

**STANDING COMMITTEE ON RURAL DEVELOPMENT**

**(2013-2014)**

**51**

**FIFTEENTH LOK SABHA**

**MINISTRY OF RURAL DEVELOPMENT  
(DEPARTMENT OF RURAL DEVELOPMENT)**

*[Action taken by the Government on the recommendations contained in the Forty-sixth Report  
(Fifteenth Lok Sabha) on 'Working of Vigilance and Monitoring Committees in States/UTs']*

**FIFTY-FIRST REPORT**



**LOK SABHA SECRETARIAT**

**NEW DELHI**

# **FIFTY-FIRST REPORT**

## **STANDING COMMITTEE ON RURAL DEVELOPMENT**

**(2013-2014)**

**(FIFTEENTH LOK SABHA)**

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**(DEPARTMENT OF RURAL DEVELOPMENT)**

*[Action taken by the Government on the recommendations contained in the Forty-sixth Report  
(Fifteenth Lok Sabha) on 'Working of Vigilance and Monitoring Committees in States/UTs']*

Presented to Hon'ble Speaker on 04.01.2014

Presented to Lok Sabha on 07.02.2014

Laid in Rajya Sabha on 07.02.2014



**LOK SABHA SECRETARIAT  
NEW DELHI**

*January, 2014/Pausa, 1935 (Saka)*

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(ii)

**COMPOSITION OF THE STANDING COMMITTEE ON RURAL DEVELOPMENT (2013-2014)**

Shrimati Sumitra Mahajan - *Chairperson*

**MEMBERS**

**LOK SABHA**

2. Shri Thangso Baite
3. Shri Pulin Bihari Baske
4. Dr. Ratna De (Nag)
5. Shri Premchand Guddu
6. Shri Bijoy Krishna Handique
7. Shri Maheshwar Hazari
8. Shri Ramesh Vishwanath Katti
9. Shri Nimmala Kristappa
10. Shri Bishnu Pada Ray
11. Shri M. Rajamohan Reddy
12. Shri Anantha Venkatarami Reddy
13. Shri Arjun Charan Sethi
14. Shri Prabhunath Singh
15. Dr. Sanjay Singh
16. Smt. Supriya Sule
17. Smt. Annu Tandon
18. Shri Narendra Singh Tomar
19. Smt. Usha Verma
20. Shri P. Viswanathan
21. Shri Madhu Goud Yaskhi

**RAJYA SABHA**

22. Shri Mani Shankar Aiyar
23. Shri Munquad Ali
24. Shri D. Bandyopadhyay
25. Sardar Sukhdev Singh Dhindsa
26. Shri Vinay Katiyar
27. Shri Faggan Singh Kulaste
28. Shri Mahendra Singh Mahra
29. Shri C.P. Narayanan
30. Vacant\*
31. Prof. Saif-ud-Din Soz

**SECRETARIAT**

- |                          |   |                     |
|--------------------------|---|---------------------|
| 1. Shri Brahm Dutt       | - | Joint Secretary     |
| 2. Smt. Veena Sharma     | - | Director            |
| 3. Smt. Meenakshi Sharma | - | Deputy Secretary    |
| 4. Shri Satish Kumar     | - | Committee Assistant |

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\* Vacancy caused on account of demise of Shri Mohan Singh on 22.09.2013

(iii)

## INTRODUCTION

I, the Chairperson of the Standing Committee on Rural Development (2013-2014) having been authorised by the Committee to present the Report on their behalf, present the 51<sup>st</sup> Report on the action taken by the Government on the recommendations contained in the 46<sup>th</sup> Report of the Standing Committee on Rural Development (15<sup>th</sup> Lok Sabha) on 'Working of Vigilance and Monitoring Committees in States/UTs'.

2. The 46<sup>th</sup> Report was presented to Lok Sabha/laid in Rajya Sabha on 30 August, 2013. Replies of the Government to all the recommendations contained in the Report were received on 18 November, 2013.

3. The Report was considered and adopted by the Committee at their sitting held on 17 December, 2013.

4. An analysis of the action taken by the Government on the recommendations contained in the 46<sup>th</sup> Report of the Committee (Fifteenth Lok Sabha) is given in **Appendix-II**.

NEW DELHI;  
17 December, 2013  
26 Agrahayana, 1935 (Saka)

SUMITRA MAHAJAN  
*Chairperson,*  
Standing Committee on Rural Development

## CHAPTER I

### REPORT

This Report of the Standing Committee on Rural Development (2013-14) deals with the action taken by the Government on the Observations/Recommendations contained in their Forty-sixth Report (Fifteenth Lok Sabha) on 'Working of Vigilance and Monitoring Committees in States/UTs'.

2. The Forty-sixth Report was presented to Lok Sabha on 30.08.2013 and was laid on the Table of Rajya Sabha on the same date. The Report contained 23 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:<br>Serial Nos. 1, 2, 3, 6, 7, 8, 9, 10, 12, 14, 15, 16, 17, 18, 19, 20, 21, 22 and 23. | Total: 19<br><b>Chapter-II</b>   |
| (ii) Observations/Recommendations which the Committee do not desire to pursue in view of replies of the Government:<br>Serial No. NIL                               | Total: NIL<br><b>Chapter-III</b> |
| (iii) Observations/Recommendations in respect of which replies of the Government have not been accepted by the Committee:<br>Serial Nos. 4, 5, 11 and 13            | Total: 04<br><b>Chapter-IV</b>   |
| (iv) Observations/Recommendations in respect of which final replies of the Government are still awaited:<br>Serial No. NIL  | Total: NIL<br><b>Chapter-V</b>   |

**4. The Committee desire that comments in respect of observations/recommendations contained in Chapter-I of this report should be furnished to them within three months of presentation of the Report to Parliament.**

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. Nomination of MPs to State Level V&MCs**

**[Recommendation Serial No. 4 (Para No. 2.4)]**

6. The Committee in the context of nominating MPs to State Level V&MCs had recommended as under:-

"The Committee note that Chairman of State level V&MC is Minister of Rural Development of the State. The Member Secretary is Secretary-in-charge of Rural Development programmes in the State. Further, the members of the Committee include 4 MPs of Lok Sabha, 1 MP of Rajya Sabha, 5 MLAs, representative of SC/ST/Women, 4 Non-officials, 2 NGOs and officials, Chief Post Master General of the postal circle. The Committee are further apprised that all MPs, Non-officials, NGOs and representatives of KVIC are nominated by Ministry of Rural Development. The Committee note that Ministry nominates 4 MPs of Lok Sabha and 1 MP of Rajya Sabha to State level V&MCs with the approval of Minister of Rural Development. The Committee are of the considered view that Members of Parliamentary Standing Committee on Rural Development should be given preference while nominating MPs to these State level V&MCs. The Ministry may also consider increasing the representation of Lok Sabha and Rajya Sabha Members in the V&MCs depending upon the area of the State for effective functioning of V&MCs."

