STANDING COMMITTEE ON RURAL DEVELOPMENT AND PANCHAYATI RAJ

(2025-2026)

41

EIGHTEENTH LOK SABHA

MINISTRY OF RURAL DEVELOPMENT

(DEPARTMENT OF LAND RESOURCES)

IMPLEMENTATION OF DIGITAL INDIA LAND RECORDS MODERNIZATION PROGRAMME (DILRMP)

FORTY-FIRST REPORT

LOK SABHA SECRETARIAT

NEW DELHI

FORTY-FIRST REPORT

STANDING COMMITTEE ON RURAL DEVELOPMENT AND PANCHAYATI RAJ

(2025-2026)

(EIGHTEENTH LOK SABHA)

MINISTRY OF RURAL DEVELOPMENT

(DEPARTMENT OF LAND RESOURCES)

IMPLEMENTATION OF DIGITAL INDIA LAND RECORDS MODERNIZATION PROGRAMME (DILRMP)

Presented to Lok Sabha on 11.08.2026

Laid in Rajya Sabha on 11.08.2026

LOK SABHA SECRETARIAT

NEW DELHI

August, 2026 / Shraavana, 1948 (Saka)

CRD No. 232

.

Price: Rs

Published under Rule 382 of the Rules of Procedure and Conduct of Business in Lok Sabha (Seventeenth Edition) and Printed by _____.

CONTENTS

COMPOSITION OF THE STANDING COMMITTEE ON RURAL DEVELOPMENT AND PANCHAYATI RAJ (2025-2026)

Shri Saptagiri Sankar Ulaka -- *Chairperson*

Lok Sabha Members

2. Shri Bhumare Sandipanrao Asaram
3. Shri Sudip Bandyopadhyay
4. Shri Raju Bista
5. Shri Vijay Kumar Dubey
6. Dr. Sanjay Jaiswal
7. Shri Bhajan Lal Jatav
8. Dr. Mohammad Jawed
9. Shri Jugal Kishore
10. Dr. D. Ravi Kumar
11. Shri Naba Charan Majhi
12. Shri Imran Masood
13. Shri Janardan Mishra
14. Shri Kota Srinivasa Poojary
15. Shri K. Radhakrishnan
16. Shri Ramashankar Vidharthi Rajbhar
17. Shri Omprakash Bhupalsinh *alias* Pavan Rajenimbalkar
18. Shri Parshottambhai Rupala
19. Shri Devendra Singh *alias* Bhole Singh
20. Shri Ganesh Singh
21. Shri Vivek Thakur

Rajya Sabha Members

22. Smt. Geeta *alias* Chandraprabha
23. Dr. M. Dhanapal
24. Shri Samirul Islam
25. Dr. Kavita Patidar
26. Smt. Rajathi
27. Shri Nagendra Ray
28. Shri Sant Balbir Singh
29. Smt. P.T. Usha
30. Shri Karamvir Singh Boudh
31. Shri Baidyanath Ram

Secretariat

1.	Smt Juby Amar	-	Joint Secretary
2.	Shri V.K. Shailon	-	Director
3.	Smt Rashmi Roy	-	Deputy Secretary
4.	Shri Atul Singh	-	Executive Officer

INTRODUCTION

I, the Chairperson of the Standing Committee on Rural Development and Panchayati Raj (2025-2026) having been authorised by the Committee to submit the Report on their behalf, present the FORTY-FIRST Report on 'Implementation of Digital India Land Records Modernization Programme (DILRMP)' of the Ministry of Rural Development (Department of Land Resources).

2. The Committee held briefing by the representatives of the Ministry of Rural Development (Department of Land Resources) on 2nd December, 2025.

3. The Committee took oral evidence of the representatives of the Department of Land Resources (Ministry of Rural Development) on 4th February, 2026.

4. The Report was considered and adopted by the Committee at their sitting held on 07 August, 2026.

5. The Committee wish to express their thanks to the officials of the Ministry of Rural Development (Department of Land Resources) for placing before them the requisite material and their considered views in connection with the examination of the subject.

6. The Committee would also like to place on record their deep sense of appreciation for the invaluable assistance rendered to them by the officials of Lok Sabha Secretariat attached to the Committee.

NEW DELHI
10 August, 2026
19 Shraavana, 1948 (Saka)

SAPTAGIRI SANKAR ULAKA
Chairperson
Standing Committee on Rural Development & Panchayati Raj

FORTY-FIRST REPORT

"DIGITAL INDIA LAND RECORDS MODERNIZATION PROGRAMME (DILRMP)"

PART – I

NARRATION ANALYSIS

CHAPTER - I

A. Origin and Background

Land constitutes one of the most valuable natural, economic and social resources of the country and forms the basis of livelihood, habitation, agricultural production, industrial development and infrastructure creation. The system of land administration, therefore, occupies a pivotal position in governance as it provides the legal and administrative framework for recording ownership, possession, tenancy, extent, classification and use of land. Accurate, reliable and updated land records are indispensable for safeguarding property rights, facilitating lawful transfer of land, reducing disputes, ensuring efficient land management and supporting evidence-based policy formulation. They also constitute the primary source of information for a wide range of developmental activities, including agricultural credit, crop insurance, disaster relief, land acquisition, urban planning, infrastructure development, implementation of welfare schemes and revenue administration. Consequently, the quality, accessibility and integrity of land records have a direct bearing on the ease of living for citizens as well as the efficiency of public administration.

Historically, land record administration in India has evolved through diverse legal, institutional and administrative arrangements adopted by individual States and Union Territories. Although several reforms were undertaken during the pre-independence and post-independence periods, the maintenance of land records largely remained dependent upon manual registers, cadastral maps, field measurement books and revenue records maintained at the village and tehsil levels. Over time, differences in survey methodologies, revenue terminology, formats of Records of Rights (RoRs), frequency of updation, institutional capacity and technological adoption resulted in considerable variation in the quality and reliability of land records across the country. In many instances, changes arising from inheritance, sale, partition, acquisition or court orders were not reflected promptly in the records, leading to discrepancies between textual records and cadastral maps and contributing to prolonged litigation and administrative delays.

Recognising the need for a comprehensive modernisation of the land records management system, the Government of India approved the National Land Records Modernization Programme (NLRMP) on 21 August, 2008 as a Centrally Sponsored Scheme. The Programme represented a significant shift from isolated computerisation

initiatives towards an integrated approach encompassing digitisation of textual and spatial land records, modernisation of registration systems, survey and re-survey, establishment of modern record rooms, capacity building and creation of technology-enabled citizen services. Subsequently, under the Digital India initiative, the Programme was restructured and renamed as the **Digital India Land Records Modernization Programme (DILRMP)**. With effect from 1 April, 2016, DILRMP has been implemented as a **Central Sector Scheme**, with financial assistance being provided entirely by the Central Government. The Programme has thereafter been extended for implementation during the period from 2021–22 to 2025–26 with an expanded scope and the inclusion of new technology-driven components.

The Department of Land Resources informed the Committee that the overarching objective of DILRMP is to establish a modern, transparent, efficient and citizen-centric land records ecosystem capable of providing authenticated land information through digital platforms while reducing dependence upon manual records and physical interaction with Government offices. The Programme seeks not merely to computerise existing records but to progressively establish an integrated framework wherein textual land records, cadastral maps, registration data, mutation proceedings, Revenue Court records and parcel identification systems operate in a coordinated and interoperable manner. Such integration is intended to enhance the reliability of land information, improve service delivery, strengthen land governance and facilitate informed decision-making by citizens, Government agencies and financial institutions.

During the course of oral evidence, the Department further submitted that the availability of digitally accessible and regularly updated land records would significantly reduce the need for citizens to visit Revenue Offices for obtaining certified copies of land records or verifying ownership details. It was further stated that transparent and timely access to authenticated land information is expected to reduce transaction costs, improve ease of doing business, facilitate agricultural and institutional credit, minimise fraudulent and benami transactions and contribute towards reduction of land-related disputes. The Department also informed the Committee that a proposal for continuation of the Programme beyond the current scheme period, under the proposed **DILRMP 3.0** for the period 2026–2031, has been initiated separately and is under consideration of the competent authority.

The Committee were further apprised that the scope of DILRMP extends beyond the mere digitisation of historical records and seeks to establish a sustainable and future-ready land governance framework capable of supporting emerging digital governance initiatives. The Programme envisages convergence of modern surveying technologies, Geographic Information Systems (GIS), geo-referenced cadastral mapping, Unique Land Parcel Identification Numbers (ULPIN), online registration services, automated mutation workflows, Revenue Court digitisation and interoperability with multiple citizen-centric services. Such an integrated ecosystem is expected to provide a common and reliable digital foundation for land administration

while preserving the legislative and administrative autonomy of the States and Union Territories in matters relating to land governance.

The Department emphasised that despite the substantial progress achieved under the Programme during the last decade, the focus of implementation is gradually shifting from achieving numerical targets relating to computerisation towards ensuring the quality, currency, legal validity, spatial accuracy and interoperability of land records. Accordingly, greater emphasis is being placed on updating cadastral maps, undertaking survey and re-survey, integrating textual and spatial records, streamlining mutation processes, improving citizen accessibility and strengthening institutional capacity for long-term sustainability. These initiatives are expected to facilitate transparent land governance, enhance public confidence in digital land records and support the Government's broader objective of digital transformation in governance and public service delivery.

CHAPTER II

SCHEME COMPONENTS, FINANCIAL OUTLAY AND FUND UTILISATION

A. Evolution of the Programme Components

2.1 The Digital India Land Records Modernization Programme (DILRMP) has been conceived as a comprehensive programme for reforming the land administration ecosystem through technological intervention, institutional strengthening and process re-engineering. Unlike earlier initiatives, which primarily focused on computerisation of isolated land record databases, DILRMP adopts an integrated approach covering the entire lifecycle of land administration, beginning with survey and preparation of Records of Rights and extending to registration, mutation, adjudication, citizen service delivery and inter-departmental data exchange. The Programme seeks to ensure that technological modernisation is accompanied by corresponding administrative reforms so that digital systems accurately reflect the legal status of land and facilitate transparent governance.

2.2 The Department of Land Resources informed the Committee that the Programme has evolved progressively in response to technological advancements and the emerging requirements of land governance. Initially, emphasis was placed upon computerisation of textual land records and digitisation of cadastral maps. Subsequently, additional components such as integration of registration with land records, establishment of modern record rooms, computerisation of Revenue Courts, consent-based Aadhaar linkage with Records of Rights, development of the National Generic Document Registration System (NGDRS), Unique Land Parcel Identification Number (ULPIN), Land Stack and urban land record creation under NAKSHA were incorporated to create an integrated digital ecosystem.

