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STANDING COMMITTEE ON ENERGY

(2009-10)

FIFTEENTH LOK SABHA

MINISTRY OF POWER

[Action Taken on the recommendations contained in the Thirty First Report (14th Lok Sabha) on the subject 'Implementation of Rajiv Gandhi Grameen Vidyutikaran Yojana (RGGVY)']

THIRD REPORT



**LOK SABHA SECRETARIAT
NEW DELHI**

December, 2009/Agrahayana, 1931 (Saka)

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**[Action Taken on the recommendations contained in the Thirty First
Report (14th Lok Sabha) on the subject 'Implementation of
Rajiv Gandhi Grameen Vidyutikaran Yojana (RGGVY)']**

Presented to Lok Sabha on 17.12.2009

Laid in Rajya Sabha on 17.12.2009



**LOK SABHA SECRETARIAT
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December, 2009/Agrahayana, 1931 (Saka)



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(2009-10)

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INTRODUCTION

The Standing Committee on Energy having been authorized by the Committee to present the Report on their behalf, present this 3rd Report on the action taken by the Government on the recommendations contained in 31st Report of the Standing Committee on Energy (14th Lok Sabha) on the subject **Implementation of Rajiv Gandhi Grameen Vidyutikaran Yojana (RGGVY)**

2. The 31st Report was presented to the Lok Sabha/laid in Rajya Sabha on 18th February, 2009. Replies of the Government to all the recommendations contained in the Report were received on 15th June, 2009.

3. The Report was considered and adopted by the Committee at their sitting held on 14th December, 2009.

4. The Committee place on record their appreciation for the valuable assistance rendered to them by the officials of the Lok Sabha Secretariat attached to the Committee.

5. An Analysis on the Action Taken by the Government on the recommendations contained in the 31st Report of the Committee is given at Appendix-II.

6. For facility of reference and convenience, the observations and recommendations of the Committee have been printed in bold letters in the body of the Report.

NEW DELHI
16th December, 2009
Agrahayana 25,1931 (Saka)

MULAYAM SINGH YADAV,
Chairman,
Standing Committee on Energy

CHAPTER I REPORT

This Report of the Standing Committee on Energy deals with the action taken by the Government on the Observations/Recommendations contained in their Thirty-First Report (Fourteenth Lok Sabha) on the subject ~~Implementation~~ of Rajiv Gandhi Grameen Vidyutikaran Yojana (RGGVY) of the Ministry of Power.

2. The Thirty-First Report was presented to Lok Sabha on 18th February, 2009 and was laid on the Table of Rajya Sabha on the same day. The Report contained 9 Observations/Recommendations.

3. Action Taken Notes in respect of all the Observations/Recommendations contained in the Report have been received from the Government. These have been categorized as follows:

- | | | |
|-------|--|---------------------------|
| (i) | Observations/Recommendations which have been accepted by the Government:

Serial Nos. 2, 3, 4, 7, and 9 | Total - 05
Chapter-II |
| (ii) | Observations/Recommendations which the Committee do not desire to pursue in view of the Government's replies:
Serial. Nos. 6 and 8 | Total - 02
Chapter-III |
| (iii) | Observations/Recommendations in respect of which the replies of the Government have not been accepted by the Committee and which require reiteration:
Serial Nos. 1 and 5 | Total. 02
Chapter-IV |
| (iv) | Observations/Recommendations in respect of which the final replies of the Government are still awaited: | |

4. The Committee desire that Action Taken Notes on the Observations/Recommendations contained in Chapter – I of the Report may be furnished to the Committee within three months of the presentation of this Report.

5. The Committee will now deal with action taken by the Government on some of their Observations/Recommendations that require reiteration or merit comments.

A. Facets of Village Electrification under RGGVY

Recommendation (Serial No. 1)

6. The Committee in their Thirty-First Report had brought out that the Ministry of Power had adopted new definition of village electrification in February, 2004. However, the Ministry were not able to obtain the updated data as per the new definition. The number of un-electrified villages in the country had been estimated to be 1,25,000 as on 31st March 2004 based on data pertaining to 1991 census. The Committee further noted that the data available with the Ministry regarding household electrification was based on 2001 census. The Committee also noted that non-availability of authentic lists of BPL households of villages covered under RGGVY had marred the execution of RGGVY projects. The Committee had, therefore, recommended that the Ministry should take immediate steps to obtain state-wise data on unelectrified rural villages as per new definition on village electrification effective from 2004-05 and data on un-electrified rural households including BPL households for proper planning and implementation of the RGGVY under which all the unelectrified villages were envisaged to be electrified covering at least 10 percent of un-electrified rural households in those villages.

7. The Ministry of Power in their Action Taken Reply have *inter-alia* stated:
Under RGGVY, all villages (as per census 2001) both un-electrified as well as already electrified have been considered for electrification of rural households including BPL households. Under the scheme, all un-electrified villages are to be electrified as per new definition of village electrification effective from 2004-05. Besides, villages which are considered electrified as per old definition will be taken up for intensive electrification.+

8. **The Committee appreciate that the Ministry under the Scheme intend to electrify all un-electrified villages as per new definition of village electrification effective from 2004-05 and have agreed to take up for intensive electrification of all the villages which were considered electrified as per old definition. However, the Committee feel that the reply given by the Ministry is too general in nature and does not reflect the specific efforts made by the Ministry so far to obtain necessary updated State-wise data on un-electrified villages as per new definition and data on un-electrified rural households including BPL households for proper planning and implementation of the RGGVY as specifically recommended by the Committee in their Thirty-First Report. Further, the Ministry have chosen to be silent on the issue as to how the electrification of both un-electrified as well as already electrified villages (as per old definition) and also providing electricity to BPL households would be possible without obtaining latest updated State-wise data on un-electrified villages and un-electrified rural households including BPL households – beforehand. As the new definition of village electrification has broaden the concept of village electrification,**

to be electrified as per old definition may also be included in the list of un-electrified villages, thus increasing the number of un-electrified villages for electrification. Unless the required data is obtained, the Ministry would not be able to achieve intended results as envisaged in RGGVY. The Committee, therefore, reiterate that the Ministry should take all the necessary steps to ensure that the requisite updated lists and data are readily available for proper planning and time bound implementation of the RGGVY Projects. The Committee would like to be apprised of the action taken in this regard.

