

STANDING COMMITTEE ON RURAL DEVELOPMENT

(2017-2018)

46

SIXTEENTH LOK SABHA

MINISTRY OF RURAL DEVELOPMENT

(DEPARTMENT OF RURAL DEVELOPMENT)

**DEMANDS FOR GRANTS
(2018-19)**

FORTY SIXTH REPORT



LOK SABHA SECRETARIAT

NEW DELHI

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(2018-19)

Presented to Lok Sabha on 13.03.2018

Laid in Rajya Sabha on 13 .03.2018



LOK SABHA SECRETARIAT

NEW DELHI

March, 2018/Phalguna, 1939 (Saka)

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**COMPOSITION OF THE STANDING COMMITTEE ON RURAL DEVELOPMENT
(2017-2018)**

Dr. P. Venugopal -- **Chairperson**

MEMBERS

Lok Sabha

2. Shri Sisir Kumar Adhikari
3. Shri Kirti Azad
4. Shri Harishchandra Chavan
5. Shri Biren Singh Engti
6. Shri Gokaraju Ganga Raju
7. Shri Vijay Kumar Hansdak
8. Shri Jugal Kishore Sharma
9. Shri Manshankar Ninama
10. Dr. Ramesh Pokhriyal "Nishank"
11. Smt. Mausam Noor
12. Shri Prahlad Singh Patel
13. Dr. Anbumani Ramadoss
14. Smt. Renuka Butta
15. Dr. Yashwant Singh
16. Dr. Naramalli Sivaprasad
17. Shri Balka Suman
18. Shri Ladu Kishore Swain
19. Shri Kamakhya Prasad Tasa
20. Shri Ajay Mishra (Teni)
21. -Vacant-*

RAJYA SABHA

22. Shri Munquad Ali
23. Smt. Shanta Chhetri
24. Shri Shamsheer Singh Dullo
25. Shri Javed Ali Khan
26. Shri Mahendra Singh Mahra
27. Shri Narayan Lal Panchariya
28. Shri A.K. Selvaraj
29. Shri A. V.Swamy
30. Shri K.T.S. Tulsi
31. Shri Lal Sinh Vadodia

* Vacancy created due to sad demise of Shri Chintaman Navsha Wanaga on 30.01.2018

SECRETARIAT

1. Shri Abhijit Kumar - Additional Secretary
2. Shri S. Chatterjee - Director
3. Smt. B.Visala - Additional Director
4. Smt. Emma C. Barwa - Deputy Secretary
5. Shri Inam Ahmed - Senior Executive Assistant

INTRODUCTION

I, the Chairperson of the Standing Committee on Rural Development (2017-2018) having been authorised by the Committee to submit the Report on their behalf, present the Forty-Sixth Report on Demands for Grants (2018-19) 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 Department of Rural Development (Ministry of Rural Development) on 15 February, 2018.

4. The Report was considered and adopted by the Committee at their sitting held on 09 March, 2018.

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;
09 March, 2018
18 Phalguna, 1939 (Saka)

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

REPORT
PART - I
NARRATION

I. **INTRODUCTION**

A. **Department of Rural Development - An overview**

At present, the Ministry of Rural Development consists of two Departments, namely, Department of Rural Development and Department of Land Resources.

This Report pertains to the examination of Demands for Grants for the year 2018-19 of the Department of Rural Development and the analysis of the performance of the Department in the year 2017-18.

It is noteworthy to outline here that the Department of Rural Development implements schemes for generation of self employment and wage employment opportunities, provides for housing to rural poor, provides social assistance to the old, widows, destitute etc., assists in developing rural clusters and in the infrastructure sector develops Rural Roads. Apart from this, Department provides the support services and other quality inputs such as assistance for strengthening of DRDA Administration, Training & Research, Human Resource Development, etc. for the proper implementation of the programmes. Moreover, new scheme of Mission Antyodaya has been initiated in 2017-18.

B. Major Schemes/Programmes under Department of Rural Development

- (i) Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA)
- (ii) Deendayal Antyodaya Yojana - National Rural Livelihood Mission (DAY-NRLM)
- (iii) Pradhan Mantri Awaas Yojana - Gramin (PMAY-G)
- (iv) Pradhan Mantri Gram Sadak Yojana (PMGSY)
- (v) Shyama Prasad Mukherji Rurban Mission (SPMRM)
- (vi) National Social Assistance Programme (NSAP)
- (vii) Saansad Adarsh Gram Yojana (SAGY)

II. Demands for Grants (2018-19) of Department of Rural Development

For the financial year 2018-19, Department of Rural Development (Ministry of Rural Development) have sought a provision of Rs. 1,12,403.92 crore *vide* Demand No. 82, laid on the Table of Lok Sabha on 05 March, 2018. The Detailed analysis of the Demands for Grants (2018-19) is as under :-

Brief Summary of the Detailed Demand For Grants of the Department of Rural Development

(Rs. in crore)							
Sl. No.	Name of the Scheme	Major Head of Account	Budget Estimates, 2017-2018	Revised Estimates, 2017-2018	Budget Estimates 2018-2019		
					Revenue	Capital/ Loan	Total
1	2	3	4	5	6	7	8
	PLAN SCHEMES						
	SPECIAL PROGRAMMES FOR RURAL DEVELOPMENT						
1	Aajeevika-National Rural Livelihood Mission(NRLM)	2501	961.20	810.20	1339.00	...	1339.00
		3601	3131.86	3158.66	3830.50	...	3830.50
		3602	5.64	4.84	5.50	...	5.50
	TOTAL - SPECIAL PROGRAMMES FOR RURAL DEVELOPMENT		4098.70	3973.70	5175.00	...	5175.00
	RURAL EMPLOYMENT						
2	Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS)	2505	33025.27	37469.83	38800.29	..	38800.29
		3601	14969.73	17527.17	16194.71	..	16194.71
		3602	5.00	3.00	5.00	..	5.00
	TOTAL - Rural Employment		48000.00	55000.00	55000.00	..	55000.00
	HOUSING						
3	Rural Housing (IAY)	2216	138.50	138.50	1251.00	..	1251.00
		3601	20173.50	20173.50	17265.00	..	17265.00
		3602	4.00	4.00	0.00	..	0.00
	Interest Subsidy	2216	384.00	384.00	384.00	..	384.00
	TOTAL - IAY		20700.00	20700.00	18900.00	..	18900.00
	OTHER RURAL DEVELOPMENT PROGRAMMES:						
4	Grants to National Institute of Rural Development (NIRD)	2515	45.00	45.00	68.00	..	68.00
5	Assistance to CAPART	2515	20.00	20.00	24.00	..	24.00
6	Management Support to RD Programme & strengthening district planning process	2515	225.00	225.00	244.40	..	244.40
7	BPL Survey	2515	72.16	72.16	75.70	..	75.70
8	RURBAN Mission	2515	121.09	30.20	147.50	..	147.50
		3601	769.80	473.10	916.76	..	916.76
		3602	36.70	36.70	43.96	..	43.96
	TOTAL - OTHER RURAL DEVELOPMENT PROGRAMMES		1289.75	902.16	1520.32	..	1520.32
	ROAD & BRIDGES						
9	Pradhan Mantri Gram Sadak Yojana	3054	45.51	45.51	48.01	..	48.01
		3601	17249.49	15359.49	17246.99	..	17246.99
		3602	5.00	5.00	5.00	..	5.00
	(PMGSY) - Rural Roads		17300.00	15410.00	17300.00	..	17300.00
10	National Social Assistance Programme	2235	10.39	28.72	32.60	..	32.60
		3601	8465.61	8352.17	8879.96	..	8879.96
		3602	74.00	64.11	64.94	..	64.94
	TOTAL- NSAP		8550.00	8445.00	8977.50	..	8977.50

(Rs. In crore)							
Sl. No.	Name of the Scheme	Major Head of Account	Budget	Revised	Budget Estimates 2018-2019		
			Estimates, 2017-2018	Estimates, 2017-2018	Revenue	Capital/ Loan	Total
1	2	3	4	5	6	7	8
11	Provision for North Eastern Region and Sikkim					..	
	1. Aajeevika-National Rural Livelihood Mission(NRLM)	2552	401.30	376.30	575.00	..	575.00
	2. Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS)	2552	0.00	0.00	0.00	..	0.00
	3. Rural Housing (IAY)	2552	2300.00	2300.00	2100.00	..	2100.00
	4. Grants to National Institute of Rural Development (NIRD)	2552	5.00	5.00	7.00	..	7.00
	5. Assistance to CAPART	2552	0.00	0.00	0.00	..	0.00
	6. Management Support to RD Programme & strengthening district planning process	2552	25.00	25.00	10.00	..	10.00
	7. BPL Survey	2552	8.02	8.02	0.00	..	0.00
	8. Pradhan Mantri Gram Sadak Yojana (PMGSY) - Rural Roads	2552	1700.00	1490.00	1700.00		1700.00
	9. Natinonal Social Assistance Mission	2552	950.00	299.57	997.50		997.50
	10. RURBAN Mission	2552	72.41	60.00	91.78		91.78
	TOTAL - NE Region		5461.73	4563.89	5481.28	..	5481.28
12	Grameen Vikas Bhawan		5.25	5.25		5.25	5.25
	TOTAL - PLAN		105405.43	109000.00	112354.10	5.25	112359.35
	NON-SCHEME EXPENDITURE **						
	1. Headquarter's Establishment of Department of Rural Development	3451	42.45	42.45	44.57	--	44.57
	2. Grants to National Institute of Rural Development	2515	0.00	0.00	0.00		0.00
	3. Production of Literature for Rural Development	2515	0.00	0.00	0.00	--	0.00
	4. Contribution to International Bodies	2515	0.00	0.00	0.00	--	0.00
	TOTAL - NON-PLAN		42.45	42.45	44.57	--	44.57

** w.e.f. 2017-18 the distinguish between Plan and Non Plan has been done away

Comparative Statement showing Budget Estimates, Revised Estimates and Actual Estimates from 2015-16 to 2017-18 and BE 2018-19:-

(Rs. In crores)											
Sl. No.	Name of the Scheme	Annual Plan 2015-2016			Annual Plan 2016-2017			Annual Plan 2017-2018			B.E. 2018-2019
		B.E.	R.E.	Actual Expenditure	B.E.	R.E.	Actual Expenditure	B.E.	R.E.	Actual Expenditure (upto 31.12.2017)	
1	2	6	7	8	9	10	11	9	10	11	12
1	Mahatma Gandhi National Rural Employment Guarantee Scheme	34699.00	36967.00	37335.69	38500.00	47499.00	48214.02	48000.00	55000.00	46362.91	55000.00
2	Natinal Rural Livelihood Mission- Aajeevika	2505.00	2672.00	2499.16	3000.00	3000.00	3151.37	4500.00	4350.00	3233.52	5750.00
3	Pradhan Mantri Awaas Yojana	10025.00	10025.00	10116.20	15000.00	16000.00	16070.84	23000.00	23000.00	20263.33	21000.00
4	Pradhan Mantri Gram Sadak Yojana	14291.00	18291.00	18289.87	19000.00	19000.00	17922.87	19000.00	16900.00	11332.69	19000.00
5	Grants to National Institute of Rural Dev.	50.00	50.00	45.47	50.00	50.00	41.83	50.00	50.00	30.61	75.00
6	Assistance to C.A.P.A.R.T.	10.00	10.00	10.00	20.00	20.00	15.00	20.00	20.00	4.61	24.00
7	PURA	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
8	Management support to RD Programmes and strengthening district planning process	130.00	130.00	75.08	255.00	255.00	203.84	250.00	250.00	126.68	254.40
9	SECC Census	350.00	330.00	287.82	375.00	375.00	6.09	80.18	80.18	0.00	75.70
10	National Social Assistance Programme	9082.00	9082.00	8616.41	9500.00	9500.00	8854.07	9500.00	8744.57	6111.60	9975.00
11	Shyama Prasad Mukherjee RURBAN Mission	300.00	60.00	32.05	300.00	300.00	599.44	1000.00	600.00	416.49	1200.00
12	Village Entreprenurship "Start-up"Programme	200.00	33.00	13.60	0.00	0.00	0.00	0.00	0.00	0.00	0.00
13	Grameen Vikas Bhawan			0.00	0.00	1.00	0.00	5.25	5.25	0.00	5.25
	Total	71642.00	77650.00	77321.35	86000.00	96000.00	95079.37	105405.43	109000.00	87882.44	112359.35

											(Rs. In crores)	
Sl. No.	Name of the Scheme	Annual Plan 2015-2016			Annual Plan 2016-2017			Annual Plan 2017-2018			B.E. 2018-2019	
		B.E.	R.E.	Actual Expenditure	B.E.	R.E.	Actual Expenditure	B.E.	R.E.	Actual Expenditure (upto 31.12.2017)		
1	2	6	7	8	9	10	11	9	10	11	12	
	NON SCHEME EXPENDITURE											
1	Headquarter's Establishment of											
	Department of Rural Development	33.03	30.75	31.33	35.00	39.23	37.92	42.45	42.45	34.05	44.57	
2	Grants to National Institute											
	of Rural Development	18.25	17.80	14.74	19.00	19.00	17.00	0.00	0.00	0.00	0.00	
3	Production of Literature for											
	Rural Development	0.35	0.35	0.33	0.35	0.24	0.00	0.00	0.00	0.00	0.00	
4	Contribution to International											
	Bodies	1.45	1.45	1.43	1.45	1.56	1.56	0.00	0.00	0.00	0.00	
	Total (Non Scheme Expenditure) (RD)	53.08	50.35	47.83	55.80	60.03	56.48	42.45	42.45	34.05	44.57	

Statement showing percentage increase in various Schemes / Programmes during 3 years

(Rs. in crores)

Sl. No.	Name of the Scheme	2014-2015	2015-2016		2016-2017		2017-2018		2018-2019	
		Outlay	Outlay	% increase over 2014-2015	Outlay	% increase over 2015-2016	Outlay	% increase over 2016-2017	Outlay	% increase over 2017-2018
1	2	3	4	5	6	7	8	9	10	11
1	Aajeevika-National Rural Livelihood Mission (NRLM)	4000.00	2505.00	-37.38	3000.00	19.76	4500.00	50.00	5750.00	27.78
2	Mahatma Gandhi National for Rural Employment Guarantee Scheme	34000.00	34699.00	2.06	38500.00	10.95	48000.00	24.68	55000.00	14.58
3	Rural Housing (Indira Awaas Yojana)	16000.00	10025.00	-37.34	15000.00	49.63	23000.00	53.33	21000.00	-8.70
4	DRDA Administration	0.00	0.00	#DIV/0!	0.00	0.00	0.00	0.00	0.00	0.00
5	Pradhan Mantri Gram Sadak Yojana - Rural Roads	14391.00	14291.00	-0.69	19000.00	32.95	19000.00	0.00	19000.00	0.00
6	National Institute of Rural Development (NIRD)	50.00	50.00	0.00	50.00	0.00	50.00	0.00	75.00	50.00
7	Council for Advancement of People's Action & Rural Technology (CAPART)	10.00	10.00	0.00	20.00	100.00	20.00	0.00	24.00	20.00
8	PURA	50.00	0.00	-100.00	0.00	0.00	0.00	0.00	0.00	0.00
9	Management support to RD programmes and strengthening district planning process*	130.00	130.00	0.00	255.00	96.15	250.00	-1.96	254.40	1.76
10	BPL Survey	577.00	350.00	-39.34	375.00	7.14	80.18	-78.62	75.70	-5.59
11	Flexi Fund	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
12	National Social Assistance Programme	10635.00	9082.00	0.00	9500.00	0.00	9500.00	0.00	9975.00	5.00
13	RURBAN Mission	100.00	300.00	0.00	300.00	0.00	1000.00	233.33	1200.00	20.00
14	Village Entrepreneurship "Start-up" Programme	100.00	200.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
	TOTAL - RURAL DEVELOPMENT	80043.00	71642.00	-10.50	86000.00	20.04	105400.18	22.56	112354.10	6.60

Primarily the hike at BE stage from 2017-18 to 2018-19 of Rs 6956.04 crore is due to the increased fund allocation sought for MGNREGA in 2018-19.

III. Performance during XII Plan Period

Statement showing Budget Estimates, Revised Estimates and Actual Expenditure from 2012-13 to 2016-17

Plan Schemes

Sl. No.	Name of the Scheme	12th Plan Allocation	Annual Plan 2012-13	Annual Plan 2013-14	Annual Plan 2014-15	Annual Plan 2015-16	Annual Plan 2016-17
			Actual Exp.	Actual Exp.	Actual Exp.	Actual Exp.	Actual Exp.
1.	MGNREGA	180953.22	30274.72	32992.83	32977.43	37335.69	48214.02
2.	Aajeevika - NRLM	13073.97	2195.39	2022.09	2102.87	2499.16	3151.37
3.	DRDA Administration	810.00	388.53	400.01	0.00	0.00	0.00
4.	Rural Housing	59607.18	7868.76	12981.65	11105.60	10116.2	16070.84
5.	PMGSY	70892.35	8884.31	9805.28	14188.38	18289.87	17922.87
6.	Grants to NIRD	199.68	31.83	32.00	28.23	45.47	41.83
7.	Assistance to CAPART	43.00	0.00	0.00	6.00	10.00	15.00
8.	PURA	3.00	0.00	3.00	0.00	0.00	0.00
9.	Management Support to RD Programmes	697.08	143.32	82.70	124.68	75.08	203.84
10.	SECC/BPL Survey	1368.81	375.00	303.52	332.03	287.82	6.09
11.	NSAP	24717.03	0.00	0.00	7086.62	8616.41	8854.07
12.	RURBAN Mission	635.50	0.00	0.00	2.00	32.05	599.44
13.	Village Entrepreneurship "Start-up" Programme	14.60	0.00	0.00	0.00	13.60	0.00
14.	Grameen Vikas Bhawan	1.00	0.00	0.00	0.00	0.00	0.00
15.	Total RD Scheme	353016.42	50161.86	58623.08	67953.84	77321.35	95079.37

3.2 Now, that the XII Plan (2012-17) has ended, the Committee wanted to know about the performance of the Department of Rural Development *vis-a-vis* allocation and expenditure regarding different schemes. The Ministry in its reply have stated as under:-

"The year-wise details of the outlays vis-à-vis expenditures are given as under:

Rs. in crore			
Year	BE	RE	Expenditure
2012-13	73,175.00	52,000.00	50,161.86
2013-14	74,429.00	59,310.00	58,623.08
2014-15	80,043.00	68,156.42	67953.84
2015-16	71,642.00	77,650.00	77,321.35
2016-17	86,000.00	95,900.00	95079.37
Total	385,289.00	3,53,016.42	349,139.50

MGNREGS: MGNREGS is a demand driven Scheme. No target, as such, therefore is fixed for the execution of works under MGNREGS.

PMAY-G: The shortfall in the achievements was due to reduced budgetary allocation during RE period in the year 2012-13, 2013-14 and 2014-15. The target during 2016-17 were also enhanced by 33% on 31st December, 2016 during 2016-17.

PMGSY: Achievements under PMGSY has been more than the overall targets set for the 12th Plan period. During this period, as against the target of construction of 1,61,236 km of road length to provide connectivity to 37,365 unconnected eligible habitations; 1,69,720 km of road was constructed providing connectivity to 43,553 eligible unconnected habitations.

DAY-NRLM: In the initial years of 12th Plan period (ie. 2012-13 & 2013-14), which was the transition years from SGSY to NRLM, there was some shortfalls in the achievement of physical targets. This is largely attributable to the delay on the part of certain States to set up the necessary institutional structures at the State, District and Block levels. However, after adequate numbers of trained professionals were placed at various levels and necessary systems were put in place, the physical achievements had gone substantially above the fixed targets. However, under DAY-NRLM overall achievements exceeded the overall target for the 12th Plan period. A total of 13.91 lakhs SHGs were promoted/brought under NRLM fold during the period as against the target of 7.65 lakhs SHGs.

DDU-GKY:As against the target of skilling of 10,50,000 candidates under

DDU-GKY, a total candidate of 9,38,114 candidates were trained. It may be mentioned that DDU-GKY is a demand based scheme therefore achievements of actual target depends on the demand for skilling. However, under Rural Self Employment Training Institutes (RSETIs), the total number of candidates trained for self employment during the period was 19,51,135 which is more than the target of 16,30,273 set for the period.

Scheme-wise Consolidated list of Physical Target and Achievements

SCHEME	Physical Target	Achievement	%age of Achievement
PMAY (no. of houses)	14487905	10478487	72.33%
PMGSY (km of roads)	1,61,236	1,69,720	105.26%
And habitation	37,365	43,553	116.56%
NRLM No. of Self Help Groups	7.65 lakhs	13.91 lakhs	181.83%
DDU-GKY Skilling	10,50,000	9,38,114	89.34%
Self-employment	16,30,273	18,51,135	119.68%

3.3 The Committee further enquired regarding the future roadmap envisioned by the DoRD in the absence of new Plan Periods, responding to which, the DoRD in its written reply have submitted that:-

"The emphasis under the different programmes of the Department now is on the universal coverage within a definite time frame. The housing scheme of the Department has been restructured as PMAY-G to achieve the objective of Housing for All by 2022. Similarly, PMGSY has a target of providing all weather road connectivity to all the eligible unconnected rural habitations by March, 2019. DAY-NRLM will cover all the Blocks of the country by the year 2023-2024. In respect of DDU-GKY, Action Plan for a three year period for 2016-19 has been prepared for all the states. The next Action Plan for DDU-GKY would be for the period 2019-22."