2.3 The Committee were informed that the present phase of the Programme represents a transition from digitisation of existing records towards creation of an interoperable, GIS-enabled and citizen-centric land information infrastructure capable of supporting multiple Government services and digital governance initiatives.

B. Major Components of DILRMP

2.4 According to the Department, DILRMP presently comprises several inter-related components designed to address different aspects of land administration. These components collectively aim to modernise textual records, spatial records, registration systems, judicial processes and citizen services while simultaneously strengthening institutional capacity at the State level.

2.5 The programme has the following major components and activities:

S. N.	Component	Activities
1	Computerization of Land Records	(i) Computerization of record of rights; (ii) digitization of cadastral maps; (iii) integration of record of rights (textual) and cadastral maps (spatial); (iv) data centres at state level.
2	Computerization of Registration	(i) Computerization of Sub Registrar Offices (SROs); (ii) connectivity between sub-registrar offices and tehsils; (iii) integration of registration and land records, (iv) Data entry and legacy data regarding property, (v) Scanning and preservation of old data and (vi) Data entry of property valuation details.
3	Survey / resurvey and innovative initiatives	Survey / resurvey and updating of the survey & settlement records.
4	Modern record rooms	Modern record rooms / land records management centres at tehsil/taluk/circle/block or equivalent level
5	Training & capacity building, IEC and Evaluation Studies	(i)Creation of DILRMP Cells at Administrative Training Institutes and / or the Survey / Revenue / Patwari Training Institutes of states, strengthening of training institutes, imparting training to Revenue/Registration/Survey officials, (ii)IEC activities and impact assessment/post completion evaluation studies.
6	Project Management Unit (PMU)	To provide human resources and other infrastructure for ensuring effective implementation of various components of DILRMP.
7	Consent-based linkage of Aadhaar with Record of Rights	Linking of Aadhaar number with Record of Rights on voluntary basis and authentication through Aadhaar.
8	Computerization of Revenue Courts	Computerization of Revenue Courts and their integration with land records.

2.6 The Department further submitted that these components are designed to function as an integrated system rather than independent technological interventions. Computerisation of Records of Rights alone would not ensure reliable land administration unless accompanied by updated cadastral maps, timely mutation,

integration with registration databases and appropriate institutional mechanisms for dispute resolution and maintenance of records.

C. Financial Outlay of the Programme

2.7 The Committee were informed that the Government approved continuation of DILRMP for the period **2021–22 to 2025–26** with an approved financial outlay of **₹875 crore**. The approved outlay was intended to consolidate the gains achieved during earlier phases of implementation while simultaneously introducing new technology-driven initiatives for improving the quality, accessibility and reliability of land records across the country.

2.8 Of the approved allocation of ₹875 crore, an amount of **₹698 crore** was earmarked for continuation of the existing programme components, while **₹177 crore** was allocated for two newly introduced components, namely consent-based Aadhaar integration with land records and computerisation of Revenue Courts together with their integration into the land records ecosystem.

2.9 Subsequently, during the financial year **2025–26**, the Ministry of Finance approved an additional allocation of **₹109.61 crore**, thereby revising the total approved financial outlay of the Programme from **₹875 crore to ₹984.61 crore**. The Department informed the Committee that the additional allocation was intended to facilitate completion of ongoing activities and accelerate implementation of the expanded programme components.

D. Component-wise Allocation of Funds

2.10 The Department furnished detailed information regarding the component-wise distribution of the approved outlay. The Committee noted that priority has been accorded to survey and re-survey activities, recognising that accurate and updated spatial information forms the foundation of an effective digital land records system. DILRMP has been extended for 5 years from 1.4.2021 to 31.3.2026 at a total cost of ₹ 875 crore as detailed below

A. Existing Components		
1.	Modern record room (Tehsil)	130
2.	Survey/ re-survey and innovative initiatives	300
3.	Data entry/re-entry	15
4.	Digitization of cadastral maps/FMBs/Tippans	52
5.	State level data centre	32
6.	Computerization of Registration process	50
7.	DILRMP Cell	12
8.	PMU	47
9.	Evaluation Studies, IEC and Training	40
10.	Core GIS/Software Applications	20

	Sub-Total (existing components)	***698***
B. New Components		
11.	Consent-based integration of Aadhaar number with the land record database	62
12.	Computerization of Revenue Courts and their integration with land records	115
	Sub-Total (new components)	**177**
	Grand Total(A+B)	**875.00**

2.11 The Committee observe that nearly one-third of the approved financial outlay has been earmarked for survey, re-survey and innovative survey technologies. The Department explained that digitisation without updated field surveys may perpetuate historical inaccuracies and therefore emphasis has been placed upon generation of accurate geo-referenced spatial data capable of supporting long-term land governance reforms.

E. Release of Funds

2.12 The Department informed the Committee that since the inception of the Programme in **2008–09**, cumulative financial assistance amounting to **₹2,664.33 crore** had been released to States and Union Territories up to **31 January 2026**. Financial releases are made on the basis of approved Annual Action Plans, submission of utilisation certificates, physical progress achieved under the Programme and compliance with prescribed guidelines.

2.13 It was further stated that the pace of fund release varies across States depending upon the maturity of implementation, timely submission of proposals, utilisation of previous releases and achievement of agreed milestones.

F. Year-wise Expenditure

2.14 The Department furnished year-wise expenditure incurred under the Programme during the current scheme period. The Committee noted that expenditure has remained broadly consistent with the approved allocations, indicating satisfactory financial management.

DILRMP -Funds utilisation

Year	Revised Estimate (Rs. Crore)	Expenditure (Rs. Crore)	Expenditure %
2021-22	250.02	250.02	100
2022-23	239.25	239.25	100
2023-24	125.00	124.33	99.51
2024-25	141.00	140.40	99.58
2025-26	120.00 (BE)/229.61 (RE)	163.18	71.07 (RE)
* As on 31.01.2026			

2.15 During the course of evidence, the Department informed the Committee that expenditure during 2025–26 represented approximately **71 per cent** of the revised financial allocation up to 31 January 2026. It was expressed that the remaining allocation was expected to be utilised before the close of the financial year.

G. Financial Management Framework

2.16 The Committee were informed that implementation of DILRMP follows a structured financial management mechanism wherein States and Union Territories are required to prepare Annual Action Plans identifying activities proposed for implementation during the financial year. These proposals are examined by the Department before approval of financial assistance.

2.17 The Department further submitted that release of subsequent instalments is linked with utilisation of previously released funds, achievement of physical milestones and submission of audited utilisation certificates in accordance with the provisions of the General Financial Rules and Scheme Guidelines.

2.18 The Programme also incorporates periodic financial reviews, monitoring meetings and technical evaluations to ensure that financial resources are utilised efficiently and in accordance with approved objectives. States are encouraged to adopt transparent procurement procedures, maintain proper accounting systems and ensure timely completion of sanctioned activities.

H. Emerging Expenditure Priorities

2.19 The Department informed the Committee that the expenditure profile of DILRMP has undergone a gradual shift during the current scheme period. While earlier phases focused primarily on digitisation of existing records and establishment of basic

ICT infrastructure, greater emphasis is now being placed on survey and re-survey, geo-referencing, integration of databases, parcel-level identification systems, Revenue Court digitisation and citizen-oriented digital services.

2.20 The Committee were further informed that future financial requirements are expected to increasingly relate to enhancement of data quality, updation of legacy records, implementation of GIS-enabled applications, strengthening of cybersecurity, interoperability with other Government databases and development of advanced digital platforms capable of supporting real-time land governance.

I. Financial Outlook

2.21 During the course of oral evidence, the Department informed the Committee that preparation of the proposal for **DILRMP 3.0 (2026–2031)** envisages continuation of the Programme with enhanced emphasis on quality improvement, technological innovation and integrated digital land governance. The proposed framework seeks to build upon the progress achieved during earlier phases while addressing remaining gaps in survey, geo-referencing, legal validity, interoperability and citizen accessibility of land records.

2.22 The Department expressed the view that sustained financial support, coordinated implementation by States and continuous technological upgradation would be essential for realising the objective of a comprehensive, reliable and citizen-centric digital land records ecosystem capable of supporting efficient governance, secure property transactions and evidence-based public policy across the country.

CHAPTER III

PHYSICAL PROGRESS OF IMPLEMENTATION AND STATUS OF LAND RECORDS MODERNISATION

A. Overall Physical Progress under DILRMP

3.1 The Digital India Land Records Modernization Programme (DILRMP) has made substantial progress towards the computerisation, digitisation and integration of land records across the country since its inception. The Department of Land Resources informed the Committee that the Programme has gradually evolved from establishing basic digital infrastructure to developing an integrated and technology-enabled land administration ecosystem. While considerable achievements have been recorded in the computerisation of textual records and digitisation of cadastral maps, efforts are presently focused on improving the quality, authenticity and interoperability of digital land information so as to facilitate efficient public service delivery and transparent land governance.

3.2 The Committee were informed that implementation of the Programme is monitored through a set of physical performance indicators covering the principal components of DILRMP. These include computerisation of Records of Rights (RoRs), digitisation and geo-referencing of cadastral maps, integration of textual and spatial records, computerisation of Sub-Registrar Offices, integration of Registration Offices with Revenue Offices, establishment of Modern Record Rooms and implementation of survey and re-survey activities. These indicators collectively provide an assessment of the progress achieved by the States and Union Territories in modernising their respective land records systems.

3.3 According to the Department, physical progress under DILRMP should not be assessed solely on the basis of the percentage of records computerised, as the Programme has entered a more advanced stage where emphasis is increasingly being placed on the legal validity, spatial accuracy, completeness and usability of digital land records. It was submitted that while computerisation represents an important milestone, the effectiveness of a modern land administration system ultimately depends upon the integration of accurate textual records with updated geo-referenced cadastral maps and efficient registration and mutation processes.

B. Computerisation of Records of Rights

3.4 Records of Rights (RoRs) constitute the principal textual record maintained by the Revenue Department and contain details relating to ownership, possession, tenancy, land classification, extent of holdings and other legally recognised rights associated with a land parcel. Computerisation of RoRs has been one of the core objectives of DILRMP since its inception, as it facilitates electronic maintenance, online accessibility and timely updation of land records.

3.5 The Department informed the Committee that, as on **31 January 2026**, **99.81 per cent** of the available Records of Rights across the country had been computerised. This represents near-universal digitisation of textual land records wherever formal land ownership records exist. The Department attributed this achievement to sustained financial support under DILRMP, adoption of common technological standards and active participation of the States and Union Territories.