B. Rural Electrification Plans

Recommendation (Serial No. 2)

9. Under the RGGVY, the States were required to finalize their Rural Electrification Plans in consultation with the Ministry of Power and notify the same within six months. The prescribed time limit for notification of Rural Electrification Plans by the States was August, 2008. According to the Ministry of Power as on 19th September, 2008, only five States i.e. Gujarat, Mizoram, Nagaland, Tamil Nadu and West Bengal had notified their Rural Electrification Plans and five other States namely, Chhattisgarh, Haryana, Himachal Pradesh, Maharashtra and Punjab had finalised their Rural Electrification Plans. The Ministry had further informed that the States which had not finalized their Rural Electrification Plan, were again requested to finalize the same by October, 2008. The Committee, taking into account the importance of rural electrification Plan in the implementation of RGGVY, had recommended that the RGGVY Monitoring Committee of the Ministry of Power should look into the matter and all concerned States who had not finalised or notified their Rural Electrification Plans as yet should be extended all possible assistance to finalise and notify their Rural Electrification Plans without any further loss of time.

10. The Ministry of Power, in their Action Taken Reply, have stated as under:

All States have agreed to finalize and notify the RE Plan for their state under RGGVY. All possible assistance is being extended to the States to finalise and notify RE Plan. Out of 27 States participating under RGGVY 9 States have notified RE Plan so far. 4 States have finalised RE Plan which is yet to be notified. 3 States have prepared the draft of RE plan. The status of RE Plan in States will be reviewed by the Monitoring Committee on RGGVY in their next meeting.+

11. During the course of examination of the subject by the Committee, it came out that only five States had notified and five other States had finalized their Rural Electrification Plans while all the States were expected to finalise Rural Electrification Plan in consultation with the Ministry of Power by the extended period of October, 2008. Keeping in view the tardy progress made by the States in preparation of Rural Electrification Plans, the Committee had recommended that RGGVY Monitoring Committee of the Ministry of Power should extend all possible assistance to remaining States to finalize and notify their Rural Electrification Plans without any further loss of precious time. From the Government's reply, it is observed that in between September, 2008 and June, 2009 only 3 additional States have taken conclusive action in regard to finalization/notification of Rural Electrification Plans. The Committee are not at all satisfied with the progress as outcome is not impressive and more sincere efforts are needed to be done in this regard. Needless to point out that the RGGVY Monitoring Committee needs to play its effective role by asking the

sh the task. The Committee, therefore, desire
the ministry to accord utmost importance to the issue and coordinate with
the remaining States in every possible manner and persuade them to
finalise and notify the RE Plans in fixed timeframe.

C. Implementation of RGGVY

Recommendation (Serial No. 3)

12. The Committee in their Thirty-First Report recommended that the RGGVY Monitoring Committee should stipulate fixed timeframe for the States and other implementing agencies for the submission of Detailed Project Reports (DPRs) of RGGVY projects and for the implementation of the same. The Committee also desired that the Rural Electrification Corporation (REC) should process the DPRs of the projects and obtain sanction of RGGVY Monitoring Committee in a fixed timeframe.

13. The Ministry in their action taken reply stated *inter-alia* as under:

All projects identified for implementation during Xth Plan and phase-I of XIth Plan have already been approved by the Monitoring Committee. As on 01.05.2009, 562 projects (235 of Xth Plan and 327 of XIth Plan) have been sanctioned for implementation. The projects of Phase-II of XIth Plan shall be considered for approval as and when approval of Competent Authority is available.+

14. While appreciating the fact that all projects identified for the implementation during Xth Plan and Phase-I of XIth Plan have already been approved by the Monitoring Committee, the Committee feel that the Ministry have not paid much heed to their recommendation of stipulating fixed time frame for approval of DPRs at each and every level for speedy approval of the remaining projects. Implementation of this recommendation would put an obligation on all the agencies concerned to act in a time

avoidance of unnecessary delay. Therefore, the Committee would like to reemphasize the need to stipulate time frame for the States and other implementing agencies for the submission of DPRs and their implementation. The Committee would like REC to process the DPRs of the projects and obtain approval of RGGVY Monitoring Committee in a fixed timeframe. In Committee's view only sincere, systematic and timebound efforts can help in finalization and implementation of the schemes during the remaining part of 11th Five Year Plan.

D. Targets and achievements under RGGVY

Recommendation (Serial No. 5)

15. The Committee had noted that during the 10th Plan period Rs.4500 crore was allocated and utilised against the approved outlay of Rs.5000 crore. In the 11th Plan, although an outlay of Rs.28,000 crore was approved, allocation of Rs.9,444 crore only was made for RGGVY in the first two years of the 11th Plan . It was observed that allocation of insufficient funds for RGGVY was one of the main constraints causing slow progress of implementation of the scheme. The Committee had, therefore, recommended that the Ministry and REC should reactivate themselves in implementation of RGGVY and make sincere efforts to prevail upon the Ministry of Finance and Planning Commission to get adequate fund allocation for the programme.

16. The Committee had noted that a total of 558 projects were sanctioned by the Government as on 31st August, 2008. Six of the 235 projects sanctioned during the 10th Plan and 190 of the 323 projects sanctioned in the 11th Plan period were, however, not awarded for execution. Out of the total 558 sanctioned projects, the number of projects reported to be under implementation were 362 for which the Ministry had released capital subsidy to the tune of Rs.8777.71 crore as on 31st August, 2008 from the total allocation of Rs. 13,944

er noted that as on 31st August, 2008, 50,717 un-
ed against the overall target of 1.16 lakh villages
shown in the state-wise list provided by the Ministry; 59,337 electrified villages
were covered for intensive electrification against the target of 3.5 lakh electrified
villages and 32,79,487 BPL households were provided free electricity
connections against the target of 2,43,74,672 BPL households and the total
sanctioned cost was Rs.25651.44 crore. Against this backdrop, the Committee
were of the view that the Ministry had failed to visualize and implement the
scheme effectively as even the half-way mark of the set target of 100 per cent
rural village electrification and provision of electricity access by 2010 had not
been achieved even after more than three years of implementation of the
scheme. While deploring the lackadaisical approach in implementation of
projects under RGGVY, the Committee had recommended that the Ministry
should expedite award of contracts in respect of 196 un-awarded projects
including 6 projects sanctioned during the 10th Plan. The Committee had also
desired to be informed of the revised targets and time frame for completion of the
whole scheme as also the details of the selection of un-electrified villages for
electrification, electrified villages for intensive electrification and BPL households
for providing free electricity connections along with the progress made,
sanctioned cost and cost incurred so far in this regard, district-wise and project-
wise in different phases of the implementation of the scheme.