IV. Review of Annual Plan (2017-18)

The Actuals (2016-17), BE, RE and actuals upto 31.12.2017 for 2017-18 are as under:-

Year	BE	RE	Actuals (Rs. In crores)
2016-17	86,000	96,000	95,079.37
2017-18	1,05,405.43	1,09,000	87,882.44 (upto 31.12.2017)

4.2 It is being reflected by the above table that there was a substantial increase of more than Rs. 19,000 crores in the BE allocations of DoRD from 2016-17 to 2017-18. Moreover, the RE stage of 2017-18 also reflects a further increase in the allocations of DoRD in tune of about Rs. 3594.57 crore.

4.3 Responding to the queries of the Committee regarding the allocation for the year 2017-18 and the reason for the substantial increase in the BE of 2017-18 as compared to the BE/RE of 2016-17, the Ministry have submitted as under:-

PLAN		(Rs. In crores)	
Sl. No.	Name of the Scheme	BE 2017-18	
		Proposed by Department of RD	Allocated by Ministry of Finance
1	2	3	4
1	Aajeevika- National Rural Livelihood Mission	7031.00	4500.00
2	Pradhan Mantri Awas Yojana	27462.00	23000.00
3	Pradhan Mantri Gram Sadak Yojana	19000.00	19000.00
4	Grants to National Institute of Rural Development	120.88	50.00
5	Assistance to C.A.P.A.R.T.	150.00	20.00
6	Management support to RD Programmes and strengthening district planning	364.79	250.00
7	SECC Census	0.00	80.18
8	National Social Assistance Programme	10468.90	9500.00
9	Shyama Prasad Mukherjee RURBAN Mission	1459.49	1000.00
	Total (Plan) excluding MGNREGA	66057.06	57400.18
10	MG National Rural Employment Guarantee Scheme	48000.00	48000.00
	Capital Plan		
11	Grameen Vikas Bhawan	50.00	5.25
12	Non Schemes(Sectt.)	51.33	42.45
	Total (Plan) (RD)	114158.39	105447.88

"The budgetary allocation for the DoRD has been increased from Rs 52,000 crore in 2012-13 to Rs. 95,900 crore in 2016-17. This increase in the budgetary allocation for the rural development programmes is in consonance with the greater focus of the government on rural development and focus on improvement in the wellbeing of the rural people through enhanced rural infrastructure, provision of basic amenities, strengthening and diversification of rural livelihoods and social security."

4.4 During the course of examination, it was observed that there was an increase of Rs. 3,594.57 crores at the RE stage during 2017-18. The Committee was curious to know the reasons for the hike sought at RE stage alongwith the demand, if any, from any specific scheme justifying this hike. The Reply of Department of Rural Development is as under:-

"There was an increase of Rs. 3594.57 crore at the RE stage during 2017-18. This increase is mainly due to increased demand for fund for the implementation of MGNREGS due to deficient rain fall and problem of floods in some States resulting in increased demand for work. Pending liabilities of previous years, increase in the wage rates across states and increase in demand for employment because of local factors under MGNREGS also contributed to the enhanced demand for budgetary allocation for the scheme during RE stage. It is mentioned that MGNREGS is a demand driven Scheme."

4.5 It seemed to the Committee that there was shortfall in fund utilization in the current financial year (2017-18) and the Committee was apprehensive of the total utilization of the funds by the end of this Financial year. Clarifying upon this aspect, the DoRD have submitted in its reply as under:-

"83.37% of the total BE of Rs 1,05,447.88crore has been released to the States/UTs till 31.12.2017. It is expected to utilize most of the fund allocated for 2017-18 by the end of the financial year with improved pace of implementation of programmes. Till 2nd February 2018 an expenditure of 94,553.48 crore has been incurred which is 89.67% of the revised and increased allocation. There is no shortfall expected as schemes are running in full swing and targeted expenditure is likely to be met."

4.6 Upon the issue raised by the Committee during the course of evidence regarding the faster rate of utilization of funds, the Secretary, DoRD stated as under:-

"हम और गति से राशि का उपयोग करें। जहां तक महात्मा गांधी नरेगा, प्रधानमंत्री आवास योजना और आजीविका मिशन का प्रश्न है, इसमें तो हम समय उपयोग कर रहे हैं। पीएमजीएसवाई में जैसा कि हमने बताया, हां पहले काम करने के लिए साल में 7,000 या 8,000 साधन होते थे, अभी वे 29,000 हो गए हैं, क्योंकि इसमें राज्यांश भी आ गए हैं। लेकिन, ससाल हमने नई सड़कें भी काफी स्वीकृत की हैं। हमारे पास जो काम है, वह एक लाख किलोमीटर से ज्यादा है। हमें लगता है कि इस साल हम पिक-अप करेंगे, लेकिन आपके सुझाव का हम अनुसरण करने का प्रयास करेंगे। सर, इसी प्रकार से फेज-3 की बात आई थी, अभी गाइडलाइंस तो नहीं बनी हैं, लेकिन हमलोग विचार कर रहे हैं। मुद्दा यही है कि जिन राज्यों में फेज-2 प्रारंभ होना है, जैसे झारखंड है, बिहार है, अभी हमारी कोशिश है कि वहां फेज-2 और फेज-3 की प्लानिंग एक साथ हो जाए, ताकि डिस्ट्रिक्ट रूरल रोड प्लान के हिसाब से दोनों का एक ही साथ, 110 और 115 किलोमीटर का हो जाए, ताकि रोड्स की स्ट्रेथेनिंग और वाइडनिंग का जो प्रमुख कार्य है, उसे हम राज्यसरकारों के साथ टेक-अप कर पाएं।" (Proc Pg 28, para 3)

V. Analysis of Demands for Grants (2018-19)

The Following is the overall analysis of Demands for Grants (2018-19) of DoRD as compared to BE, RE and Expenditure upto 31.12.2017 of 2017-18:-

Statement showing Budget Estimates, Revised Estimates and Actual Expenditure of the Schemes under the Annual Plan 2017-18 (upto 31.12.2017) and Budget Estimate for the year 2018-19:-

Sl. No.	Name of the Scheme	Annual Plan 2017-2018			B.E. 2018-2019
		B.E.	R.E.	Actual Expenditure (upto 31.12.2017)	
1	2	9	10	11	12
1	Mahatma Gandhi National Rural Employment Guarantee Scheme	48000.00	55000.00	46362.91	55000.00
2	Natinal Rural Livelihood Mission- Aajeevika	4500.00	4350.00	3233.52	5750.00
3	Pradhan Mantri Awaas Yojana	23000.00	23000.00	20263.33	21000.00
4	Pradhan Mantri Gram Sadak Yojana	19000.00	16900.00	11332.69	19000.00
5	Grants to National Institute of Rural Dev.	50.00	50.00	30.61	75.00
6	Assistance to C.A.P.A.R.T.	20.00	20.00	4.61	24.00
7	PURA	0.00	0.00	0.00	0.00
8	Management support to RD Programmes and strengthening district planning process	250.00	250.00	126.68	254.40
9	SECC Census	80.18	80.18	0.00	75.70
10	National Social Assistance Programme	9500.00	8744.57	6111.60	9975.00
11	Shyama Prasad Mukherjee RURBAN Mission	1000.00	600.00	416.49	1200.00
12	Village Entrepreneurship "Start-up"Programme	0.00	0.00	0.00	0.00
13	Grameen Vikas Bhawan	5.25	5.25	0.00	5.25
	Total	105405.43	109000.00	87882.44	112359.35

5.2 The analyses reveals that there has been decrease in fund allocation at RE stage for 2017-18 in respect of the Programmes, viz. National Rural Livelihoods Mission (NRLM), Pradhan Mantri Gram Sadak Yojana (PMGSY), National Social Assistance Programme (NSAP), Shyama Prasad Mukherji Rurban Mission (SPMRM) while a hike is being noticed in the fund allocation of Mahatma Gandhi National Rural Employment Guarantee Scheme (MGRNEGS).

5.3 It is also evident that despite the reduction in the allocation of funds for NRLM at the RE stage of 2017-18, there is substantial hike in the BE stage of 2018-19 for the same programme. Moreover, even the steep reduction in the fund allocation of

SPMRM at RE stage of 2017-18 from Rs. 1,000 crore to Rs. 600 crore has had no effect in the much higher Rs. 1,200 crore sought at BE stage of 2018-19.

5.4 During the course of examination, the Committee found that there was a substantial increase in fund allocation for MGNREGS at the RE stage of 2017-18 (from Rs. 48,000 crore at BE to Rs. 55,000 crore at RE). Pondering over this, the Committee enquired about this hike, the DoRD have in their written note stated that:-

"Under MGNREGS the reasons for increase Rs. 7000 cr in budget at RE stage of FY 2017-18 is due to deficient rain & problem of floods in some States, huge pending liabilities of previous years, increase in the wage rate and increase in demand for employment because of local factors also."

5.5 It was further enquired by the Committee as to the reason behind seeking a decreased budget allocation of Rs. 21,000 crores at BE stage of 2018-19 as compared to BE of Rs. 23,000 crore in 2017-18 for PMAY-G. Responding to the query, the DoRD have submitted as under:-

"Major mobilisation of resources is required for construction of 1 crore houses under the first phase of PMAY-G. The total financial implication of the scheme till 31st March, 2019 is expected to be Rs 81,975 crores. Of this Rs. 60,000 Crore would be met from budgetary support. The additional financial requirement of Rs. 21,975 Crore shall be met by leveraging extra budgetary support.

Though BE of Rs 21,000 crore for FY 2018-19 marks a decrease of 9% against RE of Rs 23,000 cr in FY 2017-18, the gap in resource requirement will be met through borrowings from NABARD as approved by the Union Cabinet. In this direction, the Budget document 2018-19 has provisioned an amount of Rs 12,000 crore as extra budgetary support over and above Rs 21,000 crore committed as budgetary support. Additionally, in principle approval for borrowing loan upto Rs 9,000 crore in the current financial year has been received from the Ministry of Finance. Hence, there is no shortage of financial resources for delivering the mandate under **PMAY-G**."

5.6 It also came to the fore that there was slow utilization of funds in the schemes of Pradhan Mantri Gram Sadak Yojana (PMGSY), National Social Assistance Programme (NSAP) and Shyama Prasad Mukherji Rurban Mission (SPMRM). In this regard, DoRD have submitted in its written reply to the Committee as under:-

"Pradhan Mantri Gram Sadak Yojana (PMGSY)- Since November, 2015 the funding pattern of PMGSY has been changed from 100 % centrally sponsored to 60:40 for all states except for 8 North Eastern and 3 Himalayan States for which it is 90:10. Most of the States released their state share of 2015-16 & 2016-17 in the financial year 2016-17, resulting in large pool of funds with States. In spite of above, the Gol release for the last three years has been good. In 2017-18, due to large opening balance, on account of above, Budget has been reduced from Rs. 19,000 crore to Rs. 16,900 crore whereas the pace of expenditure and construction was improved.

National Social Assistance Programme (NSAP)- The funds are released in advance to the State/UTs for covering the beneficiaries identified under the scheme after following the due procedure. The reasons for slow rate of fund release is due to non-submission of requisite documents by the States/UTs in time. However, as on date Rs.6978.13 crore has been released to States/UTs, which is approx 80% of the total RE allocation of Rs.8744.57 crore. Department of Rural Development has requested all the States/UTs, time and again to submit requisite documents for release in time, so that the funds could be released in time. Proposal for release of Rs.1118 crore (approx) are at final stage and will be released within a fortnight, after the total amount of releases are likely to Rs.8096 crore(92.58% of the allocation) and remaining 7.42% is to be released in March 2018.

Shyama Prasad Mukherji Rurban Mission(SPMRM)- In implementation, the Mission poses following challenges:

- i) Since the Mission was made a Centrally Sponsored Scheme towards the end of FY 2016-17, it required mobilising State share in the ratio as indicated above leading to delay in submission of ICAPs by the States.
- ii) Since 70% of the funds for development of the cluster is mobilised through convergence with existing State and Central schemes, it requires coordination between different Departments at the district as well as the State level so that items of work approved under ICAP are included in the work plan of the respective Departments. Even after inclusion of such works by the respective Departments,

- timely fund flow to such works by the respective Departments also poses challenge in implementation.
- iii) Since the Mission follows cluster-based, approach even the ICAP preparation requires close supervision in order to ensure coordination and collaboration between the participating GPs, a composite gap analysis of the cluster, preparation of the ICAPs, and its approval by the concerned GPs.
 - iv) In many States, the corresponding State share of CGF is released only after constant follow up, which also contributes to delay in the release as well as expenditure.
 - v) As per the Framework for Implementation, funds to the clusters are released in the following manner:
 - a) 30% of the CGF is released on approval of ICAP as first installment.
 - b) The next 30% is released on submission of approved DPRs by States as well as 60% Utilisation Certificate for the funds released in the first Installment.
 - c) The remaining 40% is released based on 60% utilisation of first and second Installments.
 - vi) As stated above, the DPRs have to be prepared by the relevant Departments and it requires approval by the State Level Empowered Committee (SLEC). Besides, the States have to show 60% utilisation of State as well as Central share of the first Installment of CGF.
 - vii) Unlike 2016-17 when ICAPs were approved, during the current year (2017-18), the progress of the scheme depends upon the implementation of ICAP which faces the challenges as explained above. Even then the Mission had achieved almost 40% of the allocation of Rs. 1,000 crore at the RE stage. As of now, the Mission has released Rs. 494.51 crore out of Rs. 600 crore in RE (2017-18)."

5.7 Regarding an increase of about Rs. 7,000 crores at the BE stage of 2018-19 as compared to BE stage of 2017-18, the DoRD have elaborated as below:-

- "Due to huge demand and payment of old liabilities, allocation under MGNREGA was enhanced in 2017-18. There was an overall increase of Rs. 3594.57 crore at the RE stage during 2017-18 raising the

budget to Rs. 109,037.20 crore. Therefore, there is an increase of only Rs. 3322.15 crore.

- Under NRLM, there is a substantial pace of expansion in social mobilization resulting in higher expenditure on training and capacity building etc. The target for the number of SHGs to be supported has been enhanced from 6.9 lakhs in 2017-18 to 9.00 lakhs in 2018-19. Further, during 2017-18 only a portion of the claims pertaining to 2016-17 under Interest Subvention (Category-I) could be settled due to limited availability of funds. Hence, there will be carry over liability during next financial year in addition to normal requirement of 2018-19.
- Under PMGSY, most of the States released their state share of 2015-16 & 2016-17 in the financial year 2016-17, resulting in large pool of funds with States. In spite of above, the Gol release for the last three years has been good. In 2017-18, due to large opening balance, on account of above, less funds were released to avoid parking of funds with the states. Accordingly budget has been reduced from Rs. 19,000 crore to Rs. 16,900 crore whereas the pace of expenditure and construction was improved. Therefore, demand of funds will go up in 2018-19 hence additional fund has been sought to have the budget of Rs. 19,000 crore in the year.
- Under NSAP, some states were not able to utilize the full cap in want of number of beneficiaries i.r.o. whom data have been digitized in conformity with the cap. Now in the year 2018-19, they are expected to utilize the full cap. Further, with complete documentation, the arrears on account of unspent balances may require to be released in 2018-19 after availability of due documentation of such releases. Hence additional funds are needed.

Under Shyama Prasad Mukherji Rurban Mission (SPMRM), additional funds have been sought as the Mission would be in the third year of implementation, by which time the works on ground would be expedited for Phase 1 and 2 clusters which would enable the second releases for atleast 200 clusters which would itself amount to nearly Rs 1100 crores. Further in FY 2018-19, innovative funds to the tune of Rs 100 crores is also proposed to be given to the States for projects related to development of economic activities."

5.8 Replying to the query posed by the Committee to the Department of Rural Development regarding the unspent balances scheme-wise and the reasons thereof, DoRD have submitted as under:-

Year-wise break up of unspent balance is given below :-

Year	NRLM	MGNREGA	PMGSY	PMAY-G	NSAP
2014-15	648.35	2788.34	-2138.69	651.76	154.38
2015-16	464.43	3152.70	-2272.29	7228.43	465.60
2016-17	343.86	4525.23	14987.89*	18209.59	648.86
2017-18	782.87	0.00	0.00	5505.84	0.00

***High unspent balance is due to change in funding pattern and release of State Share.**

"The unspent balances indicated above relates to the position as on 31st March of the respective years excluding 2017-18. A good portion of the unspent balance consist of the unutilized portion of 2nd installment released during the end of 3rd quarter and during 4th quarter after the Audit Report for the previous financial year became available. Unspent balance under a continuing scheme keeps changing with reference to the period of release of installment of funds.

MGNERGA- To meet any sudden rise in labour demand, funds under Mahatma Gandhi NREGA are kept upfront. Funds under the Act are non-lapsable. Un-utilized funds of a financial year are carried over to the next financial year.

PMGSY- Due to the corresponding State share released by the States, the States were having sufficient funds. However, the Ministry did not release funds to the States which were having higher unspent balances.

PMAY-G- An amount of Rs 1803.22 crores has been released to States/UTs under PMAY-G in the third quarter of FY 2017-18. Further, an amount of Rs 386.86 crores is due from States as matching share against central releases. These recent releases have led to higher availability of funds with States and are getting reflected in the form of high unspent balances amounting to Rs 8209.77 crores as on 31st December, 2017.

Additionally, there are a significant number of Fund Transfer Orders (FTOs) which have been initiated by the State but are yet to be settled through the electronic payment system i.e. credit confirmation is yet to be received for them. If the amount involved in these FTOs is taken into consideration, unspent balances would effectively reduce.

NSAP- The Unspent Balance is mainly due to compulsory earmarking of 10% of funds towards NE States and non-submission of requisite documents by the States/UTs. The requirement of funds for NE States

for extending assistance to identified beneficiaries is much less than the annual earmarking of the funds."

VI. PROGRAMMES - DETAILED STUDY

(A) Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA)

The Mahatma Gandhi National Rural Employment Guarantee Act, 2005 (MGNREGA) was notified on September 7, 2005.

1. Brief

Mandate

The mandate of the Act is to provide at least 100 days of guaranteed wage employment in a financial year to every rural household whose adult members volunteer to do unskilled manual work.

Objectives

The core objectives of the Scheme are as below:

- Providing not less than one hundred days of unskilled manual work as a guaranteed employment in a financial year to every household in rural areas as per demand, resulting in creation of productive assets of prescribed quality and durability.
- Strengthening the livelihood resource base of the poor;
- Proactively ensuring social inclusion and

Thus, MGNREGA is a powerful instrument for ensuring inclusive growth in rural India through its impact on social protection, livelihood security and democratic empowerment.

Coverage

The Act was notified in 200 districts in the first phase with effect from February 2nd 2006 and then extended to an additional 130 districts in the financial year 2007-

2008 (113 districts were notified with effect from April 1st2007, and 17 districts in Uttar Pradesh (UP) were notified with effect from May 15th 2007). The remaining districts have been notified under MGNREGA with effect from April 1, 2008. Thus, the MGNREGA covers the entire country with the exception of districts that have a hundred percent urban population.

2. Financial Performance

Budget Estimate/ Revised Estimate and expenditure by States last three years and the current year under MGNREGS are as under:

(Rs. In crore)				
Sl. No.	Year	Budget Estimate	Revised Estimate	Expenditure by States
1	2014-15	34,000.00	33,000.00	36,025.04
2	2015-16	34,699.00	37,345.95	44,002.59
3	2016-17	38,500.00	48,220.26	58,525.61
4	2017-18	48,000.00	55,000.00	48,981.80

State-wise details regarding central releases and utilization under MGNREGA for Financial Year 2017-18 as on 06.02.2018.

S.No.	State/ UT	Central Release (Rs. in lakhs)	Expenditure (Rs. in lakhs)
1	Andhra Pradesh	481175.73	539185.87
2	Arunachal Pradesh	20717.18	18504.75
3	Assam	102499.98	125358.59
4	Bihar	208375.78	250957.60
5	Chhattisgarh	236946.64	265070.13
6	Goa	56.05	230.26
7	Gujarat	77392.27	75507.85
8	Haryana	28450.87	24603.91
9	Himachal Pradesh	52639.83	46175.99
10	Jammu and Kashmir	99377.74	91798.61
11	Jharkhand	115749.06	128064.51
12	Karnataka	282306.21	263729.21
13	Kerala	185824.77	124452.76
14	Madhya Pradesh	359553.75	380046.78
15	Maharashtra	171151.60	173951.90
16	Manipur	15853.20	11153.40
17	Meghalaya	81112.32	97002.41
18	Mizoram	18118.10	18093.32
19	Nagaland	88546.05	69680.67

S.No.	State/ UT	Central Release (Rs. in lakhs)	Expenditure (Rs. in lakhs)
20	Odisha	207131.07	196153.95
21	Punjab	55644.82	55168.39
22	Rajasthan	449324.72	441544.36
23	Sikkim	9592.13	8755.44
24	Tamil Nadu	561377.21	585696.19
25	Telangana	234178.62	211509.83
26	Tripura	40703.85	43269.76
27	Uttar Pradesh	367682.79	350940.24
28	Uttarakhand	59444.14	54464.33
29	West Bengal	594501.09	680139.29
30	Dadra and Nagar Haveli	NR	NR
31	Daman & Diu	NR	NR
32	Andaman and Nicobar Islands	938.86	132.05
33	Lakshadweep	26.71	8.13
34	Puducherry	1236.67	1171.64
	Total	5207629.81	5332522.12

2.2 The Financial Performance under MGNREGA during 2016-17 and 2017-18 (as on 17.01.2018) are provided in Annexure I and Annexure II.