3.6 The Committee were informed that computerised RoRs enable citizens to obtain copies of land records through online portals without the need for repeated visits to Revenue Offices. Such records are also used by financial institutions, agricultural agencies, insurance companies and Government departments for verification of ownership and implementation of various citizen-centric services, subject to the applicable legal framework.

3.7 The Department, however, clarified that computerisation of RoRs should not be construed as complete modernisation of land records. The legal validity and operational utility of electronic records depend upon their timely updation, integration with cadastral maps, adoption of digital signatures and conformity with the applicable provisions of State revenue laws.

C. Digitisation of Cadastral Maps

3.8 Cadastral maps constitute the spatial component of land records and depict the physical boundaries, dimensions and location of individual land parcels. Traditionally maintained in paper form, these maps are indispensable for identification of property boundaries, survey operations, mutation proceedings and settlement of land disputes.

3.9 The Department informed the Committee that **97.42 per cent** of the available cadastral maps had been digitised as on **31 January 2026**. Digitisation has involved scanning, vectorisation and electronic preservation of legacy maps maintained by the States and Union Territories. In addition, efforts are being undertaken to geo-reference these maps so that they can be integrated with Geographic Information System (GIS) applications and modern surveying technologies.

3.10 The Committee were apprised that digitisation alone does not necessarily improve the accuracy of historical cadastral maps. In cases where the original surveys are outdated or where substantial changes have occurred due to subdivision, consolidation or acquisition of land, fresh survey and field verification become necessary before digitised maps can reliably represent the existing ground situation.

D. Integration of Textual and Spatial Records

3.11 One of the significant objectives of DILRMP is the integration of textual Records of Rights with corresponding cadastral maps so that ownership details and parcel boundaries can be viewed simultaneously on a common digital platform.

3.12 The Department informed the Committee that integration of textual and spatial records had been completed in **84.32 per cent** of the villages across the country. While this represents substantial progress, the Committee noted that the level of integration remains comparatively lower than the computerisation of textual records and digitisation of maps individually.

3.13 The Department explained that complete integration requires accurate one-to-one linkage between each textual record and the corresponding geo-referenced land parcel. Such integration frequently involves verification of ownership details, resolution of subdivision backlogs, correction of historical inconsistencies and field-level validation of parcel boundaries.

3.14 The Committee were informed that integrated land records form the foundation for subsequent initiatives such as ULPIN generation, online mutation, Land Stack, Revenue Court integration and delivery of various digital Government services.

E. Computerisation of Registration Offices

3.15 Registration of property transactions constitutes an important component of land administration as it provides legal recognition to transfers of ownership and facilitates subsequent mutation in the Revenue records.

3.16 According to the Department, computerisation had been completed in **95.73 per cent** of the Sub-Registrar Offices across the country. Online facilities relating to appointment scheduling, document preparation, fee payment, valuation and certified copy generation have been introduced in a majority of the States and Union Territories.

3.17 The Committee were informed that integration of Registration Offices with Revenue Offices had reached **88.56 per cent**. Such integration enables registration details to be electronically transmitted to Revenue authorities for initiation of mutation proceedings and updation of land records, thereby reducing manual intervention and duplication of data entry.

F. Establishment of Modern Record Rooms

3.18 The Programme provides financial assistance for establishment of Modern Record Rooms to facilitate systematic preservation, indexing and retrieval of historical land records. These facilities are intended to improve the management of physical documents during the transition to fully digital record-keeping systems.

3.19 The Department informed the Committee that Modern Record Rooms had been established in **72.50 per cent** of the sanctioned tehsils as on **31 January 2026**. While this percentage appears comparatively lower than other components, the Department clarified that implementation priorities have progressively shifted towards complete digitisation and online accessibility of records rather than creation of additional physical storage infrastructure.

G. Regional Variations in Physical Progress

3.20 During the course of evidence, the Department informed the Committee that physical progress under DILRMP has not been uniform across all States and Union Territories. Considerable progress has been achieved in States where individual land ownership records have historically been maintained and periodic survey and settlement operations have been undertaken.

3.21 Conversely, implementation has progressed comparatively slowly in several North-Eastern States where customary and community ownership systems prevail. In such areas, conventional Records of Rights either do not exist or differ substantially from the individual ownership framework adopted elsewhere in the country. Consequently, digitisation efforts require adaptation to local legal and customary practices rather than direct replication of conventional land record systems.

3.22 The Department also informed the Committee that digitisation activities in the Union Territory of Ladakh commenced relatively recently following its reorganisation. As a result, implementation in the region is still at a comparatively early stage.

H. Factors Influencing Physical Progress

3.23 The Department submitted that physical progress under DILRMP is influenced by several administrative, legal and technical factors, including the availability of updated survey records, frequency of mutations, capacity of Revenue staff, institutional coordination, quality of historical records, technological infrastructure and citizen participation during survey and verification processes.

3.24 It was further stated that activities such as survey, re-survey, geo-referencing and correction of land records require extensive field verification, publication of draft records, invitation of objections, disposal of claims and final publication in accordance with State laws. Consequently, these activities generally require substantially more time than computerisation of existing textual records.

I. Changing Focus of the Programme

3.25 The Committee were informed that DILRMP has entered a new phase in which emphasis is shifting from achieving numerical targets relating to digitisation towards ensuring the reliability, legal validity and operational usefulness of digital land records. The Department emphasised that future efforts would increasingly focus on improving data quality, strengthening interoperability among various databases, eliminating inconsistencies between textual and spatial records and ensuring timely updation following registration, mutation and judicial decisions.

3.26 Particular emphasis is proposed to be placed on completion of geo-referenced cadastral mapping, integration of registration and mutation workflows, universal assignment of Unique Land Parcel Identification Numbers (ULPIN), online

accessibility of authenticated records and implementation of GIS-enabled digital land governance systems.

J. Overall Assessment of Progress

3.27 Based on the information furnished by the Department, the Committee note that DILRMP has achieved substantial progress in the digitisation and computerisation of land records across the country. The near-universal computerisation of Records of Rights and extensive digitisation of cadastral maps represent significant milestones in the modernisation of land administration.

3.28 At the same time, the Committee were informed that the remaining challenges relate less to computerisation itself and more to the quality, currency, legal validity and interoperability of land records. Completion of survey and re-survey, integration of textual and spatial records, geo-referencing of cadastral maps, seamless registration-mutation workflows and adaptation of digital systems to region-specific legal frameworks will constitute the principal priorities during the proposed next phase of the Programme.

3.29 The Department expressed confidence that sustained financial support, continued cooperation of the States and Union Territories and adoption of emerging digital technologies would enable the Programme to achieve its long-term objective of establishing a transparent, accurate and citizen-centric land records management system capable of supporting efficient governance, secure property transactions and integrated public service delivery across the country.

CHAPTER IV

MODERNISATION OF REGISTRATION, MUTATION, REVENUE COURTS AND INTEGRATED LAND GOVERNANCE

A. Computerisation of Registration System

4.1 Registration of documents relating to transfer of immovable property constitutes one of the most important statutory functions associated with land administration. A transparent, efficient and technology-enabled registration system not only facilitates lawful transfer of ownership but also serves as the primary source for updating land records through mutation. Recognising the critical importance of registration in the overall land governance framework, the Digital India Land Records Modernization Programme (DILRMP) incorporates computerisation of Registration Offices as one of its major components. The objective is to establish a seamless and citizen-centric registration system capable of reducing procedural delays, improving transparency and ensuring timely integration with land records.

4.2 The Department of Land Resources informed the Committee that assistance under DILRMP is provided to the States and Union Territories for computerisation of Sub-Registrar Offices, digitisation of legacy registration records, establishment of electronic document management systems, online payment of registration fees and stamp duty, appointment scheduling, valuation modules and searchable digital archives. The Programme also supports integration of registration databases with Revenue records so that changes in ownership arising from registered transactions may be reflected in land records in a timely manner.

4.3 The Committee were informed that, as on **31 January 2026**, computerisation had been completed in **95.73 per cent** of the Sub-Registrar Offices across the country. Most States and Union Territories have introduced varying degrees of online service delivery, enabling citizens to prepare documents electronically, obtain appointments, make online payments and access certified copies through digital platforms. The Department further stated that efforts are being made to encourage all States to adopt fully paperless registration systems in accordance with their respective statutory requirements.

4.4 During the course of oral evidence, the Department submitted that the computerisation of registration services has significantly improved efficiency by reducing manual handling of documents, enhancing transparency in valuation and registration processes and facilitating electronic preservation of historical records. It was also stated that digitisation of legacy registration documents has enabled easier retrieval of historical transaction records, thereby improving due diligence during property transactions and strengthening institutional record management.

B. Integration of Registration with Revenue Administration

4.5 The Committee were informed that, historically, registration of property transactions and mutation of land records have been administered through separate institutional mechanisms. Consequently, registration of a sale deed or transfer document did not automatically result in corresponding changes in the Record of Rights, requiring purchasers to approach Revenue authorities separately for mutation.

4.6 The Department explained that this separation often resulted in considerable delays in updating land records and, in certain cases, discrepancies between ownership reflected in registered documents and the corresponding entries in Revenue records. Such inconsistencies frequently contributed to avoidable litigation, administrative complications and inconvenience to citizens.

4.7 DILRMP therefore seeks to establish electronic integration between Registration Offices and Revenue Offices through secure Application Programming Interfaces (APIs) and interoperable databases. Under the integrated framework, information relating to registered transactions is transmitted electronically to the Revenue Department, thereby facilitating initiation of mutation proceedings without requiring duplication of data entry.

4.8 The Department informed the Committee that integration between Registration Offices and Revenue Offices had been achieved in **88.56 per cent** of the Sub-Registrar Offices across the country. Such integration has substantially improved coordination between the Registration and Revenue Departments and has reduced delays in initiating mutation proceedings.

4.9 The Department further submitted that complete integration of registration and land records constitutes one of the principal objectives of the proposed next phase of DILRMP, as it would facilitate creation of a unified digital workflow covering registration, mutation and updating of Records of Rights.

C. National Generic Document Registration System (NGDRS)

4.10 In order to promote uniformity in registration practices while preserving State-specific legal and procedural requirements, the Department has developed the **National Generic Document Registration System (NGDRS)**, also known as **e-Registration**. The application has been designed as a configurable platform capable of accommodating the legislative provisions, valuation rules, document categories and administrative procedures applicable in different States and Union Territories.