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

"The term of Members of Parliamentary Standing Committee on Rural Development is for one year. However, MPs are nominated by this Ministry to the State level V&MCs for the remaining period of the concerned Lok Sabha. Therefore, it is not practicable to give preference to Members of Parliamentary Standing Committee while nominating MPs to State level V&MCs.

The guidelines of V&MCs are being modified for nominating to the State level V&MC one member of every political party represented in the Lok Sabha from the State subject to feasibility. One independent MP (LS), if any, will also be nominated. The number of MP (RS) in the State level V&MCs will be restricted to half of the number of MP (LS) in the State level V&MC. The minimum number of MPs in the Committee will be kept at 4 MP (LS) and one MP (RS). If the number of political parties with representation in Lok Sabha is less than 4, the minimum requirement may be fulfilled with representation proportionate to the strength of each political party represented in the Lok Sabha from the State, to the extent feasible."



8. Finding that 4 MPs of Lok Sabha and 1 MP of Rajya Sabha are nominated to State level V&MCs by the Ministry of Rural Development with the approval of Minister of Rural Development, the Committee, for effective functioning of V&MCs, had recommended that while nominating MPs to State level V&MCs, the Members of the Parliamentary Standing Committee on Rural Development should be given preference.

The Ministry in their action taken reply furnished to the Committee have stated that the term of Members of Parliamentary Standing Committee on Rural Development is for one year whereas MPs are nominated to State level V&MCs for the remaining period of the concerned Lok Sabha, hence, it is not practicable to give preference to Members of Parliamentary Standing Committee while nominating MPs to State level V&MCs. The reply simply depicts the unwillingness on the part of the Government to implement this recommendation. The Committee while reiterating their earlier recommendation desire the Government to give due preference to the Members of Parliamentary Standing Committee on Rural Development at the time when State level V&MCs are constituted.

#### **B. Chairman of State Level V&MCs**

##### **[Recommendation Serial No. 5 (Para No. 2.5)]**

9. In the aforesaid para of the Original Report, the Committee had recommended as under:-

"The Committee note that Chairman of State Level V&MCs is Minister of Rural Development. In this context, the Committee are of the view that V&MC being a Vigilance Committee, it would not be appropriate for the Minister of the Rural Development to chair meetings of V&MCs which have been constituted with the sole purpose to mainly supervise, exercise vigilance and monitor the implementation of programmes of the Ministry of Rural Development. The Committee are of the opinion that senior most member of Parliament of the State should chair the meetings of State Level V&MCs."

10. The Ministry in their action taken reply have stated as under :-

"All the Ministers in the State responsible for implementing various programmes of rural development are included in the State level Committee and the seniormost among them is to be the Chairman of the State level V&MC. In view of the difficulties in determining the inter-se seniority of Ministers in the State and the MPs (LS) from the State, this recommendation cannot be implemented."

**11. Taking note that V&MC being a Vigilance Committee constituted with the sole purpose to supervise, exercise vigilance and monitor the implementation of programmes of the Ministry of Rural Development, the Committee felt that the Minister of Rural Development should not chair meetings of V&MCs and recommended that senior most Member of Parliament of the State should chair the meetings of State level V&MCs.**

The Ministry in their action taken reply furnished to the Committee have stated that all the Ministers in the State responsible for implementing various programmes of rural development are included in the State level Committee and the seniormost among them is to be the Chairman of the State level V&MC. In view of the difficulties in determining the inter-se seniority of Ministers in the State and the MPs (LS) from the State, this recommendation cannot be implemented.

The evasive reply furnished by the Ministry is not acceptable to the Committee. Since all relevant information relating to MPs being readily available on the website, it is not difficult to determine the inter-se-seniority of MPs as stated by the Government in their action taken reply. The Committee while reiterating their recommendation expect the Government to make concerted efforts to implement the recommendation of the Committee so that senior most member of Parliament of the State chairs the meetings of State level V&MCs.

### C. Nomination of non-official members and NGOs to State Level V&MCs

#### [Recommendation Serial No. 8 (Para No. 2.8)]

12. In the aforesaid para of the Original Report, the Committee had recommended as under:-

"The Committee find that there are 21 vacancies of non-officials in 8 States and 32 vacancies of NGOs in 19 States in State Level V&MCs. The Committee further note that despite formulating clear and unambiguous Guidelines for nomination of non-official members and NGOs and giving open advertisements, there are still vacant slots which is a matter of deep concern. While expressing concern at the inordinate delay in nominating non-official members and NGOs to State Level V&MCs, the Committee recommend the Department to take necessary action to obviate delay in nominating non-officials and NGOs to State Level V&MCs in future. The Committee expect the Government to have a broader panel of non-officials and NGO's to fill up the slots immediately."

13. The Ministry in their action taken reply have stated as under :-

"Open advertisements were issued in 2011 & 2012 for filling up vacancies of non-officials and NGOs in State Level V&MCs. Nominations of eligible candidates were also invited from the concerned State Governments. However, the Ministry has not been able to fill up the vacant slots as eligible applicants were not available. Therefore, the guidelines are being revised to modify the eligibility criteria as under:

#### For Non-Official Members

- a) The age of the applicant should not be more than 65 years;
- b) The applicant should not be a public servant;
- c) The applicant should be the resident of the State to which he applies;
- d) 50% of the vacancies may be filled with women candidates, subject to availability. In case of non-availability to the extent of 50%, the gap may be filled with male applicants.
- e) Minimum qualification to be Post Graduate degree from a recognized University;
- f) Applicant should have minimum 10 years in social sector (reduced from 20 years) including 5 years' minimum experience in rural development; and
- g) No other reservations will apply.