17. The Committee had observed in particular that in the States of Arunachal Pradesh, Himachal Pradesh, Meghalaya, Mizoram, Nagaland, Orissa, Punjab, Sikkim, Tamil Nadu and Tripura, none of the sanctioned RGGVY projects had been completed till 31st May, 2008. The Committee had recommended that a new impetus be given for implementation of the projects in these States by taking all the necessary corrective steps and the progress be intimated to the Committee.

18. The Ministry in their Action Taken Reply have stated:

The allocated funds under RGGVY have been effectively utilized for implementation of the scheme. During 2009-10, the

RGGVY is Rs.6000 crore. Planning requested to enhance the funds from Rs.6000 crore to Rs.9000 crores.

As per RGGVY guidelines all unelectrified villages as per Census 2001 are to be considered for electrification electrified villages for intensive electrification and all BPL households for free service connections.

As on 30.04.2009, 61209 un-electrified villages have been completed and connections to 59.19 Lakh BPL households have been provided.

During 2009-10, target of electrification of 17000 un-electrified villages and 45 lakh BPL households has been fixed in view of availability of capital subsidy of Rs. 6000 crore for 2009-10. If the fund is enhanced from Rs. 6000 crore to 9000 crore, the targets would be electrification of 19,000 unelectrified villages and release of connections to 50 lakh BPL households.

In the implementation of RGGVY priority is being given to electrification of Un-electrified villages as compared to intensive village electrification of electrified villages.

The projects sanctioned during Xth Plan and Phase I of XIth Plan, are normally those which have more number of Un-Electrified villages and are within the benchmark cost.

As on 30.04.09, works in 61209 (51.80%) un-electrified villages have been completed out of 1,18,146 Un-electrified villages covered in the approved DPRs. While in respect of electrified villages, works in 111936 (31.67%) electrified villages have been completed out of total 3,53,428 electrified villages. This also indicates that priority has been given to un-electrified villages over the electrified villages.

All 235 projects sanctioned during 10th Plan, have been awarded for execution. 327 projects have been sanctioned for execution during phase-I of 11th plan. Out of 327 projects, 284 projects have been awarded so far. The project execution period is normally 18 months from the date of award.+

19. While observing the slow pace of implementation of RGGVY, the Committee had desired to be informed of the revised targets and time frame for completion of the whole scheme. The Committee had also sought the details of the selection of unelectrified villages for electrification, electrified villages for intensive electrification and BPL households for

connections along with the progress made, sanctioned cost and cost incurred so far in this regard, district-wise and project-wise in different phases of the implementation of the scheme. To utter surprise of the Committee, the Ministry in their Action Taken Reply have merely stated that as per RGGVY guidelines, all un-electrified villages as per Census 2001 are to be considered for electrification, electrified villages for intensive electrification and all BPL households for free service connections. The Committee are dismayed to note that the Ministry have not made any efforts to supply the Committee the required information in desired format. Moreover, the information supplied by the Ministry is incomplete as well. The Committee expect the Ministry to work out and supply them the desired information at the earliest.

20. The Committee had recommended the Ministry to strive for allocation of balance amount of Rs. 19,056 crore against the outlay of Rs. 33,000 crore (Rs.5000 Crore for X Plan + Rs.28000 crore for the XIth Plan) approved for the purpose and make sincere efforts to complete the 558 projects sanctioned till then by 2009-10. The Ministry have, however, informed that during 2009-10, the Budget Estimate for RGGVY is Rs. 6,000 crore and Planning Commission has been requested to enhance the funds from Rs. 6,000 crore to Rs. 9,000 crore. The Committee note that as on 30th April, 2009, works in only 61,209 unelectrified villages had been completed out of old estimation of 1,25,000 unelectrified villages – the original target set under the RGGVY and free electricity connections to only

had been provided against the target of 2.34 crore BPL households. In view of the fact that the Ministry are still way-behind their original target, they were supposed to increase the pace of electrification of villages but the data in their Annual Report for the year 2008-09 states otherwise. While as many as 28,706 villages were electrified during 2006-07, the number was drastically reduced to 9,301 and 12,056 during the years 2007-08 and 2008-09 respectively. Now, as per the Ministry, target of electrification of only 17,000 unelectrified villages and providing connections to 45 lakh BPL households has been fixed during 2009-10 in view of availability of capital subsidy of Rs. 6,000 crore for 2009-10. The Committee are surprised to find that the Ministry's targets for rural electrification for the 2009-10 are much below than the achievements made during 2006-07. Resultantly the Ministry are only seeking a modest increase of funds i.e. Rs. 3,000 crore from the Planning Commission to cover additional 2,000 unelectrified villages and 5 lakh BPL households during the year. It appears to the Committee that the Ministry lost both focus and initiative much before even reaching the half-way mark to achieve the goal set under the National Common Minimum Programme (NCMP) for providing access to electricity to all households in five years under the RGGVY from the launch of this scheme i.e. April, 2005. Moreover, as per the information made available by the Ministry, out of 327 projects sanctioned for execution during Phase-I of 11th Plan, 43 projects are yet to be awarded. The Committee further note that in the 10th Plan the gap

and the date of award of the projects was too high and in several cases it was more than two years. Considering that the 11th Plan is already half-way, the Committee feel that the Government should act fast to plan for the remaining target by strengthening monitoring mechanism and by taking initiative to extend all possible help to States which are lagging behind, even by entrusting more responsibilities on Central PSUs like Powergrid as implementing agencies. Further the Committee reiterate that the Ministry and REC should make sincere efforts to prevail upon the Ministry of Finance and Planning Commission to secure adequate fund allocation with sufficient justification required for early completion of the scheme and also to gear up themselves for speedy implementation of the scheme. This in the considered opinion of the Committee, is only possible – if both the Ministry and REC sit together and rework the revised targets etc. and timeframes for completion of the whole scheme.

