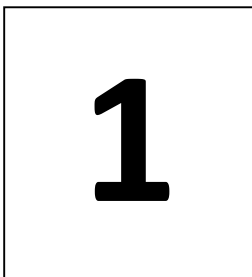


STANDING COMMITTEE ON RURAL DEVELOPMENT

(2019-2020)



SEVENTEENTH LOK SABHA

MINISTRY OF RURAL DEVELOPMENT

(DEPARTMENT OF RURAL DEVELOPMENT)

**DEMANDS FOR GRANTS
(2019-20)**

FIRST REPORT



LOK SABHA SECRETARIAT

NEW DELHI

FIRST REPORT

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(2019-2020)

(SEVENTEENTH LOK SABHA)

MINISTRY OF RURAL DEVELOPMENT

(DEPARTMENT OF RURAL DEVELOPMENT)

DEMANDS FOR GRANTS

(2019-20)

Presented to Lok Sabha on 05.12.2019

Laid in Rajya Sabha on 05.12.2019



LOK SABHA SECRETARIAT

NEW DELHI

December, 2019/Agrahayana, 1941 (Saka)

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**COMPOSITION OF THE STANDING COMMITTEE ON RURAL DEVELOPMENT
(2019-2020)**

Shri Prataprao Jadhav -- Chairperson

MEMBERS

Lok Sabha

2. Shri Sisir Kumar Adhikari
3. Shri A.K.P Chinraj
4. Shri Rajveer Diler
5. Shri Sukhbir Singh Jaunapuria
6. Dr. Mohammad Jawed
7. Prof. Rita Bahuguna Joshi
8. Shri Nalin Kumar Kateel
9. Shri Mohammad Azam Khan
10. Shri Narendra Kumar
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20. Shri Indra Hang Subba
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Rajya Sabha

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25. Shri Nazir Ahmed Laway
26. Shri Naranbhai J. Rathwa
27. Shri A. K. Selvaraj
28. Shri Ram Shakal
29. Shri Ajay Pratap Singh
30. Shri Lal Sinh Vadodia
31. -Vacant-

SECRETARIAT

- | | | |
|-----------------------|---|-----------------------------|
| 1. Shri Abhijit Kumar | - | Additional Secretary |
| 2. Shri S. Chatterjee | - | Director |
| 3. Smt. Emma C. Barwa | - | Additional Director |
| 4. Shri Inam Ahmed | - | Assistant Executive Officer |

INTRODUCTION

I, the Chairperson of the Standing Committee on Rural Development (2019-2020) having been authorised by the Committee to submit the Report on their behalf, present the First Report on Demands for Grants (2019-20) 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 05 November, 2019.

4. The Report was considered and adopted by the Committee at their sitting held on 27 November, 2019.

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;
27 November, 2019
06 Agrahayana, 1941 (Saka)

PRATAPRAO JADHAV
Chairperson,
Standing Committee on Rural Development

REPORT
PART - I
NARRATION

I. INTRODUCTION

A. Department of Rural Development - An Insight

Ministry of Rural Development has been given the mandate to undertake interventions for integrated and sustainable rural development. At present, the Ministry of Rural Development consists of two Departments, namely, Department of Rural Development and Department of Land Resources.

This Report aims at examining the Demands for Grants for the Financial Year (2019-20), raised by the Department of Rural Development.

The functional domain of the Department of Rural Development *inter-alia* contains the implementation of schemes for generation of employment both self employment and wage employment, social assistance to the destitute, provision of housing, Rural Roads, and natural resource management activities. 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 programmes.

(B) Key Schemes of Departmental 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 Gram Sadak Yojana (PMGSY)
- (iv) Pradhan Mantri Awaas Yojana - Gramin (PMAY-G)
- (v) National Social Assistance Programme (NSAP)
- (vi) Shyama Prasad Mukherjee Rurban Mission (SPMRM)
- (vii) Saansad Aadarsh Gram Yojana (SAGY)

II. Budgetary Allocation (2019-20) of Department of Rural Development

The Department of Rural Development (Ministry of Rural Development) have been allocated a fund of Rs. 117647.19 crore *vide* demand no. 84 laid on the table of Lok Sabha on 09 July, 2019. The scheme-wise breakdown of funds for the financial year 2019-20 as compared to 2018-19 is as under:-

| Brief summary of the Detailed Demad for Grants of the Department of Rural Development | | | | | | | |
|--|--|-----------------------|-----------------------------|------------------------------|----------------------------|---------------|----------|
| (Rs. in crore) | | | | | | | |
| Sl. No. | Name of the Scheme | Major Head of Account | Budget Estimates, 2018-2019 | Revised Estimates, 2018-2019 | Budget Estimates 2019-2020 | | |
| | | | | | 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 | 1339.00 | 1463.10 | 2522.40 | ... | 2522.40 |
| | | 3601 | 3830.50 | 3737.35 | 5583.75 | ... | 5583.75 |
| | | 3602 | 5.50 | 5.05 | 16.85 | ... | 16.85 |
| | TOTAL - SPECIAL PROGRAMMES FOR RURAL DEVELOPMENT | | 5175.00 | 5205.50 | 8123.00 | ... | 8123.00 |
| | RURAL EMPLOYMENT | | | | | | |
| 2 | Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS) | 2505 | 38800.29 | 43667.29 | 42550.29 | .. | 42550.29 |
| | | 3601 | 16194.71 | 17411.80 | 17444.71 | .. | 17444.71 |
| | | 3602 | 5.00 | 5.00 | 5.00 | .. | 5.00 |
| | TOTAL - Rural Employment | | 55000.00 | 61084.09 | 60000.00 | .. | 60000.00 |
| | HOUSING | | | | | | |
| 3 | Rural Housing (IAY) | 2216 | 1251.00 | 1251.00 | 2621.00 | .. | 2621.00 |
| | | 3601 | 17265.00 | 17265.00 | 14115.00 | | 14115.00 |
| | | 3602 | 0.00 | 0.00 | 0.00 | | 0.00 |
| | Interest Subsidy | 2216 | 384.00 | 384.00 | 384.00 | | 384.00 |
| | TOTAL - IAY | | 18900.00 | 18900.00 | 17120.00 | .. | 17120.00 |
| | OTHER RURAL DEVELOPMENT PROGRAMMES: | | | | | | |
| 4 | Grants to National Institute of Rural Development (NIRD) | 2515 | 68.00 | 68.00 | 89.65 | .. | 89.65 |
| 5 | Assistance to CAPART | 2515 | 24.00 | 17.60 | 24.00 | .. | 24.00 |
| 6 | Management Support to RD Programme & strengthening district planning process | 2515 | 244.40 | 244.40 | 340.62 | .. | 340.62 |
| 7 | BPL Survey | 2515 | 75.70 | 386.95 | 1.00 | .. | 1.00 |
| 8 | RURBAN Mission | 2515 | 147.50 | 20.77 | 103.52 | | 103.52 |
| | | 3601 | 916.76 | 348.01 | 579.63 | | 579.63 |
| | | 3602 | 43.96 | 9.35 | 36.85 | | 36.85 |
| | TOTAL - OTHER RURAL DEVELOPMENT PROGRAMMES | | 1520.32 | 1095.08 | 1175.27 | .. | 1175.27 |
| | ROAD & BRIDGES | | | | | | |
| 9 | Pradhan Mantri Gram Sadak Yojana | 3054 | 48.01 | 48.01 | 79.21 | .. | 79.21 |
| | | 3601 | 17246.99 | 14196.99 | 17215.79 | .. | 17215.79 |
| | | 3602 | 5.00 | 5.00 | 5.00 | .. | 5.00 |
| | (PMGSY) - Rural Roads | | 17300.00 | 14250.00 | 17300.00 | .. | 17300.00 |
| 10 | National Social Assistance Programme | 2235 | 32.60 | 14.26 | 24.56 | .. | 24.56 |
| | | 3601 | 8879.96 | 8468.13 | 8189.99 | .. | 8189.99 |
| | | 3602 | 64.94 | 64.94 | 65.45 | | 65.45 |
| | TOTAL- NSAP | | 8977.50 | 8547.33 | 8280.00 | .. | 8280.00 |