2.3 The Committee wanted to know the reason behind the hike of fund at RE stage in 2017-18. In their written reply, the DoRD have stated as under:-

"There was an overall increase in demand especially from State/UTs affected due to deficient rain/drought where additional 50 days of wage employment has been allowed by the Ministry. Besides, MGNREGS contribution in Pradhan mantra Awaas Yojana-Gramin(PMAT-G) house construction including toilets (Rs.30000/- per unit approx.) also led to increase in wage employment causing hike of funds at RRE stage in FY 2017-18."

2.4 Further elaborating upon the reasons for the hike in RE and non increase in the number of person days despite more expenditure, the Secretary, DoRD during the course of evidence submitted as below:-

"मैं बताना चाहूंगा कि वर्ष 2016-17, 2017-18 और 2015-16 में जैसा कि माननीय सदस्य अवगत हैं, वर्ष 2015-16 में सुखाड़ की स्थिति थी, जिसके कारण महात्मा गांधी नरेगा में वर्ष

के अंतिम क्वाटर में काम की निरंतर आती रही। लेकिन, हमें वर्ष 2015-16 में जो पैसे मिले थे, वे उतना काम उपलब्ध कराने के लिए पर्याप्त नहीं थे। पर, हमने उसमें काम को नहीं रोका। वे काम को करते रहे। साल के प्रारंभ में ही हमारे मजदूरी का एरियर करीब 8,000 करोड़ रुपये और सामग्री के 4,000 करोड़ रुपये, लगभग 12,000 करोड़ रुपये, वर्ष 2015-16 का वर्ष 2016-17 में आ गये थे। इसका प्रमुख कारण आप पाएंगे कि वर्ष 2016-17 में खर्च बढ़ा, लेकिन मजदूरी दिवस लगभग उतना ही रहा, लेकिन वर्ष 2015-16 में जो हमने अतिरिक्त कार्य सृजन किया, उसका भुगतान हम उस वर्ष के अंतिम क्वाटर में पूरा नहीं कर पाए, क्योंकि डिमांड ज्यादा थी। दूसरी बात है कि महात्मा गांधी नरेगा का जो मजदूरी दर है, कृषि मजदूर के लिए जो उपभोक्ता मूल्य सूचकांक होता है, यह उससे लिंकड है। समय-समय पर हर वर्ष उसमें परिवर्तन होता है, वह हमें श्रम ब्यूरो से आता है। इसके अनुरूप हम परिवर्तन करते हैं। उस कारण से भी जहां तीन साल पहले 190 या 200 रुपये में एक दिन का मानव दिवस सृजन हो जाता था, वह बढ़कर करीब अब 240 या 243 रुपये हो गया है। एक कारण वह भी है।"

2.5 In its response to the query raised by the Committee regarding the steps taken by the DoRD to sort out the issue of disparity of wages under MGNREGA and States' minimum wages, the DoRD have replied as mentioned below:-

"Ministry had setup a committee in FY 2017 to review the disparity between MGNREGA and State Minimum Wages. The Committee found no compelling reasons to align both the wages. It however, suggested indexing MGNREGA Wages to Consumer Price Index - Rural against the existing practice of Consumer Price Index for Agricultural Labour. DoRD has accepted the recommendations and has written to Ministry of Finance for their endorsement."

2.6 Elaborating upon this issue, during the course of evidence, the Secretary, DoRD stated as under:-

" मैं बताना चाहूँगा कि जो मिनिमम वेजेज का प्रश्न है, मनरेगा के सेक्शन-छह में सरकार को यह अधिकार है कि प्रत्येक साल एक वैज्ञानिक दृष्टिकोण से मजदूरी दर तय करें, लेबर ब्यूरो से जो प्राप्त आँकड़ा होता है, राज्यों के द्वारा जो मिनिमम वेजेज घोषित की जाता है, उसकी व्यवस्था अलग होती है। चूँकि एक्ट में यह प्रावधान था कि मनरेगा में कंज्यूमर प्राइस इंडेक्स

से लिंक करके हमलोग काम करते हैं, प्रत्येक साल वेज नोटिफाई करते हैं, इसीलिए वह मान्य है।"

3. Physical Performance

The physical performance under MGNREGA scheme during 2016-17 and 2017-18 (as on 17.01.2018) are provided in Annexure III and IV.

The state-wise details of employment demanded vis-a-vis employment provided during 2016-17 and 2017-18 is as follows;-

MGNREGA: Employment generated in FY 2016-17

(Value in lakh)

S.No.	State/ UT	HHs Demanded Employment	HHs Offered Employment	HHs Provided Employment
1	ANDHRA PRADESH	40.15	39.81	39.82
2	ARUNACHAL PRADESH	2.07	2.05	2.03
3	ASSAM	17.85	17.84	15.72
4	BIHAR	29.79	29.78	23.02
5	CHHATTISGARH	25.43	25.41	21.32
6	GOA	0.07	0.07	0.07
7	GUJARAT	8.93	8.90	7.16
8	HARYANA	3.32	3.32	2.81
9	HIMACHAL PRADESH	5.70	5.70	5.29
10	JAMMU AND KASHMIR	6.77	6.76	6.23
11	JHARKHAND	20.77	20.77	17.42
12	KARNATAKA	21.52	20.96	18.18
13	KERALA	16.06	16.06	14.57
14	MADHYA PRADESH	33.72	33.62	28.02
15	MAHARASHTRA	16.13	16.11	14.33
16	MANIPUR	5.20	5.19	5.16
17	MEGHALAYA	4.22	4.22	4.15
18	MIZORAM	1.89	1.89	1.89
19	NAGALAND	4.21	4.21	4.18
20	ODISHA	23.55	23.52	20.34
21	PUNJAB	6.11	6.10	5.36
22	RAJASTHAN	50.99	50.96	46.35
23	SIKKIM	0.70	0.70	0.68
24	TAMIL NADU	62.96	62.95	62.62
25	TELANGANA	27.63	27.29	25.58
26	TRIPURA	5.86	5.86	5.77
27	UTTAR PRADESH	58.38	58.30	50.13

28	UTTARAKHAND	5.97	5.96	5.45
29	WEST BENGAL	62.89	62.88	58.25
30	ANDAMAN AND NICOBAR	0.12	0.12	0.12
31	DADRA & NAGAR HAVELI	0.00	0.00	0.00
32	DAMAN & DIU	0.00	0.00	0.00
33	LAKSHADWEEP	0.00	0.00	0.00
34	PUDUCHERRY	0.35	0.35	0.31
	Total	569.32	567.67	512.34

MGNREGA: Employment generated in FY 2017-18 so far

(Values in lakh)

S.No.	State/ UT	HHS Demanded Employment	HHS Offered Employment	HHS Provided Employment
1	ANDHRA PRADESH	41.49	41.24	37.44
2	ARUNACHAL PRADESH	1.41	1.18	0.98
3	ASSAM	17.44	17.43	15.03
4	BIHAR	26.82	26.80	20.39
5	CHHATTISGARH	25.09	25.07	20.83
6	GOA	0.07	0.06	0.06
7	GUJARAT	9.36	9.34	7.53
8	HARYANA	3.05	3.05	2.48
9	HIMACHAL PRADESH	5.12	5.12	4.52
10	JAMMU AND KASHMIR	5.93	5.91	4.94
11	JHARKHAND	17.30	17.29	13.05
12	KARNATAKA	19.99	19.42	17.16
13	KERALA	13.83	13.83	11.91
14	MADHYA PRADESH	38.83	38.71	33.08
15	MAHARASHTRA	17.09	17.06	14.85
16	MANIPUR	4.63	4.59	4.40
17	MEGHALAYA	4.22	4.21	3.94
18	MIZORAM	1.90	1.90	1.90
19	NAGALAND	4.04	3.98	3.95
20	ODISHA	22.65	22.60	19.64
21	PUNJAB	7.31	7.30	6.19
22	RAJASTHAN	48.53	48.48	41.92
23	SIKKIM	0.62	0.62	0.56
24	TAMIL NADU	57.42	57.42	56.98
25	TELANGANA	29.10	29.01	24.54
26	TRIPURA	5.40	5.40	5.20
27	UTTAR PRADESH	52.12	52.02	43.36
28	UTTARAKHAND	5.07	5.07	4.46
29	WEST BENGAL	56.01	55.99	50.79
30	ANDAMAN AND NICOBAR	0.06	0.06	0.05
31	DADRA & NAGAR HAVELI	0.00	0.00	0.00

32	DAMAN & DIU	0.00	0.00	0.00
33	LAKSHADWEEP	0.00	0.00	0.00
34	PUDUCHERRY	0.38	0.38	0.33
	Total	542.27	540.53	472.48

3.2 Asked about the functioning and benefits of the Geo-tagging of MGNREGA assets, DoRD have submitted as under:-

"Process Flow of Geotagging

The process flow for geotagging of asset, uploading of two photographs of each asset, and display of relevant data on GeoMGNREGA Bhuvan Web Portal is as follows:-

- Automatic generation/ assigning of Asset ID on NREGASoft by completing work and marking it as Primary asset by Programme Officer/ Gram Panchayat/ PIA. In case of works completed earlier there is a separate module to mark it as asset and generate the Asset ID. An asset may have one or multiple (secondary) completed works associated with it. The Asset ID of primary asset will be used for referring to these associated works.
- Information on Asset ID residing on NREGASoft, along with work details is pulled by Bhuvan Platform on regular interval on daily basis.
- Geotagging of completed assets through Bhuvan Mobile Platform using Android-based mobile app developed exclusively for Mahatma Gandhi NREGA for field-level data capturing, as well as asset visualization capabilities & report generation tools. This includes capturing of GPS location of the asset, along with photographs by MGNREGA Spatial Enumerators (MSEs). The Gram Rozgar Sahayaks (GRSs), Technical Assistants (TAs) or any other functionary at Gram Panchayat (GP) level are to be designated as MSE to carry out the above mentioned responsibilities. There can be one MSE for one GP, multiple MSEs for one GP and one MSE for multiple GPs. The MSEs are to be registered on the mobile application and authorized by GAS, accordingly.
- Moderation/ validation by GIS Asset Supervisor (GAS). GIS Asset Supervisors (GASs) are Programme Officers or other officials at the block-level, who are to be designated as GAS. They are responsible for validation of data or information captured by the MSEs. The GAS is to be registered on Bhuvan portal and authorized by SGNO. They must ensure that all the geotags uploaded by MSEs of GPs of the block is moderated within 48 hours of the upload.

- Moderated and approved data is pushed to Bhuvan Web GIS where it is displayed on Bhuvan Web Platform in public domain.
- An official at district level is to be designated as District GIS Nodal Officers (DGNOs) with the responsibility to monitor the implementation of GeoMGNREGA and to ensure the quality of geo-tagging in their respective districts. The DGNOs have to be registered on Bhuvan portal.
- An official at state level is to be designated as State GIS Nodal Officers (SGNOs) with the responsibility to coordinate the implementation of GeoMGNREGA in the states. The name and details of SGNO need to be conveyed to the Ministry. The SGNOs have to be registered on Bhuvan portal.

Moving forward in this endeavour GeoMGNREGA Phase II was implemented on 1st November 2017 to to establish further transparency in the programme. The Ministry initiated geo-tagging of works under MGNREGS along with 2 photographs each of three stages i.e. (i) before start of the work (location), (ii) during the work, (iii) after completion of the work."

4. Inspection/Monitoring of the Scheme

When enquired about the role of DoRD in the monitoring of MGNREGA,

Secretary, DoRD during the evidence replied:-

"I would like to assure the hon. Members about one thing. आपलोगों का बार-बार अनुरोध था कि यहाँ से केवल पैसे न दिए जाएं, बल्कि कार्यक्रम को मॉनिटर भी किया जाए। मैं बताना चाहूँगा कि केवल त्रिपुरा ही नहीं, बल्कि हरेक राज्य में कुछ भी गलत होता है, तो हम उसपर नजर रखते हैं। अभी सीएनबीसी न्यूज पर आ था कि बीकानेर में दो सरपंचों ने इंडिविजुअल बेनिफिशियरी स्कीम में मनरेगा जॉब कार्ड के मामले में कुछ बेइमानी की थी। हमारी टीम वहाँ गयी। उसकी जाँच हुई। वहाँ के सरपंच अरेस्ट हुए। इसलिए कहीं पर भी कोई शिकायत आती है या सांसदों के माध्यम से शिकायतें आती हैं, उसकी जाँच करने की हमारी कोशिश होती है। इसीलिए हमने इंटरनल ऑडिट की बात कही। यदि हमारे लोग फील्ड में होंगे, तो हम और व्यापक पैमाने पर नजर रख पाएँगे। We are able to ensure value for money in all our programmes."

5. **Requirement of Audit Mechanism**

System of Social Audit and Internal Audit are being strengthened. In association with the office of Comptroller & Auditor General (C&AG) the auditing standards have been finalized and the implementation of the same has started. Independent Social Audit units have been established in 24 States. To operationalize the Social Audit, a 30-day training programme is being conducted for the resource persons who are working at different levels in the States. So far, the training exercise has been concluded for 16 States in the country. Similarly, more than 42000 SHG women have been trained as Village resource persons.

5.2 The Committee wanted to know about the efforts that have been undertaken by the DoRD to ensure that Social Audit of MGNREGA scheme gets operationalized.

Responding, DoRD have submitted in its written reply as below:-

"To strengthen the process of conducting Social Audits, Ministry has been emphasizing on establishing Independent Social Audit Units in all the States. As of now 26 States have set up independent Social Audit Units. To strengthen the institutional structure of SAUs and to conduct Social Audits the Ministry has released funds directly to 25 independent social audit units to the amount of 124.94 crore.

Furthermore, the Ministry has made an endeavor to train the social audit resource persons in a 30-day social audit certification course wherein 3766 resource persons at the State, District and Block level have been trained. In order to strengthen the conduct of social audits in the Gram Panchayats, the Ministry has initiated a 4 day training programme of women SHG members wherein 48,000 women SHG members have been trained across 10 States."

6. **Issues of Grafting**

Taking note of the glaring issues of grafting/corruption in the implementation of MGNREGA, the Committee queried about the role being played by DoRD to curb this evil. The DoRD in their reply have stated as under:-

"Extensive exercise has been carried out across all states/ UTs to verify all the MGNREGS job cards. This exercise also involves weeding out the duplicate/ fake job card. As of now there are 12.6 Crore Job card under MGNREGA. Since FY 16-17 (so far) out of the total 95% of the job cards verified 1.50 crore job cards have been deleted."

6.2 Drawing attention of the representatives of the DoRD toward issue of grafting in the implementation of MGNREGA, the Committee wanted to know about the action taken by the DoRD, Joint Secretary, DoRD responded during the course of evidence as under:-

"We are aware of this. In fact, in the month of April, a team consisting of five officials led by the Deputy Secretary of the Ministry had been to Tripura. We had received lots of complaints of irregularities in the implementation of the programme in Tripura. That is why, we had taken a decision that there should be a team from the Ministry and they should go and see as many districts as possible. I have a copy of the report. They went deep into things there. They went to three districts and around 25 works were looked into. They spoke to all the stakeholders and glaring irregularities have surfaced."

B. Pradhan Mantri Gram Sadak Yojana (PMGSY)

1. Vision

Government of India, as a part of its broad poverty reduction strategy, launched the Pradhan Mantri Gram Sadak Yojana (PMGSY) on 25th December, 2000 as a Centrally Sponsored Scheme to assist the States, though Rural Roads are in the State List under the Constitution. The primary objective of Pradhan Mantri Gram Sadak Yojana (PMGSY) is to provide single 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, Sikkim, Himachal Pradesh, Jammu & Kashmir and Uttarakhand), the Desert areas, the Tribal (Schedule V) areas and 88 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). The programme envisages single all-weather connectivity. In critical LWE affected blocks (as identified by MHA), additional relaxation has been given to connect habitations with population 100 persons also.

2. **Financial Performance vis-a-vis fund allocated**

Year	Allocation (BE)	RE	Release	Expenditure as reported by States
2015-16	14,291	18,291	18,289.87	15,785.36
2016-17	19,000	19,000	12,506.79	7,646.30
2017-18*	19,000	16,900	11,332.69	10,055.30
2018-19	19,000	-	-	-

* Till 31stDecember, 2017.

2.2 During the course of examination, it came out before the Committee that there was a substantial reduction in allocation at the RE stage from Rs. 19,000 to Rs. 16,900 crores in 2017-18. Enquiring about it, the DoRD have stated in their written reply as below:-

"At the time of 2nd installment, the States are required to submit utilization certificate of at least 60%, which includes expenditure of Central funds as well as State funds. During the current year, few States were not able to demand 2nd installment of funds as sufficient funds were available with them on account of crediting of State Share by the State. As a result of

which, budget allocation of PMGSY was reduced to Rs. 16,900 crore at RE stage."

2.3 Responding to the further query of the Committee that despite the non-utilization of funds in successive years by the DoRD in PMGSY, yet the BE for 2018-19 has been earmarked at Rs. 19,000 crores, the Department have submitted in their written reply that:-

"While preponing the targets of PMGSY, the Government has decided to keep the increased level of allocation till 2016-17 also. However, keeping in view the bulk projects sanctioned/ to be sanctioned under PMGSY during the year 2016-17 and 2017-18 , the Budget Allocation of PMGSY was made in the similar ratio for 2018-19 also."

2.4 In order to accelerate the implementation and time bound completion of the Scheme in the States, the Central Government has provided substantial enhancement of allocation for PMGSY, during the year 2017-18 annual allocation is Rs 19000 crore. This enhanced level of allocation will also be proposed for the year 2018-19.

2.5 With the increased availability of funds under the Scheme now, the States have been asked to obtain approval for sanctions for balance works under PMGSY-I/II as per the mandate of the Scheme and to substantially complete them latest by March, 2019, so as to provide connectivity to target habitations.

3. Physical Performance vis-a-vis Targets Achieved

Year	Physical				Financial	
	Habitation		Length		Target (B.E.)	Achievement
	Target	Achievement	Target	Achievement		
2013-14	3,500	6,560	27,000	25,316	21,700	9,805.29

2014-15	4,688	10,830	21,775	36,337	14,391	14,188.38
2015-16	10,177	7,658	33,649	36,449	14,291	18,289.87
2016-17	15,000	11,641	48,812	47,447	19,000	17,922.87
2017-18*	16,600	6,342	57,000	24,673	19,000	11,332.69

* upto 31stDecember, 2017.

Year 2017-18 (up to 31.1.2018):-

S.no	State	Length (Km)		No. of Habitations		Expenditure (Rs.in Cr)	
		Target	Length completed	Target	Habitations connected	Release	Expenditure
1	Andhra Pradesh	500	120.31	100	19	79.62	117.22
2	Arunachal Pradesh	1000	761.10	25	8	348.45	-165.76
3	Assam	2000	456.84	600	220	575.57	195.86
4	Bihar	5600	2661.46	3,800	1,841	1337.74	1013.67
5	Chhattisgarh	1600	767.78	640	155	434.48	373.37
6	Goa	0	0.00	0	0	0	0.00
7	Gujarat	50	31.24	10	10	0	46.31
8	Haryana	50	42.15	0	0	0	26.65
9	Himachal Pradesh	1700	1486.01	220	53	244.63	296.34
10	Jammu And Kashmir	1800	1151.33	400	116	319.37	559.13
11	Jharkhand	4500	2567.85	1,700	1022	543.62	880.17
12	Karnataka	66	44.93	0	0	1.51	41.67

13	Kerala	434	196.65	3	1	169.13	136.12
14	Madhya Pradesh	5200	3707.25	2,600	1432	1031.65	1507.74
15	Maharashtra	900	334.66	40	13	155.33	335.34
16	Manipur	1000	388.66	85	58	146.00	188.77
17	Meghalaya	450	91.38	60	23	45.68	101.10
18	Mizoram	500	88.10	24	0	197.23	56.43
19	Nagaland	50	66.50	0	0	8.79	8.99
20	Odisha	7000	4046.82	2,100	782	1538.18	1924.25
21	Punjab	950	726.41	0	0	318.73	89.61
22	Rajasthan	3200	2185.59	800	654	889.89	446.31
23	Sikkim	400	245.23	35	1	237.00	144.45
24	Tamil Nadu	1500	1140.57	3	0	591.06	458.99
25	Tripura	650	229.11	100	24	135.38	92.48
26	Uttar Pradesh	4500	1964.03	300	33	906.74	1249.79
27	Uttarakhand	1500	1059.02	300	138	486.31	358.21
28	West Bengal	3500	1338.70	1,000	363	499.24	703.37
29	Telangana	400	232.01	55	7	99.21	87.64
Total:		51,000	28131.67	15000.00	6973.00	11340.62	11274.22

3.2 During the course of examination, it was quite evident that there was sustained low level of performance of the PMGSY in terms of targets planned and achieved, the

Committee wanted to know about the bottlenecks and remedial measures planned by DoRD. In their response, the DoRD in written reply have elaborated as below:-

"The construction of rural roads under Pradhan Mantri Gram Sadak Yojana (PMGSY) is regularly monitored by way of Regional Review Meetings (RRMs), Performance Review Meetings (PRC), Pre-Empowered Committee and Empowered Committee Meetings with the States. At District level, the District Development Coordination and Monitoring Committee (Disha) headed by a Member of Parliament monitors the implementation of various schemes of Government of India including Pradhan Mantri Gram Sadak Yojana. In addition to this, review meetings are also held by Secretary/ Additional Secretary, Ministry of Rural Development with Chief Secretaries of the States. For effective monitoring of road works constructed under Pradhan Mantri Gram Sadak Yojana (PMGSY), an On-line Management, Monitoring and Accounting System (OMMAS) (www.omms.nic.in) has also been developed. A three-tier Quality Control mechanism viz. Project Inspection Unit (PIU), State Quality Monitors (SQM) and National Quality Monitors (NQM) is envisaged under the PMGSY for ensuring construction of quality road works. Further, the Government has launched the project "use of geoinformatics using satellite imagery", on a real time basis, to verify the progress of implementation of PMGSY as reported electronically by the States.

