

STANDING COMMITTEE ON RURAL DEVELOPMENT

(2015-2016)

21

SIXTEENTH LOK SABHA

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

**Demands for Grants
(2016-17)**

TWENTY FIRST REPORT



LOK SABHA SECRETARIAT

NEW DELHI

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(DEPARTMENT OF RURAL DEVELOPMENT)

Demands for Grants
(2016-17)

Presented to Lok Sabha on 02.05.2016

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LOK SABHA SECRETARIAT

NEW DELHI

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COMPOSITION OF THE STANDING COMMITTEE ON RURAL DEVELOPMENT (2015-2016)

Dr. P. Venugopal -*Chairperson*

MEMBERS

Lok Sabha

2. Shri Sisir Kumar Adhikari
3. Shri Kirti Azad
4. Shrimati Butta Renuka
5. Shri Harish Chandra Chavan
6. Shri Biren Singh Engti
7. Shri Vijay Kumar Hansdak
8. Shri Ajay Misra Teni
9. Shri Manshankar Ninama
10. Shrimati Mausam Noor
11. Shri Mahendra Nath Pandey
12. Shri Prahlad Singh Patel
13. Dr. Ramesh Pokhriyal "Nishank"
14. Shri Gokaraju Ganga Raju
15. Dr. Anbumani Ramadoss
16. Shri Jugal Kishore
17. Dr. Yashwant Singh
18. Shri Niramalli Sivaprasad
19. Shri Balka Suman
20. Shri Ladu Kishore Swain
21. Adv. Chintaman Wanaga

Rajya Sabha

22. Shri Munquad Ali
23. Shri Gulam Rasool Balyawi
24. Shri D. Bandyopadhyay
25. Shri Ram Narain Dudi
26. Shri Ranvijay Singh Judev
27. Vacant*
28. Shri Mahendra Singh Mahra
29. Dr. Vijaylaxmi Sadho
30. Shri A.K. Selvaraj
31. Shrimati Kanak Lata Singh

SECRETARIAT

- | | | | |
|----|--------------------|---|---------------------|
| 1. | Shri Abhijit Kumar | - | Joint Secretary |
| 2. | Shri A.K. Shah | - | Director |
| 3. | Smt. B. Visala | - | Additional Director |

* Vacancy caused due to retirement of Shri Ashwani Kumar on 09.04.2016

(iii)

INTRODUCTION

I, the Chairperson of the Standing Committee on Rural Development (2015-2016) having been authorised by the Committee to submit the Report on their behalf, present the Twenty-first Report on Demands for Grants (2016-17) of the Ministry of Rural Development (Department of Rural Development).

2. Demands for Grants have been examined by the Committee under Rule 331E (1) (a) of the Rules of Procedure and Conduct of Business in Lok Sabha.

3. The Committee took evidence of the representatives of the Ministry of Rural Development (Department of Rural Development) on 21 March, 2016.

4. The Report was considered and adopted by the Committee at their sitting held on 29 April, 2016.

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

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

NEW DELHI;
29 April, 2016
09 Vaisakha, 1938 (Saka)

DR. P. VENUGOPAL
Chairperson,
Standing Committee on Rural Development

ABBREVIATIONS

AAP	-	Annual Action Plan
ACA	-	Additional Central Assistance
ADB	-	Asian Development Bank
A & N Island	-	Andaman & Nicobar Island
ATR	-	Action Taken Reports
BE	-	Budget Estimate
BPL	-	Below Poverty Line
BPMUs	-	Block Programme Management Units
CAPART	-	Council for Advancement of People's Action and Rural Technology
CAPEX	-	Capital Expenditure
CCEA	-	Cabinet Committee on Economic Affairs
CD	-	Compact disc
CEO	-	Chief Executive Officer
CFT	-	Cross Functional Teams
DC	-	District Commissioner
DPC	-	District Programme Coordinator
DPP	-	District Perspective Plan
DPR	-	Detailed Project Report
DPMUs	-	District Programme Management Units
DRDA	-	District Rural Development Agency
DRI	-	Differential Rate of Interest
DSS	-	Decision Support System
DVD	-	Digital Versatile Disc
DWS	-	Drinking Water & Sanitation
DAVP	-	Directorate of Advertising and Visual Publicity
EFC	-	Expenditure Finance Committee
Eol	-	Expression of Interest
ETCs	-	Extension Training Centres
FAQs	-	Frequently Asked Question
GOIAY	-	Group of Officer on Indira Awaas Yojana
GP	-	Gram Panchayat
HH	-	Households
HLC	-	Habitation Level Committee
IAY	-	Indira Awaas Yojana
IAP	-	Integrated Action Plan
ICT	-	Information & Communication Technology
IEC	-	Information, Education and Communication
IGNOAPS	-	Indira Gandhi Old Age Pension scheme
IGNWPS	-	Indira Gandhi National Widow Pension scheme
IGNDPS	-	Indira Gandhi National Disability Pension scheme
IT	-	Information Technology
KM	-	Kilometer
LWE	-	Left Wing Extremism Affected Districts
MDG	-	Millennium Development Goals
MGNREGA	-	Mahatma Gandhi National Employment Guarantee Act
MIS	-	Management Information System
M&E	-	Monitoring and Evaluation System
MP	-	Member of Parliament

MKSPs	-	Mahila Kisan Sashaktikaran Pariyojanas
MoRD	-	Ministry of Rural Development
MPR	-	Monthly Progress Report
MSPs	-	Mahila Sashaktikaran Pariyojanas
NABARD	-	National Bank for Agriculture and Rural Development
NA	-	Not Available
NFBS	-	National Family Benefit Scheme
NOs.	-	Numbers
NIC	-	National Informatics Centre
NIRD	-	National Institute of Rural Development
NC	-	Not Covered
NE	-	North-East India
NFDC	-	National Film Division Corporation
NLM	-	National Level Monitor
NMMU	-	National Mission Management Unit
NMT	-	National Management Team
NPAs	-	Non Performing Assets
NR	-	No Response
NGO	-	Non-Governmental Organization
NSAP	-	National Social Assistance Programme
NRLM	-	National Rural Livelihoods Mission
NRRDA	-	National Rural Roads Development Agency
NSSO	-	National sample Survey Organisation
NQMs	-	National Quality Monitors
PMGSY	-	Pradhan Mantri Gram Sadak Yojana
PIU	-	Project implementation Unit
PPP	-	Public Private Partnership
PRC	-	Performance Review Committee
PURA	-	Provision of Urban Amenities in Rural Areas
PRIs	-	Panchayati Raj Institutions
RBI	-	Reserve Bank of India
RD	-	Rural Development
RE	-	Revised Estimate
RfP	-	Request for Proposal
RGGVY	-	Rajiv Gandhi Gramin Vidhyutikarn Yojana
RHKN	-	Rural Housing Knowledge Network
RLEGP	-	Rural Landless Employment Guarantee Programme
RSETIs	-	Rural Self Employment Training Institutes
SC	-	Scheduled Caste
SECC	-	Socio Economic and Caste Census
SHGs	-	Self Help Groups
SGSY	-	Swarnjayanti Gram Swarozgar Yojana
SIRD	-	State Institute of Rural Development
SPIP	-	State Perspective Implementation Plan
SPMUs	-	State Project Management Units
SRLMs	-	State Rural Livelihood Mission
ST	-	Scheduled Tribe
SQM	-	State Quality Monitors
TAF	-	Total Available Fund
TSC	-	Total Sanitation Campaign
VMCs	-	Vigilance and Monitoring Committees

REPORT
PART - I
NARRATION ANALYSIS

Role of the Government

The basic function of the Ministry of Rural Development is to realize the objectives of alleviating rural poverty and ensuring improved quality of life for the rural population, especially those below the poverty line. These objectives are sought to be achieved through formulating, developing and implementing programmes relating to various spheres of rural life and activities from income generation to environmental replenishment. The Ministry consists of two Departments namely (i) Department of Rural Development; and (ii) Department of Land Resources.

1.2 The Department of Rural Development implements the following major programmes:

- (i) Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA)
- (ii) Deen Dayal Antyodaya Yojana - National Rural Livelihood Mission (DAY--NRLM)
- (iii) Pradhan Mantri Gram Sadak Yojana (PMGSY)
- (iv) Pradhan Mantri Awaas Yojana (PMAY) - Rural Housing
- (v) National Social Assistance Programme (NSAP)
- (vi) RURBAN Mission
- (vii) Management support to rural development programmes and strengthening of District planning.
- (viii) Village Entrepreneurship "Start-up" Programme

1.3 The Demands for Grants (2016-17) in respect of Department of Rural Development (Ministry of Rural Development) were laid on the Table of Lok Sabha on 14 March, 2016 *vide* Demand No. 75 proposing a provision of Rs. 86,055.80 crore with plan provision of Rs. 86,000 crore and non plan provision of RS. 55.80 crore. The analysis of DFG (2016-17) of DoRD is as under:-

Demands for Grants (2016-17) of Department of Rural Development - At a Glance

	Name of Scheme/Programme	Amount (Rs. in crore)
PLAN SCHEMES		
1.	Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGA)	38500.00
2.	Pradhan Mantri Gram Sadak Yojana (PMGSY) – Rural Roads	19000.00
3.	PMAY - Rural Housing	15000.00
4.	National Social Assistance Programme (NSAP)	9500.00
5.	DAY - NRLM	3000.00
6.	BPL Survey	375.00
7.	RURBAN Mission	300.00
8.	Management Support to RD Programme & Strengthening District planning process	255.00
9.	Grants to National Institute of Rural Development (NIRD)	50.00
10.	Assistance to CAPART	20.00
	TOTAL Plan	86,000.00
Non-Plan		
1	Headquarter Establishments	35.00
2	Grant to NIRD	19.00
3	Production of literature for Rural Development	0.35
4	Contribution to International bodies	1.45
	Total Non-Plan	55.80
	Grand Total Plan+Non Plan (86,000+55.80)	86,055.80

* No funds for DRDA Administration PURA/Start Up and Flexi Fund

1.4 Summary of DFG (2016-17) of DoRD is at **Appendix I**.

XIIth Plan (2012-17):

Outlays vis-a-vis Expenditure

Year	BE	RE	Rs. in crore
			Expenditure
2012-13	73,175.00	52,000.00	50,142.68
2013-14	74,429.00	59,310.00	58,623.08
2014-15	80,043.00	68,156.42	67,263.31
2015-16	71,642.00	77,650.00	64,687.68 (upto 31.01.2016)
2016-17	86,000.00	--	

1.5 During the course of examination, it came out before the Committee that there is an over-all gap between BE *vis-a-vis* actuals and between BE and RE during the XII Plan. Further, there is a huge gap between BE and RE in first three years of the

current Plan. In this context, during examination of Demands for Grants (2015-16), DoRD while explaining to the Committee about inadequacy of funds for rural development programmes and quoting the Twelfth Plan Document Vol. I mentioning global slow-down and domestic economy running up against internal constraints resulting in reduction in rate of investment underlined that immediate challenge is to reverse the observed deceleration to growth by regaining investment as quickly as possible. DoRD had also stated that for rapid growth, generation of higher revenue for financing critical programmes like MGNREGA PMGSY etc. is essential for inclusive growth. In this connection, the DoRD had further stated that the reduction in outlay has reduced funds in 10 out of 29 States resulting in cash deprived situations and non-completion of projects in time bound manner under PMGSY, additional resources to be mobilised under IAY for achieving the objective of IAY of 'Housing for All by 2022', and financial allocations should also be in sync with expansion strategy of the Mission since NRLM is being implemented in phased manner. Asked whether in the present circumstances the gap between 12th Plan Outlay *vis-a-vis* expenditure seems unbridgeable, the DoRD in a written note stated:-

"Against an allocation of Rs. 3,99,926.00 crore for the 12th Five year plan, the Department was allocated Rs. 2,99,289.00 crore for the first four years of the 12th Plan based on availability of funds. The expenditure pattern depends to a large extent on the fund utilization capacity of State Governments. Out of the total allocated funds of Rs. 2,57,116 crore (R.E) for the first four years of the 12th Plan, an amount of Rs. 2,45,755.00 crore was spent till February, 2016 which constituted more than 95.6% of actual allocation."

1.6 In this connection during Power Point Presentation made in evidence, the representative of the DoRD (MoRD) explained as under:-

“माननीय प्रधानमंत्री जी द्वारा और माननीय वित्त मंत्री जी द्वारा बजट में और बजट के पश्चात ग्रामीण क्षेत्रों पर विशेष रूप से कार्यक्रमों पर बल देने की बात कही गयी थी, उसी क्रम में है। हमारा विभाग पांच कार्यक्रम महात्मा गांधी नेशनल रूरल इम्प्लॉयमेंट गारंटी प्रोग्राम, दीनदयाल अंत्योदय योजना, प्रधानमंत्री ग्राम सड़क योजना, प्रधानमंत्री आवास योजना जो इंदिरा आवास योजना के नाम से जानी जाती थी और नेशनल सोशल असिस्टेंस प्रोग्राम, जिसमें विधवाओं और दिव्यांगों को पेंशन देने की योजना है। इन पांच कार्यक्रमों की फण्डिंग हमारे पास है।”
पूर्व के वर्षों में बजट एलोकेशन होता था लेकिन आरई के स्टेज पर काट दिया जाता था। 2015-16 में आरई के स्टेज में विभाग का एलोकेशन बढ़ा है। पूर्व के वर्षों से जहां एलोकेशन पहले ज्यादा दिखाया जाता था, लेकिन इस बार व्यय पूर्व के वर्षों से ज्यादा है। आरई स्टेज में कम होने की बजाय बढ़ने की बात आयी है यह 2015-16 से है और इसी क्रम में 2016-17 के एलोकेशन्स वृद्धि की गयी है ताकि विभाग की आवश्यकताओं के अनुरूप साधन उपलब्ध हो सके। ...इसी क्रम में पिछले तीन वर्ष में विभाग द्वारा आरई के स्टेज पर फण्ड का उपयोग होता रहा है।”

1.7 In the light of DoRD's explanation about reduction of funds at RE stage during first three years of the current Plan that expenditure largely depended on fund utilisation of State Governments, DoRD in post-evidence reply stated:-

"The Department of Rural Development implements schemes for generation of self-employment and wage employment, provision of housing to rural poor, construction of rural roads, providing social assistance to the rural poor by providing social assistance to the elderly, widow and the disabled persons etc. The level of implementation is governed by the fact that some programmes are being expeditiously implemented by some States. However, some other states time to time face certain constraints in the implementation of some schemes which affect pace of implementation of programmes which are as under:-

- (i) Natural calamities such as floods, cyclones, earthquakes, may hamper the progress of the implementations of the programme
- (ii) Election in some parts of the country when the entire State machinery is diverted to those activities and also code of conduct becomes operative.
- (iii) Non-receipt of counterpart funding from the States.
- (iv) Lack of adequate local training centres in States/UTs for providing training to beneficiaries in desired skills/ activities/ traders."

1.8 The Committee further enquired whether lack of proper monitoring and coordination with States/UT Governments with regard to utilisation of funds was a reason for gap between funds allocated and expenditure incurred, the DoRD in post evidence reply submitted as under:-

"Effective monitoring of the programmes is very important, particularly in view of the substantial size of the allocation of funds under Rural Development programmes. It is well recognized that the success of the development programmes largely depends on the effective delivery system and efficient implementation at the grassroot level so that the programme benefits reach the rural poor in full measure. In order to ensure this, the Ministry of Rural Development (MoRD) has evolved a comprehensive multi-level and multi-tool system of Monitoring and Evaluation for the implementation of its programmes. Strict monitoring, periodic evaluations, transparency, accountability, people's involvement and social audit are key elements of the monitoring evaluation system adopted by the Ministry of Rural Development. The Ministry holds Performance Review Committee Meetings and Periodic Review Meetings with State Governments and UT Administrations for better coordination with the States/UTs to get feedback on implementation of the programmes."

1.9 Asked to what extent DoRD is expecting to bridge the gap between outlay *vis-a-vis* expenditure particularly in the terminal i.e. 2016-17 of the current Plan, the DoRD in a written note stated:-

"More than 95.6% of the actual allocation during first four years of the Plan has already been spent. This will further increase by the end of FY 2016-17 shrinking the gap between outlay and expenditure in the five year Plan."

1.10 The Committee also wanted to know whether rural development genuinely needs special attention particularly when this sector has been outlined as one of the top priority of Government by President of India in this year's address to Parliament, the DoRD in a written note stated :-

"Rural development has been given special attention by the Government which is reflected in the Budget 2016-17. The Budget 2016-17 acknowledges the importance of rural sector and includes it as one of the nine distinct pillars for the agenda of Transforming India. Further, the grant of over Rs. 2,00,000 crore over a period of five years beginning 2015-16 to the Gram Panchayats as awarded by the Fourteenth Finance Commission will also give boost to the rural sector with much needed flexibility at the local level."

Review of Annual Plan (2015-16)

1.11 The actuals (2014-15), BE, RE and actuals (2015-16) (upto 31.01.2016) and BE (2016-17) are as under:-

Year	Amount (Rs. in crores)
2014-15 (Actuals)	67,263.31
2015-16 (BE)	71,642.00
2015-16 (RE)	77,650.00
2015-16 (Actual upto 31.01.2016)	64,687.68
2016-17 (BE)	86,000.00

1.12 During the course of examination it came out before the Committee that funds for rural development from 2014-15 to 2016-17 have gone up by nearly Rs. 20,000 crore and the major beneficiary rural development programmes are MGNREGA, PMGSY, RURAL HOUSING, NSAP and NRLM programmes.

1.13 Asked for how long the global slow-down and reduction in rate of investment in domestic economy will continue particularly when it has deprived the important rural development schemes of their dues in first four years of the current Plan, the DoRD in a written note stated:-

"It may be difficult to predict the continuation of global slowdown. In contrast, India's growth performance has been improving. As per the advance estimates the growth of GDP during 2015-16 is 7.6%. The GDP growth rate during 2012-13, 2013-14 and 2014-15 were 5.6%, 6.6% and 7.2%, respectively."

1.14 The Committee enquired to what extent the enhanced funds for rural development for 2016-17 would help all rural development schemes to meet their requirement of funds, the DoRD in a written note stated:

"The enhanced funds for rural development has enabled the Department to make higher provisions for different rural development schemes related to rural infrastructure and strengthening of livelihoods so as to achieve higher targets under these schemes. The higher allocation for rural development schemes is in tune with the greater focus of the government on rural sector in the economy."

Analysis of Demand For Grants (2016-17)

1.15 The following is the over-all analysis of Demands for Grants (2016-17) of DoRD as compared to BE, RE and Expenditure (upto 31.01.2016) of 2015-16:

(Rs. in crore)

Sl. No.	Name of Scheme	2015-16		Expenditure (upto 31.01.2016)	2016-17	% increase over 2015-16 (BE)
		BE	RE			
1.	MGNREGA	34,699	36,967	34,675.37	38,500	10.95
2.	PMGSY	14,291	18,291	12,838.59	19,000	32.95
3.	PMAY (RH)	10,025	10,025	8,825.43	15,000	49.63
4.	NSAP	9,082	9,082	6,665.88	9,500	4.60
5.	DAY-NRLM	2,505	2,672	1508.59	3,000	19.76
6.	RURBAN Mission	300	60	0.00	300	0.00
7.	Village Entrepreneurship 'Start-up' Programme	200.00	33.00	12.00	0.00	-100.00
8.	BPL Survey	350	330	1.87	375	7.14
9.	Management Support to RD Programmes & District Planning Process	130	130	117.07	255	96.15
10.	Grants to NIRD	50	50	32.88	50	0.00
11.	Assistance to CAPART	10	10	20.00		100.00
	Total	71642	77650	86,000	64,687.68	

1.16 During the course of examination, it came out before the Committee that as compared to BE (2015-16), funds under BE (2016-17) are higher for IAY, PMGSY, MGNREGA, NSAP, BPL Survey, Management Support, CAPART whereas compared to RE (2015-16) these appear to be marginally higher or at par. The Committee enquired whether above funds would be sufficient for taking up works in hand under different schemes specially PMGSY, IAY, NRLM etc, the DoRD in written note stated:-

"The targets for works have been fixed based on the allocation of funds and utilization capacity of the States under different programmes and this has been found adequate to meet the targets."

1.17 The Committee further enquired whether keeping in view the proposed demand for funds for these schemes by DoRD, the schemes like PMGSY, IAY, NRLM etc. still require more funds, the DoRD submitted as under:-

"The allocation for PMGSY, IAY and NRLM has been increased from Rs. 14,291crore, Rs. 10,025 crore and Rs. 2,505 crore in the year 2015-16 to Rs. 19,000 crore, Rs. 15,000 crore and Rs. 3,000 crore for 2016-17 respectively. As NRLM is poised to be expanded to new blocks in most states at least an amount of Rs. 4,500 crore will be required for the programme for 2016-17. For the other schemes, requirement of additional funds, if any, will be worked out at the RE stage after taking into account the performance of various programmes and the capacity of the States to absorb more funds."

SCHEMEWISE ANALYSIS

I. Mahatma Gandhi National Rural Employment Guarantee Act

2.1 Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) is a flagship programme of Government of India implemented by Ministry of Rural Development w.e.f . 02.02.2006. The main objective of the programme is to provide for the enhancement of livelihood security of the rural households by ensuring a legal right for atleast 100 days of unskilled wage employment to willing adult members. Implemented initially in 200 most backward districts of the country, this programme was later extended in two phases to cover the entire country.

2.2 MGNREGA envisages creation of durable and productive assets which would contribute greatly to the economic and ecological development of the rural areas. The objective of asset creation also takes into account local needs and priorities and calls for community participation and departmental convergence at the worksite. Special emphasis has been laid on backward districts which are covered under Government of India Integrated Action Plan (IAP). To ensure timely wage payment to the MGNREGA workers in such IAP districts, cash payments have been allowed in areas where the outreach of Banks/ Post offices is inadequate. Construction of playgrounds and anganwadi Centre under MGNREGA have been notified as one of the permissible activities to be taken up under MGNREGA. Aadhaar enabled payment of wages is being piloted in 46 rural districts out of the 51 taken up by the Government for Direct Benefit Transfers (DBT).

A. Financial and Physical Performance

2.3 The Financial and Physical Performance under MGNREGA during 2014-15 as on 31.12.2015 and 2015-16 is as under:-

Year	Financial Performance				Physical Performance				
	Central Releases	Total Funds	Expenditure	%of Expenditure against available funds	No. of Households demanded employment	No. of Households provided employment	Variation	No. of households availing 100 days of employment	% of households 100 days of employment
2014-15	32,476.87	37,922.91	36,032.48	95%	4.65	4.14	0.51	0.24	5.79%
2015-16	33,309.83	39,042.40	29,436.45	75%	5.17	4.40	0.77	0.30	6.81%

2.4 The Committee enquired whether the mega wage employment Programme like MGNREGA is yet to take off even after one decade of it's implementation, the DoRD in a written note explained:-

"Around 5 crore rural HHs are provided work under Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) every year. The situation in terms of number of HHs/ Workers participating in MGNREGA is better in 2015-16 as compared to 2014-15. The table below may be seen.

No.	State	No. of Household provided employment (In Nos.)	
		2014-15	2015-16 as on 18/03/2016
1	ANDHRA PRADESH	3297269	3444948
2	ARUNACHAL PRADESH	136096	169811
3	ASSAM	966980	1374272
4	BIHAR	1035621	1413146
5	CHHATTISGARH	1748085	2047566
6	GUJARAT	513154	516937
7	HARYANA	217914	151338
8	HIMACHAL PRADESH	452655	392615
9	JAMMU AND KASHMIR	331936	536123
10	JHARKHAND	1110849	1078310
11	KARNATAKA	1094870	1112408
12	KERALA	1380248	1479603
13	MADHYA PRADESH	2788969	2563339
14	MAHARASHTRA	1159696	1152270
15	MANIPUR	468864	470440
16	MEGHALAYA	351192	335358
17	MIZORAM	194044	193342
18	NAGALAND	405385	417374
19	ODISHA	1467859	1799598
20	PUNJAB	288892	438761
21	RAJASTHAN	3684955	4083158
22	SIKKIM	56756	63201
23	TAMIL NADU	5657572	5881713
24	TELANGANA	2462894	2419329
25	TRIPURA	581821	570163
26	UTTAR PRADESH	3915880	4910056
27	UTTARAKHAND	455671	500755
28	WEST BENGAL	5120407	5767322
29	ANDAMAN & NICOBAR	13325	2685
30	DADRA & NAGAR HAVELI	NR	NR
31	DAMAN & DIU	NR	NR
32	GOA	7225	5728
33	LAKSHADWEEP	477	111
34	PUDUCHERRY	29560	32622
	Total	4,1397121	4,5324402

NR=Not Reported

Employment Demanded vis-a-vis Employment Provided

2.5 The position of households in 16 States where there is a big gap between employment demanded and employment provided is as under:-

(in lakh HHs)

Sl. No	Name of States	2014-15		2015-16	
		Employment Demanded	Employment provided	Employment Demanded	Employment provided
1.	Andhra Pradesh	36	32	38	34
2.	Tamil Nadu	56	56	58	58
3.	West Bengal	57	51	64	55
4.	Uttar Pradesh	45	39	59	45
5.	Rajasthan	41	36	46	39
6.	Madhya Pradesh	31	28	29	25
7.	Chhattisgarh	20	17	25	19
8.	Bihar	15	11	18	13
9.	Karnataka	15	11	15	10
10.	Odisha	17	15	21	17
11.	Kerala	16	14	16	14
12.	Maharashtra	13	12	13	11
13.	Jharkhand	12	11	12	10
14.	J&K	4	3	6	4
15.	Himachal Pradesh	5	5	4	3
16.	Tripura	6	6	5	5

2.6 The Committee pointed out that over the last two years a gap between employment demanded *viz-a-viz* employment provided have been witnessed in almost all States barring Jharkhand, Himachal Pradesh, Tripura and Tamil Nadu. Further in big States like Uttar Pradesh, West Bengal, Rajasthan, Bihar and Karnataka the gap is persistent during 2014-15 and 2015-16.

2.7 Asked about the reasons for increasing gap between employment demanded and employment provided from 2014-15 to 2015-16, the DoRD in a written note stated:-

"Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) is a demand-driven wage employment programme. Not less than 100 days of employment are provided to registered workers upon receipt of their demand. The number of days of employment provided to a household depends on the number of days of employment demanded by the household. The demand for work itself is influenced by various factors such as rainfall pattern, availability of alternative and remunerative employment opportunities outside MGNREGA and prevailing unskilled wage rates. Government remains actively engaged with State Governments in establishing systems that ensure provision of work as per demand."

2.8 Further, asked about the steps being taken by the MoRD to persuade these big States to minimize the gap between employment demanded *vis-a-vis* employment provided, the DoRD clarified:-

"The Ministry has been advising the States from time to time to minimize the gap. The Ministry regularly reviews in meetings, video conferences and during field visits."

2.9 The Committee also enquired whether DoRD should take up the issue of gap between demand and supply with 16 MGNREGA State/UTs Government in a big way for making MGNREGA a bread and butter scheme for eligible rural households, the DoRD in a written note stated:-

"Department of Rural Development has been taking steps towards creating awareness about the benefits of the programme through various IEC activities, Rozgar Diwas, Wall Writing, Newspapers Advertisement, Gram Sabha etc."

2.10 Asked about the corresponding figures of financial performance during 2015-16 as on 01.03.2016, the DoRD submitted the following details:-

(Rs. in crore)

Year	Central Releases	Total Funds	Expenditure	%of Expenditure against available funds
2014-15	32,476.87	37,922.91	36,032.48	95%
2015-16	34,131.09	40,580,61	38,885.40	96%

2.11 The Committee pointed out that Central Releases have been reduced from 2014-15 to 2015-16 considerably in respect of Uttar Pradesh, Madhya Pradesh, Karanataka, Chattisgarh, Himachal Pradesh, Kerala, Maharashtra, Tripura, Jharkhand and Jammu & Kashmir. Asked whether it is due to less demand for wage employment in these States, the DoRD clarified:-

"The funds under MGNREGA are released to the States on the basis on agreed to Labour Budget and performance of the states during the year. The updated status as on 17.03.2016 is at **Appendix-II**. The requirement of additional funds has been assessed by the Government and during the current FY, an additional amount of Rs. 2000/- crore has been allocated to Mahatma Gandhi NREGA by the Ministry of Finance."

1. Initiatives Taken and Workdone

(i). Initiatives taken on convergence of MGNREGA with other schemes

- (i) Starting Mission Antyodaya (IPPE II) converging MGNREG with NRLM, DDUGKY, NDAP, IAY programmes,
- (ii) Skilling of MGNREGA workers in convergence with NRLM/DDUGKY schemes, resulting in sanctioning of State Skilling Plan of 17 States,
- (iii) Operationalising Clusters Facilitation Teams (CFTs) in 207 most backward districts.
- (iv) Construction of Anyodaya Centres in convergence with IEDS in IPPE Block of 11 States,
- (v) Permitting house construction under MGNREGA resulting in sanctioning of 6.03 lakh houses during 2015-16 (upto December, 2015),
- (vi) Construction of IHHLs under MGNREGA, resulting in completion of 60,764 IHHLs during 2015-16 (upto December, 2015),

2.12 During the course of examination for starting Mission Antyodaya converging MGNREGA with specified development schemes for preparation of State Rural Development Plans during 2016-17 the DoRD in a written note stated:-

"The States had been advised to formulate the State Rural Development Programmes for 2016-17. They have started presenting the SRDPs before the Ministry w.e.f 10th March, 2016. These SRDPs aim at bringing about convergence of MGNREGA with other Department of Rural Development programme."

2.13 During the course of Power Point Presentation made in evidence, the representative of DoRD (MoRD) submitted before the Committee:-

“हम लोगों की कोशिश है कि एनजीआरजीएस और दीनदयाल अंत्योदय योजना, दोनों को समन्वित रूप से कार्यान्वित करें ताकि हम बेहतर इनकम और प्रोडक्टिव एसेट दे सकें। जैसा कि वित्त मंत्री जी ने बजट स्पीच में भी कहा है कि जो हमारे ऐसे क्षेत्र हैं जहां क्रोनिकली सूखाड़ आता है, बुंदेलखंड, मध्य प्रदेश, उत्तर प्रदेश, विदर्भ, मराठवाड़ा आदि क्षेत्रों में विशेष रूप से कलस्टर फेसिलिटेशन टीम बनाकर उन्हें इनसेंटिव ब्लॉक में सैल्फ हैल्प गुप्स की तैयारी करानी है और इसी क्रम में हम लोगों ने इस क्षेत्र में काम को ज्यादा तेज करने की कोशिश की है। उस्मानाबाद तथा अन्य जिले जो महाराष्ट्र के हैं जहां हर वर्ष सूखाड़ की कठिनाई आती है, क्योंकि बुंदेलखंड में एक स्टडी नैपकॉन के माध्यम से की गई थी, उसमें भी यह बात सामने आई थी कि फार्म पॉइंस होने से सूखाड़ में जो प्रोटेक्टिव इर्रिगेशन की जरूरत पड़ती है, उसमें मदद मिल सकती है। हम लोगों की कोशिश है कि ऐसे क्षेत्रों में इस वर्ष हम इन कार्यक्रमों के माध्यम से ज्यादा व्यय करें।”

2.14 He further added:-

“बीस राज्यों के नरेगा के वर्कर जो स्किलिंग का काम करना चाहते हैं, उनको हम लोगों ने करीब 20 राज्यों के एक लाख वर्कर्स के सैक्शन किए हैं और कई जगह काम भी प्रारम्भ कराया है।“

(ii). Initiatives taken for e-Payment/transfer of wages in Bank accounts

- (i) Starting National eFMS in January, 2016 for Kerala for transfer of wages into Bank Accounts
- (ii) Introducing e-Payment monitoring system for tracking each transaction under MGNREGA,

2.15 It came out during the course of examination that National e-FMS has been launched from 01.01.2016 in Kerala. Asked National e-FMS launched for Kerala from 01.01.2016 should be expanded in a big way in other MGNREGA States, the DoRD clarified:-

"Yes, Ministry has decided to upscale National electronic Funds Management System in other States in a phased manner."

