

THIRTY-SIXTH REPORT
STANDING COMMITTEE ON
RURAL DEVELOPMENT
(2012-2013)

(FIFTEENTH LOK SABHA)

MINISTRY OF PANCHAYATI RAJ

*[Action taken by the Government on the recommendations contained in the
Twenty-Ninth Report (Fifteenth Lok Sabha) on Demands for Grants
(2012-13) of the Ministry of Panchayati Raj for the year 2012-13]*

Presented to Lok Sabha on 18.12.2012

Laid in Rajya Sabha on 18.12.2012



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CONTENTS

	PAGE
COMPOSITION OF THE COMMITTEE (2012-2013)	(iii)
INTRODUCTION	(v)
CHAPTER I Report	1
CHAPTER II Recommendations which have been accepted by the Government	9
CHAPTER III Recommendations which the Committee do not desire to pursue in view of the Government's replies	17
CHAPTER IV Recommendations in respect of which replies of the Government have not been accepted by the Committee	18
CHAPTER V Recommendations in respect of which final replies of the Government are still awaited	22

APPENDICES

I. Extracts of Minutes of the Fourth Sitting of the Committee held on 14 December, 2012	25
II. Analysis of Action taken by the Government on the recommendations contained in the Twenty-Ninth Report (15th Lok Sabha) of the Standing Committee on Rural Development	27

COMPOSITION OF THE STANDING COMMITTEE ON
RURAL DEVELOPMENT (2012-2013)

Shrimati Sumitra Mahajan — *Chairperson*

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3. Shri Pulin Bihari Baske
4. Dr. Ratna De (Nag)
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6. Shri Bijoy Krishna Handique
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1. Shri Brahm Dutt — *Joint Secretary*
2. Smt. Veena Sharma — *Director*
3. Shri A.K. Shah — *Additional Director*
4. Miss Melody Vungthiansiam — *Committee Assistant*

INTRODUCTION

I, the Chairperson of the Standing Committee on Rural Development (2012-2013) having been authorised by the Committee to present the Report on their behalf, present the 36th Report on the action taken by the Government on the recommendations contained in the 29th Report of the Standing Committee on Rural Development (15th Lok Sabha) on Demands for Grants (2012-13) of the Ministry of Panchayati Raj.

2. The 29th Report was presented to Lok Sabha/laid in Rajya Sabha on 3 May, 2012. Replies of the Government to all the recommendations contained in the Report were received on 31 August, 2012.

3. The Report was considered and adopted by the Committee at their sitting held on 14 December, 2012.

4. An analysis of the action taken by the Government on the recommendations contained in the 29th Report of the Committee (Fifteenth Lok Sabha) is given in **Appendix-II**.

NEW DELHI;
14 December, 2012

23 Agrahayana, 1934 (Saka)

SUMITRA MAHAJAN,
Chairperson,
Standing Committee on
Rural Development.

CHAPTER I

REPORT

This Report of the Standing Committee on Rural Development (2012-13) deals with the action taken by the Government on the observations/recommendations contained in their Twenty-Ninth Report (Fifteenth Lok Sabha) on Demands for Grants of the Ministry of Panchayati Raj for the year 2012-2013.

2. The Twenty-Ninth Report was presented to Lok Sabha on 03 May, 2012 and was laid on the table of Rajya Sabha on the same date. The Report contained 15 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 examined and categorised as follows:

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

Sl. Nos. 1, 3, 5, 6, 7, 10, 14 and 15

Total: 08
Chapter-II

(ii) Observations/Recommendations which the Committee do not desire to pursue in view of Government's replies:

Sl. No. 11

Total: 01
Chapter-III

(iii) Observations/Recommendations in respect of which replies of the Government have not been accepted by the Committee:

Sl. No. 4, 12 and 13

Total: 03
Chapter-IV

(iv) Observations/Recommendations in respect of which final replies of the Government are still awaited:

Sl. Nos. 2, 8 and 9

Total: 03
Chapter-V

4. The Committee desire that final replies in respect of recommendations for which only interim replies have been given by the Government included in Chapter-V of this Report and replies to recommendations made in Chapter-I of this Report may be furnished to the Committee expeditiously.

5. The Committee will now deal with action taken by the Government on some of the recommendations in the succeeding paragraphs.

A. Allocation of funds for Twelfth Five Year Plan

Recommendation (Serial No. 1, Para No. 2.1)

6. With regard to allocation of funds, the Committee had recommended as under:—

“In order to transform the Panchayati Raj Institutions (PRIs) into an effective, efficient and transparent vehicle for local governance, social change and public service delivery mechanism for meeting the aspirations of the local population, the erstwhile Department of Panchayati Raj was converted into a full-fledged Ministry with effect from 27 May, 2004. The Committee’s examination has revealed that for the Eleventh Five Year Plan, the Ministry had proposed an allocation of Rs. 39899 crore (Rs. 24110 crore for BRGF and Rs. 15789 crore for other schemes), whereas, the Planning Commission had allocated Rs. 24986.37 crore *i.e.*, a decrease of around 37 percent. The Committee also note that as per the report by the Working Group for the Twelfth Five Year Plan, the total fund requirement for the Ministry would be approximately Rs. 78000 crore *i.e.*, an yearly allocation of around Rs. 15600 crore during the entire period of Twelfth Five Year Plan. However, for the first year of the Twelfth Plan *i.e.*, for the fiscal year 2012-13, a meagre amount of Rs. 5350 crore (including Rs. 5050 crore for BRGF) has been provided. The Committee are disappointed to note that the allocation of funds for the fiscal year 2012-13 is not adequate for effectively enforcing various constitutional provisions for strengthening the Panchayati Raj Institutions. Since allocation to BRGF is of Rs. 5050 crore, left out amount of Rs. 300 crore for other schemes for the entire country is hardly adequate. While approving the allocations for 2012-13, which is on lower side, the Committee strongly recommend that Planning Commission/ Ministry of Finance should consider higher and realistic allocation for the Ministry so that the growth and empowerment of Panchayats are visible in the country.”