#### For NGOs

- a) The NGO should not have been blacklisted by any Government/Government Agency during its entire period of existence;
- b) The NGO should be registered organization and working in the State;
- c) The NGO should have minimum 10 years experience in social sector (reduced from 20 years), out of which minimum 5 years experience in rural development.
- d) The NGO should have minimum turnover of Rs. 1 Crore per year.
- e) For the representative of NGO, qualification of Doctorate in any discipline would be desirable, but not mandatory
- f) The NGO should have presence in a wide geographical area within the State."

14. Expressing deep concern at the inordinate delay in filling up 21 vacancies of non-officials in 8 States and 32 vacancies of NGOs in 19 States, the Committee had recommended the Government to take necessary action to obviate delay in nominating non-officials and NGOs to State level V&MCs in future. The Committee had also suggested the Government to have a broader panel of non-officials and NGOs to fill up vacant slots immediately.

From the action taken reply furnished by the Government, the Committee note with satisfaction that Guidelines are being revised to modify the eligibility criteria to fill up vacancies of non-officials and NGOs in State level V&MCs.

The Committee, however, are unhappy to note that the reply of the Government is silent on the aspect of having a broader panel of non-officials and NGOs. The Committee while reiterating their recommendation would emphasize the Government to have a broader panel of non-officials and NGOs in order to fill up vacant slots .

#### **D. Incentives for holding meetings**

##### **[Recommendation Serial No. 11 (Para No. 2.11)]**

15. In order to encourage holding of regular meetings, the Committee had recommended as under:-

"The Committee note that despite various efforts taken by the Government viz. revising V&MC Guidelines in September, 2010 thereby making Member Secretary personally responsible for convening the meetings at stipulated intervals; advising State Governments to give concerted attention to conduct meetings at State and District level and requesting Chief Secretaries of States to make relevant entries in the Annual Performance Appraisal Report/Annual Confidential Report of the Member Secretaries of State and District V&MCs who do not achieve targets of four meetings in a year; the stipulated number of meetings are not being held. Ministry of Rural Development's contention that it would not be possible for them to enforce these measures on Chief Secretaries as they are not accountable to the Department and is administratively under the control of State Government is not acceptable to the Committee. The Committee are of the opinion that since holding of V&MCs meetings is in

the larger public interest and helps improve the quality of delivery of the programmes, the State Governments should effectively utilize this mechanism to ensure better execution and should play a more facilitatory role to institutionalize this system. To encourage holding of regular meetings, the State Government may evolve ways to give incentives for holding meetings. The Committee also recommend that the Department should continuously press upon the State Governments so that State and District level V&MCs meetings are conducted as per the Guidelines in this regard. The Committee strongly feel that the Department has to be vigilant in this respect to ensure that funds sanctioned for centrally sponsored schemes are effectively utilized."

16. The Ministry in their action taken reply have stated as under :-

"The Ministry has continuously been pressing the State Governments to conduct meetings of the V&MCs in accordance with the Guidelines. The Minister of Rural Development has, in May 2013, written to all the Chief Ministers in the matter. Different monitoring mechanisms are already in place to ensure that funds sanctioned for Centrally Sponsored Schemes are effectively utilized. Giving incentive for holding mandatory meetings is not considered appropriate."

**17. Considering that holding of V&MCs meetings is in larger public interest which helps improve the quality of delivery of the programmes, the Committee in order to encourage holding of regular meetings had recommended that State Governments should evolve ways to give incentives for holding meetings.**

**The Committee regret to note the reply of the Government which merely states that giving incentive for holding mandatory meetings is not considered appropriate. From the action taken reply furnished by the Government the Committee find that the Government have not specified the reasons for not accepting their recommendation. Since the sole purpose to incentivize holding meetings was to encourage the States to perform better in terms of conducting stipulated number of meetings, the Committee while reiterating their earlier recommendation would like the Government to impress upon the State Governments to evolve ways to give incentives for holding regular meetings. The Committee would also like to be apprised of the action taken by the Government in this regard.**

**E. Providing agenda to members before meetings**

**[Recommendation Serial No. 13 (Para No. 2.13)]**

18. The Committee had recommended as under:-

"The Committee are informed that Member Secretary of the V&MC who is personally responsible for convening the meeting is expected to finalize the agenda in consultation with the Chairman. The Committee find that agenda is either received late or is made available at the time of meeting only which causes inconvenience. To obviate this, the Secretary, DoRD had assured the Committee that necessary Guidelines to make available agenda before the meeting would be issued and if possible, the agenda would also be put up on the website. The Committee would, therefore, like to be apprised of the action taken by the Department to make available agenda to Members before the meeting so as to enable them to study and verify the facts beforehand."

19. The Ministry in their action taken reply have stated as under :-

"The Ministry has decided to modify the guidelines, which will also have the following features:

(i) The district level V&MC meetings are to be held on a specific date as under:

Last Saturday of May  
 First Saturday of August  
 First Saturday of November  
 First Saturday of February

If for any reason, the meeting is not held on the given date, the meeting should be held within a month, as an adjourned meeting, on a date to be decided by the Member Secretary,

(ii) If the Chairman of the Committee is also Chairman of other district V&MCs, he may hold a combined meeting of all such V&MCs or a group of such V&MCs on the scheduled date keeping in view the administrative convenience. If all V&MCs are not covered in one meeting, the meeting of remaining V&MCs is to be held on another date convenient to the Chairman. The venue of the meeting in such cases should be located in a different district for each meeting. The Member Secretary of the district where meeting is held will be the nodal officer for organizing the meetings in co-ordination with the Member Secretaries of other District V&MCs included in the meeting."

**20. To obviate inconvenience caused to members due to agenda for the V&MCs meetings either being received late or at the time of meeting, the Committee had desired to be apprised of the action taken by the Department in respect of issuing necessary Guidelines to make available agenda to members before the meeting.**

The Committee are, however, surprised to note that the Ministry's reply is silent on the issue of providing agenda to Members before the meeting.