Various reasons for delay in the implementation of PMGSY in some of the States as reported by them, inter-alia includes:-

- I. Inadequate execution and contracting capacity;
- II. Less working season and difficult terrain particularly in Hill States;
- III. Scarcity of the construction materials;
- IV. Security concerns particularly in LWE areas, etc.

The Ministry of Rural Development has taken a number of initiatives to meet the above challenges faced by the States. The Ministry has engaged Central Public Sector undertakings (CPSUs) in some of the States to augment execution capacity of the States. The Ministry has also conducted number of Contractor's outreach programmes. Further, in order to encourage locally available materials and green technologies, guidelines were issued by the Ministry, wherein the State Governments are required to propose minimum 15% of total length of annual proposals under New technologies such as Cement stabilization, Lime Stabilization, cold mix, Waste plastics, Cell filled concrete, Paneled cement concrete pavement, Fly ash etc. The Ministry is also in constant touch with the State Government and other stake holders to ensure that

the security concerns are addressed for smooth implementation of PMGSY."

3.3

Overall Physical Targets and Achievements of PMGSY (up to Dec. 2017)			
New connectivity to eligible Unconnected habitations			
Total eligible habitations as in year 2000	Nos. of Habitations for which Projects sanctioned	Nos. of eligible habitations connected	Balance yet to be connected out of total eligible
1,78,184	1,62,431 (91%)	1,30,415 (73% of eligible)	47,769 (27% of eligible)
	Length sanctioned- 4,11,617kms	Length completed- 3,38,024 km (82.12%)	
Upgradation of Rural Roads under PMGSY-I (length in km)			
Total Target length	Length sanctioned	Length completed	Balance yet to be completed
2,24,906	1,99,755 (88.81%)	1,75,903 (78.21%)	49,003 (21.79%)
Upgradation of Rural Roads under PMGSY-II (length in km)			
Total Target length (12th FYP, 2012-17)	Length sanctioned	Length completed	Balance yet to be completed out of target
50,000	29,148	12,984	37,016 (74.03%)
Total length completed- 5,26,980 km, Total length sanctioned- 6,40,728 km			
Financial Progress (Rs. In Crore)			
Value of project proposals cleared (net)	Funds released (only Programme Fund)		Expenditure
2,32,379(Central Share)	1,59,013.16		1,72,159.70*
7,794 (State Share)			

* Including utilization of interest accrued and State shares

4. **Launching of PMGSY-II Scheme**

Keeping in view the asset value of the road network, it is increasingly essential to ensure that assets already created are systematically maintained and yield services as originally envisaged before undertaking commitments for creating more assets. Hence, a programme, called PMGSY-II, was conceived on sharing basis to consolidate existing rural road network by upgradation, renewal and maintenance of the vast network already created. A Note for launching of PMGSY- II for up-gradation of existing Rural Roads Network as part of the sustainable Poverty Reduction Strategy was approved by the Cabinet on 1st May 2013.

PMGSY-II has been launched for upgradation of eligible Through Routes/Link routes in following categories: -

- (a) Eligible Through Routes/Link Routes under PMGSY-I but not yet sanctioned. Such roads will be upgraded from existing carriageway width upto 5.5-meter carriageway width depending upon traffic volume and growth potential;
- (b) Freshly identified Through Routes/ Link Routes in revised District Rural Roads Plans (DRRPs), to be upgraded from existing carriageway width upto 5.5 meters carriageway width depending upon traffic volume and growth center potential; and
- (c) Roads constructed/ upgraded under PMGSY-I, experiencing comparatively higher volumes of traffic justifying upgradation from existing carriageway width upto 5.5 meters carriageway width, covered in the Core Network;

It is proposed to cover during the 12th five-year plan period, overall 50,000 km road length by upgradation to consolidate the rural road Network under the PMGSY-II programme at an estimated cost of Rs. 33,030 crore (at 2012-13 prices), including administrative and management cost of Rs. 530 crore. As per the initial mandate, the

cost was to be shared between the Centre and States/UTs on 75:25 for the Plain Areas and 90:10 basis for the Special Areas. However, as per changed funding pattern under PMGSY, the fund sharing between the Centre and States/UTs is 60:40 for the Plain Areas except for 8 North Eastern and 3 Himalayan States for which it will be 90:10.

State-wise length of road work to be covered under PMGSY-II is as under:

Table					
S. No.	Name of State(s)	Length in km	S. No.	Name of State(s)	Length in km
1	Andhra Pradesh and Telangana	2,285	16	Manipur	325
2	Arunachal Pradesh	550	17	Meghalaya	490
3	Assam	1,730	18	Mizoram	195
4	Bihar	2,465	19	Nagaland	225
5	Chhattisgarh	2,245	20	Odisha	3,760
6	Goa	25	21	Punjab	1,345
7	Gujarat	1,205	22	Rajasthan	3,465
8	Haryana	1,000	23	Sikkim	115
9	Himachal Pradesh	1,250	24	Tamil Nadu	2,950
10	Jammu & Kashmir	780	25	Tripura	310
11	Jharkhand	1,650	26	Uttarakhand	915
12	Karnataka	2,245	27	Uttar Pradesh	7,575
13	Kerala	570	28	West Bengal	2,515
14	Madhya Pradesh	4,945	29	Union Territories	250
15	Maharashtra	2,620		Total:	50,000

The Ministry has cleared the projects of 18,364 kms for upgradation of roads (36.73 %of target) under PMGSY-II during 2013-14, 2014-15,2015-16, 2016-17& 2017-18 (upto 31stDec. 2017)

PMGSY I & II Timelines

PMGSY-I	Completion target preponed from 2022 to 2019
PMGSY-I	All pending sanctions to be accorded by the Ministry by March, 2018 (1,311 habitations of which 924 are in various stages of consideration)
PMGSY-II	13 States transited to PMGSY-II, Other States would transit during 2018-19

4.2 Replying to a query regarding the progress of different phases of PMGSY, the Secretary, DoRD during the course of evidence stated as under:-

"इसी प्रकार से फेज-3 की बातआई थी, अभी गाइडलाइंस तो नहीं बनी हैं, लेकिन हम लोग विचार कर रहे हैं। मुद्दा यही है कि जिन राज्यों में फेज-2 प्रारंभ होना है, जैसे झारखंड है, बिहार है, अभी हमारी कोशिश है कि वहां फेज-2 और फेज-3 की प्लानिंग एक साथ हो जाए, ताकि डिस्ट्रिक्ट रूरल रोड प्लान के हिसाब से दोनों का एक ही साथ, 110 और 115 किलोमीटर का हो जाए, ताकि रोड्स की स्ट्रेंथेनिंग और वाइडनिंग का जो प्रमुख कार्य है, उसे हम राज्य सरकारों के साथ टेक-अप कर पाएं।"

5. Preparation of Detailed Project Reports (DPRs)

As an important step to achieve quality output for each road under the Programme, proper survey and adequate investigations are stipulated. A Detailed Project Report (DPR) is a pre-requisite for project clearance. Independent scrutiny of the project proposals to ensure the adequacy of designing and project preparation is carried out by over 60 prominent institutions of Engineering and Technology in the country, identified as State Technical Agencies (STAs).

5.2 The Committee taking note of the serious issue of improper preparation of DPRs particularly in the North Eastern States, during the course of evidence pointed the question towards the representatives of the DoRD. The Secretary, DoRD responded as under:-

"मैं आभार व्यक्त करना चाहूंगा कि उत्तर-पूर्व के राज्यों की सड़कों की बात जो आपने उठाई तो निश्चित रूप से मेघालय, मिजोरम, सिक्किम, असम, अरुणाचल प्रदेश हमारे लिए प्राथमिकता की सूची में हैं। इसमें कठिनाई आई हैं। आपने बिल्कुल सही कहा कि कुछ डीपीआर को लेकर क्षमता का भी मुद्दा है। अरुणाचल प्रदेश के बॉर्डर क्षेत्र में हमें सड़कें बनानी हैं, लेकिन वहां हमें कुछ शिकायतें भी गंभीर रूप में आई थीं। हमने उसपर एक्शन किया है और अब हम कपैसिटी डेवलपमेंट का भी काम कर रहे हैं।"

6. Capacity Development

For Capacity Building for Personnel implementing PMGSY, various training programs have been organized by NRRDA at National Level Institutions like IAHE, Noida, CRRI, New Delhi, NIRD&PR, Hyderabad, ESCI Hyderabad, ASCI, Hyderabad and also at NITs and other state level institutions. During the financial year 2017-18, 4613 officers involved in PMGSY have been provided training.

6.2 The Secretary, DoRD during the course of evidence further elaborated that:-

"लेकिन, बात यह आ रही है कि इन राज्यों में डीपीआर की गुणवत्ता और प्रोजेक्ट इंप्लीमेंटेशन यूनिट की पूरी टीम की कपैसिटी डेवलपमेंट मुद्दा है। मैं आश्चर्य करूंगा कि हमने कुछ प्रयास किए हैं। आने वाले महीनों में टीम नॉर्थ-ईस्ट में और ज्यादा प्रयास करेगी कि उन के टीम का क्षमता वर्द्धन निरंतर रहे, ताकि उनका डीपीआर सही बने और उसके अनुरूप ही वे कार्यान्वित हों। हमारी इस पर कोशिश है।"

7. Release of funds

As per the initial mandate, the cost was to be shared between the Centre and States/UTs on 75:25 for the Plain Areas and 90:10 basis for the Special Areas. However, as per changed funding pattern under PMGSY, the fund sharing between the Centre and States/UTs is 60:40 for the Plain Areas except for 8 North Eastern and 3 Himalayan States for which it will be 90:10.

7.2 The Committee during the course of evidence wanted to know whether the change in funding pattern has adversely affected the pace of work in PMGSY, the Secretary, DoRD responded as under:-

"जहां तक दस प्रतिशत शेयर का प्रश्न है, मुझे भी प्रारंभ में लगा था कि पता नहीं कि राज्य देंगे या नहीं देंगे, इसमें कठिनाई होगी, लेकिन वर्ष 2016-17 में हमारे पास सबके दस प्रतिशत शेयर आ गए और वर्ष 2017-18 में भी आ जाएंगे, ऐसा हमारा विश्वास है, क्योंकि सड़क और आवास, दोनों योजनाओं में राज्यों को नॉन-हिमालयी क्षेत्रों में 40 प्रतिशत और दूसरे में दस प्रतिशत देना है।"

8. Quality Control

Taking note of the concerns raised from different quarters time and again regarding the quality control of the roads constructed under PMGSY, the Committee wanted to know about any mechanism for quality control/monitoring. The DoRD in their written reply have outlined in detail as mentioned below:-

"A robust three tier quality control mechanism has been put in place under PMGSY. Under 1st tier, the Project Implementing Unit (PIU) is responsible for ensuring that the contractor maintain the quality of work by way of conducting specified no. of quality control tests of material and workmanship. The contractor has to mandatorily establish a Quality Control field lab for each package. As per the agreement under PMGSY, failure on the part of contractor to establish QC lab is perceived as fundamental breach of contract and may invite termination of contract

on contractor's cost. The PIU is required to update the geo-reference photographs of field labs in OMMAS, established by contractor for all ongoing packages.

Under 2nd Tier, independent State Quality Monitors (SQMs) are deployed by respective State Governments who are required to inspect each work minimum three times during its execution, at defined stages. The purpose of the inspection by SQMs is to guide the PIU for ensuring the quality. The SQMs are required to capture the Geo-referenced photographs through Mobile App. developed for the purpose and upload these in OMMAS along with the quality grading abstract of each item / sub-item of work inspected. These inspection details are made available in public domain.

Under 3rd Tier, NRRDA deploys National Quality Monitors (NQMs) who are Retd. Senior Engineers of the level of Superintending Engineer and above for conducting random inspection of works. These NQMs inspect PMGSY projects and report the quality and other parameters of work in the specified structured reporting format with a view to identify systemic issues in quality management systems, if any. The NQMs are also required to use mobile app. for uploading geo-referenced photographs and quality grading abstract of works, in OMMAS.

During year 2016-17, 7634 number of NQM inspections were conducted out of which 1107 projects (14.50%) were initially found to be deficient on quality parameters. Whereas during current year 2017-18 (up to Jan., 2018), 7251 numbers of NQM inspections were conducted out of which 963 (13.28%) projects were initially found deficient on quality parameters.

As soon as the work is reported deficient on quality parameters by NQMs, the PIU is required to get the defects rectified through contractor and the detailed Action Taken Report (ATR) supported by test results and photographic records, post rectification, is furnished to NRRDA through the State Quality Coordinator (SQC). After taking into account the Action Taken Reports (ATR) furnished by the States, the unsatisfactory % of projects for year 2016-17 remains 3.18% and for year 201718 (up-to January 2018) is 3.79%, which is under the process of rectification by respective States. The details of pendency of ATRs is closely monitored through web-based programme MIS -OMMAS.

The systemic issues emerging form inspections are closely monitored and discussed with States Concerned during periodic regional review meeting and Pre-Empowered / Empowered Committee Meetings."

9. Interlinking of Roads

Responding to the issue of interlinking of roads under PMGSY during the course of evidence, the Secretary, DoRD stated that:-

"Your suggestion regarding the roads, between two States, a small stretch, one case got reported from Uttar Pradesh, between Uttar Pradesh and Bihar and you are mentioning about Bengal and Odisha, we will examine this issue. If on either end, if some special provision is required we will see how we can do that. If some missing link of few kilometres, we will try and see how we can address that issue."

10. Maintenance of Roads

Replying to the question raised by the Committee regarding the maintenance and upkeep of roads after construction, the DoRD have stated as under:-

"PMGSY has created a substantial rural road infrastructure in the country to improve rural connectivity and access to socio-economic services. It is necessary to maintain this huge network in a good condition, at all the times, if these rural roads are to contribute towards sustainable poverty eradication in our villages. Ministry has repeatedly emphasized the need to formulate and notify a dedicated Maintenance Policy for Rural Roads at State level, which will not only ensure adequate and regular stream of maintenance funds but would also specify the outcomes in terms of physical standards of well maintained rural roads and financial progress. So far, 23 States have formulated and notified Rural Road Maintenance Policy. Remaining States are expected to notify such policy by March, 2018.

All PMGSY roads are covered under construction plus 5-year maintenance contract. Maintenance funds to service the road maintenance contract will be budgeted by the State Governments and released to the SRRDA in a separate Maintenance Fund Account. During this five year maintenance period the roads are inspected by Quality Monitors at State level and at National level regularly for ensuring proper maintenance. The Ministry is also considering to financially incentivise the better performing States. These incentives would be used for periodic maintenance of PMGSY roads. States have been advised to have earmarked budget for post 5-years maintenance of roads also."

11. Flouting of Norms

The issue of repeated flouting of norms under PMGSY regarding the provision of inauguration/foundation of roads to be done by Hon'ble Members of Parliament

came up strongly during the course of evidence, Secretary, DoRD submitted in this regard as below:-

" इसको हमने पुनः रीट्रेट किया था और झारखंड के मुख्य सचिव से भी टेक अप किया था। जो आप बता रहे हैं, अगर इसके बाद भी वायलेशन है, तो हम उसको फिर टेक अप करेंगे। यह हम बार-बार रीट्रेट कर रहे हैं कि राज्यों को कि इसका पालन वे जरूर करें। माननीय सांसद से ही शिलान्यास या रोड का करायें।"

12. Inputs of Members of Parliament

Taking into note, the concerns of the Committee regarding the non-uptake of the views/suggestions of the Hon'ble Member of Parliaments while finalizing the projects, the Secretary, DoRD during the course of evidence submitted as under:-

" सर, यह बिल्कुल सही कहा गया है, अभी जो भी कार्यक्रम फेज-दो या तीन में शुरू करना है, माननीय सांसदों के सुझावों को निश्चित रूप से ध्यान रखा जाएगा।"

C. Pradhan Mantri Aawas Yojana- Gramin (PMAY-G)

1. Background

Government of India launched several programmes for Public Housing in the past. Beginning from Village Housing Programme (1957), National Rural Employment Programme (1980) and Rural Landless Employment Guarantee Programme (1983) and Indira Awaas Yojana (IAY) in 1985. IAY was made an independent programme with effect from 1st January 1996 to address the housing needs of Below Poverty Line households. Although the IAY was in operation since long, it was observed that there still existed a large number of rural families with limited access to basic housing amenities. Moreover, as

pointed out by the Performance Audit report of Comptroller and Auditor General, 2014, the scheme was facing major challenges in implementation. To address these shortcomings and lacuna, the erstwhile Rural Housing scheme IAY was restructured into Pradhan Mantri Awaas Yojana-Gramin (PMAY-G) with effect from 1st April, 2016.

2. Goal of the Scheme

Housing is universally recognized as a basic human need. Reducing rural housing shortage and improving the quality of housing, especially for the poor, is an important component of the poverty alleviation strategy of the Government. In order to realize objective of Government “Housing for All” by 2022, there is a need to create an enabling environment especially in rural areas so that the people living in rural areas can construct a *pucca* house with all basic amenities with ease. PMAY-G was launched in 2016, to address the existing gaps of rural housing programs, and to bring in place a more comprehensive initiative of providing shelter to the rural population devoid of proper shelter.

PMAY-G aims at realising the vision of ‘Housing for All by 2022’ through a robust delivery and monitoring mechanism and improved scheme architecture. The mandate of PMAY-G entails construction of 1 crore houses in rural India at enhanced unit assistance of Rs.1.20 lakh in plain areas and Rs.1.30 lakh in difficult areas/hilly states/IAP districts by 2018-19.

3. Essentials of the Scheme

- (i) The main features of scheme of PMAY-G are as follows:
- Providing assistance for construction of 1.00 crore houses in rural areas over the period of 3 years from 2016-17 to 2018-19.
 - Unit assistance of Rs.1.20 lakh in plains and Rs.1.30 lakh in hilly states, difficult areas and IAP.
 - In addition to above, the beneficiary gets Rs. 12,000/- as assistance for construction of toilet under Swachh Bharat Mission (G), MGNREGA or any other dedicated financing source and support of 90 person days in plain areas and 95 person days in hilly areas, difficult areas and IAP districts under MGNREGS through convergence
 - The beneficiary would be facilitated to avail loan of uptoRs.70,000/- for construction of house which is optional
 - Unit (house) size of the house to be a minimum of 25 sq.mt including a dedicated space for hygienic cooking
 - Identification of Beneficiaries through Gram Sabha based on housing deprivation parameters as per Socio-Economic and caste Census (SECC 2011) data
- (ii) The cost of PMAY-G is shared between Central and State Governments in the ratio 60:40 in plain areas, and 90:10 for North-Eastern and 3 Himalayan States (Jammu & Kashmir, Himachal Pradesh and Uttarakhand).