7. The Ministry in their action taken reply have stated as under:—

“The concern of the Standing Committee on Rural Development was conveyed to the Planning Commission and Ministry of Finance. Planning Commission has informed that the concern of the Committee has been noted by them. They have stated that the Twelfth Five Year Plan is yet to be finalized. The allocation for the schemes of any Ministry is based on the total GBS available during any year. The allocation for the schemes of the Ministry of Panchayati Raj was enhanced from Rs. 200 crore in 2011-12 to Rs. 300 crore in 2012-13. Further, a proposal to transfer 1% of the allocation of the Ministry of Rural Development and the Ministry of Drinking Water Supply and Sanitation to the Ministry of Panchayati Raj for strengthening of Panchayati Raj Institutions (PRIs) during the Twelfth Plan period is also under consideration. These resources would be available through the Rajiv Gandhi Panchayat Sashaktikaran Abhiyan (RGPSA) to supplement the action plan for strengthening of Panchayats which is expected to have a substantive impact on the effectiveness of PRIs.”

Recommendation (Serial No. 4, Para No. 2.4)

8. The Committee had also recommended as under:—

“The Committee note that during the Twelfth Five Year Plan, the Ministry propose to launch a new scheme, namely, Rajiv Gandhi Panchayat Sashaktikaran Abhiyan (RGPSA) by merging the existing schemes *viz.*, Rashtriya Gram Swaraj Yojana (RGSY), e-Panchayat, Panchayat Empowerment and Accountability Incentive Scheme (PEAIS), Panchayat Mahila Evam Yuva Shakti Abhiyan (PMEYSA) and capacity building part of Backward Regions Grant Fund (BRGF). The Committee also note that the total funds required under RGPSA for the Twelfth Pan period would be Rs. 33000 crore, whereas, for the fiscal year 2012-13, only an indicative amount of Rs. 50 crore has been allocated for the scheme. The Committee are dismayed to note that various social welfare schemes/programmes are initially formulated by the Ministry and soon thereafter, without making any realistic assessment of attainment of objectives, the schemes/programmes are merged/ renamed on the pretext of taking a holistic view of the sector. The Committee are not very sure whether any detailed analysis was done for mootng the proposal for merging existing schemes into one umbrella scheme. This sort of malady becomes all the more serious when the total funds allocated for various schemes of the Ministry excluding BRGF and RGPSA is a meagre Rs. 250 crore. Considering the lower allocation to various schemes like Rashtriya Gram Swaraj Yojana (RGSY), Panchayat Empowerment and Accountability Incentive Scheme (PEAIS) and Panchayat Mahila Evam Yuva Shakti Abhiyan

(PMEYSA), where their impact could hardly reach to the ground level, the Committee strongly recommend that after the launch of RGPSA with proposed outlay of Rs. 33000 crore for the Ministry in the Twelfth Plan, allocation to the existing schemes which would become components of the RGPSA particularly in PEAIS should be increased substantially to have a real impact at village panchayat level. The Committee expect that after merging various schemes of the Ministry under the umbrella of RGPSA, the aims and objectives of these schemes would not only remain intact but would be enlarged substantially to feel the positive impact of local self governance through PRIs."

9. The Ministry in their action taken reply have stated as under:—

"The observations of the Committee have been noted for compliance and necessary steps have been taken by the Ministry of Panchayati Raj to ensure that adequate provisions would be available under the individual components or activities included under the Rajiv Gandhi Panchayat Sashaktikaran Abhiyan for funding the strengthening of Panchayats and improving their accountability."

10. The Committee note that the inadequacy of funds for the Ministry in the initial year of the Twelfth Five Year Plan as pointed out by them has been brought to the notice of the Planning Commission and the Ministry of Finance. From the statement made by the Minister in Lok Sabha on 30.11.2012 on action taken by the Government on the recommendations contained in the 29th Report of the Committee, it is observed that the Planning Commission has approved an outlay of Rs. 35,743 crore for the Ministry of Panchayati Raj for 12th Plan period. Considering the fact that the Ministry had sought Rs. 33,000 crore for RGPSA alone, the Committee feel that the total approved budget is on lower side. Accordingly, the Committee would like the Ministry of Panchayati Raj to take up the matter again with Planning Commission and Ministry of Finance for seeking enhancement in plan allocations for the Ministry of Panchayati Raj.

B. Implementation of the Panchayats (Extension of Scheduled Areas) Act, 1996 (PESA)

Recommendation (Serial No. 12, Para No. 2.12)

11. In the context of implementation of the PESA 1996, the Committee had *inter-alia* recommended as under:—

"The Committee find that the provisions of the Panchayats (Extension of Scheduled Areas) Act, 1996 came into force as a sequel of the 73rd amendment of IX Schedule of the Constitution

which *inter-alia* provided constitutional sanction to the Panchayati Raj as an institution of self-governance. The application of this amendment excluded the areas covered by the Fifth and Sixth Schedules to the Constitution. The areas of the Fifth Schedule, according to the Article 244, cover the Scheduled and Tribal areas other than the areas of the Sixth Schedule like in Assam, Meghalaya, Tripura, Nagaland and Mizoram. The areas of the Fifth Schedule are spread over nine States *viz.*, Andhra Pradesh, Jharkhand, Gujarat, Himachal Pradesh, Maharashtra, Madhya Pradesh, Chhattisgarh, Odisha and Rajasthan. The PESA Act, 1996 was aimed to extend the provisions of 73rd Constitution amendment to the Scheduled and Tribal areas falling under the Fifth Schedule.

The Committee also note that though the enactment of PESA in 1996 was a welcome step which conferred relatively greater autonomy to Gram Sabhas, PESA's sincere implementation has not been seriously attempted by the Government as the data furnished by the Ministry has brought out that several States are yet to implement all provisions enumerated in PESA even after its enactment as many as 16 years back. The Committee have also been informed that the Government has identified the proposed amendments in the PESA to make it more beneficial to the people. The Committee, therefore, strongly recommend that the provisions contained in the PESA Act should be reviewed and amended by bringing out appropriate amendments in PESA expeditiously."

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

"Ministry of Panchayati Raj is continuously pursuing the matter of implementation of PESA with the nine States which cover areas of the Fifth Schedule. Model Guidelines to vest Gram Sabha with powers under PESA as well as Model Rules under PESA have been prepared and circulated to those States for adoption with necessary modifications. The concerned States as well as Central Ministries have been urged to amend where necessary, the provisions of subject laws relating to forests, excise, mining etc., to make them PESA compliant. Special Training modules have also been developed to equip Gram Sabhas and elected representatives in areas covered under Fifth Schedule to effectively dispose their responsibilities as per PESA provisions."