| (Rs. In crore) | | | | | | | |
|----------------|---|-----------------------|---------------------------|----------------------------|----------------------------|---------------|-----------|
| Sl. No. | Name of the Scheme | Major Head of Account | Budget Estimates, 2018-19 | Revised Estimates, 2018-19 | Budget Estimates 2019-2020 | | |
| | | | | | 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 | 575.00 | 578.00 | 901.00 | .. | 901.00 |
| | 2. Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS) | 2552 | 0.00 | 0.00 | 0.00 | .. | 0.00 |
| | 3. Rural Housing (IAY) | 2552 | 2100.00 | 1000.00 | 1880.00 | .. | 1880.00 |
| | 4. Grants to National Institute of Rural Development (NIRD) | 2552 | 7.00 | 7.00 | 10.35 | .. | 10.35 |
| | 5. Assistance to CAPART | 2552 | 0.00 | 0.00 | 0.00 | .. | 0.00 |
| | 6. Management Support to RD Programme & strengthening district planning process | 2552 | 10.00 | 10.00 | 10.00 | .. | 10.00 |
| | 7. BPL Survey | 2552 | 0.00 | 0.00 | 0.00 | .. | 0.00 |
| | 8. Pradhan Mantri Gram Sadak Yojana (PMGSY) - Rural Roads | 2552 | 1700.00 | 1250.00 | 1700.00 | | 1700.00 |
| | 9. Natinonal Social Assistance Mission | 2552 | 997.50 | 353.06 | 920.00 | | 920.00 |
| | 10. RURBAN Mission | 2552 | 91.78 | 72.90 | 80.00 | | 80.00 |
| | TOTAL - NE Region | | 5481.28 | 3270.96 | 5501.35 | .. | 5501.35 |
| 12 | Grameen Vikas Bhawan | | 5.25 | 5.25 | | 100.00 | 100.00 |
| | TOTAL - PLAN | | 112359.35 | 112358.21 | 117499.62 | 100.00 | 117599.62 |
| | NON-SCHEME EXPENDITURE ** | | | | | | |
| | 1. Headquarter's Establishment of Department of Rural Development | 3451 | 44.57 | 45.71 | 47.57 | -- | 47.57 |
| | TOTAL - NON-PLAN | | 44.57 | 45.71 | 47.57 | -- | 47.57 |

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

III. Review of Annual Plan (2018-19)

The Actuals (2017-18), BE, RE and actuals of schemes upto 31.03.2019 for 2018-19 are as under:-

| Year | BE | RE | Actuals (Rs. In crores) |
|-------------|-----------|-----------|--------------------------------|
| 2017-18 | 105400.18 | 108994.75 | 108518.48 |
| 2018-19 | 112354.10 | 112352.96 | 111853.36 |

Department of Rural Development

(Rs. In crores)

| Sl. No. | Name of the Scheme | BE 2017-18 | | BE 2018-19 | |
|---------|---|------------------------------|----------------------------------|------------------------------|----------------------------------|
| | | Proposed by Department of RD | Allocated by Ministry of Finance | Proposed by Department of RD | Allocated by Ministry of Finance |
| 1 | Aajeevika- National Rural Livelihood Mission | 7031.00 | 4500.00 | 7000.00 | 5750.00 |
| 2 | Pradhan Mantri Awas Yojana | 27462.00 | 23000.00 | 27760.00 | 21000.00 |
| 3 | Pradhan Mantri Gram Sadak Yojana | 19000.00 | 19000.00 | 19000.00 | 19000.00 |
| 4 | Grants to National Institute of Rural Development & Panchayati Raj | 120.88 | 50.00 | 50.00 | 75.00 |
| 5 | Assistance to C.A.P.A.R.T. | 150.00 | 20.00 | 24.20 | 24.00 |
| 6 | Management support to RD Programmes and strengthening district planning | 364.79 | 250.00 | 279.00 | 254.40 |
| 7 | SECC Census | 0.00 | 80.18 | 602.50 | 75.70 |
| 8 | National Social Assistance Programme | 10468.90 | 9500.00 | 10450.00 | 9975.00 |
| 9 | Shyama Prasad Mukherjee RURBAN Mission | 1459.49 | 1000.00 | 1651.00 | 1200.00 |
| | Total excluding MGNREGA | 66057.06 | 57400.18 | 66816.70 | 57354.10 |
| 10 | MG National Rural Employment Guarantee Scheme | 48000.00 | 48000.00 | 55000.00 | 55000.00 |
| 11 | Capital Plan Grameen Vikas Bhawan | 50.00 | 5.25 | 5.25 | 5.25 |
| 12 | Non Schemes(Sectt.) | 51.33 | 42.45 | 48.46 | 44.57 |
| | Total (RD)(Revenue + Capital) | 114158.39 | 105447.88 | 121870.41 | 112403.92 |

3.2 Responding to the query of the Committee regarding the reasons for the reduction of funds at RE stage in 2018-19 alongwith a further reduction in the actual expenditure in 2018-19, the DoRD have submitted in its written reply as under:-

"The reduction in fund allocation to NSAP at RE stage has been done by Ministry of Finance and intimated to this Ministry. The reasons for reduction in actual expenditure vis a vis allocation is due to non-submission of requisite proposals / documents by the States/UTs in time and due to compulsory earmarking of 10% of funds for NE States which is more than the requirement of funds by NE States for extending assistance to identified beneficiaries.

National Institute of Rural Development & Panchayati Raj (NIRD&PR):- There was no reduction of funds at RE Stage during 2018-19 in respect of Strengthening/Establishment of SIRDs/ETCs(MSRDP) and NIRD&PR. But there were reduction in the actual expenditure due to the following reasons:-

| | |
|---|--|
| Strengthening/ Establishment of SIRDs/ETCs (MSRDP) | Rs. 21.62 crore was reappropriated due to the fact that as per Ministry of Finance's instruction, grants will only be issued through PFMS in the EAT module. Three SIRDs and 32 ETCs could not activated in the EAT Module. So, grants could not be released to them. The Departmental Screening Committee met on 8.2.2019 to consider the proposal for non-recurring proposals. In the meeting, it was decided that proposals of some SIRD/ETCs to the tune of Rs.79.06 crore were required to be revised. If the proposals were approved, the allocation amount would have been utilized. |
| NIRD&PR | The proposal for the implementation of 7 th CPC to the employees and pensioners of NIRD&PR could not be approved by the Ministry during 2018-19. Hence, there was saving of Rs.2.83 crore in the salary head. |

Pradhan Mantri Gram Sadak Yojana (PMGSY):- Budget allocation under PMGSY depends on Action Plan drawn by the Ministry in consultation with the State Government is based upon their absorption capacity, balance works in hand, unspent balance available. The actual release of funds to the State Governments for the projects sanctioned however is based on the actual physical and financial progress, performance in tendering of works and fulfilling of certain conditions laid down as per the programme guidelines. Further, many a times, the States could not perform as per the action plan due to reasons beyond control such as unpredictable adverse weather, unavailability of raw materials etc resulting in under-utilization of funds vis-a-vis the allocation. It may also not be out of place to mention that road construction progresses in stages and expenditure on length constructed would vary according to the stage at which the road is being constructed

due to these reasons there was some reduction in the budget at RE stage.

Pradhan Mantri Awaas Yojana - Gramin (PMAY-G):- The approved B.E for the Financial Year 2018-19 was Rs. 21,000 crore. As per the Framework for Implementation of PMAY-G, a minimum of 10% of the total funds should be earmarked for North Eastern States. Accordingly, an amount of Rs. 2,100 crore was earmarked in FY 2018-19 for NE States. Under PMAY-G, Central Share of funds is released to the States/UTs in 2 installments which further released to beneficiaries by the States/UTs. The main reason for the reduction of funds vis-à-vis expenditure was mainly due to less release to the NE States as there was delay/incomplete/non receipt of proposals from the State Governments of NER for release of funds under the scheme. Therefore, an amount of Rs. 1,400 crore was re-appropriated to other Programme Divisions of the Ministry.

Shyama Prasad Mukherjee RURBAN Mission (SPMRM):- During the Financial Year 2018-19 total funds were reduced at RE stage as Spatial Planning is a new concept in rural areas and a time consuming exercise, therefore expected proposals for release of third installment were not received from different States/UTs. Further, due to enforcement of Model Code of Conduct in different States, proposals from targeted States were not received. Further pace of expenditure depends on the absorption capacity of the State."