The Committee while reiterating their recommendation would like to be apprised of the action taken by the Government in terms of issuing necessary Guidelines to make available agenda to Members before the meeting so as to enable them to study and verify the facts beforehand. The Committee would also like to be apprised of the progress made in respect of putting up agenda of the meetings on website.

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## CHAPTER II

### RECOMMENDATIONS WHICH HAVE BEEN ACCEPTED BY THE GOVERNMENT

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

The Committee note that Vigilance and Monitoring Committees have been set up at State and District level in the year 2002 to provide an important role to the Members of Parliament/State Legislatures/PRIs in monitoring and reviewing the implementation of programmes of the Ministry of Rural Development to ensure that these programmes are implemented properly. One of the main objectives of V&MCs is to ensure quality of expenditure, particularly in the context of large public funds being spent under various programmes of the Ministry of Rural Development. The Committee are further apprised that the scope of V&MCs at District level has been enlarged and they are also required to monitor the programmes of Ministries of Tribal Affairs, Panchayati Raj and Rajiv Gandhi Grameen Vidhyutikaran Yojana (RGGVY) of Ministry of Power apart from programmes of the Ministries of Rural Development and Drinking Water and Sanitation.

#### **Reply of the Government**

No Action Taken Report needed

*[O.M. No. H.13013/1/2012-VMC dated 18 November, 2013, Department of Rural Development (Ministry of Rural Development)]*

#### **Recommendation (Serial No. 2, Para No. 2.2)**

The Committee feel that setting up of V&MCs is an appropriate step to monitor the Government schemes. The Committee are of the view that if this particular mechanism is used effectively, all participating Ministries would be greatly benefited as these would help in understanding the aspirations of the people as also the deficiencies in the implementation of various programmes of Rural Development, Tribal Affairs, Panchayati Raj and RGGVY. The Committee trust that with efficient functioning of V&MCs, not only the funds allocated for various programmes/schemes would be properly spent but also the results expected from these various programmes/schemes of the participating Ministries will achieve the desired objectives of the various schemes.

#### **Reply of the Government**

No Action Taken Report needed

*[O.M. No. H.13013/1/2012-VMC dated 18 November, 2013, Department of Rural Development (Ministry of Rural Development)]*

#### **Recommendation (Serial No. 3, Para No. 2.3)**

Noting V&MCs as an effective tool for not only implementing the various Government schemes but also in bringing the executive, people's representatives and other stakeholders together to forge development works, the Committee find that more emphasis is laid on monitoring of financial aspects of the schemes. They therefore, desire that qualitative aspects of works done under the schemes should also be monitored. In Committee's view inclusion of objectives, measurable targets and achievements would help in evaluating the implementation of the schemes in a better way.



### **Reply of the Government**

In view of the recommendation of the Committee, the proforma relating to different schemes monitored by V&MCs are being revised.

*[O.M. No. H.13013/1/2012-VMC dated 18 November, 2013, Department of Rural Development (Ministry of Rural Development)]*

### **Recommendation (Serial No. 6, Para No. 2.6)**

The Committee have been apprised that after the constitution of the Fifteenth Lok Sabha, the Ministry advised all States and UTs on 28.08.2009 for reconstituting State and District level V&MCs and also to nominate Members for State level V&MCs and Chairman/Co-Chairman for District level V&MCs. The Committee are apprised that State/UT level V&MCs have been reconstituted in 31 out of 33 States/UTs (barring Lakshadweep and Puducherry) whereas District level V&MCs have been reconstituted in 621 out of 635 Districts in the country.

### **Reply of the Government**

No Action Taken Report needed

*[O.M. No. H.13013/1/2012-VMC dated 18 November, 2013, Department of Rural Development (Ministry of Rural Development)]*

### **Recommendation (Serial No. 7, Para No. 2.7)**

Regarding nomination to two States and 14 District Level V&MCs, the Committee are apprised that the Ministry of Rural Development nominated MPs to all State Level Committees (except 1 MP of Lok Sabha in Himachal Pradesh) and all District level Committees except in case of newly created districts and recently elected MPs. The Committee are informed that delay in nominating Chairman which is due to delay in getting the information from the State Government concerned regarding newly created Districts having more than one Lok Sabha Constituency or in a UT with only one MP who is already Chairman of another District in the UT. The Committee would like the Government to expedite constitution of V&MCs in remaining 2 States and 14 Districts.

### **Reply of the Government**

State level V&MCs have not been constituted in UTs of Lakshadweep and Puducherry. The UT of Lakshadweep has informed that only a district level V&MC has been constituted and not a State/UT level V&MC in the UT as there is only one district in the UT. The UT of Puducherry has been reminded to expedite constitution of the State/UT level V&MC. District level V&MCs have since been constituted in all the 14 districts, where they were not constituted earlier.

*[O.M. No. H.13013/1/2012-VMC dated 18 November, 2013, Department of Rural Development (Ministry of Rural Development)]*

### **Recommendation (Serial No. 8, Para No. 2.8)**

The Committee find that there are 21 vacancies of non-officials in 8 States and 32 vacancies of NGOs in 19 States in State Level V&MCs. The Committee further note that despite formulating clear and unambiguous Guidelines for nomination of non-official members and NGOs and giving open advertisements, there are still vacant slots which is a matter of deep concern. While expressing concern at the inordinate delay in nominating non-officials members and NGOs to State Level V&MCs, the Committee recommend the Department to take necessary action to obviate delay in nominating non-officials and NGOs to State Level V&MCs in future. The Committee expect the Govt. to have a broader panel of non-officials and NGO's to fill up the slots immediately.

### **Reply of the Government**

Open advertisements were issued in 2011 & 2012 for filling up vacancies of non-officials and NGOs in State Level V&MCs. Nominations of eligible candidates were also invited from the concerned State Governments. However, the Ministry has not been able to fill up the vacant slots as eligible applicants were not available. Therefore, the guidelines are being revised to modify the eligibility criteria as under:

#### For Non-Official Members

- a) The age of the applicant should not be more than 65 years;
- b) The applicant should not be a public servant;
- c) The applicant should be the resident of the State to which he applies;
- d) 50% of the vacancies may be filled with women candidates, subject to availability. In case of non-availability to the extent of 50%, the gap may be filled with male applicants.
- e) Minimum qualification to be Post Graduate degree from a recognized University;
- f) Applicant should have minimum 10 years in social sector (reduced from 20 years) including 5 years' minimum experience in rural development; and
- g) No other reservations will apply.