13. In response to the Committee's recommendation about non-implementation of PESA during the last sixteen years and the need for review of the provisions of PESA law while bringing out

amendments in the identified areas, the Ministry of Panchayati Raj has spelt out that preparation and circulation of Model Guidelines/ Rules vesting the Gram Sabha with powers under PESA to nine States with 'Scheduled Areas' and also urging the Central Ministries for amending their respective laws to make them PESA compliant. The Committee are unhappy to find that the Ministry has not given any reply to the specific recommendations about review of PESA Act and bringing out appropriate amendments in PESA expeditiously. The Committee expect that Government replies are specific and complete. They, therefore, would like the Government to take action on their recommendations and apprise the Committee.

C. Devolution of Functions, Finances and Functionaries (3Fs) to Panchayats

Recommendation (Serial No. 13, Para No. 2.13)

14. The Committee had recommended as under:—

“The Committee find that about 200 districts in the country are affected by the extremism, violence, etc. Various Government Committees have brought out that one of the reasons for this has been unequal distribution of resources and opportunities and means of regular income. Even though Constitutional provisions were made long back about involvement of Gram Sabhas and Councils in the Scheduled areas. Real financial powers/planning have not been given at the Panchayat/Gram Sabha level. The Committee are of the strong view that out of Rs. 2 lakh crores funds which are given by the Centre to the States for rural/social scheme a substantial amount should be allocated to the Panchayats/Gram Sabhas, particularly with reference to 29 items of work enumerated in 11th Schedule to the Constitution. The Committee, therefore, would like the Government to do model activity mapping to be followed by the State Governments for empowering the Panchayats/Gram Sabhas in the matter. The Committee also note that Central Government can issue directions to the States under the provisions of Schedule V for governance in Scheduled areas and accordingly Government should make use of these provisions. The Committee would like to be apprised of the specific action taken in this regard.

The Committee find that 73rd Amendment to the Constitution seeks to endow the Panchayats with authority to function as institutions of self-governance. Inherent to this provision is the need for devolution of Functions, Finances and Functionaries (3Fs) for States

to the Panchayats. The Committee are aware that Panchayati Raj is a State subject and the States are responsible for devolution of 3Fs to the Panchayats. The Committee, however, find that the pace of devolution of 3Fs to the Panchayats has not been encouraging due to lack of manpower and infrastructure which impinges on their capacity to fulfil their assigned roles and responsibilities. The Committee, therefore, urge the Ministry to take up the matter with the State Governments to speed up the process of devolution of 3Fs to Panchayats by chalking out an activity map so as to ensure that progress in this regard is monitored regularly and scientifically."

15. The Ministry in their action taken reply have stated as under:—

"The Ministry of Panchayati Raj will continue its efforts through a system of regular monitoring and incentivization to encourage/facilitate State Governments to speed up the process of devolution of 3Fs under RGPSA, funding would be linked to the performance of State on critical parameters including devolution of 3Fs to Panchayats."

16. The Committee regret to note that the Government reply is silent on the model activity mapping to be followed by the State Governments for empowering the Panchayats/Gram Sabhas and issue of directions to the State Governments under the provisions of Schedule V for governance in the Scheduled Areas. The Committee expect from the Government that their recommendations are considered by the Government carefully and in letter and spirit. They, accordingly, would await specific replies of the Government to these vital aspects.

D. Review of working of Panchayati Raj Institutions (PRIs)

Recommendation (Serial No. 15, Para No. 2.15)

17. The Committee in the context of empowerment of PRIs had recommended as under:—

"Empowering process of Panchayati Raj Institutions in the country is nearing two decades. The Committee recommend that Government should institute a high-level Committee on the pattern of Balwant Rai Mehta and Ashok Mehta Committees to review working of Panchayati Raj Institutions to identify the shortcomings in the present system and to suggest remedial measures for strengthening the PRI institutions to meet the challenges of inclusive growth and inclusive governance and devolution of powers at Panchayat/Gram Sabha level as per Constitutional provisions."

18. The Ministry in their action taken reply have stated as under:—

“The Ministry of Panchayati Raj has constituted an Expert Committee under the Chairmanship of Shri Mani Shankar Aiyar, Member of Parliament (Rajya Sabha) with the following Terms of Reference:—

- (i) To review the existing policy and guidelines of relevant Central Sector/Centrally Sponsored Schemes dealing with social sector/anti poverty programmes and to give specific recommendations on (a) an appropriate role and responsibility of Panchayats at different levels based on the principle of subsidiarity, (b) for strengthening their capacity to deliver services and (c) for making them accountable to respective Gram Sabhas.
- (ii) To flag the constraints that may come up in operationalising the delivery system through the PRIs and suggest ways and means of dealing with the same.
- (iii) To suggest ways to incentivize States to devolve 3 Fs *i.e.* Funds, Functions and Functionaries to Panchayats.

Order constituting the Committee has been issued on 27 August, 2012.”

19. The Committee are happy to note that in pursuance of Committee’s recommendation for constitution of high level Committee, an Expert Committee has been constituted under the Chairmanship of Shri Mani Shankar Aiyar, Member of Parliament (Rajya Sabha), to *inter-alia* review the existing policy of relevant Central Sector/Centrally Sponsored Schemes to give recommendations on appropriate role and responsibilities of Panchayats and to suggest ways to incentivize States to devolve three Fs to Panchayats. The Committee while acknowledging the initiatives of the Ministry, re-emphasise the significance of strengthening of PRIs which are the basis of development of rural areas and preparing them to effectively meet the challenges of inclusive governance. The Committee would await the recommendations of the newly constituted Committee.

CHAPTER II

RECOMMENDATIONS WHICH HAVE BEEN ACCEPTED BY THE GOVERNMENT

Recommendation (Sl. No. 1, Para No. 2.1)

In order to transform the Panchayati Raj Institutions (PRIs) into an effective, efficient and transparent vehicle for local governance, social change and public service delivery mechanism for meeting the aspirations of the local population, the erstwhile Department of Panchayati Raj was converted into a full-fledged Ministry with effect from 27 May, 2004. The Committee's examination has revealed that for the Eleventh Five Year Plan, the Ministry had proposed an allocation of Rs. 39899 crore (Rs. 24110 crore for BRGF and Rs. 15789 crore for other schemes), whereas, the Planning Commission had allocated Rs. 24986.37 crore *i.e.*, a decrease of around 37 percent. The Committee also note that as per the report by the Working Group for the Twelfth Five Year Plan, the total fund requirement for the Ministry would be approximately Rs. 78000 crore *i.e.*, an yearly allocation of around Rs. 15600 crore during the entire period of Twelfth Five Year Plan. However, for the first year of the Twelfth Plan *i.e.*, for the fiscal year 2012-13, a meagre amount of Rs. 5350 crore (including Rs. 5050 crore for BRGF) has been provided. The Committee are disappointed to note that the allocation of funds for the fiscal year 2012-13 is not adequate for effectively enforcing various constitutional provisions for strengthening the Panchayati Raj Institutions. Since allocation to BRGF is of Rs. 5050 crore, left out amount of Rs. 300 crore for other schemes for the entire country is hardly adequate. While approving the allocations for 2012-13, which is on lower side, the Committee strongly recommend that Planning Commission/Ministry of Finance should consider higher and realistic allocation for the Ministry so that the growth and empowerment of Panchayats are visible in the country.