4.11 The Committee were informed that NGDRS provides an end-to-end digital platform for preparation of documents, online appointments, payment of registration fees and stamp duty, admission of documents, document search, valuation and generation of certified copies. The system is intended to minimise physical interaction

between citizens and Government offices while ensuring transparency and accountability in the registration process.

4.12 According to the Department, NGDRS has been adopted by **17 States and Union Territories**, including Delhi, Maharashtra, Punjab, Himachal Pradesh, Assam, Chhattisgarh, Goa, Jammu & Kashmir, Ladakh, Mizoram, Tripura and several other jurisdictions. The flexibility of the platform enables each State to configure the application according to its own statutory requirements while utilising a common technological architecture.

4.13 The Department further informed the Committee that Assam, Chhattisgarh, Himachal Pradesh, Punjab and Madhya Pradesh have implemented completely paperless registration systems using NGDRS. The Committee also noted that the initiative received the **Prime Minister's Award for Excellence in Public Administration (2021)** under the Central category of Innovation in recognition of its contribution towards digital governance and citizen service delivery.

D. Mutation and Auto-triggered Mutation

4.14 Mutation represents the process through which changes in ownership or other rights arising from sale, inheritance, partition, gift, exchange, acquisition or court orders are incorporated into the Record of Rights maintained by the Revenue Department. Although mutation does not ordinarily create title, it constitutes an essential administrative process for maintaining updated land records and ensuring accurate assessment of land revenue and related public services.

4.15 The Committee were informed that under conventional administrative arrangements, registration and mutation functioned as independent processes. Consequently, even after registration of a property transaction, the purchaser was required to submit a separate application before the Revenue authorities for updating the Record of Rights.

4.16 The Department informed the Committee that DILRMP seeks to eliminate this duplication through implementation of **auto-triggered mutation**, wherein information relating to a registered transaction is transmitted electronically from the Registration Department to the Revenue Department immediately after registration.

4.17 As informed by the Department, **auto-triggered mutation has been implemented in 17 States**. Under this system, registration automatically generates an electronic mutation request, thereby significantly reducing the time required for updating land records and minimising dependence upon manual applications.

4.18 The Department clarified, however, that auto-triggering merely automates initiation of mutation proceedings and does not dispense with statutory requirements relating to notice, verification, public objections or hearings wherever such procedures are prescribed under the applicable State revenue laws.

E. Consent-based Aadhaar and Mobile Seeding

4.19 During the current phase of DILRMP, **consent-based Aadhaar linkage with Records of Rights** has been introduced as an additional programme component. The Department informed the Committee that the objective is to strengthen identity verification during land transactions while ensuring that Aadhaar linkage remains entirely voluntary and subject to the consent of the landholder.

4.20 The Committee were informed that Aadhaar linkage is intended to facilitate verification of the identity of the recorded owner before sale, purchase or mutation of land, thereby reducing the possibility of impersonation and fraudulent transactions.

4.21 The Department also informed the Committee that States are being encouraged to seed the **mobile number** and address of landholders in the Record of Rights database. Whenever an application for mutation or transfer of ownership is initiated, an electronic intimation may be transmitted to the registered mobile number of the concerned landholder, enabling timely objection where the transaction has not been authorised.

4.22 The Department cited the example of **Madhya Pradesh**, where notifications relating to mutation requests are transmitted not only to the registered owner but also to neighbouring landholders within the village. Such a mechanism is intended to safeguard the interests of absentee landowners, senior citizens and persons residing outside the village or abroad by enabling neighbouring residents to alert the concerned owner in the event of unauthorised transactions.

4.23 It was further clarified that implementation of Aadhaar and mobile seeding is required to comply with applicable legal provisions relating to privacy, consent and protection of personal data and does not replace the statutory safeguards prescribed under the respective State laws.

F. Computerisation of Revenue Courts

4.24 Revenue Courts play a significant role in adjudication of disputes relating to mutation, partition, tenancy, correction of records, boundary disputes and various other matters arising under the revenue laws of the States. Delays in disposal of such cases often result in prolonged uncertainty regarding land ownership and impede timely updating of land records.

4.25 Recognising the importance of expeditious dispute resolution, computerisation of Revenue Courts has been incorporated as a distinct component of DILRMP during the current scheme period. The Department informed the Committee that the **Revenue Court Case Management System (RCCMS)** has been developed with technical support from the National Informatics Centre (NIC) to facilitate efficient management of Revenue Court proceedings.

4.26 The RCCMS provides an integrated platform for electronic filing and registration of cases, digital storage of documents, case tracking, generation of cause lists, management information systems, monitoring of pendency and preparation of analytical reports. The system is also intended to improve transparency by enabling citizens to access information relating to pending cases and final orders through digital platforms.

4.27 The Department informed the Committee that the RCCMS application has been implemented in **Assam**, while **twenty-two States and Union Territories** have developed or are operating their own Revenue Court software systems. Information relating to Revenue Court cases is being received through APIs from **thirteen States and Union Territories** for display on the national dashboard. Several additional States and Union Territories have also expressed interest in adopting the Department-developed RCCMS application.

G. Integration of e-Courts with Land Records

4.28 The Committee were informed that the Department, in coordination with the Department of Justice, has initiated integration of the e-Courts system with land records and registration databases. The objective of this initiative is to enable authorised agencies and prospective purchasers to ascertain whether litigation relating to a particular property is pending before undertaking any transaction.

4.29 The Department stated that such integration would facilitate electronic sharing of relevant Records of Rights, cadastral maps, registration documents and litigation status among authorised institutions, thereby reducing the possibility of transactions involving disputed properties.

4.30 According to the information furnished to the Committee, **twenty-six States and Union Territories** have obtained the necessary approvals from their respective High Courts for integration of e-Courts software with land records and registration databases. Pilot implementation has already commenced in selected States using secure API-based architecture.

H. Towards an Integrated Digital Land Governance Framework

4.31 The Department informed the Committee that the long-term vision of DILRMP extends beyond digitisation of individual departmental databases and seeks to establish a fully integrated land governance ecosystem wherein registration, mutation, Revenue Courts, cadastral maps, Records of Rights, ULPIN, Land Stack and various citizen services operate through interoperable digital platforms.

4.32 The Committee were further informed that integration of these systems is expected to improve transparency, reduce duplication of effort, minimise opportunities for fraudulent transactions, facilitate evidence-based decision-making and strengthen the overall efficiency of land administration across the country.

4.33 The Department expressed the view that continued cooperation between the Central Government, State Governments, Registration Departments, Revenue authorities, judicial institutions and technical agencies would be essential for achieving the objectives of integrated digital land governance under the proposed DILRMP 3.0. The progressive convergence of registration, mutation, adjudication and digital land information is expected to constitute a major milestone in the modernisation of land administration and delivery of citizen-centric services.

CHAPTER V

EMERGING DIGITAL INITIATIVES, REGIONAL IMPLEMENTATION AND FUTURE LAND GOVERNANCE FRAMEWORK

A. Introduction

5.1 The Digital India Land Records Modernization Programme (DILRMP) has progressively evolved beyond the digitisation of land records into a comprehensive digital governance initiative intended to transform the manner in which land-related information is created, managed, authenticated and shared across Government departments. While the initial phases of the Programme focused primarily on computerisation of textual records and digitisation of cadastral maps, the current phase places greater emphasis on creation of integrated digital platforms capable of supporting citizen services, inter-departmental coordination, evidence-based policy formulation and transparent land administration.

5.2 The Department of Land Resources informed the Committee that several technology-driven initiatives have been introduced under DILRMP during the current scheme period with the objective of creating an interoperable and GIS-enabled land governance ecosystem. These initiatives include the Unique Land Parcel Identification Number (ULPIN), Land Stack, National geospatial Knowledge-based Land Survey of Urban Habitations (NAKSHA), transliteration and translation of Records of Rights, standardisation of land records, development of a national glossary of revenue terminology and integration of land information with various citizen-centric services. These initiatives are expected to provide a common digital foundation for land administration while preserving the constitutional responsibilities of the States and Union Territories.

B. Unique Land Parcel Identification Number (ULPIN/Bhu-Aadhaar)

5.3 One of the significant reforms introduced under DILRMP is the development of the **Unique Land Parcel Identification Number (ULPIN)**, also referred to as **Bhu-Aadhaar**. The Department informed the Committee that ULPIN has been designed as a unique fourteen-digit alphanumeric identifier assigned to every land parcel on the basis of its geographical coordinates. The identifier seeks to establish a single, standardised reference for each land parcel across various digital applications and Government databases.

5.4 The Department explained that the generation of ULPIN is dependent upon completion of detailed surveys and preparation of geo-referenced cadastral maps. The identifier is based on internationally accepted standards developed by the Electronic Commerce Code Management Association (ECCMA) and the Open Geospatial Consortium (OGC), thereby ensuring compatibility with modern Geographic Information System (GIS) applications and digital mapping technologies.

5.5 According to the information furnished to the Committee, more than **37 crore land parcels** had been assigned ULPIN as on **31 January 2026**. The system has been rolled out in **29 States and Union Territories**, while pilot implementation has been undertaken in Puducherry, Telangana, Manipur and the Andaman & Nicobar Islands. The Department expressed the expectation that complete national coverage would be achieved in a phased manner as survey and geo-referencing activities progress across the country.

5.6 The Committee were informed that ULPIN is expected to serve as the common digital identifier for multiple Government services, including property registration, mutation, agricultural credit, mortgage creation, PM-KISAN, crop insurance, fertiliser subsidy, procurement, disaster relief, land acquisition and various taxation-related functions. By assigning a unique identifier to each parcel of land, duplication of records and inconsistencies in parcel identification are expected to be significantly reduced.

C. Transliteration and Translation of Records of Rights

5.7 The Department informed the Committee that Records of Rights are generally maintained in the official or regional languages of the respective States and Union Territories. While such practice is consistent with the constitutional and administrative framework governing land administration, it often creates practical difficulties for citizens residing outside their native States, financial institutions, Government agencies and other stakeholders who may not be familiar with the language in which the records are maintained.

5.8 To address this challenge, the Department has developed a **transliteration facility** with the technical support of the Centre for Development of Advanced Computing (C-DAC). The facility enables Records of Rights maintained in one language to be viewed in any of the twenty-two languages included in the Eighth Schedule to the Constitution without altering the original legal record. The transliteration tool has already been made operational on the land records portals of **17 States and Union Territories**.