4. Financial & Physical Progress

The current figures *vis-a-vis* physical and financial achievements under

PMAY-G as on 01.02.2018:-

Year	Allocation (RE)- in Rs Crs	Central Releases in Rs Crs	%age of Achievement	Physical Target	Achievement	%age of Achievement	Reasons for slow progress
2012-2013	9024.00	7868.76	87.20%	30,09,700	21,85,773	72.62 %	(i) The budget outlay was reduced to Rs. 9024 crore at RE Stage

							<p>which resulted in less achievement.</p> <p>(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.</p>
2013-2014	13184.00	12983.64	98.48%	2480715	1592367	64.17%	<p>(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.</p> <p>(ii) Reduction in budget outlay at RE stage of Rs. 2200 crore during 2013-14 which adversely affected the physical achievement</p> <p>(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.</p>
2014-2015	11000.00	11096.96	100.88%	2518978	1652737	65.61%	<p>(i) Reduction in budget outlay at RE stage of Rs. 5000 crore during 2014-15 which</p>

							adversely affected the physical achievement, (ii) Imposition of Model Code of Conduct due to general elections to the Lok Sabha from 4 th March, 2014 onwards. During that period the work relating to implementation of IAY remained almost suspended.
2015-2016	10025.00	10107.92	100.83 %	2120187	1823751	88.11 %	(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
2016-2017	16077.58	16074.36	99.97%	43,58,325	3223859	73.97 %	(i) Mid year enhancement in targets by 33% as announced by Hon'ble PM in his address to the nation on 31 st Dec, 2016. (ii) Delay in verification and finalisation of priority lists based on SECC data (iii) Slow pace of geo tagging of houses due

							to network deficit and software compatibility issues translating into delays in sanctioning (iv) Technical problems in switching to comprehensive online payments through the PFMS AwaasSoft platform
2017-2018	23000.00	20881.34	90.78*	32,30,293	21,47,182	66.47	(i) PMAY-G was launched on 20 th November, 2016. (ii) As per Framework for Implementation of PMAY-G, a house is to be constructed within 12 months from the date of sanction.

4.2 Finding that the RE of 2017-18 for PMAY-G is Rs. 23,000 crores while the BE sought by the DoRD for 2018-19 is Rs. 21,000 crores, the Committee was keen to know the rationale behind the lesser allocation sought for the ensuing financial year. Responding to the query of the Committee, the DoRD have submitted in their reply as under:-

"Major mobilisation of resources is required for construction of 1 crore houses under the first phase of PMAY-G. As approved by the Cabinet, the total financial implication of the scheme till 31st March, 2019 is expected to be Rs 81,975 crores. Of this Rs. 60,000 Crore would be met from budgetary support. The additional financial requirement of Rs. 21,975 Crore shall be met by leveraging extra budgetary support. Though BE of Rs 21,000 crore for FY 2018-19 marks a decrease of 9% against RE of Rs 23,000 cr. in FY 2017-18, the gap in resource

requirement will be met through borrowings from NABARD as approved by the Union Cabinet. In this direction, the Budget document 2018-19 has provisioned an amount of Rs 12,000 crore as extra budgetary support over and above Rs 21,000 crore committed as budgetary support. Additionally, in principle approval for borrowing loan upto Rs 9,000 crore in the current financial year has been received from the Ministry of Finance. Hence, there is no shortage of financial resources for delivering the mandate under PMAY-G."

4.3 While examining the performance of the DoRD, the Committee found that as against the physical target of 32,30,293 houses, only 20,06,426 i.e. 62.11% houses had been constructed. The Committee, thus, sought the reasons behind such low state of achievement of target and the remedial measures being taken by the DoRD. In their response, the DoRD have submitted as under:-

"As on 6th February 2018, more than 22 lakh houses have been constructed in the current financial year. More importantly, as per reports available on AwaasSoft, 15.30 lakh houses have reached the final stage of completion wherein either the last instalment or inspection is pending. It is expected that all these houses will manifest as completions and be reflected on AwaasSoft soon. Based on the performances of States, the Ministry is committed to achieving a target of 51 lakh house completion by March 2018.

Some of the challenges faced in the implementation of PMAY-G have been capacity constraints, limited working season, paucity of skilled masons, shortage of construction materials and connectivity deficit in some States. To overcome capacity constraints, States have been given flexibility in using administrative funds available under the scheme to constitute Programme Management Units (PMUs) and engage dedicated personnel with desired skill sets at State, District, Block and Gram Panchayat level. Pan India programme for training and certification of rural masons has been launched to boost availability of skilled masons and expedite pace of house construction. Under the mason training programme, quality houses are getting constructed as a part of mandatory on the job training. States have been advised to upscale the mason training programme to expedite construction and thereby address the issue of limited working season. To address shortage of construction materials and lower cost of transportation, the Ministry has been encouraging States to consider production and use of locally available materials for construction of houses such as fly ash bricks, cement stabilized earth blocks and treated bamboo. Catalogue of locally

appropriate, cost effective, disaster resilient housing typologies and technologies has been developed for different housing zones in 18 States to increase choices available to beneficiaries. An offline module for data capture and transmission in AwaasApp has been developed to resolve issues related to limited internet bandwidth and poor online connectivity which impede use of the mobile governance platform."

4.4 The Committee was keen to know the steps taken by the DoRD for the inclusion of left over beneficiaries from the universe of PMAY-G. DoRD in their written reply have ensured as below:-

"Ensuring that eligible households, who have been left out from the Permanent Wait List, receive their entitlements under the scheme has been a key focus area of the Ministry. The Framework for Implementation (FFI) of PMAY-G elucidates the procedure to ensure that fair opportunity is provided to every household which claims to be eligible under the scheme. As per the FFI, the Gram Sabha may record a separate list in the Gram Sabha resolution with reasons about households left out from the system generated priority list, but otherwise found eligible during the proceedings of the Gram Sabha. Claimants other than those endorsed in the Gram Sabha resolution for inclusion in the list, may submit their claims to the Competent Authority within a period of six months from the day of the passing of resolution by the Gram Sabha. The Competent Authority shall enquire into the list, as endorsed by the Gram Sabha, as well as the representations received directly and submit report to the Appellate Committee. Based on the merit of the claim, the Appellate Committee may recommend including these households in the universe of beneficiaries of PMAY-G. The detailed procedure for submission of reports by Competent Authority and disposal of cases by the Appellate Committee, including timely disposal, will be decided by the respective State/ UT.

The list of households proposed to be included in the universe, as recommended by the Appellate Committee, will be prepared Gram Panchayat and community wise. The provision for capturing details of deserving households which are to be included/added to the priority lists has been provided in AwaasSoft. A mobile application is being developed to capture geo tagged photographs of households thus recommended. The authorized user will enter information on walling and roofing material, automatic inclusion and exclusion parameters for the recommended households through the app. Gram Sabha resolution and proceedings of the Appellate Committee meeting will also have to be uploaded to substantiate the household's claim for inclusion.

Development of the app and capturing of information through the above process is expected to be completed by 31st March, 2018. Detailed instructions to all States/UTs on the procedure to be adopted for inclusion has been issued by the Ministry on 24th January, 2018."

4.5 The Committee further enquired with the Department regarding the finalization of priority lists based on SECC Data for ascertaining the beneficiaries in wake of 1 crore target of houses under PMAY-G during the Financial Year 2016-17, 2017-18 & 2018-19. The DoRD in their written note have stated as under:-

"Most States/UTs have finalised and uploaded the Permanent Waitlist in AwaasSoft. As per AwaasSoft reports, as on 6th February 2018, approx. 3.99 crore households out of a universe of 4.04 crore households, identified on the basis of SECC 2011 data, have been verified by the Gram Sabha. Out of the verified households, 1.36 crore households have been rejected on grounds of having a pucca house, migration, death etc. Out of the remaining households, 2.62 crore have been found eligible to receive assistance under the scheme after conclusion of Appellate proceedings. Hence, 2.62 crore beneficiaries are readily available on the Permanent Waitlist for receiving assistance under PMAY-G.

5. Quality of Houses under the Scheme

In the context of quality of materials used for the construction of houses under PMAY-G, the Secretary, DoRD during the course of evidence stated as under:-

"बालू की उपलब्धता के बारे में कहा था, यह कठिनाई विशेष रूप से बिहार तथा झारखंड में थी और यह उत्तरप्रदेश में भी पहले आयी थी लेकिन अब इसका समाधान निकल गया है। हमलोग पुनः इस पर जोर देंगे कि राज्य में आवास योजना के क्षेत्र में तेजी से काम हो। बिहार में भी बालू की समस्या थी लेकिन पंद्रह दिन पहले ही वह शॉर्ट आउट हो गया है। इसके कारण बिहार में आवास के क्षेत्र में कम प्रगति हुई थी। झारखंड में हमलोग पुनः टेक अप करेंगे। इस बारे में हमलोग ने मुख्यमंत्री जी से भी मिलकर इस मुद्दे को हाईलाइट कियाथा, इसको जरूर फॉलोकरेंगे।" (Proc. Pg 29, para 3, line 3 to last line)

6. Usage of Alternate Materials

Responding to issues of 'Bajri' in the construction of Houses under PMAY-G, during the course of evidence, Secretary, DoRD submitted that:-

"बजरी की व्यवस्था की बात आई, तो मैं बताना चाहूँगा कि राजस्थान के बाँसवाड़ा में बहुत सारे घर बन रहे हैं, वहाँ प्रधानमंत्री आवास योजना के तहत अकेले 80 हजार घर बन रहे हैं। अभी तक करीब 40 हजार घर पूरे हो गए हैं। सर, इसको हमलोग राज्य सरकार के साथ मिलकर टेक अप करेंगे। कई जगहों पर बजरी वाली प्रॉब्लम आ रही है।"

D. **Deendayal Antyodaya Yojana - National Rural Livelihood Mission (DAY-NRLM)**

1. About the Scheme

The National Rural Livelihoods Mission (NRLM), is a centrally sponsored programme of the Ministry of Rural Development. It was launched in June 2011, after restructuring *Swarnjayanthi Gram Swarozgar Yojana* (SGSY). The Mission is implemented by the RL Division of the Ministry of Rural Development (MoRD), Government of India (GoI) in partnership with the State Rural Livelihoods Missions (SRLMs). The Mission has since been renamed as '*Deendayal Antyodaya Yojana*'-National Rural Livelihoods Mission (DAY-NRLM). The Mission aims to "reduce poverty through promotion of diversified and gainful self-employment and skilled wage employment opportunities resulting in appreciable increase in incomes of the rural poor on sustainable basis". The Mission seeks to adopt a strategy of promoting and strengthening community institutions which are in turn expected to mediate the livelihoods of the rural poor. The Mission seeks to reach out to all rural poor households in a

phased manner and impact their livelihoods significantly by 2022-23. More specifically, the mandate of the Mission is to impact 70 to 80 million poor rural households spread across more than 647 districts, 6,559 blocks, 2,38,000 gram panchayat and about 6,40,000 villages across 29 states and 5 Union Territories.

The Mission seeks to achieve its objective through investing in four core components viz., (a) social mobilization and promotion of sustainable community institutions of the rural poor (SHGs, VOs, CLFs etc.); (b) financial inclusion of the rural poor; (c) sustainable livelihoods; and (d) convergence and entitlements.

2. Key Components of the Scheme

- (i) **Promoting Institutions of Poor:** Strong quality institutions of poor such as SHGs and their federations are set up on a priority basis.
- (ii) **Training, Capacity Building and Skill Building:** Systematic and multi-pronged approach has been adopted for providing capacity building to SHGs, their federations, government functionaries, bankers, NGOs and other stakeholders.
- (iii) **Revolving Fund:** A revolving fund of (Rs.15000) is provided to SHGs (where more than 70% are members from DAY-NRLM target households) as an incentive to inculcate the habit of thrift and accumulate their own funds towards building their corpus to meet credit needs in the long-run and immediate consumption needs in the short-run.
- (iv) **Community Investment Support Fund (CIF):** Community Investment Support Fund is routed to SHGs through federations (primary and secondary level) to support development of suitable livelihoods of members and to initiate collective activities, wherever feasible.
- (v) **Interest Subvention:** DAY-NRLM has a provision for interest subvention to all eligible SHGs. The districts have been classified as Category I and Category II Districts, according to the modality of interest subvention provided. In Category I districts (250 district in the country) all women SHGs can avail loans up to Rs. 3 lakh per SHG at 7% rate per annum. Further, these SHGs are eligible

for an additional interest subvention of 3% on prompt repayment of loan, reducing the effective rate of interest to 4%. In Category II districts (remaining districts), all women SHGs meeting DAY-NRLM eligibility norms can avail loans up to Rs. 3 Lakhs per SHG at 7% rate of interest per annum.

- (vi) **Mahila Kisan Sashaktikaran Pariyojana (MKSP):** Launched in 2010-11, is a special program for livelihood enhancement under DAY-NRLM. It is a concerted effort to recognize the role of women in agriculture. Investment is made to enhance their capacities, increase their income, and encourage participation in agriculture and allied activities.
- (vii) **Start-up Village Entrepreneurship Programme (SVEP):** SVEP has the objective of helping rural poor to come out of poverty by helping them set up enterprises and provide support till the enterprises stabilize.
- (viii) **Deendayal Upadhyay Grameen Kaushalya Yojana (DDU-GKY):** Scale up for existing skills and placement projects through partnership mode as one of the best investments in youth, and provide impetus to livelihood opportunities in emerging markets.
- (ix) **Rural Self Employment Training Institutes (RSETIs):** DAY-NRLM encourages public sector banks to set up RSETIs in all districts of the country. RSETIs transform unemployed rural youth in district into self-employed entrepreneurs through need-based experiential training program followed by handholding support and bank linkage.

3. Financial Growth of the Scheme

Year-wise BE/RE and actual expenditure for the year 2015-16, 2016-17 (Plan and Non-Plan) and 2017-18 and BE 2018-19 is given below:-
(Rs. in Crore)

Sl.No.	Year	B.E		R.E		Actual Expenditure	
		Plan	Non-Plan	Plan	Non-Plan	Plan	Non-Plan
1	2015-16*	2705.00	0.00	2705.00	0.00	2504.07	0.00
2	2016-17**	3000.00	0.00	3168.15	0.00	3165.89	0.00

Sl.No.	Year	B.E		R.E		Actual Expenditure	
		Revenue	Capital	Revenue	Capital	Revenue	Capital
3	2017-18***	4500.00	0.00	4350.00	0.00	3391.85 (upto 10.01.2018)	0.00
4	2018-19	5750.00	0.00		0.00		0.00

*This includes provision of Rs. 400 Crore for the DRDA Administration Scheme and Rs.40.00 Crore for PMRDF which have been brought under NRLM budget from 2014-15.

** Includes Rs. 200.00 Crore for "Startup Village Entrepreneurship Programme (SVEP)", Rs.255 Crore for DRDA Administration and Rs.40.00 Crore for PMRDF.

*** This includes Rs.255.00 Crore for DRDA Administration and Rs. 35.00 Crore for PMRDF.

Year-wise BE/RE and actual expenditure for the year 2015-16, 2016-17 (Plan and Non-Plan) and 2017-18 and BE 2018-19 is given below:

The reasons for variations in BE/RE and actual expenditure for the years 2015-16, 2016-17 and 2017-18, year-wise are:-

(Rs. in Crore)

Sl.No.	Year	B.E	R.E	Actual Expenditure
1	2015-16	2705.00	2705.00	2504.07
2	2016-17	3000.00	3168.15	3165.89
3	2017-18	4500.00	4350.00	3391.85 (upto 10.01.2018)

Reasons for variations:

I. 2015-16

- No claims were received from North Eastern States
- Delaying in claiming funds by PIA implementing Skill Development Projects
- Since this was the inception year of SVEP, some of the North Eastern States could not submit project proposals after completing the preparatory works leading to lesser utilization of funds.

II. 2016-17

- During 2016-17, additional amount of Rs.168.15 Crore was needed for Skill Development Project which was made available through re-appropriation of savings from other scheme this Ministry.

III. 2017-18

- The provision in RE was reduced by Rs.150.00 Crore to make available additional funds urgently required for other schemes of the Ministry. This reduction in RE was not in any way attributable to slow pace of expenditure.

3.2 It could be seen on examination by the Committee that despite the reduction in funds at RE stage from Rs. 4,500 crore to Rs. 4,350 crore for 2017-18, much higher fund (Rs. 5,750 crores) has been sought at BE stage of 2018-19 for DAY-NRLM. The Committee wanted to be apprised of the reason for such occurrence. Explaining the position, the DoRD have submitted in their written reply as below:-

"A sum of Rs.150.00 Crore from the DAY-NRLM provision in BE 2017-18 was re-appropriated to MGNREGA to meet urgent requirement of funds under MGNREGA. The reduction of Rs.150.00 Crore in RE 2017-18 is, therefore, not attributable to poor pace of expenditure under DAY-NRLM. As regards BE 2018-19, the higher provision is intended to meet the following requirements:

- There is a substantial pace of expansion in social mobilization resulting in higher expenditure on training and capacity building etc. The target for the number of SHGs to be supported has been enhanced from 6.9 lakhs in 2017-18 to 9.00 lakhs in 2018-19.
- The expenditure on Grants-in-Aid to States needs to be substantially enhanced to release Revolving Fund (RF) to 13.80 lakhs SHGs and Community Investment Fund (CIF) to 3.60 lakhs SHGs.
- During 2017-18 only a portion of the claims pertaining to 2016-17 under Interest Subvention (Category-I) could be settled due to limited availability of funds. Hence, there will be carry over liability during next financial year in addition to normal requirement of 2018-19.
- There is also additional requirement of funds due to increase in the training target of DDU-GKY from 2.00 lakhs in 2017-18 to 4.00 lakhs in 2018-19."

3.3

	Amount (Rs. in Crore)
BE	4500.00
RE	4350.00
Expenditure (As on 01.02.2018)	3401.42 (78.20%)

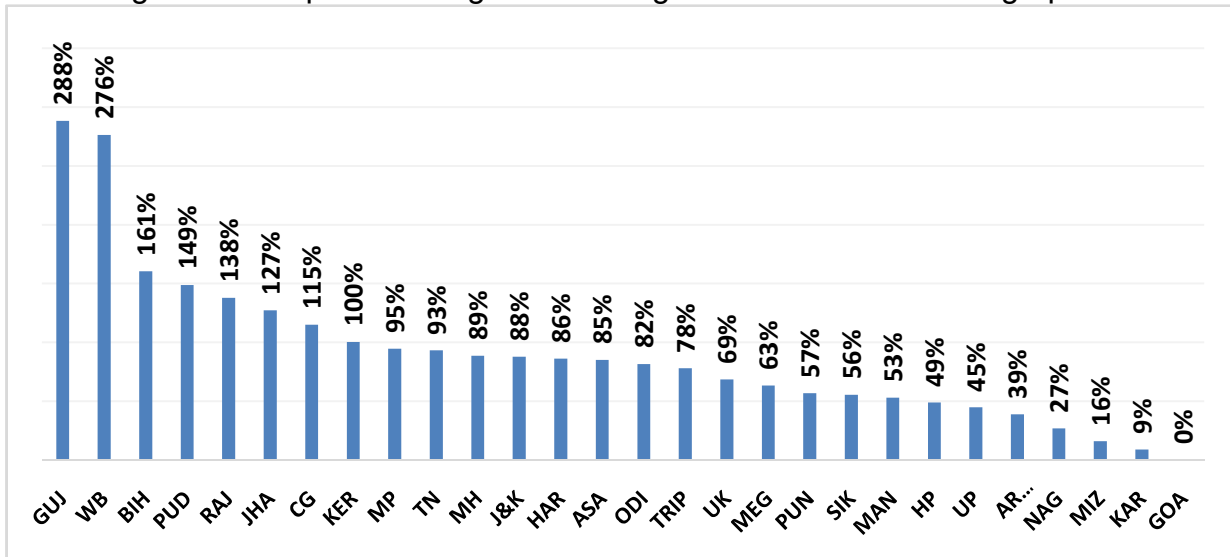
3.4 Asked about the reason behind the slow expenditure of funds in DAY-NRLM, the DoRD have replied that:-

"The Expenditure under DAY-NRLM on 10.01.2018 was Rs.3391.85 Crores which is 77.97% of the provision in RE 2017-18. The progress of expenditure is in consonance with the cash management guidelines prescribed by the Ministry of Finance."

4. Physical Targets and Its Realisation

	Target	Achievement
Number of SHGs promoted	6.90 lakhs	5.87 lakhs (As on 31.12.2017)
Credit disbursed to SHGs from banks	Rs.30965.00 Crores	Rs.21183.00 Crores (As on 30.11.2017)

Percentage of SHGs promoted against the targets are indicated in the graph below:



4.2 The Committee was curious to know about the role being played by Self Help Groups (SHGs) in the skill-upgradation of rural women *vis-a-vis* economic upliftment. In their written reply, DoRD submitted as under:-

"The Mission provides training and capacity building to SHG members, facilitate preparation of their micro-livelihoods plans and enable them to implement their livelihood plans through accessing financial resources from their own institutions and banks.