Reply of the Government

The concern of the Standing Committee on Rural Development was conveyed to the Planning Commission and Ministry of Finance. Planning Commission has informed that the concern of the Committee has been noted by them. They have stated that the Twelfth Five Year Plan is yet to be finalized. The allocation for the schemes of any Ministry is based on the total GBS available during any year. The

allocation for the schemes of the Ministry of Panchayati Raj was enhanced from Rs. 200 crore in 2011-12 to Rs. 300 crore in 2012-13. Further, a proposal to transfer 1% of the allocation of the Ministry of Rural Development and the Ministry of Drinking Water Supply and Sanitation to the Ministry of Panchayati Raj for strengthening of Panchayati Raj Institutions (PRIs) during the Twelfth Plan period is also under consideration. These resources would be available through the Rajiv Gandhi Panchayat Sashaktikaran Abhiyan (RGPSA) to supplement the action plan for strengthening of Panchayats which is expected to have a substantive impact on the effectiveness of PRIs.

[No. G-20012/4/2012-B&F Dated: 31.8.2012,
Ministry of Panchayati Raj]

Statement made by the Minister of Panchayati Raj on 30.11.12

Planning Commission *vide* their D.O.No. 32/26/2011-FR dated 7.9.2012 informed to Ministry of Panchayati Raj that Planning Commission has worked out the Gross Budget Support (GBS) for the Twelfth Plan in consultation with the Ministry of Finance.

The GBS allocation at current prices for Twelfth Plan in respect of Ministry of Panchayati Raj is as under:

	(Rs. in crore)
Central Plan	6,437
Additional Central Assistance to State Plan - BRGF District Component	29,306
Total	35,743

This enhanced allocation would be placed in the Rajiv Gandhi Panchayat Sashaktikaran Abhiyan (RGPSA) for evolving a holistic action plan for strengthening of Panchayats. The RGPSA scheme has been approved in principle by the Planning Commission. Approval of EFC,CCEA etc. is to be obtained.

Comments of the Committee

(Please see Paragraph No. 10 of Chapter I of the Report)

Recommendation (Sl. No. 3, Para No. 2.3)

For the Eleventh Plan, Rs. 24750 crore was allocated to the Ministry at BE stage which was reduced to Rs. 22283 crore at RE stage. The Committee regret to note that funds allocated to the Ministry at BE

stage during the Eleventh Five Year Plan were reduced year after year at the RE stage by the Ministry of Finance. Notwithstanding the fact that during the Eleventh Plan, the fund utilization by the Ministry has been found to be satisfactory, the Committee are of the firm opinion that the importance of PRIs in the country is talked much but constantly ignored by the Government by not only providing requisite funds and further reducing the allocated funds subsequently. Accordingly, the Committee recommend that practice of reduction of funds at RE stage by the Ministry of Finance in respect of an important Ministry like MOPR, which directly deals with the functioning and strengthening the Panchayats, should be stopped forthwith so that the objective of empowerment of people at the grass-root level through the Panchayati Raj Institutions could be achieved fully.

Reply of the Government

The concern of the Committee regarding practice of reduction of funds allocated to the Ministry at RE stage by Ministry of Finance has been noted. On its part, Ministry of Panchayati Raj would make every effort to ensure timely utilization of the allocated funds so that the occasion for reduction of the budget estimates of the Ministry does not arise at RE Stage.

[No. G-20012/4/2012-B&F Dated: 31.8.2012,
Ministry of Panchayati Raj]

Recommendation (Sl. No. 5, Para No. 2.5)

Even though the Ministry's main role and responsibilities are to strengthen the role by Panchayati Raj Institutions at grass-root level, the Committee find that for years, the Government has been maintaining BRGF as the main scheme of the Ministry. For instance, for the year 2012-13, out of Rs. 5350 crore, Rs. 5050 crore has been earmarked for the BRGF leaving Rs. 300 crore for the other schemes of the Ministry. The Committee are of the strong view that while backward Districts require much assistance in terms of funds and capacity building under BRGF scheme, the other Panchayats across the country also need similar help, particularly in terms of capacity building and training. The Constitutional provisions provide that the State Governments can assign the implementation of as many as 29 subjects to the Panchayats. Accordingly, it becomes all the more necessary to provide training not only to the Panchayat members but also to the other functionaries of the Panchayat like the Secretaries, the Junior Engineers and other functionaries in the three tier PRIs who are required to conceptualize and implement the schemes like

supply of drinking water, laying of roads, construction of anganwadis, health centres, etc. The Committee, therefore, strongly recommend that the Government should consider all these factors and prepare a comprehensive/composite plan for strengthening the PRIs in a realistic manner. Similarly, in this context, there is also need for setting up regional training centres so that more and more Panchayat members and related officials are trained.

Reply of the Government

The Ministry agrees with the recommendations of the Committee regarding the need for a comprehensive/composite plan for strengthening of the PRIs which is the main mission of the Ministry. Keeping this in view, the scheme of Rajiv Gandhi Panchayat Sashaktikaran Abhiyan (RGPSA) has been conceptualised to address issues of infrastructure and manpower for strengthening Panchayats and for the training & capacity building of elected representatives of PRIs and official functionaries. In the scheme, special focus is envisaged for strengthening of training infrastructure.