#### For NGOs

- a) The NGO should not have been blacklisted by any Government/Government Agency during its entire period of existence;
- b) The NGO should be registered organization and working in the State;
- c) The NGO should have minimum 10 years experience in social sector (reduced from 20 years), out of which minimum 5 years experience in rural development.
- d) The NGO should have minimum turnover of ` 1 Crore per year.
- e) For the representative of NGO, qualification of Doctorate in any discipline would be desirable, but not mandatory
- f) The NGO should have presence in a wide geographical area within the State.

*[O.M. No. H.13013/1/2012-VMC dated 18 November, 2013, Department of Rural Development (Ministry of Rural Development)]*

### **Comments of the Committee**

*(Please see Paragraph No. 14 of Chapter I of the Report)*

### **Recommendation (Serial No. 9, Para No. 2.9)**

The Committee are apprised that meetings of V&MCs are to be held every quarter of the year. The Committee, however, are constrained to note that so far during 15<sup>th</sup> Lok Sabha, the performance of V&MCs falls short of the requirement as prescribed in the Guidelines as the meetings held are far less than the stipulated number. The Committee feel that these V&MCs are not being taken seriously and the performance of V&MCs also varies from State to State despite being implemented with the same objectives in all the States/UTs. The Committee find that West Bengal is the only State where during the year 2011-2012, 100% State level V&MCs meetings were held. The Committee further note that not a single State level V&MC meeting was held in Jammu & Kashmir, Nagaland, Odisha, Rajasthan, Tamil Nadu, Uttar Pradesh and Dadra & Nagar Haveli during the years 2011-12 and 2012-13. The Committee are also concerned to note that in Goa, Punjab, Daman & Diu, Lakshadweep and Puducherry, no State level V&MC meeting was held during the years 2009-10 to 2012-13. In case of District level V&MCs, the Committee find that no meeting was held in Nagaland, D & N Haveli and Puducherry during the years 2011-12 and 2012-13.

### **Reply of the Government**

No Action Taken Report needed

*[O.M. No. H.13013/1/2012-VMC dated 18 November, 2013, Department of Rural Development (Ministry of Rural Development)]*

### **Recommendation (Serial No. 10, Para No. 2.10)**

The Committee have been apprised of the reasons for less number of meetings held which *inter alia* include special circumstance like elections, natural calamities, difficulty in deciding date and preoccupation of Member Secretary (District Collector/Deputy Commissioner) with other time bound or urgent matters, etc.

### **Reply of the Government**

No Action Taken Report needed

*[O.M. No. H.13013/1/2012-VMC dated 18 November, 2013, Department of Rural Development (Ministry of Rural Development)]*

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

The Committee have been apprised that as per Guidelines revised in September, 2010 the actual expenditure incurred is within the overall ceiling of Rs. 1 lakh for State level V&MC meeting and up to Rs. 50,000/- for District level V&MC meeting is reimbursable from the Ministry. The Committee note that the non-official members of the State and District Level V&MCs are entitled for reimbursement of local travel within the State and District respectively for attending the V&MC meeting. Further, daily allowance at the rate of Rs. 150 per day or at the State Government DA rate, whichever is lower, is also allowed to non-officials and NGO members. The Committee desire that in view of current inflationary trends, TA/DA given to attend the V&MC meeting should be suitably enhanced. The Committee would also like the Department to regularly review enhancing the existing financial limits for holding V&MC meetings for which necessary amendments in the Guidelines be made accordingly. This could be linked to consumer price index.

### **Reply of the Government**

The non-official members of the State and district Level V&MCs are already entitled to local travel within the State and district respectively for attending the V&MC meetings.

So far as Daily Allowance is concerned, the present provision “ Rs. 150/- per day or at the State Government DA rate, whichever is lower” in the guidelines is being modified as “at the State Government DA rate applicable for Group A officers”, thus, removing the restriction of Rs.150/- per day.

The expenditure ceiling for State and district level V&MC is being raised to Rs. 2 lakh and Rs. 1 lakh per meeting respectively, though the reimbursement will be based on actuals.

*[O.M. No. H.13013/1/2012-VMC dated 18 November, 2013, Department of Rural Development (Ministry of Rural Development)]*

### **Recommendation (Serial No. 14, Para No. 2.14)**

The Committee are informed that on the suggestion to include Chairman of the Autonomous District Council(ADC) to participate in the meeting of V&MCs, the Department has sought the suggestions of State Governments of North-Eastern Region. The Committee would, therefore, like to be apprised of the follow up action taken in this regard by the Government.

### **Reply of the Government**

The guidelines are being modified for enabling the State Governments for nominating the Head of Autonomous District Council to the District level V&MC in districts having Schedule VI Areas, as member.

*[O.M. No. H.13013/1/2012-VMC dated 18 November, 2013, Department of Rural Development (Ministry of Rural Development)]*

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

The Committee are apprised that after V&MC meeting is held, minutes are drawn and recommendations considered by State Governments concerned for appropriate action and the action taken report is required to be circulated before the next meeting. The Committee are also informed that DoRD has expressed its inability to ensure action as follow-up action on the recommendations made by V&MCs is to be taken by the respective State Governments. The Committee are, however, of the view that being nodal agency, the Department of Rural Development should set up a suitable mechanism to ensure prompt action by State Government because in the absence of action taken on the recommendations of V&MC, the whole purpose of setting up these V&MCs gets defeated. This would also help the Central Government to review their schemes, proposed funds and the intended beneficiaries.

### **Reply of the Government**

All States/UTs have been advised in December, 2012 to, inter alia, instruct Member Secretary of the State & district level V&MCs to ensure follow up action on recommendations of the V&MCs within 30 days of the meeting and also to have Action Taken on the recommendations of the previous meeting as the first agenda item in the next subsequent meeting.

The Ministry has also decided to put in place a web-based monitoring system for the V&MC meetings.

