Allocation, expenditure, and fund utilisation on PMKSY-WDC



Note: % Utilisation is mapped to the right axis; 'Actual' figure for 2022-23 is the revised estimate. Source: Demands for grants of the Department of Land Resources for various years; PRS.

Incomplete projects under PMKSY-WDC 1.0

PMKSY-WDC has been implemented in two phases.³⁵ PMKSY-WDC 1.0 functioned from 2009-10 to 2014-15, and PMKSY-WDC 2.0 is expected to function from 2021-22 to 2025-26. As of July 2022, 5,693 projects have been completed out of 6,382 projects sanctioned under PMKSY-WDC 1.0 (89%).³⁸ The Standing Committee on Rural Development (2022) noted that projects under PMKSY-WDC 1.0 remained incomplete even as the second phase of the scheme was launched.³⁵

Digital India Land Records Modernisation Programme

DILRMP has been allocated Rs 196 crore in 2023-24, which is an 18% decrease from the allocation for 2022-23. Apart from three years between 2017-18 to 2019-20), fund utilisation has remained above 90%. In 2021-22, actual expenditure exceeded the budget estimates by Rs 100 crore.

Table 12: Budgetary allocation and fund utilisation under DILRMP (in Rs crore)

Year	BE	Actuals	% Utilisation
2016-17	150	139	92%
2017-18	150	93	62%
2018-19	250	68	27%
2019-20	150	44	29%
2020-21	239	225	94%
2021-22	150	250	167%
2022-23	239	239	100%
2023-24	196		

Note: Actual figure for 2022-23 is the revised estimate. Source: Demands for Grants of the Department of Land Resources for various years; PRS.

DILRMP and SVAMITVA Scheme

SVAMITVA is a Central Sector Scheme implemented by the Ministry of Panchayati Raj. It aims to provide 'Record of Rights' to village house owners. Legal ownership rights will be issued after mapping land parcels using drone technology.³⁹ An expert committee constituted by the Ministry of Panchayati Raj recommended that the Ministry work together with the Department of Land Resources on implementing the two schemes.⁴⁰ Since the preparation of computerised land records falls under the ambit of DILRMP, funds

for the preparation of record of rights should be provided under that scheme. They also recommended that all villages surveyed under SVAMITVA be prioritised under the DILRMP.

Slow progress of components

DILRMP has eight major components, including computerisation of land records; survey/resurvey; and updating of survey and settlement records, and computerisation of registration.⁴¹ The Standing Committee on Rural Development (2022) noted that the different components under the scheme showed differing levels of completion.³⁵ The need for skilled manpower, delays by state governments, and lack of timely revision of rates in some components were cited as reasons for this. They recommended that implementation be accelerated, after resolving issues with state/UT governments.³⁵

Table 13: Progress of activities under DILRMP

Activity (Unit)	Target	Achievement	% Achieved
Land record computerisation (lakh revenue villages)	6.57	6.22	95%
Automation of sub-registrar offices (number of sub-registrar offices)	5,268	4,910	93%
Integration of land records (number of sub-registrar offices)	5,268	3,993	76%
States for which record of rights is on the web	36	29	81%
Survey/re-survey (lakh revenue villages)	6.57	0.90	14%
Digitisation of cadastral maps (crore maps)	1.69	1.27	75%
Modern record rooms in tehsils (number of tehsils)	6,865	3,186	46%
Number of State Data Centres set up	36	24	67%
Textual and spatial data integration (lakh revenue villages)	6.57	4.13	63%

Source: DILRMP Dashboard, as of February 20, 2023; PRS.

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