Over a period of time substantial social capital has been generated by the programme through sustained capacity building of community

members who are now acting as catalyst for socio-economic upliftment and empowerment of rural poor women. More than 1.5 lakhs SHG members have been trained as Community Resource Persons for providing extension services to the rural poor. These women have been providing these services across all States. The community-based organizations have also emerged as a platform for leveraging benefits under other programmes such as MGNREGA, PMAY-G, Swachh Bharat Mission, ICDS etc. These institutions have fostered empowerment of women which has resulted in social change, for e.g. action by SHG members in Bihar played a critical role in the State government declaring Bihar as a Dry-State. Further the Mission has also mobilized 5.46 lakhs differently abled people into 50000 exclusive PwD groups. The program has also facilitated in furthering the financial inclusion objectives of the government by opening individual savings bank account of about 1.4 crore SHG members. The capitalization support provided to members of more than 11 lakhs SHGs and bank credit provided to more than 40 lakhs SHGs have enabled them to generate self-employment and support microenterprises to come out of poverty. About 45% of the SHG members belong to SC, ST and minority groups which reflects the inclusive nature of the program. An independent assessment of the design, strategies and impact of DAY-NRLM was conducted. The results indicated that the households in NRLM villages have 22% higher (net) income than the households in the control villages, largely due to income from enterprises – on an average, villages covered under DAY-NRLM had 11 more enterprises than non-NRLM villages. The study also points to the fact that DAY-NRLM has helped to:

- create significantly higher number of livestock assets
- enhance proclivity of savings in formal institutions
- enhance access to higher amount of credit at lower interest rates
- increase participation in meetings conducted by Panchayati Raj Institutions

4.3 Asked about the role of private sector banks/corporates in setting up of RSETIs by utilizing CSR (Corporate Social Responsibility), DoRD replied in its written note as under:-

"Yes. ICICI Bank is operating 2 RSETIs in Rajasthan, wherein it is also using its CSR funds. KotaK Mahindra Bank is operating one RSETI in Karnataka."

5. Deendayal Upadhyay-Grameen Kaushalya Yojana (DDU-GKY)

A skill development and placement support component has also been implemented under the Mission. The component has been named DDU-GKY. The skill development programme seeks to build the skills of the rural youth through short (6 – 12 weeks) training and place them in relatively high wage employment sectors of the economy. The programme is implemented in partnership with public, private, non-government and community organizations, which are also responsible for providing placement and follow-up support. Initially, the projects were approved by the MoRD. The powers to approve the projects are being devolved to the state governments. A separate division (Skills division) within the Ministry of Rural Development is implementing this program. The GoI is aiming at achieving a target of skilling 1 crore youth over a period of 7 years. There is a special initiative to promote skills of youth in rural and urban areas of Jammu & Kashmir with 100% central assistance (Himayat). Further, there is a special scheme called Roshni focusing on rural poor from 27 Left-Wing Extremism (LWE) affected districts in 9 states.

5.2 The Committee wanted to know about the type of skill/training being imparted to the rural youths under DDU-GKY, the DoRD have replied as below:-

"DDU-GKY does not allow any course of duration less than 12 weeks. Minimum course duration under DDU-GKY is 12 weeks. These courses provide training in sector specific domain skills and soft skills that enables rural youths to be employable in the specific job-roles. The courses are designed by relevant Sector Skills Council (SSCs) or National Council for Vocational Training (NCVT). It is mandatory for these courses to be aligned with National Skill Qualification Framework (NSQF)."

5.3 Further, the Committee enquired about the number of youths that have been trained and placed as a beneficiary of DDU-GKY. Responding to the query, DoRD have submitted as below:-

"DDU-GKY was announced in the year 2014-15. It was previously being implemented as Aajeevika Skills. Under DDU-GKY per-se, a total of 5.45 lakhs candidates have been trained and 3.39 lakhs candidates have been placed from 2014-15 till 31st December 2017.

Top trades in which training has been imparted, inter-alia, include Sales Associate, Trainee Associate & Sales person in Retail Sector, Account Asst. using Tally & Accounting in Banking & Finance Sector, Sewing Machine Operator in Apparel Sector, Customer Care Executive, DTP and Print Publishing Asst in ICT Sector, Food & Beverages and Hospitality Asst in Hospitality Sector.

State-wise break up is given below:

Sl. No.	State	Total Trained	Total Placed
1	ANDHRA PRADESH	31872	31862
2	ARUNACHAL PRADESH	0	0
3	ASSAM	18550	7650
4	BIHAR	25588	13611
5	CHANDIGARH	0	0
6	CHATTISGARH	19231	8473
7	DADRA & NAGAR HAVELI	0	0
8	NCT DELHI	0	0
9	GOA	0	0
10	GUJARAT	11174	7735
11	HARYANA	27233	14365
12	HIMACHAL PRADESH	0	0
13	JAMMU AND KASHMIR	41297	34296
14	JHARKHAND	23487	7576
15	KARNATAKA	28153	14760
16	KERALA	22925	12851
17	MADHYA PRADESH	30127	8324
18	MAHARASHTRA	7590	5958
19	MANIPUR	0	0
20	MEGHALAYA	0	0
21	MIZORAM	0	0
22	NAGALAND	0	0
23	ODISHA	84281	81461

24	PONDICHERRY	0	0
25	PUNJAB	4329	563
26	RAJASTHAN	32917	17284
27	SIKKIM	304	275
28	TAMIL NADU	21341	36238
29	TELANGANA	22579	18551
30	TRIPURA	2625	980
31	UTTAR PRADESH	83667	12508
32	UTTARAKHAND	0	0
33	WEST BENGAL	6260	3785
34	DAMAN & DIU	0	0
35	LAKSHDWEEP	0	0
36	ANDAMAN & NICOBAR ISLANDS	0	0
	Total	545530	339106

6. New Initiatives

More than 125 Producer Companies (PC) and 86,000 Producers' Groups (PG) farmers formed across multiple States.

6.2 Regarding the efficient utilization of producer companies, the Secretary, DoRD, during the course of evidence stated before the Committee as under:-

"सर, उत्पादक कंपनियां और कृषि विज्ञान केन्द्र का जो मुद्दा है, मैं आश्चस्त करना चाहूंगा कि इस पूरे कार्यक्रम में हम कृषि एवं किसान कल्याण मंत्रालय के साथ मिलकर काम कर रहे हैं, ताकि वह और बेहतर तरीके से हो सके।" (Proc Pg 27 last para)

6.3 To initiate work for development of organic cultivation in 1,000 clusters for better organic cluster development, the Secretary, DoRD, during the course of evidence submitted that:-

"ग्रामीण हाट का विकास या कृषि विज्ञान केन्द्रों की सहभागिता, ऑर्गेनिक क्लस्टर डेवलप करने में उनका जो कार्यक्रम है, परंपरागत कृषि योजना में भी हम उनका सहयोग लेंगे।"

E. National Social Assistance Programme (NSAP)**1. Scheme**

National Social Assistance Programme (NSAP) is a Centrally Sponsored Scheme of Ministry of Rural Development. NSAP is a social security / social welfare programme applicable to old aged, widows, disabled persons and bereaved families on death of primary bread winner, belonging to below poverty line household. NSAP at present comprises of give sub-schemes namely i.e. Indira Gandhi National Old Age Pension Scheme (IGNOAPS) Indira Gandhi National Widow Pension Scheme (IGNWPS). Indira Gandhi National Disability Pension Scheme (IGNDPS) National Family Benefit Scheme (NFBS) and Annapurna Scheme. The Scheme of NSAP are implemented both in urban and rural areas.

NSAP has been converted into Centrally Sponsored Scheme of Ministry of Rural Development from the financial year 2014-15 and w.e.f 1st April, 2014. Allocation of funds for implementation of the scheme of NSAP is made under the budget head of Ministry of Rural Development. Funds are now being released scheme-wise by Ministry of Rural Development to the respective States/UTs. The responsibility of identification of beneficiaries within prescribed norms and disbursement of monthly assistance to identified beneficiaries, rests with respective States/UTs.

The funds allocated and expenditure made for the current five year plan and the amount allocated for 2017-18 of the current five year plan for the scheme of NSAP is as follows: -

(Rs. In Crore)

Year	Amount allocated (BE/RE)	Amount spent	% Expenditure
2012-13	8446.97	7884.35	93.34
2013-14	9614.51	9112.47	94.78
2014-15	7241.00	7086.62	97.87
2015-16	9082.00	8616.40	94.87
2016-17	9500.00	8851.14	93.17
2017-18	8744.57	6292.79*	71.96*

***As on 10-01-2018**

The difference between Allocation and Actual Expenditure is mainly due to compulsory earmarking of 10% of funds towards NE States and non-submission of requisite documents by the States/UTs. The requirement of funds for NE States for extending assistance to identified beneficiaries is much less than the annual earmarking of the funds.

Present Scheme Applicable to BPL Persons under NSAP

1. Indira Gandhi National Old Age Pension Scheme (IGNOAPS) - @ INR 200 per month for Old aged 60 years & above (April, 2011)
2. Indira Gandhi National Widow Pension Scheme (IGNWPS) - @ INR 300 per month for widows aged 40-79 years (October, 2012)
3. Indira Gandhi National Disability Pension Scheme (IGNDPS) - @ INR 300 per month for disabled aged 18-79 years (October, 2012)
4. Pension enhanced to INR 500 per month on attaining 80 years in all above pension schemes (April, 2011)
5. National Family Benefit Scheme (NFBS) – one time assistance of INR 20,000 on death of primary breadwinner (October, 2012)
6. Annapurna Scheme – Provision of 10 kg food grains per month for old not covered under Old Age Pension Scheme.

2. Financial Progress

Asked about the reasons for slow rate of fund utilization under NSAP, the DoRD stated as under:-

"The funds are released in advance to the States/UTs for covering the beneficiaries identified under the scheme after following the due procedure. The reasons for slow rate of fund release is due to non-submission of requisite documents by the States/UTs in time. However, as on date Rs.6978.13 crore has been released to States/UTs, which is approx 80% of the total RE allocation of Rs.8744.57 crore. Department of Rural Development has requested all the States/UTs, time and again to submit requisite documents for release in time, so that the funds could be released in time. Proposal for release of Rs 1118 Crore (approx) are at final stage and will be released within a fortnight, after that the total amount of releases are likely to Rs.8096 crore (92.58 % of the allocation) and remaining 7.42% is to be released in March 2018."

2.2 Further enquired by the Committee regarding the reason behind the reduction in the fund allocations to NSAP at RE stage to 8,744.57 crore from Rs. 9,500 crore at BE stage in 2017, the DoRD responded in their written reply as under:-

"RE requirement was assessed on the basis of actual funds being raised by NE States. It is to mention that there is a compulsory earmarking of 10% of funds towards NE States and the requirement of funds for NE States for extending assistance to identified beneficiaries is much less than the annual earmarking of the funds. Availability of Funds in the head of account of NE States is the main reason behind reduction in fund allocation to NSAP at RE stage by Ministry of Finance. Further, unspent balances available with some States has also impeded the releases."

2.3 In wake of the above situation, the Committee wanted to know the reason behind a substantially high allocation sought at BE stage of 2018-19 i.e. Rs. 9,975 crores, DoRD in written note has stated as below:-

"The projected increase in demands for 2018-19 has been made on following grounds:

1. Calculations are based on the identified Cap on each of the scheme conveyed to State/UTs against which financial assistance is disbursed to identified BPL beneficiaries. At present, under assistance schemes some states are not able to utilize the full cap in want of number of beneficiaries i.r.o. whom data have been digitized in conformity with the cap.
2. There is a compulsory earmarking of 10% of funds towards NE States and the requirement of funds for NE States for extending assistance to identified beneficiaries is much less than the annual earmarking of the funds. Due to 10% compulsory earmarking to NE States, the remaining funds are not adequate to fulfill the requirement of remaining States/UTs. Hence, an increased demand of funds for 2018-19 was solicited.
3. The releases for 2017-18 account for unspent balances available with the States. With complete documentation the arrears on account of unspent balances may require to be released in 2018-19 after availability of due documentation of such releases."

3. Physical Achievement

Scheme	2012-13	2013-14	2014-15	2015-16	2016-17
IGNOAPS	227	222	221	201	214
IGNWPS	49.65	61.97	63.33	53.90	57.3
IGNDPS	10.58	10.58	10.58	64.90	7.02
NFBS	3.57	2.77	2.93	3.58	3.58
Annapurna	8.38	7.80	7.95	7.94	2.64

(Number of beneficiaries in lakh)

The number of beneficiaries for which funds are being released under NSAP for the year 2017-18 is as under: -

(in lakhs)

Year	IGNOAPS	IGNWPS	IGNDPS	NFBS	Annapurna	Total
2017-18	214	57.26	7.01	3.58	No claim	281.85

F. Shyama Prasad Mukherji Rurban Mission (SPMRM)

1. Origin

Shyama Prasad Mukherji Rurban Mission (SPMRM) announced in the budget speech 2014-15. The Note for the Cabinet was approved in September, 2015 and Scheme launched by Hon'ble Prime Minister on 21st February, 2016 in Rajnandgaon, Chhattisgarh. The total outlay of the SPMRM is 5142.08 crore for developing 300 Rurban Clusters in the time period of 5 years. The budgetary outlay which was proposed for, 2015 -16 ,2016-17 and 2017-18 is Rs. 300.00 crore, Rs. 600.00 crore and Rs. 1000.00 crore respectively.

2. Financial Progress

Amount earmarked and spent during Financial Year 2015-16, 2016-17, 2017-18 and BE 2018-19 is given below:-

(Rs in crore)

Unit / Sector	Annual Plan 2015-2016			Annual Plan 2016-17			A.Plan. 2017-18			Annual Plan 2018-19		
	BE	RE	Actual achievement	BE	RE	Actual achievement	BE	RE	Actual achievement	BE	RE	Actual achievement
2	9	10	11	12	13	14	15	16	17			

Shyama Prasad Mukherji Rurban Mission (SPMRM) (Plan)	300	60	32.05 crore released to the states for preparation of ICAP	300	600	599.44 crore released to the States as CGF	1000	600	416.21 crore released to the States for approved ICAP and 1 Inst	1200		
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2.2 Asked about the reasons for the reduction in fund allocation at RE stage of 2017-18 to 600 crore from Rs. 1,000 crores BE of 2017-18, the DoRD replied as under:-

"The Shyama Prasad Mukherji Rurban Mission (SPMRM) was approved in February, 2016 with an aim of developing 300 rurban clusters by the end of the Mission Period.

During FY 2016-17, as per the approved target, 100 clusters were identified and approved by all States and Uts. Further, all 100 ICAPs were approved. Accordingly as per the Framework of Implementation, the first installment of CGF was released to all 100 clusters. This enabled a release of Rs 600 crores in FY 2016-17.

Challenges in FY 2017-18

For a substantial part of FY 2016-17, the Mission was a Central Sector Scheme, wherein the entire CGF was a Central Govt grant. Towards the end of FY 2016-17, the Mission was categorised as a Centrally Sponsored Scheme where the CGF was shared between Centre and State in the ratio of 60:40 for plain area States and 90:10 for Himalayan and NE States. This entailed mobilising State Share by the State Governments which delayed the process. Further, since this scheme is hinging largely on convergence, the State Governments have to mobilise 70 percent of the project cost from various synergic Central and State programmes. An additional burden of mobilising the State Share, retarded the pace of the programme.

The release of second installment of CGF for the Phase 1 clusters was constrained due to the systemic challenges in the framework of implementation, wherein the second installment was conditional to the submission of DPR approvals by the State Government and achievement of 60% utilisation. Further, DPRs have to be prepared for 14 converging Ministry proposals which further complicates the delivery at the field level.

Due to the reasons above, the progress on the ground was constrained under this programme , which made the releases slow in FY 2017-18 leading to a reduction in the RE stage from Rs1000 crores to Rs 600 crores for the programme."

2.3 Responding to the further query of the Committee regarding the demand of Rs. 1,200 crores in the annual plan of 2018-19 despite RE of Rs. 600 crores in 2017-18, DoRD stated as under:-

"By FY 2018-19, the Mission would be in the third year of implementation, by which time the works on ground would be expedited for Phase 1 and 2 clusters which would enable the second releases for atleast 200 clusters which would itself amount to nearly Rs 1100 crores. Further in FY 2018-19, innovative funds to the tune of Rs 100 crores is also proposed to be given to the States for projects related to development of economic activities. "

3. Physical Achievement

In terms of Rurban Cluster Development across the country, DoRD have submitted in their written reply as under:-

"The Mission has progressed at a fast pace since the launch in 2016, with **Rs. 957.60 crores of Central Share** of CGF, **Rs. 394.08 crores** as **corresponding State share** and **Rs 88.20 crores of Administrative Funding** released to 29 States and 4 Union Territories over the last two financial years. In **FY 2016-17**, the BE of Rs 300 crores was doubled at the RE stage to reach 100% expenditure, with a total release of Rs 600 crores. In **FY 2017-18**, **Rs 416.21 crores** has been released till date, against a revised allocation of Rs 600 crores. The budget approved for BE **2018-19**, is **Rs. 1200 crores**.

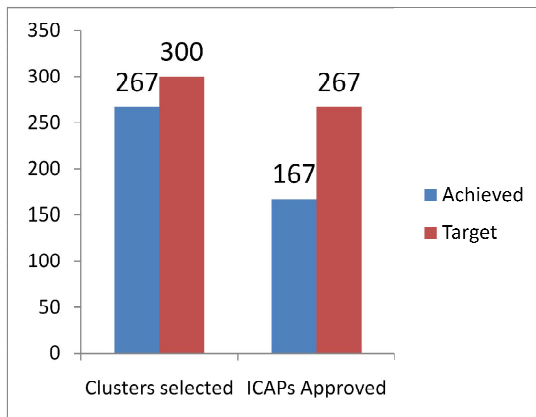
Till date, of the mandated 300 clusters, 267 clusters have been identified and approved across 29 States and 4 Union Territories. Further, through intense engagements with the States, **167 Integrated Cluster Action Plans (ICAPs)**, which are the blue prints of investment for each cluster, have been approved for **29 States and one UT of Dadra & Nagar Haveli**.

Rs 15,630 crores of investment has been estimated in the first 151 ICAPs approved under Phase 1 and 2, to be met by the funds mobilized through Convergence as well as the Central and State share of CGF. Of the total investment proposed, nearly 78% is targeted towards saturation of Basic and Economic Amenities.

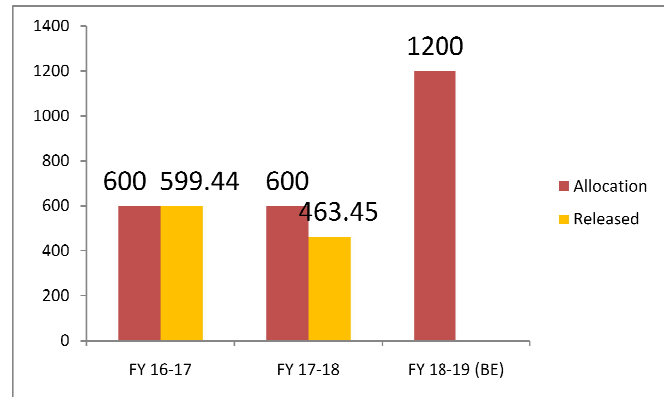
The works in the clusters in the areas identified are ongoing and nearly **Rs 1500 crores of expenditure has been incurred on the ground till date**, across the various investment sectors and thematic areas. In this, the State of **Chhattisgarh is leading** with the largest expenditure incurred on the ground in the Rurban clusters, to the tune of Rs 223 crores, followed by Kerala, with Rs 199 crores, Tamil Nadu with Rs 142 crores and Andhra Pradesh with Rs 125 crores."

Performance of SPMRM: FY 2017-18

Physical Progress



Financial Progress



- Rs. 1,123.2 crore Central share + Rs. 394 crore State share
- Work on ground: Rs. 1,500 crore compared to Rs 900 crore last year

G. Saansad Adarsh Gram Yojana (SAGY)

1. Novel Approach

Saansad Adarsh Gram Yojana (SAGY) is a unique scheme of the Ministry of Rural Development wherein, for the first time, the leadership, capacity, commitment and energy of the Members of Parliament are being leveraged directly for development at the Gram Panchayat level. Saansad Adarsh Gram Yojana (SAGY) was launched on 11 October 2014 with the aim of creating holistically developed

model Gram Panchayats across the country. Primarily, the goal is to 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. These 'Adarsh Grams' serve as 'nucleus of health, cleanliness, greenery and cordiality' within the village community and, becoming schools of local development and governance, inspiring neighboring Gram Panchayats.

The role of Members of Parliament is that of a catalyst. They identify the Gram Panchayat to be developed into Adarsh Gram Panchayat, engage with the community, help propagate the values of the scheme, enable the initiation of start-up activities to build up the right environment and facilitate the planning process. The District Collector is the nodal officer for implementing SAGY. The District collectors conduct a monthly review meeting with representatives of the participating line departments. The Hon'ble Members of Parliament concerned chair the review meetings. The heads of the Gram Panchayats concerned also are invited for these monthly meetings.

2. Availability of Resources

There is no provision of dedicated funds for development under the Scheme. It is primarily about unleashing the power of people who are expected to inculcate pride in village, encourage societal change/ behavioural changes, take collective responsibility and initiate People projects. The development of the identified Gram Panchayat is intended through convergence and implementation of existing Government Schemes and Programmes without allocating additional funds. With this aim, relevant Ministries / Departments of the Central Government have been

requested 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, 21 schemes of various Departments of the Government of India have been amended / appropriate advisories were issued to accord priority to SAGY in respective schemes.

3. **Mission Antyodaya**

The convergence approach of development under SAGY receives further articulation under Mission Antyodaya. Around 780 SAGY Gram Panchayats have been taken up by State Governments as a part of Mission Antyodaya for significant improvement in sustainable livelihoods of poor households. All these Panchayats have been ranked for intervention to remove development gaps through a partnership of Central, State and Local Governments. It is envisaged that all these selected SAGY Gram Panchayats will have much better indicators on parameters ranging from physical infrastructure to human development and economic activities by March, 2019.