2.16 When further enquired whether DoRD have worked out any road-map on this issue, the DoRD stated:-

"Yes, Ministry has decided to upscale Ne-FMs in additional 10 States from 01.04.2016. These 10 States are Assam, Bihar, Haryana, Odisha, Punjab, Rajasthan, Karnataka, Tripura, Uttar Pradesh and Uttrakhand."

2.17 The Committee also wanted to know whether e-Payment under MGNREGA can be started in a big way through e-Panchayat programmes under MoPR and when it can be done, the DoRD informed:-

"Under MGNREGA the e-payments are being done in the States using the electronic Fund Management System. All payments are routed through PFMS. As of now there are 94% Gram Panchayat which are on e-fms."

(iii). Other Initiatives

- (i) Providing additional 50 days of employment over and above 100 days per household in notified drought affected areas of Karnataka, Chattisgarh, Odisha, Uttar Pradesh, Andhra Pradesh and Maharashtra,
- (ii) Developing a cadre of identified technical experts in MGNREGA,
- (iii) Formulation of plan to train 3000 Barefoot Technicians (BFTs) to be rolled out from November, 2015 at NIRD Hyderabad.

2.18 In this context, on the issue of providing additional 50 days of employment, representative of DoRD (MoRD) during the course of evidence explained:-

“हम लोगों ने महात्मा गांधी एनआरईजीए को भी लाइवलीहुड रिसोर्स के रूप में जो भी हमें पांच लाख फार्म पोंड या डगवेल बनाना है या हमें वर्मिकम्पोस्टिंग करनी है या पचास हजार आंगनवाड़ियों के लिए भवन का निर्माण करना है, ऐसे प्रोडक्टिव एसेट्स जिनका अध्ययन हुआ था और जो झारखंड में एक लाख कुएं बनाए गए थे। इस पर अध्ययन हुआ है और यह पाया गया है कि इसमें से 70 प्रतिशत से ज्यादा कुओं से आर्थिक लाभ हुआ है और परिवार की इनकम में बढ़ोतरी हुई है।

इसी तरह से संबोधी रिसर्च इंस्टीट्यूट द्वारा छह राज्यों का अध्ययन इंडिविजुअल बैनिफिशरी स्कीम्स का एनजीआरजीएस के अंतर्गत किया गया था और वहां भी यह पाया गया कि अगर एसेट प्रोडक्टिव है, खास कर तालाब या डगवेल है मध्य प्रदेश में भी करीब तीन लाख कुओं का निर्माण हुआ तो उसमें भी यह बात सामने आई कि वैसे परिवार एनजीआरजीएस में मजदूरी करने नहीं जाते हैं क्योंकि उनके स्वयं के इनकम के स्रोत बढ़ जाते हैं।

2.19 In reply to a query, the DoRD has stated that by 2016-17 all the 3,000 barefoot engineers will be made available to Panchayats.

2.20 During the course of Power Point Presentation made in evidence, the representative of DoRD (MoRD) on the issue of providing 3,000 barefoot technicians explained:-

“बेअरफुट टेक्नीशियंस का एक कार्यक्रम छत्तीसगढ़ में शुरू किया गया है। नापी का जो काम होता है उसमें जूनियर इंजीनियर की संख्या कम होती है तो जो मैट वगैरह उनके बीच से पढ़े-लिखे लोगों का बेअरफुट टेक्नीशियन के रूप में सर्टिफिकेट प्रोग्राम के तहत कराया जाए ताकि नापी का काम समय पर हो।“

2.21 The Committee pointed out that DoRD has stated that BFTs Training of Trainers (ToTs) has been held for seven States of Kerala, Chhattisgarh, Rajasthan, Jharkhand, Uttarakhand, Andhra Pradesh and Telangana. Asked whether there is a need to urgently impart TOTs in other MGNREGA States like Uttar Pradesh, Madhya Pradesh, West Bengal etc., the DoRD in a post evidence reply submitted as under:

"The ToTs for Barefoot Technicians have been undertaken in those states which have willingly expressed their willingness to organize such training. Based on the response received from the States, the state-wise targets have been set for the financial year 2016-17 as recorded in the Empowered Committee meeting minutes. ToTs will be organized in Uttar Pradesh and Madhya Pradesh. West Bengal has informed that the State does not need BFTs."

2.22 The Committee further asked, by when TOTs for these States would be started, the DoRD in a post evidence reply stated as under:-

"MoRD will be issuing a training calendar for BFT training. The proposed training calendar for 2016-17 is as follows:

No.	Dates [2016]	States
1	18-27th April	Madhya Pradesh, Karnataka
2	2-11th May	Gujarat, Jammu and Kashmir
3	16-25th May	Manipur, Punjab, Arunachal Pradesh, Meghalaya, Haryana
4	30th May - 8th June	Uttar Pradesh, Bihar

2. Related Issues

(a) Issues Related with Convergence

(i) Need for clarity on construction of ponds and organic pits and issue of prioritising desert areas with scanty rainfall in Rajasthan for earth works for such construction under MGNREGA.

2.23 During the course of Power Point Presentation made in evidence, the representative of DoRD (MoRD) on the issue of construction of ponds and organic pits explained:-

“बजट में घोषणा की गयी है कि पांच लाख फार्म पोण्ड और डगवेल और 10 लाख वर्मी कम्पोस्टिंग बनाने के लिए मनरेगा के तहत असेट क्रिएशन की तरफ जो बल है, उसके लिए हम जिओटैगिंग अप्रैल, 2016 से करने की व्यवस्था कर रहे हैं ताकि जो शिकायतें रही हैं, उसमें पारदर्शिता हो।”

2.24 It came out before the Committee that construction of ponds and organic pits are to be taken up under MGNREGA in a big way. It was apprehended that submission of Reports on clusters by State Governments may affect actual utilisation under MGNREGA and State Governments may not be able to utilise the fund. Further earth works can be taken up only in the Summers and delay occurring in submission of necessary plans from district level may ultimately result in no releases for such works. Moreover, a clear policy is needed for prioritising construction of ponds and organic pits for drought affected and rainfed areas specially in Rajasthan. In reply thereto, a representative of DoRD clarified that by November-December, 2016, the work on these two schemes will start and in summer months of April, May and June, 2016 the funds of Rs. 300 crore would be utilised and in many States the work is going

on and by March end, DoRD would be able to sanction the projects across the States. Asked whether the likely delay in submission of schemes would have any impact on utilisation of funds, the DoRD in post evidence reply submitted:-

"Prioritization of works are done at GP level. While submitting labour budget, States give their targets for construction of farm ponds and organic tanks, after compiling data from district, block and GP annual plans. The annual plans are formulated as per prescribed calendar with specific timelines for each activity. Therefore, there is no delay in submission of schemes and impact on utilisation of funds."

2.25 The Committee further enquired whether a clear policy on issue of construction of ponds and organic pits in specified areas is necessary, the DoRD in post evidence reply clarified:-

"Yes, the Ministry has communicated typical design, drawing and estimates with a detailed note to States/ UTs on construction of ponds and NADEP/ Vermi compost tanks. However, as per local specific conditions and Schedule of Rates, States/ UTs can develop their own design, drawing and estimates."

2.26 The Committee further enquired about the broad details of ponds and earth works to be taken up under MGNREGA across the States/UTs, the DoRD in post evidence reply gave the following details:-

MGNREGA: Status of Ponds			
S No.	State	Ongoing Work Since Inception	Completed Work Since Inception
1	ANDHRA PRADESH	79644	98032
2	ARUNACHAL PRADESH	155	16
3	ASSAM	4173	2817
4	BIHAR	8098	13835
5	CHHATTISGARH	14954	14418
6	GOA	10	5
7	GUJARAT	4006	15602
8	HARYANA	248	3780
9	HIMACHAL PRADESH	11616	52514
10	JAMMU AND KASHMIR	2834	4050
11	JHARKHAND	13406	65304
12	KARNATAKA	35116	61299
13	KERALA	4234	8778
14	MADHYA PRADESH	19000	239848
15	MAHARASHTRA	19868	49951
16	MANIPUR	591	442
17	MEGHALAYA	1299	1762

18	MIZORAM	329	771
19	NAGALAND	194	523
20	ODISHA	15295	102954
21	PUNJAB	69	116
22	RAJASTHAN	55285	122448
23	SIKKIM	18	53
24	TAMIL NADU	5171	37796
25	TELANGANA	4117	12917
26	TRIPURA	6453	59595
27	UTTAR PRADESH	31388	248806
28	UTTARAKHAND	868	6733
29	WEST BENGAL	87941	184755
30	ANDAMAN AND NICOBAR	0	0
31	DADRA & NAGAR HAVELI	0	0
32	DAMAN & DIU	0	0
33	LAKSHADWEEP	10	41
34	PUDUCHERRY	16	10
Total		426406	1409971

2.27 The Committee further enquired whether areas experiencing scanty rainfall in Rajasthan will get priority for such projects, the DoRD in post evidence reply clarified:-

"While submitting labour budget by the States, their annual target for construction of ponds are given by the States. The annual target of Farm Ponds given by the State of Rajasthan has been agreed to by the Ministry."

2.28 The Committee also enquired whether a special effort is needed for working on major initiatives at the level of DoRD/State Government/Implementing Agencies/the Gram Pradhans etc. at grassroot level, the DoRD submitted:-

"Yes. The Ministry knowledge the need and hence in 2569 blocks IPPE has been started. The IPPE has been done for appropriate planning for 2016-17. Mission Antyodaya has been started which aims at convergence of all RD programmes."

(ii) Need for proper evaluation of fencing work under MGNREGA.

2.29 It came out before the Committee that funds under MGNREGA be used for agriculture related activities. Rural farmers quite often face problems related with evaluation of fencing either by barbed wire or D.C. related works. For evaluation, DoRD can prioritize the field adjoining to forest areas or near highways. In reply, the Representative of DoRD (MoRD) outlined that under Sansad Aadarsh Gram Yojana (SAGY), the fields in Raj Samudra district have been fenced and developed and plantation is in progress, so that there is no restriction in fencing issue.

2.30 Asked whether DoRD has come across any problem in Damoh district of Bundelkhand region or in other areas in different States on this issue, the DoRD in post evidence reply clarified:-

"Fencing can be taken up 60:40 subject to material component not exceeding 40% at GP level where GP is the PIA and at district level where district is the PIA."

(iii) Need for permitting MPLADS funds for earth works under MGNREGA.

2.31 It was also highlighted before the Committee that there is a restriction of using MPLADS funds for earth works like construction of ponds and organic pits under MGNREGA and a clear cut policy on the issue is necessary for guidance of implementing agencies at ground level. Asked whether a clear policy is needed for use of MPLADS funds for above works under MGNREGA, DoRD in post evidence reply clarified:-

"For schemes other than MGNREGS, like MPLADS, the policy is to get the material component to fill the gap under material component in MGNREGS works, which is restricted to overall 40% on all works in a year at GP level, when GP is PIA and for PIA other than GP at District level."

(b) Issues Related with the problem of corruption

(i) Payment under MGNREGA

2.32 During the Power Point Presentation, the representative of DoRD (MoRD) informed:-

“नेशनल-ईएफएमएस का कार्यक्रम वर्तमान सरकार द्वारा नवंबर महीने में अनुमोदित किया गया। इस कार्यक्रम में मजदूर का भुगतान एक बार जब नापी के बाद फण्ड ट्रांसफर का ऑर्डर इश्यु राज्य सरकार के स्तर से हो जाता है, तो उस फण्ड ट्रांसफर के आधार पर केन्द्र सरकार से सीधा मजदूर के अकाउंट में स्टेट इम्प्लायमेंट गारण्टी फण्ड के माध्यम से होते हुए बिना रुकावट के 48 घंटे में पेमेंट उसको हो जाता है। केरल में यह किया गया और दस अन्य राज्यों में नेशनल-ईएफएमएस की व्यवस्था हम लोग अप्रैल महीने से प्रारम्भ करने जा रहे हैं, इसके बाद यह पूरे देश में होगा। राज्यों को भी नापी करना है और उनको ही फण्ड ट्रांसफर ऑर्डर इश्यु करना है, उसी के आधार पर हम लोगों को भुगतान करना है उसी के आधार पर हम लोगों को भुगतान करना है ताकि मनरेगा एक्ट का प्रावधान था कि 15 दिनों में भुगतान करें। वर्ष 2014-15 में मात्र 28 प्रतिशत भुगतान हम लोग समय पर कर पाए थे, वह बढ़कर आज 44 प्रतिशत पर पहुंच गया है। हम लोगों की कोशिश है कि जून, 2016 तक डिलेड पेमेंट को 25 परसेंट तक लाएं। यह तभी संभव होगा जब राज्य सरकारों द्वारा नापी का काम जल्दी हो और फण्ड ट्रांसफर के लिए नेशनल ईएफएमएस का प्रयोग करते हुए हम लोग समय पर साधन उपलब्ध करा सकें।”

2.33 It came out before the Committee that payment under MGNREGA is done through the Banks and Post Offices. However for 10-12 villages in some States there is only one Post-Office. Some Post-Offices have the power to pay Rs. 50,000 and others Rs. 1 lakh. If payment of works in 5-16 villages goes upto lakhs of rupees it takes a postman to pay the wages 20 days to one month. For working 10 days under MGNREGA he has to wait for 30 days for payment through Postman. It also came out that there is only a single Bank Branch in various Tehsils and Blocks in Maharashtra and for receiving the payment the beneficiary has to travel a long distance of 50-60 kilometers. Asked about the position of payment through Banks and Post Offices in Maharashtra, the DoRD in post evidence reply has clarified as under:-

No	States	Bank					Post Offices	Total
		Commercial	RRB's	Total Commercial and RRB's	Cooperative and others	Total		
1	2	3	4	5=3+4	6	7=5+6	8	9=7+8
1	Maharashtra	2060460	479371	2539831	624929	3164760	2048799	5213559

2.34 The Committee further enquired how the practical problems coming in the way

of postman can be solved, the DoRD in post evidence reply clarified:-

"Post offices have to be brought on the CBS platform. If this done, the post offices will be brought under the ambit of DBT."

2.35 Asked about the importance of role of Bank Correspondent in these areas, the DoRD in post evidence reply replied:-

"Yes"

2.36 The Committee wanted to know whether the charges of corruption in MGNREGA by reason of payment outside the ambit of Banks and Post Offices are grave and unpardonable, the DoRD in post evidence replies have stated:-

"In FY 2015-16, out of total wages paid to workers, 95% so far have been done through e-FMS in the accounts of beneficiaries."

2.37 The Committee also enquired in what way delay in payment through Post Office/Banks can be brought down, the DoRD in post evidence reply stated:-

"By bringing the Post offices and Co-operative Banks on CBS. The banks on CBS to ensure the payment in T + 1 days."

2.38 In this connection, the representative of DoRD (MoRD) in a Power Point Presentation made in evidence also added:-

“इस समय 94 प्रतिशत मजदूरों का भुगतान उनके बैंक अकाउंट या पोस्ट ऑफिस अकाउंट से हो रहा है और आज के दिन 2 करोड़ 33 लाख मजदूरों को आधार लिंकड बैंक अकाउंट से पेमेंट किया जा रहा है।”

2.39 On the issue of reported corruption and serving of punishment in such cases, the MoRD in a post evidence reply as under:-

"The Ministry, under Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) receives complaints of irregularities including diversion of funds, embezzlement of funds, less/non-payment of wages, lack of transparency etc. Since the responsibility of implementation of MGNREGA is vested with the State Governments, all complaints received in the Ministry are forwarded to the concerned State Governments for taking appropriate action including investigation, as per law. Detailed instructions by way of Standard Operating Procedure (SOP) for dealing with complaints have also been issued to all States/UTs. The year-wise data of the complaints is not being maintained by the Ministry. The cumulative pendency of the grievances are monitored at the Ministry level."

2.40 With a view to have a concrete policy to stamp out corruption, the DoRD in a

post evidence reply clarified: -

"...In addition, the Ministry has established a comprehensive system of monitoring and review mechanism for MGNREGA in States/UTs. The matter is regularly reviewed in the Performance Review Committee meetings, Video conferences and Regional Review meetings. State specific reviews are also undertaken from time to time. Officers of the Ministry and National Level Monitors also visit various districts to oversee the performance of MGNREGA. During these reviews, the implementation aspects that need strengthening are identified including the areas for improvement in the quality of assets."

(ii) Progress regarding linking of Aadhaar enrolment of MGNREGA workers

2.41 During the course of examination, the issue of linking of Aadhaar enrolment of MGNREGA workers and use of JAM (Jandhan, Aadhaar, Mobile) was underlined in Economic Survey (2015-16) and in debates in Lok Sabha on Motion of Thanks to Address of President. The Committee came across that 6.08 crore job cards have been linked. The Committee enquired the State-wise break up and current status, the DoRD in a post evidence reply in a note gave the following details:-

"The Aadhaar numbers are given to individual workers. As of now there are 6.14 crore workers who's Aadhaar numbers have been seeded into the programme database. The State-wise breakup is as under:

Status of Aadhaar Seeding under MGNREGA

No.	State	Worker's with Aadhaar Seeded
1	ANDHRA PRADESH	7233182
2	ARUNACHAL PRADESH	3517
3	ASSAM	0
4	BIHAR	274384
5	CHHATTISGARH	3629884
6	GOA	8082
7	GUJARAT	929946
8	HARYANA	556847
9	HIMACHAL PRADESH	842962
10	JAMMU AND KASHMIR	75841
11	JHARKHAND	2149891
12	KARNATAKA	4391109
13	KERALA	2120178
14	MADHYA PRADESH	4546360
15	MAHARASHTRA	3092164
16	MANIPUR	103013
17	MEGHALAYA	3
18	MIZORAM	11987

19	NAGALAND	4394
20	ODISHA	1608757
21	PUNJAB	762989
22	RAJASTHAN	5391569
23	SIKKIM	91334
24	TAMIL NADU	6647762
25	TELANGANA	4675109
26	TRIPURA	1027873
27	UTTAR PRADESH	3564082
28	UTTARAKHAND	369232
29	WEST BENGAL	7250400
30	ANDAMAN & NICOBAR	2182
31	LAKSHADWEEP	964
32	PUDUCHERRY	49166
	Total	61415163

2.42 The Committee during the course of examination pointed out that on 23rd February, 2016, DoRD has written to States/UTs for expediting the Aadhar enrolment of MGNREGA workers and seeding the same with Bank accounts by way of organising camps at Block/Gram Panchayat land holding/Gram Rojgar Sevak/Bank Correspondents (BC) responsible for this work and to set up a Committee for resolving the issue of financial inclusion. Asked about the responses on all these initiatives from States/UTs as on 01.03.2016, the DoRD in post evidence reply clarified:-

"We have received positive response"

2.43 The Committee further enquired about the issues that have come up on financial inclusion, the DoRD in post evidence reply informed:-

"All GPs do not have Bank Branches. The Bank outreach is far from satisfactory. Co-operative bank and post offices are not on CBS."

2.44 The Committee further enquired when all the job cards under MGNREGA are targeted to be linked with Aadhar Card, the DoRD in post evidence reply stated:-

"Ministry was given a target to get the Aadhaar numbers of 6.20 crore workers by 31st March, 2016. Against this Ministry has been able to get the Aadhaar numbers of 6.14 crore workers (i.e. 99% by 17.03.2016). Ministry will continue to make efforts towards in this direction."

2.45 The Committee also wanted to know the level of preparedness in this regard across the States, the DoRD in post evidence reply explained:-

"All States have been advised to get the MGNREGA workers enrolled under Aadhaar and get their Aadhaar numbers seeded in MIS and Bank database. Banks in turn are mapping on to the NPCI mapper so that Aadhaar based payments may be done after verification and authentication processes."

2.46 In this connection, the Committee pointed out that DoRD has mentioned about Aadhar enabled payment, wages being piloted in 46 rural districts out of 51 taken up by the Government for Direct Benefit Transfer (DBT). Asked about the State-wise break up of Districts for using Aadhar enabled payment of wages under MGNREGA, the DoRD has given the information as shown at **Appendix III:-**

(iii) Need for greater vigilance on measurement of MGNREGA works

2.47 It came out during the course of evidence before the Committee that one of the reasons for reported rampant corruption under MGNREGA is that measurement (NAPI) of works done has been left at the hands of State Governments. Enquired about the solution to this problem, the DoRD in post evidence reply clarified:-

"There are number of works at GP level, which are measured by the technical staff at GP & Block level. Therefore, measurement of works is to be monitored & managed by the State Governments. However, from time to time, the Ministry advises the States on corrective measures."

2.48 During the course of Power Point Presentation made in evidence on the issue of measurement of works under MGNREGA, the representative of the DoRD (MoRD) also informed:-

“राज्यों को भी नापी करना है और उनको ही फण्ड ट्रांसफर ऑर्डर इश्यु करना है, उसी के आधार पर हम लोगों को भुगतान करना है उसी के आधार पर हम लोगों को भुगतान करना है ताकि मनरेगा एक्ट का प्रावधान था कि 15 दिनों में भुगतान करें।”

2.49 In this connection, the witness added:-

“बेअरफुट टेक्नीशियंस का एक कार्यक्रम छत्तीसगढ़ में शुरू किया गया है। नापी का जो काम होता है उसमें जूनियर इंजीनियर की संख्या कम होती है तो जो मैट वगैरह उनके बीच से पढ़े-लिखे लोगों का बेअरफुट टेक्नीशियन के रूप में सर्टिफिकेट प्रोग्राम के तहत कराया जाए ताकि नापी का काम समय पर हो।”

(iv) Redressal of complaints of corruption in Jharkhand

2.50 It came out before the Committee that large number of complaints regarding irregularities remain largely unaddressed in Jharkhand for long time which are rampant source of corruption. On the contrary, Government has claimed that monitoring of MGNREGA has improved. For this, tough norms for MGNREGA were recommended by the Committee. Asked about the details of corruption complaints in Jharkhand under MGNREGA, the DoRD in a post evidence reply stated:-

"The complaints were mainly on misappropriation of MGNREGA funds, under payment of wages, wages not paid, corruption under MGNREGA and irregularities (not specific). The district-wise details are as under:

District	Complaints	District	Complaints	District	Complaints
Ranchi	2	Dhanbad	3	Potka	2
Palamau	6	Deogarh	1	Singhbhum	1
Girdih	5	Hazaribgagh	2	East Singhbhum	1
Deogarh	1	Bawardih	1	Sahebganj	1
Latehar	2	Gadwa	1	Jamtara	2
Pakud	4	Bokaro	4	Kodarma	1

The replies from the State Government on these complaints have been pending from six months to two years."

2.51 Asked about tough norms that can be framed for stamping out corruption, the DoRD in a post evidence reply clarified:-

"Better transparency, accountability and grievance redressal

- States/UTs have been asked to strengthen Social audits of MGNREGS works in accordance with the provisions of the Audit of Schemes Rules 2011 issued in consultation with the Comptroller and Auditor General of India. Social Audit Action Plan has been formulated and shared with States.
- All States have been requested to set up an independent Social Audit Unit (SAU) and appoint Ombudsman at the district level for grievance redressal.
- The Ministry has established a comprehensive system of monitoring and review mechanism for MGNREGA, which, inter alia, include visits of the Officers of the Ministry and National Level Monitors.
- With a view to avoid bogus attendance and to check instances of tempering and misuse of muster rolls, the e-Muster system has been introduced. "

2.52 During the course of examination, the Committee questioned the basis of good work as claimed by DoRD in Jharkhand in the light of mounting complaints of corruption in MGNREGA in Jharkhand, the DoRD in a post evidence reply gave the following information:-

"The performance of the State has improved in the year 2015-16 as compared to 2014-15."

(v) Operationalisation of Social Audit in remaining States

2.53 The issue of Social Audit had been the focus of attention of the Committee while examining Demands For Grants (2015-16) of DoRD, wherein it came out before the Committee that large number of States are lagging behind in operationalising Social Audit in their States under MGNREGA. Asked about the reasons that only ten States of Andhra Pradesh, Chattisgarh, Gujarat, Karantaka, Mijoram, Sikkim, Telangana, Tamil Nadu, Tripura and Uttar Pradesh have operationalised Social Audit in their States even after a decade of implementation of MGNREGA under Social Audit Rules, 2011, the DoRD clarified:-

"Though MGNREGA was introduced in 2006, the audit of Scheme Rules which laid down the process of social audit to be conducted was notified only in 2011, since then there has been gradual progress on social audit."

2.54 On being further enquired that by when the other remaining States will be having Social Audit operationalised, the DoRD clarified:-

"By 1st June 2016. The Ministry has notified an action plan on social audit with timelines which need to be complied by State Government."

2.55 The Committee pointed out that last year also it has mentioned about a Special Project (Operational upto FY 2017) to provide technical assistance to State Governments for engaging Social Audit Resource of State and District level subject to norms of selection and recruitment laid down by DoRD and a circular on 11th June, 2014 has been issued in this regard to State Governments. The Committee recalled that last year also the same was the status and the Committee further asked since no progress has been made in this regard, whether the DoRD should play a pro-active role in this regard, the DoRD submitted:-

"The Central Government has written to all State Governments indicating that setting up of independent social audit societies; appointment of full time social audit directors; notification of a governing body for social audit units will be a necessary pre-condition for securing the release of Central Share of MGNREGA funds to States in the FY 2016-17.

The Central Government has approved an action plan on social audit that lays down the steps that have to be taken by the State Government to institutionalize independent social audit units in order to roll out credible social audits within a pre-determined time frame. The Ministry will be reviewing the progress of State Governments complying with the Action Plan on a quarterly basis.

The Ministry is in the process of finalizing a training module in partnership with a technical support agency in order to train all Block, District and State Resource Persons employed by the State. A Minimum training of 30 days (theory and field) will be provided to all Social Audit Unit(SAU) Resource Persons so that a minimum quality in the conduct of social audits can be expected. Completion of training will be a necessary pre-condition for SAU Resource Persons to be hired.

The Ministry in consultation with the Office of the Comptroller and Auditor General (CAG) have developed draft auditing standards that lays down the minimum standards of each process of social audit. The standards are currently in the process of being vetted by a range of stakeholders. Upon finalization the same shall be formally communicated to all States and SAU for its operationalization with the intention of ensuring quality social audits.

The Ministry has facilitated in the issuance of key orders to facilitate implementation of independent social audits on the ground, by defining the following:

Parameters of functional, administrative and financial independence to be adhered to while setting up social audit units Norms of transparency and openness to be maintained in recruitment of personnel in social audit units Formats for reporting (to the Ministry, State Government, (C&AG) Standard operating protocols for test audits and pilot social audit campaigns, and the roles and responsibilities of all stakeholders (Government, Civil Society Organizations, O/o the Principal Accountant General)."

(v) Expeditious appointment of Ombudsmen in remaining States

2.56 As regards appointment of Ombudsmen in every MGNREGA district for works in different States, the Committee recalled that the Ombudsmen have not been appointed in many States prominent among them are Bihar (38/18), Chhattisgarh (27/18), Jharkhand (24/9), Haryana (21/9), West Bengal (20/6), Jammu & Kashmir (20/0). Asked about the reasons for not appointing Ombudsmen in these States, the DoRD reply clarified:-

"The information is being collected from States."

2.57 The Committee also enquired when they are likely to be appointed, the DoRD in a written note stated:-

"The information is being collected from States."

(c) Other Issues

(i) Need for permitting tractors under MGNREGA.

2.58 It came out before the Committee that ponds are being constructed under MGNREGA in the middle of villages in Odisha and for getting the work done at least tractors be permitted to move on to construction site. Enquired whether tractors would be allowed under MGNREGA works for such constructions, the DoRD in post evidence reply clarified:-

"As per Para 22 of Schedule-1, MGNREGA, *"As far as practicable, works executed by the PIA shall be performed by using manual labour and no labour displacing machine shall be used"*. The basic objective of the MGNREGA is to give employment to unskilled labourer of rural areas. Therefore, it is not advisable to allow tractor for the works."

(ii) Revising scheme for those availing more than 100 days of wage employment.

2.59 It also came out before the Committee that in many States more than 100 days of employment is being given under MGNREGA and whether more than 100 days of employment can be given in terms of hectare, so that a worker can get regular employment. For instance a worker with two hectare can get 150 days of employment likewise a worker with 5 hectare can get 200 days of employment. This will reduce evaluation, increase accountability, optimal use of funds and create assets. In this connection, during Power-Point Presentation made in evidence, the Committee was informed that efforts are being made to identify the workers availing 100 days of employment for imparting skill development through Kaushal Vikas, RSETIs. Enquired about the idea floated above will serve the intended purpose, the DoRD in post evidence reply clarified:-

"As regards skilling of MGNREGA workers, the Ministry has launched a convergence initiative "Project Livelihoods in Full Employment -MGNREGA" wherein youth of MGNREGA households that have completed 100 days of work under MGNREGA have been surveyed regarding their willingness to be skilled. Based on the responses, States have been asked to prepare State Skilling Plan (SSP) for skilling these youth under DeenDayalUpdhyayaKaushalayaYojna/ Rural Self Employment training Institutes/ SRLM. SRLMs are also required to prepare household plan who opted for Livelihood upgradation. 20 State Skilling Plans have been approved by the Ministry and the skilling exercise has started."

(iii) Need for revising wage rates under MGNREGA

2.60 It came out before the Committee that areas of Maharashtra and adjoining Gujarat are developing areas and generally rural labour is scarce under MGNREGA to do work on MGNREGA rates. Thus, wage rates under MGNREGA be accordingly revised. Asked about the over-all policy of revision of wage rate under MGNREGA and whether there is a need for periodic revision for wage rates under MGNREGA for making the scheme workable, the DoRD in post evidence reply clarified:-

"Wage rates for workers under the Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA), 2005 are notified and revised annually by the Central Government in accordance with the provisions of section 6(1) of the Act. To ensure that the wages of workers under the MGNREGA are protected against inflation, the Central Government decided to index the MGNREGA wage rate with the Consumer Price Index for Agricultural Labour (CPI-AL). On January 14, 2011, the Ministry of Rural Development issued a Notification revising MGNREGA wage rates by linking in to the CPI-AL.

MGNREGA wages are revised in March, 2016 with effect from 1st April, 2016. The next revision is likely to take place in March 2017 to be effective from 1st April 2017."

(iv) Gender Budgeting under MGNREGA

2.61 During the course of examination, the Committee pointed out that there has been a sharp fall in programmes addressing gender budgeting and gender responsive governance from 91 in 2013-14 to 52 in 2014-15. Gender equality is one of India's biggest issues as per United Nations Development Programme and thus this fall might be a cause of concern. In reply thereto, the MoRD in a written note stated:-

"National Institute of Rural Development and Panchayat Raj (NIRD & PR) an apex institute of Rural Development under the Ministry of Rural Development, imparts training, Conducts Conferences, Seminars and Workshops for district, block, village level and senior level Development Managers, elected representatives, bankers, NGOs and other stake holders, including Training of Trainers (ToT)

Keeping in view the importance of integration of women in rural development, NIRD&PR organized 91 programmes on themes relating to gender budgeting and gender responsive governance during 2013-14 however, only 52 programmes could be organized due to focus on other flagship programmes of the Ministry.