21. After going through the data furnished by the Ministry of Power, the Committee find that the Ministry are still silent over the achievements made in the States of Mizoram, Nagaland, Punjab and Sikkim and nil achievement is shown in Tripura. The Committee have been left with no choice but to infer that either there is no achievement at all in the said States or the Ministry have failed to obtain requisite data in this regard. The Committee, therefore, again like to reiterate that the Ministry should accelerate the pace of implementation of the RGGVY projects in these States by taking all the



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and ensure completion of the projects which have already been awarded and are incomplete.

CHAPTER II

RECOMMENDATIONS WHICH HAVE BEEN ACCEPTED BY THE GOVERNMENT

Recommendation (Serial No. 2)

Under the RGGVY, the States were required to finalize their Rural Electrification Plans in consultation with the Ministry of Power and notify the same within six months. The prescribed time limit for notification of Rural Electrification Plans by the States was August, 2008. However, as per latest information furnished by the Ministry of Power on 19th September, 2008, only five States i.e. Gujarat, Mizoram, Nagaland, Tamil Nadu and West Bengal have notified their Rural Electrification Plan and five other States namely, Chhattisgarh, Haryana, Himachal Pradesh, Maharashtra and Punjab have finalised their Rural Electrification Plans. The Ministry further informed that the States which have not finalized their Rural Electrification Plan, have again been requested to finalize the same by October, 2008. The Committee, taking into account the importance of rural electrification Plan in the implementation of RGGVY, recommended that the RGGVY Monitoring Committee of the Ministry of Power should look into the matter and all concerned States who have not finalised or notified their Rural Electrification Plans as yet should be extended all possible assistance to finalise and notify their Rural Electrification Plans without any further loss of time.

Reply of the Government

All States have agreed to finalize and notify the RE Plan for their state under RGGVY. All possible assistance is being extended to the States to finalise and notify RE Plan. Out of 27 States participating under RGGVY 9 States have notified RE Plan so far. Four States have finalised RE Plan which is yet to be notified. Three States have prepared the draft of RE plan. The status of RE Plan in States will be reviewed by the Monitoring Committee on RGGVY in their next meeting.

[Ministry of Power O.M.No.-44/13/2008 dated 15.06.2009]

Comments of the Committee

(Please see Para 11 of Chapter I of the Report)

Recommendation (Serial No. 3)

In order to formulate and execute rural electrification projects, the implementing agencies of the States are required to prepare Detailed Projects Reports (DPRs) in accordance with the guidelines issued by the Rural Electrification Corporation. These DPRs with recommendations of the respective

ed at the concerned project office of the REC for projects. The DPRs along with recommendations of the REC concerned Project Office, are then considered by the RGGVY Division of REC and on getting the approval of the competent authority, the project-proposals are submitted to the RGGVY Monitoring Committee in the Ministry of Power for sanction. The Committee recommend that the RGGVY Monitoring Committee should stipulate fixed time frames for the states and other implementing agencies for the submission of DPRs of RGGVY projects and for the implementation of the same. The REC should also process the DPRs of projects and obtain sanction of RGGVY Monitoring Committee in a fixed time frame.

The Committee note that once a rural electrification project is sanctioned by the Ministry of Power the subsidy component is released in installments to REC against claims raised by it. The REC releases subsidy to the implementing agency(ies) in four installment of 30 per cent, 30 per cent, 30 per cent and 10 per cent on fulfillment of laid down conditions. The first installment is released when the implementing agency is ready to award the contract. The Committee observe that capital subsidy for two RGGVY projects sanctioned during the 10th Plan and two more projects sanctioned in the 11th Plan for the State of Sikkim has not been released so far. Similarly, capital subsidy for eight projects in respect of the State of Bihar has also not been released. The Committee while concurring with the view of the Ministry of Power that there shall be no parking of funds released for effective rural electrification in the country, a more decentralized approach is required. In particular, the Committee recommend that the Ministry should look into the causes for the delay and coordinate with the State/State implementing agencies to ensure immediate release of capital subsidy for RGGVY projects.

Reply of the Government

All projects identified for implementing during X Plan and phase-I of XI Plan have already been approved by the Monitoring Committee. As on 01.05.2009, 562 projects (235 of X Plan and 327 of XI Plan) have been sanctioned for implementation. The projects of Phase-II of XI Plan shall be considered for approval as and when approval of Competent Authority is available.

Capital subsidy under RGGVY for the approved projects of Sikkim and Bihar has been released. For release of subsidy (1st Installment), the project has to be brought to the award stage i.e. ready for award. In case of Sikkim, state has taken a long time to bring the project to award stage. Similarly, in Bihar, Bihar State Electricity Board(BSEB) could not bring the eight projects at award stage within the bid validity period and projects were required to be re-tendered, evaluated and brought to award stage. However the subsidies have since been released. This Ministry has already asked all States to constitute a Coordination Committee under the Chairmanship of Chief Secretary of the States to remove

of schemes and speedy completion of projects.
ensuring timely release of capital subsidy.

[Ministry of Power (O.M.No.-44/13/2008/dated 15.06.2009)]

Comments of the Committee

(Please see Para 14 of Chapter I of the Report)

Recommendation (Serial No. 4)

According to the Ministry of Power electrification of remote villages in certain States and a few Union Territories, where grid connectivity was costly and not feasible, was to be carried out under RGGVY by way of the Decentralized Distributed Generation (DDG) and Supply Projects. The Committee note that even though an amount of Rs.540 crore has been specifically earmarked in the 11th Plan towards capital subsidy for DDG Projects, no such project has so far been formulated, approved and sanctioned. Further necessary guidelines in respect of DDG projects were not issued by the Ministry of Power even after the lapse of more than three years of launch of the scheme. It was only in January, 2009 that the Ministry choose to issue the necessary guidelines in this regard, after the Committee started examination of the subject. While deprecating the inordinate delay on the part of the Ministry in issuing the necessary guidelines , the Committee hope that these would be followed in letter and spirit and execution of DDG and Supply Projects would be completed in a fixed time frame. The Committee in particular, desire that creation of the proposed implementation Support Group (SG) and finalization of list of villages/hamlets for electrification through DDG and Supply Projects as per guidelines issued, should be done at the earliest. The Committee should be apprised of the action taken and progress achieved in this regard.