[No. G-20012/4/2012-B&F Dated: 31.8.2012,
Ministry of Panchayati Raj]

Recommendation (Sl. No. 6, Para No. 2.6)

The Committee's examination of BRGF, the main scheme of the Ministry so far, which is aimed at redressing regional imbalances in development by providing financial resources for supplementing and converging existing developmental inflows, has revealed that a World Bank Mission evaluated the implementation of BRGF in eight States. The Mission found that BRGF had stimulated a process of strengthening PRIs and provided resources for local bodies to address investment needs and over 1 lakh local investment projects had been executed. However, while comparing the findings of World Bank Mission with the ground realities which include continuous slashing of allocated funds at RE stage, meagre funds allocated under the capacity building component of BRGF, decreasing trend in the training of elected representatives and functionaries, inordinate delay in establishing an institutional infrastructure for training and the burgeoning problem of unspent balances, the Committee are constrained to conclude that rigorous efforts are still required to be made by the Ministry to attain the underlined objectives of the Scheme. Since 94% of total allocation of funds of the Ministry account for BRGF, the Committee urge the Ministry to work out a specific plan of action to eliminate the loop-holes of the scheme to ensure a better delivery mechanism for the people at large. Since the capacity building component of BRGF would be merged with RGPSA, the Committee strongly recommend that the funds for this component should also be enhanced.

Reply of the Government

It is a fact that while the scheme has been found to be very useful in terms of its untied nature, there is no doubt, much scope to improve the implementation of the scheme with particular reference to ensuring prompt and timely release of funds by the States to the Implementing Agencies at various levels. Although the imposition of penal interest for delayed releases of funds has had some effect, the problem still persists in respect of some States. The Ministry holds regular review meetings with the States to facilitate early disposal of all pending issues so that States are in a position to access their entitlements under the scheme early in the fiscal year. Planning Commission has been requested to enhance the Plan allocation for the Ministry in Twelfth Plan and a major component of this will be earmarked for capacity building and training.

[No. G-20012/4/2012-B&F Dated: 31.8.2012,
Ministry of Panchayati Raj]

Recommendation (Sl. No. 7, Para No. 2.7)

The Committee find that RGSY scheme is implemented in non-BRGF Districts of the country. Under the scheme, assistance is provided to the States under two components, namely (i) Training and Capacity Building, and (ii) Infrastructure Development. The Committee also note that during the Eleventh Plan Period (2007-2012), Rs. 213.63 crore has been utilized for capacity building & training purposes and Rs. 82.99 crore for infrastructure development. The Committee have been informed that during 2009-10 to 2011-12, around 19 lakh elected representatives and functionaries have been trained and a total of 3968 Panchayat Ghars have been constructed during the Eleventh Plan. The Committee are dismayed to note that out of 28 lakh elected representatives of Panchayats, the Ministry are able to provide training to only 19 lakh people. The Committee are also unhappy with the pace of construction of Panchayat Ghars in different States. It is an acknowledged fact that in the absence of Panchayat Ghars, the growth of Panchayats would always be a difficult proposition. The Committee, therefore, strongly recommend that the Ministry should pay more attention towards training and capacity building and infrastructure development of Panchayats which are the underlying objectives of RGSY scheme. For attainment of the stated objectives, the Ministry should review the scheme on monthly basis. The Committee also hope that RGSY, on becoming a component of RGPFA, the scarcity of funds would not stand on the way of attaining the objectives of the scheme.

Reply of the Government

The Ministry agrees with the recommendation of the Committee that training, capacity building and infrastructure development of Panchayats should receive more allocation. Full achievement of the targeted members for training of elected representatives/functionaries and creation of Panchayat infrastructure has been inhibited by budgetary constraints. However, under the new scheme of RGPSA, higher budgetary allocations are envisaged for these components. In addition, Panchayat Ghars are also allowed to be taken up under other schemes like MGNREGS.

[No. G-20012/4/2012-B&F Dated: 31.8.2012,
Ministry of Panchayati Raj]

Recommendation (Sl. No. 10, Para No. 2.10)

The Committee's examination has revealed that e-Panchayat has been identified as one of the Mission Mode Projects (MMPs) under National e-Governance Programme (NeGP) and the budget provisions for the scheme for the fiscal year 2012-13 are Rs. 40 crore. The Project is aimed at supporting State Governments to enable Panchayats to make effective use of Information Technology in the process of planning at grass root level, bring transparency in the working of all the PRIs and help in increased accountability of these institutions. The Committee find that 12 Core Common Applications have been developed out of which 4 have been rolled out successfully and 6 Applications have been officially launched on the occasion of National Panchayati Raj day. The Committee are, however, dismayed to note that while some States have reported 100 percent computerization of Gram Panchayats, States like Andhra Pradesh and Chhattisgarh have reported 2 percent and 9 percent computerization respectively. Likewise, around 1.45 lakh village panchayats have been provided with broadband connectivity so far. The Committee feel that computerization of the working of Gram Panchayats and provision of internet connectivity are pre-requisites for attaining the objectives of the e-Panchayat project. The Committee, therefore, urge the Ministry to be proactive in implementing the project on priority basis. The Committee also recommend that after the merger of this scheme with RGPSA, the Mission Project on e-Panchayat' should continue to receive due attention with regard to availability of funds for attaining the overall objectives of the scheme.

Reply of the Government

In the 12th Plan, e-Panchayat Mission Mode Project (MMP) is proposed to be integrated as a component of Rajiv Gandhi Panchayat Sashaktikaran Abhiyan (RGPSA) of MoPR. Electronic enablement of

Panchayats through the implementation of the various software applications created as part of the Project, along with the technical support envisaged under the scheme, would help increase the effectiveness of Panchayats for service delivery.

[No. G-20012/4/2012-B&F Dated: 31.8.2012,
Ministry of Panchayati Raj]

Recommendation (Sl. No. 14, Para No. 2.14)

The Committee are disappointed to note that even after persistent recommendations of the Committee, there have been huge amounts lying unspent in all the schemes of the Ministry, especially the BRGF, which is the biggest Central Assistance to State Plan (CASP). In this regard, the Committee note that as on 31.12.2011, Rs. 4880 crore was lying unspent which includes Rs. 4724 crore [Rs. 4572 as on 31.03.2012] under BRGF. The Committee do not approve such irresponsible parking of precious funds, particularly when, there are cases of insufficiency of funds highlighted before the Committee from time to time. In Committee's view, this position is unjustifiable on the part of the Ministry and concerned State Governments to allow the scarce resources remain unutilized. The Committee, therefore, recommend the Ministry to devise a practical solution to this perennial problem and make every possible efforts to ensure that the problem is tackled at the earliest lest there could be a situation in the coming years, where the unspent balances would surpass the total budgetary allocation of the Department. The Committee would also like the Ministry to chalk out incentive schemes for the best performing States. The Committee wish to be apprised of the innovative steps taken by the Department in this regard.