It is brought to kind notice of the Committee that in addition to training programmes, keeping in view the importance of gender equity in

development, NIRD&PR has taken up a UN Women Sponsored project titled "Promoting Women's Political Leadership and Gender Responsive Governance in India and South Asia". The aim of the project is to create an enabling environment for women to become change agents in political decision making for promotion of gender equality. The project was supported by Ministry of Panchayati Raj, Government of India. It has been rolled out in the selected sixteen districts of the States of Andhra Pradesh, Karnataka, Madhya Pradesh, Odisha and Rajasthan. 12 training programmes were conducted under this project which included workshops and 'Training of Trainers'. 480 master trainers were trained. As an outcome of this project, a trainer's Manual and Module on "Promoting materials are being used by SIRDs and ETCs for capacity development of different stakeholders. Specialized capacity building programmes were initiated on new themes like gender mainstreaming in MGNREGS and other flagship programmes, women empowerment and livelihood for rural women.

Moreover, the observation of the Committee is noted and during the year 2015-16, more number of training programmes would be organized on gender budgeting and gender responsive governance."

II. Deen Dayal Antyodaya Yojana - National Rural Livelihood Mission (DAY-NRLM) & Deen Dayal Upadhyay Grameen Kaushalya Yojana (DDU- GKY)

(a) National Rural Livelihood Mission (DAY-NRLM)

3.1 NRLM was launched in June 2011 after restructuring *Swarnajayanthi Grameen Swarojgar Yojana* (S.G.S.Y). It was further restructured in May 2013, based on the experience of implementation in the first two years of the Mission. The objective of N.R.L.M is to organize all rural poor households of the country and continuously nurture and support them to access financial resources, knowledge and skills, build their asset base etc. and thus enable them to come out of abject poverty. The Mission seeks to reach out to 8 to 10 crore rural poor household by 2024-25. It has been designed on the basis of learning from implementation of rural development programmes during the last two decades in general and best practices from Southern States of Andhra Pradesh, Telangana and Kerala and Bihar. It is being implemented in Mission mode by special purpose vehicles (autonomous State Societies) with dedicated supports units at National, States, district and Block level using professional, social capital etc. Currently all the 30 States and UT of Puducherry are implementing it in 2920 Blocks across 349, district and the Mission is expected to enter all the Blocks during the next two years.

3.2 During the course of examination, when enquired whether unemployed rural households are really aware about this NRLM programme which is in implementation since 2011, the DoRD clarified:-

"NRLM is being implemented in a phased manner in all States. All the areas in which NRLM has entered the block and sub-block level staff along with community resource persons spread awareness about the programme through general meetings of the village people (aam sabhas) and also through the meetings of the Gram Sabhas. Under the NRLM regular workshops, training programmes and awareness generation programme are held. Regular field visits are also made in villages by Community Resource Persons, Staff and other stakeholders. They also create awareness for the rural poor regarding the different benefits available under the programme. The social capital created under NRLM in the form of SHGs also inform other rural poor regarding the benefits of the programme."

(i) **12th Plan (2012-17) & Annual Plans**
The Outlays vis-a-vis Expenditure

3.3 The DoRD has given the following figures:-

(Rs. in crore)

Year	Proposed outlay For 12 th Plan	Approved Outlay for 12 th Plan	Approved Outlay in Annual Plans	RE	Actuals Expenditure	Amount surrendered against RE
2012-13	3,915	3,915	3,915	2,600	2,195.39	04.81
2013-14	7,826	4,000	4,000	2,600	1,822.11	777.89
2014-15	11,247	5,950	4,000	1,186	2,102.69	83.31
2015-16	13,162	6,041	2,705	2,705	1634.69 (Upto 31.01.16)	-
2016-17	11,957	5,100	3,000	-		
Total	48,107	29,006	17,705			

3.4 The Committee pointed out that funds have been reduced for this prominent scheme that is being implemented under Mission mode and requires constant flow of funds right from proposed outlays to actual expenditure so far during current Plan. Asked how DoRD would implement the programme when they are not getting desired level of funds, the DoRD clarified:-

"In the initial period of programme implementation the requirement of funds was low as the actual fund flow happens after the social mobilisation and institution building is over and funds are started to be disbursed to the SHGs and their federations. Secondly, many States have recovered SGSY balances lying unutilized in the districts and blocks and they have been permitted to utilize the same under NRLM. The funding ratio under NRLM has been changed to 60: 40 from 75:25 from 2015-16. This will increase the total budget size of the States.

Since now all States are in a position to scale up faster and are in requirement of much higher order of funds, the Ministry is proposing to seek more funds at the time of RE 2016-17 under NRLM after assessing the requirement of States."

3.5 When further asked about how DoRD will manage with Rs.3000 crore during 2016-17 for meeting NRLM requirements, the DoRD submitted:-

"The change in funding pattern will increase the total availability of funds with the States. At RE stage more funds will be sought. The States are also putting some funds under NRLM apart from the funds allocated by the Centre. In some of the States there some State specific projects which are similar to NRLM and these specific projects are also facilitating the implementation of NRLM and in scaling up of the programme."

3.6 The Committee also enquired as to how NRLM will progress particularly when there is huge gap between RE and actual expenditure and some funds have been surrendered, the DoRD clarified:-

"The actual implementation of NRLM started from the year 2013-14 when all the States were transited to NRLM, therefore the expenditure in the beginning of the years was not up to the mark. It takes time for social mobilisation and institution building to happen before the capitalization of the SHGs and federations can take place. Due to these reasons and also because many States took inordinately long time to set up their state missions, the expenditure in the initial 2-3 years was low. The States have also utilized some available balances of SGSY.

During the current financial year till date most of the allocated funds have been utilized and by the end of March 2016 it seems to be that there will no surrender under the programme.

Now all the States have transited to NRLM the pace of implementation and coverage of beneficiaries will be more as compared to the previous years."

3.7 In this connection, the representative of DoRD (MoRD) during Power Point Presentation made in evidence further explained:-

“दीनदयाल अंत्योदय योजना में वर्ष दर वर्ष हमारा व्यय कम होता था, क्योंकि सोशल कैपिटल बनाने की प्रक्रिया में टाइम लगता था, इसलिए प्रारम्भिक वर्षों में जितना बजट मिलता था, उसका उपयोग हम नहीं कर पाते थे। केवल पचास प्रतिशत खर्च हो पाता था। 2015-16 में दो हजार पांच सौ करोड़ रुपये दिया गया था और यह पहला वर्ष होगा जब हम पूरी राशि का उपयोग कर पाएंगे, इसलिए इसको अगले वर्ष के लिए इसमें तीन हजार करोड़ रुपये का एलोकेशन किया गया है। 52 हजार ग्राम पंचायतों में 29 लाख सेल्फ हेल्प ग्रुप के माध्यम से हम तीन करोड़ लोगों तक इसका लाभ पहुंचा पाए हैं। पूर्व के वर्षों में बजट एलोकेशन होता था लेकिन आरई के स्टेज पर काट दिया जाता था।“

(ii) **Physical and Financial performance**

Year	No. of SHGs promoted under NRLM Fold		%	Reasons for Shortfall	No. of training of candidates		Reasons for shortfall
	Target	Achievement			Target	Trained	
2012-13	1.78 lakh	1.67 lakh	93.82	This was a transition year from SGSY to NRLM for a majority of the States. The States transiting to NRLM had to set up the necessary institutional structures for making the restructured scheme of NRLM fully operational. This being a time consuming process there was minor shortfall in the no. of SHGs covered for assistance.	2.12 lakh	2.18 lakh	There is no shortfall
2013-14	1.87 lakh	1.03 lakh	55.08	The shortfall in release is due to the unexpectedly long time taken by the States to transit from SGSY to NRLM after setting up necessary institutional structures such as State level Society, District Mission Management Unit and Block Mission Management Unit.	2.50 lakh	2.01 lakh	The minor shortfall was due to the process of revision of guidelines
2014-15	1.00 lakh	3.52 lakh	252	There is no shortfall.	2.10 lakh	86.120 lakh	The Shortfall was due to the process of revision of guidelines and revamping the programme from SGSY to DDU-GKY.
2015-16 (Upto 31.12.2015)	1.00 lakh	2.33 lakh	137	There is no shortfall.	1.78	1.90 lakh (Upto 31.12.2015)	There is no shortfall.
2016-17							

3.8 The Committee during the course of examination pointed out that reasons for shortfall in the area of promotion of SHGs are time taken from transition for SGSY to NRLM during 2012-13 and 2013-14, whereas in the area of training the DoRD has stated that during 2013-14, the shortfall was due to revision of guidelines and revamping of programmes. Further, DoRD has stated that 10-90 lakh SHGs are to be targeted under NRLM. Asked whether DoRD would be able to achieve the goal with above pace of promotion of SHGs, the DoRD submitted:-

"As mentioned above that the actual implementation of NRLM started from the year 2013-14 which is also visible from the physical progress given above. Till date about 26 Lakh SHGs have been formed. As per the target given under NRLM about 80-90 lakh SHG are to be formed by 2024-25. Approximately 60

lakh SHGs more are to be formed in 8 years. The targets are expected to be achieved, subject to sufficient resources being made available over next few years. For livelihoods it is also submitted that 34 lakh women farmers have also been assisted under MKSP."

3.9 The Committee further enquired in what way the revamping/revision of Guidelines affected its implementation during 2015-16, the DoRD clarified:-

"The last set of amendments has been approved by the cabinet in December, 2015. The amendments made will help in better targeting and tracking of the beneficiaries under NRLM, enable provisioning of more budget under DDU-GKY, provide more flexibility in fund allocation to the NE states and enable the states to engage required professional manpower for better implementation of the programme. Also the scheme for additional 3% interest subvention for prompt repayments will be extended to 250 districts as against the present 150 districts."

3.10 In this connection, during the Power Point Presentation made in evidence, the Representative of DoRD (MoRD) explained:-

“दीनदयाल अंत्योदय योजना के तहत हम लोगों को बैंक लिकेज दे रहे हैं और Rs. 19000 करोड़ का अब तक बैंक लिकेज मिल चुका है। तेलंगाना, आंध्र प्रदेश, तमिलनाडु और केरल में 84 परसेंट क्रेडिट लिकेज था। झारखण्ड, छत्तीसगढ़, मध्य प्रदेश, बिहार, जिन राज्यों में सेल्फ हेल्प ग्रुप स्टेबल हुए हैं, उन्हें रिवालिग फण्ड दिया गया है। कम्युनिटी फण्ड दिया गया है, इसके बाद उनके बैंक लिकेज का काम अब चल रहा है। उत्तर प्रदेश में इस काम को अभी बढ़ाना है, क्योंकि यहां कवरेज अभी कम है। मात्र तीन प्रतिशत हाउसहोल्ड ही सेल्फ हेल्प ग्रुप के माध्यम से कवर्ड हैं। उत्तराखंड में हमारा आच्छादन अभी कम है। हमारी इस कार्यक्रम में कोशिश है कि जो बैंक लिकेज रूरल सैल्फ ट्रेनिंग इंस्टीट्यूट्स के साथ है ताकि सैल्फ एम्प्लायमेंट के लिए हम ट्रेनिंग के बाद बैंक के माध्यम से उन्हें ऋण दिला सकें, इस पर हमारा जोर है और डिपार्टमेंट आफ फाइनेंशियल सर्विसेज के साथ मिलकर RSETI में नॉन फार्म सेक्टर में ट्रेनिंग करते हैं, उन्हें प्राथमिकता पर मुद्रा लोन दिया जाए, इस संबंध में भी डिपार्टमेंट आफ फाइनेंशियल सर्विसेज से हमने कोर्डिनेट किया है और हम लोगों की वार्षिक योजना जो राज्यों से बनकर आई है, पहली बार हमने राज्यों से कहा था कि एक स्टेट रूरल डेवलपमेंट प्लान सब्मिट करें।“

(iii) **Challenges and Constraints**

3.11 Bringing out challenges in NRLM, the Committee during the course of examination, pointed out that the DoRD has raised the issue of essentiality of adequacy of professionals of State, District and Block level in the form of SMMUs, DMMUs and BMMUs and availability of Social Capital in the form of an experienced and trained community resources. The DoRD has also stated that significant variations in positioning of professional staff in turn has affected the over-all quality of NRLM and development of Social Capital of required quality is a time consuming process. States which are implementing Externally Aided Projects and with large number of NGOs

have an advantage. The other States have to go through a long process for building required Social Capital. However, 16 States have now instituted the system for the generation of internal CRPs (excluding pre-NRLM States of AP, TS, and KER) and therefore are poised to expand the geographical coverage. Asked how DoRD would grapple with the problem of inadequate professionals and availability of trained manpower in different States/UTs with prevailing variations, the DoRD clarified:-

"Now all the States have transited to NRLM and have set up Implementation Structures at different level. It is true that full complement of professional required for the programme have not been placed by some of the states. However, the Ministry has identified 6 National Resource Organizations (NRO) (The state rural livelihoods missions of states of AP, Bihar, Telangana , Tamil Nadu, Kerala are NROs under NRLM in addition to an NRO cell in NIRD Hyderabad) for facilitating the states in creation of social capital in the states. At present about 70,000 of Community Resource Persons (CRPs) and 3.67 lakh of book keepers have been created under the programme. Apart from that there are about 10,000 bank Sakhis and 17,400 Livelihoods CRPs which are facilitating in implementation of the programme."

3.12 The Committee also wanted to know by when the remaining States will start their work in the area of availability of Social Capital, DoRD clarified:-

"Except the States of Goa, Sikkim, Arunachal Pradesh and Manipur, the Social Capital has been generated in all other states. From this financial year the remaining States will also start generating their social capital for programme expansion."

3.13 The Committee further enquired how DoRD is ensuring that genuine NGOs are involved in developing Social Capital, the DoRD clarified:-

"The Ministry has prepared very comprehensive guidelines for having partnership with NGO or Community Based Organization (CBOs). The Guidelines have been prepared to ensure that genuine NGOs are involved in developing Social Capital."

(iv) Initiatives Taken

3.14 Detailing out steps taken for implementation of NRLM, the DoRD has *inter-alia* stated about use of SECC data for identification of deprived and vulnerable households for mobilisation into SHGs, creation of dedicated fund for deepening Financial Inclusion, launching of Intensive Participatory Planning Exercise II (IPPE II) in 967 NRLM Blocks for convergence with MGNREGA, IAY, DDU-GKY, NSAP, approval of proposal of 17 States for 'Start-up' etc. Asked whether the grass-root workers are aware about these steps taken for NRLM, DoRD stated:-

"The States are informed regularly about the proposed strategies/steps which Ministry initiates under the NRLM. Workshops, training programmes and awareness generation programme are also held in this regard to make the grass root workers aware of all new initiatives, as and when they are approved. Detailed advisories are issued to states which are disseminated among all functionaries by the State Missions through various methods."

3.15 The Committee also enquired whether the dedicated fund created for deepening Financial Inclusion has been operationalised, the DoRD clarified:-

"Under dedicated funds for Financial Inclusion, proposals have been received from the several states. The proposals have been scrutinized and 15 proposals have been approved by the Ministry for implementation and funds are being released to the States for the same."

3.16 The Committee further wanted to know in what way convergence of NRLM with other schemes like MGNREGA, IAY etc. will be achieved with involvement of PRIs, the DoRD clarified:-

"A participatory exercise was carried out in 2015 in convergence with MGNREGA, in about 2567 blocks, identified as most backward blocks in the country. Information on the livelihoods requirements of the SHG members and particularly their requirement of livelihoods assets from MGNREGA was collected. All states are now including these requirements in their labour budgets for 2016-17. Under LIFE Project of MGNREGA a survey was conducted among the rural households that had completed 100 days of manual labour under MGNREGA to get information about the skilling support required by these households. All those who showed interest in skilling for wage employment are proposed to be covered under DDU-GKY, all those who want skilling for self employment will be trained through RSETIs and all those who want upgradation of their present livelihoods would be supported under NRLM. All States have prepared plans for covering the surveyed households accordingly."

3.17 The Committee also enquired about which are the 17 States that have approved proposals for 'Start-Up' Programme, the DoRD stated:-

"46 blocks in 16 States have been approved for SVEP implementation till Feb 16 2016. The states are - Andhra Pradesh, Bihar, Chhattisgarh Gujarat, Haryana, J&K, Jharkhand, Kerala, Madhya Pradesh, Maharashtra, Nagaland, Odisha, Rajasthan, Telangana, Uttar Pradesh and West Bengal."

3.18 The Committee also asked about which are the remaining States, which are lagging behind, the DoRD stated:-

"The other States have so far not shown their interest in implementation of SVEP. The DoRD is open to receiving proposals from all States."

(v) Monitoring

3.19 During the course of examination, the Committee pointed out that for impact evaluation of NRLM, the DoRD has stated about progress made in different States as shown below:-

- i. Baseline study has been completed in the States of Bihar, Jharkhand, Rajasthan, Maharashtra and West Bengal. The final reports from these State Missions are expected to be submitted by end of Feb'16. Draft baseline reports have been prepared in the the States of Assam, Chhattisgarh, Madhya Pradesh, and Haryana. The survey has been completed and the data entry initiated in the States of Karnataka and Uttar Pradesh. These State Missions are expected to submit the final report by Mar'16. The States of Tamil Nadu, Uttar Pradesh, and Odisha are in the process of hiring Baseline Survey Agency.
- ii. Process monitoring is in progress in the States of Bihar, Chhattisgarh, Odisha, Madhya Pradesh, Maharashtra while the procurement for the same has been initiated in Assam, Gujarat, Jharkhand, Karnataka, Maharashtra and Rajasthan, Uttar Pradesh, Tamil Nadu and West Bengal.

3.20 Asked whether DoRD has received final reports from Bihar, Jharkhand, Rajasthan, Maharashtra and West Bengal, the DoRD clarified:-

"The final reports have been received from Bihar and Rajasthan. The draft reports submitted by Jharkhand and West Bengal have been examined and approved by National Mission Management Unit. The State Missions are in the process of approving it and releasing the final payments to the baseline agencies. NMMU has made some comments on the draft report submitted by Maharashtra, the State Mission has been requested to make suitable changes and resubmit the report."

3.21 Asked further that whether final reports on data entry work from State Missions of Karnataka and Uttar Pradesh have been submitted, the DoRD clarified:-

"The dataset has been shared by the state with MoRD"

3.22 The Committee also enquired the progress & work done in respect of other States, the DoRD gave the following details:-

Sl.No.	Progress Made	States
(i)	Final report submitted	Haryana
(ii)	Draft final baseline survey reports submitted (currently being examined)	Madhya Pradesh, Chhattisgarh
(iii)	Draft final baseline survey reports submitted to the State Mission	Assam
(iv)	Completed survey and commenced Draft Report preparation	Karnataka
(v)	Survey In Progress	Gujarat, Odisha, Uttar Pradesh, Tamil Nadu

(vi) Over-all Preparedness for NRLM

3.23 The DoRD has *inter-alia* stated that NRLM is designed to be implemented in a phased manner over a period of 10 years. By 2017-18, the Mission is expected to commence activities in all Districts and Blocks in the country. Thereafter, in about 2 years, the Mission is expected to saturate mobilization of all eligible households into the SHG network. By 2024-25, the Mission is expected to significantly impact the livelihoods of all poor households.

3.24 Enquired as to how the over-all preparedness on NRLM will be estimated particularly when half the time of its phased implementation is nearing to end, the DoRD clarified:-

"All States are generating sufficient social capital in terms of community resource persons for various kinds of activities under NRLM. A large number of quality and experienced manpower is also now available in the states. This will enable the programme to expand rapidly subject to sufficient resources being made available over the next few years. As mentioned above that by 2024-25 the targets of NRLM are expected to be achieved."

(b) National Rural Livelihood Mission (NRLM) - Deen Dayal Upadhyay Grameen Kaushalya Yojana (NRLM - DDU-GKY)

3.25 With an ambitious agenda to benchmark wage placement-linked programs to global standards, Ministry of Rural Development (MoRD) revamped the Placement linked skill development program under National Rural Livelihood Mission as Deen Dayal Upadhyaya Grameen Kaushalya Yojana (DDU-GKY) on the 25th September, 2014. In doing so the Ministry has used its knowledge gained over 15 years of experience in implementing skill training programs. DDU-GKY is a nationwide placement linked skill training program funded by the Ministry of Rural Development (MoRD), Government of India (GOI). DDU-GKY is a critical component of the National Skill Development Policy with a unique focus on the rural poor youth. It has evolved out of a need to diversify incomes of the rural poor and to cater to the occupational aspirations of rural youth. The skilling courses are undertaken by Project Implementing Agency (PIA) in a PPP mode. It is mandatory for every PIA to give placement to 75% of the trained candidates. DDU-GKY projects are funded by Central and State Government in the ratio of 60:40 in all States, excepting North-East states and Himalayan states where the funding ratio is 90:10. DDU-GKY aims to contribute to the Prime Minister's 'Make in India' campaign to position India as the globally preferred manufacturing hub, while dovetailing its efforts to significantly contribute in other flagship programs of the nation.

(a) Salient features

3.26 During the course of examination, the DoRD has detailed out the following features of NRLM-DDU-GKY:-

- (i) A skilling and placement-program for jobs in the formal sector for rural youth of poor families in the age group of 15 to 35, in general, with a minimum remuneration guarantee of Rs. 6000 per month.
- (ii) Projects implemented through Project Implementation Agencies (PIA) from the Private and voluntary sectors.
- (iii) Focus on Social, Economic and Regional inclusion (SC/ST-50%; Minorities-15%; Women-33%)
- (iv) Against the 12th Five Year Plan target of skill training 10.50 lakhs candidates, a total of 7.20 lakhs candidates have been trained (as on 31 January, 2016).

3.27 During Power Point Presentation made in evidence, the representative of the DoRD (MoRD) while explaining the features of the scheme stated:-

“जहां तक दीनदयाल उपाध्याय ग्रामीण कौशल योजना जो आजीविका स्किल के नाम से पहले जानी जाती थी और जिसकी गाइड लाइंस में परिवर्तन किया गया कि यह प्लेसमेंट बेस्ड वेज इम्प्लायमेंट कार्यक्रम है, जिसके अंतर्गत प्रोग्राम इम्प्लिमेंटेशन एजेंसीज होती हैं, जिनका चयन राज्य स्तर पर या केंद्र स्तर पर किया जाता है, प्रोग्राम इम्प्लिमेंटेशन एजेंसी को प्लेसमेंट बेस्ड वेज इम्प्लायमेंट प्रोवाइड करना है जिसमें यह कंडिशन होती है कि जो 75 परसेंट ट्रेनिंग प्राप्त करेंगे उनके प्लेसमेंट होने पर ही प्रोजेक्ट इम्प्लिमेंटेशन एजेंसी का पूरा भुगतान होगा। यह प्रक्रिया स्किल मिनिस्ट्री द्वारा जो नई योजना घोषित की गई है, उसमें भी 70 प्रतिशत रखा गया है। दीनदयाल उपाध्याय ग्रामीण कौशल योजना में विशेष रूप से 75 परसेंट प्लेसमेंट पर ही प्रोजेक्ट इम्प्लिमेंटेशन एजेंसी के पूर्ण भुगतान की व्यवस्था है।”

3.28 On the issue of implementation of DDU-GKY scheme with MGNREGA, the witness stated:-

“हम लोगों की कोशिश है कि राज्यों द्वारा ही इसमें नेतृत्व लिया जाए। जब प्रारम्भ किया गया था तो अधिकांश राज्यों में केंद्र स्तर पर ही प्रोजेक्ट इम्प्लिमेंटेशन एजेंसी चयनित करके दी जाती थी। अब हमारी कोशिश है कि राज्य स्तर पर ही एक्शन प्लान बनाया जाए। इसके लिए बहुत डिटेल में स्टैंडर्ड ओपरेटिंग प्रोसिजर बनाए गए हैं कि ट्रेनिंग सेंटर में न्यूनतम स्टैंडर्ड क्या होने चाहिए, ट्रेनर्स किस प्रकार के होने चाहिए और इसी के अनुरूप राज्यों के माध्यम से इस कार्यक्रम को आगे बढ़ाया जा सके।”

3.29 Outlining constraints in implementation, the witness added:-

“एक बाधा उसमें थी कि हमारे पास प्रबंधन कॉस्ट थोड़ी कम थी। जब दिसम्बर, 2015 में कैबिनेट का अनुमोदन दीनदयाल अंत्योदय योजना का लिया था, तो हम लोगों ने मैनेजमेंट कॉस्ट बढ़ाई थी ताकि राज्य सरकारें अपने स्तर पर स्किल के प्रोफेशनल्स को अपनी टीम में रख सकें जिससे कि राज्य स्तर से ही कार्यक्रम स्टैंडर्ड ओपरेटिंग प्रोसिजर के आधार पर आगे बढ़े।”

(b) Revamping Initiatives

3.30 During the course of examination, the DoRD has explained the following initiatives taken for revamping programme management:-

- (i) DDU-GKY revamped to build capacity of rural poor youth to address the needs of domestic and global skill requirements.
- (ii) Focus of DDU-GKY on employer-led projects - champion and captive employers partnered in programme include Cafe Coffee Day Global, Apollo Medskills, Shivashakthi Biotechnologies Ltd. and Manpower Group India.
- (iii) Standard operating Procedures for Quality processes in implementation and monitoring of DDU-GKY notified.
- (iv) Online module eSOP for Training and certification of all stakeholders on Standard Operating Procedures launched.
- (v) Training of Trainers (ToT) commenced with certification for quality training outcomes (in five States)
- (vi) Online transparent IT based module for fresh project application and appraisal for DDU-GKY projects launched.

- (vii) Online fund release and monitoring system (PFMS) strengthened and being implemented for DDU-GKY to track transfer of funds/ benefits to the beneficiaries.
- (viii) Convergence of DDU-GKY implemented with Project LIFE (MGNREGS), and Sagar Mala project (Ministry of Shipping)

III. Pradhan Mantri Gram Sadak Yojana (PMGSY)

4.1 Pradhan Mantri Gram Sadak Yojana (PMGSY) is a Centrally Sponsored Scheme with the objective to provide all-weather road connectivity to all eligible unconnected habitations, existing in the Core Network, in rural areas of country. The programme envisages connecting all eligible unconnected habitations with a population of 500 persons and above (as per 2001 Census) in plain areas and 250 persons and above (as per 2001 Census) in Special Category States (Arunachal Pradesh, Assam, Manipur, Meghalaya, Mizoram, Nagaland, Sikkim, Tripura Himachal Pradesh, Jammu & Kashmir and Uttrakhand), Tribal (Schedule-V) areas, the Desert Areas (as identified in Desert Development. Programme) and in Selected Tribal and Backward Districts (as identified by the Ministry of Home Affairs/Planning Commission). The PMGSY permits upgradation (to prescribed standards) of existing rural roads in districts where all the eligible habitations of the designated population size have been provided all weather road connectivity. For most intensive IAP blocks as identified by the Ministry of Home Affairs the unconnected habitations with population 100 and above (as per 2001 census) would be eligible to be covered under PMGSY.

(i) Workdone

4.2 During the course of examination, the Committee asked how far PMGSY has succeeded in achieving rural connectivity after fifteen years of implementation, the DoRD in a written note stated:-

"PMGSY has a target to connect 1,71,184 number of habitations against which 1,45,041 habitations have been cleared (sanctioned) by the Ministry and 1,15,175 habitations have been connected by the States upto Feb., 2016 which shows 65% achievement since inception of PMGSY."

4.3 It also came out during the course of examination of the DFG (2015-16) that the DoRD stated that the target was to provide connectivity to all habitations with a population of 500 or more more by 2019. The Committee enquired whether DoRD would be able to provide road connectivity by 2019 to all habitations with a population of 500 or more so, the DoRD clarified:-

"Under the category of 500+ habitation, 73,645 number of eligible habitations are to be connected, out of this 46,538 habitations have been connected. The States are also in the process of reconciliation of habitation data (Since some of these habitations have also been connected by the States using financial resources other than PMGSY i.e. BRGF, NABARD funds, State budget etc)."

4.4 In this connection, during Power Point Presentation made in evidence, the representative of DoRD (MoRD) added:-

“प्रधानमंत्री ग्राम सड़क योजना में सरकार ने यह निर्णय लिया है कि वर्ष 2019 तक सभी चयनित बसावटों को कनेक्ट किया जाए।“

4.5 The witness further stated:-

“इस साल का हैबिटेशन कवरेज अपेक्षाकृत पहले ओरिजिनल टारगेट 8500 का था, जिसे कि सैकेंड सप्लीमेंटरी में बढ़ाकर 10177 किया गया है और हमारा प्रयास है कि 6538 अभी कनेक्ट हो पाए हैं। सैकेंड और थर्ड क्वार्टर में क्योंकि बरसात के मौसम में थोड़ा स्लो डाउन होता है लेकिन हमें उम्मीद है कि हम इसे और आगे ले जा पाएंगे। चूंकि टारगेट को सेकिण्ड सप्लीमेंटरी के बाद मोडिफाई किया गया है, लेकिन वर्ष 2019 तक 95 से 100 प्रतिशत तक पहुंच पाएंगे यदि 27 हजार करोड़ रुपये के अनुदान का हम सही उपयोग करें।“

(ii) 12th Five Year Plan (2012-17) outlay and utilisation upto 2015-16

4.6 Physical and Financial Performance under PMGSY so far during Twelfth Plan is as under:-

Financial Performance**Physical Performance**

Year	Rs. in crore							
	Target		Achievement		Habitations in Nos.		Length in KM	
	BE	RE	Releases to States	Expenditure (as reported by States)	Target	Achievement	Target	Achievement
2012-13	24,000	24,000	8,885*	8,387	4,000	6,864	30,000	24,161
2013-14	21,700	9,700*	(5360+3050)	13,095	3,500	6,560	27,000@@	25,316
2014-15	14,391		14,200	16,538	4,688	10,830	21,775	36,337
2015-16	14,291		18,291	13,189.41@	10,177	5,903	33,649	25,709
2016-17	19,000				8,500		25,000	

*Excludes Rs. 3050 crore a interest accrued by States since inception of PMGSY upto 31.03.2013

**Included 50 Km road lengths for UTs

@ upto 31.01.2016

@@Excluding Rs. 10 crore for UTs (with & without legislatures)

4.7 The Committee during the course of examination pointed out that during the three years 2014-15, 2015-16 and 2016-17 there was a reduction of funds between funds allocated by Planning Commission and funds at BE level. Enquired about the reasons in this regard and whether not getting plan outlays as recommended by the Planning Commission during last three years of the current Five Year Plan has left the PMGSY fund starved scheme, the DoRD clarified:-

"During the year 2013-14, the budget of PMGSY was reduced from a BE of Rs 21,700 crore to Rs.9,700 crore at RE stage. In addition, the Ministry of Finance permitted the States were allowed to utilize accumulated interest amounting to Rs 3,050 crore in order to complete pending/ongoing road works. During the year 2014-15 also, the budget of PMGSY was reduced to Rs.14,200 crore at RE stage. Hence, the Ministry actively explored all possibilities in consultation with Ministry of Finance to enhance the budgetary allocation of PMGSY. As a result of which PMGSY was allocated sufficient funds during 2015-16 i.e. Rs.18,291 crore (including Rs.1,000 crore as 1st Supplementary Grant and Rs.3,000 crore as 2nd Supplementary Grant). Because of the changed funding pattern, States would have sufficient funds to complete balance/ongoing projects of PMGSY during the year 2015-16 and the years to follow."