5.9 In addition, the Department has initiated translation of Records of Rights through the **BHASHINI** platform to improve accessibility for citizens across linguistic regions. The Committee were informed that transliteration and translation are intended to enhance usability of digital land records while preserving the authenticity and legal sanctity of the original records maintained by the concerned State Governments.

D. Standardisation of Land Records

5.10 The Committee were informed that one of the major challenges in developing a nationwide digital land information system arises from the diversity of land administration practices followed across the States and Union Territories. Differences exist in the terminology used for land attributes, formats of Records of Rights, measurement systems, survey methodologies and maintenance of cadastral maps.

5.11 In order to promote interoperability without affecting State-specific legal frameworks, the Department has undertaken standardisation of the format of Records of Rights and cadastral maps. A simplified standard format prescribing common data fields and minimum information requirements was circulated to all States and Union Territories on **3 June 2025** for adoption on a voluntary basis.

5.12 The Department clarified that standardisation is not intended to replace existing State revenue terminology or legal provisions but rather to establish conceptual equivalence and facilitate seamless exchange of digital land information among authorised Government agencies. The initiative is expected to significantly improve interoperability of land records with registration databases, Revenue Courts, financial institutions and various citizen-centric applications.

E. Glossary of Revenue Terms

5.13 During the course of evidence, the Department informed the Committee that substantial variation exists in revenue terminology used across the country. Similar land attributes are often described using different expressions in different States, creating difficulties in data sharing, comparative analysis and development of common digital platforms.

5.14 To address this issue, the Department has prepared a **Glossary of Revenue Terms** containing equivalent expressions in the vernacular language, Hindi, English and Roman script. The Glossary was formally released on **31 December 2025** and is intended to serve as a standard reference for Revenue officials, judicial authorities, policymakers, researchers and citizens.

5.15 The Committee were informed that the Glossary is expected to facilitate harmonisation of land administration terminology without disturbing State-specific legal provisions, thereby supporting the long-term objective of developing a nationally interoperable digital land information system.

F. Land Stack

5.16 The Department informed the Committee that **Land Stack** represents one of the most significant digital governance initiatives under DILRMP. Land Stack has been conceived as a GIS-based integrated platform capable of bringing together multiple layers of land-related information on a common digital interface.

5.17 Unlike conventional land record portals, which generally provide access only to textual ownership records, Land Stack seeks to integrate information relating to land ownership, cadastral maps, registration data, mutation history, urban property information, planning records, utilities and other authorised Government databases. The objective is to create a unified digital ecosystem that eliminates the need for citizens and Government agencies to access multiple independent systems.

5.18 The Committee were informed that pilot implementation of Land Stack commenced on **31 December 2025** in one village and one urban ward each in **Tamil Nadu** and **Chandigarh**. The Department stated that the pilot has demonstrated the technical feasibility of integrating diverse land-related datasets through a common GIS platform.

5.19 According to the Department, Land Stack is expected to facilitate improved inter-departmental coordination, faster delivery of citizen services, informed property transactions, efficient land acquisition, urban planning, disaster management and evidence-based policy formulation. Subject to the experience gained during the pilot phase, the initiative is proposed to be expanded to one village and one urban centre in every State and Union Territory.

G. Urban Land Records under NAKSHA

5.20 The Committee were informed that DILRMP was originally designed primarily for modernisation of rural land records. However, rapid urbanisation, increasing complexity of property ownership and the absence of comprehensive parcel-based urban land records necessitated development of a dedicated programme for urban areas.

5.21 Accordingly, the Department launched the **National geospatial Knowledge-based Land Survey of Urban Habitations (NAKSHA)** as a pilot programme during **September 2024**. The initiative seeks to create accurate, geo-referenced and digitally authenticated urban land records through application of advanced surveying technologies including aerial photography, drones, Global Navigation Satellite Systems (GNSS) and Geographic Information Systems.

5.22 The Committee were informed that the pilot programme covers **157 Urban Local Bodies** with an estimated project cost of **₹194 crore**. As on **2 February 2026**, aerial surveys had been completed in **119 Urban Local Bodies**, ortho-rectified imagery had been generated for **113 Urban Local Bodies** and ground verification activities had commenced in a majority of the remaining project areas.

5.23 The Department further informed the Committee that extensive capacity-building activities have been undertaken under NAKSHA. More than **5,000 field survey personnel** and officers of Urban Local Bodies have already been trained in modern surveying techniques and operation of the NAKSHA Web-GIS platform. Based on the outcome of the pilot project, it is proposed to extend the initiative to approximately **1,000 cities** in the subsequent phase and eventually to all **4,912 Urban Local Bodies** across the country.

H. Implementation in Fifth Schedule Areas

5.24 The Committee were informed that implementation of DILRMP in the **Fifth Schedule Areas** forms part of the overall State-level implementation strategy. The ten

States having notified Fifth Schedule Areas include Andhra Pradesh, Chhattisgarh, Gujarat, Himachal Pradesh, Jharkhand, Madhya Pradesh, Maharashtra, Odisha, Rajasthan and Telangana.

5.25 The Department informed the Committee that substantial progress has been achieved in these areas, with computerisation of Records of Rights having reached nearly complete coverage in most of the concerned States. Online access to land records has also been made available in all ten States, although the legal validity of digitally signed Records of Rights varies depending upon the statutory framework adopted by individual States.

I. Implementation in North-Eastern Region and Sixth Schedule Areas

5.26 The Committee were informed that implementation of DILRMP in the North-Eastern Region presents unique administrative and legal challenges owing to the prevalence of customary land tenure systems, community ownership and autonomous institutional arrangements under the Sixth Schedule to the Constitution.

5.27 The Department explained that a substantial proportion of land in the Autonomous District Councils of Assam, Meghalaya, Mizoram and Tripura is held under customary or community ownership rather than individual titles. Consequently, conventional Record of Rights systems followed elsewhere in the country cannot be replicated without taking into account the customary laws and traditional institutions governing land administration in these areas.

5.28 Despite these challenges, significant progress has been achieved in several North-Eastern States. Computerisation of Records of Rights has reached **100 per cent** in Mizoram and Tripura, while substantial progress has also been reported in Assam, Sikkim and Manipur. The Department informed the Committee that regular consultations are being held with State Governments, Autonomous District Councils and community representatives to identify appropriate approaches for digital documentation of customary land rights without disturbing existing legal and traditional arrangements.

J. Study of Land Records in Autonomous District Councils

5.29 In view of the unique institutional arrangements prevailing in the North-Eastern Region, the Department has entrusted the **Tata Institute of Social Sciences (TISS), Mumbai** with a comprehensive study on land records systems in the Autonomous District Councils. The study seeks to examine historical evolution of customary tenure systems, institutional capacity, legal frameworks, administrative practices and the feasibility of introducing digital land records while respecting traditional governance structures.

5.30 The Department informed the Committee that the study is being undertaken in close consultation with the concerned State Governments, Autonomous District

Councils, tribal institutions and local communities. The findings of the study are expected to provide the basis for formulation of an appropriate implementation strategy for digital land governance in the Sixth Schedule Areas.

K. Future Digital Land Governance Framework

5.31 The Department informed the Committee that the future direction of DILRMP envisages establishment of a fully integrated, technology-driven and citizen-centric land governance ecosystem based on interoperability of land records, registration systems, cadastral maps, Revenue Courts, ULPIN, Land Stack and urban land records. Greater emphasis is proposed to be placed on improving the quality, legal validity and real-time updation of land records rather than merely expanding the extent of computerisation.

5.32 The Committee were further informed that the proposed **DILRMP 3.0** seeks to consolidate the achievements of the current Programme while incorporating emerging technologies such as artificial intelligence, advanced GIS analytics, drone-based surveys, blockchain-enabled authentication, cloud computing and secure data-sharing mechanisms. The Department expressed the view that these initiatives would significantly strengthen transparency, improve ease of doing business, reduce land disputes and facilitate integrated digital governance in the years ahead.

CHAPTER VI

MONITORING MECHANISM, CAPACITY BUILDING, INSTITUTIONAL REFORMS AND FUTURE ROADMAP

A. Institutional Framework for Monitoring

6.1 The successful implementation of the Digital India Land Records Modernization Programme (DILRMP) is dependent not only upon technological interventions but also upon a robust institutional framework for planning, coordination, monitoring and evaluation. Considering that land is a State subject under the Constitution and that the responsibility for preparation, maintenance and updation of land records rests primarily with the respective State Governments and Union Territory Administrations, the Programme has been designed to function through a collaborative implementation model involving both the Central and State Governments.

6.2 The Department of Land Resources informed the Committee that implementation of DILRMP is monitored at multiple administrative levels through regular review meetings, physical and financial progress reports, field inspections, technical evaluations and periodic interaction with State Governments. The Department functions as the nodal agency at the Central level and is responsible for formulation of policy, release of financial assistance, development of common software applications, establishment of technical standards and overall coordination of programme implementation across the country.

6.3 The Committee were informed that each State Government has designated a nodal department, generally the Revenue Department, for implementation of DILRMP. The nodal department coordinates with Registration Departments, Survey and Settlement organisations, National Informatics Centre (NIC), State Information Technology Departments and other implementing agencies to ensure timely execution of programme components.

6.4 The Department further submitted that regular interaction with State Governments is undertaken through review meetings, video conferences, workshops and technical consultations to monitor implementation status, resolve operational issues and facilitate exchange of best practices among the States and Union Territories.

B. Project Management Units

6.5 The Committee were informed that effective implementation of a technology-intensive programme such as DILRMP requires specialised technical and managerial expertise in addition to the existing administrative capacity of the Revenue Departments. Accordingly, provision has been made under the Programme for establishment of **Project Management Units (PMUs)** at the Central as well as State levels.

6.6 The Department stated that the PMUs provide technical assistance in project planning, software implementation, procurement, financial management, monitoring, quality assurance and capacity building. The PMUs also facilitate coordination among multiple stakeholders involved in implementation of the Programme and assist in preparation of Annual Action Plans and utilisation reports.

6.7 According to the Department, establishment of dedicated PMUs has considerably strengthened institutional capacity and has enabled faster implementation of digital initiatives requiring specialised technological expertise.

C. Capacity Building and Human Resource Development

6.8 During the course of evidence, the Department emphasised that technological modernisation of land records cannot be sustained without corresponding development of institutional and human resource capacities. Since land administration involves a large number of Revenue officials, survey personnel, registration authorities and technical staff, continuous training has been recognised as an essential component of DILRMP.

6.9 The Programme provides financial assistance for training of Revenue Officers, Registration Officers, Survey personnel, Patwaris, Village Accountants, technical staff and other functionaries engaged in implementation of DILRMP. Training programmes are organised through Administrative Training Institutes, Revenue Training Institutes, Survey Training Institutes and other recognised institutions across the country.