*[O.M. No. H.13013/1/2012-VMC dated 18 November, 2013, Department of Rural Development (Ministry of Rural Development)]*

### **Recommendation (Serial No. 16, Para No. 2.16)**

The Committee note with satisfaction that in order to make V&MCs effective and to strengthen their working, Department has addressed the Chief Secretaries of the States prescribing transparent procedure for conducting meetings of V&MCs, for preparing and processing action taken report and for sharing recommendations of V&MCs. The Committee are hopeful that if implemented properly, these measures would go a long way in strengthening the working of V&MCs. The Department may also explore the feasibility to undertake field visits by these V&MCs to get first hand information.

### **Reply of the Government**

The existing guidelines do provide for enabling a V&MC or its Sub-Committee under the Chairmanship of Member of Parliament to undertake field visits for inspection of works taken up under various rural development programmes.

*[O.M. No. H.13013/1/2012-VMC dated 18 November, 2013, Department of Rural Development (Ministry of Rural Development)]*

### **Recommendation (Serial No. 17, Para No. 2.17)**

The Committee are informed that V&MCs look into complaints/alleged irregularities/ misappropriation of funds received for implementation of the programmes and recommend follow up action. In this context, V&MCs may refer any matter for enquiry to the District Collector/Chief Executive Officer/Project Director which shall be acted upon by him within 30 days. The Committee are further apprised that where there is definite evidence that Programme funds are not being properly utilized, the Department does consider withholding the funds till the position is clarified. If it is not to the satisfaction of the Department, in that case, action, if any, taken against any official is followed up on continuous basis as corrective/punitive action is to be taken by the State Governments. The Committee would like the Ministry of Rural Development to examine this matter afresh for amending V&MCs Guidelines appropriately.

### **Reply of the Government**

The Ministry has decided that the status of the irregularities pointed out during the last V&MC meeting will be an integral part of check-list during review meetings with the States/districts. However, stopping of funds meant for the poor is not considered feasible, as the Ministry is not in the favour of punishing the poor.

*[O.M. No. H.13013/1/2012-VMC dated 18 November, 2013, Department of Rural Development (Ministry of Rural Development)]*

### **Recommendation (Serial No. 18, Para No. 2.18)**

The Committee are perturbed to note that no specific coordination mechanism existed between Ministry of Rural Development, Central Ministries and State Government/UT Administration till recently. The need to have a strong coordination becomes all the more important with the expansion of scope of V&MCs, by including programmes of the Ministries of Tribal Affairs & Panchayati Raj and RGGVY of Ministry of Power in addition to the programmes of the Ministries of Rural Development and Drinking Water and Sanitation for review and monitoring by these V&MCs. The Committee, however, have been apprised that coordination mechanism has recently been evolved and prescribed procedure circulated among all stakeholders. The Committee would, therefore, like to be apprised of the progress made in this regard.

### **Reply of the Government**

The co-ordination mechanism stipulated by the Ministry in January 2013 include the following:

- (i) District level Vigilance & Monitoring Committees may refer matters to the concerned Department in the State Government for appropriate action in accordance with the recommendations of the Committee. The State Government may place such recommendations of the district level V&MC before the State level V&MC for consideration and appropriate recommendations;
- (ii) The district level V&MCs may take up issues with the State Government and if the State Government so desires, may refer such issues directly to the Union Ministry concerned, in case State Government requires intervention of the Union Government.
- (iii) If any matter pertaining to other Ministries is referred to the Ministry of Rural Development by any V&MC, the Ministry of Rural Development shall forward the same to the concerned Ministry for appropriate action which they may take independently and inform the concerned V&MC accordingly;
- (iv) If any of the participating Ministry desire to issue advisories to the V&MCs with regard to their programmes, such Ministry may, in normal course, refer the matter to the Ministry of Rural Development. The Ministry of Rural Development shall issue the advisories to the V&MCs, if found feasible;

The Ministry has not received any feedback indicating difficulties in operationalising this mechanism.

*[O.M. No. H.13013/1/2012-VMC dated 18 November, 2013, Department of Rural Development (Ministry of Rural Development)]*

### **Recommendation (Serial No. 19, Para No. 2.19)**

The Committee are apprised that Performance Review Committee (PRC) meeting is held periodically with the State Governments to discuss issues including those relating to the V&MCs. The Committee desire that to make monitoring system more effective, better coordination of V&MCs with PRC and National Level Monitoring should be established so that the objectives of V&MCs are achieved i.e. meetings are held regularly and funds given for the programmes are effectively utilized and are not misused.

### **Reply of the Government**

Coordination of V&MCs with PRC and National Level Monitoring has already been ensured. The issues relating to V&MCs are discussed with the State Governments in PRC meetings and report submitted by the National Level Monitors (NLMs) on their visit to district is sent to the Chairman of the district level V&MC and District Magistrate for necessary action. The reports of NLMs are also discussed with representatives of the State Governments in the Regional Workshops.

*[O.M. No. H.13013/1/2012-VMC dated 18 November, 2013, Department of Rural Development (Ministry of Rural Development)]*

### **Recommendation (Serial No. 20, Para No. 2.20)**

The Committee are apprised about the practical difficulties coming in the way of smooth functioning of V&MCs in different States/UTs which *inter-alia* include, delay in indicating date of meeting, postponement of meetings, inability of Chairman to attend meetings, elections, preoccupation of Member Secretary, lack of proper follow up action on decision taken in the V&MC meetings and limitation in taking action against erring employees of the State Governments. The Committee desire that Department should make concerted efforts to resolve/overcome these difficulties by taking suitable remedial measures/amendments in the Guidelines so as to ensure smooth functioning of the V&MCs.

### **Reply of the Government**

Specific dates are being stipulated for the meetings, as stated against Recommendation Serial No. 13, to ensure regular meetings. Also, Guidelines have been issued to the States/UTs in December, 2012 to, inter alia, instruct Member Secretary of the State & district level V&MCs to ensure follow up action on recommendations of the V&MCs within 30 days of the meeting.

*[O.M. No. H.13013/1/2012-VMC dated 18 November, 2013, Department of Rural Development (Ministry of Rural Development)]*

### **Recommendation (Serial No. 21, Para No. 2.21)**

The Committee note that no specific mechanism exists for lodging complaints by common man to V&MCs regarding irregularities in the implementation of the programmes. The Committee, therefore, recommend setting up of such a mechanism which would facilitate lodging complaints by common man so that remedial action can be taken thereon. The Committee would like to be apprised of the action taken by the Department in this regard.