4.8 During the course of examination the Committee also drew the attention of DoRD that reasons for reduction of outlays during 2013-14 and 2014-15 have been

non-utilisation of Rs. 4761 crore as on 01.04.2013 and interest accrued thereon of Rs. 3050 crore since inception of PMGSY and non-utilisation of Rs. 4000 crore earmarked under PMGSY II due to procedural delays in not getting sanctions and awarding these works. The Committee also enquired whether it is not a reflection on over-all project planning and implementation on the part of State Governments which are leading to reduction in outlays/getting the PMGSY II delayed unnecessarily, the DoRD submitted:-

"Since, PMGSY was facing acute paucity of funds during the year 2013-14 & 2014-15, very few fresh projects were sanctioned during the year 2014-15. Proposals of the value of Rs.5,184.97 crore were cleared by the Ministry, against which Rs.1,158 crore have already been already been released to the States and a road length of 4,537 Km has already been reported to be completed by the States under PMGSY-II.

Moreover, from the year 2015-16 onwards, with the improvement in fund availability, the fresh proposals have been sanctioned to the States, valued at Rs.1,950 crore (including Rs.867.86 crore for PMGSY-II)."

4.9 In Power Point Presentation made in evidence, the representative of DoRD (MoRD) also explained:-

“प्रधानमंत्री ग्राम सड़क योजना के अंदर 40 प्रतिशत राज्य सरकार और 60 प्रतिशत केंद्र सरकार को देना होता है, इसके लिए केन्द्रीय बजट में 19 हजार करोड़ रुपये का प्रावधान किया गया है। इसमें राज्यों के अंशदान को जोड़ लें तो यह वर्ष 2016-17 में यह राशि करीब 27 हजार करोड़ होगी।“

4.10 He further explained:-

“जहां तक प्रधानमंत्री ग्रामीण सड़क योजना का प्रश्न है, माननीय सांसदों ने पूर्व में भी जब बैठकें हुई थीं, राज्यों में समीक्षा बैठके हुई हैं, यह बात सामने आई थी कि साधनों का अभाव था जिसके कारण नए प्रस्तावों को नहीं लिया जा सका था। सैकेंड सप्लीमेंटरी में इस वर्ष हम लोगों को अतिरिक्त धनराशि दी गई। वर्ष 2016-17 में भी 19 हजार का आवंटन किया गया है। जैसा मैंने बताया कि राज्यों को भी 60-40 के अनुपात में देना है, पहाड़ी क्षेत्रों में या नार्थ-ईस्टर्न क्षेत्रों में 90-10 का अनुपात है कुल मिलाकर 27 हजार करोड़ राशि इन योजनाओं को टेक-अप करने के लिए होगी। सरकार का स्पष्ट निर्देश है कि अभी हमारा कवरेज 65 परसेंट है बिटेशन तक पहुंचा है जो पूर्व में कोर नेटवर्क वर्ष 2001 की जनगणना के आधार पर था, हमें वर्ष 2019 तक करीब 65 हजार और बसावट है जिनकी कनेक्टिविटी करनी है और एक लाख तीस हजार किलोमीटर से ज्यादा की सड़क बनानी है। हम लोगों ने देखा कि जब सैकेंड सप्लीमेंटरी के बाद साधन मिले हैं तब राज्यों के काम में थोड़ी तेजी आई है और जनवरी तथा फरवरी के महीने में औसत करीब 120-125 किलोमीटर सड़क बना पा रहे थे। अगर हमें वर्ष 2019 तक इस काम को पूरा करना है और जैसा कि सरकार ने विशेष रूप से तीन साल की कार्य योजना का अनुमोदन भी किया है। इसी परिस्थिति में हमें प्रतिदिन करीब 170-175 किलोमीटर सड़क का निर्माण करना पड़ेगा तब कहीं हम वर्ष 2019 में अपने लक्ष्य को प्राप्त कर पाएंगे। मैं कहना चाहूंगा कि वर्ष 2009-10 में करीब 150 किलोमीटर प्रतिदिन की रफ्तार तक प्रधानमंत्री ग्रामीण सड़क योजना के तहत पहुंच पाए थे। हम लोगों को यह विश्वास है कि यदि पूरी तैयारी के साथ सभी राज्यों में इसे किया, सात राज्य हैं जहां अनकनेक्टिड हैबिटेशंस एज़ पर ओरिजिनल मानक के हिसाब से उसकी संख्या

ज्यादा है। उन राज्यों का विशेष अनुसरण करने की आवश्यकता पड़ेगी लेकिन हम लोगों का मानना है कि यदि हम इसे तेजी से करा पाएं तो 55 से 100 प्रतिशत तक कनेक्टिविटी वर्ष 2019 तक कर पाएंगे।”

(iii) Total requirement of funds

4.11 Asked about the actual demand for PMGSY works during 12th Plan, the DoRD gave the following details:-

The budgetary provisions for PMGSY during 12th Five Year Plan are as follows:

Budget Allocation during 12 th Five Year Plan					(Rs in crore)			
Financial year	Recom - ended by Working Group on Rural Roads	Projection by Planning Commission	GBS allocation worked out by Planning Commission	Total Allocation (Rs. in crore)	Value of Proposal sanctioned	Annual Allocation (BE)	Annual Allocation (RE)	Expenditure incurred as reported by the States
1	2	3	4	5	6	7	8	9
2012-13	2,03,000	1,73,225	24,000	10,000	26,446.13	24,000	8885	8,386.75
2013-14			20,000	17,000	28,328.12	21,700	9700*	13,095
2014-15			22,000	22,000	2,017	14,391	14,200	16,538
2015-16			26,000	26,000	00	14,291	18,291	Rs. 13,263 crore (upto Feb., 2016)
2016-17			32,000	30,000		19000		
Total	2,03,000	1,73,225	1,24,000	1,05,000		93, 382	51, 076	

*excluding Rs. 3,050 crore interest accrued on programme funds available with the States.

The erstwhile Planning Commission had recommended GBS of Rs. 1, 24,000 crore (further restricted to Rs. 1,05,000 crore) for the Scheme during 12th Five Year Plan (FYP). Against this restricted recommendations, only Rs. 51, 076 crores (48.6%) have been allocated during the first four year of FYP."

(iv) Total Liabilities

4.12 Asked about total liabilities under PMGSY as on 01.03.2016, the DoRD gave the following details:-

(Rs in crore)

S.No	VoP cleared	Total released to States till 29 th Feb, 2016	NABARD loan liability			Total liabilities/ funds required as on 01.03.2016 [Col (2-3)+6]
			Principal amount	Interest accrued	Total	
1.	2	3	4	5	6	7
1.	180269.32	134084.76	1300	67.93	1367.93	47552.49

4.13 The Committee further enquired in what way the amount received from Supplementary Grants would help the DoRD to tide over the requirement of funds, the DoRD clarified:-

"During the year 2015-16, PMGSY was allocated Rs.14, 291 crore at Budget Estimate Stage, out of which Rs. 10,100 crore was available for release to the States (after deducting committed liabilities of PMGSY). This allocation was subsequently enhanced to Rs. 18,291 crore in two installments till Revised Estimate Stage. Now, the funds that are available for release to States have increased to Rs. 15175.71 crore, break-up of which is as follows:

(Rs. in crore)

Item	Funds
Funds available for release till B.E.	10,100
1 st Batch of Supplementary Demand for Grants	1,000
2 nd Batch of Supplementary Demand for Grants	3,000
Funds Re-appropriated from Central to State Plan	1,075.71*
Total	15,175.71

From the year 2015-16 onwards, the fund sharing pattern of PMGSY is 60:40 for normal States & 90:10 for NE & 3 Himalayan States. As per the new fund sharing pattern, States are in the process of releasing their matching State share. Accordingly, States would have sufficient funds for completion of ongoing & pending projects of PMGSY.

As a result of higher budget availability and enhanced annual allocation of funds for states, more funds have been released to the States during the current financial year for completion of all the pending and ongoing works under PMGSY. Out of Rs 15, 175.71 crore, Rs. 14,386 crore has so far been released to the States, which is 95% of available funds, earmarked for release to the States....."

(v) Pending Projects

4.14 In this connection, the Committee recalled that issue of inadequacy of funds for PMGSY came up before the Committee in a big way while examining last year's Demands For Grants (2015-16) of DoRD wherein the DoRD had apprised that road-works worth Rs. 57,206 crore are pending and BE (2015-16) of Rs. 14291 crore was grossly inadequate. Asked about the State-wise break up of Rs. 57,206 crore PMGSY projects and the extent to which these have been delayed, the DoRD clarified:-

"As per the report furnished by the State Government for Monthly Progress Report (MPR) of February, 2016, projects of worth Rs 41,144.60 crore are pending at various stages, with the State Government. The State wise breakup is as under:-

Statement showing Total Value of works cleared, total expenditure incurred by States and value of balance work pending with States as on 29th February, 2016				
(Rs in crore)				
Sl. No.	State(s)	Total Value cleared (Central /State Share)	Total exp	Pending values
1	Andhra Pradesh	4027.09	3047.93	979.16
2	Arunachal Pradesh	3750.96	2350.65	1400.31
3	Assam	10204.46	9021.13	1183.33
4	Bihar	25978.00	23478.00	2500.00
5	Chhattisgarh	8483.10	7305.78	1177.33
6	Goa	9.72	5.32	4.40
7	Gujarat	3482.80	3121.88	360.92
8	Haryana	2429.58	2078.65	350.93
9	Himachal Pradesh	2760.72	2351.03	409.69
10	Jammu & Kashmir	5264.17	3232.92	2031.25
11	Jharkhand	6694.65	4201.05	2493.60
12	Karnataka	4335.34	4234.73	100.62
13	Kerala	1516.60	1079.14	437.46
14	Madhya Pradesh	20103.50	16562.17	3541.33
15	Maharashtra	8271.51	6314.72	1956.79
16	Manipur	2344.72	1303.73	1041.00

17	Meghalaya	1114.84	475.93	638.92
18	Mizoram	973.11	727.04	246.08
19	Nagaland	732.73	624.72	108.01
20	Odisha	17819.91	14578.19	3241.72
21	Punjab	2789.63	2382.15	407.48
22	Rajasthan	12125.18	10337.14	1788.04
23	Sikkim	1212.68	872.32	340.36
24	Tamil Nadu	3508.83	2870.25	638.58
25	Telangana	2725.14	2050.23	674.91
26	Tripura	3009.98	2250.78	759.20
27	Uttar Pradesh	14876.43	12316.58	2559.85
28	Uttarakhand	3007.19	2244.58	762.61
29	West Bengal	11069.17	7935.83	3133.34
	Total State(s):	184622.04	143477.40	41144.64

4.15 The DoRD added:-

"Due to paucity of funds during the year 2014-15 adequate funds could not be released to State Governments, this in turn led to demobilization of men, materials and machinery by Contracting agencies and leading to slow execution of PMGSY works by the Project Implementation Units (PIUs)."

The Budget Allocation of PMGSY for the Financial Year 2015-16 was Rs.14, 291 crore and after deducting committed liabilities, the effective availability of funds for release to the States for implementation of the programme was Rs.10, 100 crore only. Ministry was in active consultation with Ministry of Finance to further enhance this allocation during 2015-16 for smooth implementation of PMGSY. As a result, the budget allocation of PMGSY has been enhanced at the stage of Revised Estimate (R.E.) to Rs. 18, 291 crore during financial year 2015-16, of which Rs. 15, 175.71 crore is available for release to the States for implementation of the programme. As a result of enhanced budget availability, the annual financial allocation of States as well as their annual physical targets have been enhanced progressively in tune with the requirement of States vis-a-vis performance of the State Governments.

(vi) Implementation Constraints

4.16 During the course of examination the DoRD has attributed the following reasons for shortfall:-

- (i) Substantial short fall in financial allocation to the programme *vis-à-vis* the approved outlay.
- (ii) Inadequate institutional capacity in some of the States.
- (iii) Limited contracting capacity in some States.
- (iv) Non availability of sufficient qualified technical personnel including engineers and with the contractors.
- (v) Limited working season and adverse climate conditions in some States.
- (vi) Unfavorable weather conditions i.e. very long rainy seasons/flood.
- (vii) In some instances, non-availability of construction materials within the States.

4.17 The Committee enquired about the States facing the problem of inadequate institutional capacity and limited contracting capacity, limited working season and adverse climate conditions together with States facing instances of non-availability of construction method within the States, the DoRD clarified as under:-

"Rural Roads' is a State subject and PMGSY is a onetime special intervention of Government of India to improve rural infrastructure through construction of roads. The responsibility of timely completion of these roads lies with the State Governments.

Most of the States implementing PMGSY have substantially augmented the execution capacity and contracting capacity for effective execution of PMGSY works. However, some States, particularly in the region affected by LWE violence like Bihar, Jharkhand, Odisha, Chhattisgarh, Madhya Pradesh; hill States of Jammu & Kashmir, Uttarakhand & Himachal Pradesh; and North-Eastern States of Sikkim, Assam, Arunachal Pradesh, Manipur, Mizoram, Meghalaya, Tripura and Nagaland are still facing some constraints in their execution capacities and contracting capacities due to Law and order problem, difficult Hilly Terrain, unfavorable weather condition i.e. less working seasons and non-availability of materials."

(vii) Steps taken

4.18 For effective implementation of PMGSY in hill States, special category States and in Left Wing Violence affected districts (82 Selected Tribal and Backward Districts under Integrated Action Plan (IAP) as identified by the Ministry of Home Affairs/Planning Commission), the criteria under PMGSY has been relaxed to connect eligible unconnected habitations with population 250 and above in rural areas as per 2001 census as against the population of 500 in other areas. For Most intensive IAP blocks as identified by Ministry of Home Affairs the unconnected habitations with population 100 and above (as per 2001 Census) would be eligible to be covered under PMGSY. Special dispensation has been given to IAP States in awarding of PMGSY works with non-responsive tenders in selected IAP districts.

4.19 State Governments are advised through various Regional Review meetings & Empowered Committee meetings to take suitable necessary action to strengthen execution capacity & contracting Capacity for expediting timely completion of road works under PMGSY. The following steps in this regard have been taken by the Ministry:

- i. Bidding document provisions have been rationalized (as per the need of IAP areas).
- ii. Training is being imparted to field engineers and contractors & their engineers for capacity building.
- iii. National Rural Roads Development Agency (NRRDA) is focusing on Capacity Building with a target to provide training to at least 1,000 personnel of SRRDAs/PIUs and other functionaries and contractors each year to enhance the capacity of personnel involved in execution of the programme.

(viii) Irregularities in PMGSY works in Bihar

4.20 The issue of irregularity in PMGSY works in Bihar came up before the Committee in a big way. In this connection, it came out before the Committee that works dating back to 2012-13 worth Rs. 500 crore with road length of 300 Kilometers in Darbhanga district were tendered and re-tendered to same person with same set of documents only to be objected by local, MP and then only MoRD finding the objection true. Subsequently the matter went to High Court necessitating tendering third time for

execution of work. The MoRD in this connection have also held State Government responsible for irregularity committed on the ground that the procurement role lies with State Government.

4.21 Asked whether the above irregularities under PMGSY works do not put a big question mark on the role of State Government as also MoRD in all these years and the officers responsible for tendering and re-tendering the works and details of officers blacklisted from further PMGSY works, the DoRD in post evidence reply submitted as under:-

"The matter was taken up and was inquired into by NRRDA and the State Govt. The State Government of Bihar has informed as under:-
The following irregularities in the tender papers submitted in the technical bid of PMGSY works was raised by Hon'ble MP, Shri Kriti Azad :-

- (i) M/s ST Construction Pvt Ltd, Noida has not furnished character certificate.
- (ii) VAT No. was not given. In place of VAT no. applied for was mentioned.
- (iii) The paper related with work experience which was furnished was incomplete.
- (iv) Papers of annual turnover are liable for examination.

It is pertinent to mention here that M/s ST Construction Pvt Ltd, Noida was L1 in 46 tender groups comprising 121 no. of roads, (length 269.21 km), costing `204.589 Cr. in RWD works Divisions, Jhanjharpur, Biraul, Benipur, Phulparas, Madhubani, Darbhanga-1 and Darbhanga-II. The tender was floated by Bihar Rural Roads Development Agency(BRRDA). A 5-Member committee headed by the Engineer-in-Chief-cum-Special Secretary-cum-Additional Commissioner Rural Works Department, Bihar was directed to enquire into the complaints of Hon'ble MP. Four Officers of the department were deputed for verification of Registration papers issued from Bihar Police Building Construction Corporation Ltd. Patna. Bank Guarantees (Earnest Money) issued from UTI Bank, Ranchi and Payment Certificates issued from Northern Central Railway, Agra Cant & Greater Noida, Industrial Development Authority, Greater Noida and New Okhla Industrial Development Authority, Noida. The Audit Report of the bidder was sent for examination to a chartered Accountant firm, B Gupta & Co. Patna. The reports received were submitted to MoRD vide letter no. BRRDA(HQ)-PMGSY-328/2014-3300 encl/Patna, dated 08.08.2014.

The report / clarifications submitted by the State were examined by the Ministry of Rural Development, Government of India. The Technical Committee constituted by the Ministry of Rural Development, Govt. of India in this matter examined the tender papers at Patna during 8th – 11th Oct. 2014.

In view of the findings of the Inquiry committee and the views taken by the Ministry, the State Govt. of Bihar was advised to initiate the following actions :-

(i) The State Government should not award the works to M/s ST Constructions Pvt. Ltd. In the three NITs dated 17th Feb. 2014, 21st March, 2014 and 28th March, 2014;

(ii) The State should initiate action for quick re-tender of these works (since these road works have been tendered and re-tendered once); &

(iii) The State should fix the responsibility at appropriate level for non-performance of due diligence functions and initiate action against such authority / authorities, who have failed to discharge their functions under intimation to the Ministry of Rural Development.

In compliance of these instructions a meeting of departmental tender committee was held in the State Govt. on 08.01.2015 and decision was taken for re-tender of all 46 packages.

In response and to stop the re-tender, M/s ST Constructions Pvt. Ltd. moved to the Hon'ble High Court. Eventually after many dates the Hon'ble High Court dismissed the petition.

On the basis of above facts it is very clear that due diligence has been made by the Ministry and NRRDA during processing of tender and under extraordinary circumstances the decisions were taken so there is no question of institutional deficiency in the matter. "

(ix) Need for coverage based on Census, 2011

4.22 It came out before the Committee that since 2001 population has also increased as people have shifted from villages to fields necessitating many changes and as such 2001 data is out dated. Such habitations remain unidentified and need to be corrected by PMGSY network. It was also stated that based on 2011 Census the coverage under PMGSY needs to be revised. In reply thereto the Committee were informed that based on 2001 Census 65% villages have been covered and it will be appropriate to finish the remaining coverage first. Asked whether the Census, 2001 is quite old and coverage under PMGSY should be on the basis of 2011 Census and how much time it will take to complete remaining habitations under 2001 Census, DoRD in a post evidence reply stated as under:-

"The primary objective of Pradhan Mantri Gram Sadak Yojana (PMGSY) is to provide connectivity by way of an All-Weather road (with necessary culverts and cross-drainage structures, which is operable throughout the year), to the eligible unconnected habitations as per Core-Network with a population of 500 persons (as per 2001 Census) and above in plain areas. In respect of 'Special Category States' (North-East, Himachal Pradesh, Jammu & Kashmir and Uttarakhand), the Desert areas, the Tribal (Schedule V) areas and Selected Tribal and Backward districts as identified by the Ministry of Home Affairs/Planning Commission, the objective is to connect eligible unconnected habitations as per Core-Network with a population of 250 persons and above (Census 2001). In

the critical LWE affected blocks (as identified by MHA), special dispensation has been given to connect habitations with population 100 persons and above (census 2001).

For accelerated execution of PMGSY in the States, the Ministry of Rural development in consultation with the Ministry of finance has formulated an Action Plan, to achieve an early target under PMGSY, with enhanced financial allocation to the States and modified funding pattern in the Scheme. Accordingly, the fund sharing pattern of PMGSY has been made in the ratio 60:40 between the Centre and States for all States except for 8 North Eastern and 3 Himalayan States (Jammu & Kashmir, Himachal Pradesh & Uttarakhand) for which it is 90:10. The new funding pattern would be effective in the year 2015-16 for all ongoing and new works under PMGSY. With the changed sharing pattern, the total annual financial inflows in this programme would be substantial.

It has to be appreciated that even based on 2001 Census, out of an eligible 1,78,184 habitations only 1,15,175 (65%) habitations have been connected by constructing PMGSY roads by February, 2016. Hence based on 2001 Census, 35% habitations, across the country still remain to be connected. Therefore it is logical that the first priority on the available financial resources should be to connect these 35% remaining habitations, before shifting to 2011 Census.

State Government has been requested to furnish details of habitations eligible under PMGSY as per 2011 census. Reply is still awaited from the State Government."

(x) Inter-District Connectivity for PMGSY roads

4.23 The issue of inter-district connectivity in PMGSY roads especially in Bundelkhand region of Madhya Pradesh was also discussed and it was pointed out that a population of seven-eight hundred have been left out. In reply thereto it was informed that a gap between the districts will be bridged after the proposals are received and sanctioned. The issue of clarity in rationalisation between machinery and labour was also highlighted.

4.24 Asked about how long it will take to achieve inter-district connectivity, the DoRD in post evidence reply clarified:-

"PMGSY guidelines do not provide specifically for inter-district connectivity, therefore, the States have never proposed any such road for clearance. The unit of PMGSY is habitations and therefore the proposals submitted by the States focus on habitation connectivity."

4.25 On the issue of rationalization between machinery and labour in PMGSY road, the DoRD in a post evidence reply stated as under:-

"Rationalization aims at increasing the work efficiency and outcomes by use of existing possibilities. PMGSY is about constructing rural roads which do not have the same rich specification as highways because the no. of vehicles that would be plying would be less, therefore, using all the modern technology of machines is not financially viable. Therefore, PMGSY tries to have the right mix of machines and skilled manpower (through various Govt. agencies like IRCON, NPCC, NBCC etc) as well as State Project Implementation Units (PIUs), suitable for different projects at different places which can provide good quality of roads and be financially viable at the same time."

(xi) Need for making PMGSY roads two lane

4.26 It also came out before the Committee that in rural areas the volume of traffic has increased and on the pattern of urban cities rural roads be made two lane or widened to accommodate the increased traffic.

4.27 Asked whether DoRD has any plans to widen the PMGSY roads in the light of increased volume of traffic in rural areas, the DoRD in post evidence reply clarified:-

"No such proposal is currently under consideration under PMGSY. The present carriage way width of PMGSY roads varies from 3 mt to 3.5 mt. The carriage way width of PMGSY II roads is 5.5 mt."

(xii) Shortage of funds for PMGSY works in Jharkhand

4.28 The issue of shortage of funds for PMGSY work in Jharkhand came up before the Committee. In this connection, the Committee enquired about the projects that are facing resource constraints during the last two years and to what extent the enhanced budget will help start PMGSY works in Jharkhand, the DoRD in in post evidence reply stated:-

"Due to frequent and substantial budget cuts in 2011-12, 2012-13 and 2013-14, PMGSY scheme as a whole was marked with slow progress in works. However, the enhanced budget during 2015-16 has largely managed to bring the states out of negative unspent balances and the sluggish progress. During 2016-17, PMGSY will have even more funds available for release to the States. It is expected that all the States PIUs and their ability to execute PMGSY works efficiently will be back on track and sufficient funds will help improve the execution capacity of the States as well. In anticipation of such allocations to continue in the ensuing years, the Ministry has envisaged to complete the objectives of the scheme by covering all the eligible unconnected rural habitations across the country by March, 2019."

(xiii) Issue of post-construction maintenance of PMGSY Roads

4.29 During the course of the examination, the Committee pointed out the issue of non-maintenance of PMGSY roads and frequent damages in the roads built under PMGSY came up before the Committee last year's examination of DFG (2015-16) in a big way and the then Secretary, DoRD while admitting the same had stated that DoRD is writing to State Governments to bring out their individual maintenance policy and create a separate fund for maintenance purposes. Asked whether any headway has been made on this issue and has any State come out with such a policy or created the fund for this purpose, the DoRD in post evidence reply clarified:-

"'Rural Roads' is a State subject and the responsibility of execution of road works and their maintenance under PMGSY lies with the State Governments. All PMGSY roads are covered by 5-year maintenance contract, entered into along with construction contract, with the same contractor, in accordance with the Standing Bidding Document (SBD). Maintenance funds to service the contract are budgeted by the State Governments. On expiry of 5-year post-construction maintenance, the State Governments make necessary budget provision to place such roads under zonal maintenance contracts. Ministry of Rural Development has put in place institutional measures to ensure systematic maintenance, through regular training of engineers and contractors on road maintenance. In addition, States have been asked to notify State specific "Rural Road Maintenance Policies". So far, 10 States (Himachal Pradesh, Uttarakhand, UP, Punjab, Rajasthan, Bihar, Jharkhand, Madhya Pradesh, Chhattisgarh, Tamilnadu and Assam) have notified such policies."

4.30 During the course of evidence of representatives of DoRD the issue of poor maintenance of PMGSY work in Uttar Pradesh and Odisha also came up before the Committee. In respect of PMGSY works in Uttar Pradesh, it came out before the Committee that problem of poor quality/maintenance of PMGSY roads particularly in Bijnaur district of Uttar Pradesh remains the same even after visit of central team changed at ground level. About taking up works under PMGSY, the representative of DoRD clarified that under Phase I out of 7500 kilometer rural roads 1900 kilometers were sanctioned and sent to State Government. Asked about how many PMGSY roads need maintenance in Uttar Pradesh and in district of Bijnaur as on 15.03.2016, the DoRD in post evidence replies stated:-

"3352 roads were under maintenance in Uttar Pradesh and 16 roads (Length 100.973 Kms) were under maintenance in district of Bijnaur."

4.31 The Committee also enquired whether DoRD has received any complaints about poor maintenance of PMGSY roads in Bijnaur district, and steps taken up on such complaints, the DoRD in post evidence replies submitted:-

"NRRDA in their interim reply vide letter dated 1st April, 2016 addressed to Dr. Yashwant Singh, Hon'ble MP (Lok Sabha), Nagina Parliamentary Constituency has informed that in the light of the information given by the Hon'ble MP of the poor quality of PMGSY projects under Nagina Parliamentary Constituency in Bijnaur district of Uttar Pradesh, the matter was got probed by a National Quality Monitor (NQM) during April, 2015. The NQM had inspected a total of 18 works (14 Ongoing & under maintenance) and had reported all works as Unsatisfactory. The report of the NQM was shared with the State Govt. with the request to send a detailed rectification/ compliance report."

4.32 The Committee also enquired about the current progress on 1900 kilometers of rural roads projects sent to State Government of Uttar Pradesh, the DoRD in post evidence replies clarified:-

"1913.33 Kms (252 works, cost Rs. 1134.54 crores) were sanctioned under PMGSY-2 on 17.01.2014. Due to non availability of funds, the works could not be started. GOI released the funds of Rs. 229.51 crores in November 2015 after that the works have been started. 201 works of 1487.948 Kms length, costing Rs. 909.56 crore awarded and out of which 05 works have been completed and all awarded works are under progress. Un-awarded remaining works are targeted to be awarded within a couple of months.

With reference to Phailin affected roads a representative of DoRD clarified that empowered Committee has been set up under chairmanship of Secretary, DoRD and entire 3000 kilometer Phailin affected road will be sanctioned by 31st March, 2016."

4.33 With reference to Phailin affected roads a representative of DoRD clarified that empowered Committee has been set up under chairmanship of Secretary, DoRD and entire 3000 kilometer Phailin affected road will be sanctioned by 31st March, 2016. Enquired about the current status in this regard, the DoRD in post evidence replies clarified:-

"The Ministry agreed to the proposal of the State to consider funding the roads that were destroyed due to Phailin in the State of Odisha through PMGSY. Accordingly, the State submitted the DPRs of 494 road works covering 2834.34 Km of length with a total estimated cost of Rs. 1280.66 crore. A Pre-Empowered Committee meeting to consider these proposals was held on 09.03.2015. Due to lesser budgetary allocation of PMGSY at B.E. Stage, the Ministry had decided to withhold giving clearances to new proposals received from all the States. It was only after the increase in budgetary allocation of

PMGSY at R.E. Stage and compliance of conditions raised during Pre-EC meeting by Odisha that an Empowered Committee meeting was conducted on 28.03.2016. The minutes of the EC meeting was circulated to all the concerned on 29.03.2016. Now, the State is supposed to comply with the issues raised during the EC meeting. Once, the State does so and the compliance is found to be satisfactory by the Ministry, a clearance letter will be issued to the State following which the road works concerned would become eligible for tendering."

IV. PRADHAN MANTRI AWAAS YOJANA (PMAY) (RURAL HOUSING)

5.1 The Indira Awaas Yojana (IAY) was launched during 1985-86 as a sub-scheme of RLEGP and continued as a sub-scheme of Jawahar Rozgar Yojana (JRY). In the initial years the scheme addressed the needs of SC and ST families and families of bonded labourers in BPL category. From the year 1993-94, the scope was extended to cover non-SC/ ST families in the rural areas. IAY was made an independent scheme with effect from 1st January 1996. It is now a flagship programme of the Ministry of Rural Development as part of the larger strategy of rural poverty eradication, to provide dignity of an address to the poor households and to enable them to access benefits of other rural development schemes.

(i) Components of assistance under IAY

- (a) Assistance for construction of a new house
- (b) Assistance for upgradation of kutcha or dilapidated houses
- (c) Assistance for provision of house site

5.2 Under IAY, w.e.f. 1.4.2013, a BPL family is given a grant of Rs. 70000/- for new construction in plain areas and Rs. 75,000 in hilly/difficult areas including IAP districts. IAY funds can also be utilised for upgradation of a kutcha house for which a subsidy of Rs.15, 000/- per unit is provided. For purchase of housesites, an assistance of Rs 20,000 is provided to the landless poor.

5.3 From financial year 2015-16, the Grants under the scheme are released in the ratio of 60:40 by the Centre and States respectively. In the case of eight North-Eastern and three Himalayan states, the funding is shared in the ratio of 90:10. Entire funds are provided by the Centre for UTs.

(ii) Physical and financial Performance

The Physical and Financial Performance during 12th Plan under IAY has been as under:-

Financial Performance
(Rs.in crore)

Physical Performance

Year	Allocation (BE)	RE	Central Releases	%age of Achievement	Physical Target	Achievement	%age of Achievement	Reasons for slow progress
2012-2013	11,075.00	9,024.00	7,868.76	87.20%	30,09700	2185773	72.62%	(i) The budget outlay was reduced to Rs. 9024 crore at RE Stage which resulted in less achievement. (ii) Elections in some parts of the country when the entire State machinery is diverted to those activities and also code of conduct becomes operative.
2013-2014	15,184.00	13,184.00	12,983.64	98.48%	2480715	1592367	64.17%	(i) As per revised IAY guidelines, the houses are completed in two to three years. Some houses remaining incomplete at the end of the year are completed in the next year. (ii) Reduction in budget outlay at RE stage of Rs. 2200 crore during 2013-14 which adversely affected the physical achievement (iii) Elections in some parts of the country when the entire State machinery is diverted to those activities and also code of conduct becomes operative.
2014-2015	16,000.00	11,000.00	11,096.96	100.88%	2518978	1652737	65.61%	i) Reduction in budget outlay at RE stage of Rs. 5000 crore during 2014-15 which adversely affected the physical achievement, (ii) Imposition of Model Code of Conduct due to general elections to the Lok Sabha from 4th March, 2014 onwards. During that period the work relating to implementation of IAY remained almost suspended.
2015-2016	10,025.00	10,025.00	8,061.49*	80.41%*	2079146	845112#	40.65%	(i) Delay in finalising fund sharing pattern which led to uncertainty over State's matching share (ii) Slow pace of data entry due to inadequate server capacity and lack of online connectivity

* Releases as on 31.01.2016

Achievement for 2015-16 is as per figures reflected in the MIS as on 18.02.2016

5.4 The Committee during the course of examination pointed out that there is a huge gap between BE and Central Releases during first four years of current plan and there is also a huge gap between target and performance during all these years. Reduction in outlay and holding of elections have been stated to be the reasons for lower performance during 2012-13, 2013-14 & 2014-15. Whereas, delay in finalising fund sharing pattern etc. have been identified as reasons for low performance during 2015-16. An enhanced outlay of Rs. 15,000 crore has been proposed for 2016-17.