Reply of the Government

At the outset the Ministry would like to clarify that the term "unspent balance" relates to the amount of grants released to States and available with them till such time the UCs/Expenditure statement is received by MoPR. As BRGF grants are released in two installments, the UCs/Expenditure statements are also received twice a year. During the intervening period, the released grants are treated as "unspent" pending the receipt of UC's/Expenditure Statements. The UCs, even though actual utilization of the said grants may have been done by the concerned implementing agencies become due after one year from the date of release of grants. While the outstanding UCs as on 31.3.2011 amounted to Rs. 895.71 crore, as on 31.3.2012, the same have declined to Rs. 319.19 crore due to sustained efforts of the Ministry in following up the matter with the concerned State Governments and continuously monitoring the progress of utilization of grants with the States. MoPR

also provides necessary guidance/clarification to the States from time to time to ensure better programme implementation.

[No. G-20012/4/2012-B&F Dated: 31.8.2012,
Ministry of Panchayati Raj]

Recommendation (Sl. No. 15, Para No. 2.15)

Empowering process of Panchayati Raj Institutions in the country is nearing two decades. The Committee recommend that Government should institute a high-level committee on the pattern of Balwant Rai Mehta and Ashok Mehta Committees to review working of Panchayati Raj Institutions to identify the shortcomings in the present system and to suggest remedial measures for strengthening the PRI institutions to meet the challenges of inclusive growth and inclusive governance and devolution of powers at Panchayat/Gram Sabha level as per Constitutional provisions.

Reply of the Government

The Ministry of Panchayati Raj has constituted an Expert Committee under the Chairmanship of Shri Mani Shankar Aiyar, Member of Parliament (Rajya Sabha) with the following Terms of Reference:—

- (i) To review the existing policy and guidelines of relevant Central Sector/Centrally Sponsored Schemes dealing with social sector/anti-poverty programmes and to give specific recommendations on (a) an appropriate role & responsibility of Panchayats at different levels based on the principle of subsidiarity, (b) for strengthening their capacity to deliver services and (c) for making them accountable to respective Gram Sabhas.
- (ii) To flag the constraints that may come up in operationalising the delivery system through the PRIs and suggest ways and means of dealing with the same.
- (iii) To suggest ways to incentivize States to devolve three Fs *i.e.* Funds, Functions and Functionaries to Panchayats.

Order constituting the Committee has been issued on 27 August, 2012.

[No. G-20012/4/2012-B&F Dated: 31.8.2012,
Ministry of Panchayati Raj]

Comments of the Committee

(Please *see* Paragraph No. 19 of Chapter I of the Report)

CHAPTER III

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

Recommendation (Sl. No. 11, Para No. 2.11)

The Committee find that the scheme of Rural Business Hub provides technical support and marketing linkages to rural products and producers. The scheme was visualized as a pilot scheme for promoting Public-Private Panchayat Partnership. They, however, find that the financial allocation under the scheme has been minimal with releases of less than Rs. 2 crore yearly during the Eleventh Plan period and the allocation for the fiscal year 2012-13 has been brought down to an insignificant amount of Rs. 25 lakh. The Committee are astonished to find that the Ministry can run a national programme meant for all States with a meagre budget of Rs. 25 lakh. Even though the Scheme was conceptualized as a follow up of the Prime Minister's statement made in as early as 2004 comparing with China pattern for encouraging rural business hubs, the Committee find that the Scheme has remained only on paper. They, accordingly, recommend that the Government should re-visit this scheme with a view to either making a proper scheme with adequate funds or dispense with totally so that national resources are not frittered away in small schemes like the present one.

Reply of the Government

It is has been decided to discontinue the scheme during the 12th Plan period. Accordingly, only a token allocation of Rs. 25 lakh has been provided in the budget for the current year for meeting the committed liabilities of the approved ongoing projects only.

[No. G-20012/4/2012-B&F Dated: 31.8.2012,
Ministry of Panchayati Raj]

CHAPTER IV

RECOMMENDATIONS IN RESPECT OF WHICH REPLY OF THE GOVERNMENT HAVE NOT BEEN ACCEPTED BY THE COMMITTEE

Recommendation (Sl. No. 4, Para No. 2.4)

The Committee note that during the Twelfth Five Year Plan, the Ministry propose to launch a new scheme, namely, Rajiv Gandhi Panchayat Sashaktikaran Abhiyan (RGPSA) by merging the existing schemes *viz.*, Rashtriya Gram Swaraj Yojana (RGSY), e-Panchayat, Panchayat Empowerment and Accountability Incentive Scheme (PEAIS), Panchayat Mahila Evam Yuva Shakti Abhiyan (PMEYSA) and capacity building part of Backward Regions Grant Fund (BRGF). The Committee also note that the total funds required under RGPSA for the Twelfth Pan period would be Rs. 33000 crore, whereas, for the fiscal year 2012-13, only an indicative amount of Rs. 50 crore has been allocated for the scheme. The Committee are dismayed to note that various social welfare schemes/programmes are initially formulated by the Ministry and soon thereafter, without making any realistic assessment of attainment of objectives, the schemes/programmes are merged/renamed on the pretext of taking a holistic view of the sector. The Committee are not very sure whether any detailed analysis was done for mooted the proposal for merging existing schemes into one umbrella scheme. This sort of malady becomes all the more serious when the total funds allocated for various schemes of the Ministry excluding BRGF and RGPSA is a meagre Rs. 250 crore. Considering the lower allocation to various schemes like Rashtriya Gram Swaraj Yojana (RGSY), Panchayat Empowerment and Accountability Incentive Scheme (PEAIS) and Panchayat Mahila Evam Yuva Shakti Abhiyan (PMEYSA), where their impact could hardly reach to the ground level, the Committee strongly recommend that after the launch of RGPSA with proposed outlay of Rs. 33000 crore for the Ministry in the Twelfth Plan, allocation to the existing schemes which would become components of the RGPSA particularly in PEAIS should be increased substantially to have a real impact at village panchayat level. The Committee expect that after merging various schemes of the Ministry under the umbrella of RGPSA, the aims and objectives of these schemes would not only remain intact but would be enlarged substantially to feel the positive impact of local self governance through PRIs.

Reply of the Government

The observations of the Committee have been noted for compliance and necessary steps have been taken by the Ministry of Panchayati Raj to ensure that adequate provisions would be available under the individual components or activities included under the Rajiv Gandhi Panchayat Sashaktikaran Abhiyan for funding the strengthening of Panchayats and improving their accountability.