3.3 During the course of examination, it was observed that there was huge amount of unspent balance during the year 2018-19, elucidated as under:-

The details of Unspent balance scheme wise for the year 2018-19 is given below:-

| Department of Rural Development | | |
|--|--|----------------|
| Details of Scheme-wise Unspent Balances for 2018-19 | | |
| | | (in Rs. Crore) |
| S.No. | Name of Scheme/Item | 2018-19 |
| 1. | Pradhan Mantri Awaas Yojna (PMAY)- Grameen | 9821.69 |
| 2. | National Social Assistance Programme (NSAP) | 957.38 |
| 3. | Mahatama Gandhi National Rural Employment Guarantee Act (MGNREGA) | 1809.56 |
| 4. | Management Support to Rural Development Programs and Strengthening of District Planning Process | 21.45 |
| 5. | Grants to Council for Advancement of People's Action and Rural Technology (CAPART) | 2.93 |
| 6. | Shyama Prasad Mukherjee Rurban Mission | 1028.35 |
| 7. | National Rural Livelihood Mission | 1030.94 |
| 8. | Deen Dayal Upadhyay-Grameen Kaushal Yojana (DDU-GKY Skills) | 1537.23 |
| 9. | Pradhan Mantri Gram Sadak Yojna | 22803.99* |
| 10. | Grants to National Rural Development Programme & | 72.17 |

| | | |
|--|--------------------------------|-----------------|
| | Panchayati Raj (NIRDPR) | |
| | Total | 38054.75 |

* PMGSY figure is inclusive of Security Deposits Repayable, State Share, Interest Accrued and tender premium amounts

In the above context, the Committee desired to be enlightened about the steps planned by the DoRD (Department of Rural Development) to utilize the unspent balances and reduce the quantum. In its reply, the Department have stated as below:-

"National Social Assistance Programme (NSAP):- The funds are released in advance to the States/UTs for covering the beneficiaries identified under the scheme after following the due procedure. The reason for availability of unspent balance with States/UTs is non-submission of requisite proposals/ documents by the States/UTs in time. For instance, sometimes, funds are released at the end of a financial year as the 02nd installment proposals are received in fourth quarter of a financial year. These funds are not fully utilized by the States before seeking funds for 01st installment for the subsequent year. In such cases unspent balance of the respective State is adjusted from the amount due towards 01st installment. However, the matter of unspent balances is continuously taken up with the States through written communications/emails and formal discussions.

National Institute of Rural Development & Panchayati Raj (NIRD&PR):- As per the Revised Guidelines, funds under recurring grants are released on receipt of Utilisation Certificate and unspent balance, if any, lying with the Institute have been adjusted at the time of 2nd Installment. However, unspent balance available with the Institutes under non-recurring grants are meant for construction activities.

Pradhan Mantri Gram Sadak Yojana (PMGSY):- The unspent balances with the States are taken into consideration while processing the proposals of further release of funds. Further, the States are advised to increase the pace of construction of PMGSY roads and liquidate the available unspent balance.

Pradhan Mantri Awaas Yojana - Gramin (PMAY-G):- As part of prudent financial management the releases are not be made to the States/UTs where parking of funds exist.

Therefore, priority for releases is given to the States/UTs whose unspent balances through PFMS and all transactions are now advised to be routed through PFMS only in State Nodal Account(SNA) were less i.e. the unspent balance left in SNA will serve their liabilities for not more than a month.

National Rural Livelihood Mission (NRLM):- There is already a built in safeguard in the NRLM guidelines to control accumulation of unspent balances. According to the guidelines any unspent balance in excess of 10% of the total allocation of previous year is adjusted against the 2nd

installment of the succeeding financial year. Further Bi-monthly Finance Review Meetings are held with States to review the progress of the expenditure and resolve any impediments in smooth flow of funds and pace of expenditure. Performance review meetings with the States are also held regularly at highest level under the Chairmanship of Secretary (RD) which are attended by the Principal Secretaries of all States. The National Rural Livelihoods Promotion Society (NRLPS) has also been set up to provide professional and technical support in the implementation of NRLM. The Society has designated State anchors for each States for provide handholding support and monitoring. PFMS was implemented at state level and for monitoring of program component of the expenditure. However, now all components of the scheme are being brought on PFMS covering all major program implementation agencies.

Shyama Prasad Mukherjee RURBAN Mission (SPM-RURBAN):-

Given the innovative nature of the Mission to bring together Convergence of all existing schemes and development of Spatial Plans for these Cluster areas, the division has taken several steps to expedite the Utilisation of unspent funds:

- (a) Circulation of Model Spatial planning guidelines for development of Clusters
- (b) PFMS integration with MIS portal for payment to vendors to simply fund flow mechanism.
- (c) RurbanSoft MIS portal has been developed to track the progress on real time basis.
- (d) Regular Video conferencing and National workshops with all States/UTs to identify bottlenecks and goal setting of timelines to be achieved.
- (e) Regular field visits and Handholding to States/UTs to expedite submissions to the Ministry.

MGNREGA:- Ne-FMS has been implemented in the 24 States and 1 UT for wage payment where just in time payment is being made in account of beneficiary directly (No un-spend balance). The wage expenditure is around 75% of the total expenditure of the scheme. e-FMS is also implemented for material payment in all the States and UTs. All the transaction for wage and material are routed through PFMS."

IV. Analysis of Demands for Grants (2019-20)

| Statement showing percentage increase in various Schemes / Programmes during 3 years (Rs. in crores) | | | | | | | | | | |
|---|---|-----------|-----------|---------------------------------|-----------|---------------------------------|-----------|---------------------------------|-----------|---------------------------------|
| Sl. No. | Name of the Scheme | 2015-2016 | 2016-2017 | | 2017-2018 | | 2018-2019 | | 2019-2020 | |
| | | Outlay | Outlay | % increase over 2015-2016 | Outlay | % increase over 2016-2017 | Outlay | % increase over 2017-2018 | Outlay | % increase over 2018-2019 |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 |
| 1 | Aajeevika-National Rural Livelihood Mission (NRLM) | 2505.00 | 3000.00 | 19.76 | 4500.00 | 50.00 | 5750.00 | 27.78 | 9024.00 | 56.94 |
| 2 | Mahatma Gandhi National for Rural Employment Guarantee Scheme | 34699.00 | 38500.00 | 10.95 | 48000.00 | 24.68 | 55000.00 | 14.58 | 60000.00 | 9.09 |
| 3 | Rural Housing (Indira Awaas Yojana) | 10025.00 | 15000.00 | 49.63 | 23000.00 | 53.33 | 21000.00 | -8.70 | 19000.00 | -9.52 |
| 4 | Pradhan Mantri Gram Sadak Yojana - Rural Roads | 14291.00 | 19000.00 | 32.95 | 19000.00 | 0.00 | 19000.00 | 0.00 | 19000.00 | 0.00 |
| 5 | National Institute of Rural Development (NIRD) | 50.00 | 50.00 | 0.00 | 50.00 | 0.00 | 75.00 | 50.00 | 100.00 | 33.33 |
| 6 | Council for Advancment of People's Action & RuralTechnology (CAPART) | 10.00 | 20.00 | 100.00 | 20.00 | 0.00 | 24.00 | 20.00 | 24.00 | 0.00 |
| 7 | Management support to RD programmes and strengthening district planning process* | 130.00 | 255.00 | 96.15 | 250.00 | -1.96 | 254.40 | 1.76 | 350.62 | 37.82 |
| 9 | BPL Survey | 350.00 | 375.00 | 7.14 | 80.18 | -78.62 | 75.70 | -5.59 | 1.00 | -98.68 |
| 10 | National Social Assistance Programme | 9082.00 | 9500.00 | 0.00 | 9500.00 | 0.00 | 9975.00 | 5.00 | 9200.00 | -7.77 |
| 11 | RURBAN Mission | 300.00 | 300.00 | 0.00 | 1000.00 | 0.00 | 1200.00 | 20.00 | 800.00 | -33.33 |
| 12 | Village Entrepreneurship "Start-up" Programme | 200.00 | 0.00 | 0.00 | 0.00 | 0.00 | 0.00 | 0.00 | 0.00 | 0.00 |
| | TOTAL - RURAL DEVELOPMENT | 71642.00 | 86000.00 | 20.04 | 105400.18 | 22.56 | 112354.10 | 6.60 | 117499.62 | 4.58 |