5.5 The Committee asked as to what extent it will help to bridge the gap, the DoRD in post evidence replies clarified:-

"Enhanced allocation of Rs. 15,000 crore as per BE 2016-17 will facilitate in partially meeting the target of 33 lakh houses which are proposed to be constructed at increased unit assistance if the proposal for revamping of IAY is approved."

5.6 In this connection, the representative of DoRD (MoRD) in a Power Point Presentation before the Committee in evidence explained:-

“आवास संबंधित नयी योजना में सभी माननीय सांसदों के सुझावों के आधार पर बनायी गयी है, वह अभी फाइनल स्टेज में है, इसलिए अभी इसमें केवल दस हजार से बढ़ाकर 15 हजार करोड़ का एलोकेशन दिया गया है।“

5.7 During the course of Power Point Presentation made in evidence, the representative of DoRD (MoRD) also explained:-

“इसी प्रकार से ग्रामीण विकास के कार्यक्रमों के लिए सामाजिक-आर्थिक जनगणना के आंकड़े सभी राज्यों के लिए पूरे कर लिए गए हैं। इसमें 8 करोड़ 90 लाख परिवार शामिल हैं जो किसी न किसी पैमाने पर डिप्राइव्ड हैं, उनको सभी को दीनदयाल अंत्योदय योजना में शामिल करना है कोई भी गरीब परिवार छूटना नहीं चाहिए। इसी प्रकार से आवास योजना में भी यह कोशिश है कि इन वास्तविक आंकड़ों के आधार पर योजना बने 2569 जो बैकवर्ड ब्लॉक्स मिशन अंत्योदय के अंतर्गत ग्राम पंचायत स्तर से योजना बनाने का काम एक-एक पंचायत फैसिलिटेशन टीम भेजकर उनका ब्यौरा मांगा गया है कि आखिर उनको किस प्रकार की आजीविका के लिए सहयोग चाहिए। सोशल सिक्योरिटी में कवर्ड हैं या नहीं? मनरेगा के तहत काम मिल रहा है या नहीं? इन बिंदुओं के आधार पर ही जो योजना बनायी गयी है, जिसका अनुमोदन करने की हम प्रक्रिया में हैं और करीब 19 राज्यों का हम लोग कर चुके हैं।“

(iii) Requirement of Funds

5.8 Detailing out requirement of funds and related challenges and constraints before the Department of Rural Development, it has been stated that for achieving 'Housing for All by 2022', IAY is proposed to be revamped and implemented on a mission mode and for ensuring durable houses to 2.95 crore families additional resources beyond Rs. 59,585.00 crore allotted for 12th Plan would be necessary on account of:-

- (a) Enhancement of per unit assistance of Rs. 70,000 (Rs. 75,000/- in hilly/IAP/difficult areas) being inadequate.
- (b) Expansion of coverage beyond BPL households.
- (c) Augmenting capacity of State level through large scale labour training
- (d) Strengthening on-line monitoring.

5.9 The Committee also pointed out that the above requirements of funds for different reasons stated above are coming in the way of achieving the goal of 'Housing for All by 2022'. It came out before the Committee that IAY is being revamped and implemented on a mission mode for ensuring durable houses for 2.95 crore families and for this additional resources beyond Rs. 59,585 crore allotted for 12th Plan would be needed on account of enhancement of per unit assistance from Rs. 70,000 being inadequate, expansion of coverage beyond BPL households, augmenting capacity of State level through large scale training and strengthening on-line training.

5.10 Asked whether any road-map quantifying the level of funds needed beyond Rs. 59,585 crore outlined above has been prepared, the DoRD in post evidence replies stated:

"The Cabinet in a meeting held on 23rd March, 2016 has approved the proposal for 'Revamping of Indira Awaas Yojana' into 'Pradhan Mantri Awaas Yojana (Gramin)' to realize the government's vision of providing 'Housing For All by 2022'. This would entail providing enhanced unit assistance of Rs 1.2 lakh in plain areas and Rs 1.3 lakh in difficult areas/hilly states/IAP districts for construction of 1 crore houses in rural India over the next three years from 2016-17 to 2018-19. To comply with the Cabinet decision and achieve a target of 1 Cr. houses in the aforesaid, resources to the tune of Rs. 81,975 crore would be required. Of this Rs. 60,000 Crore would be met from budgetary sources. The additional financial requirement of Rs. 21,975 Crore shall be met by borrowing from NABARD. In view of the above, additional budgetary support of Rs 5,000 crore will be required in the last year of the 12th Plan to implement the scheme's mandate of ensuring 'Housing For All by 2022'."

(iv) Unspent Balances

5.11 The Unspent Balances under IAY during 2014-15 and 2015-16 has been as shown below:-

Rs. in crores

S.No.	State	Unspent balance as on 31.03.2015	Unspent balance As on 01.03.2016
1	ANDHRA PRADESH	58.07	237.55
2	ARUNACHAL PRADESH	17.08	11.86
3	ASSAM	241.33	1244.93
4	BIHAR	474.59	509.40
5	CHHATTISGARH	281.59	38.33
6	GOA	7.45	2.76
7	GUJARAT	46.15	186.61
8	HARYANA	31.72	72.06
9	HIMACHAL PRADESH	2.12	27.32
10	JAMMU AND KASHMIR	37.63	74.45
11	JHARKHAND	198.92	444.29
12	KARNATAKA	0.00	-12.75
13	KERALA	6.37	337.81
14	MADHYA PRADESH	433.99	284.99
15	MAHARASHTRA	801.73	507.52
16	MANIPUR	27.34	33.61
17	MEGHALAYA	23.63	54.39
18	MIZORAM	2.43	3.17
19	NAGALAND	37.48	8.68
20	ODISHA	835.12	493.53
21	PUNJAB	8.21	30.83
22	RAJASTHAN	223.41	424.97
23	SIKKIM	14.54	8.92
24	TAMIL NADU	223.23	157.35
25	TELANGANA	34.95	142.90
26	TRIPURA	75.58	21.86
27	UTTAR PRADESH	170.50	816.48
28	UTTARAKHAND	30.10	29.87
29	WEST BENGAL	1184.67	1257.33
30	ANDAMAN AND NICOBAR	7.43	0.00
31	DADRA & NAGAR HAVELI	0.42	0.57
32	DAMAN & DIU	0.00	0.00
33	LAKSHADWEEP	1.23	1.14
34	PUDUCHERRY	1.02	0.00
	Total	5540.03	7452.73

1. Targets finalised based on the fund sharing pattern of 60:40 (90:10 in the 8 NE and 3 Himalayan States).

**Houses constructed includes houses completed in the current year sanctioned in the current and previous years. All progress is as reported by States on MIS- AwaasSoft as on 01.03.2016

5.12 The Committee asked whether large funds lying unspent under IAY augured well particularly when there is over-all scarcity of resources for Rural Development schemes, the DoRD admitted:-

"To the extent that unspent balances reflect poor monitoring systems and lack of capacity at the State level to absorb and utilize funds, it does not argue well with the overall implementation of the scheme.

The increase in unspent balance during 2015-16 (as on 31.01.2016) is due to two reasons viz; release of second installment to eligible states during the last quarter which leads to an increase in funds available with States and structural deficiencies in the existing mechanism of fund transfer which results in funds lying unutilised at various levels in the State. A major initiative in the form of Direct Benefit Transfer to the beneficiary, through the PFMS platform, has been introduced in IAY in FY 2015-16 to ensure prompt delivery of assistance and to address the issue of parking of funds.

In order to ascertain the exact amount of funds lying at district and block levels states have been instructed to assess and transfer funds lying unutilized at various levels to the State nodal account by 31st March and to report the figures by 05.04.2016 to resolve the issue of unspent balances."

5.13 In reply to a query, DoRD added:-

"There are many legacy issues in IAY such as accounts not properly reconciled in the past, houses not being completed within the timeline and details of completed houses not being entered on the MIS. Some State/UT governments' have not released their matching share on time. There is also inadequate monitoring of funds lying unutilized at various levels. Further due to capacity constraints and connectivity challenges, certain States are unable to effectively use the MIS which impedes monitoring by the Centre."

5.14 In reply to another query about persuading States/UTs to liquidate the unspent balances, the DoRD further informed:-

"Yes. States/UTs are persuaded from time to time to liquidate the unspent balance. Further in order to resolve the issue of unspent balances and to move towards complete electronic payments, States have been instructed to assess and transfer funds lying unutilized at various levels to the State nodal account by 05.04.2016. It has also been decided that from FY 2016-17, all payments under IAY, including administrative expenses and payment to vendors and beneficiaries sanctioned houses in previous years, will be executed online through the PFMS platform so as to enable effective monitoring of funds."

5.15 In this connection, the representative of DoRD (MoRD) in a Power Point Presentation made in evidence before the Committee explained:-

“अनस्पेंट बैलेंस की जहां तक बात है उसका कारण यह है कि उन्होंने आवास सोफ्ट पर अभी तक लोड नहीं किया है। लेकिन झारखण्ड और बिहार में राज्य सरकारों ने अपनी ओर से अनुसूचित जाति और जनजाति के अधूरे घरों को पूरा कराने के लिए अपनी तरफ से कुछ साधन उपलब्ध कराए हैं। इस वित्त वर्ष में चार प्रतिशत प्रबंधन कॉस्ट था, उससे बिहार में उन्होंने बीटेक इंजीनियर भी दिया और वर्ष 2015-16 में लगभग दो लाख घरों का निर्माण उन्होंने पूरा कराया। लेकिन वह आवास सोफ्ट पर नहीं थे, क्योंकि कुछ कठिनाइयां सर्वर और कनेक्टिविटी को लेकर हैं, जिसका समाधान हम लोग करने की कोशिश कर रहे हैं। कई राज्य अपनी ओर से भी अतिरिक्त घर बना रहे हैं और उनका परफॉर्मंस अच्छा रहा है। इसमें काफी कुछ सुधार करना है और हम लोगों को विश्वास है कि नये कार्यक्रम में जो प्रावधान किए गए हैं, इससे हमें निश्चित रूप से लाभ मिलेगा।”

(v) Issues arising out of C&AG Report on PMAY

5.16 It also came out before the Committee that various findings have been pointed out by C&AG Report of 2014 like actual shortage of housing not assessed in 14 States, no inspection of IAY units, delay in completion of IAY units in various States, case of diversion appropriation of IAY funds, absence of official from DoRD in attending V&MC meetings in 15 States, need for skilled labour for construction of IAY units etc.

5.17 Asked about views of DoRD on the above issues, the DoRD admitted:-

"The above issues reflect major shortcomings in implementation of the scheme. However, a number of initiatives like strengthening online monitoring mechanisms, developing a mobile application to facilitate inspections, evolving guidelines for use of SECC to estimate housing shortage and for subsequently identifying beneficiaries and training and certification of masons have been taken by the Ministry to plug these loopholes."

5.18 The Committee further enquired whether DoRD has taken up these issues with State/UT Governments, DoRD stated:-

"All issues pointed out by the C&AG report of 2014 have been taken up with State/UT Governments for remedial actions. These are further reviewed in nodal officer's meeting and quarterly Performance Review Committee meeting."

5.19 In this connection, the representative of DoRD (MoRD) in Power Point Presentation made in evidence also *inter-alia* outlined:-

“उसी प्रकार से आवास योजना में पिछली बार माननीय सांसदों ने पिछली परफॉर्मंस ऑडिट पर ऑप्शन लेने की बात रखी थी। अभी तक हम राज्यों को पैसा देते थे, उसके बाद जिलों में जाता था और उसमें कई बार भुगतान से संबंधित कठिनाइयां आती थीं और इनकम्प्लीट मकानों की भी समस्या थी। इनएलीजिबल बेनिफिशरीज की भी परेशानी थी।

चूंकि यह योजना अनुमोदन के अंतिम स्टेज में है इसलिए इसकी पूरी जानकारी में इस समय नहीं दे पाऊंगा, लेकिन हम लोगों को उम्मीद है कि प्रक्रिया लगभग पूरी हो गयी है और इन सभी बिंदुओं को लेते हुए नई योजना को मोडिफाईड तरीके से जिसमें लोकल मेटिरियल का उपयोग ज्यादा हो, इकाई दर ऐसी हो कि उसको किया जा सके, मैसन्स की ट्रेनिंग हो, सिलेक्शन ऑफ बेनिफिशरीज सही हो और इस प्रकार से जो बिना घर के हैं या जिनकी कच्ची दीवारें और कच्चे घर हैं, उनको प्राथमिकता पर हम दे सकें।“

(vi) Issue of enhancing per unit Assistance

5.20 It also came out during the course of briefing on IAY before the Committee that for construction of a house Rs. 60,000 are generally spent on bricks at rate of Rs. 5,000 for using 12,000 to 13,000 bricks per house.

5.21 Asked whether there is a strong point for enhancing the per unit assistance under PMAY, the DoRD clarified:-

"In view of rising input costs and to provide adequate resources for construction of a durable and quality house, the need to enhance unit assistance under PMAY is imperative and the same is under active consideration.

Similarly, for hilly and difficult areas like Uttarakhand, it came out before the Committee that keeping in view the cost of transportation of material and other facts like attendance etc. the per unit assistance should be revised."

5.22 Asked whether while considering revamping of IAY scheme, this issue should also be looked into, DoRD clarified:-

"As per existing IAY norms, an amount of Rs 75,000 per unit is disbursed as financial assistance to beneficiaries living in hilly and difficult areas which is higher than Rs 70,000 per unit given in plain areas. Further, the issue of high cost of transportation and logistics in hilly and difficult areas like Uttarakhand has been addressed in the proposal for 'Revamping of IAY' by continuing the provision for differential unit assistance."

5.23 The Committee further enquired whether DoRD have considered this issue also so far, DoRD clarified:-

"This issue has been considered while designing the scheme features. Differential unit assistance, based on cost and capacity considerations, has been an essential feature of the scheme."

(vii) Convergence of IAY under MGNREGA for achieving the goal of 'Housing for All by 2022'

5.24 It came out during the course of examination that convergence of IAY with MGNREGA is being done for achieving the objective of 'Housing for All by 2022'. On being asked DoRD's plan to expand house construction under MGNREGA in convergence with IAY for meeting the objective of 'housing for All by 2022', the DoRD explained:-

"(i) Guidelines for construction of houses (sanctioned under IAY or such other State or Central Government Scheme) issued vide Ministry communication dated 30th June, 2014, that the wages of 90 unskilled person days in plain areas and 95 person days in hilly area in lieu of foregone wage employment by the beneficiaries can be paid under MGNREGA over and above the unit cost fixed for IAY/ other housing scheme.

(ii) Certain States sought clarification whether building material required for IAY housing can be produced under MGNREGS provided as an additional assistance over and above the unskilled person days already provided. Vide Ministry letter dated 14th July, 2015, clarified that as long as the building material is produced in accordance with the guidelines issued for production of building materials vide Ministry letter dated 13th January, 2104, such a facility is available over and above the unskilled person days provided in construction of house."

(viii) Workdone for Strengthening Implementation

5.25 The DoRD has stated that the following steps are being/have been taken for strengthening implementation of IAY.

- (i) Leveraging e-Governance solutions like Direct Benefit Transfer (DBT)/Android Mobile Application.
- (ii) Revamping IAY proposal currently before Group of Ministers.
- (iii) Increasing transparency in beneficiaries selection, evolving guidelines for use of SECC data.

5.26 The Committee recalled that DoRD by and large had spelt out all these steps during examination of DFG (2015-16) also. The Committee enquired whether any discernable change has been achieved in over-all implementation of IAY during 2015-16, the DoRD stated:-

"Most of the initiatives undertaken during 2015-16 have aimed at strengthening monitoring and support mechanisms and improving the delivery architecture of the scheme. Discernable changes have been noticed in terms of faster and seamless transfer of financial assistance to beneficiaries due to the introduction of DBT in IAY, thereby reducing delays in payments. As a consequence, the

rate of construction of houses has gained momentum. Enabling convergence with MGNREGA, by developing real time link with NREGASoft server, has ensured that beneficiaries are able to mobilize additional resources by claiming their entitlement of 90/95 days of paid unskilled labour for construction of IAY house. Wider use of AwaasSoft has enabled real time monitoring and cross verification of physical progress under the scheme. The Mobile app for inspection and uploading of photographs has been rolled out and 5,424 inspections have been carried out using the app as on 18.03.2016. Further improvement in scheme implementation due to recent initiatives like mason training and certification, documentation of locally appropriate and cost effective design typologies are likely to manifest in the near future. As on 31.01.2016, out of the total Central Releases of Rs. 8,061.49, the electronic transfer was of Rs. 5254.40 crore."

5.27 Asked whether a lot more is needed to be done on this issue, the DoRD stated:-

"As directed by the Ministry, all States were required to disburse financial assistance for houses sanctioned under IAY in FY 2015-16 directly to the beneficiary through the PFMS platform. Further, it was also stated that till the electronic fund management module stabilizes, funds released as committed liability for FY 2014-15 could be disbursed to the beneficiaries through existing mechanisms of fund transfer in States. Since total central releases in FY 2015-16 also include funds released as committed liability for FY 2014-15, benchmarking electronic transfers vis-à-vis total Central releases may not give the true picture of implementation of DBT in IAY."

(ix) Progress on Revamping of IAY

5.28 It came out before the Committee that proposal for revamping of IAY has been under consideration of the Government since long. Asked about how long the revamping of IAY will go on, the DoRD clarified:-

"The proposal for 'revamping of IAY' is under the active consideration of the Cabinet. It is proposed that a target of 2.95 crore houses will be constructed in the next six years to achieve the objective of "Housing for All by 2022".

5.29 The Committee further enquired whether Group of Ministers has met on this issue and work done so far, the DoRD stated:-

"A meeting of Group of Ministers (GoM) was held on 20.2.2016 to consider the proposal for 'Revamping of IAY'. The results of the discussions have been included in a supplementary note submitted to the Cabinet."

5.30 The Committee further enquired by when Guidelines for increasing transparency in selection of beneficiaries will be finalised, the DoRD replied:-

"Ministry has proposed comprehensive guidelines for use of SECC data for identification of IAY beneficiaries. These draft guidelines are under the active consideration of an Expert Group and will be finalised based upon their recommendations."

5.31 The DoRD has stated that provisional data/findings of SECC, 2011 has been placed on public domain (Secc.gov.in) on 3rd July, 2015. The key findings reveal that out of 17.97 crore rural households 7.07 crore households (39.36%) have reported on criteria that automatically exclude them as not facing deprivation, 8.72 crore (48.51%) have reported incidence of deprivation criteria enumerated in the rural SEC Census 2011 and 16.32 lakh (0.91%) households have reported on criteria that lists poorest of the poor for automatic inclusion. The data also captures inter-State variations and are consistent with general perception of differences in development level among States.

V. National Social Assistance Programme (NSAP)

6.1 National Social Assistance Programme (NSAP) covers the Indira Gandhi National Old Age Pension Scheme (IGNOAPS), the Indira Gandhi National Widow Pension Scheme (IGNWPS). The Indira Gandhi National Disability Pension Scheme (IGNDPS). The National Family Benefit Scheme (NFBS) and the Annapurna Scheme.

(a) 12th Plan (2012-17) and Annual Plans Outlays vis-a-vis expenditure

6.2 The DoRD has given the following figures:-

Year	Amount proposed	Amount provided	RE	(Rs. in crore)
				Actual Expenditure (reported by States/ UT)
2012-13	9,434.76	8,446.96	7,884.56	6,912.40
2013-14	9,614.50	9,614.51	9,614.51	8,533.87
2014-15	10,635.00	7,241.00	7,241.00	9,384.61
2015-16	9,082.00	9,082.00	9,082.00	5,465.82
2016-17		9,500.0		

6.3 During the course of examination, the Committee pointed out that there is a huge gap between amount proposed and amount allocated during 12th Plan. Further, there is a shortfall between RE and actuals. Asked in what way the lower funds have affected implementation of NSAP so far during 12th Plan, the DoRD clarified:-

"The allocation of lesser funds than required has affected not only the implementation of NSAP but also the beneficiaries of NSAP who are the prime losers. The reduction of funds at RE stage in 2014-15 resulted in non-release of funds towards the fourth quarter installment for the year 2014-15. Hence, with the approval of the competent authority the pending liability of fourth quarter installment was released from the funds of 2015-16. Even then funds for States like Goa, Arunachal Pradesh, Manipur, Sikkim, and Union territories of NCT of Delhi and Pudducherry have not been released for the fourth quarter."

6.4 The Committee also enquired whether Rs. 9,500 crore proposed for 2016-17 would suffice for implementation of NSAP, the DoRD submitted:-

"No. During the year 2015-16 the funds are being released on the basis of digitized data of NSAP beneficiaries. Moreover, the pending liability for the year 2014-15 was released from the funds of 2015-16, hence funds to the tune of Rs. 2334.13 crores were released which resulted in shortage of funds for 2015-16 and amount of Rs. 6747.87 crores was at the disposal of this Ministry for release. Funds to the tune of Rs. 2817.08 Crores would be required for release of II installment for the year 2015-16 as pending liability which would be met from the budget of 2016-17. which will result in shortage of funds of 2016-17."

(b) Coverage

6.5 DoRD has given the Plan-wise details of coverage of beneficiaries under NSAP:-

Year	Total No. of Beneficiaries estimated	(in lakhs)
		Reported coverage of beneficiaries
2012-13	332.85	299.97
2013-14	332.85	297.90
2014-15	314.84	316.23
2015-16	314.84	275.31

6.6 The Scheme-wise details are as under:-

(In lakhs)

Scheme	2013-14			2014-15		
	Estimated	Reported	% of achievement	Estimated	Reported	% of achievement
IGNOAPS	230.48	218.39	95%	221.17	229.81	106%
IGNWPS	73.97	61.01	82%	65.73	63.33	96%
IGNDPS	11.03	9.78	89%	10.58	10.87	103%
*NFBS	3.58	2.31		3.58	2.93	
Annapurna	13.76	6.39	46%	13.76	9.28	67%
TOTAL	332.85	297.90	90%	314.84	316.23	102%

6.7 During the course of examination, it came out before the Committee that during every Plan period, coverage of beneficiaries is less as compared to beneficiaries estimated, the DoRD clarified:-

"Till 2014-15, the funds were being released on the basis of estimated number of beneficiaries or reported number of beneficiaries, whichever is less. From the year 2015-16 the funds are being released on the basis of estimated number of beneficiaries or digitized number of beneficiaries whichever is less."

6.8 Further the Committee enquired as to how the DoRD propose to cover the left out beneficiaries, the DoRD clarified:-

"The financial assistance under NSAP is given to States/UTs on the basis of estimated/approved or reported number of beneficiaries whichever is lower. In case, more than the approved/estimated number of beneficiaries is covered by the states, the states have been requested to bear the expenditure from their own resources. Many States have added to the number of beneficiaries from their funds. Where the States have digitized lesser number of beneficiaries than their entitlement, they are encouraged to cover the remaining number of eligible persons."

6.9 During the course of Power Point Presentation made in evidence, the representative of DoRD (MoRD) also stated:-

“जहां तक सोशल असिस्टेंस कार्यक्रम का प्रश्न है वृद्धावस्था पेंशन, विधवाओं और दिव्यांगों के पेंशन के लिए हम लोग सहयोग करते हैं। लेकिन राज्य सरकारों की अपनी योजना भी होती है। वर्तमान में 9500 करोड़ रुपये का आवंटन इसमें मिला है। इसमें कई सुझाव आए हैं, उन सुझावों के आधार पर अगले वित्तीय वर्ष में जो भी परिवर्तन करने की आवश्यकता होगी, सरकार की तरफ से हम लोग करने की कोशिश करेंगे। यहां भी हम डायरेक्ट बेनिफिट ट्रांसफर के माध्यम से करें।

लेकिन इसके लिए हमारा प्रयास है कि सभी बेनिफिशरीज का आधार नंबर और बैंक अकाउंट हो। कई राज्यों में कठिनाइयां थीं कि वृद्धों को पेंशन निकालने के लिए दूर जाना पड़ेगा, लेकिन अब पेमेंट बैंक की बात हो रही है। इस कार्यक्रम में हम पारदर्शिता बढ़ाने के लिए डिजिटाइजेशन पर जोर दे रहे हैं और बैंक अकाउंट और आधार प्राप्त करने के लिए कह रहे हैं।”

(c) Challenges and Constraints

6.10 Detailing out challenges and constraints before DoRD regarding implementation of NSAP, the DoRD has brought out before the Committee the following reasons:-

- (i). Delays in disbursement of assistance.
- (ii). Need for streamlining identification of beneficiaries.
- (iii). Conduct of Social Audit and Annual Verification.
- (iv). Delays in submission of Monthly progress report by the State/UT Governments are some of the challenges and constraints faced by the Department of Rural Development.

6.11 The Committee during the course of examination enquired as to how DoRD is contemplating/taking steps to address these issues, the DoRD clarified:-

"NSAP-MIS: In order to increase the transparency and accountability in the implementation, it had been decided to computerize the data base of the beneficiaries under various schemes of NSAP. Accordingly the Software namely NSAP-MIS had been developed by NIC. The software captures all the essential processes and includes modules on identification, disbursement of pension, release of funds, verification, sanction of pension, ground for refusal etc.

Direct Benefit Transfer (DBT): DBT has been rolled out in 01.07.2013 in the selected 121 districts of 26 States on pilot basis for the three pension schemes under NSAP. It has now been extended across the Country . However, taking into account that the beneficiaries under the schemes of NSAP belong to the utmost vulnerable section of the society, and given their physical, social and economic vulnerability, as far as possible, for people who cannot cover the distance physically, the objective is to provide door step services. With the Post Officers in India coming into core banking services, postal department piloting micro ATMs and Postal payment bank becoming operational next year, it is expected that DBT can be implemented even in uncovered areas without compromising the comfort of the beneficiary.

Moreover, the process of implementation of the schemes is monitored by the Ministry of Rural Development through Monthly Progress Reports given by the states/UTs in the prescribed formats. Non-reporting of the physical and financial progress reports is construed as lack of progress and therefore, it may result in non-release of funds for the last quarter of the financial year. The performance of the programme is reviewed with Secretaries once in a quarter during the Performance Review Committee (PRC) meetings of the Ministry.

Social Audit and Annual Verification has been introduced under NSAP for improved monitoring, accountability and transparency. All the states are to complete the Annual Verification by 30th June and the Social Audit by 30th September, each year.

A checklist for the schemes under NSAP is provided to the National Level Monitors (NLMs) during their field visits. Each NLM is advised to visit the district, block and village level offices and meet the Government functionaries, public representatives and the beneficiaries to get feedback on the implementation of the schemes under NSAP.

Secretary of the nodal department at the State/UT level is responsible for report in the progress of implementation by coordinating with different departments concerned with the implementation of the schemes.

NSAP is included in the schemes to be reviewed by the Vigilance & Monitoring Committees (V&MCc) constituted at the District Level, along with other Rural Development Schemes. MPs are represented in the V&MCs in the Districts."

6.12 The Committee also recalled that various issues like non-achievement of targets under NSAP during 2012-13 and 2013-14, need for reducing age from 40 to 18 years specially for widows under IGWEPs and IGNDPS schemes etc. were examined by the Committee while examining the DFG (2015-16) (Para No. 2.16 & 2.17). The Committee were informed that expanding the scope and lowering the age limit have been examined and EFC Memorandum has been submitted before Department of Expenditure (Ministry of Finance). The DoRD responded that the issue regarding availability and allocation of funds raised by Ministry of Finance were examined in this ministry and it was decided to limit the scope and criteria proposed for the EFC. Accordingly, the revised EFC is being finalized.

6.13 The Committee also enquired about latest update in this regard, the DoRD clarified:-

"The issue regarding availability and allocation of funds raised by Ministry of Finance were examined in this ministry and it was decided to limit the scope and criteria proposed for the EFC. Accordingly, the revised EFC is being finalized."

VI. Saansad Adarsh Gram Yojana - SAGY

7.1 Hon'ble Prime Minister launched Saansad Adarsh Gram Yojana (SAGY) and also released the guidelines of the Scheme on 11th October, 2014, the birthday of Loknayak Jayaprakash Narayan. Mahatma Gandhi's concept of rural development revolves around creating model villages for transforming 'swaraj' into 'su-raj' goal.

(a) Goals

7.2 The goal of Saansad Adarsh Gram Yojana (SAGY) are:-

- (i) To translate this comprehensive and organic vision of Mahatma Gandhi into reality, keeping in view the present context.
- (ii) Develop three Adarsh Grams by March, 2019, of which one would be achieved by 2016. Thereafter, five such Adarsh Grams (one per year) will be selected and developed by 2024.

(b) Objectives

- 7.3
- (i) To substantially improve the standard of living and quality of life of all sections of the population.
 - (ii) To nurture the identified Adarsh Grams as schools of local development to train other Gram Panchayats.

(c) Planning

7.4 During the course of examination of the Subject 'Saansad Adarsh Gram Yojana-SAGY, the DoRD outlined the following planning process involved in SAGY: _

- (i) A village development plan would be prepared for every identified Gram Panchayat with special focus on enabling every poor household to come out of poverty.
- (ii) Converging the resources of various Centrally Sponsored and Central Sector Schemes.

(d) Workdone

7.5 The DoRD has explained the following workdone on SAGY to the Committee:-

- (i) 698 GPs have been identified by Hon'ble MPs in Phase I and 39 GPs in Phase II.
- (ii) VDPs have been prepared for 607 GPs.
- (iii) 661 Charge Officers have been nominated for the GPs identified.
- (iv) The implementation of the Programme in 18 States/UTs has been reviewed by the Minister, RD.
- (v) 400 GPs have updated data of Panchayat Darpan MoRD has initiated 100% saturation of four major sectors viz. Electricity, Potable Drinking Water, PMGSY Roads and School Infrastructure.
- (vi) Sankalan, a booklet containing compilation of 101 initiatives taken by the MPs in SAGY Gram Panchayats released.
- (vii) A document titled 'Samanvay' - containing compilation of 223 Central Sector, Centrally sponsored and 1806 State schemes for convergence under SAGY released. Panchayat Darpan - The Ministry has developed 35 point indicators for monitoring programmes of SAGY Gram Panchayats.
- (viii) Advisories issued by various Ministries/Departments as at **Appendix IV.**

(e) Pending work

7.6 The DoRD has stated the following status of pending work:-

- (i) Village Development Plan pending from 19 States (as per details at **Appendix V**)
- (ii) State level empowered Committee not constituted in the States of Andhra Pradesh, Uttarakhand, West Bengal, Delhi, Lakshadweep, Dadra & Nagar Haveli.

7.7 The various issues with regard to Sansad Aadarsh Gram Yojana like non-availability of funds, connecting one SAGY with other SAGY and need for linking of MPLADS funds for SAGY purposes, convergence of 33 Schemes under SAGY, almost nil workdone at ground level came up before the Committee.