[No. G-20012/4/2012-B&F Dated: 31.8.2012,
Ministry of Panchayati Raj]

Comments of the Committee

(Please see Paragraph No. 10 of Chapter I of the Report)

Recommendation (Sl. No. 12, Para No. 2.12)

The Committee find that the provisions of the Panchayats (Extension of Scheduled Areas) Act, 1996 came into force as a sequel of the 73rd amendment of IX Schedule of the Constitution which *inter alia* provided constitutional sanction to the Panchayat Raj as an institution of self-governance. The application of this amendment excluded the areas covered by the Fifth and Sixth Schedules to the Constitution. The areas of the Fifth Schedule, according to the Article 244, cover the Scheduled and Tribal areas other than the areas of the Sixth Schedule like in Assam, Meghalaya, Tripura, Nagaland and Mizoram. The areas of the Fifth Schedule are spread over nine States *viz.*, Andhra Pradesh, Jharkhand, Gujarat, Himachal Pradesh, Maharashtra, Madhya Pradesh, Chhattisgarh, Odisha and Rajasthan. The PESA Act, 1996 was aimed to extend the provisions of 73rd Constitution amendment to the Scheduled and Tribal areas falling under the Fifth Schedule.

The Committee also note that though the enactment of PESA in 1996 was a welcome step which conferred relatively greater autonomy to Gram Sabhas, PESA's sincere implementation has not been seriously attempted by the Government as the data furnished by the Ministry has brought out that several States are yet to implement all provisions enumerated in PESA even after its enactment as many as 16 years back. The Committee have also been informed that the Government has identified the proposed amendments in the PESA to make it more beneficial to the people. The Committee, therefore, strongly recommend that the provisions contained in the PESA Act should be reviewed and amended by bringing out appropriate amendments in PESA expeditiously.

Reply of the Government

Ministry of Panchayati Raj is continuously pursuing the matter of implementation of PESA with the nine States which cover areas of the Fifth Schedule. Model Guidelines to vest Gram Sabha with powers under PESA as well as Model Rules under PESA have been prepared and circulated to those States for adoption with necessary modifications. The concerned States as well as Central Ministries have been urged to amend where necessary, the provisions of subject laws relating to forests, excise, mining etc., to make them PESA compliant. Special Training modules have also been developed to equip Gram Sabhas and elected representatives in areas covered under Fifth Schedule to effectively dispose their responsibilities as per PESA provisions.

[No. G-20012/4/2012-B&F Dated: 31.8.2012,
Ministry of Panchayati Raj]

Comments of the Committee

(Please see Paragraph No. 13 of Chapter I of the Report)

Recommendation (Sl. No. 13, Para No. 2.13)

The Committee find that about 200 districts in the country are affected by the extremism, violence, etc. Various Government Committees have brought out that one of the reasons for this has been unequal distribution of resources and opportunities and means of regular income. Even though Constitutional provisions were made long back about involvement of Gram Sabhas and Councils in the Scheduled areas. Real financial powers/planning have not been given at the Panchayat/Gram Sabha level. The Committee are of the strong view that out of Rs. 2 lakh crores funds which are given by the Centre to the States for rural/social scheme a substantial amount should be allocated to the Panchayats/Gram Sabhas, particularly with reference to 29 items of work enumerated in 11th Schedule to the Constitution. The Committee, therefore, would like the Government to do model activity mapping to be followed by the State Governments for empowering the Panchayats/Gram Sabhas in the matter. The Committee also note that Central Government can issue directions to the States under the provisions of Schedule V for governance in Scheduled areas and accordingly Government should make use of these provisions. The Committee would like to be apprised of the specific action taken in this regard.

The Committee find that 73rd Amendment to the Constitution seeks to endow the Panchayats with authority to function as institutions of self-governance. Inherent to this provision is the need for devolution

of Functions, Finances and Functionaries (3Fs) for States to the Panchayats. The Committee are aware that Panchayati Raj is a State subject and the States are responsible for devolution of 3Fs to the Panchayats. The Committee, however, find that the pace of devolution of 3Fs to the Panchayats has not been encouraging due to lack of manpower and infrastructure which impinges on their capacity to fulfil their assigned roles and responsibilities. The Committee, therefore, urge the Ministry to take up the matter with the State Governments to speed up the process of devolution of 3Fs to Panchayats by chalking out an activity map so as to ensure that progress in this regard is monitored regularly and scientifically.

Reply of the Government

The Ministry of Panchayati Raj will continue its efforts through a system of regular monitoring and incentivization to encourage /facilitate State Governments to speed up the process of devolution of 3Fs under RGPSA, funding would be linked to the performance of State on critical parameters including devolution of 3Fs to Panchayats.

[No. G-20012/4/2012-B&F Dated: 31.8.2012,
Ministry of Panchayati Raj]

Comments of the Committee

(Please see Paragraph No. 16 of Chapter I of the Report)

CHAPTER V

RECOMMENDATIONS IN RESPECT OF WHICH FINAL REPLIES OF THE GOVERNMENT ARE STILL AWAITED

Recommendation (Sl. No. 2, Para No. 2.2)

The Committee note that in the Draft 12th Plan the Government have highlighted achievement of GDP growth of 8% in the 11th Plan whereas the rate of poverty alleviation has been only 0.8% during the 11th Plan. The Committee find this position unacceptable as one of the prime objectives of 11th Plan was inclusive growth. From the rate of poverty alleviation it is obvious that the objective of inclusive growth has not been achieved at all. Considering this aspect and the fact that 12th Plan has just taken off, the Committee strongly recommend that there should be serious efforts by the Government to ensure that there is inclusive governance at Panchayat level under the provisions of the Constitution wherein Panchayats are to be assigned 29 items of governance including land, water supply, etc. The Committee would await specific action taken by the Government in the matter.

Reply of the Government

The Ministry of Panchayati Raj will continue to pursue with States the matter of devolution of powers and responsibilities to Panchayats. The Rajiv Gandhi Panchayat Sashaktikaran Abhiyan (RGPSA), which will be implemented during the Twelfth Plan once approved, will link a portion of the funding to the performance of States on various criteria including devolution of 3F's to Panchayats.