6.10 The Committee were informed that training modules cover operation of land record software, Geographic Information Systems (GIS), Global Navigation Satellite Systems (GNSS), drone-based surveying, registration applications, Revenue Court software, digital signatures, cybersecurity, database management and citizen service delivery.

6.11 The Department further informed the Committee that specialised capacity-building programmes have also been undertaken under the NAKSHA initiative for officers of Urban Local Bodies, survey personnel and technical staff. More than **5,000 field survey officials** have already undergone structured training in modern geospatial technologies, aerial survey techniques and operation of Web-GIS platforms. Such initiatives are expected to create a skilled workforce capable of supporting future expansion of digital land governance across the country.

D. Information, Education and Communication (IEC)

6.12 The Committee were informed that public awareness and citizen participation constitute important prerequisites for successful implementation of DILRMP. Several programme components, including survey and re-survey, correction of land records, Aadhaar linkage and mutation, require active cooperation of landowners and local communities.

6.13 Accordingly, provision has been made under the Programme for undertaking Information, Education and Communication (IEC) activities aimed at creating awareness regarding the objectives, benefits and procedures associated with digital land records. These activities include preparation of awareness material, publication of guidelines, organisation of workshops, public outreach programmes, training sessions and dissemination of information through digital platforms.

6.14 The Department stated that effective citizen awareness is expected to improve public participation during survey operations, reduce resistance to technological reforms and facilitate timely correction of inaccuracies in land records.

E. Evaluation and Quality Assurance

6.15 The Department informed the Committee that DILRMP incorporates a structured mechanism for evaluation of programme outcomes through independent assessment studies, impact evaluations and technical audits. Such evaluations are intended to assess not only physical achievements but also the quality, sustainability and effectiveness of digital land administration systems created under the Programme.

6.16 The Committee were informed that evaluation studies examine various aspects including accuracy of digitised records, effectiveness of survey methodologies, quality of cadastral maps, citizen accessibility, efficiency of registration systems, functioning of Revenue Courts and overall impact of DILRMP on service delivery and reduction of land disputes.

6.17 The Department further submitted that findings emerging from these evaluation studies are utilised for improvement of programme guidelines, development of new software applications, formulation of technical standards and preparation of future implementation strategies.

F. Monitoring through DISHA Committees

6.18 The Committee were informed that DILRMP is one of the programmes monitored through the **District Development Coordination and Monitoring Committees (DISHA)** constituted by the Government of India. These Committees provide an institutional platform for reviewing implementation of major Central Government schemes at the district level.

6.19 According to the Department, inclusion of DILRMP within the monitoring framework of DISHA Committees has strengthened coordination among district-level implementing agencies and facilitated timely identification of implementation bottlenecks. Regular review of physical and financial progress at the district level also contributes to improved accountability and more effective utilisation of programme resources.

G. Integration with Citizen-Centric Services

6.20 The Department informed the Committee that digitised land records are increasingly being utilised as foundational datasets for a number of Government programmes and public services. Integration of land records with other Government databases is expected to facilitate efficient implementation of welfare schemes while reducing duplication of information and improving accuracy of beneficiary identification.

6.21 The Committee were informed that digitised land information may be utilised, subject to applicable legal provisions, for implementation of PM-KISAN, crop insurance, agricultural credit, fertiliser subsidy, procurement operations, mortgage creation, property registration, disaster compensation, infrastructure development and various taxation-related services. Integration with these services is expected to improve administrative efficiency and facilitate evidence-based governance.

H. Emerging Challenges

6.22 During the course of deliberations, the Department acknowledged that notwithstanding the substantial progress achieved under DILRMP, several challenges continue to require sustained attention. These include completion of survey and re-survey activities, elimination of inconsistencies between textual and spatial records, integration of legacy databases, updating of historical records, strengthening of cybersecurity, ensuring legal validity of electronic records and adaptation of digital systems to region-specific legal and customary frameworks.

6.23 The Department further stated that implementation challenges also arise from shortage of trained manpower, differences in institutional arrangements among States, varying levels of technological infrastructure and the complexity associated with digitisation of community-owned and customary land systems in certain regions of the country.

I. Proposed DILRMP 3.0

6.24 The Committee were informed that the Department has initiated preparation of a proposal for continuation of the Programme as **DILRMP 3.0** for the period **2026–2031**. The proposed next phase seeks to consolidate the achievements of the current Programme while addressing the remaining gaps in quality, interoperability and legal validity of land records.

6.25 According to the Department, DILRMP 3.0 proposes to accord greater emphasis to completion of survey and re-survey, geo-referencing of cadastral maps, universal assignment of Unique Land Parcel Identification Numbers (ULPIN), digitisation of urban land records under NAKSHA, strengthening of Land Stack,

integration of Revenue Courts, standardisation of Records of Rights and enhancement of citizen-centric digital services.

6.26 The Committee were further informed that emerging technologies such as Artificial Intelligence, Machine Learning, advanced GIS analytics, drone-based surveys, cloud computing, blockchain-enabled authentication and secure API-based interoperability are proposed to be progressively incorporated into the future digital land governance framework.

J. Future Vision of Digital Land Governance

6.27 The Department expressed the view that the long-term objective of DILRMP extends beyond computerisation of land records and seeks to establish an integrated, transparent and citizen-centric land governance ecosystem capable of supporting efficient public administration, secure property transactions and sustainable economic development.

6.28 The proposed framework envisages seamless integration of Records of Rights, cadastral maps, registration systems, mutation workflows, Revenue Court proceedings, ULPIN, Land Stack, NAKSHA and various Government databases through interoperable digital platforms. Such integration is expected to improve service delivery, facilitate evidence-based policymaking, strengthen protection of property rights and enhance public confidence in digital governance.

6.29 The Department further submitted that the success of future phases of the Programme would depend upon continued cooperation between the Central Government, State Governments, Autonomous Institutions, technical agencies and local communities. Sustained financial support, institutional capacity building, technological innovation and periodic updating of land records would remain essential for ensuring that digital land administration continues to meet the evolving requirements of citizens and public institutions.

K. Concluding Overview

6.30 Based on the evidence furnished before the Committee, it emerges that the Digital India Land Records Modernization Programme has made substantial progress in establishing the technological and institutional foundations necessary for modernisation of land administration in the country. Significant achievements have been recorded in computerisation of Records of Rights, digitisation of cadastral maps, development of integrated registration systems, implementation of ULPIN, establishment of Revenue Court applications and introduction of advanced initiatives such as Land Stack and NAKSHA.

6.31 At the same time, the Committee were informed that the Programme has now entered a stage where the emphasis is progressively shifting from expansion of digital infrastructure towards ensuring quality, accuracy, legal validity, interoperability and

long-term sustainability of digital land records. The proposed DILRMP 3.0 seeks to build upon these achievements by creating a comprehensive digital land governance ecosystem capable of supporting efficient administration, transparent public services, secure land transactions and informed policymaking across the country.

PART – II

OBSERVATIONS / RECOMMENDATIONS OF THE COMMITTEE ON "IMPLEMENTATION OF DIGITAL INDIA LAND RECORDS MODERNISATION PROGRAM"

1. Need for Expeditious Completion of DILRMP and Early Operationalisation of DILRMP 3.0

The Committee note that the Digital India Land Records Modernisation Programme (DILRMP), implemented as a 100 per cent Centrally funded Central Sector Scheme, has made significant progress towards modernising land administration. As on January, 2026, computerisation of Record of Rights has reached 99.81 per cent, digitisation of cadastral maps 97.42 per cent, computerisation of Sub-Registrar Offices 95.73 per cent and integration of Registration Offices with Revenue Offices 88.56 per cent. However, certain components, including Modern Record Rooms, survey activities and complete integration across States, are yet to be completed. The Committee also note that the Department has proposed continuation of the programme under DILRMP 3.0 beyond March, 2026. The Committee appreciate the substantial progress achieved under DILRMP in digitising land records and improving land governance across the country. However, considering that some critical components remain incomplete, the Committee recommend that the Department ensure completion of all pending activities within a clearly defined timeline before closure of the present phase of the Scheme. The Committee further recommend that approval and operationalisation of DILRMP 3.0 be expedited with clearly defined milestones, measurable outcomes and an effective monitoring mechanism to consolidate the gains achieved under the present programme.

2. **Universal Integration of Registration, Mutation and Land Records**

The Committee find that while almost all Registration Offices have been computerised, integration of Registration Offices with Revenue Offices has reached about 88.56 per cent. Further, the Committee also learnt that several States have introduced auto-triggered mutation after registration and efforts are underway to extend the system nationwide. The Committee are of the considered view that seamless integration of registration, mutation and land records is essential for ensuring efficient and transparent land administration. It creates a single real-time source of truth for property ownership. The Committee, therefore, recommend that all States and Union Territories be encouraged to complete integration of Registration Offices with Revenue Offices and implement auto-triggered online mutation so that property registration automatically results in mutation without requiring citizens to make separate applications.

3. **Special Strategy for Implementation in Sixth Schedule Areas**

The Committee note that implementation of DILRMP in the Sixth Schedule Areas continues to face challenges arising from community ownership of land, customary tribal practices and administration by Autonomous District Councils. Progress in Meghalaya remains negligible, while implementation varies across Assam, Tripura and Mizoram. The Committee were also informed that consultations are underway with Autonomous District Councils and that Tata Institute of Social Sciences (TISS) has been entrusted with preparing a roadmap for digitisation in these areas. The Committee appreciate the efforts made by DoLR to evolve a consensus-based approach for digitisation of land records in the Sixth Schedule Areas. The Committee recommend that, on receipt of the TISS study, a dedicated implementation strategy be prepared in consultation with Autonomous District Councils, State Governments and traditional institutions so that digitisation of land records progresses without adversely affecting customary land ownership systems and constitutional safeguards available to tribal communities.