Reply of the Government

DDG guidelines have been finalized and the Implementation Support Group (ISG) under DDG have been constituted by this Ministry on 22.05.2009. As per para 10.2(1) of guidelines list of villages/hamlets to be electrified through DDG is to be finalized by State Renewable Energy Development agency/departments promoting renewable energy in consultation with State utilities and MNRE.

[Ministry of Power O.M.No.-44/13/2008 dated 15.06.2009]

Recommendation (Serial No. 7)

In order to ensure effective implementation of RGGVY, there exist three-tier quality monitoring mechanism and District Electricity Committees. However,

are many constraints at the field level in the and the implementing agencies face difficulties in resolving issues relating to timely award of contracts, availability of contractors, supply of material, availability of BPL lists, forest clearance, way-bills, allotment of land for sub-stations, safety against theft particularly, the theft of transformers and electric wires and rendering of village electrification certificates by Village Panchayats, etc. The fact that out of 47,826 villages electrified as on 31st May, 2008, the REC have received panchayat certificates in respect of 27,426 villages only is a vivid example of the existing state of affairs. The Committee also observes that the Ministry of Power have requested all the States to ensure regular conduct of meetings of the District Electricity Committees and to constitute a Coordination Committee under the Chairmanship of Chief Secretary to review the progress of RGGVY every month. The Committee expect that all the aforesaid issues which are reported to be the main hindrances in the implementation of RGGVY would be effectively redressed by State Coordination Committees. Nevertheless, the Committee recommend that the role and responsibilities of State Coordination Committee/State/State Utility may be clearly defined and necessary powers be given to them for effective implementation of RGGVY. The Committee hope that the Ministry will come out with stricter norms in consultation with the concerned States/UTs for providing free electricity connection to BPL households under RGGVY in order to remove constraints in obtaining authentic list of BPL households. The Committee would like to know the outcome of the efforts of the Ministry to speed up implementation of RGGVY through Coordination Committees.

The Ministry of Power have informed that they have been making best efforts to get necessary financial, technical and material resources to accelerate pace of implementation of RGGVY. The Committee observe that against the Ministry's proposed total requirement of Rs.42,000 crore for RGGVY in the 11th Plan, an outlay of Rs.28,000 crore was approved for the first two years of the 11th Plan. However, the Ministry could envisage utilization of Rs.9,444 crore only during the first two years of the 11th Plan and the outlay of Rs.28000 crore is now reported to be adequate for next 2-3 years. As regards the efforts to marshal the required technical and material resources, the Committee find that despite efforts of Ministry of Power, Central Electricity Authority and the REC by interacting with various industrial associations/groups across the country, the implementing agencies are reportedly experiencing shortage of supply of material and problems arising out of sub-contracting in the execution of RGGVY projects. Constraints caused by sub-contracting of work for RGGVY projects are envisaged to be resolved through tight monitoring programme of the REC as well as that of the Central Government. Against this backdrop, the Committee, expect the Ministry to draw an action plan concerning all the problems areas and take necessary steps to accelerate implementation of RGGVY. The Committee also recommend that problems arising out of sub-contracting of the works under RGGVY should be effectively dealt with by incorporating appropriate provisions in the terms and conditions of the contracts. The Committee would like to be



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the Ministry along with implementation status

Reply of the Government

The role of various stakeholder have been defined under the concerned bi-partite / tri-partite / quadric-partite agreements executed amongst REC, State, State Power Utility and CPSU (if involved). Efforts is made that each party stick to their commitments and play their roles effectively. The role of State Coordination Committee has been clearly prescribed which *inter- alia* includes resolution of inter departmental issues within the State.

Regular meetings of Coordination Committees have also helped in expediting the progress of implementation of RGGVY

Sub-contracting clause has been incorporated in the RGGVY Procurement Guidelines based on the experience of CPSUs to get similar works done on turnkey basis and is being effectively dealt within the terms and conditions of the contract. For a national roll out of programme of this size, implementation capacity will become a constraint if this flexibility is not permitted. However, regular monitoring and review is being undertaken by REC and MOP to ensure that this does not hamper the quality and speed of execution.

[Ministry of Power O.M.No.-44/13/2008 dated 15.06.2009]

Recommendation (Serial No. 9)

The Committee observe that the Ministry of Power and the REC have failed to properly assess requirement of manpower and material for the implementation of the RGGVY in time and as a result the employment generation potential of the RGGVY programme has not been exploited fully. During evidence, the Committee were also informed that the REC was reactivating itself for the implementation of the RGGVY and if necessary extra personnel would be recruited by REC for the purpose. In the light of the above, the Committee would like to be apprised about the impact of shortfall of personnel, if any with REC, and measures taken to address the issue.

The Committee note that the Rural Electrification Corporation (REC) is responsible for complete supervision of the programme from concept to completion. Although the Ministry have praised the performance of the nodal agency for implementation of RGGVY, the agency has always fallen short of the targets set for the programme both in physical and financial terms. Non-availability of funds, lack of initiatives by States, non-availability of local contractors and some construction materials and non-availability of BPL lists, etc. are stated to be some of the factors which caused shortfalls in achieving the physical and financial targets set for the implementation of RGGVY. In view of the foregoing, the performance of the nodal agency in the implementation of RGGVY, has not made the Committee to feel satisfied. The Committee strongly recommend that the Ministry and REC in particular should multiply their efforts

corrective measures to overcome the problems of the programme.

Reply of the Government

Considering the requirement of additional personnel for effective implementation of RGGVY, the required manpower has been deployed on contract basis and some of the activities like 2nd tier quality monitoring has been outsourced. Ministry had organized a National Seminar on Supply of Material for RGGVY in collaboration with Indian Electrical and Electronics Manufacturers Association (IEEMA) and industry was advised to ramp up capacity to meet the projected requirements.

The recommendations have been noted and all efforts shall be made for smooth and speedy implementation of the scheme.