Statement showing Budget Estimates, Revised Estimates and Actual Expenditure from 2016-2017 to 2018-2019 and BE 2019-2020

| | | | | | | | | (Rs. In crores) | | | |
|---------|---|-----------------------|----------|--------------------|-----------------------|-----------|--------------------|-----------------------|-----------|--------------------|----------------|
| Sl. No. | Name of the Scheme | Annual Plan 2016-2017 | | | Annual Plan 2017-2018 | | | Annual Plan 2018-2019 | | | B.E. 2019-2020 |
| | | B.E. | R.E. | Actual Expenditure | B.E. | R.E. | Actual Expenditure | B.E. | R.E. | Actual Expenditure | |
| 1 | 2 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 |
| | Centrally Sponsored Schemes | | | | | | | | | | |
| 1 | Mahatma Gandhi National Rural Employment Guarantee Scheme | 38500.00 | 48220.26 | 48215.33 | 48000.00 | 55167.06 | 55166.06 | 55000.00 | 61830.09 | 61829.55 | 60000.00 |
| 2 | Natinal Rural Livelihood Mission- Aajeevika | 3000.00 | 3168.15 | 3158.02 | 4500.00 | 4350.83 | 4327.20 | 5750.00 | 5783.50 | 5783.48 | 9024.00 |
| 3 | Pradhan Mantri Awaas Yojana | 15000.00 | 16078.60 | 16074.37 | 23000.00 | 22832.31 | 22572.29 | 21000.00 | 19600.00 | 19307.95 | 19000.00 |
| 4 | Pradhan Mantri Gram Sadak Yojana | 19000.00 | 18701.35 | 17922.87 | 19000.00 | 16900.00 | 16862.12 | 19000.00 | 15500.00 | 15417.55 | 19000.00 |
| 5 | National Social Assistance Programme | 9500.00 | 8856.44 | 8854.07 | 9500.00 | 8744.42 | 8694.22 | 9975.00 | 8467.46 | 8418.47 | 9200.00 |
| 6 | Shyama Prasad Mukherjee RURBAN Mission | 300.00 | 600.00 | 599.44 | 1000.00 | 600.00 | 553.25 | 1200.00 | 451.03 | 432.61 | 800.00 |
| | Central Sector Schemes | | | | | | | | | | |
| 7 | Grants to National Institute of Rural Dev. | 50.00 | 41.83 | 41.83 | 50.00 | 53.47 | 50.00 | 75.00 | 75.00 | 72.17 | 100.00 |
| 8 | Assistance to C.A.P.A.R.T. | 20.00 | 15.00 | 15.00 | 20.00 | 16.48 | 8.19 | 24.00 | 20.41 | 16.34 | 24.00 |
| 9 | Management support to RD Programmes and | | | | | | | | | | |
| | strengthening district planning process | 255.00 | 210.93 | 208.67 | 250.00 | 250.00 | 212.99 | 254.40 | 238.52 | 200.23 | 350.62 |
| 10 | SECC Census | 375.00 | 6.44 | 6.44 | 80.18 | 80.18 | 72.16 | 75.70 | 386.95 | 375.01 | 1.00 |
| | | | | | | | | | | | |
| | Total | 86000.00 | 95899.00 | 95096.04 | 105400.18 | 108994.75 | 108518.48 | 112354.10 | 112352.96 | 111853.36 | 117499.62 |

| Statement showing Budget Estimates, Revised Estimates and Actual Expenditure | | | | | | | | | | | |
|--|---|-----------------------|-------|--------------------|-----------------------|-------|--------------------|-----------------------|-------|--------------------|-----------------|
| | | | | | | | | | | | (Rs. In crores) |
| Sl. No. | Name of the Scheme | Annual Plan 2016-2017 | | | Annual Plan 2017-2018 | | | Annual Plan 2018-2019 | | | B.E. 2019-2020 |
| | | B.E. | R.E. | Actual Expenditure | B.E. | R.E. | Actual Expenditure | B.E. | R.E. | Actual Expenditure | |
| 1 | 2 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 |
| | NON SCHEME EXPENDITURE | | | | | | | | | | |
| 1 | Headquarter's Establishment of | | | | | | | | | | |
| | Department of Rural Development | 35.00 | 39.23 | 37.92 | 42.45 | 42.45 | 41.15 | 44.57 | 45.71 | 45.01 | 47.57 |
| | Total (Non Scheme Expenditure) (RD) | | | | | | | | | | |
| 2 | Grameen Vikas Bhawan (Capital Section) | 0.00 | 1.00 | 0.00 | 5.25 | 5.25 | 0.00 | 5.25 | 5.25 | 5.00 | 100.00 |
| | | | | | | | | | | | |
| | Total (Capital Section) (RD) | 0.00 | 1.00 | 0.00 | 5.25 | 5.25 | 0.00 | 5.25 | 5.25 | 5.00 | 100.00 |

The examination of fund allocation/utilization for the financial year 2018-19 reveals that centrally sponsored schemes like Pradhan Mantri Aawas Yojana (PMAY), Pradhan Mantri Gram Sadak Yojana (PMGSY), National Social Assistance Programme (NSAP) and Shyama Prasad Mukherjee RURBAN Mission show reduction of funds at RE Stage and non-utilization of full funds at the end of financial year 2018-19.

4.2 It could be seen that Rs. 5750 crore was the BE 2018-19 for NRLM while its RE and actuals were Rs. 5783.50 crore and Rs. 5783.48 crore respectively. Despite this, a much higher fund at BE stage of Rs. 9024 crore has been provisioned. Replying to the query regarding this raise, the DoRD in its written reply have stated that:-

"Implementation of NRLM programme is being done in a phased manner. Since the programme is approved upto 2023-24, the coverage of Blocks will be substantially higher during the later phases of the programme to complete the saturation plan by the terminal year. Further, the major outgo of funds under DAY-NRLM is in respect of financial assistance provided to community institutions in the form of Revolving Fund and Community Investment Fund which will also go up substantially in the later phase when the Self Help Groups are fully established at ground level in all the States. Accordingly, higher provision has been made for the scheme in 2019-20."

4.3 It was further enquired by the Committee about the reason behind seeking a decreased budget allocation of Rs. 19,000 crore at BE stage of 2019-20 as compared to Rs. 21,000 crore at the BE stage of 2018-19 for PMAY-G. The DoRD in their written note have submitted as under:-

"As per the Framework for Implementation of PMAY-G, a minimum of 10% of the total funds allocated during a Financial Year should be earmarked for North Eastern States. Accordingly, an amount of Rs. 2,100 crore was earmarked in FY 2018-19. After estimation of committed liabilities of previous financial years, releases to be made during FY 2018-19 and keeping in view of the likely expenditure in NE States, an amount of Rs. 1400 crores was surrendered in three different intervals in FY 2018-19 resulting in reduction in BE to Rs. 19,600 crore. On the same lines, the BE for FY 2019-20 was kept at Rs. 19,000 crore."

4.4 It also came to the fore during the course of examination that the BE for SPMRM for the Financial Year 2018-19 was reduced to Rs. 451.03 crore at RE Stage from Rs. 1200 crore. However, despite this steep reduction, the demand for 2019-20 is still much higher at an amount of Rs. 800 crore. In this regard, the DoRD in its written note have submitted that:-

"During the Financial Year 2018-19 total funds were reduced at RE stage as Spatial Planning is a new concept in rural areas and a time consuming exercise, therefore expected proposals for release of third installment were not received from different States/UTs. Further, due to enforcement of Model Code of Conduct in different States, proposals from targeted

States were not received. During this year the RurbanSoft(MIS for SPMRM) has been upgraded for effective Physical and Financial monitoring under the Mission and RurbanSoft has been integrated with PFMS for effective Financial Monitoring. The States/UTs are in the process of preparing Spatial Plans now.

The high demand of BE in FY 2019-20 is due to the reason that as per the Cabinet note the scheme has to end by March 2020 and the third installments to the clusters are yet to be released."