7.8 In this connection, the representative of DoRD (MoRD) during a Power Point Presentation before the Committee in evidence admitted:-

“सांसद आदर्श ग्राम योजना में अलग से फण्डिंग नहीं है, बल्कि जो उपलब्ध राशि है, उससे ही करने की बात थी। सांसद आदर्श ग्राम योजना में अलग से फण्ड न होने के कारण समस्याएं हैं। माननीय मंत्री जी ने कई राज्यों में सांसदों के साथ बैठक की थी और कई राज्यों में हम लोगों को भी जाकर देखने का मौका मिला है। कुछ राज्यों में राज्य सरकार से साधन उपलब्ध हुए हैं तो उन राज्यों में व्यवस्थित तरीके से कार्यक्रम आगे बढ़ा है। लेकिन ऐसे कार्यक्रम जो आधारभूत मापदंडों

से जुड़े नहीं हैं जैसे कि टीकाकरण, बच्चों की स्कूल में उपस्थिति इत्यादि, इस तरह के नॉन इंफ्रास्ट्रक्चर कामों में तो वृद्धि दिखती है, क्योंकि वहां माननीय सांसदों का विजिट होता है, इसलिए उसका प्रभाव पड़ता है, लेकिन आधारभूत चार चीजों के लिए जिनमें सड़क, स्कूल, बिजली के लिए हम संबंधित विभागों से कोऑर्डिनेट करने की कोशिश कर रहे हैं, लेकिन माननीय मंत्री जी का भी यह निर्देश हम लोगों को हुआ है कि अगर साधन की आवश्यकता है तो उस पर भी हम लोग विचार करें। इस कार्यक्रम के क्रियान्वयन में यह बात आ रही है कि सांसदों के द्वारा एक ही गांव में कहां तक फण्ड लगाया जाए, यह एक मुद्दा है, जिस पर विचार किया जा रहा है।“

7.9 Enquired about the details of funds released *vis-a-vis* utilised under SAGY during 2015-16 to different States, the DoRD in post evidence reply stated as under:-

"SAGY is primarily about unleashing the power of people who are expected to inculcate pride in village, encourage societal change/Behavioural change, take collective responsibility and initiate People projects. The development of Gram Panchayats identified under SAGY is intended to take place through the convergence and implementation of existing Government Schemes and Programmes without allocating additional funds. In pursuance of above, the relevant Ministries / Departments of the Central Government have been requested by the Ministry of Rural Development to make suitable changes, wherever appropriate, in the guidelines of their respective Central Sector and Centrally Sponsored Schemes / Programmes to enable priority to be given to the Gram Panchayats selected under SAGY. So far different Ministries/Departments have made changes in 21 of their Programme/Scheme guidelines. A number of state schemes are required to be converged with this scheme for maximising benefit. This would require the guidelines of State Schemes/Programmes to be suitably amended to give automatic and mandatory priority to the GPs selected under SAGY. The states/UTs have been requested to do the needful in this regard.

However, as a onetime assistance, in the Financial Year 2014-15, the States had been given funds at the rate of Rs. 50,000/- for each SAGY Gram Panchayat to be used by the Collectors/DMs for meeting administrative expenses. In the Financial Year 2015-16, the States/UTs have been given varied amounts as a one-time financial assistance for hiring resource persons and meeting administrative expenses at the State/UT level under Saansad Adarsh Gram Yojana(SAGY)."

7.10 Asked about the difficulty in connecting one SAGY with another and linking MPLADS funds under SAGY, the DoRD in post evidence reply stated as under:-

"There is no provision of inter-linking of Gram Panchayats/Villages selected by Hon'ble Members of Parliament under SAGY. Under SAGY Guidelines, there is a provision of filling up critical gaps in the Viillage Development Plans using MPLADS funds. However, extensive use of MPLADS funds under SAGY is the prerogative of Hon'ble Members of Parliament."

7.11 The Committee also enquired about progress made on convergence of 33 Schemes under SAGY, the DoRD in post evidence reply stated:-

"...A Dynamic website www.saanjhi.gov.in has been created and the login credentials to this website are created and circulated among all Members of Parliament, State Nodal Officers, District Collectors and Charge Officers. SAGY Division has set up a cloud based web portal for encouraging discussions among the stakeholders viz. Member of Parliament, Central Government, State Government, District Administration and the Public. The portal support.saanjhi.in will also act as a dynamic repository to share knowledge, as a tool for exchange of ideas and resolution of grievances by the implementing authorities. The implementation of the Programme is being reviewed by the Minister (RD) through meetings with the Hon'ble Members of Parliament, District Collectors and State Government officials at regional locations. So far reviews have taken place in respect of 18 States."

VII. Shyama Prasad Mukherjee RURBAN Mission

8.1 The Government of India has approved the Shyama Prasad Mukherji Rurban Mission (SPMRM) with an outlay of Rs. 5142.08 crores on 16.09.2015. The Mission aims at development of 300 rural growth clusters called 'Rurban Clusters' which have latent potential for growth, in all States and UTs, which would trigger overall development in the region. These clusters would be developed by provisioning of economic activities, developing skills & local entrepreneurship and providing infrastructure amenities.

(a) Vision

8.2 To develop a cluster of villages that preserve and nurture the essence of rural community life with focus on equity and inclusiveness without compromising with the facilities perceived to be essentially urban in nature, thus creating a cluster of "Rurban villages".

(b) Objective

8.3 The objective of the Rurban Mission is to stimulate local economic development, enhance basic services and create well planned Rurban clusters.

(c) Components

8.4 Following fourteen components have been suggested as desirable for inclusion in the development of the Rurban cluster.

- (i) Skill development training linked to economic activities.
- (ii) Agro Processing, Agri Services, Storage and Warehousing.
- (iii) Fully equipped mobile health unit.
- (iv) Upgrading school/higher education facilities.
- (v) Sanitation.
- (vi) Provision of piped water supply.
- (vii) Solid and liquid waste management.
- (viii) Village streets and drains.
- (ix) Street lights.
- (x) Inter-village road connectivity.
- (xi) Public transport.
- (xii) LPG gas connections.
- (xiii) Digital Literacy.
- (xiv) Citizen Service Centres-for electronic delivery of citizen centric services/e-gram connectivity.

8.5 Further, the State Government may at its own discretion additionally converge any other State or Central Government scheme not falling under the above components. These could be finalized after due consultation with the gram panchayats and should aim at addressing the unique needs of the 'Rurban cluster' and enable it to leverage its full economic potential.

(d) Funding

8.6 The cost of a cluster will be based on the requirements identified by the Integrated Cluster Action Plan (ICAP), prepared by the States, for the cluster and approved by the Empowered Committee of the Ministry of Rural Development. A maximum of 30% of the project cost will be provided as the Critical Gap Funding (CGF) to supplement the funds mobilized through convergence of various Centrally Sponsored Schemes, Central Sector Schemes and State Schemes. For plain areas, the CGF will be capped at 30% of the project capital expenditure or Rs. 30 crores, whichever is less. In desert, hilly and tribal areas the CGF will be capped at 30% of the Project capital expenditure or Rs. 15 crores - whichever is less.

(e) Workdone

8.7 In the first phase of the mission Ministry has allocated 100 clusters to States. The following workshops have been held to roll out the mission:

- i. Consultation on Framework of Implementation (Fol) with Experts and States on October 13th, 2015
- ii. Consultation on Framework of Implementation (Fol) with all States on November 6th, 2015
- iii. Orientation to 18 States on December 17th and 18th, 2015 in Hyderabad
- iv. Orientation to North Eastern & Himalayan States on December 22nd and 23rd, 2015 in Tripura.
- v. Inter Ministerial consultation on 21.01.2016

8.8 States have begun the process of identifying the Clusters as per the norms and so far 77 clusters have been submitted to the Ministry of Rural Development.

VIII. BPL Survey**(a) Role of the Government**

8.9 Estimation of poverty is done by the Planning Commission, the Ministry of Rural Development conducts the Below Poverty Line (BPL) Census with the objective of identifying the BPL households in the rural areas who could be assisted under various programmers of the Ministry. The Ministry of Rural Development provides financial and technical assistance to the States and UTs to conduct the BPL Census. The BPL Census is generally conducted in the beginning of the Five Year Plan for which detailed guidelines are issued by the Ministry.

8.10 Currently the MoRD is in the process of conducting SECC, 2011 in the following stages:-

1. Preparatory
2. Enumeration
3. Supervision
4. Verification of draft list
5. claims and objections
6. finalisation of census

(ii) Funds

8.11 The outlays *vis-s-vis* utilisation under SECC, 2011 is as under:-

Rs. in crore

Year	BE	RE	Expenditure
2011-12	300	2600	2580
2012-13	100	375	375
2013-14	59	306	306
2014-15	557	365	332.71
2015-16	350	350	3 crores
2016-17	375		

8.12 Explaining the details about requirement of funds, the DoRD have stated as under:-

"The total amount of funds earlier approved by the EFC for conducting the SECC 2011 has been exhausted and additional funds are required to complete the whole Census operation, payment of pending liabilities, etc. In order to meet these additional requirements of funds, Revised Cost Estimates (RCEs) for an amount of Rs.1789.96 crore was submitted to the Expenditure Finance Committee (EFC). Towards this additional requirement, a proposal for Revised Cost Estimate (RCE) has been submitted to the Department of Expenditure, Ministry of Finance. The Expenditure Finance Committee (EFC) in its meeting held on 11.01.2016 approved a revised amount of Rs.5000 crore from the earlier approved amount of Rs.3543.29 crore.

The budget provision of Rs.350 crore allocated for the FY 2015-16 under BPL Survey could not be released during the 1st, 2nd and 3rd quarter of the current FY due to non-clearance of the Revised Cost Estimates (RCEs) by the EFC. Now that the RCEs have been cleared by the RCEs, the total budget will be released during February and March, 2016."

(iii) Workdone

8.13 Explaining the position of workdone, the DoRD has stated:-

"The SECC 2011 is in its final stage and on the verge of completion. Final List has been completed and published in 33 States/UTs except Rajasthan, Odisha and Tripura. In Rajasthan, publication of Final List in only one district is pending. Odisha and Tripura are yet to publish the Final List."

(iv) **Reasons for slow progress**

8.14 Explaining the reasons for slow progress of SECC, 2011 the DoRD has stated:-

"The reasons for slow progress of the SECC 2011 are mainly due to the fact that the state of preparedness of all the States is not similar. Some States are well equipped while some States lack adequate infrastructure to conduct the SECC. Even in States with good overall progress, inter-district variations are quite visible. Since the Socio Economic and Caste Census enumeration is done with the help of low cost electronic handheld device (Tablet PC) for the first time; certain operational problems have been faced by the States/UTs. Also, recruiting data entry operators and training them for the Census and state of preparedness in the States/UTs are some of the reasons which delayed the survey operation. Besides, General Election, Legislative Assembly and Local Body elections etc. in some of the States also added to the delay. In order to improve the robustness of the data, a Verification and Correction module has been incorporated into the process over and above the standard procedure. This has also resulted in a time over run."

Part-II**Recommendations/Observations**

2.1 The Committee have examined the Demands for Grants (2016-17) of the Ministry of Rural Development (Department of Rural Development) (DoRD) that propose to provide a total of Rs. 86,055.80 crore with Plan provision of Rs. 86,000.00 crore mainly for four major rural development schemes of Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA), Deen Dayal Antyodaya Yojana – National Rural Livelihood Mission (DAY - NRLM), Pradhan Mantri Gram Sarak Yojana, Pradhan Mantri Awaas Yojana (PMAY - Rural Housing) & National Social Assistance Programme (NSAP) and Non-Plan component of Rs. 55.80 crore mainly for Headquarters establishment and Grant to NIRD and endorse the same. The broad analysis of the Demands for Grants is as follows:-

Outlays vis-a-vis Expenditure so far during 12th Plan (2012-17)

2.2 The Committee find the DoRD caters to rural development needs of about half of the population of the Country and the Demands for Grants (2016-17) of DoRD have been examined keeping in view this aspect in mind. The Committee have examined the 12th Plan (2012-17) outlay *vis-a-vis* expenditure so far upto 2015-16 and BE for 2016-17 and have found that as against the 12th Plan allocation of about Rs. 4.00 lakh crore, the DoRD could get allocation of Rs. 2.99 lakh crore for the first four years of the Plan period and the expenditure has been about Rs. 2.5 lakh crore and if the BE (2016-17) of Rs. 86,000 crore is added to the allocation upto 2015-16, the total allocation reaches to Rs. 3.85

lakh crore leaving a huge gap of Rs. 0.16 lakh crore between 12th Plan outlay and actual allocation made available to DoRD. On the issue of bridging the gap between 12th Plan allocation *vis-a-vis* expenditure, the DoRD have held the view that expenditure pattern largely depended on the utilisation capacity of State Governments by reasons like natural calamities, elections, lack of adequate training centres in States/UTs for providing training to beneficiaries etc. In this connection, the Committee have been informed by the Department of Rural Development that allocation for PMGSY, IAY and NRLM has been increased from Rs. 14,291 crore, Rs. 10,025 crore and Rs. 2,505 crore in 2015-16 to Rs. 19,000 crore, Rs. 15,000 crore and Rs. 3,000 crore for 2016-17 respectively. The DoRD have also observed that enhanced funds for rural development has enabled the Department to make higher provisions for different rural development schemes for achieving higher targets under the schemes. It also came out during the course of evidence of the representatives of DoRD that contrary to previous years during 2012-13 to 2014-15 where the budgetary allocations were reduced at RE stage, allocation at RE stage during 2015-16 has increased and on this chronology DoRD has received higher BE during 2016-17 so that Department is equipped with funds according to its needs for accomplishing the pending works of PMGSY in coming three years and moving in a systematic way in the areas of housing. The DoRD has also outlined that with the help of Fourteenth Finance Commission (FFC) (2015-20) with Grants of over Rs. 2 lakh crore for rural development which is one of the nine pillars of agenda of Transforming India as highlighted in Budget (2016-17) speech of the Finance Minister, will get a further boost. In this connection, DoRD has candidly admitted before the

Committee that effective monitoring is very important. Since the DoRD looks after the requirement and well being of about half of the population of the Country and although reasons like natural calamities, elections etc. which are impacting the expenditure pattern of States, yet the Committee expect the DoRD to enhance the utilisation capacity of States for full utilisation of budgeted amount for 2016-17 thereby reducing the over-all gap between 12th Plan allocation *vis-a-vis* actual expenditure by tightening up implementation set up in five major rural development schemes of MGNREGA, DAY – NRLM, PMGSY, PMAS, NSAP schemes for time bound results.

(Recommendation Serial No. 1)

Issues relating to MGNREGA

The Committee while examining MGNREGA have touched the issues of gap between employment demanded *vis-a-vis* employment provided, convergence of MGNREGA with other rural development schemes, national e-FMS, e-Payment under MGNREGA, providing additional 50 days of employment under MGNREGA in drought hit States, developing a cadre of identified technicians under MGNREGA, skilling of MGNREGA workers, issues related with corruption in MGNREGA, Gender Budgeting under MGNREGA, Revision of wage rates under MGNREGA as detailed below:-

(i) Gap between employment demanded *vis-a-vis* employment provided

2.3 The Committee's examination has revealed that almost one decade old mega Wage Employment Programme of MGNREGA has been witnessing gap between employment demanded and employment provided due to factors like

rainfall patterns, availability of alternative and remunerative employment opportunities outside MGNREGA and prevailing unskilled wage rates. For instance, during 2014-15 the number of households who demanded employment was 4.65 crore whereas the households who were provided employment was 4.14 crore only. Similarly, during 2015-16 the corresponding figures were 5.17 crore and 4.40 crore. In this connection, the Committee find that among the 16 MGNREGA beneficiary States barring Tamil Nadu, Jharkhand, Himachal Pradesh and Tripura almost all big States like West Bengal Rajasthan, Bihar, Karnataka, Madhya Pradesh, Chhattisgarh, Odisha and Andhra Pradesh are experiencing gap between employment demanded *vis-a-vis* employment provided. The DoRD have also argued that they have been advising States/UT Governments from time to time to minimize the gap and approximately 5 crore households are provided employment with almost full utilisation of funds. In this connection, the Committee find from the State-wise data during 2014-15 and 2015-16 (as on 18.03.2016) that number of households provided employment has increased from 4.13 crore in 2014-15 to 4.53 crore in 2015-16. The Committee feel that although there is increase in number of households who were provided employment from 2014-15 to 2015-16, yet the Committee strongly feel that in the light of persistent gap between employment demanded *vis-a-vis* employment provided largely in big States referred to above, DoRD should play a proactive role to bridge the gap in a more focussed manner.

(Recommendation Serial No. 2)

(ii) **Convergence of MGNREGA with other rural development Schemes**

2.4 The Committee find that with a view to converge MGNREGA with NRLM, DDU-GKY, IAY, Swachh Bharat Schemes etc. the DoRD has taken initiatives like starting Mission Antyodaya (IPPEII), skilling of MGNREGA workers, permitting construction of houses and Individual Household Latrines (IHHLs) resulting in operationalisation of Cluster Facilitation Teams (CFTs) in 2569 blocks through submission of State Rural Development Plans (SRDPs), sanctioning of 17 State Skilling Plans and 6.03 lakh houses in different States and completion of 60,764 IHHLs upto December, 2015. It also came out during the course of evidence of the representatives of DoRD that under Deen Dayal Antyodaya Yojana 8.90 crore households with one or more poverty deprivations are to be included and under Pradhan Mantri Awaas Yojana every household is being asked about the nature of livelihood one needs whether covered under MGNREGA or not etc. by way of sending Facilitation Team in every Panchayat and in 20 States the work is over and the process is on. Various other issues like need for permitting use of MPLADS funds for earth works under MGNREGA and need for proper evaluation of fencing work came up before the Committee and the Committee has been informed that in both cases it is allowed in 60:40 ratio provided the material component does not exceed 40% at GP level when GP is PIA and at district level where district is PIA. The DoRD have candidly admitted before the Committee that special efforts are needed for convergence of all rural development programmes with Mission Antyodaya. The Committee, therefore, recommend that pace of convergence of MGNREGA with other rural development schemes be accelerated in other States also so that initiatives taken by DoRD are fruitful in a time bound manner.

(Recommendation Serial No. 3)

(iii) **National e-FMS/e-Payment under MGNREGA**

2.5 The Committee also notice that DoRD has come out with National e-Financial Management System (e-FMS) in Kerala and e-Payment Monitoring System for transfer of wages into Bank Accounts under MGNREGA and have planned to upscale e-FMS in 10 States of Assam, Bihar, Haryana, Odisha, Uttar Pradesh, Uttarakhand, Punjab, Rajasthan, Karnataka and Tripura and 94% Gram Panchayats have been linked with e-FMS. In this connection, it also came out during the course of evidence of the representatives of DoRD that timely payment of wages has gone up from 28% in 2014-15 to as high as 48% currently and by June, 2016, the delayed payment will hopefully be brought down to 25% provided State Governments/UT Governments work faster on measuring works under MGNREGA and by using of National Financial Management System for which MoRD would be able to provide available resources. The Committee, therefore, call upon MORD and States/UTs concerned specially, 16 prominently beneficiary MGNREGA States to fast-track their operations to first reduce and then eliminate the delayed payment of wages expeditiously as untimely or delayed payment would defeat the purpose of MGNREGA. The Committee also strongly feel that there is a need to plug the leaks in the system so that the wages/unemployment allowances are received by the workers on time.

(Recommendation Serial No. 4)

(iv) **Providing additional 50 days of employment under MGNREGA in drought hit States.**

2.6 The Committee are glad to find that DoRD has come out with a mechanism for providing additional 50 days of employment over and above 100 days per household in notified drought affected areas of Karantaka, Chattisgarh,

Odisha, Uttar Pradesh, Andhra Pradesh and Maharashtra. In this connection, it came out during the course of evidence of the representatives of DoRD that based on research study undertaken by Sambodhi Research Institute in six different States, productive assets specially ponds or dugwells opened can automatically increase the income sources of that areas under Livelihood In Full Employment (LIFE) drive the DoRD has taken in hand from 1st April, 2016 construction of 5 lakh ponds or dugwells and 10 lakh vermiposting throughout the Country in order to provide a better income and productive assets by converging MGNREGA with Deen Dayal Antyodaya Yojana. In this connection, the Committee find that over 14 lakh works have since been completed and 4 lakh works are going on. The Committee also appreciate that for taking care of areas with scanty rainfall in Rajasthan, the DoRD has agreed with the State Government's annual target of Farm Ponds.

On the issue of clarity on convergence of MGNREGA with NRLM scheme, the MoRD has clarified that ponds and dugwells are to be built as per the design and drawing with detailed note to States/UTs. However, as per local specific conditions and Schedule Rates (SoRs) States/UTs can develop their own design, drawing and estimates. The Committee feel that there is a need to move faster on this issue to combat drought in different part of the country especially in Bundelkhand, Madhya Pradesh, Uttar Pradesh, Vidarbha region of Maharashtra in close coordination with State Governments/UT Governments. The Committee feel that since the Summers are already round the bend, these States may face the severity of drought. It is therefore, high time that DoRD should ensure that

eligible households actually get the additional employment thereby insulating the rural poor from abject poverty and unemployment.

(Recommendation Serial No. 5)

(v) Developing a cadre of identified technicians under MGNREGA

2.7 The Committee appreciate that DoRD has finally come out with developing a cadre of identified technicians under MGNREGA and have formulated a plan to train 3,000 Barefoot Technicians (BFTs) and make the BFTs available to Panchayats by 2016-17. In this connection, it also came out during the course of evidence of the representatives of DoRD that BFTs programme has been started in Chhattisgarh and taking into account the shortage of junior Engineers for measuring works under MGNREGA by way of selecting literate people among the workers as Barefoot Technicians under a certificate programme for timely completion of measurement of MGNREGA works throughout the Country. On the issue of measurement of works under MGNREGA at the hands of State Governments reportedly the main source of corruption, the Committee have been informed by DoRD that numbers of works at GP level that are measured by technical staff at GP and Block level and as such measurement work is to be monitored by State Governments. However Ministry advises the States on corrective measures from time to time. The Committee are dismayed to note that imparting Training of Trainers (ToTs) will be conducted based on demand from State Governments/UTs and State Government of Uttar Pradesh, Madhya Pradesh and West Bengal do not require such training at all. However, at the same time, DoRD plans to impart training for BFTs in various States including these States also. The Committee are not at all convinced by DoRD's move of

going ahead with its proposed training calendar for such training even when States concerned do not want it. The Committee desire an explanation in this regard. The Committee however feel that such a move will definitely result in fighting corruption under MGNREGA in measurement work and will definitely change the ground situation. The Committee also recommend that DoRD should speed up positioning of BFTs at grass-root level taking into account the merit of the idea from Chhattisgarh.

(Recommendation Serial No. 6)

(vi) Skilling of MGNREGA workers

2.8 The Committee note that 100 days of employment is being given under MGNREGA in many States. The Committee feel that more than 100 days of employment can be given to workers/farmers on the basis of proportion of land available with them in terms of hectare and this will reduce evaluation, increase accountability, optimal use of funds and create assets. The Committee were informed that efforts are being made to identify the workers availing 100 days of employment for imparting skill development through Kaushal Vikas, RSETIs. DoRD has stated that the Ministry has launched a convergence initiative "Project Livelihood in Full Employment – MGNREGA" wherein youth of MGNREGA households that have completed 100 days of work have been surveyed regarding their willingness to be skilled and based on the responses, States have been asked to prepare State Skilling Plan (SSP) for skilling their youth under DDU-GKY (RSETIs/SRLM), DoRD has added that 20 SSPs have been approved by the Ministry and the skilling exercise has started. Keeping in view the need and importance of skilling of MGNREGA workers, the Committee recommend that efforts should be

made to encourage all the other States to prepare the State Skilling Plan in order to expedite the skilling of workers under MGNREGA for achieving the intended purpose.

(Recommendation Serial No. 7)

(vii) Issues related with problem of corruption

2.9 Various issues related with problem of corruption like payment are outside the Rural Bank and Post Offices coupled with delay caused in payment at the hands of Banks and Postmen by reason of remoteness, delay in redressal of complaints against corruption in States specially in Jharkhand, inordinate delay in operationalising Social Audit in remaining States and issue of expeditious appointment of Ombudsmen in remaining States have come up before the Committee in a big way.

On the issue of stamping out corruption, the Committee have been informed by DoRD that during 2015-16 out of total wages to workers 95% so far have been done through e-IMS in the account of beneficiaries and cases of reported corruption under MGNREGA works by 31st March, 2016 are dealt with by concerned State Governments for appropriate action and cumulative pendencies of grievances are monitored in the Ministry level besides DoRD has established a comprehensive system of monitoring and review. On the issue of complaints against corruption emanating from Jharkhand under MGNREGA, the Committee are dismayed to note that complaints have come up from several districts and are pending from six months to two years. The Committee do not

approve such pendencies and recommend to take correct steps to bring back common man's faith in MGNREGA.

The Committee learn that the need of linking Aadhar enrolment of MGNREGA workers and use of JAM (Jadhan, Aadhar and Mobile) has been highlighted in the Economic Survey (2015-16) and debate on Motion of Thanks in Lok Sabha also. The Committee also learn that as per latest data Aadhar number of 6.14 crore workers under MGNREGA have been seeded into programme data base and the target is for Aadhar enrolment of 6.20 crore workers and all State/UT Governments have been advised to get MGNREGA workers enrolled after verification and authentication process. The Committee also find that DoRD has come up with a pilot project for Aadhar enabled payment in 46 rural districts for Direct Benefit Transfer (DBT). In view of the foregoing, the Committee recommend that steps like Aadhar enrolment of MGNREGA and Pilot Project on DBT be expeditiously taken up/completed and then expanded throughout the Country to stamp out the issue of corruption from MGNREGA.

With regard to operationalisation of Social Audit, the Committee are happy to note that by June, 2016 it will be operationalised in remaining States as currently it is operational only in ten States of Andhra Pradesh, Chhattisgarh, Gujarat, Karnataka, Mizoram, Sikkim, Telangana, Tamil Nadu, Tripura and Uttar Pradesh. The Committee feel that with this large number of corruption complaints in MGNREGA works will be addressed at local level. The Committee desire to be apprised of the actual action taken in this regard.

On the issue of appointment of Ombudsmen at district level in different States for MGNREGA works, the Committee are dismayed to note the interim reply of DoRD saying that information is being collected from State Governments. The Committee recall that they had examined the issue during Demands for Grants (2015-16) and had found that many prominent States like Bihar (38/18), Chhattisgarh (27/16), Jharkhand (24/9), Haryana (21/9), West Bengal (20/6), Jammu & Kashmir (20/0) were yet to appoint Ombudsmen in their districts and had recommended DoRD to take steps for their expeditious appointment. The Committee reiterated the same in action taken Report also. The Committee deplore the DoRD in not taking desirable action on this issue and recommend for expeditious action in this regard which would address the cases of corruption at district level.

(Recommendation Serial No.8)

(viii) Gender Budgeting under MGNREGA

2.10 The Committee are dismayed to note that the programmes addressing gender budgeting and gender responsive governance have sharply declined from 91 in 2013-14 to 52 in 2014-15. The DoRD admitted that only 52 programmes could be organised due to focus on other flagship programmes of the Ministry. The DoRD stated that in addition to training programmes, NIRD & PR has taken up a UN Women sponsored project titled "Promoting Women's Political Leadership and Gender Responsive Governance in India and South Asia" with the aim to create an enabling environment for women to become change agents in political decision making for promotion of gender equality. It has been added that the project has been rolled out in the selected sixteen

districts of the States of Andhra Pradesh, Karnataka, Madhya Pradesh, Odisha and Rajasthan and 12 training programmes were conducted under this project which included workshops and 'Training of Trainers'. Keeping in view the importance of gender equality for inclusive development and that gender equality is one of India's biggest issues as per UNDP, the Committee desire that the project should also be rolled out in the remaining districts of all the States/UTs for promotion of gender equality. The Committee recommend that more training programmes should be organized on gender budgeting and gender responsive governance.

(Recommendation Serial No. 9)

(ix) **Revision of wage rates under MGNREGA**

2.11 The Committee find that there is a scarcity of rural labour to work on MGNREGA wage rate particularly in the areas of Maharashtra and adjoining developing areas of Gujarat. As regards the overall policy of revision of wage rates and periodic revision of wage rates under MGNREGA, the Committee were apprised that wage rates for workers under the Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA), 2005 are notified and revised annually by the Central Government in accordance with the provisions of section 6(1) of the Act. To ensure that the wages of workers under the MGNREGA are protected against inflation, the Central Government decided to index the MGNREGA wage rate with the Consumer Price Index for Agricultural Labour (CPI-AL). The Committee were further apprised that MGNREGA wages are revised in March, 2016 with effect from 1st April, 2016. The next revision is likely to take place in March 2017 to be effective from 1st April 2017. The Committee are of the firm

opinion that the wage rates under MGNREGA should be periodically revised in line with inflationary trends for generating more employment and making the scheme successful. The Committee may be apprised of the position regarding revision of wages in March, 2016 to be effective from 01.04.2016.

(Recommendation Serial No. 10)

Issues relating to Deen Dayal Antyodaya Yojana – National Rural Livelihood Mission (DAY– NRLM)

The Committee appreciate that after learning from two decade long experience of implementation and best practices from States of Andhra Pradesh, Telangana, Kerala and Bihar and with a view to reach out to 8 to 10 crore rural poor households by 2024-25, the DoRD has come out with a restructured Deen Dayal Antyodaya Yojana – National Rural Livelihood Mission (DAY-NRDM) by way of organizing, continuous nurturing, supporting them to access financial resources, knowledge, skill, build asset base and coming out of abject poverty through autonomous State Societies as Special Purpose Vehicles through dedicated support at National, State, District and Block levels using professional 'Social Capital' in the form of experienced and trained community resources across 30 States and UT of Puducherry in 2920 Block in 349 district to be expected to enter all Blocks in next two years. The Committee have examined DAY-NRLM in terms of requirement of funds, challenges and constraints, initiatives taken and Monitoring.

(i) Requirement of funds

2.12 The Committee's examination of outlays *vis-a-vis* expenditure so far during the 12th Plan as also physical performance under NRLM has revealed that huge gap between proposed outlay *vis-a-vis* actual outlays accompanied by under utilisation/surrender of funds and under achievement of targets in first two years of the current Plan in terms of promotion of SHGs and training of candidates because of time consumed in social mobilisation of institutional buildings prior to capitalization of SHGs and federations and delay occurred in revision of NRLM Guidelines. In the case of gap between outlay and expenditure, the Committee are dismayed to note that as against the proposed 12th Plan outlay of Rs. 48,107 crore, the approved outlay was as low as Rs. 29,000 crore which further was reduced to Rs. 17,705 crore at Annual Plans level. Further, the quantum of fund available at RE stage were not fully utilized leading to surrender of as high as Rs. 777.89 crore in 2013-14 with relatively small amount surrendered during 2012-13 and 2014-15 also. The Committee have been apprised that due to delay in revision of NRLM Guidelines there was under achievement in training aspect during 2015-16. The Committee have been apprised that with the change of funding pattern from 75:25 to 60:40 the total budget size of the States will increase and all States/UTs are in a position to scale up faster. In this connection, the representative of DoRD in his deposition before the Committee was hopeful that Rs. 2,705.00 crore for 2015-16 would be fully utilized and through 29 lakh SHGs, 3 crore beneficiaries have been benefited in 52,000 Gram Panchayats. States/UTs may also ask for higher funds at RE (2016-17). The Committee have also been informed that with a view to

achieve 80-90 lakh SHGs, sufficient resources are to be made available in next few years. The Committee therefore, recommend the DoRD to utilise the allocation so that higher funds can be allocated at RE level for desired purpose and also un-interrupted flow of funds to be ensured for NRLM for coming years.