[No. G-20012/4/2012-B&F Dated: 31.8.2012,
Ministry of Panchayati Raj]

Recommendation (Sl. No. 8, Para No. 2.8)

The Government aims at incentivizing States to empower Panchayats through devolution of Funds, Functions and Functionaries (3Fs) and put in place accountability of PRIs. The Committee note that the allocation of funds for the year 2011-12 was Rs. 31 crore which has been enhanced to Rs. 40 crore for the fiscal year 2012-13. A study of Devolution Index (DI) and ranking of States was undertaken by the Indian Institute of Public Administration (IIPA) which indicates that

Kerala has ranked first in the composite Panchayat Devolution Index. The Committee's examination has further revealed that Government of Kerala provides 25 percent Plan funds to the Panchayats and has devolved important revenue sources to Panchayats. The Committee find that the present Scheme is just to give award/prizes or holding only Panchayati Raj Divas Function, etc. In Committee's view this approach is not taking anywhere the Scheme which is called incentive scheme for Panchayat empowerment and accountability. The present allocation of Rs. 40 crore will not take the Scheme anywhere. Considering the fact that over Rs. 2 lakh crore for social sector is given by the Central Government to the State Governments, there is urgent need for Panchayat empowerment and accountability incentives and for this purpose the fund for the Scheme has to be raised substantially. The Committee, therefore, would like the Ministry to ask the Ministry of Finance and Planning Commission for raising the fund for this Scheme substantially.

Reply of the Government

The Ministry will continue to follow up on the recommendation of the Committee and pursue with Ministry of Finance and Planning Commission for substantially reviewing the allocation for the PEAIS scheme which aims at incentivizing States to empower Panchayats through devolution of 3F's and achieving a higher accountability of PRI's.

[No. G-20012/4/2012-B&F Dated: 31.8.2012,
Ministry of Panchayati Raj]

Recommendation (Sl. No. 9, Para No. 2.9)

The Committee note that Panchayat Mahila Evam Yuva Shakti Abhiyan aimed at encouraging Elected Women Representatives (EWRs) and Elected Youth Representatives (EYRs) to form associations to collectively work for the attainment of goals of decentralized governance in Panchayati Raj. The Committee find that 23 States have formed core Committees under the scheme and organized State level Sammelans. However, the Committee are dismayed to note that inspite of the importance of the scheme for increasing the knowledge, capability, involvement and responsiveness of Elected Women Representatives and Elected Youth Representatives, the allocation of funds for the fiscal year 2012-13 has been placed at Rs. 1.75 crore from the earlier Rs. 3 crore. The Committee are of the considered view that any scheme with an outlay for Rs. 1.75 crore for the entire country can hardly make any impact and such schemes remain as instrument

of publicity without any impact or reach to the intended beneficiaries. Since the scheme is under consideration for a merger with RGPSA, the Committee strongly recommend that allocation to the scheme should be substantially increased so that elected youth representatives are involved effectively in decentralized governance through PRIs.

Reply of the Government

The Ministry is in dialogue with the Planning Commission for substantive enhancement of allocation to support the capacity building/ training and involvement of Elected Women Representatives and Elected Youth Representatives as envisaged under PMEYSA, under the overall thrust of the Rajiv Gandhi Panchayat Sashaktikaran Abhiyan (RGPSA), under which PMEYSA is proposed to be subsumed during the Twelfth Plan Period.

[No. G-20012/4/2012-B&F Dated: 31.8.2012,
Ministry of Panchayati Raj]

NEW DELHI;
14 December, 2012
23 Agrahayana, 1934 (Saka)

SUMITRA MAHAJAN,
Chairperson,
Standing Committee on
Rural Development.

APPENDIX I

COMMITTEE ON RURAL DEVELOPMENT (2012-13)

EXTRACTS OF THE MINUTES OF THE FOURTH SITTING OF THE COMMITTEE HELD ON FRIDAY, THE 14 DECEMBER, 2012

The Committee sat from 1000 hrs. to 1050 hrs. in Committee Room No. 62, First Floor, Parliament House, New Delhi.

PRESENT

Shrimati Sumitra Mahajan — *Chairperson*

MEMBERS

Lok Sabha

2. Shri Maheshwar Hazari
3. Shri Anantha Venkatarami Reddy
4. Dr. Sanjay Singh
5. Smt. Supriya Sule
6. Smt. Annu Tandon
7. Smt. Usha Verma
8. Shri Madhu Goud Yaskhi

Rajya Sabha

9. Shri Mahendra Singh Mahra
10. Dr. Chandan Mitra
11. Shri C.P. Narayanan
12. Shri Mohan Singh
13. Prof. Saif-ud-Din Soz

SECRETARIAT

1. Shri Brahm Dutt — *Joint Secretary*
2. Smt. Veena Sharma — *Director*
3. Shri A.K. Shah — *Additional Director*
4. Smt. Meenakshi Sharma — *Deputy Secretary*

2. At the outset, the Chairperson welcomed the members to the sitting of the Committee convened for consideration of Memoranda containing draft Reports of the Committee on action taken by the Government on the recommendations contained in four Reports on Demands for Grants (2012-13).

3. The Committee then took up for consideration the following draft Action Taken Reports:—

- (i) **** **** **** **** ****
- (ii) **** **** **** **** ****
- (iii) Draft Report on Action taken by the Government on the recommendations contained in the Twenty-Ninth Report on Demands for Grants (2012-13) of the Ministry of Panchayati Raj; and
- (iv) **** **** **** **** ****

4. Draft Reports were taken up seriatum. After detailed discussions, the Committee adopted the Reports with minor modifications. The Committee then authorized the Chairperson to finalize the aforesaid Reports and present the same to the Parliament.

- 5. **** **** **** **** ****

The Committee then adjourned.

****Relevant portions of the Minutes not related to the subject have been kept separately.

APPENDIX II

[Vide Para 4 of the Introduction]

ANALYSIS OF THE ACTION TAKEN BY THE GOVERNMENT ON THE RECOMMENDATIONS CONTAINED IN THE TWENTY-NINTH REPORT OF THE STANDING COMMITTEE ON RURAL DEVELOPMENT (15TH LOK SABHA)

I. Total number of recommendations:	15
II. Recommendations that have been accepted by the Government:	8
Sl. Nos. 1, 3, 5, 6, 7, 10, 14 and 15	
Percentage to total recommendations:	53.34%
III. Recommendation which the Committee do not desire to pursue in view of the Government's replies:	1
Sl. No. 11	
Percentage to total recommendations:	6.66%
IV. Recommendations in respect of which replies of the Government have not been accepted by the Committee:	3
Sl. Nos. 4, 12 and 13	
Percentage to total recommendations:	20%
V. Recommendations in respect of which final replies of the Government are still awaited:	3
Sl. Nos. 2, 8 and 9	
Percentage to total recommendations:	20%