4.5 To a query about the sufficiency of funds in respect of MGNREGA for meeting the year long demand, it has been clarified by the DoRD as mentioned below:-

"The BE of FY 2019-20 for MGNREGA is Rs. 60,000 crore which is Rs. 5000 crore more than the BE of FY 2018-19. It is pertinent to mention that the MGNREGA is a demand driven wage employment scheme and release of funds to the States/UTs is a continuous process and the Ministry seeks additional funds at RE stage based on demand in the field. The Ministry has already projected additional funds of Rs. 20,000 crore at RE stage in the current financial year."

V. SCHEMATIC STUDY - AN IN DEPTH PICTURE

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

1. About the Programme

The Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) aims at enhancing livelihood security of households in rural areas of the country by providing not less than one hundred days of guaranteed wage employment in a financial year to every household whose adult members volunteer to do unskilled manual work. In the first phase, MGNREGA was implemented in 200 most backward districts with effect from February 2nd, 2006 and was extended subsequently to additional 113 and 17 districts with effect from April 1st, 2007 and May 15th, 2007, respectively. The remaining districts were included under the Act with effect from April 1st, 2008. Thus, the Act now covers all the rural districts of the country.

Objectives:

- Providing upto 100 days of unskilled manual work 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

- Strengthening Panchayati Raj Institutions (PRIs).

Funding Pattern:

Section 22(1) and (2) of MGNREGA Act speaks of the funding pattern of the Schemes taken up under MGNREGA. As per Section 22(1), the Central Government shall meet the cost of following namely:-

- The amount required for payment of wages for unskilled manual work under the Scheme;
- Up to three-fourths of the material cost of the Scheme including payment of wages to skilled and semi-skilled workers subject to the provisions of Schedule II;
- Six percentage of the total cost of the Scheme towards the administrative expenses.

As per Section 22(2), the State Government shall meet the cost of the following, namely:-

- The cost of unemployment allowance payable under the Scheme.
- One-fourth of the material cost of the Scheme including payment of wages to skilled and semi-skilled workers subject to the provisions of Schedule II.
- The administrative expenses of the State Council.

2. Financial Performance

| (Rs. in crore) | | | | | |
|-----------------------|-------------|------------------------|-------------------------|----------------------|---|
| Sl. No. | Year | Budget Estimate | Revised Estimate | Fund released | Reasons for variation in BE/RE and Actual Exp. |
| 1 | 2015-16 | 34,699.00 | 37,345.96 | 37,335.69 | No significant variation |
| 2 | 2016-17 | 38,500.00 | 48,220.26 | 48,215.33 | |
| 3 | 2017-18 | 48,000.00 | 55,000.00# | 55,166.06 | |
| 4 | 2018-19 | 55,000.00 | 61,834.09** | 61,829.55 | |
| 5 | 2019-20 | 60,000.00 | 61,084.09 | 45,486.96* | |

*As on 30.08.2019

Excluding Rs.167.06 crore received from other scheme for timely payment of wages.

**Excluding Rs.750.00 crore is authorised by Ministry of Finance vide letter no.2(26)-B (s)/2018 dt. 02.03.2019 for excess expenditure subject to regularise the excess expenditure by the MoRD for timely payment of wages.

| Sl. No. | North Eastern States | Central Release (Rs. in lakh) | | | |
|--------------|----------------------|-------------------------------|------------------|------------------|----------------------------------|
| | | 2016-17 | 2017-18 | 2018-19 | 2019-20 (as on 26.08.2019) |
| 1 | ARUNACHAL PRADESH | 15675.99 | 20679.65 | 19800.64 | 10756.62 |
| 2 | ASSAM | 125459.79 | 112366.54 | 105037.23 | 92344.51 |
| 3 | MANIPUR | 34370.41 | 15778.89 | 28698.66 | 18142.18 |
| 4 | MEGHALAYA | 86069.23 | 87060.44 | 79654.70 | 46811.48 |
| 5 | MIZORAM | 14451.26 | 20081.04 | 40288.92 | 33716.23 |
| 6 | NAGALAND | 50152.80 | 110492.88 | 19560.20 | 27408.80 |
| 7 | SIKKIM | 13262.56 | 10571.15 | 9762.58 | 3295.43 |
| 8 | TRIPURA | 101629.14 | 40440.50 | 44462.89 | 39139.21 |
| Total | | 441071.18 | 417471.09 | 347265.82 | 271614.46 |

2.2 The Committee wanted to know the reason behind the hike of fund at RE Stage in 2018-19. The DoRD in response have submitted as under:-

"The employment provided under MGNREGA is based in demand from rural households willing to do unskilled manual work. The demand for employment depends significantly on monsoon conditions. The labour budget of States/UTs is increased on the basis of rise in demand above the agreed to labour budget. During the FY 2018-19, the labour budget of 12 States namely Andhra Pradesh, Bihar, Gujarat, Himachal Pradesh, J&K, Karnataka, Kerala, Punjab, Rajasthan, Telangana, Tripura & West Bengal, has been increased due to rise in demand on field. It is also pertinent to mention that additional wage employment of 50 days was provided in notified drought or natural calamity affected areas during FY 2018-19 to the following 10 States:

| Sl. No. | States | No. of Districts |
|---------------------|----------------|------------------|
| Drought | | |
| 1 | Andhra Pradesh | 7 |
| 2 | Karnataka | 24 |
| 3 | Gujarat | 11 |
| 4 | Rajasthan* | 10 |
| 5 | Maharashtra | 26 |
| 6 | Jharkhand | 18 |
| 7 | Odisha | 9 |
| Flood | | |
| 8 | Kerala | 13 |
| 9 | Karnataka | 8 |
| Gaja Cyclone | | |
| 10 | Tamil Nadu | 12 |

*Drought/Hail Storm.

The Ministry seeks additional financial resources at RE stage for meeting demand for work due to deficient rain and problem of floods in some States and increase in the stipulated wage rate."

2.3 Asked about the unspent balances in the scheme and its reason thereof, it was replied in its written note by the DoRD that:-

"Total unspent balances under the MGNREGS during the last three years as per Utilization certificate submitted by States/UTs are given as under:

| Years | Closing Balance (Rs. in crore) |
|--------------------------|---|
| FY 2016-17 | 2694.53 |
| FY 2017-18 | 2258.55 |
| FY 2018-19 (Provisional) | 1809.56 |

The unspent balance under MGNREGA is due to the time-lag between completion of work and generation of Fund Transfer Orders (FTOs) etc. as it takes around two weeks for release of funds to the accounts of workers."

3. Physical Performance

Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS) is a demand driven wage employment programme. There are no targets fixed for execution of works. Hence, no State/UT-wise allocation of fund is made. Fund release to States/UTs is a continuous process and Central Government is committed in making funds available keeping in view the demand for work. The achievement against Labour Budget for last five financial years is as under:

| | 2018-19 | 2017-18 | 2016-17 | 2015-16 | 2014-15 |
|---|----------------|----------------|----------------|----------------|----------------|
| Approved Labour Budget [Persondays in Cr] | 256.56 | 231.31 | 220.93 | 239.11 | 220.67 |
| Persondays Generated so far[In Cr] | 268.04 | 233.74 | 235.65 | 235.15 | 166.21 |
| %age achieved | 104% | 101% | 107% | 98% | 75% |

Achievement of Outcomes (works completed in lakhs)

| FY 16-17 | FY 17-18 | FY 18-19 |
|-----------------|-----------------|-----------------|
| 6624987 | 6283893 | 8932716 |

**State-wise Details of Employment demand vis-à-vis employment provided for the
2017-18, 2018-19 and 2019-20(as on 30.09.2019)**

(in Nos.)