[Ministry of Power O.M.No.-44/13/2008 dated 15.06.2009]

CHAPTER III RECOMMENDATIONS WHICH THE COMMITTEE DO NOT DESIRE TO PURSUE IN VIEW OF THE GOVERNMENT'S REPLIES

Recommendation (Serial No. 6)

In response to the Committee's earlier recommendation (25th Report , 14th Lok Sabha) to revisit and to suitably modify the cost norms for village electrification taking into account the local conditions, the Ministry had replied that the cost norms had already been approved by the Cabinet and as such modification was not feasible at that stage. The Committee, having taken note of the fact that the cost norms for electricity connections to BPL households, electrification of un-electrified villages and intensive electrification of already electrified villages RGGVY were revised in January, 2008, do not accept the reply of the Ministry in this regard. The Committee again recommends that the cost norms should be reviewed by the Ministry periodically taking into account the general rise in price level and the cost of the project be fixed after taking into account the terrain, local conditions and other hindrances/risk factors. The Committee also recommends that the Standard Rates which the States have in their PWD Department should be verified at the time of submission of DPRs so as to avoid subsequent delays in awarding the projects.

The Committee note that during the 10th Plan period, a capital subsidy of Rs.1500/- per connection was granted for providing free electricity connection to BPL households under RGGVY. The Committee have also been informed that although the cost norms for giving free electricity connection to BPL households has been revised to Rs. 2,200/- with effect from January, 2008, the old rate of Rs. 1500/- per connection is permissible in respect of projects sanctioned prior to January, 2008. Against this backdrop, the Committee recommend that capital subsidy of Rs. 2,200/- per connection be granted for providing free electricity connection to BPL, households irrespective of date of sanction of RGGVY projects excluding the RGGVY projects, which were completed on 31 December, 2007

Reply of the Government

In case, the estimated project cost exceeds the cost norms, the concerned implementing agency is advised to either provide appropriate justifications or to modify the project.

The Monitoring Committee, while considering sanction of projects, also considers the local conditions in the projects areas based on the justification

provided by the concerned implementing agency and the State to arrive at appropriate project cost to be sanctioned.

norms of BPL from Rs.1500 to Rs.2200, also reviewed. CFL and Electronic meters were included in place of incandescent Lamp and electromechanical meter. Xth Plan Projects which were sanctioned with Rs.1500 subsidy were awarded with contractual commitment of Rs.1500/-. Accordingly, subsidy of Rs.2200/- shall be applicable for new projects.

[Ministry of Power O.M.No.-44/13/2008 dated 15.06.2009]

Recommendation (Serial No. 8)

The Committee observe that adoption of franchisee system for distribution management has been made mandatory under the RGGVY. State Government can also encourage the Panchayati Raj Institutions to take on responsibility of franchisee if they are capable of entering into commercial agreements. Moreover, Panchayati Raj Institutions have also an important role of overseeing, in advisory capacity, the delivery of service by the franchisees. The Committee also note that the REC is to arrange training programme to franchisees and to the personnel at village panchayat level. The Committee having taken note of these provisions, recommend that as far as award of franchisee for rural distribution is concerned, preference may be given in the order of Panchayati Raj Institutions, user associations, cooperatives, Non-Government Organisations (NGOs) in comparison to private entrepreneurs. The Committee would like to be apprised of the steps taken by the Government as well as REC in this regard.

The Committee note that the objectives of development of franchisees are reduction of Aggregate Technical & Commercial losses, maintenance of the infrastructure and to provide uninterrupted supply of quality power. The Committee have also been informed that input based franchisee is preferable to revenue collecting franchisee as it will be accountable for loss and theft in the system. The Committee, however, on studying the franchisee system already under operation in 14 States, find that a major part of the franchisee system developed by different States/UTs/Utilities are based on Revenue Collection models rather than input based system. Moreover, the Committee in their earlier Report (14th Report of 14th Lok Sabha) had also recommended for review of development of franchisees system under RGGVY to ensure non-escalation of cost of electricity supplied. Going by the action taken reply of the Ministry on the recommendation of the Committee on this issue, the Committee feel that the issue has not been suitably addressed and have genuine apprehensions that there are grounds for increase in electricity tariff in the franchisee areas in those States/UTs where generation, transmission and distribution of electricity is mostly held by the State/State Utilities. The Committee, therefore, recommend that Ministry should review all aspects of development of franchisee system based on feedback obtained from functioning and performance of various models of franchisees and necessary remodeling of the franchisee system should be undertaken in order to make it more effective. The Committee would like to be apprised of the steps taken in this direction alongwith the outcome thereof.



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Reply of the Government

Deployment of franchisees is the responsibility of the concerned State. All States have been advised accordingly by REC.

As per RE policy 2006, Panchayat Raj Institutions would have a supervisory/ advisory role in RE and electric supply. Subject to commercial viability and revenue sustainability of rural electricity supply business not being affected, the State Governments may assign larger role and responsibilities to Panchayati Raj Institutions

At present States have deployed revenue collection franchisees which can be upgraded to input based franchisees. The tariff is fixed by DISCOM/SERC. These revenue based franchisees can be feeder based franchisee or distribution transformers based franchisee. However the tariff to be charged from the consumer would continue to be determined by DISCOM/SERC. Therefore, there is no cause of any apprehension that franchisees would increase the tariff for the area allotted to them.

[Ministry of Power O.M.No.-44/13/2008 dated 15.06.2009]

CHAPTER IV

COMMENDATIONS IN RESPECT OF WHICH THE REPLIES OF THE GOVERNMENT HAVE NOT BEEN ACCEPTED BY THE COMMITTEE AND WHICH REQUIRE REITERATION

Recommendation (Serial No. 1)

The definition of village electrification was made more encompassing in February, 2004. The Committee in their subsequent Reports (1st and 3rd Reports, 14th Lok Sabha had recommended to the Ministry to update the State-wise rural electrification statistics on the basis of new definition on village electrification. However, the Ministry have not been able to obtain the updated data as per the new definition. The number of un-electrified villages in the country has been estimated to be 1,25,000 as on 31st March 2004 based on data pertaining to 1991 census. Besides, the data available with the Ministry regarding household electrification was based on 2001 census. The Committee also take note that non-availability of authentic lists of BPL households of villages covered under RGGVY causes hindrances in the execution of RGGVY projects. The Committee, therefore, recommend that the Ministry should take immediate steps to obtain state-wise data on unelectrified rural villages as per new definition on village electrification effective from, 2004-05 and data on un-electrified rural households including BPL households for proper planning and implementation of the RGGVY under which all the unelectrified villages are envisaged to be electrified covering at least 10 percent of un-electrified rural households in these villages.