4. **Ensuring Legal Validity of Digitally Signed Records of Rights**

The Committee note that survey and re-survey of land records constitute one of the core components of DILRMP, as the accuracy and reliability of digital land records fundamentally depend upon updated cadastral surveys and correct field measurements. While the DoLR has reported commendable progress in computerisation of Records of Rights and digitisation of cadastral maps, the Committee observe that completion of digitisation alone cannot ensure accurate land records unless survey and re-survey operations are carried out comprehensively and the ground realities are periodically reflected in the records. The Committee further note that outdated surveys, changes in land boundaries, subdivision of holdings and inaccuracies in legacy records continue to contribute significantly to land disputes and administrative difficulties in several States. The Committee are therefore of the view that survey and re-survey should receive sustained priority as they provide the foundation for reliable digital land records, efficient land administration and transparent delivery of citizen services under DILRMP. The Committee recommend that DoLR, in consultation with State Governments, take necessary steps to facilitate legal recognition of digitally signed Records of Rights across all States and Union Territories. The Committee are of the view that citizens should be able to use digitally authenticated land records for all legal, financial and administrative purposes without the need to obtain physical certified copies. The legal validity of digitally signed land records is crucial for preventing travel, accelerating property sales and ensuring quick loan approvals.

5. **<u>Completion of Survey and Re-survey of Land Records</u>**

The Committee note that survey and re-survey constitute one of the core components of DILRMP. Accurate and updated survey records are essential for ensuring correctness of digital land records and reducing future land disputes. The Committee also note that the Department has been encouraging adoption of modern technologies for survey and land record updation under DILRMP, which provides an opportunity to complete pending survey operations with greater speed and accuracy. The Committee recommend that the DoLR, in coordination with the State Governments, prepare a time-bound roadmap for completion of pending survey and re-survey work using modern survey

technologies. Priority may be accorded to States and regions where survey operations have remained pending so that digital land records accurately reflect ground realities.

6. **Strengthening Computerisation of Revenue Courts and Time-bound Disposal of Cases**

The Committee note that Computerisation of Revenue Courts has been introduced as one of the new components under DILRMP with the objective of simplifying and expediting land administration by integrating Revenue Court proceedings with digital land records. The Committee further note that mutation, correction of land records and disposal of revenue cases continue to constitute critical stages in the land administration process, and delays at these stages often result in prolonged disputes, inconvenience to citizens and reduced effectiveness of digitised land records. DoLR also informed the Committee that substantial progress has been made in computerisation of Revenue Courts and that efforts are underway to integrate Revenue Court proceedings with the land records management system. The Committee also learnt from DoLR that States have been advised to simplify Revenue Court procedures, prescribe timelines for disposal of different categories of cases and appoint dedicated officers to ensure regular conduct of hearings. The Committee are of the considered view that unless Revenue Court processes are fully digitised, streamlined and integrated with land records, the benefits of DILRMP in terms of timely mutation, correction of records and reduction of land disputes may not be fully realised. The Committee recommend that DoLR take steps so that all Revenue Courts be computerised and integrated with land records on priority basis. The Committee further recommend that State Governments prescribe time limits for disposal of mutation, correction and other revenue cases and strengthen online monitoring of pending cases so as to improve transparency, enhance accountability and reduce avoidable delays in delivery of land-related services.

7. **Strengthening Aadhaar and Mobile Number Seeding with Land Records**

The Committee note that consent-based linkage of Aadhaar with Records of Rights (RoRs) was introduced as a new component under DILRMP during the

period 2021-26 with the objective of improving authenticity and transparency in land records. The Committee further note that the Department has also been encouraging States and Union Territories to seed mobile numbers and addresses of landowners with the land records database so that landowners can receive timely electronic alerts whenever any application relating to mutation or transfer of ownership is initiated. DoLR further informed the Committee that Aadhaar and mobile seeding is progressing across the States and is expected to strengthen verification of ownership, reduce impersonation and minimise fraudulent land transactions. The Committee also note from the written replies furnished by the Department that certain States, including Madhya Pradesh, have adopted innovative practices whereby notifications relating to mutation applications are sent not only to the concerned landowner but also to other registered landowners in the village, thereby providing an additional safeguard against unauthorised transactions. The Committee are of the considered view that wider adoption of consent-based Aadhaar linkage, mobile integration and automated citizen alerts would enhance transparency, strengthen public confidence in digital land records and significantly reduce the possibility of fraudulent or unauthorised transfer of land ownership. The Committee recommend that the DoLR take steps to encourage all States and Union Territories to complete consent-based Aadhaar linkage and mobile number integration with land records. The Committee further recommend that automatic SMS and electronic alerts be generated to registered landowners whenever applications relating to mutation or transfer of ownership are submitted so as to safeguard citizens against fraudulent land transactions.

8. **<u>Capacity Building of Revenue, Registration and Survey Officials</u>**

The Committee note that training and capacity building constitute one of the important components of DILRMP, recognising that successful implementation of digital land governance depends not only upon creation of technological infrastructure but also upon the availability of adequately trained human resources. The Committee observe that DILRMP has introduced several technology-driven initiatives, including digitisation of land records, computerisation of Registration Offices, integration of registration with land

records, computerisation of Revenue Courts, Aadhaar linkage with Records of Rights and modern survey techniques. The Committee further note that the Department has established DILRMP Cells in training institutions and is supporting training of Revenue, Registration and Survey officials under the Scheme. The Department also informed the Committee that under the NAKSHA pilot programme, survey personnel are being trained in the use of modern survey equipment and that States continue to impart regular training through their Survey and Revenue Training Institutes. The Committee are of the view that sustained capacity building and continuous skill upgradation of field-level functionaries are indispensable for ensuring uniform implementation of DILRMP across the States and for improving the quality, reliability and sustainability of digital land administration systems. The Committee recommend that DoLR may prioritise to strengthen capacity building initiatives under DILRMP by providing regular training, refresher programmes and technical skill upgradation for Revenue, Registration and Survey officials. The Committee further recommend strengthening of Revenue and Survey Training Institutes and DILRMP Cells in the States so that adequately trained manpower is available for effective implementation, operation and long-term sustainability of digital land record management systems.

9. <u>Expansion of NAKSHA Programme after Evaluation of the Pilot Phase</u>

The Committee note that DILRMP has primarily focused on modernisation of rural land records, whereas rapid urbanisation and increasing property transactions have highlighted the need for a similar digital framework for urban land administration. The Committee further note that DILRMP presently focuses on rural land records. However, recognising the need for modernisation of urban land administration, the DoLR has launched the NAKSHA pilot project in 150 Urban Local Bodies for creation of digital urban land records using modern survey technologies. The Committee were also informed that adequate training has been imparted to survey personnel for operation of modern survey equipment under the pilot project and that States are also providing regular technical training through their Survey Institutes. The Committee are of the view that the NAKSHA initiative has the potential to complement the achievements of

DILRMP by extending the benefits of digital land governance to urban areas. However, before scaling up the initiative, it is necessary to undertake a comprehensive assessment of the pilot to identify best practices, implementation challenges and institutional requirements for wider adoption. The Committee appreciate the initiative taken by the Department through the NAKSHA pilot project for creation of digital urban land records. The Committee recommend that the pilot programme be comprehensively evaluated and, based on its outcomes and lessons learnt, a phased strategy be formulated for extending the initiative to other Urban Local Bodies across the country. The Committee also recommend that adequate technical and financial support be provided to the States for successful implementation of the expanded programme, as it is vital to securing transparent property rights of the people.

10. <u>Completion of Modern Record Rooms and Digitisation of Legacy Land Records</u>

The Committee note that establishment of Modern Record Rooms is one of the important components of the Digital India Land Records Modernisation Programme (DILRMP), envisaged to facilitate systematic preservation, indexing, management and retrieval of land records at the Tehsil/Taluk level. The Committee further note that, while substantial progress has been achieved under most components of the Scheme, the progress in establishment of Modern Record Rooms has remained comparatively lower, with about 72.5 per cent completion. The Committee find that greater emphasis had been placed on complete digitisation and making land records available online, as this would substantially reduce the need for citizens to visit Revenue Offices for accessing records. The Committee appreciate the Department's efforts towards promoting digital access to land records. However, they are of the considered view that physical preservation of original and legacy land records continues to remain equally important, as such records constitute the primary source documents for verification of ownership, settlement of land disputes, updating of land records and maintenance of historical continuity in land administration. The Committee also note that modern record rooms, supported by systematic digitisation and indexing of legacy records, would strengthen record management, minimise the

risk of deterioration or loss of valuable documents and ensure long-term integrity of the land records database. The Committee recommend that DoLR may accord priority to completion of Modern Record Rooms in all sanctioned locations and simultaneously ensure comprehensive digitisation, indexing and secure preservation of legacy land records, cadastral maps and other historical land-related documents. The Committee further recommend that suitable standards and protocols be evolved for scientific preservation, retrieval and maintenance of physical as well as digital records so that authentic land records remain accessible for administrative, legal and public purposes. Land records form the backbone of property ownership, legal security and economic development.

NEW DELHI
10 August, 2026
19 Shraavana, 1948 (Saka)

SAPTAGIRI SANKAR ULAKA
Chairperson
Standing Committee on Rural Development & Panchayati Raj

Annexure I

COMMITTEE ON RURAL DEVELOPMENT AND PANCHAYATI RAJ (2025-26)

MINUTES OF THE FOURTH SITTING OF THE COMMITTEE HELD ON TUESDAY, 2nd DECEMBER, 2025

The Committee sat from 1500 hrs to 1712 hrs in Committee Room 'C', Ground Floor, Parliament House Annexe (PHA), New Delhi.

PRESENT

Shri Saptagiri Sankar Ulaka -- *Chairperson*

Members
Lok Sabha

2. Shri Raju Bista
3. Dr. Sanjay Jaiswal
4. Shri Bhajan Lal Jatav
5. Dr. Mohammad Jawed
6. Shri Jugal Kishore
7. Shri Naba Charan Majhi
8. Shri Imran Masood
9. Shri Janardan Mishra
10. Shri Kota Srinivasa Poojary
11. Shri K. Radhakrishnan
12. Shri Ramashankar Vidharthi Rajbhar
13. Shri Parshottambhai Rupala
14. Shri Devendra Singh *alias* Bhole Singh
15. Shri Ganesh Singh
16. Shri Vivek Thakur

Rajya Sabha

17. Smt. Geeta *alias* Chandraprabha
18. Shri Neeraj Dangi
19. Dr. M. Dhanapal
20. Shri Iranna Kadadi
21. Dr. Kavita Patidar
22. Smt. Rajathi
23. Shri Nagendra Ray
24. Shri Sant Balbir Singh
25. Smt. P. T. Usha

SECRETARIAT

1. Shri D.R. Shekhar - Additional Secretary
2. Shri V.K. Shailon - Director
3. Smt. Rashmi Roy - Deputy Secretary

Representatives of the Ministry of Rural Development (Department of Land Resources)

1.	Shri Manoj Joshi	Secretary (LR)
2.	Shri R. Anand	Additional Secretary (LR)
3.	Shri Kunal Satyarthi	Joint Secretary, LR
4.	Shri Shyam Kumar	Director
5.	Shri Amit Kumar Singh	Director
6.	Shri Dayanidhi Joshi	Director
7.	Shri D. Ganesh Khadanga	Deputy Director General

2. At the outset, the Chairperson welcomed the Members to the sitting of the Committee convened for having a briefing by the representatives of the Ministry of Rural Development (Department of Land Resources) on the subject "Implementation of Digital India Land Records Modernization Programme (DILRMP)".