| SI No | States | 2017-18 | | | 2018-19 | | | 2019-20 (as on 30.09.2019) | | |
|----------|------------------------|---|--|--|---|---------------------------------------|--|---|---------------------------------------|--|
| | | Employment demanded by household | Employment t offered to household | Employment provided to household | Employment demanded by household | Employment offered to household | Employment provided to household | Employment demanded by household | Employment offered to household | Employment provided to household |
| 1 | ANDHRA PRADESH | 4271447 | 4263134 | 3994718 | 4394710 | 4069899 | 4226471 | 4289140 | 4274954 | 3702937 |
| 2 | ARUNACHAL PRADESH | 161946 | 155743 | 141722 | 168327 | 166003 | 159973 | 107685 | 104141 | 98148 |
| 3 | ASSAM | 1901375 | 1900571 | 1684648 | 1922742 | 1922247 | 1743235 | 1511178 | 1510354 | 1340587 |
| 4 | BIHAR | 2904668 | 2901632 | 2247235 | 3670632 | 3666748 | 2924885 | 2593948 | 2585695 | 2060737 |
| 5 | CHHATTISGARH | 2743316 | 2741465 | 2326446 | 2813765 | 2812251 | 2442516 | 2175729 | 2174225 | 1788171 |
| 6 | GOA | 6579 | 6536 | 6463 | 1306 | 1300 | 1141 | 224 | 224 | 210 |
| 7 | GUJARAT | 1017117 | 1014988 | 861167 | 1045447 | 1043463 | 911305 | 673802 | 671563 | 571701 |
| 8 | HARYANA | 322027 | 321624 | 272856 | 276535 | 275984 | 230974 | 213300 | 212673 | 157714 |
| 9 | HIMACHAL PRADESH | 550764 | 550633 | 511366 | 592370 | 592251 | 553641 | 435681 | 435506 | 378399 |
| 10 | JAMMU AND KASHMIR | 759419 | 758573 | 682262 | 726624 | 725708 | 653519 | 201571 | 200625 | 159807 |
| 11 | JHARKHAND | 1876648 | 1875881 | 1444548 | 1572310 | 1571310 | 1272735 | 1233462 | 1232397 | 1023308 |
| 12 | KARNATAKA | 2152259 | 2092005 | 1902386 | 2358639 | 2299153 | 2108499 | 2044457 | 2001903 | 1791082 |
| 13 | KERALA | 1470071 | 1469970 | 1311681 | 1628881 | 1628841 | 1478387 | 1345938 | 1345502 | 1172403 |
| 14 | MADHYA PRADESH | 4017833 | 4005051 | 3480571 | 4570741 | 4560359 | 3919138 | 3038278 | 3029657 | 2545280 |
| 15 | MAHARASHTRA | 1874365 | 1871573 | 1697606 | 1976996 | 1973373 | 1793243 | 1252765 | 1249325 | 1055224 |
| 16 | MANIPUR | 501231 | 498789 | 491026 | 527817 | 524786 | 513042 | 526622 | 507677 | 463966 |
| 17 | MEGHALAYA | 436284 | 436180 | 426881 | 482928 | 482834 | 475388 | 344128 | 343856 | 302975 |
| 18 | MIZORAM | 190930 | 190920 | 190894 | 196120 | 196100 | 195974 | 199041 | 198822 | 198379 |
| 19 | NAGALAND | 413820 | 412990 | 409757 | 400217 | 398573 | 386305 | 339872 | 287751 | 255440 |
| 20 | ODISHA | 2568248 | 2564701 | 2306678 | 2375335 | 2371657 | 2149468 | 1574546 | 1569695 | 1308876 |
| 21 | PUNJAB | 766577 | 765411 | 663684 | 834259 | 832896 | 674884 | 709326 | 707959 | 570553 |
| 22 | RAJASTHAN | 5030540 | 5027733 | 4514375 | 5800778 | 5798434 | 5164731 | 5295514 | 5292266 | 4671869 |
| 23 | SIKKIM | 66411 | 66392 | 63725 | 65093 | 65075 | 61806 | 50248 | 50188 | 43039 |
| 24 | TAMIL NADU | 5855644 | 5855204 | 5815061 | 5834293 | 5834129 | 5592327 | 5392101 | 5391447 | 5081151 |
| 25 | TELANGANA | 2984166 | 2971220 | 2532538 | 2806115 | 2794096 | 2522260 | 2750392 | 2737270 | 2206456 |
| 26 | TRIPURA | 541071 | 540926 | 522752 | 564408 | 564399 | 549356 | 556840 | 556811 | 538525 |
| 27 | UTTAR PRADESH | 5645415 | 5635700 | 4859995 | 5836411 | 5829588 | 5048107 | 4535934 | 4527476 | 3718527 |
| 28 | UTTARAKHAND | 552806 | 552495 | 509595 | 528992 | 528830 | 489154 | 323593 | 323261 | 277518 |
| 29 | WEST BENGAL | 5681755 | 5680009 | 5241167 | 4749694 | 4747757 | 4391894 | 2521783 | 2517903 | 2040283 |
| 30 | ANDAMAN AND NICOBAR | 7692 | 7689 | 7166 | 7098 | 7096 | 6114 | 4574 | 4570 | 3471 |
| 31 | LAKSHADWEEP | 251 | 220 | 141 | 279 | 279 | 254 | 63 | 63 | 29 |
| 32 | PUDUCHERRY | 42856 | 42850 | 37664 | 37729 | 37728 | 33214 | 39472 | 39470 | 30577 |
| | Total | 57315531 | 57178808 | 51158774 | 58767591 | 58323147 | 52673940 | 46281207 | 46085229 | 39557342 |

Note- Many households who were offered employment did not turn up at the work site.

State-wise details of Job Card issued during the last 3 years (Upto 30.09.2019):-
(in Nos.)

| SI No | States | No. of Job card included in particular financial year | | | |
|-------|----------------------|---|----------------|----------------|-------------------------------|
| | | 2016-17 | 2017-18 | 2018-19 | 2019-20 (as on 30.09.2019) |
| 1 | ANDHRA PRADESH | 337633 | 302966 | 275355 | 8888328 |
| 2 | ARUNACHAL PRADESH | 13631 | 11787 | 12657 | 227402 |
| 3 | ASSAM | 348209 | 285020 | 233427 | 4654231 |
| 4 | BIHAR | 1312189 | 1141114 | 1096319 | 15592447 |
| 5 | CHHATTISGARH | 211569 | 275625 | 172667 | 3756119 |
| 6 | GOA | 506 | 673 | 129 | 33285 |
| 7 | GUJARAT | 316606 | 341207 | 238339 | 3750259 |
| 8 | HARYANA | 117079 | 59842 | 45246 | 938832 |
| 9 | HIMACHAL PRADESH | 52624 | 36437 | 38431 | 1245848 |
| 10 | JAMMU AND KASHMIR | 61031 | 90022 | 60688 | 1196249 |
| 11 | JHARKHAND | 561813 | 459184 | 270043 | 4372242 |
| 12 | KARNATAKA | 432073 | 469872 | 504401 | 6094474 |
| 13 | KERALA | 161890 | 130871 | 172370 | 3549094 |
| 14 | MADHYA PRADESH | 393007 | 484251 | 436372 | 6780369 |
| 15 | MAHARASHTRA | 519884 | 762250 | 346011 | 8478694 |
| 16 | MANIPUR | 12725 | 12749 | 22838 | 570186 |
| 17 | MEGHALAYA | 35926 | 31232 | 41095 | 565850 |
| 18 | MIZORAM | 6477 | 5476 | 7953 | 196691 |
| 19 | NAGALAND | 4902 | 9612 | 4679 | 434724 |
| 20 | ODISHA | 243524 | 365951 | 207122 | 6557611 |
| 21 | PUNJAB | 101999 | 242867 | 139792 | 1628099 |
| 22 | RAJASTHAN | 423318 | 362486 | 446636 | 10147506 |
| 23 | SIKKIM | 3094 | 2151 | 2069 | 82429 |
| 24 | TAMIL NADU | 270073 | 228731 | 204394 | 8205532 |
| 25 | TELANGANA | 195829 | 276950 | 146838 | 5506364 |
| 26 | TRIPURA | 10335 | 9164 | 17607 | 624406 |
| 27 | UTTAR PRADESH | 1083260 | 813701 | 607119 | 16112592 |
| 28 | UTTARAKHAND | 59713 | 46430 | 36513 | 1056885 |
| 29 | WEST BENGAL | 334375 | 434105 | 204803 | 11912632 |
| 30 | A & N Islands | 961 | 262 | 382 | 34526 |
| 31 | DADRA & NAGAR HAVELI | 1 | 5908 | 187 | 3549 |
| 32 | LAKSHADWEEP | 27 | 52 | 38 | 8010 |
| 33 | PUDUCHERRY | 2187 | 4049 | 2000 | 66493 |
| | Total | 7628470 | 7702997 | 5994520 | 133271958 |