As per 2001 census, the total number of rural households and un-electrified rural households in the country were 13,8271,559 and 7,80,90,874 respectively. The number of un-electrified BPL households in the rural areas of the country was estimated to be 2.34 crore i.e. approximately 17 per cent of total number of rural households. However, the new definition of village electrification inter-alia provides that a village will be deemed to be electrified if the number of electrified households in the village is at least 10 per cent of the total number of households in that village. The Committee feel that the implementing agencies of RGGVY projects shall experience difficulties in implementing the provision of free electricity connection to BPL households in case of villages where the number of unelectrified BPL households is more than 10 percent. The Committee, therefore, recommend that the Ministry, while sanctioning a rural electrification project, should examine the feasibility of 100 per cent electrification of BPL households to obviate different type of problems relating to electrification of BPL households. The Committee would also like to know about the action by the Ministry to electrify the left out BPL households in villages already electrified under RGGVY.

Under RGGVY, all villages (as per census 2001) both un-electrified as well as already electrified have been considered for electrification of rural households including BPL households. Under the scheme, all un-electrified villages are to be electrified as per new definition of village electrification effective from 2004-05. Besides, villages which are considered electrified as per old definition will be taken up for intensive electrification.

As per new definition, a village is deemed to be electrified if at least 10% of households are electrified in addition to access of electricity to community/ Government buildings and a separate provision of distribution transformer in Dalit Basti. However, this does not imply that only 10% of households will be taken up for providing free electricity connections to BPL households. 100% coverage of BPL households has been sanctioned in all the villages, whether being electrified for the first time or being taken up for intensive electrification.

[Ministry of Power O.M.No.-44/13/2008 dated 15.06.2009]

(Comments of the Committee)

(Please see Para 8 of Chapter I of the Report)

Recommendation (Serial No. 5)

The Committee observe that at the time of launch of the RGGVY in April, 2005, the Ministry had set out for themselves a target of electrification of 1,25,000 un-electrified villages, electrification of 2.34 crore BPL households and intensive electrification of the already electrified 4.62 lakh villages in a period of five years involving expenditure of subsidy component of Rs. 14,750 crore. As per the information made available by the Ministry as on 31st May, 2008, the Government had sanctioned 551 RGGVY Projects at a total cost of Rs. 25275.63 crore. The award cost of these projects is, however, estimated to be Rs. 32,850 crore involving subsidy of Rs. 29,565 crores (@90 per cent). The Committee also note that the villages covered in 235 projects sanctioned in X Plan are targeted to be completed by March, 2009 and connections to BPL households covered in these projects are likely to be released by March, 2010. 323 projects sanctioned in the 11th Plan are likely to be completed in 18 months from the date of award. Achievement of these targets is subject to availability of required funds. The Committee also note that for a comprehensive rural electrification of the country, the estimated fund requirement is about Rs.52,000 crores for which the component of capital subsidy required would be to the tune of Rs.47,000 crore. Further, the number of identified un-electrified villages and households in the country so far are not complete and absolute. At this backdrop, the Committee are deeply concerned to note that the Ministry have lost sight of their target of

due to unrealistic planning and poor programme implementation, the Committee, while deploring the poor implementation of the RGGVY, expect the Ministry to review all aspects of implementation of RGGVY, to make realistic planning in future and to speed up the pace of implementation of the programme.

The Committee observe that there has been poor utilization of approved outlay in the implementation of RGGVY. During the 10th Plan period Rs.4500 crore was allocated and utilized against the approved outlay of Rs.5000 crore. In the 11th Plan, although an outlay of Rs.28,000 crore was approved for the first two years, allocation of Rs.9,444 crore only has been made for RGGVY in the first two years of the 11th Plan. The Committee, in particular, have taken serious note of the fact that for the year 2008-09 against the projected requirement of funds to the tune of Rs.24000 crore, an allocation of Rs.5500 crore has been made even though the requirement was Rs.13000 crore to complete the projects sanctioned during the 10th Plan period only. The Committee observe that allocation of insufficient funds for RGGVY is one of the main constraints causing slow progress of implementation of the scheme. The Committee, therefore, recommends that the Ministry and REC should reactivate themselves in implementation of RGGVY and make sincere efforts to prevail upon the Ministry of Finance and Planning Commission to get adequate funds allocation for the programme. The Committee also desire that the Government should take up the case for allocation of balance amount of Rs. 19,056 crore in the year 2009-10 against the outlay of Rs. 33,000 crore approved for the purpose and make sincere efforts to complete the 558 projects sanctioned so far i.e. by 2009-10. The Committee may be informed of the steps taken by the Ministry in this regard.

The Committee are given to understand that a total of 55 projects were sanctioned by the Government as on 31st August, 2008. The Committee observe that six of the 235 projects sanctioned during the 10th Plan and 190 of the 323 projects sanctioned in the 11th Plan period have not been awarded for execution. Out of the total 558 sanctioned projects, the number of projects reported to be under implementation are 362 for which the Ministry have released capital subsidy to the tune of Rs.8777.71 crore. As on 31.08.2008, 50,717 un-electrified villages and 32,79,487 BPL households were reported to be electrified and intensive electrification of 59,337 electrified villages were completed. Against this backdrop, the Committee feel that the Ministry has so far failed to visualize and implement the scheme effectively as even the half-way mark of the set target of 100 per cent rural village electrification and electricity access by 2010 has not been achieved even after three years of implementation of the scheme. While deploring the lackadaisical approach in implementation of projects under RGGVY, the Committee recommend that the Ministry should, expedite award of contracts in respect of 196 un-awarded projects including 6 projects sanctioned during the 10th Plan. The Committee would like to be informed of the revised targets and time frame for completion of the whole scheme. The Committee would also like to have the details of the selection of un-electrified villages for electrification, electrified villages for intensive electrification and BPL households

connections along with the progress made, and so far in this regard, district-wise and project-wise in different phases of the implementation of the scheme. The Committee further recommend that in the implementation of RGGVY, electrification of un-electrified villages be accorded higher priority as compared to intensive village electrification of electrified villages to facilitate early achievement of the National Common Minimum (NCMP) goal of providing electricity access to all households by the way of electrifying all the villages.