[Thereafter the representatives from the Ministry of Rural Development (Department of Land Resources) were called in]

3. After welcoming the representatives, the Chairperson in his opening remarks stressed upon the various important aspect of the "Digital India Land Records Modernization Programme (DILRMP)". The Chairperson, then asked the representatives of the Department to introduce themselves and place their views on the subject. The Secretary, Department of Land Resources (Ministry of Rural Development) after taking permission from the Chairperson directed the Joint Secretary, to make a Power Point Presentation on the above-mentioned subject.

4. Subsequently, Members raised their individual queries. The queries of the Members were replied by the Secretary, Ministry of Rural Development (Department of Land Resources). Certain issues which remained unanswered along with those which warranted elaborate reply, the Ministry were requested to send written replies thereto in writing within 07 days.

[The Witnesses then withdrew]

A verbatim record of the proceedings has been kept.

The Committee then adjourned.

*****

Annexure II

COMMITTEE ON RURAL DEVELOPMENT AND PANCHAYATI RAJ (2025-26)

MINUTES OF THE TENTH SITTING OF THE COMMITTEE HELD ON WEDNESDAY, 4th FEBRUARY, 2026

The Committee sat from 1500 hrs to 1630 hrs in Committee Room 'C', Ground Floor, Parliament House Annexe (PHA), New Delhi.

PRESENT

Shri Saptagiri Sankar Ulaka -- *Chairperson*

Members
Lok Sabha

2. Shri Raju Bista
3. Shri Vijay Kumar Dubey
4. Dr. Sanjay Jaiswal
5. Shri Bhajan Lal Jatav
6. Dr. Mohammad Jawed
7. Shri Jugal Kishor
8. Shri Imran Masood
9. Shri Janardan Mishra
10. Shri Kota Srinivasa Poojary
11. Shri Ramashankar Vidharthi Rajbhar
12. Shri Parshottambhai Rupala
13. Shri Devendra Singh *alias* Bhole Singh
14. Shri Ganesh Singh

Rajya Sabha

15. Shri Iranna Kadadi
16. Dr. Kavita Patidar
17. Smt. Rajathi
18. Shri Nagendra Ray
19. Shri Sant Balbir Singh

SECRETARIAT

1. Shri D.R. Shekhar - Additional Secretary
2. Shri V.K. Shailon - Director
3. Smt. Rashmi Roy - Deputy Secretary

Representatives of the Ministry of Rural Development (Department of Land Resources)

1.	Shri R. Anand	Additional Secretary (LR)
2.	Shri P. K. Abdul Kareem	Economic Advisor
3.	Shri Ganesh Khadanga	Deputy Director General (NIC)
4.	Shri Shyam Kumar	Director
5.	Shri Amit Kumar Singh	Director

6.	Shri Dayanidhi Joshi	Director
7.	Shri Naval Singh Meena	Dy. Director

2. At the outset, the Chairperson welcomed the Members to the sitting of the Committee convened for taking oral evidence of the representatives of the Ministry of Rural Development (Department of Land Resources) on the subject "Implementation of Digital India Land Records Modernization Programme (DILRMP)".

[Thereafter the representatives from the Ministry of Rural Development (Department of Land Resources) were called in]

3. After welcoming the representatives, the Chairperson in his opening remarks stressed upon the various important aspect of the "Digital India Land Records Modernization Programme (DILRMP)". Referring to the earlier sitting held on 2.12.2025, he stated that the Department had briefed the Committee on salient features, progress and implementation of the scheme. The Chairperson, then asked the representatives of the Department to introduce themselves and place their views on the subject.

4. The Additional Secretary, Department of Land Resources (Ministry of Rural Development) after taking permission from the Chairperson, made a Power Point Presentation on the above-mentioned subject covering various aspects of the scheme with special focus on scheme's implementation in Scheduled Areas and North-Eastern States. He informed the Committee that:

a. In Fifth Schedule Areas across ten States, computerisation has been substantially completed and there is no major difference vis-à-vis other areas, except in Jharkhand where certain legal digitisation issues remain.
b. In Sixth Schedule/ADC areas (primarily in North-East), digitisation is more complex due to community ownership and separate revenue administration under ADCs.

5. Highlighting the progress made in these areas, the Department further reported:

- Assam – significant progress in Bodoland Territorial Council area in coordination with the State Government; other ADC areas lag behind.
- Meghalaya – three ADC areas with very limited progress so far; this contributes to the small national shortfall in RoR coverage.
- Mizoram – ADC areas have good land records and 100 per cent computerisation of RoRs, but making them legally valid and online is subject to ADC decisions; some services not yet legally enabled.
- Tripura – 100 per cent computerisation including ADC areas and legal validity of digital RoRs achieved.

They also submitted that funding for ADC areas flows via State Governments, which submit proposals to the Department; it was stated that demands received from States/ADCs have been fully met. Tata Institute of Social Sciences (TISS) has been engaged to study systems in 10 ADC areas, understand community/tribal practices and documentation, and design acceptable digitisation models; the study report is expected by March 2026.

6. Subsequently, Members raised their individual queries. In their reply, the Department *inter-alia* stated that:

a. Land is a State subject; States are responsible for survey, preparation and publication of land records, RoRs and maps, while the Government of India primarily supports computerisation, integration and standardisation, along with 100 per cent funding under DILRMP.
b. The digitisation exercise uses records as provided by State Governments; it does not itself alter substantive rights or adjudicate disputes, which remain within the jurisdiction of State authorities and courts.
c. Notwithstanding this, the Department is actively issuing advisories, providing technical tools and offering financial incentives to States for:
    - auto-mutation,
    - integration of registration, land records and revenue courts,
    - simplification of procedures and time-bound delivery, and
    - adoption of standardised RoRs and processes.

d. The Department agreed that error-correction and dispute resolution mechanisms are critical and undertook to collect and furnish State-wise information on:
    - volume and nature of errors reported after computerisation;
    - correction procedures and authorities; and
    - special handling of disputed, refugee-related and border-area cases pointed out by Members.
e. On ADC and community land issues, it was emphasised that TISS has been tasked to examine existing documentary practices (including oral grants, community pattas etc.) and propose digitisation models respecting local systems while enabling eligibility for schemes; the report will guide further action under DILRMP 3.0.
f. On Aadhaar and mobile seeding, the Department clarified that ULPIN and mobile-linked alerts help prevent fraud at registration stage (through e-KYC and ownership verification) and post-registration (SMS alerts to owners and, in some States like Madhya Pradesh, to all seeded mobiles in the village when land is sold).

7. In his concluding remarks, the Hon'ble Chairperson directed the Department to furnish written notes to the Committee Secretariat within seven days on several points raised by Members which remailed unanswered, including:

- State-wise status of correction of errors in digitised RoRs;
- outcome of e-Court–land record–registration integration pilots;
- treatment of disputed/refugee-related land cases pointed out (West Bengal, Odisha, Jharkhand etc.);
- details of ADC-area initiatives and TISS study;
- coverage and progress of urban land record pilots (including in Madhya Pradesh); and
- training and capacity-building measures and any plans to strengthen correction mechanisms below DM level.

8. The Committee noted the significant progress reported under DILRMP as well as the serious concerns and socio-legal issues raised by Members, and decided to consider these in finalising its Report on the subject.

[The Witnesses then withdrew]

A verbatim record of the proceedings has been kept.

The Committee then adjourned.

*****

Annexure III

STANDING COMMITTEE ON RURAL DEVELOPMENT & PANCHAYATI RAJ (2025-26)

EXTRACTS OF THE MINUTES OF THE TWENTY-NINTH SITTING OF THE COMMITTEE HELD ON FRIDAY, THE 7TH AUGUST, 2026

The Committee sat from 1000 hrs to 1008 hrs in Committee Room 'B', Ground Floor, Parliament House Annexe (PHA), New Delhi.

PRESENT

Shri Saptagiri Sankar Ulaka -- *Chairperson*

MEMBERS

Lok Sabha

2. Shri Bhumare Sandipanrao Asaram
3. Shri Raju Bista
4. Shri Vijay Kumar Dubey
5. Dr Sanjay Jaiswal
6. Shri Bhajan Lal Jatav
7. Dr. Mohammad Jawed
8. Shri Jugal Kishore
9. Shri Naba Charan Majhi
10. Shri Janardan Mishra
11. Shri Kota Srinivasa Poojary
12. Shri K. Radhakrishnan
13. Shri Ramashankar Vidharthi Rajbhar
14. Shri Omprakash Bhupalsinh *alias* Pavan Rajenimbalkar
15. Shri Parshottambhai Rupala

Rajya Sabha

16. Smt. Geeta *alias* Chandraprabha
17. Dr. Kavita Patidar
18. Smt. Rajathi
19. Shri Sant Balbir Singh
20. Shri Karamvir Singh Boudh
21. Shri Baidyanath Ram

Secretariat

1. Smt. Juby Amar - Joint Secretary
2. Shri V. K. Shailon - Director
3. Smt Rashmi Roy - Deputy Secretary

2. At the outset, the Chairperson welcomed the Members to the sitting of the Committee convened for consideration and adoption of five Draft Reports on:-

(i) xxxx xxxx xxxx xxxx xxxx xxxx xxxx xxxx xxxx xxxx xxxx xxxx

(ii) xxxx xxxx xxxx xxxx xxxx xxxx xxxx xxxx xxxx xxxx xxxx xxxx

(iii) xxxx xxxx xxxx xxxx xxxx xxxx xxxx xxxx xxxx xxxx xxxx xxxx

(iv) xxxx xxxx xxxx xxxx xxxx xxxx xxxx xxxx xxxx xxxx xxxx xxxx

(v) Draft Report on the subject "Implementation of Digital India Land Records Modernization Programme (DILRMP)" pertaining to the Ministry of Rural Development (Department of Land Resources).

3. Draft Reports were taken up for consideration one-by-one and after discussion, the Committee adopted the same with minor modification. The Committee then authorized the Chairperson to finalize the aforesaid Draft Reports and present the same to the Parliament.

The Committee then adjourned.

*****

_____

xxxx Not related to the Draft Report.