4. **Progress So Far**

Progress of Implementation of Village Development Plan (VDP)				
Phase	No. of SAGY GPs	No. of GPs that prepared VDP	Total No. of projects under VDPs	No. of projects completed
Phase-I	703	671	40,512	18,867

Phase-II	449	222	7,872	1,503
Phase-III	128	28	555	48
Total	1,280	921	48,939	20,418

5. Concern of the Members of Parliament

Regarding the issue of separate funds for SAGY, during the course of evidence, the Secretary, DoRD stated as under:-

" सांसद आदर्श ग्राम योजना के बारे में हमारे पास अलग से बजट नहीं है, लेकिन जो ग्रामीण विकास का बजट है, कौशल विकास का बजट हो, मनरेगा का बजट हो, आजीविका मिशन का बजट हो या आवास का हो, इस का व्यय सांसद आदर्श ग्राम योजना में प्राथमिकता पर हो, हम इसको सुनिश्चित करेंगे। हमलोग इसको ध्यान में रख रहे हैं।"

H. Monitoring And Control Over The Performance Of Each Scheme

The Department of Rural Development has evolved a comprehensive multi-level and multi-tool system of monitoring and evaluation of the implementation of rural development programmes in different parts of the country which include Review by the Union Ministers, Performance Review Committee Meetings, Common Review Mission, State Vigilance & Monitoring Committees, District Development Co-ordination and Monitoring Committee named as "DISHA", submission of reports by the third party monitoring through National Level Monitors, Area Officers Schemes, Concurrent

Evaluation and Impact Assessment Studies, monitoring the submission of Utilization Certificates. The Department constantly reviews the implementation of its programmes with the State Governments/UT Administrations through Performance Review Committee Meetings to ensure optimum utilization of funds and to ensure timely disbursement and sound financial management and to ensure that the programme benefits reach the rural poor in full measure.

I. District Development Coordination and Monitoring Committee (DISHA)

1. Introduction

District Development Coordination and Monitoring Committee (DISHA) has been formed by the Ministry in June, 2016 superseding the District Vigilance and Monitoring Committee. DISHA constituted under the Chairmanship of Member of Parliament with a view to fulfill the objective of ensuring better coordination among all the elected representatives in Parliament, State Legislatures and local Governments (Panchayati Raj Institutions, Municipal Bodies), in monitoring the progress of major projects aimed at socio-economic transformation at the District level.

2. Composition

The Chairperson of the DISHA should be a Member of Parliament (Lok Sabha) elected from the District and the District Collector/District Magistrate/Deputy Commissioner should be the Member Secretary. The other Members include all MPs (LS) and 1 MP (RS) representing the State and exercising option to be associated with the District level Committee, all Members of the State Legislative Assembly elected

from the District, one representative of the State Government/UT Administration, all Mayors/at least the Chairpersons of Municipalities including one woman and five elected heads of Gram Panchayat including two women, Chairperson of the Zilla Panchayat, Head of the Autonomous District Council in Districts having schedule 6 areas, all Chairpersons of intermediate Panchayats in the District, Chief Executive Officer of the Zilla Panchayat, Project Director, DRDA/Poverty alleviation unit, one Member from a reputed NGO, to be nominated by the Chairperson and the other Members of Parliament in the Committee, one representative each of SC/ST and women to be nominated by the Chairperson and the other Members of Parliament in the Committee, Lead Bank Officer in the District, Senior Superintendent/Superintendent of the Postal Department and District Level Nodal Functionaries of all programmes that will be under the purview of DISHA.

3. Number of Meetings

Meetings of the DISHA are required to be convened at least once in every quarter.

4. Views of the Members of Parliament

Taking into note the serious concern of the Hon'ble Members of Parliament regarding the non holding of regular DISHA meetings, the Secretary, DoRD stated as under :-

"कितनी मीटिंग हुई, कितना अपलोड हुआ है, हमने 30 जनवरी को चीफ सेक्रेटरी को एक बार फिर डी.ओ. लेटर लिखा है कि भारत सरकार की यह प्राथमिकता है, इसलिए आप इसे सुनिश्चित करें, जिला वाइज़ एनालिसिस करें कि कहाँ पर मीटिंग

हुई एवं कहाँ पर अपलोड नहीं हुआ है, ताकी रेग्यूलर मीटिंग हो सकें। इसके लिए हमारा निरंतर प्रयास रहेगा एवं फॉलोअप करते रहेंगे।"

VII. Impetus To The Schemes

1. Programmes to be ratified by Gram Panchayats as per local demands

The Committee during the course of examination felt that the Schemes/Yojanas that are started or about to begin in a specific area need to be prioritized as per the local population demands and necessities. For this the Gram Sabhas and Gram Panchayats needed to be taken into agreement. Harping on this aspect, the Secretary, DoRD during the course of evidence stated that:-

"आपने बहुत अच्छा सुझाव दिया था कि जो ग्रामसभा होती है, उसकी प्राथमिकता हमारे कार्यक्रम में पूरी तरह परिलक्षित हो। मैं माननीय सांसदों को बताना चाहूँगा कि इस बारे में हमें भी कई राज्यों से फीडबैक मिलता रहा है। कई योजनाएँ जो ग्रामसभा चाहती हैं, उनको प्राथमिकता नहीं मिलता है। इसी कारण इस साल हमने राज्यों को योजना लेकर आने के लिए लिखा है, उसमें हमने यह अनिवार्यता लगायी है कि अगर जीपीडीपी में नहीं है, ग्राम पंचायत या ग्राम सभा द्वारा पारित नहीं है तो हम उसे टेक अप नहीं करेंगे, चाहे वह मनरेगा के बारे में हो या एनआरएलएम या अन्य कार्यक्रम के बारे में हों। हमें इतना विश्वास है कि इस तरह की बहुत सारे योजनाएँ जो ग्रामसभा की प्राथमिकता में आती हैं, उनको हम इस साल टेक अप कर पाएँगे। जब हमारी समीक्षा बैठक 26 फरवरी से होगी तो उसमें हम ध्यान रखेंगे।"

2. Personal mechanisms

"बहुत महत्वपूर्ण मुद्दा पर्सनल मैकेनिज्म का रखा था, आखिर हम जो कार्य कर रहे हैं, पंचायत तो है लेकिन ग्रामीण विकास के कार्यक्रमों में भी मैं बताना चाहूँगा कि सुमत बोस कमेटी बनी थी, उन्होंने इसी मुद्दे को परीक्षण किया था कि पंचायत की अपनी जिम्मेवारी तथा दायित्व है और कार्यक्रमों का अतिरिक्त बोझ भी उनपर आता है। इन

दोनों को मिला कर हम एक ऐसी व्यवस्था करें ताक टेक्निकल अकाउंटिंग स्टाफ भी हो, पंचायत सेक्रेटरी भी हो और एक पूरी टीम वहाँ काम कर सकें।"

VIII. Newer Areas of Concern

The issue regarding the existence of any Scheme/Yojana of DoRD for the coastal rural habitations of the country came up before the Committee and with utmost concern, the Committee, during the course of evidence enquired about this from the Secretary, DoRD. Responding to the query, the Secretary, DoRD stated that:-

"Hon. Member's suggestion regarding coastal people, what we will try and do is in a few coastal pockets or clusters, we will try and initiate a process of planning to understand what are the things that get missed out in our programmes at the moment. In a few pilots, in clusters, we will try and do this."

PART-II**OBSERVATIONS/RECOMMENDATIONS OF THE COMMITTEE**

The Committee while examining the Demands For Grants (2018-19) of the Department of Rural Development (Ministry of Rural Development) find that a budgetary allocation of Rs.112403.92 crore has been allocated to the Department of Rural Development. The Committee scrutinised in detail the need for such fund allocation *vis-a-vis* each Scheme being run by the Department of Rural Development (DoRD) in comparison to the performance of the DoRD in the utilisation of the fund allocated to them, i.e. Rs.105447.88 crore for the last FY 2017-18. The major findings are reflected through the Observations/Recommendations of the Committee outlined below in the ensuing paragraphs:

Expediting the pace of Fund Utilisation

1. The examination of Demands for Grants 2018-19 revealed that till 2nd February, 2018, an expenditure of about Rs.94,553.48 crore has been incurred by the DoRD, which is 89.67% of the revised and increased allocation for 2017-18. It also come to the fore that there were huge amount of unspent balances against various schemes of the DoRD. Taking into note, the change in funding pattern and release of States share contribution also as a major factor in unspent balance accrual, the Committee feel that DoRD should ensure better coordination with the States for the timely release of States' share in funding of Schemes. Moreover, the Committee also recommend the DoRD to expedite fund utilisation during the remaining period of the financial year (2017-18) so as to

meet the target and desired result while also reducing the quantum of unspent balances in future.

(Recommendation Sl. No. 1)

Non-Uniform Progress of the Schemes

2. The Committee while examining the progress of the Schemes observed gaps in progress of the Schemes across different States. While few States elicited satisfactory progress, few States lagged behind alarmingly. Be it the Schemes of DAY-NRLM, DDU-GKY, PMGSY, etc. the alarming and unsettling situation remained as it is. It is the utmost responsibility of the DoRD to keep a hawkish eye over the progress and growth of its Schemes uniformly across the States for the holistic development of the country. The skewed pattern of Schemes' performance is not acceptable and the Committee strongly recommends the DoRD to take all out efforts in bringing the lagging States on board and get them at par with the better performing States. The Committee may be duly apprised of the steps taken by the DoRD in this regard.

(Recommendation Sl. No. 2)

Scheme for Coastal rural population

3. The Committee have been apprised of the hardships being faced by the rural populace of Coastal habitations. The challenges faced by them are entirely different from other habitations. The Committee strongly felt that the rural coastal population need to be looked at differently and customised Schemes suitable for the upliftment and growth of such areas need to be formalised and implemented. Such areas need not go neglected and thus, the Committee

strongly urges the DoRD to carry out relevant studies of rural coastal areas of the country and come out with a road-map/Scheme which suitably caters to the need and requirement of coastal habitations.

(Recommendation SI. No. 3)

Action on the Complaints of Hon'ble Members of Parliament

4. The Committee have taken a serious note of the frequent complaints brought to the fore by the Members of Parliament regarding the non-compliance and non-take up by the DoRD of the irregularities/glaring malfeasance issues pertaining to the implementation of any specific Yojanas/Schemes duly informed to them by the Members of Parliament. On umpteen occasion, Members of Parliament bring to the notice of the officials of DoRD, incidents of corruption/malfeasance/irregularities/non compliance with norms evident in the implementation of Schemes at the ground level. However, to utter dismay of the Committee, more often than not, the complains fall on deaf ears with no action or at best, mere completion of formality at the end of the DoRD with no genuine yield as to the redressal of grievance. The Members of Parliament echo the sentiments of the public at grass root level and any irregularity brought to the forefront by them need to be dealt with in an upright and serious manner. Thus, the Committee, strongly viewing this situation, implores upon the DoRD to take suitable action at their end whenever such issues are reported by the Members of Parliament.

(Recommendation SI. No. 4)

MGNREGA

Monitoring of Fund Utilisation

5. MGNREGA is a demand driven scheme aimed at providing solace to the unemployed population of our country through the provision of providing 100 days of guaranteed job. Such a visionary scheme which alone requires almost 50% of the fund allocation of the DoRD (Rs.55,000 crore in 2018-19 against the total BE of Rs.112,403 crore of DoRD) needs to have robust mechanism of inspection and monitoring by the Centre, not just through letters/DOs but routine physical inspection as has been felt by the Committee while going through the progress and challenges in the implementation of MGNREGA. The role of DoRD should not be confined to mere funding but accounting for fund utilisation and monitoring of each aspect of MGNREGA is equally essential. Keeping this in view, the Committee recommends DoRD to take such strong steps which can put a lid to the gaping vulnerabilities in the implementation of MGNREGA besides proper fund management.

(Recommendation Sl. No. 5)

Cases of Grafting in MGNREGA

6. The Committee is not oblivious of the fact reported in the media regarding the blatant grafting cases surfacing at the ground level in the implementation of MGNREGA. Be it the issue of fake job cards or delay in wage payment or the fudging of list of beneficiaries to name a few. Issues of corruption in MGNREGA are never ending and growing day by day. The Committee feel that until & unless strong action against the corrupt and erring officials/person engaged in the

implementation of MGNREGA at ground level is taken on regular basis, the issues will remain unresolved. In this context, the Committee strongly recommends that stern disciplinary action be taken against anyone found undermining the credibility and efficiency of MGNREGA by engaging in non-justifiable and corrupt activities. The Committee may also be apprised of the penal action taken by the DoRD in this regard case-wise.

(Recommendation Sl. No. 6)

Audit System in MGNREGA

7. Effective Auditing System in MGNREGA is an utmost essential requirement of such a diversified Scheme (both in terms of geographical area concerned and financial aspects involved). The Committee are of the view that it is high time when a regular and periodic internal audit mechanism be effectively put in place in all the Gram Panchayat level or facets of third party audit be explored with its report published regularly in the public domain to bring more transparency and credibility to scheme of such magnitude. Rs.55,000 crore is a huge amount and the DoRD requisitioning such an amount for MGNREGA need to spruce up its all avenues for the accountability of each rupee spend in the scheme. It is, therefore, recommended that the DoRD without any further delay put in place a robust auditing system in MGNREGA and usher in greatest level of transparency.

(Recommendation Sl. No. 7)

PMGSY

Issue of DPRs

8. Detailed Project Reports (DPRs) are the most essential framework upon which a project flourishes. In most of the cases, the success or failure of a project depends upon the quality of DPR preparation which would inter-alia include the geographical challenges and incorporates the sentiments & knowledge of local population residing there. The Committee was aghast to learn that while the DoRD proudly talks about the PMGSY-II & PMGSY-III phases yet there are large numbers of sites/projects under PMGSY wherein the DPRs have still not been made or haphazardly/inadequately made not taking into consideration the local terrain and their requirements. The Committee, citing examples of such NE States wherein rivers & mountains are in abundance, DPRs for PMGSY have still not been made. Taken aback due to such callous approach of the DoRD in this regard, the Committee strongly recommends DoRD to get the proper DPRs finalised/prepared for such NE States alongwith any other places where it has not been done yet and strictly adhere to the quality consideration in the DPRs for the success of PMGSY projects.

(Recommendation Sl. No. 8)

Slow pace of Work

9. During the examination of DFG (2018-19), it also surfaced before the Committee that a marquee scheme such as PMGSY has been suffering due to slackened pace of projects in different States, particularly in hilly States such as Uttarakhand, etc. The Committee are apprehensive of the slow pace of growth of the scheme and fathoms whether the change in funding pattern of the project to

60:40 is resulting into non release/delay in the release of shares by the States at appropriate time. Thus, the Committee, recommends DoRD to hasten the pace of completion of targets in PMGSY projects, especially in the hilly States and resolve any issue of non release/delay in the release of funds with the States appropriately.

(Recommendation Sl. No. 9)

10. Quality of material used

Attention of the Committee was drawn towards the quality of materials used in the projects of PMGSY and its non-availability due to various reasons which was one of the primary reasons behind the slow pace of growth of projects under PMGSY. Examining in detail, the Committee got to know that this was a practical problem in various States which warranted special consideration of the DoRD. Such problems surfacing at ground level work as a retarding force and impediment in the forward passage of the projects and thus, realising the gravity of the situation, the Committee, hereby recommends DoRD to ensure that all needful steps be taken for the special consideration of the raw materials used in the projects both in terms of availability and quality so that the credibility aspect and speed of project completion do not get derailed.

(Recommendation Sl. No. 10)

Suggestions of the Hon'ble Members of Parliament

11. One of the practical constraint that the Committee felt the Members of Parliament generally face in their constituency is regarding the finalization of projects and list preparation. Members of Parliament find that they are not able to suggest sites or projects on public demands to be incorporated in the project list as they had been already approved and this leads to many genuine area left ignored from the project perimeter. The Committee feels that scope should be there so that Members of Parliament may also suggest projects to be taken up under the scheme. Thus, the Committee urges the DoRD to revisit its norms and make due provisions so that the inputs/suggestions are duly incorporated at the time of finalization of projects under PMGSY-II & PMGSY-III.

(Recommendation Sl. No. 11)

Proper linkage/connectivity of roads

12. One of the pertinent issue regarding PMGSY which came to the fore during the examination of Demands for Grants (2018-19) was the non-linkage of roads built under PMGSY leaving stretches of roads unconnected and causing problem to the habitations. Due to administrative domain of different districts or State jurisdiction regarding boundaries, there were various cases galore wherein stretches of roads remained unconnected. Moreover, there are also issues of connectivity of roads with major landmarks in the habitations like schools, Post Offices, Hospitals which seem to be ignored and are not taken into consideration. Considering this ground reality as a lacuna in the implementation of PMGSY Scheme, the Committee recommends DoRD to survey

all the non-linked roads and also make all out effort in providing full linkages alongwith connectivity to major thorough points of public interest.

(Recommendation Sl. No. 12)

Maintenance of Roads built under PMGSY

13. Time and again the Committee have received complaints about the deteriorating conditions of roads built under PMGSY after a certain period of time. This is a serious obstacle in the success of PMGSY Scheme and it is high time that the issue of maintenance of roads constructed under PMGSY need to be dealt with an 'iron fist'. The officials/machinery responsible for the maintenance ought to be made accountable and due culpability be fixed in case of non-adherence to the provision. Therefore, the Committee once again urges the DoRD to take all measures in order to ensure that the roads built under PMGSY are duly maintained and do not deteriorate soon.

(Recommendation Sl. No. 13)

Capacity Development in NE States

14. Pertaining to the issue of non-completion of roads/slow pace of work in the NE States under PMGSY, one of the primary reason that came before the Committee was the lack of capacity of the resource personnel employed with the projects in those areas. This resulted in non-realization of goals of PMGSY and could further retard the pace of the projects under PMGSY. Taking note of this situation, the Committee recommend DoRD to ensure all remedial measures

in order to augment & strengthen the capacity building exercises in the NE States for expeditious pick up of the pace of projects.

(Recommendation Sl. No. 14)

Flouting of Norms of inauguration of roads under PMGSY

15. It was brought to the notice of the Committee that despite repeated complaints, few States are still not complying in letter & spirit the provision under PMGSY wherein only the concerned Member of Parliament of that constituency can lay the foundation stone/inaugurate new roads constructed under PMGSY. This norm has been in many earlier occasion too brought to the notice of DoRD, however, still the practice of ignoring the Member of Parliament in this regard is prevalent in few States. The Committee have taken a serious view of the matter and strongly recommends the DoRD to issue strict directives/take necessary steps for ensuring the compliance with the provisions of PMGSY.

(Recommendation Sl. No. 15)

PMAY-G

Quality of Houses constructed under PMAY-G

16. PMAY-G is a public oriented Scheme comprehensively run by the DoRD to eradicate the problem of rural shelterlessness in our country and to achieve the vision of "Housing for all by 2022". The Committee is of strong opinion that mere completion of targets quantitatively will not serve the purpose envisaged upon with this scheme and thus, the committee stresses upon the quality of

materials used in the construction of houses under PMAY-G. The quality of houses constructed under PMAY-G is an omnipresent issue and needs to be looked upon in a serious and scientific manner. Not only the quality of materials need to be maintained, but also the usage of such material, specifically beneficial to the area of house construction by being more stronger and resilient, needs to be encouraged. Therefore, the Committee recommends the DoRD to look into the matter earnestly and ensure that quality of houses under PMAY-G does not get compromised.

(Recommendation Sl. No. 16)

Inclusion of leftover beneficiary

17. Expeditious inclusion of left over beneficiaries from the ambit of PMAY-G is a long pending issue yet to be resolved. The Committee is appalled with the lackadaisical approach of the DoRD in this regard and urges upon them to view the matter in right earnest and ensure all needful action required for the completion of this exercise for the percolation of benefits under PMAY-G to the needy on an early basis.

(Recommendation Sl. No. 17)

DAY-NRLM

Producer Companies

18. The formation of Producers Companies to facilitate the DAY-NRLM (Aajeevika) village products in getting its due recognition and market is a commendable step which would go a long way in meeting the vision under DAY-NRLM. However, the Committee are of the view that various logistics issue still

need to be dealt with judiciously like the transportation and storage capacity space for the village-haats and village produce, alongwith other areas of concern which would require a convergent approach of more than one Ministry/Department. The Committee, Therefore recommends DoRD to view this area of concern pragmatically and involve other stakeholders for a synergistic approach and holistic development of rural population.

(Recommendation Sl. No.18)

Organic Clusters

19. DoRD has also taken onus of developing organic cultivations in 1000 clusters. Finding this initiative of DoRD a novel one, the Committee still feel that DoRD should be aware of the fact that mere development of organic clusters would not suffice but the real task would be to encourage and facilitate the organic products, so generated, to reach market and develop commensurate revenue, only then the exercise would have sustainability. Keeping this in view, the Committee recommends DoRD to employ such strategic approach and steps required for the sustainable success of such organic clusters.