The Committee had observed that out of the 235 rural electrification projects sanctioned in the 10th Plan period, six projects in respect of the states of Sikkim, J&K, Mizoram and Tripura, which fell in the North East region and Border areas, had not been awarded for execution. The Committee had further noted that in the States of Arunachal Pradesh, Himachal Pradesh, Meghalaya, Mizoram, Nagaland, Orissa, Punjab, Sikkim, Tamil Nadu and Tripura, none of the sanctioned RGGVY projects had been completed till 31st May, 2008. The Committee, therefore, had recommended that a new impetus be given for implementation of the RGGVY projects in these states by taking all the necessary corrective steps and had desired to be intimated about the progress made.

Reply of the Government

The scheme is being implemented by the implementing agencies of the concerned State and active support from the State and State power utilities is desirable in order to ensure smooth and speedy implementation.

The States have also been requested to constitute a Coordination Committee under the Chairmanship of Chief Secretary to resolve the bottlenecks in implementation of RGGVY.

Ministry of Power has also addressed States to activate the District Electricity Committees and to ensure that the meetings of these Committees are held regularly every month. It is expected that regular meetings of the Committee shall accelerate the implementation of RGGVY.

The allocated funds under RGGVY have been effectively utilized for implementation of the scheme. During 2009-10, the Budget Estimate for RGGVY is Rs.6000 crore. Planning Commission has been requested to enhance the funds from Rs.6000 crore to Rs.9000 crores.

As per RGGVY guidelines all unelectrified villages as per Census 2001 are to be considered for electrification electrified villages for intensive electrification and all BPL households for free service connections.

As on 30.04.2009, 61209 un-electrified villages have been completed and connections to 59.19 Lakh BPL households have been provided.

During 2009-10, target of electrification of 17000 un-electrified villages and 45 lakh BPL households has been fixed in view of availability of capital subsidy of

The fund is enhanced from Rs. 6000 crore to 9000 crore for the electrification of 19,000 unelectrified villages and release of connections to 50 lakh BPL households.

In the implementation of RGGVY priority is being given to electrification of Un-electrified villages as compared to intensive village electrification of electrified villages.

The projects sanctioned during Xth Plan and Phase I of XIth Plan, are normally those which have more number of Un-Electrified villages and are within the benchmark cost.

As on 30.04.09, works in 61209 (51.80%) un-electrified villages have been completed out of 1,18,146 Un-electrified villages covered in the approved DPRs. While in respect of electrified villages, works in 111936 (31.67%) electrified villages have been completed out of total 3,53,428 electrified villages. This also

indicates that priority has been given to un-electrified villages over the electrified villages

All 235 projects sanctioned during 10th Plan, have been awarded for execution. The progress as on 30-4-2009 of RGGVY projects sanctioned during 10th Plan in the States mentioned by Standing Committee is attached herewith at Annexure I & II.

327 projects have been sanctioned for execution during phase-I of 11th plan. Out of 327 projects, 284 projects have been awarded so far. The project execution period is normally 18 months from the date of award.

[Ministry of Power O.M.No.-44/13/2008 dated 15.06.2009]

(Comments of the Committee)

(Please see Para 19, 20&21 of Chapter I of the Report)

CHAPTER V
COMMENDATIONS IN RESPECT OF
WHICH FINAL REPLIES OF THE GOVERNMENT
ARE STILL AWAITED

-NIL-

NEW DELHI
16th December, 2009
Agrahayana 25,1931 (Saka)

MULAYAM SINGH YADAV,
Chairman,
Standing Committee on Energy

MEETING OF THE STANDING COMMITTEE ON ENERGY (2009-10)

The Committee sat on Monday, the 14th December, 2009 from 1500 hrs to 1530 hrs in Committee Room 62q Parliament House, New Delhi.

PRESENT

Shri Santosh Bagrodia - **in the Chair**

2. Mohammad Azharuddin
3. Shri Paban Singh Ghatowar
4. Shri Jagdambika Pal
5. Shri Ravindra Kumar Pandey
6. Shri Nityananda Pradhan
7. Shri Ganesh Singh
8. Shri Subhash Bapurao Wankhade

RAJYA SABHA

9. Shri Rama Chandra Khuntia
10. Shri Bhagat Singh Koshyari
11. Shri Shivpratap Singh
12. Shri Shyamal Chakraborty
13. Shri Govindrao Wamanrao Adik
14. Shri Mohammad Shafi

SECRETARIAT

1. Shri Brahm Dutt Joint Secretary
2. Shri Rajesh Ranjan Kumar Deputy Secretary

2. In the absence of the Chairman, the Committee chose Shri Santosh Bagrodia, a Member of the Committee to act as Chairman for the sitting in accordance with Rule 258 (3) of the rules of Procedure and Conduct of Business in Lok Sabha.

3. * * * * *
- * * * * *

4. The Committee then took up for consideration the following draft Reports:
 - i) Draft Report on the Demands for Grants (2009-10) of the Ministry of Power.
 - ii) Draft Report on the Demands for Grants (2009-10) of the Ministry of New and Renewable Energy.
 - iii) Draft Report on Action Taken by the Government on the Recommendations contained in the 31st Report (14th Lok Sabha) on the subject Implementation of Rajiv Gandhi Grameen Vidyutikaran Yojanaq

The Committee adopted the draft Reports without any change(s)/modifications.

5. The Committee also authorized the Chairman to finalize the above-mentioned Report taking into consideration consequential changes arising out of factual verification, if any, by the concerned Ministries and also to present the same to both the Houses of Parliament.

The Committee then adjourned.

APPENDIX II (Introduction of Report)

ANALYSIS OF ACTION TAKEN BY THE GOVERNMENT ON THE OBSERVATIONS/ RECOMMENDATIONS CONTAINED IN THE 31ST REPORT (14TH LOK SABHA) OF THE STANDING COMMITTEE ON ENERGY

(i)	Total number of Recommendations	9
(ii)	Observations/Recommendations which have been accepted by the Government:	
	Sl. Nos. 2, 3, 4, 7 and 9	
	Total:	5
	Percentage	55.55%
(iii)	Observations/Recommendations which the Committee do not desire to pursue in view of the Government's replies:	
	Sl. Nos. 6 and 8	
	Total:	02
	Percentage	22.22%
(iv)	Observations/Recommendations in respect of which the replies of the Government have not been accepted by the Committee and which require reiteration:	
	Sl. Nos. 1 and 5	
	Total:	02
	Percentage	22.22%
(v)	Observations/Recommendations in respect of which final replies of the Government are still awaited:	
	Total:	00
	Percentage	00%