State-wise details of Number of Persondays generated during the last 3 years upto (30.09.2019)

| SI No | States | Persondays generated (in lakh) | | | |
|-------|---------------------|--------------------------------|-----------------|-----------------|----------------------------|
| | | 2016-17 | 2017-18 | 2018-19 | 2019-20 (as on 30.09.2019) |
| 1 | ANDHRA PRADESH | 2058.78 | 2120.92 | 2465.20 | 1476.35 |
| 2 | ARUNACHAL PRADESH | 85.38 | 42.80 | 68.70 | 24.37 |
| 3 | ASSAM | 466.09 | 480.86 | 533.36 | 326.30 |
| 4 | BIHAR | 858.36 | 817.20 | 1234.05 | 697.48 |
| 5 | CHHATTISGARH | 885.94 | 1199.29 | 1386.05 | 685.18 |
| 6 | GOA | 1.26 | 0.99 | 0.15 | 0.02 |
| 7 | GUJARAT | 271.06 | 353.09 | 419.61 | 203.60 |
| 8 | HARYANA | 84.92 | 90.37 | 77.90 | 35.34 |
| 9 | HIMACHAL PRADESH | 236.61 | 220.06 | 285.20 | 123.49 |
| 10 | JAMMU AND KASHMIR | 315.59 | 370.90 | 369.89 | 49.08 |
| 11 | JHARKHAND | 707.44 | 592.74 | 536.66 | 372.56 |
| 12 | KARNATAKA | 914.06 | 857.00 | 1045.20 | 691.72 |
| 13 | KERALA | 684.62 | 619.59 | 975.26 | 304.20 |
| 14 | MADHYA PRADESH | 1130.39 | 1622.46 | 2029.81 | 1020.08 |
| 15 | MAHARASHTRA | 708.95 | 825.32 | 846.01 | 345.68 |
| 16 | MANIPUR | 119.03 | 61.25 | 117.39 | 87.91 |
| 17 | MEGHALAYA | 282.55 | 291.88 | 342.15 | 87.82 |
| 18 | MIZORAM | 168.23 | 144.38 | 181.22 | 104.57 |
| 19 | NAGALAND | 290.71 | 200.03 | 132.85 | 31.68 |
| 20 | ODISHA | 774.48 | 922.11 | 830.81 | 377.75 |
| 21 | PUNJAB | 157.73 | 223.11 | 204.47 | 122.83 |
| 22 | RAJASTHAN | 2596.74 | 2397.74 | 2942.46 | 2144.09 |
| 23 | SIKKIM | 46.12 | 34.61 | 33.55 | 12.89 |
| 24 | TAMIL NADU | 3999.42 | 2388.81 | 2576.97 | 1592.40 |
| 25 | TELANGANA | 1082.19 | 1147.73 | 1176.81 | 863.18 |
| 26 | TRIPURA | 460.67 | 176.04 | 253.09 | 201.95 |
| 27 | UTTAR PRADESH | 1575.02 | 1815.16 | 2122.42 | 1160.12 |
| 28 | UTTARAKHAND | 236.71 | 223.02 | 221.82 | 79.29 |
| 29 | WEST BENGAL | 2355.51 | 3125.56 | 3383.14 | 664.23 |
| 30 | ANDAMAN AND NICOBAR | 4.12 | 1.90 | 1.94 | 0.80 |
| 31 | LAKSHADWEEP | 0.00 | 0.06 | 0.10 | 0.01 |
| 32 | PUDUCHERRY | 5.37 | 7.26 | 6.65 | 4.68 |
| | Total | 23564.07 | 23374.24 | 26800.88 | 13891.66 |

4. Monitoring Mechanism

The status of implementation of MGNREGS is reviewed on a regular basis. The Ministry has a comprehensive system of monitoring and review mechanism for MGNREGS. Central Employment Guarantee Council and State Guarantee Councils periodically monitor implementation of the programme. National Level Monitors (NLM), Common Review Missions (CRM), Performance Review Committee (PRC) and Officers of the Ministry visit States at regular interval to review implementation of the programme. After the field visits, the findings/shortcomings and recommendations are shared with the States for appropriate action at their end. Auditing Standards have been issued and States have been advised to establish independent Social Audit Units, conduct Social Audit as per Audit of Scheme Rules, training of Village resource persons for conducting Social Audit etc.

4.2 The status of establishment of independent social audit units for conducting periodic social audit of MGNREGA was sought to be known by the Committee. In its written reply, the Department have submitted as below:-

"MGNREGS is being implemented in 32 States/UTs. Out of these, 28 States/UTs have established independent Social Audit Unit (SAU). The remaining 1 State (Goa) and 3 UTs (Andaman & Nicobar, Lakshadweep and Puducherry) have not yet established SAU. In the FY 2019-20 Annual Action Plan review meeting, these States/UTs had informed that due to lack of sufficient funds, formation of independent Social Audit Unit is not feasible. However, these State/UTs are conducting Social Audit with the help of retired Government Officials on honorarium basis etc."

4.3 The Committee also wanted to know the present scenario regarding the appointment of Ombudsman in each State. The reply of DoRD in this regard is as under:-

"MGNREGS is being implemented in 32 States/UTs. 15 States/UTs have Ombudsman under MGNREGA. In the remaining 17 State/UTs currently the process of appointment of Ombudsman is underway."

List of States/UTs with no Ombudsperson

| Sl. No. | Name of the State |
|---------|----------------------|
| 1 | 2 |
| 1 | ANDHRA PRADESH |
| 2 | ARUNACHAL PRADESH |
| 3 | GOA |
| 4 | GUJARAT |
| 5 | HARYANA |
| 6 | KERALA |
| 7 | MEGHALAYA |
| 8 | PUNJAB |
| 9 | SIKKIM |
| 10 | TAMIL NADU |
| 11 | TELANGANA |
| 12 | WEST BENGAL |
| 13 | ANDAMAN AND NICOBAR |
| 14 | DADRA & NAGAR HAVELI |
| 15 | DAMAN & DIU |
| 16 | LAKSHADWEEP |
| 17 | PUDUCHERRY |

4.4 Responding to the query raised by the Committee pertaining to the details of the pending corruption cases concerning the MGNREGA scheme in different States and the action being undertaken by the DoRD to mitigate it, the written notes furnished by the DoRD is produced below:-

"These complaints have been received through CPGRAMS web portal. The Ministry, under MGNREGS receives complaints of irregularities/corruption and embezzlement including large scale diversion of funds, under/non-payment of wages, lack of transparency etc. Since the responsibility of implementation of MGNREGA is vested with the State Govt./UTs, all complaints received in the Ministry are forwarded to the concerned State Govt./UTs for taking appropriate action including investigation, as per law. Steps have been taken to strengthen transparency and accountability which include geo-tagging, Direct Benefit Transfer (DBT), National electronic Fund Management System (NeFMS), Aadhar Based Payment System (ABPS), Software for Estimate Calculation using Rural rates for Employment(SECURE) and establishment of independent social audit units and appointment of Ombudsman in the States. Internal audit is also conducted by the Ministry and its findings are shared with the States to take corrective action. State

specific reviews of States are also undertaken from time to time. Officers of the Ministry and National Level Monitors also visit various districts to oversee the performance of MGNREGA.

| State wise details of pending corruption cases as on 15.10.2019 | | |
|--|--------------------------|---|
| Sn. No. | State | Corruption cases pending under MGNREGA |
| 1 | Andaman & Nicobar Island | 0 |
| 2 | Andhra Pradesh | 2 |
| 3 | Arunachal Pradesh | 1 |
| 4 | Assam | 8 |
| 5 | Bihar | 40 |
| 6 | Chhatisgarh | 54 |
| 7 | Dadra & nagar Haveli | 0 |
| 8 | Daman & Diu | 0 |
| 9 | Goa | 0 |
| 10 | Gujarat | 2 |
| 11 | Haryana | 7 |
| 12 | Himachal Pradesh | 2 |
| 13 | Jammu & Kashmir | 5 |
| 14 | Jharkhand | 2 |
| 15 | Karnataka | 5 |
| 16 | Lakshwadeep | 0 |
| 17 | Kerala | 2 |
| 18 | Maharashtra | 2 |
| 19 | Manipur | 0 |
| 20 | Mizoram | 0 |
| 21 | Meghalaya | 1 |
| 22 | Madhya Pradesh | 5 |
| 23 | Nagaland | 0 |
| 24 | Puducherry | 0 |
| 25 | Odisha | 4 |
| 26 | Punjab | 5 |
| 27 | Rajasthan | 10 |
| 28 | Sikkim | 0 |
| 29 | Tamil Nadu | 14 |
| 30 | Tripura | 0 |
| 31 | Telangana | 0 |
| 32 | Uttar Pradesh | 43 |

| | | |
|--------------|-------------|------------|
| 33 | Uttarakhand | 5 |
| 34 | West Bengal | 18 |
| Total | | 237 |