### **Reply of the Government**

The Ministry has initiated the process of creating a portal for V&MCs in which provision for registering public grievances will also be made.

*[O.M. No. H.13013/1/2012-VMC dated 18 November, 2013, Department of Rural Development (Ministry of Rural Development)]*

**Recommendation (Serial No. 22, Para No. 2.22)**

The Committee find that no exclusive publicity has been undertaken by the Department for creating awareness among the public about existence and functions of V&MCs. In this context, the Committee are apprised that all relevant information viz. position of release of funds to the States and districts under various programmes is uploaded on the website of the Department for information of general public. The Committee, therefore, desire that Department should also undertake publicity campaign through advertisements etc. to create awareness among public about existence and functioning of V&MCs.

**Reply of the Government**

The Ministry has initiated the process for including V&MCs in the Ministry's publicity campaign through audio and video spots.

*[O.M. No. H.13013/1/2012-VMC dated 18 November, 2013, Department of Rural Development (Ministry of Rural Development)]*

**Recommendation (Serial No. 23, Para No. 2.23)**

The Committee further note that no seminar/conference etc. has ever been organized for MPs/MLAs, representatives of PRIs and other members of State and District level V&MCs to educate them about the objectives, working and relevance of these V&MCs. The Committee therefore, recommend that to have full cooperation and participation of MPs/MLAs, representatives of PRIs and other members of State and district level V&MCs, Department of Rural Development should ensure that seminars/conferences are conducted periodically.

**Reply of the Government**

The seminars and conferences for the purposes of educating the MPs and MLAs is relevant and effective at the time of reconstitution of the Committees. Ministry will organise such training courses through State Institutes of Rural Development and Extended Training Centres, after the constitution of the Sixteenth Lok Sabha.

*[O.M. No. H.13013/1/2012-VMC dated 18 November, 2013, Department of Rural Development (Ministry of Rural Development)]*



## **Chapter III**

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

**- NIL -**

## **Chapter IV**

### **RECOMMENDATIONS IN RESPECT OF WHICH REPLIES OF THE GOVERNMENT HAVE NOT BEEN ACCEPTED BY THE COMMITTEE**

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

The Committee note that Chairman of State level V&MC is Minister of Rural Development of the State. The Member Secretary is Secretary-in-charge of Rural Development programmes in the State. Further, the members of the Committee include 4 MPs of Lok Sabha, 1 MP of Rajya Sabha, 5 MLAs, representative of SC/ST/Women, 4 Non-officials, 2 NGOs and officials, Chief Post Master General of the postal circle. The Committee are further apprised that all MPs, Non-officials, NGOs and representatives of KVIC are nominated by Ministry of Rural Development. The Committee note that Ministry nominates 4 MPs of Lok Sabha and 1 MP of Rajya Sabha to State level V&MCs with the approval of Minister of Rural Development. The Committee are of the considered view that Members of Parliamentary Standing Committee on Rural Development should be given preference while nominating MPs to these State level V&MCs. The Ministry may also consider increasing the representation of Lok Sabha and Rajya Sabha Members in the V&MCs depending upon the area of the State for effective functioning of V&MCs.

#### **Reply of the Government**

The term of Members of Parliamentary Standing Committee on Rural Development is for one year. However, MPs are nominated by this Ministry to the State level V&MCs for the remaining period of the concerned Lok Sabha. Therefore, it is not practicable to give preference to Members of Parliamentary Standing Committee while nominating MPs to State level V&MCs.

The guidelines of V&MCs are being modified for nominating to the State level V&MC one member of every political party represented in the Lok Sabha from the State subject to feasibility. One independent MP (LS), if any, will also be nominated. The number of MP (RS) in the State level V&MCs will be restricted to half of the number of MP (LS) in the State level V&MC. The minimum number of MPs in the Committee will be kept at 4 MP (LS) and one MP (RS). If the number of political parties with representation in Lok Sabha is less than 4, the minimum requirement may be fulfilled with representation proportionate to the strength of each political party represented in the Lok Sabha from the State, to the extent feasible.

*[O.M. No. H.13013/1/2012-VMC dated 18 November, 2013, Department of Rural Development (Ministry of Rural Development)]*

#### **Comments of the Committee**

*(Please see Paragraph No. 8 of Chapter I of the Report)*

#### **Recommendation (Serial No. 5, Para No. 2.5)**

The Committee note that Chairman of State Level V&MCs is Minister of Rural Development. In this context, the Committee are of the view that V&MC being a Vigilance Committee, it would not be appropriate for the Minister of the Rural Development to chair meetings of V&MCs which have been constituted with the sole purpose to mainly supervise, exercise vigilance and monitor the implementation of

programmes of the Ministry of Rural Development. The Committee are of the opinion that senior most member of Parliament of the State should chair the meetings of State Level V&MCs.

### **Reply of the Government**

All the Ministers in the State responsible for implementing various programmes of rural development are included in the State level Committee and the seniormost among them is to be the Chairman of the State level V&MC. In view of the difficulties in determining the inter-se seniority of Ministers in the State & the MPs (LS) from the State, this recommendation cannot be implemented.

*[O.M. No. H.13013/1/2012-VMC dated 18 November, 2013, Department of Rural Development (Ministry of Rural Development)]*

### **Comments of the Committee**

*(Please see Paragraph No. 11 of Chapter I of the Report)*

### **Recommendation (Serial No. 11, Para No. 2.11)**

The Committee note that despite various efforts taken by the Government viz. revising V&MC Guidelines in September, 2010 thereby making Member Secretary personally responsible for convening the meetings at stipulated intervals; advising State Governments to give concerted attention to conduct meetings at State and District level and requesting Chief Secretaries of States to make relevant entries in the Annual Performance Appraisal Report/Annual Confidential Report of the Member Secretaries of State and District V&MCs who do not achieve targets of four meetings in a year; the stipulated number of meetings are not being held. Ministry of Rural Development's contention that it would not be possible for them to enforce these measures on Chief Secretaries as they are not accountable to the Department and is administratively under the control of State Government is not acceptable to the Committee. The Committee are of the opinion that since holding of V&MCs meetings is in the larger public interest and helps improve the quality of delivery of the programmes, the State Governments should effectively utilize this mechanism to ensure better execution and should play a more facilitatory role to institutionalize this system. To encourage holding of regular meetings, the State Government may evolve ways to give incentives for holding meetings. The Committee also recommend that the Department should continuously press upon the State Governments so that State and District level V&MCs meetings are conducted as per the Guidelines in this regard. The Committee strongly feel that the Department has to be vigilant in this respect to ensure that funds sanctioned for centrally sponsored schemes are effectively utilized.