(Recommendation Serial No. 11)

(ii) Challenges and Constraints

2.13 The Committee are constrained to note that NRLM is experiencing the challenges of inadequate professionals at State, District and Block level in the form of SMMOs, DMMOs and availability of social capital, significant variations are positioning professional staff affecting the over-all quality of NRLM with only 16 States equipped with Social Capital, identification of National Resource Organization (NRO) for facilitating creation of social capital. It came out during the course of evidence before the Committee that 19 crore rural households have been given bank linkages and States/UTs have been asked to submit State Rural Development Plans accordingly. It also came out before the Committee that in Uttar Pradesh and Uttarakhand not much headway has been achieved where SHG network is as low as 3% while submitting the over-all preparedness on NRLM for achieving the task ahead upto 2024-25. The Committee have been informed that all States are generating sufficient Social Capital in terms of Community Resources Persons and various round of activities under NRLM and a large number of quality and experienced manpower is also available in States. The Committee find that there is contradiction on the part of DoRD and desire an explanation in this regard. The Committee also recommend that challenges if

any being faced under NRLM in the States including Uttar Pradesh and Uttarakhand be met through NRO in a time-bound manner.

(Recommendation Serial No.12)

(iii) Initiatives taken for implementation

2.14 The Committee appreciate the steps taken by DoRD for implementation of NRLM like use of SECC data for identification of deprived and vulnerable households for mobilisation into SHGs. Criteria of dedicated fund for deepening financial inclusion, launching of Intensive Participatory Planning Exercise II in 967 NRLM Blocks for convergence, approval of proposal of 17 States for 'Start-up' programme, etc. The DoRD has stated that under dedicated funds for financial inclusion, proposals have been received from several States and after scrutiny, 15 proposals have been approved by the Ministry for implementation and funds are being released to the States. It has been added that the other States have not shown interest so far in implementation of SVEP. Keeping in view the initiatives being taken for implementation of NRLM, the Committee recommend that all the other remaining States/UTs should also be impressed upon to submit proposals for 'Start-up' Programme and also for financial inclusion for release of funds under the scheme.

(Recommendation Serial No.13)

(iv) Monitoring

2.15 The Committee are dismayed to note that work relating to Baseline Survey is also lagging behind across the States. For instance, only three States of Bihar, Rajasthan and Haryana have submitted the reports to National Mission i.e.

National Mission Management Unit (NMMU) in MoRD and are awaiting clearance from State Missions i.e. SMMUs. Madhya Pradesh and Chhattisgarh have submitted their draft final Base line Report with MoRD. Karanataka have completed survey and communal Draft Report preparation. In Gujarat, Odisha, Uttar Pradesh and Tamil Nadu, the survey is in progress. The Committee do not approve the slow pace on the issue of baseline survey across the States and recommend MoRD to impress upon the slow moving States specially where survey is still in progress to fast track their baseline survey for achieving the NRLM goal of inclusion of all households by 2024.

(Recommendation Serial No.14)

Deen Dayal Upadhyay Grameen Kaushalya Yojana (DDU- GKY)

2.16 The Committee are glad to know that DoRD has finally come up with the much required concept of placement assured skill training programme (DDU-GKY) for providing employment to rural youth in the age group of 15-35 in a PPP mode with a view to contribute to the Prime Minister's 'Make in India campaign' with the object of positioning India as a global preferred manufacturing hub dovetailing its efforts to significantly contribute in other flagship programmes of the Country. The Committee also appreciate the important feature of the programme mandating full payment to Project Implementation Agencies (PIA) only after placement of as large as 75% of the trained candidates takes place. It also came out during the course of evidence that States/UTs Governments have been asked to prepare action plans showing

clearly the details of training centers, trainers etc. In this connection, a representative of the DoRD in his deposition before the Committee explained that the States/UTs Governments have been asked to take the lead on their own. The Committee, however, are constrained to note that DDU-GKY is also experiencing implementation constraints like shortage of funds for management requirements and shortfall in targets in training of candidates. The Committee have also been informed of the revamping initiatives taken in the field of capacity building for rural youth to address the needs of rural and global skill requirements, focus on DDU-GKY on employer related projects, standard operating quality processes and Training of Trainer (ToTs), online fund releases to the beneficiaries, convergence of Livelihood in Full Employment (LIFE) (MGNREGA) and Sagarmala Project with Ministry of Shipping etc. In view of the foregoing, the Committee observe that the DDU-GKY is need of the hour in the context of making available manufacturing hub at the doorstep of the rural poor and at the same time strengthening the rural infrastructure in years to come. The Committee feel that this Scheme may solve the problem of exodus of rural population to urban areas also. The Committee also recommend the DoRD to sort out the implementation constraints made out before the Committee in consultation and in coordination with different stakeholders i.e. State/UTs Governments, private companies etc.

(Recommendation Serial No.15)

Pradhan Mantri Gram Sadak Yojana (PMGSY)

The Committee have examined the PMGSY in terms of total work done, 12th Plan allocation vis-a-vis expenditure incurred so far, requirement of funds,

total liabilities required to be met, pending projects, implementation constraints and steps taken, irregularities in PMGSY in Bihar, need for coverage based on Census-2011 and post-construction maintenance issues.

(i) Requirements of funds

2.17 The Committee are constrained to note that the PMGSY has suffered huge reduction of funds during 12th Plan (2012-17) period. For instance, as against the requirement of funds of Rs. 2.03 lakh crore recommended by the Working Group on Rural Roads, the actual projection by Planning Commission was as low as Rs.1.73 lakh crore only and the GBS allocation worked out by Planning Commission was only Rs.1.24 lakh crore. Further, the actual total allocation was only Rs.1.05 lakh crore and the total allocation in BE was only Rs.93,382 lakh crore which at RE stage remained only Rs.51,076 lakh crore (excluding BE 2016-17). The Committee thus find that as against Rs. 2.03 lakh crore as recommended by the Working Group on Rural Roads the PMGSY, actually, could get Rs. 51,076 crore i.e. 25% of the original demand worked out by Working Group on Rural Roads. The Committee are also constrained to find that alongwith this there are liabilities/requirement of funds of the order of Rs. 47,552.49 crore for ongoing projects by reason of Rs.1.80 lakh crore value of projects cleared minus funds already released to States of Rs.1.34 lakh crore and NABARD loan liability of Rs.1,367.93 crore. DoRD has also stated that as per Monthly Progress Report (MPR) of February, 2016 projects worth Rs. 41,144.60 crore are pending at various stages in almost all the States and more prominently in Madhya Pradesh, Odisha, Uttar Pradesh and Bihar.

The Committee have reviewed the year-wise figures of availability and utilisation of funds under PMGSY also and have noticed that BE (2013-14) of Rs. 21,700 crore have been severely reduced to Rs.9,700 crore and the BE (2014-15) of Rs. 14,391 crore was also reduced to the level of Rs. 14,200 crore due to under utilisation of funds and interest accrued thereto following procedural delays resulting in sanctioning of a few fresh projects during 2013-14 and 2014-15. It came out before the Committee that during 2014-15 due to paucity of funds, adequate funds could not be released to States/UTs which in turn led to demobilization of men, material and machinery and slowed the pace of the PMGSY works. The Committee have been informed that BE (2015-16) of Rs.14,291 crore had been augmented to the level of Rs.18,291 by way of First Supplementary and Second Supplementary Grants of Rs.1,000 crore and Rs.3000 crore. The Committee are dismayed to note that even after release of Rs. 18,291.00 crores as low as only Rs. 13,189.81 crore has been utilized. The Committee, therefore, question the very basis of demand of funds under PMGSY, particularly when the Ministry is unable to utilize about Rs. 5,000 crore under PMGSY and recommend that States/UTs be asked to gear up their implementing machinery for optimal utilization of funds. The DoRD has also stated that because of change in funding pattern, States would have sufficient funds to complete balance/ongoing projects during 2015-16 and for years to follow. As for 2016-17, Rs.19,000 crore has been proposed under PMGSY and it came out during the course of examination that under PMGSY 60% is shared by Centre and 40% is shared by States. On this analogy, a total of Rs.27,0000 crore would be available for PMGSY during 2016-17. In this connection, the

Committee are unable to comprehend as to how with the available BE (2016-17) of Rs. 19,000 crore, the MoRD is going to complete the pending projects worth Rs. 41,144.60 crore. The Committee, therefore, desire a clarification in this regard.

The Committee's examination of total requirement of funds and total liabilities for pending projects and year-wise analysis clearly indicate that there is a contradiction between the two. In detailing out total requirement and liability the DoRD has stated that Rs.47,552.49 crore is a total liability whereas year-wise analysis the DoRD has stated that present level of funds are currently sufficient for ongoing projects and for years to follow. The Committee are not convinced with the reply of DoRD and seek a clarification in this regard. Meanwhile the Committee also recommend DoRD to impress upon the States/UTs for completing large number of pending PMGSY works in different States including Madhya Pradesh, Odisha, Uttar Pradesh and Bihar to utilise the available funds so that funds are not reduced at RE (2016-17).

(Recommendation Serial No.16)

(ii) Work done

2.18 The Committee's examination of work done under PMGSY reveals that PMGSY could only accomplish 65% connectivity of rural roads since inception. In this connection the Committee have come across various implementation constraints coming in the way of PMGSY roads. The Committee have been apprised by DoRD that since 'Rural Road is a State Subject and PMGSY is a one-time special intervention of Government of India to improve rural infrastructure

through construction of roads, the responsibility of timely completion of these roads lies with State Governments. The DoRD has also highlighted that Left Wing Extremism (LWE) violence affected States of Bihar, Jharkhand, Odisha, Chhattisgarh, Madhya Pradesh and hilly States of J&K, Uttarakhand, Himachal Pradesh including North Eastern States are still facing some constraints in their execution capacities and contracting capacities due to law and order problem, difficult hilly terrain, unfavourable weather conditions, i.e. less working season and non-availability of materials. In this connection, various steps taken have been spelt out before the Committee for effective implementation of PMGSY work in hilly States and LWE affected 82 selected Tribal and Backward districts under Integrated Action Plan (IAP) identified by Ministry of Home Affairs by relaxing the criteria for eligibility in terms of population from 500 to 250 in such habitations and in the case of More Intensive IAP Blocks further to the level of 100 persons with special dispensation in awarding PMGSY work with non-responsive tenders in these IAP districts, periodic Regional review by Empowered Committee Meetings for strengthening execution capacity, imparting of training to field engineers, focusing on capacity building through NRRDA of 1000 personnel of SRRDAs/PIUs etc. In this connection, the Committee find that DoRD has set out the target for covering the left out unconnected eligible habitations as per 2001 Census by 2019 and 33,000 habitations covering a rural length of more than 1.30 lakh kilometers is yet to be connected. In this connection, it also came out before the Committee that there is a need for coverage based on Census 2011 and the Committee has been apprised that first priority of Government is to connect 35% of remaining

habitations. In this connection, a representative of DoRD in his candid admission before the Committee submitted that after getting funds from first and Second Supplementary Grants in January 2014 and February, 2016, the per day 120 – 125 kms of rural road is being built which has to go to 170-175 kms per day. The Committee are unable to comprehend that as against the task of constructing rural roads of the order of 1.3 lakh kms by 2019, how the Ministry would be able to achieve the target with a speed of 120-125 kms per day.

The Committee, however, feel that in the light of under achievement of targets during 2015-16, the Department of Rural Development has to gear up their implementation machinery not only to replenish the gap arising out of under achievement of targets during 2015-16 but should speed up the pace of construction of rural roads in a aggressive way. The Committee also feel that in the light of implementation constraints and steps already taken and in the light of task ahead there is a need to move faster across the States especially IAP Districts in 82 IAP districts affected by LWE and hilly States by way of achieving timely coordination with NRRDA / SRRDAs etc.

(Recommendation Serial No.17)

(iii) Irregularities in PMGSY works in Bihar

2.19 During the course of the Committee's examination, the issue of irregularities in PMGSY works in various districts in Bihar dating back to 2012-13 worth Rs. 204.589 crore with road length of 300 kms. came up before the Committee. During the course of evidence a representative of DoRD apprised the sequence of events of the case and subsequently the matter was taken up

and disposed off by Hon'ble High Court necessitating execution of work finally. The Committee have taken up the issue with DoRD. The DoRD has inter alia informed the Committee the facts of the case bringing out objections raised by the local MP and follow up action taken by DoRD thereon, auguring that due diligence has been made by the Ministry and NRRDA during processing of tender and in extraordinary circumstances, the decisions were taken so there is no question of institutional deficiency in the matter. The Committee observe that all is not well with over all execution of PMGSY work in Bihar in RWD Divisions of Jhanjharpur, Biroul, Benipure, Philparas, Madhubani, Darbhanga 1 and Darbhanga 2 where works worth Rs.204.589 crore were badly delayed and in the process casualty was rural road connectivity in these areas. The Committee, therefore, recommend that the erring officials should be, brought to book and *action* should be taken against them who were at the helms of the affairs of the relevant period and if possible be barred from PMGSY works in future.

(Recommendation Serial No.18)

(iv) Post construction maintenance of PMGSY works

2.20 The Committee's examination has revealed that post construction maintenance of PMGSY works has been the focus of attention from time to time. The Committee recall that last year also the Committee had examined the issue and were apprised that all PMGSY roads are covered by 5 year maintenance contract, entered into alongwith the construction contract with the same construction in accordance with Standard Bidding Document (SBD) and maintenance funds to the service to contract are budgeted by State Government

and on expiry of 15 years post construction maintenance, the State Government make necessary budget provision to place such road under zonal maintenance contracts. In this connection, the Committee have been further apprised that States have been asked to notify State Specific Rural Road Maintenance Policies and ten States of Himachal Pradesh, Uttarakhand, Uttar Pradesh, Rajasthan, Bihar, Jharkhand, Madhya Pradesh, Chhattisgarh, Tamil Nadu and Assam have notified such policies. In this connection, the issue of poor maintenance of PMGSY road in Uttar Pradesh (specifically in district Bijnaur), and Odisha, came out before the Committee during the course of evidence and necessary follow up has been obtained from DoRD. The Committee, however, feel that although different States have notified maintenance policies, yet there is a need to inspect such roads at regular intervals by National Quality Monitors (NQMs) across the States irrespective of receipt or non-receipt of complaints emanating from different sources. The Committee also feel that currently the monitoring of PMGSY is also being done by app 'Meri Sadak' stipulating timely action on such cases. The Committee visualise that rural poor are still far away from the reach of such app. The Committee, therefore, feel that a calendar of inspection by NQMs be chalked out for looking after the needs of maintenance of PMGSY works across the States. The Committee also recommend DoRD to persuade other States to come out with State specific maintenance policies on the lines of the States which have already notified such policies.

In this connection, it also came out before the Committee that in some PMGSY road sites, sign-boards indicating details of the names of contractors alongwith his contact number, life of the PMGSY road site etc. are not put up.

The Committee, therefore, feel that for the benefit of the common man, such details should invariably be displayed wherever the PMGSY road works have been completed to have a more transparent system.

(Recommendation Serial No. 19)

Pradhan Mantri Awaas Yojana (PMAY) (Rural Housing)

The Committee while examining PMAY scheme has touched upon issues like Plan allocations *vis-a-vis* utilisation of funds, unspent balances, requirement of funds for meeting the goal of 'housing for All by 2022', issue of per unit assistance, convergence with MGNREGA for achieving the goal of 'housing for All by 2022' etc. that are as under:-

(i) **12th Plan Outlays *vis-a-vis* releases**

2.21 The Committee's examination of Pradhan Mantri Awaas Yojana (PMAY) (Rural Housing), the erstwhile IAY has revealed that during 12th Plan this scheme has experienced steep reduction of budgeted amount at RE stages during first three years *vis.* 2012-13 to 2014-15 leading to shortfall in achievement of physical targets and have witnessed huge unspent balances in different States during 2014-15 and 2015-16 by reason of late releases during 2015-16. Structural deficiencies in the existing fund transfer and many legacy issues, non-reconciliation of accounts, non-completion of houses in given timeframe, non-releases of matching share by States/UT Governments etc. For instance the Committee are constrained to note that during 2012-13 Budget Estimate of Rs. 11,025 crore were reduced to Rs. 9,024 crore. In 2013-14 BE of Rs. 15,184 crore were reduced to Rs. 13,184 crore at RE stage. In 2014-15 the BE of Rs. 16,000 crore were reduced to Rs. 11,000 crore. Further, during 2015-16

against the BE and RE of Rs. 10,025 crore, the releases were only Rs. 8,061 crore . In the case of unspent balances the Committee are constrained to note that during 2014-15, Rs. 5,540.03 crore were unspent as on 31.03.2015 which in 2015-16 rose to Rs. 7,452.73 crore as on 01.03.2016 and prominent States where large amount of unspent balances were West Bengal, Assam, Uttar Pradesh, Bihar. Maharashtra and Odisha. It also came out during the course of evidence that non-uploading of information on 'AwaasSoft' by different States was the reason for these unspent balances.

The DoRD has also apprised the Committee about steps taken for liquidating unspent balance which *inter-alia* include wider use of 'AwaasSoft' for real-time monitoring and cross verification of physical progress, rolling out mobile-app for inspection and uploading of photographs, electronic transfer of Rs. 5,254.40 crore out of total Central releases of Rs. 8,061.45 crore as on 31.01.2016. The Committee feel that still there is a long way to go for hundred percent electronic transfer. The Committee desire that all out effort should be made to liquidate unspent balances during 2014-15 and 2015-16 across all the States specially big States referred to above for smoother implementation of the PMAY scheme in future.

(Recommendation Serial No. 20)

Convergence/Per Unit Assistance

2.22 The Committee are glad to hear that learning lessons from findings of C&AG Report on Rural Housing that *inter-alia* focussed on various deficiencies in IAY like non-assessment of housing shortage in 11 States, delay in completion of IAY houses, non inspection of IAY units etc. the DoRD had

admitted candidly before the Committee that above issues reflect major shortcomings in implementation of scheme and number of initiatives like strengthening of on-line monitoring mechanism, developing application to facilitate inspections, evolving guidelines for use of SECC to estimate housing shortage, identification of beneficiaries and certification of reasons to plug these loopholes. The Committee equally appreciate that convergence with MGNREGA has been linked by developing real-time link with MGNREGASoft server benefiting additional resources by claiming their entitlement of 90/95 of paid unskilled labour for construction of houses under IAY. The Committee also appreciate that all States have been asked to disburse financial assistance for houses sanctioned under IAY in financial year 2015-16 directly to the beneficiary through eFMS platform. The Committee are glad to also note that with a view to realise the goal of 'Housing for All by 2022', the Cabinet has finally approved the proposal on 23 March, 2016 for "Revamping of Indira Awaas Yojana' into Pradhan Mantri Awaas Yojana' to realize the Government vision of providing 'Housing for All' by 2022, entailing enhanced per unit assistance of Rs. 1 lakh in plain and Rs. 1.3 lakh in difficult areas/hilly States/IAP districts for construction of 1 crore houses in rural India over the next three years from 2016-17 to 2018-19 and Rs. 81,975 crore would be required for that purpose Rs. 60,000 crore would be met by budgetary sources and Rs. 21,975 would be from borrowing from NABARD. Further additional support of Rs. 5,000 crore would be needed in 2016-17 the terminal year of the 12th Plan. The Committee feel that all out efforts should be made by DoRD as also States/UTs to achieve the goal of 'Housing for All' by 2022 by full utilisation of enhanced amount of Rs. 15,000 crore fund for

2016-17 and funds already quantified for three years i.e. 2016-17 to 2018-19 as approved by the Cabinet.

(Recommendation Serial No. 21)

National Social Assistance Programme (NSAP)

2.23 The Committee are constrained to note that important scheme of National Social Assistance Programme (NSAP) that seeks to give pension to widows physically disabled persons etc. has not been implemented properly in terms of availability of funds, challenges like delay in disbursement of assistance, streamlining of beneficiaries, delay in submission of monthly reports, leading not only affecting the implementation of the progress but also leaving the beneficiaries as real losers with regard to availability of funds. The Committee are constrained to note that during 2012-13 and 2014-15 as against the proposed amount of Rs. 94,34.76 crore and Rs. 10,635 crore the actual BE was as low as Rs. 8,496.96 crore and Rs. 7,241.00 crore respectively. The Committee are constrained to hear that above reduction during 2014-15 has resulted in non-release of funds towards fourth quarter instalment for 2014-15 which was eventually released from the 2015-16 funds. Further, the Committee have been apprised that funds for States of Goa, Arunachal Pradesh, Manipur, Sikkim and UT of NCT of Delhi and Puducherry have not yet been released for fourth quarter. The Committee are also constrained to note that Rs. 9,500 crore for 2016-17 may not be sufficient in view of pending liability of Rs. 2,817.08 crore for second instalment of previous year. In this connection, a representative of DoRD while deposing before the Committee, also informed about introducing Direct Transfer in Bank accounts of beneficiaries through Aadhar. The DoRD has also

spelt out before the Committee of various steps like introduction of NSAP MIS, computerization of database of beneficiaries, rolling out of Direct Benefit Transfer (DBT) in 01.07.2013 in 12 selected districts of 26 States on priority basis for these pension schemes through post offices coming into core banking services postal dependent priority micro ATM and postal bank becoming operational by next year etc. The Committee, however, feel that sufficient funds be allocated for this scheme in the first instance which is bread and butter for the old and disabled persons and implementation constraints/challenges be addressed expeditiously.

Another issue has been inviting the focus of the Committee was about lowering the age from 40 to 18 years specially for making the eligible widows/under IGWEPs and IGNDPS scheme. The Committee are constrained to note that the issue is still under finalisation as Revised Memorandum EFC is being finalised. The Committee recommend the DoRD to get the matter expedited.

(Recommendation Serial No. 22)

Saansad Adarsh Gram Yojana (SAGY)

2.24 The Committee are constrained to note that Saansad Adarsh Gram Yojana (SAGY) has not been given separate funds for making adopted 'Grams' as 'Adarsh Grams' and whatever funds that are available under different scheme have to be used for SAGY scheme. This has converted the SAGY scheme into a source of embarrassment for MPs among the masses who have adopted such Adarsh Grams. In this connection, even a demand has come up before the Committee to close the scheme with a view to save the MPs from further wrath of people. In this connection, the representative of DoRD also admitted candidly

before the Committee that lot of problems are emanating from no provision of funds for SAGY scheme. In this connection, the Committee were also apprised by a representative of DoRD during the course of evidence that as advised by Hon'ble Minister for Rural Development that for four basic areas of electricity, potable drinking water, PMGSY roads and school infrastructure, the DoRD is coordinating with concerned Departments and if means are required that also be looked into and upto what extent funds are to be given in single villages that is also being considered. In this connection, the DoRD has also apprised the Committee that for financial year 2014-15 one time assistance of Rs. 50,000 for each SAGY Gram Panchayat is to be used by collectors/DMs for meeting administrative purposes and in Financial Year 2015-16 States/UTs have been given similar amount as one time financial assistance for hiring resource person and meeting administrative expenses. The Committee also notice that DoRD has already written to 21 concerned Ministries to make necessary modifications in Guidelines of different Central/Centrally Sponsored Schemes so as to achieve convergence at Gram Panchayat level for development of Gram Panchayats identified under SAGY. Besides, number of State schemes are also required to be converged with this scheme to maximise the benefit. In this connection, the Committee find that DoRD has also brought out three publications of 'Sankalan', 'Samanvay'and 'Panchayat Darpan' showing initiatives taken by MPs in SAGY Gram Panchayats, compilation of Central/Centrally Sponsored and State schemes for convergence and developing 35 point indicators for monitoring progress of SAGY Gram Panchayat. Besides, advisories have been issued by various Ministries/Departments also. The Committee feel that work on these

areas be also expedited for ensuring real convergence of funds at Gram Panchayat levels and also for the intended purpose under SAGY scheme. Meanwhile, the Committee also find that the issue of making available funds for these schemes is being currently considered by MoRD. The Committee feel that a final decision be taken on this issue expeditiously.

(Recommendation Serial No. 23)

Shyama Prasad Mukherjee RURBAN Mission

2.25 The Committee's examination has revealed that a sum of Rs. 300 crore has been proposed for 2016-17 under Shyama Prasad Mukherjee RURBAN Mission that was started on 16.09.2015 with an outlay of Rs. 5,142.08 crore aiming to develop 300 rural growth clusters called RURBAN Clusters across the States/UTs for triggering overall development in the region, by way of provisioning economic activities developing skilled local entrepreneurship and providing infrastructure, amenities under 14 different components like skill development, Agro processing, fully equipped mobile health unit, upgrading of schools etc. The Committee find that in first phase out of 100 clusters as many as 77 clusters have been submitted to MoRD. The Committee feel that the scheme be implemented in a faster way for achieving the intended objective.

(Recommendation Serial No. 24)

Socio-Economic & Caste Census (SECC), 2011

2.26 The Committee are dismayed to note that SECC, 2011 that was to be completed by December, 2015 is yet to be completed mainly by reason of state of preparedness is not similar in different States. The Committee are unhappy to note that almost full funds for SECC, 2011 for 2015-16 of the order of

Rs. 350 crore could not be released for first, Second and Third instalment to States/UT Governments because of non clearance of Revised Cost Estimates (RCE). The Committee find that the level of RCE has risen from Rs. 3,543.29 crore to as high as Rs. 5,000 crore and the same has been approved by Expenditure Finance Committee (EFC). The Committee are also constrained to note that SECC, 2011 is in final stages and on the verge of completion with Final List published in 33 States/UTs except Rajasthan (in only 1 district) Odisha and Tripura. The Committee again caution the Government that SECC, 2011 data being vital for focussed planning of national resources be expedited on day to day basis in the remaining States.

(Recommendation Serial No. 25)

NEW DELHI;
29 April, 2016
09 Vaisakha, 1938 (Saka)

DR. P. VENUGOPAL
Chairperson,
Standing Committee on Rural Development

Appendix-I

Summary of Demands for Grants (2016-17)

Sl.	Name of the Scheme	Major Head	Budget	Revised	Budget Estimates 2016-2017		
No.		of Account	Estimates, 2015-2016	Estimates, 2015-2016	Revenue	Capital/ Loan	Total
1	2	3	4	5	6	7	8
PLAN SCHEMES							
SPECIAL PROGRAMMES FOR RURAL DEVELOPMENT							
1	Deen Dayal Antodaya Yojana - National Rural Livelihood Mission(DAY-NRLM)	2501	1077.70	1081.70	1258.00	...	1258.00
		3601	1211.80	1374.80	1520.20	...	1520.20
		3602	5.00	5.00	3.30	...	3.30
TOTAL - SPECIAL PROGRAMMES FOR			2294.50	2461.50	2781.50	...	2781.50
RURAL DEVELOPMENT							
2	Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS)	2505	986.00	1200.25	16056.02	..	16056.02
		3601	33700.00	35753.75	20929.98	..	22429.98
		3602	13.00	13.00	14.00	..	14.00
TOTAL - Rural Employment			34699.00	36967.00	37000.00	..	38500.00
HOUSING							
3	Rural Housing (IAY)	2216	21.00	21.00	128.00	..	128.00
		3601	8997.00	8997.00	9318.00	..	13368.00
		3602	4.00	4.00	4.00	..	4.00
TOTAL - IAY			9022.00	9022.00	9450.00	-	13500.00
OTHER RURAL DEVELOPMENT PROGRAMMES:							
4	Grants to National Institute of Rural Development (NIRD)	2515	45.00	45.00	45.00	..	45.00
5	Assistance to CAPART	2515	10.00	10.00	20.00	..	20.00
6	Provision for Urban Amenities in Rural Areas(PURA)	2515	0.00	0.00	0.00	..	0.00
7	Management Support to RD Programme & strengthening district planning process	2515	117.00	117.00	229.50	..	229.50
8	BPL Survey	2515	315.00	295.00	337.50	..	337.50
9	RURBAN Mission	2515	270.00	30.00	270.00	..	270.00
10	Village Entrepreneurship 'Start-up' Programme	2515	180.00	13.00	0.00	..	0.00
TOTAL - OTHER RURAL DEVELOPMENT PROGRAMMES			937.00	510.00	902.00	..	902.00
ROAD & BRIDGES							
11	Pradhan Mantri Gram Sadak Yojana	3054	4185.00	3109.29	1420.51	..	4120.51
		3601	8945.00	13620.71	16176.49	..	16176.49
		3602	6.00	6.00	5.00	..	5.00
(PMGSY) - Rural Roads			13136.00	16736.00	17602.00	..	17602.00
SOCIAL SECURITY AND WELFARE							
12	National Social Assistance Programme	2235	8.00	8.00	10.39	..	10.39
		3601	8091.00	8091.00	8465.61	..	8465.61
		3602	74.00	74.00	74.00	..	74.00
TOTAL- NSAP			8173.00	8173.00	8550.00	..	8550.00

(Rs. In crore)

Sl. No.	Name of the Scheme	Major Head of Account	Budget Estimates, 2015-2016	Revised Estimates, 2015-2016	Budget Estimates 2016-2017		
					Revenue	Capital/Loan	Total
1	2	3	4	5	6	7	8
15	Provision for North Eastern Region and Sikkim					..	
	1. Deen Dayal Antodaya Yojana -National Rural Livelihood Mission(DAY-NRLM)	2552	210.50	210.50	218.50	..	218.50
	2. Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS)	2552	0.00	0.00	0.00	..	0.00
	3. Rural Housing (IAY)	2552	1003.00	1003.00	1050.00	..	1500.00
	4. Grants to National Institute of Rural Development (NIRD)	2552	5.00	5.00	5.00	..	5.00
	5. Assistance to CAPART	2552	0.00	0.00	0.00	..	0.00
	6. Management Support to RD Programme & strengthening district planning process	2552	13.00	13.00	25.50	..	25.50
	7. BPL Survey	2552	35.00	35.00	37.50	..	37.50
	8. Pradhan Mantri Gram Sadak Yojana (PMGSY) - Rural Roads	2552	1155.00	1555.00	1398.00	-	1398.00
	9. National Social Assistance Programme	2552	909.00	909.00	950.00	-	950.00
	10. RURBAN Mission	2552	30.00	30.00	30.00	-	30.00
	11. Village Entrepreneurship "Start-up' Programme	2552	20.00	20.00	0.00	-	0.00
	TOTAL - NE Region		3380.50	3780.50	3714.50	..	4164.50
	TOTAL - PLAN		71642.00	77650.00	80000.00	..	86000.00
	NON-PLAN SCHEMES						
	1. Headquarter's Establishment of Department of Rural Development	3451	33.03	30.75	35.00	--	35.00
	2. Grants to National Institute of Rural Development	2515	18.25	17.80	19.00	--	19.00
	3. Production of Literature for Rural Development	2515	0.35	0.35	0.35	--	0.35
	4. Contribution to International Bodies	2515	1.45	1.45	1.45	--	1.45
	TOTAL - NON-PLAN		53.08	50.35	55.80	--	55.80

Appendix-II

(Rs. In lakh)