(Recommendation Sl. No. 19)

SAGY

Prioritisation of Schemes in SAGY villages

20. A noble exercise aimed at developing ideal villages involving the Members of Parliament as the main catalytic source has been running under the DoRD. However, the Committee are of the view that despite the full interest and

active role played by the Members of Parliament in adopting the villages and contributing to its upliftment, the purpose might not be served until & unless these villages are provided with priority based scheme implementation approach. The Schemes of the Centre to provide fruits to these villages and its due development requires the systematic facilitation from all the stakeholders and specifically the State bodies. Moreover, it has been felt that the seriousness regarding this Scheme under SAGY-II has depleted as evident from the selection of lesser Panchayats and non-holding of meetings. In the fitness of things, the Committee recommends DoRD to pull up its socks and in right earnest monitor and supervise by ensuring that all necessary steps are taken for the fulfillment of vision of SAGY. (Recommendation Sl. No. 20)

DISHA

Mandatory holding of meetings of DISHA

21. The Committee were apprised about the non-holding of regular/mandatory meetings of DISHA in various quarters of the country. The Committee have taken this very seriously and feel that such platforms need to be actively maintained effectively for the efficacious supervision and monitoring of the status of Schemes/Yojanas being run in the constituencies of the Members of Parliament. Any undermining of such facility is a serious breach of protocol and thus, the Committee recommend the DoRD to ensure that no callousness creeps in the holding of DISHA meetings and all officials required to attend the meeting are present mandatorily.

(Recommendation Sl. No. 21)

Role of Gram Sabhas/Gram Panchayats

22. The Committee was acquainted of a much prevalent practice wherein the local popular needs and demands are not considered before the finalisation and implementation of any Yojanas/Scheme in that specific area, thus, leaving much to be desired as regards the applicability and success of any scheme in that specific area. Taking note of the practical consequences of the situation, the Committee feel that for any Scheme to be successfully implemented, the local sentiments need to be taken into account and, thus, the Committee recommends that the relevant Gram Sabhas, Gram Panchayats be mandatorily involved before finalisation of any project in the specific area and DoRD should ensure that the role of Gram Sabhas & Gram Panchayats are judiciously taken into account in this regard.

(Recommendation Sl. No. 22)

NEW DELHI;
09 March, 2018
18 Phalguna, 1939 (Saka)

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

Annexure I**STANDING COMMITTEE ON RURAL DEVELOPMENT (2017-2018)**

MINUTES OF THE FOURTH SITTING OF THE COMMITTEE HELD ON
THURSDAY, THE 15th FEBRUARY, 2018

The Committee sat from 1100 hrs. to 1330 hrs. in New Committee Room 'No.3',
Parliament House Annexe Extension Building, Block 'B' (PHA-'B'), New Delhi.

PRESENT

Dr. P. Venugopal -- *Chairperson*

MEMBERS**Lok Sabha**

2. Shri Sisir Adhikari
3. Shri Harishchandra Deoram Chavan
4. Shri Vijay Kumar Hansdak
5. Shri Jugal Kishore Sharma
6. Shri Manshankar Ninama
7. Shri Prahlad Singh Patel
8. Dr. Yashwant Singh
9. Shri Ajay Misra (Teni)

Rajya Sabha

10. Smt. Shanta Chhetri
11. Shri Shamsheer Singh Dullo
12. Shri Javed Ali Khan
13. Shri Mahendra Singh Mahra
14. Shri Narayan Lal Panchariya
15. Shri Lal Sinh Vadodia

Secretariat

1. Shri Abhijit Kumar - Additional Secretary
2. Shri S. Chatterjee - Director
3. Smt. Emma C. Barwa - Deputy Secretary

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

- | | | |
|-----|-------------------------|--------------------------|
| 1. | Shri Amarjeet Sinha | - Secretary |
| 2. | Dr. (Smt) Seema Gaur | - Chief Economic Advisor |
| 3. | Shri Rajiv Sharma | - ADG (Stats) |
| 4. | Shri Ajay Shanker Singh | - CCA |
| 5. | Shri Atal Dulloo | - Joint Secretary |
| 6. | Smt. Nita Kejrewal | - Joint Secretary |
| 7. | Shri P. K. Sarangi | - Joint Secretary |
| 8. | Shri Prasant Kumar | - Joint Secretary |
| 9. | Dr. Suparna S. Pachouri | - Joint Secretary |
| 10. | Smt. Alka Upadhyay | - Joint Secretary |
| 11. | Smt. Aparajita Sarangi | - Joint Secretary |
| 12. | Shri Atul Kumar Tiwari | - Joint Secretary |
| 13. | Shri Kamran Rizvi | - Joint Secretary |

2. At the outset, the Committee paid its condolences to the deceased, Shri Chintaman Navasha Wanga by observing two minutes of silence and placed on record his appreciation and contribution.

3. Thereafter, the Chairperson welcomed the Members to the sitting of the Committee convened for consideration of three Draft Reports of the Committee on action taken by the Government on the recommendations contained on Demands for Grants (2017-18) in respect of Department of Rural Development (Ministry of Rural Development), Department of Land Resources (Ministry of Rural Development), and Ministry of Drinking Water and Sanitation and 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 (2018-19) relating to Department of Rural Development.

4. Draft Reports were taken up for consideration one-by-one and after discussions, the Committee adopted the Draft Reports. The Committee then

authorized the Chairperson to finalize the aforesaid Draft Reports and present the same to the Parliament.

[Witnesses were then called in]

5. After welcoming the witnesses, the Chairperson drew the attention to the fact that the discussions made here were to be treated as confidential and not to be made public till the Report of the Committee was presented to Parliament. The Chairperson in his opening remarks broadly explained the scheme-wise funds proposed for 2018-19 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 alongwith the allocation for 2018-19 and the initiatives taken under different schemes like MGNREGA, PMGSY, NRLM-Aajeevika, PMAY-G, etc.

6. Thereafter, the Members raised queries on issues ranging from adequacy of budget for different schemes/projects and its impact on the implementation of the schemes etc., which were responded to by the witnesses.

7. 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 raised by the Members on which the replies are not readily available as soon as possible, to this Secretariat.

8. It was also proposed that the Committee will also undertake a study tour to Rajasthan and Gujarat after the Budget Session.

[The Witnesses then withdrew]

A verbatim record of the proceedings has been kept.

The Committee then adjourned.

STANDING COMMITTEE ON RURAL DEVELOPMENT (2017-2018)

MINUTES OF THE NINTH SITTING OF THE COMMITTEE HELD ON FRIDAY, THE
09 MARCH, 2018

The Committee sat from 1015 hrs. to 1045 hrs. in New Committee Room No. '1', Ground Floor, Parliament House Annexe Ext. Building Block 'A' (PHA-A), New Delhi.

PRESENT

Dr. P. Venugopal -- *Chairperson*

**MEMBERS
LOK SABHA**

2. Shri Kirti Azad
3. Shri Harishchandra Deoram Chavan
4. Shri Gokaraju Ganga Raju
5. Shri Jugal Kishore Sharma
6. Shri Manshankar Ninama
7. Shri Prahlad Singh Patel
8. Dr. Yashwant Singh
9. Shri Ajay Misra (Teni)

RAJYA SABHA

10. Shri Shamsheer Singh Dullu
11. Shri Narayan Lal Panchariya
12. Shri A. V. Swamy
13. Shri K.T.S. Tulsi
14. Shri Lal Singh Vadodia

SECRETARIAT

- | | | |
|-----------------------|---|----------------------|
| 4. Shri Abhijit Kumar | - | Additional Secretary |
| 5. Shri S. Chatterjee | - | Director |
| 6. Smt. B. Visala | - | Additional Director |
| 7. Smt. Emma C. Barwa | - | Deputy Secretary |

2. At the outset, the Hon'ble Chairperson welcomed the Members to the sitting convened for consideration and adoption of three Draft Reports on Demands for Grants (2018-19) of the Department of Rural Development (Ministry of Rural Development), Department of Land Resources (Ministry of Rural Development) and Ministry of Panchayati Raj.

3. Thereafter, the Committee took up for consideration of the aforementioned Draft Reports and adopted the same 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/lay the same to both the Houses of Parliament.

The Committee then adjourned.

Annexure III

Financial Performance under MGNREGA 2016-17

Amount in lakhs

S No.	State	Actual Expenditure			Total Actual Exp
		Unskilled Wage	Material	Admin	
1	ANDHRA PRADESH	264114.9	156497.92	36101.4	456714.22
2	ARUNACHAL PRADESH	9226.01	5128.58	732.08	15570.45
3	ASSAM	125550.64	16229.53	8333.38	150113.56
4	BIHAR	143180.69	62561.91	13467.88	219268.35
5	CHHATTISGARH	200860.03	63852.99	10558.28	275285.41
6	GOA	293.77	73.37	30.34	400.05
7	GUJARAT	47357.29	22985.5	3868.34	74213.55
8	HARYANA	23046.43	8509.06	912.52	32471.39
9	HIMACHAL PRADESH	42045.55	12364.16	1909.08	56324.64
10	JAMMU AND KASHMIR	40728.54	37815.71	5734.93	84279.19
11	JHARKHAND	118443.92	57220.05	8300.13	184170.02
12	KARNATAKA	215587.65	105833.07	9497.34	330964.04
13	KERALA	214068.79	16626.99	11582.35	242282.58
14	MADHYA PRADESH	218841.89	113804.43	32074.89	364817.72
15	MAHARASHTRA	133626.68	63340	11955.32	209492.04
16	MANIPUR	23333.49	11912.53	1738.56	36984.9
17	MEGHALAYA	51202.18	25739.94	2457.23	79399.35
18	MIZORAM	12544.29	1445.38	961.2	14983.11
19	NAGALAND	42995.71	16281.56	2595.45	61872.72
20	ODISHA	141110.97	65243.5	7246.48	213614.9
21	PUNJAB	44051.15	7151.83	1949.61	53384.6
22	RAJASTHAN	337782.33	149457.81	28287.93	515553.02
23	SIKKIM	8302.22	4815.87	653.96	13779.1
24	TAMIL NADU	445037.75	101424.17	20930.73	567778.11
25	TELANGANA	149905.59	86012.36	21601.34	257519.29
26	TRIPURA	75598.6	38360.74	6069.31	120033.49
27	UTTAR PRADESH	332038.6	75672.44	17775.3	425486.34
28	UTTARAKHAND	50893	18129.83	2969.64	72030.73
29	WEST BENGAL	565880.14	139629.49	19107.24	724624.4
30	ANDAMAN AND NICOBAR	88.39	21.82	155.29	265.5
31	DADRA & NAGAR HAVELI	0	0	0	0
32	DAMAN & DIU	0	0	0	0
33	LAKSHADWEEP	0	0	20.13	20.13
34	PUDUCHERRY	942.99	51.51	106.01	1100.51
	Total	4078680.18	1484194.05	289683.67	5854797.41

Annexure IV

Financial Performance under MGNREGA 2017-18

Amount in lakhs

S No.	State	Actual Expenditure			Total Actual Exp
		Unskilled Wage	Material	Admin	
1	ANDHRA PRADESH	294576.28	203425.17	26025.54	524026.99
2	ARUNACHAL PRADESH	11339.78	5875.76	447.62	17749.49
3	ASSAM	73839.53	41999.5	727.3	116569.57
4	BIHAR	154596.37	71851.16	8411.33	234988.62
5	CHHATTISGARH	137457.92	104382.86	8147.09	249987.87
6	GOA	188.53	32.16	4.6	225.73
7	GUJARAT	46863.73	21809.21	2670.24	71368.25
8	HARYANA	19734.67	2695.29	766.05	23196.95
9	HIMACHAL PRADESH	30540.84	9675.72	1075.46	41310.92
10	JAMMU AND KASHMIR	47259.85	31000.05	4383.9	82643.8
11	JHARKHAND	80678.75	38052.86	4666.62	123471.22
12	KARNATAKA	164797.17	76747.98	6154.6	247786.13
13	KERALA	90474.46	8700.35	3703.6	102889.1
14	MADHYA PRADESH	226185.77	117522.55	9076.46	352948.32
15	MAHARASHTRA	110913.17	41022.77	9232.93	162475
16	MANIPUR	6492.22	3312.66	621.9	10426.78
17	MEGHALAYA	56302.97	33741.84	2196.78	92241.59
18	MIZORAM	13987.74	1825.65	1068.24	16881.63
19	NAGALAND	38843.7	25028.15	412.89	64284.74
20	ODISHA	128049.03	48763.11	6746.33	183607.68
21	PUNJAB	42732.92	8404.76	1522.73	52675.34
22	RAJASTHAN	263930.77	143120.14	13279.96	420368.03
23	SIKKIM	5399.79	2403.19	436.7	8240.54
24	TAMIL NADU	494822.07	60407.22	16968.75	572328.37
25	TELANGANA	150295.42	28491.86	14816.31	193603.59
26	TRIPURA	27052.98	8912.93	4025.77	39994.35
27	UTTAR PRADESH	235422.38	83309.61	14709.94	333441.93
28	UTTARAKHAND	29994.93	16299.99	1687.87	47999.15
29	WEST BENGAL	476507.83	151346.1	14367.38	642435.12
30	ANDAMAN AND NICOBAR	57.31	6.72	63.57	127.6
31	DADRA & NAGAR HAVELI	0	0	0	0
32	DAMAN & DIU	0	0	0	0
33	LAKSHADWEEP	5.76	0.95	0.58	7.29
34	PUDUCHERRY	1047.59	72.63	40.26	1160.48
	Total	3460392.2	1390240.9	178459.3	5031462.17

Annexure V

Physical Performance under MGNREGA 2016-17

Figures in lakhs

S.No	State	HHs issued jobcards	HHs Provided Employment	No. of Persondays generated					HHs Completed 100 Days
				SCs	STs	Others	Total	Women	
1	ANDHRA PRADESH	85.497	39.801	459.813	228.578	1369.698	2058.088	1196.213	5.826
2	ARUNACHAL PRADESH	2.144	2.029	0.066	76.323	8.991	85.379	29.116	0
3	ASSAM	42.854	15.716	21.924	92.902	352.204	467.031	170.246	0.114
4	BIHAR	142.29	23.096	198.255	14.877	651.089	864.221	378.319	0.145
5	CHHATTISGARH	36.407	21.321	79.804	340.639	465.5	885.943	436.865	1.729
6	GOA	0.329	0.068	0.035	0.444	0.784	1.263	0.982	0
7	GUJARAT	33.692	7.161	20.289	101.033	149.742	271.064	123.236	0.082
8	HARYANA	8.403	2.811	42.478	0.008	42.438	84.924	38.741	0.025
9	HIMACHAL PRADESH	11.858	5.288	65.577	18.859	152.176	236.612	146.222	0.111
10	JAMMU AND KASHMIR	11.68	6.245	18.061	56.464	243.519	318.044	85.349	0.352
11	JHARKHAND	40.59	17.425	85.203	229.344	392.912	707.459	252.718	0.372
12	KARNATAKA	52.477	18.183	146.711	84.395	683.011	914.118	431.57	1.965
13	KERALA	32.098	14.574	116.064	27.98	540.577	684.621	623.569	1.132
14	MADHYA PRADESH	64.109	28.021	182.296	401.945	546.16	1130.401	466.904	1.41
15	MAHARASHTRA	81.627	14.334	62.542	143.551	502.904	708.997	318.103	1.678
16	MANIPUR	5.432	5.157	3.496	50.388	65.15	119.033	49.684	0
17	MEGHALAYA	5.109	4.146	2.097	264.598	15.915	282.611	125.134	0.865
18	MIZORAM	1.904	1.892	0.031	167.131	1.068	168.23	59.316	0.565
19	NAGALAND	4.287	4.184	2.053	278.876	9.778	290.707	86.276	0.002
20	ODISHA	63.863	20.345	124.723	293.376	356.937	775.036	308.57	0.358
21	PUNJAB	12.774	5.364	119.296	0.026	38.413	157.736	94.595	0.035
22	RAJASTHAN	96.028	46.346	537.594	579.354	1479.81	2596.757	1740.595	4.273
23	SIKKIM	0.795	0.681	1.926	17.599	26.593	46.118	22.081	0.084
24	TAMIL NADU	78.965	62.615	1136.729	44.427	2818.268	3999.424	3426.792	13.207
25	TELANGANA	65.293	25.559	244.787	197.336	639.034	1081.157	646.527	1.753
26	TRIPURA	6.038	5.773	76.427	212.01	172.394	460.83	226.02	1.164
27	UTTAR PRADESH	149.006	50.137	516.107	14.993	1045.572	1576.673	523.403	0.415
28	UTTARAKHAND	10.473	5.447	42.069	10.385	184.462	236.916	127.873	0.256
29	WEST BENGAL	126.232	58.249	717.342	201.51	1436.761	2355.613	1094.18	1.996
30	ANDAMAN AND NICOBAR	0.358	0.12	0	0.243	3.876	4.119	2.292	0.005
31	DADRA & NAGAR HAVELI	0.035	0	0	0	0	0	0	0
32	DAMAN & DIU	0	0	0	0	0	0	0	0
33	LAKSHADWEEP	0.081	0	0	0.001	0	0.001	0	0
34	PUDUCHERRY	0.683	0.31	1.948	0.004	3.422	5.374	4.61	0
	Total	1273.411	512.398	5025.743	4149.599	14399.158	23574.5	13236.101	39.919

Annexure VI

Physical Performance under MGNREGA 2017-18

Figures in lakhs

S.No	State	HHs issued jobcards	HHs Provided Employment	No. of Persondays generated					HHs Completed 100 Days
				SCs	STs	Others	Total	Women	
1	ANDHRA PRADESH	86.089	37.242	388.198	176.156	1162.775	1727.129	1021.382	2.683
2	ARUNACHAL PRADESH	2.112	0.932	0.013	15.258	2.483	17.753	6.091	0
3	ASSAM	42.336	14.281	15.868	57.417	299.895	373.18	144.295	0.061
4	BIHAR	142.574	19.935	138.599	10.24	509.107	657.946	302.344	0.081
5	CHHATTISGARH	35.646	19.955	82.59	283.862	438.05	804.502	397.663	1.355
6	GOA	0.33	0.064	0.039	0.283	0.572	0.894	0.705	0
7	GUJARAT	34.38	7.165	16.162	107.86	131.179	255.202	108.53	0.054
8	HARYANA	8.623	2.395	32.577	0.009	35.678	68.264	33.018	0.02
9	HIMACHAL PRADESH	11.927	4.344	44.461	13.706	100.209	158.376	97.225	0.058
10	JAMMU AND KASHMIR	11.038	4.363	8.937	32.239	152.022	193.199	53.362	0.119
11	JHARKHAND	38.79	12.731	52.404	135.144	287.896	475.444	176.787	0.3
12	KARNATAKA	53.778	16.662	113.725	65.591	510.663	689.979	324.966	0.177
13	KERALA	32.963	11.395	54.149	16.724	271.76	342.633	308.803	0.147
14	MADHYA PRADESH	62.737	32.244	224.395	419.318	686.482	1330.195	501.729	0.316
15	MAHARASHTRA	82.316	14.209	57.077	109.466	405.228	571.771	255.488	1.111
16	MANIPUR	5.394	4.309	0.788	17.238	14.513	32.539	13.838	0
17	MEGHALAYA	5.217	3.777	0.769	181.665	7.33	189.765	87.416	0.346
18	MIZORAM	1.899	1.895	0.017	97.55	0.614	98.181	33.067	0
19	NAGALAND	4.268	3.923	1.002	114.029	4.659	119.69	34.988	0
20	ODISHA	61.839	18.796	108.47	234.081	299.506	642.057	267.612	0.216
21	PUNJAB	14.078	6.033	137.733	0.048	41.898	179.679	113.64	0.046
22	RAJASTHAN	95.15	40.636	379.476	413.335	1036.436	1829.247	1184.183	0.418
23	SIKKIM	0.795	0.553	0.782	7.068	11.818	19.667	9.429	0.008
24	TAMIL NADU	78.366	56.774	633.885	22.886	1481.541	2138.312	1830.726	1.216
25	TELANGANA	67.565	24.409	230.123	184.999	608.165	1023.287	623.783	1.345
26	TRIPURA	6.062	5.146	21.543	82.783	51.065	155.391	73.381	0.023
27	UTTAR PRADESH	149.154	41.573	427.885	11.809	840.031	1279.724	443.3	0.149
28	UTTARAKHAND	10.181	4.254	27.195	7.005	118.244	152.444	81.501	0.086
29	WEST BENGAL	114.71	49.597	769.559	206.064	1434.895	2410.519	1142.219	2.535
30	ANDAMAN AND NICOBAR	0.35	0.051	0	0.09	1.05	1.14	0.675	0
31	DADRA & NAGAR HAVELI	0.035	0	0	0	0	0	0	0
32	DAMAN & DIU	0	0	0	0	0	0	0	0
33	LAKSHADWEEP	0.08	0.001	0	0.029	0	0.029	0.005	0
34	PUDUCHERRY	0.624	0.322	2.01	0.009	3.773	5.791	4.972	0
	Total	1261.406	459.966	3970.431	3023.961	10949.537	17943.929	9677.123	12.87