### **Reply of the Government**

The Ministry has continuously been pressing the State Governments to conduct meetings of the V&MCs in accordance with the Guidelines. The Minister of Rural Development has, in May 2013, written to all the Chief Ministers in the matter. Different monitoring mechanisms are already in place to ensure that funds sanctioned for Centrally Sponsored Schemes are effectively utilized. Giving incentive for holding mandatory meetings is not considered appropriate.

*[O.M. No. H.13013/1/2012-VMC dated 18 November, 2013, Department of Rural Development (Ministry of Rural Development)]*

### **Comments of the Committee**

*(Please see Paragraph No. 17 of Chapter I of the Report)*

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

The Committee are informed that Member Secretary of the V&MC who is personally responsible for convening the meeting is expected to finalize the agenda in consultation with the Chairman. The Committee find that agenda is either received late or is made available at the time of meeting only which causes inconvenience. To obviate this, the Secretary, DoRD had assured the Committee that necessary Guidelines to make available agenda before the meeting would be issued and if possible, the agenda would also be put up on the website. The Committee would, therefore, like to be apprised of the action taken by the Department to make available agenda to Members before the meeting so as to enable them to study and verify the facts beforehand.

#### **Reply of the Government**

The Ministry has decided to modify the guidelines, which will also have the following features:

- (i) The district level V&MC meetings are to be held on a specific date as under:
  - Last Saturday of May
  - First Saturday of August
  - First Saturday of November
  - First Saturday of February

If for any reason, the meeting is not held on the given date, the meeting should be held within a month, as an adjourned meeting, on a date to be decided by the Member Secretary,

- (ii) If the Chairman of the Committee is also Chairman of other district V&MCs, he may hold a combined meeting of all such V&MCs or a group of such V&MCs on the scheduled date keeping in view the administrative convenience. If all V&MCs are not covered in one meeting, the meeting of remaining V&MCs is to be held on another date convenient to the Chairman. The venue of the meeting in such cases should be located in a different district for each meeting. The Member Secretary of the district where meeting is held will be the nodal officer for organizing the meetings in co-ordination with the Member Secretaries of other District V&MCs included in the meeting.

*[O.M. No. H.13013/1/2012-VMC dated 18 November, 2013, Department of Rural Development (Ministry of Rural Development)]*

### **Comments of the Committee**

*(Please see Paragraph No. 20 of Chapter I of the Report)*

## **Chapter V**

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

**- NIL -**

**NEW DELHI;  
17 December, 2013  
26 Agrahayana, 1935 (Saka)**

**SUMITRA MAHAJAN  
*Chairperson,*  
Standing Committee on Rural Development**

**COMMITTEE ON RURAL DEVELOPMENT (2013-2014)**  
**MINUTES OF THE SIXTH SITTING OF THE COMMITTEE HELD ON**  
**TUESDAY, THE 17 DECEMBER, 2013**

The Committee sat from 1500 hrs. to 1540 hrs. in Committee Room 'C', Ground Floor, Parliament House Annexe, New Delhi.

Shrimati Sumitra Mahajan                      -                      *Chairperson*

**MEMBERS**

**LOK SABHA**

2. Shri Thangso Baite
3. Dr. Ratna De (Nag)
4. Shri Bijoy Krishna Handique
5. Smt. Annu Tandon
6. Smt. Usha Verma
7. Shri Anantha Venkatarami Reddy

**RAJYA SABHA**

8. Shri D. Bandyopadhyay
9. Shri Mahendra Singh Mahra
10. Shri C.P. Narayanan
11. Prof. Saif-ud-Din Soz

**SECRETARIAT**

- |    |                       |   |                  |
|----|-----------------------|---|------------------|
| 1. | Shri Brahm Dutt       | - | Joint Secretary  |
| 2. | Smt. Veena Sharma     | - | Director         |
| 3. | 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 three Reports on Demands for Grants (2013-14) and one Report on 'Working of Vigilance and Monitoring Committee in States/UTs'.

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

(i) X X X X X X X X X X X X;

(ii) X X X X X X X X X X X X;

(iii) X X X X X X X X X X X X; and

(iv) Draft Report on Action taken by the Government on the recommendations contained in the Forty-sixth Report on 'Working of Vigilance and Monitoring Committees in States/UTs; and.

4. Draft Reports were taken up seriatim. 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.

*The Committee then adjourned.*

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X Relevant portion of the Minutes not related with the subject have been kept separately.

**APPENDIX - II**

[Vide Introduction of Report]

**ANALYSIS OF THE ACTION TAKEN BY THE GOVERNMENT ON THE  
RECOMMENDATIONS CONTAINED IN THE FORTY-SIXTH REPORT  
(15<sup>TH</sup> LOK SABHA) OF THE STANDING COMMITTEE ON RURAL DEVELOPMENT**

I.	Total number of recommendations:	23
II.	Recommendations that have been accepted by the Government :	
	Serial Nos. 1, 2, 3, 6, 7, 8, 9, 10, 12, 14, 15, 16, 17, 18, 19, 20, 21, 22 and 23.	
	Total:	19
	Percentage:	82.61 %
III.	Recommendations which the Committee do not desire to pursue in view of the Government's replies :	
	Serial No. - NIL -	
	Total:	00
	Percentage:	0.00 %
IV.	Recommendations in respect of which replies of the Government have not been accepted by the Committee:	
	Serial Nos. 4, 5, 11 and 13	
	Total:	04
	Percentage:	17.39 %
V.	Recommendations in respect of which final replies of the Government are still awaited :	
	Serial Nos. - NIL -	
	Total:	00
	Percentage:	0.00 %