State wise release position of MGNREGA (2012-13 to 2015-16)					
No	States	2012-13	2013-14	2014-15	2015-16 (As on 17.3.16)
1	Andhra Pradesh	321673.59	475049.00	290314.10	285685.090
2	Arunachal Pradesh	6834.19	13852.67	2704.16	4003.960
3	Assam	53445.67	57349.95	50023.46	50200.770
4	Bihar	122781.45	158070.67	95968.24	102412.260
5	Chhattisgarh	203136.31	144602.31	150570.49	88706.140
6	Gujarat	47440.77	33530.02	35442.93	19416.210
7	Haryana	34935.89	37687.81	16715.29	11839.910
8	Himachal Pradesh	36129.50	47797.09	35542.86	35110.490
9	Jammu and Kashmir	76276.16	60315.73	52171.08	54504.610
10	Jharkhand	80916.84	62143.28	72433.41	96989.310
11	Karnataka	123193.69	159606.81	171687.07	82278.750
12	Kerala	131117.81	127710.93	158758.02	143834.741
13	Madhya Pradesh	161015.37	183982.44	245163.12	224475.730
14	Maharashtra	157324.33	115292.02	79951.77	123834.730
15	Manipur	59023.09	23100.00	21997.13	16125.520
16	Meghalaya	22610.82	27106.21	27785.90	22182.560
17	Mizoram	25229.24	24474.27	11141.23	13903.610
18	Nagaland	46012.38	29214.80	11305.27	17707.800
19	Orissa	84797.88	75752.84	103530.34	147941.050
20	Punjab	11421.27	22615.48	18948.18	24533.370
21	Rajasthan	258534.43	205943.32	297609.87	245553.060
22	Sikkim	7406.51	10684.17	7386.41	7952.720
23	Tamilnadu	354605.42	469021.12	378180.33	547037.470
24	Telangana			191996.00	180421.020
25	Tripura	76889.88	94366.49	63662.48	135894.190
26	Uttaranchal	26827.10	33000.50	28636.22	43983.134
27	Uttar Pradesh	129202.49	289639.01	251341.40	239393.590
28	West Bengal	339547.96	289438.19	374495.29	444600.690
29	Andaman & Nicobar Islands	1381.49	1918.10	1301.94	1035.720
30	Dadra and Nagar Haveli	39.56	0.00	0.00	0.000
31	Daman & Diu	0.00	0.00	0.00	0.000
32	Lakshadweep	117.55	16.93	45.06	11.850
33	Pondicherry	885.75	879.98	739.69	1292.570
34	Goa	241.16	205.86	137.95	246.820
34	Chandigarh	0.00	0.00	0.00	0.000
	Total	3000995.55	3274368.00	3247686.69	3413109.445

Appendix-III

MGNREGA: Aadhar Based Payment districts		
S.No.	State Name	District Name
1	BIHAR	NALANDA
2	BIHAR	BHOJPUR
3	BIHAR	ROHTAS
4	BIHAR	AURANAGABAD
5	BIHAR	GAYA
6	BIHAR	SARAN
7	BIHAR	SIWAN
8	BIHAR	GOPALGANJ
9	BIHAR	PASHCHIM CHAMPARAN
10	BIHAR	SITAMARHI
11	BIHAR	MUZAFFARPUR
12	BIHAR	BEGUSARAI
13	BIHAR	SAMASTIPUR
14	BIHAR	DARBHANGA
15	BIHAR	SAHARSA
16	BIHAR	PURNIA
17	BIHAR	KATI HAR
18	BIHAR	BHAGALPUR
19	CHHATTISGARH	BILASPUR
20	CHHATTISGARH	KAWARDHA
21	CHHATTISGARH	DURG
22	CHHATTISGARH	RAJNANDAGON
23	CHHATTISGARH	SURGUJA
24	CHHATTISGARH	KOREA
25	CHHATTISGARH	KORBA
26	CHHATTISGARH	DHAMTARI
27	CHHATTISGARH	KANKER
28	CHHATTISGARH	BASTAR
29	CHHATTISGARH	RAIGARH
30	CHHATTISGARH	JANJGIR-CHAMPA
31	CHHATTISGARH	MAHASAMUND
32	CHHATTISGARH	RAIPUR
33	CHHATTISGARH	NARAYANPUR
34	CHHATTISGARH	GARIYABAND
35	CHHATTISGARH	BALOD
36	CHHATTISGARH	KONDAGAON
37	CHHATTISGARH	MUNGELI
38	GUJARAT	JAMNAGAR

MGNREGA: Aadhar Based Payment districts		
S.No.	State Name	District Name
39	GUJARAT	RAJKOT
40	GUJARAT	SURENDRANAGAR
41	GUJARAT	BHAVNAGAR
42	GUJARAT	AMRELI
43	GUJARAT	JUNAGADH
44	GUJARAT	KACHCHH
45	GUJARAT	BANAS KANTHA
46	GUJARAT	SABAR KANTHA
47	GUJARAT	MAHESANA
48	GUJARAT	GANDHINAGAR
49	GUJARAT	AHMADABAD
50	GUJARAT	KHEDA
51	GUJARAT	PANCH MAHALS
52	GUJARAT	VADODARA
53	GUJARAT	BHARUCH
54	GUJARAT	SURAT
55	GUJARAT	VALSAD
56	GUJARAT	DANG
57	GUJARAT	PATAN
58	GUJARAT	PORBANDAR
59	GUJARAT	ANAND
60	GUJARAT	DOHAD
61	GUJARAT	NARMADA
62	GUJARAT	NAVSARI
63	GUJARAT	TAPI
64	GUJARAT	Morbi
65	GUJARAT	Chhotaudepur
66	GUJARAT	ARVALLI
67	GUJARAT	DEVBHUMI DWARKA
68	HARYANA	AMBALA
69	HARYANA	YAMUNANAGAR
70	HARYANA	KURUKSHETRA
71	HARYANA	KAITHAL
72	HARYANA	KARNAL
73	HARYANA	PANIPAT
74	HARYANA	SONIPAT
75	HARYANA	ROHTAK
76	HARYANA	FARIDABAD
77	HARYANA	GURGAON
78	HARYANA	REWARI

MGNREGA: Aadhar Based Payment districts		
S.No.	State Name	District Name
79	HARYANA	MAHENDRAGARH
80	HARYANA	BHIWANI
81	HARYANA	JIND
82	HARYANA	HISAR
83	HARYANA	SIRSA
84	HARYANA	PANCHKULA
85	HARYANA	FATEHABAD
86	HARYANA	MEWAT
87	HARYANA	JHAJJAR
88	HARYANA	PALWAL
89	HIMACHAL PRADESH	BILASPUR
90	HIMACHAL PRADESH	CHAMBA
91	HIMACHAL PRADESH	HAMIRPUR
92	HIMACHAL PRADESH	KANGRA
93	HIMACHAL PRADESH	KULLU
94	HIMACHAL PRADESH	MANDI
95	HIMACHAL PRADESH	SHIMLA
96	HIMACHAL PRADESH	SIRMAUR
97	HIMACHAL PRADESH	SOLAN
98	HIMACHAL PRADESH	UNA
99	JHARKHAND	RANCHI
100	JHARKHAND	LOHARDAGA
101	JHARKHAND	GUMLA
102	JHARKHAND	SIMDEGA
103	JHARKHAND	PALAMU
104	JHARKHAND	LATEHAR
105	JHARKHAND	GARHWA
106	JHARKHAND	WEST SINGHBHUM
107	JHARKHAND	SARAIKELA KHARSAWAN
108	JHARKHAND	EAST SINGHBUM

MGNREGA: Aadhar Based Payment districts		
S.No.	State Name	District Name
109	JHARKHAND	DUMKA
110	JHARKHAND	JAMTARA
111	JHARKHAND	SAHEBGANJ
112	JHARKHAND	PAKUR
113	JHARKHAND	GODDA
114	JHARKHAND	HAZARIBAGH
115	JHARKHAND	CHATRA
116	JHARKHAND	KODERMA
117	JHARKHAND	GIRIDIH
118	JHARKHAND	BOKARO
119	JHARKHAND	DHANBAD
120	JHARKHAND	DEOGHAR
121	JHARKHAND	RAMGARH
122	JHARKHAND	KHUNTI
123	KARNATAKA	BAGALKOTE
124	KARNATAKA	BANGALORE
125	KARNATAKA	BANGALORE RURAL
126	KARNATAKA	BELGAUM
127	KARNATAKA	BELLARY
128	KARNATAKA	BIDAR
129	KARNATAKA	BIJAPUR
130	KARNATAKA	CHAMARAJA NAGARA
131	KARNATAKA	CHIKMAGALUR
132	KARNATAKA	CHITRADURGA
133	KARNATAKA	DAKSHINA KANNADA
134	KARNATAKA	DAVANAGERE
135	KARNATAKA	DHARWAR
136	KARNATAKA	GADAG
137	KARNATAKA	GULBARGA
138	KARNATAKA	HASSAN
139	KARNATAKA	HAVERI
140	KARNATAKA	KODAGU
141	KARNATAKA	KOLAR
142	KARNATAKA	KOPPAL
143	KARNATAKA	MANDYA
144	KARNATAKA	MYSORE
145	KARNATAKA	RAICHUR
146	KARNATAKA	SHIMOGA
147	KARNATAKA	TUMKUR
148	KARNATAKA	UDUPI

MGNREGA: Aadhar Based Payment districts		
S.No.	State Name	District Name
149	KARNATAKA	UTTARA KANNADA
150	KARNATAKA	CHIKKABALLAPURA
151	KARNATAKA	RAMANAGARA
152	KERALA	KASARGOD
153	KERALA	KANNUR
154	KERALA	WAYANAD
155	KERALA	KOZHIKODE
156	KERALA	MALAPPURAM
157	KERALA	PALAKKAD
158	KERALA	THRISSUR
159	KERALA	ERNAKULAM
160	KERALA	IDUKKI
161	KERALA	KOTTAYAM
162	KERALA	ALAPPUZHA
163	KERALA	PATHANAMTHITTA
164	KERALA	KOLLAM
165	KERALA	THIRUVANANTHAPURAM
166	MADHYA PRADESH	MORENA
167	MADHYA PRADESH	GWALIOR
168	MADHYA PRADESH	DATIA
169	MADHYA PRADESH	SHIVPURI
170	MADHYA PRADESH	GUNA
171	MADHYA PRADESH	TIKAMGARH
172	MADHYA PRADESH	CHHATARPUR
173	MADHYA PRADESH	PANNA
174	MADHYA PRADESH	SAGAR
175	MADHYA PRADESH	DAMOH
176	MADHYA PRADESH	SATNA
177	MADHYA PRADESH	REWA
178	MADHYA PRADESH	SHAHDOL
179	MADHYA PRADESH	SIDHI
180	MADHYA PRADESH	MANDSAUR
181	MADHYA PRADESH	RATLAM
182	MADHYA PRADESH	UJJAIN
183	MADHYA PRADESH	SHAJAPUR
184	MADHYA PRADESH	DEWAS
185	MADHYA PRADESH	JHABUA
186	MADHYA PRADESH	DHAR
187	MADHYA PRADESH	INDORE
188	MADHYA PRADESH	KHARGONE

MGNREGA: Aadhar Based Payment districts		
S.No.	State Name	District Name
189	MADHYA PRADESH	KHANDWA
190	MADHYA PRADESH	RAJGARH
191	MADHYA PRADESH	VIDISHA
192	MADHYA PRADESH	BHOPAL
193	MADHYA PRADESH	SEHORE
194	MADHYA PRADESH	RAISEN
195	MADHYA PRADESH	BETUL
196	MADHYA PRADESH	HOSHANGABAD
197	MADHYA PRADESH	JABALPUR
198	MADHYA PRADESH	NARSINGHPUR
199	MADHYA PRADESH	MANDLA
200	MADHYA PRADESH	CHHINDWARA
201	MADHYA PRADESH	SEONI
202	MADHYA PRADESH	BALAGHAT
203	MADHYA PRADESH	SHEOPUR
204	MADHYA PRADESH	UMARIA
205	MADHYA PRADESH	NEEMUCH
206	MADHYA PRADESH	BARWANI
207	MADHYA PRADESH	HARDA
208	MADHYA PRADESH	KATNI
209	MADHYA PRADESH	DINDORI
210	MADHYA PRADESH	ANUPPUR
211	MADHYA PRADESH	BURHANPUR
212	MAHARASHTRA	THANE
213	MAHARASHTRA	RAIGAD
214	MAHARASHTRA	RATNAGIRI
215	MAHARASHTRA	SINDHUDURG
216	MAHARASHTRA	NASHIK
217	MAHARASHTRA	DHULE
218	MAHARASHTRA	JALGAON
219	MAHARASHTRA	AHMEDNAGAR
220	MAHARASHTRA	PUNE
221	MAHARASHTRA	SATARA
222	MAHARASHTRA	SANGLI
223	MAHARASHTRA	SOLAPUR
224	MAHARASHTRA	KOLHAPUR
225	MAHARASHTRA	AURANGABAD
226	MAHARASHTRA	JALNA
227	MAHARASHTRA	PARBHANI
228	MAHARASHTRA	BEED

MGNREGA: Aadhar Based Payment districts		
S.No.	State Name	District Name
229	MAHARASHTRA	NANDED
230	MAHARASHTRA	OSMANABAD
231	MAHARASHTRA	LATUR
232	MAHARASHTRA	BULDHANA
233	MAHARASHTRA	AKOLA
234	MAHARASHTRA	AMRAVATI
235	MAHARASHTRA	YAVATMAL
236	MAHARASHTRA	WARDHA
237	MAHARASHTRA	NAGPUR
238	MAHARASHTRA	BHANDARA
239	MAHARASHTRA	CHANDRAPUR
240	MAHARASHTRA	GADCHIROLI
241	MAHARASHTRA	NANDURBAR
242	MAHARASHTRA	WASHIM
243	MAHARASHTRA	GONDIA
244	MAHARASHTRA	HINGOLI
245	ODISHA	SAMBALPUR
246	ODISHA	SUNDARGARH
247	ODISHA	KENDUJHAR
248	ODISHA	MAYURBHANJ
249	ODISHA	BALESHWAR
250	ODISHA	CUTTACK
251	ODISHA	DHENKANAL
252	ODISHA	KANDHAMAL
253	ODISHA	BOLANGIR
254	ODISHA	KALAHANDI
255	ODISHA	KORAPUT
256	ODISHA	GANJAM
257	ODISHA	PURI
258	ODISHA	BARGARH
259	ODISHA	JHARSUGUDA
260	ODISHA	DEOGARH
261	ODISHA	BHADRAK
262	ODISHA	KENDRAPARA
263	ODISHA	JAGATSINGHAPUR
264	ODISHA	JAJPUR
265	ODISHA	ANGUL
266	ODISHA	NAYAGARH
267	ODISHA	KHORDHA
268	ODISHA	GAJAPATI

MGNREGA: Aadhar Based Payment districts		
S.No.	State Name	District Name
269	ODISHA	BOUDH
270	ODISHA	SONEPUR
271	ODISHA	NUAPADA
272	ODISHA	RAYAGADA
273	ODISHA	NABARANGAPUR
274	ODISHA	MALKANGIRI
275	PUDUCHERRY	PONDICHERRY
276	PUDUCHERRY	KARAIKAL
277	PUNJAB	GURDASPUR
278	PUNJAB	AMRITSAR
279	PUNJAB	FEROZEPUR
280	PUNJAB	LUDHIANA
281	PUNJAB	JALANDHAR
282	PUNJAB	KAPURTHALA
283	PUNJAB	HOSHIARPUR
284	PUNJAB	ROPAR
285	PUNJAB	PATIALA
286	PUNJAB	SANGRUR
287	PUNJAB	BHATINDA
288	PUNJAB	FARIDKOT
289	PUNJAB	NAWANSHAHR
290	PUNJAB	MOGA
291	PUNJAB	MUKATSAR
292	PUNJAB	MANSA
293	PUNJAB	FATEHGARH SAHIB
294	PUNJAB	SAS NAGAR MOHALI
295	PUNJAB	TARN TARAN
296	PUNJAB	BARNALA
297	PUNJAB	Pathankot
298	PUNJAB	Fazilka
299	RAJASTHAN	SRI GANGANAGAR
300	RAJASTHAN	HANUMANGARH
301	RAJASTHAN	BIKANER
302	RAJASTHAN	CHURU
303	RAJASTHAN	JHUNJHUNU
304	RAJASTHAN	ALWAR
305	RAJASTHAN	BHARATPUR
306	RAJASTHAN	DHOLPUR
307	RAJASTHAN	KARALI
308	RAJASTHAN	SAWAI MADHOPUR

MGNREGA: Aadhar Based Payment districts		
S.No.	State Name	District Name
309	RAJASTHAN	DAUSA
310	RAJASTHAN	JAIPUR
311	RAJASTHAN	SIKAR
312	RAJASTHAN	NAGAUER
313	RAJASTHAN	JODHPUR
314	RAJASTHAN	JALSALMER
315	RAJASTHAN	BARMER
316	RAJASTHAN	JALORE
317	RAJASTHAN	SIROHI
318	RAJASTHAN	PALI
319	RAJASTHAN	AJMER
320	RAJASTHAN	TONK
321	RAJASTHAN	BUNDI
322	RAJASTHAN	BHILWARA
323	RAJASTHAN	RAJSAMAND
324	RAJASTHAN	UDAIPUR
325	RAJASTHAN	DUNGARPUR
326	RAJASTHAN	BANSWARA
327	RAJASTHAN	CHITTORGARH
328	RAJASTHAN	KOTA
329	RAJASTHAN	BARAN
330	RAJASTHAN	JHALAWAR
331	SIKKIM	EAST DISTRICT
332	SIKKIM	SOUTH DISTRICT
333	SIKKIM	WEST DISTRICT
334	TAMIL NADU	KANCHIPURAM
335	TAMIL NADU	TIRUVALLUR
336	TAMIL NADU	CUDDALORE
337	TAMIL NADU	VILLUPURAM
338	TAMIL NADU	VELLORE
339	TAMIL NADU	TIRUVANNAMALAI
340	TAMIL NADU	SALEM
341	TAMIL NADU	NAMAKKAL
342	TAMIL NADU	DHARMAPURI
343	TAMIL NADU	ERODE
344	TAMIL NADU	COIMBATORE
345	TAMIL NADU	THE NILGIRIS
346	TAMIL NADU	THANJAVUR
347	TAMIL NADU	NAGAPATTINAM
348	TAMIL NADU	TIRUVARUR

MGNREGA: Aadhar Based Payment districts		
S.No.	State Name	District Name
349	TAMIL NADU	TIRUCHIRAPPALLI
350	TAMIL NADU	KARUR
351	TAMIL NADU	PERAMBALUR
352	TAMIL NADU	PUDUKKOTTAI
353	TAMIL NADU	MADURAI
354	TAMIL NADU	THENI
355	TAMIL NADU	DINDIGUL
356	TAMIL NADU	RAMANATHAPURAM
357	TAMIL NADU	VIRUDHUNAGAR
358	TAMIL NADU	SIVAGANGAI
359	TAMIL NADU	TIRUNELVELI
360	TAMIL NADU	THOOTHUKKUDI
361	TAMIL NADU	KANNIYAKUMARI
362	TAMIL NADU	KRISHNAGIRI
363	TAMIL NADU	ARIYALUR
364	TRIPURA	WEST TRIPURA
365	TRIPURA	SOUTH TRIPURA
366	TRIPURA	NORTH TRIPURA
367	TRIPURA	DHALAI
368	TRIPURA	Unakoti
369	TRIPURA	Khowai
370	TRIPURA	Sepahijala
371	TRIPURA	Gomati
372	UTTAR PRADESH	BIJNOR
373	UTTAR PRADESH	MORADABAD
374	UTTAR PRADESH	RAMPUR
375	UTTAR PRADESH	SAHARANPUR
376	UTTAR PRADESH	MUZAFFARNAGAR
377	UTTAR PRADESH	MEERUT
378	UTTAR PRADESH	BULANDSHAHR
379	UTTAR PRADESH	ALIGARH
380	UTTAR PRADESH	MATHURA
381	UTTAR PRADESH	AGRA
382	UTTAR PRADESH	FIROZABAD
383	UTTAR PRADESH	ETAH
384	UTTAR PRADESH	MAINPURI
385	UTTAR PRADESH	BUDAUN
386	UTTAR PRADESH	BAREILLY
387	UTTAR PRADESH	PILIBHIT
388	UTTAR PRADESH	SHAHJAHANPUR

MGNREGA: Aadhar Based Payment districts		
S.No.	State Name	District Name
389	UTTAR PRADESH	KHERI
390	UTTAR PRADESH	SITAPUR
391	UTTAR PRADESH	UNNAO
392	UTTAR PRADESH	LUCKNOW
393	UTTAR PRADESH	RAE BARELI
394	UTTAR PRADESH	ETAWAH
395	UTTAR PRADESH	KANPUR DEHAT
396	UTTAR PRADESH	KANPUR NAGAR
397	UTTAR PRADESH	JALAUN
398	UTTAR PRADESH	JHANSI
399	UTTAR PRADESH	LALITPUR
400	UTTAR PRADESH	HAMIRPUR
401	UTTAR PRADESH	BANDA
402	UTTAR PRADESH	FATEHPUR
403	UTTAR PRADESH	PRATAPGARH
404	UTTAR PRADESH	ALLAHABAD
405	UTTAR PRADESH	BARABANKI
406	UTTAR PRADESH	FAIZABAD
407	UTTAR PRADESH	SULTANPUR
408	UTTAR PRADESH	SIDDHARTH NAGAR
409	UTTAR PRADESH	MAHARAJGANJ
410	UTTAR PRADESH	BASTI
411	UTTAR PRADESH	GORAKHPUR
412	UTTAR PRADESH	AZAMGARH
413	UTTAR PRADESH	JAUNPUR
414	UTTAR PRADESH	BALLIA
415	UTTAR PRADESH	GHAZIPUR
416	UTTAR PRADESH	VARANASI
417	UTTAR PRADESH	MIRZAPUR
418	UTTAR PRADESH	BAGHPAT
419	UTTAR PRADESH	HATHRAS
420	UTTAR PRADESH	AMROHA
421	UTTAR PRADESH	AURAIYA
422	UTTAR PRADESH	KUSHI NAGAR
423	UTTAR PRADESH	SANT RAVIDAS NAGAR
424	UTTAR PRADESH	BALRAMPUR
425	UTTAR PRADESH	SHRAVASTI
426	UTTAR PRADESH	CHITRAKOOT
427	UTTAR PRADESH	AMBEDKAR NAGAR
428	UTTAR PRADESH	AMETHI

MGNREGA: Aadhar Based Payment districts		
S.No.	State Name	District Name
429	UTTAR PRADESH	SAMBHAL
430	UTTARAKHAND	HARIDWAR
431	UTTARAKHAND	CHAMPAWAT
432	UTTARAKHAND	BAGESHWAR
433	WEST BENGAL	NADIA
434	WEST BENGAL	BURDWAN
435	WEST BENGAL	BIRBHUM
436	WEST BENGAL	SILIGURI MAHAKUMA PARISAD
437	WEST BENGAL	HOWRAH
438	WEST BENGAL	HOOGHLY
439	WEST BENGAL	JALPAIGURI
440	WEST BENGAL	COOCHBEHAR
441	WEST BENGAL	MALDAH
442	WEST BENGAL	PASCHIM MEDINIPUR
443	WEST BENGAL	PURBA MEDINIPUR
444	WEST BENGAL	MURSHIDABAD
445	WEST BENGAL	BANKURA
446	WEST BENGAL	PURULIA
447	WEST BENGAL	24 PARGANAS (NORTH)
448	WEST BENGAL	24 PARGANAS SOUTH
449	WEST BENGAL	DINAJPUR DAKSHIN
450	WEST BENGAL	DINAJPUR UTTAR
451	WEST BENGAL	Darjeeling Gorkha Hill Council (DGHC)

Appendix IV

**Amendments / Appropriate advisory issued by various Ministries /
Departments(in compliance of Sub-Clause 4 under Clause 10 of SAGY
Guidelines)**

S.No.	Name of Ministry	Name of Scheme
1.	Rural Development	Indira Awas Yojana (IAY), National Rural Livelihoods Mission (NRLM), Pradhan Mantri Gram Sadak Yojana (PMGSY)
2.	Land Resources	Integrated Watershed Management Programme (IWMP)
3.	MSME	Prime Minister Employment Generation Programme (PMEGP) & Scheme of Fund for Regeneration of Traditional Industries (SFURTI)
4.	Drinking Water	Sanitation and National Rural Drinking Water Programme
5.	Power	Deen Dayal Upadhyay Gram Jyoti Yojana. (Sanction of Rs. 212.97 crore for 446 projects of 13 States)
6.	MNRE	Central Financial Assistance
7.	Youth Affairs	NSS, NYK, Rajiv Gandhi National Institute of Youth Development, National Programme for Youth and
8.	Food & Public Distribution	Targeted PDS
9.	Panchayati Raj	Rajiv Gandhi Panchayat Sashaktikaran Abhiyan
10.	Consumer Affairs	Consumer Affairs
11.	Health & Family Welfare	National Health Mission (NHM) (Note on Role of MP for monitoring of Health Interventions)
12.	Water Resources	Repair, Renovation & Restoration (RRR) of water bodies
13.	Dept. of School Education and Literacy	Mid Day Meal Scheme (MDM) - Performance of MDM in schools located in SAGY GPs, Ensuring enrolment, availability of food grains, kitchen shed, utensils, plates, water and hand washing facilities in schools, Regular payment to cook cum attendants etc.
14.	Women and Child Development	ICDS, Beti Bachao-Beti Padhao, Kishori Shakti Yojana
15.	Ministry of Textiles and Ministry of Tourism	VASTRATAN - Textile Tourism; Linking Textile with tourism. (Promote Traditional Handloom Weavers and Arisans villages as tourist destination, Development of Craft Village)

Appendix V

VILLAGE DEVELOPMENT PLAN PENDING FROM 19 STATES

S.No.	States	No. of VDPs Pending
1.	Andaman and Nicobar Islands	1
2.	Andhra Pradesh	30
3.	Bihar	1
4.	Chandigarh	1
5.	Dadra & Nagar Haveli	1
6.	Daman & Diu	1
7.	Delhi	8
8.	Karnataka	11
9.	Kerala	4
10.	Lakshadweep	1
11.	Madhya Pradesh	1
12.	Maharashtra	1
13.	Odisha	27
14.	Puducherry	2
15.	Punjab	1
16.	Telangana	14
17.	Uttar Pradesh	1
18.	Uttarakhand	1
19.	West Bengal	4
	Total	111

STANDING COMMITTEE ON RURAL DEVELOPMENT (2015-2016)**MINUTES OF THE NINTH SITTING OF THE COMMITTEE HELD ON
MONDAY, THE 21 MARCH, 2016**

The Committee sat from 1100 hrs. to 1330 hrs. in Committee Room 'D', Ground Floor, Parliament House Annexe, New Delhi.

PRESENT

Dr. P. Venugopal -- *Chairperson*

MEMBERS**Lok Sabha**

2. Shri Kirti Azad
3. Shri Vijay Kumar Hansdak
4. Shri Ajay Misra (Teni)
5. Dr. Mahendra Nath Pandey
6. Shri Prahlad Singh Patel
7. Dr. Ramesh Pokhriyal "Nishank"
8. Shri Jugal Kishore Sharma
9. Dr. Yashwant Singh
10. Shri Ladu Kishore Swain
11. Shri Chintaman Wanaga

Rajya Sabha

12. Shri Gulam Rasool Balyawi
13. Shri Ram Narain Dudi
14. Shri Ranvijay Singh Judev
15. Shri Mahendra Singh Mahra
16. Shrimati Kanak Lata Singh

Secretariat

1. Shri Abhijit Kumar - Joint Secretary
2. Shri A.K. Shah - Director
3. Smt. B. Visala - Additional Director

**Representatives of the Department of Rural Development
(Ministry of Rural Development)**

1. Shri S.M. Vijayanand - Secretary
2. Smt. Seema Bahuguna - Additional Secretary & Financial Adviser
3. Shri Amarjeet Sinha - Additional Secretary
4. Ms. Sudha P. Rao - Chief Eco. Adviser
5. Shri Rajeev Sadanandan - Joint Secretary

- | | | | |
|-----|------------------------|---|-----------------------------|
| 6. | Dr. A. Santhosh Mathew | - | Joint Secretary |
| 7. | Shri P.K. Sarangi | - | Joint Secretary |
| 8. | Shri Rajesh Bhushan | - | Joint Secretary & DG, NRRDA |
| 9. | Shri Atal Dulloo | - | Joint Secretary |
| 10. | Smt. Aparajita Sarangi | - | Joint Secretary |
| 11. | Shri Prasant Kumar | - | Joint Secretary |
| 12. | Shri Manoranjan Kumar | - | Economic Advisor |
| 13. | Shri P.K. Mukhopadhyay | - | Adviser(Stat) |
| 14. | Shri B.D. Viridi | - | Economic Adviser |
| 15. | Dr. W.R. Reddy | - | DG, NIRD&PR |

2. At the outset, the Chairperson welcomed the Members to the sitting of the Committee convened for taking the evidence of the representatives of the Department of Rural Development (Ministry of Rural Development) in connection with the examination of Demands for Grants (2016-17) relating to Department of Rural Development.

[Witnesses were then called in]

3. After welcoming the witnesses, the Chairperson read out Direction 55(1) of the 'Directions by the Speaker' regarding confidentiality of the proceedings. The Chairperson in his opening remarks broadly explained the scheme-wise funds proposed for 2016-17 under different rural development schemes. Thereafter, the Secretary, Department of Rural Development (Ministry of Rural Development) made a Power Point Presentation inter alia highlighting allocations viz. utilisation of funds in different years so far during 12th Plan (2012-17) and dealt with initiatives taken under different schemes like MGNREGA, PMGSY, NRLM, Rural Housing etc.

4. Thereafter the Members raised queries one by one which were responded to by the witnesses.

5. The Chairperson then thanked the representatives of the Department of Rural Development (Ministry of Rural Development) and asked them to furnish written information on points for which information was not readily available at a later date to this Secretariat.

[The Witnesses then withdrew]

A verbatim record of the proceedings has been kept.

The Committee then adjourned.

STANDING COMMITTEE ON RURAL DEVELOPMENT (2015-2016)**MINUTES OF THE THIRTEENTH SITTING OF THE COMMITTEE HELD ON
FRIDAY, THE 29 APRIL, 2016**

The Committee sat from 1015 hrs. to 1045 hrs. in Committee Room 'D', Ground Floor, Parliament House Annexe (PHA), New Delhi.

PRESENT

Dr. P. Venugopal -- *Chairperson*

**MEMBERS
LOK SABHA**

2. Shri Kirti Azad
3. Shrimati Renuka Butta
4. Shri Harishchandra Deoram Chavan
5. Shri Biren Singh Engti
6. Shri Vijay Kumar Hansdak
7. Shri Ajay Misra (Teni)
8. Dr. Ramesh Pokhriyal "Nishank"
9. Shri Gokaraju Ganga Raju
10. Dr. Yashwant Singh
11. Shri Ladu Kishore Swain
12. Shri Chintaman Wanaga

RAJYA SABHA

13. Shri Gulam Rasool Balyawi
14. Shri Ranvijay Singh Judev
15. Shri Mahendra Singh Mahra
16. Shrimati Kanak Lata Singh

SECRETARIAT

- | | | |
|-----------------------|---|---------------------|
| 1. Shri Abhijit Kumar | - | Joint Secretary |
| 2. Shri A. K. Shah | - | Director |
| 3. Smt. B. Visala | - | Additional Director |

2. At the outset, the Hon'ble Chairperson welcomed the Members to the sitting convened for consideration and adoption of Draft Reports on Demands for Grants (2016-17) of the Department of Rural Development (Ministry of Rural Development), Department of Land Resources (Ministry of Rural Development), Ministry of Drinking Water and Sanitation and Ministry of Panchayati Raj.

3. Thereafter, the Committee took up for consideration the Draft Reports and adopted the Draft Report relating to Department of Rural Development with minor modifications and the remaining Draft Reports without any modifications. The Committee also authorized the Chairperson to finalize these Draft Reports taking into consideration consequential changes arising out of factual verification, if any, by the concerned Ministry/Department and to present the same to both the Houses of Parliament.

4. XXX XXX XXX XXX XXX XXX

The Committee then adjourned.