4.5 Responding to the query regarding the monitoring of MGNREGA, the Secretary, DoRD, during the course of evidence clarified as under:-

“जहां तक इसकी मॉनिटरिंग की बात की गई, मैं और बाकी सब अधिकारीगण आप सभी माननीय सांसदों की चिंताओं से अवगत हैं कि काम हो तो ठीक हो। इस क्रम में मैं सिर्फ उदाहरण स्वरूप बताना चाहूंगा। महात्मा गांधी नरेगा तो वर्ष 2006 से चल रही थी, लेकिन गत तीन वर्षों में केवल इस अवधि का नहीं, बल्कि पहले भी जितनी आधारभूत संरचनाएं सृजित हुई हैं, उनकी जियो-टैग फोटो और उन पर कितना पैसा खर्च हुआ, इसका पूरा ब्यौरा हमने पब्लिक डोमेन पर दिया है, ताकि लोग देख कर समझ सकें कि यह काम हुआ या नहीं हुआ, कितने का हुआ और सही हुआ या नहीं हुआ। इसके बावजूद भी संभवतः ऐसे कई वर्क्स हो सकते हैं, जहां मजदूर की जगह मशीन्स लगा दी गईं इस प्रकार की और भी कठिनाइयां हैं।

अंततः, इसीलिए, जैसा माननीय सांसद महोदय ने कहा कि महिलाओं का जो स्वयं सहायता समूहों का संगठन है, हम लोगों ने सामाजिक अंकेक्षण को व्यापक बनाने का निर्णय लिया। सामाजिक अंकेक्षण के मानकों को फाइनल करके सामाजिक अंकेक्षण करने वाले जिला साधन व्यक्ति और प्रखंड साधन व्यक्ति उनके लिए 42 दिनों का प्रमाण पत्र वाला एक कोर्स तैयार किया गया कि सोशल ऑडिट कैसे करना है। गांव के स्तर पर हमने यह निर्णय लिया कि जो स्वयं सहायता समूह की बहने हैं, जो कि महिलाओं के एक संगठन का पार्ट हैं, अगर वे ही सोशल ऑडिट करेंगी तो शायद वे गांव में बेईमानी को रोक सकें। हम इस को और व्यापक बनाने की कोशिश कर रहे हैं। इस महीने 14 और 15 तारीख को हमने सभी राज्यों का पुनः सम्मेलन बुलाया है।

करीब एक लाख ऐसी महिलाओं को हमने ग्राम स्तर के सामाजिक अंकेक्षण के लिए प्रशिक्षित किया है। हमारी कोशिश है कि हर गांव में स्वयं सहायता समूह की महिलाओं को सामाजिक अंकेक्षण की तैयारी करा सकें, ताकि वे देखें कि जो पैसा खर्च हुआ है, वह सही खर्च हुआ है या नहीं।

इसके अतिरिक्त मॉनिटरिंग की और व्यवस्थाएं हैं। हर वर्ष में एक बार कॉमनरिव्युमिशन टीम जाती है। इस टीम में कई विश्वविद्यालयों, आईआईटी, आईआईएम्स के प्रोफेसर्स होते हैं। हम लोग आठ राज्यों में चार-चार लोगों को, कुल 32 लोगों को भेजते हैं, जिनका दायित्व है कि वे फील्ड में जाकर देखें और हमें फीडबैक दें कि काम कैसा चल रहा है। इसके अलावा एक वर्ष में 600 जिलों में दो विज़िट्स में हमारे नेशनल लेवल मॉनिटरिंग इन्स्टिट्यूशन्स हैं। उनको भी जाकर एसेट्स का सर्वेक्षण करना होता है। आपकी बात को पूरी तरह ध्यान में रखते हुए हम अपने मॉनिटरिंग तंत्र को और भी मजबूत करने की कोशिश करेंगे, क्योंकि निगरानी जितनी मजबूत होगी, उतनी ही गुणवत्ता भी बेहतर होगी। “

5. Disparity of Wages

A major issue which came to knowledge of the Committee during the course of examination of Demands for Grants was the still existing gap in the States' wages and

wages guaranteed under MGNREGA. Responding to the concern of the Committee, the Department of Rural Development in its written note have submitted as below:-

"Wage rates provisions under MGNREGA, 2005 are notified and revised annually as per Section 6 of MGNREGA Act, 2005. The Act provides that

- (1) "Notwithstanding anything contained in the Minimum wages Act, 1948 (11 of 1948), the Central Govt. may, by notification, specify the wage rate for the purposes of this Act:
Provided that different rates of wages may be specified for different areas.
Provided further that the wage rate specified from time to time under any such notification shall not be at a rate less than sixty rupees per day.
- (2) Until such time as a wage rate is fixed by the Central Govt. in respect of any area in a State, the minimum wage fixed by the State Govt. under Section 3 of the Minimum Wages Act, 1948(11 of 1948) for agricultural labourers, shall be considered as the wage rate applicable to that area".

The MGNREGA 2005 also provides for notification of wage rates which could be different from Minimum Wages for Agricultural Labour.

As per the above mentioned provisions, the Ministry of Rural Development notifies wage rates annually for MGNREGA workers. This wage rate calculation is indexed with Consumer Price Index for Agricultural Labour (CPI-AL). The wage rate of various States is fixed on 1st April of each year as per the changes in (CPI-AL).

Recently, the Ministry had constituted a Committee to examine among other things the feasibility of aligning MGNREGA wages notified by the Government of India for MGNREGA under section 6(1) of NREGA Act 2005, with Agricultural Wages notified by State Governments, keeping in view the commonality/divergence in schedule of rates of the two wage rates. The Committee is of the strong opinion that "there is no compelling argument for convergence of MGNREGA and State Minimum Wages for Agricultural Labour because both the wages are hardly comparable. MGNREGA wage is piece rate whereas Minimum Wages for Agricultural Labour is largely on time rate basis. There is also a wide variation in the method of fixation and revision of both the wage rates. The activities performed by the two set of workers are also very different. The above reasons clearly indicate MGNREGA wages should continue to be notified differently as per 6(1) of MGNREGA Act".

Elaborating further on this issue, Secretary, DoRD during the evidence put forth the Department's view as mentioned below:-

"अधिकांश राज्यों में मजदूरी दर की भी बात कही गई थी। मैं आपके समक्ष रखना चाहूंगा कि महात्मा गांधी नरेगा के सेक्शन-6 के अंतर्गत मजदूरी का जो प्रावधान है, उस पर सरकार का निर्णय है कि कृषि मजदूर के लिए जो कन्ज्यूमर प्राइस इन्डेक्स है, उसके आधार पर महात्मा गांधी नरेगा की मजदूरी में हर वर्ष परिवर्तन किया जाता है। जब यह इन्डेक्स बनाया गया था तो उस समय एक गरीब परिवार द्वारा फूड आइटम्स पर खर्च कुल व्यय का लगभग 74 प्रतिशत है। उसमें से खाद्यान पर खर्च करीब 54 प्रतिशत था। अब जब नेशनल फूड सिक्योरिटी एक्ट द्वारा तीन रुपये किलो चावल, दो रुपये किलो गेहूं और एक रुपये के बाकी अनाज करीब $\frac{3}{4}$ आबादी को उपलब्ध है। खाद्यानों के कारण मजदूरी में जो वृद्धि होती थी, वे खाद्यान जब सस्ते उपलब्ध हो जाते हैं तो जो वार्षिक इन्फ्लेक्शन होती है, वह कम होती है। इससे मुद्रा स्फीति कम होती है, कृषि मुद्रा स्फीति कम होती है और एनएफएसए द्वारा उस पर पूरे देश में 1 लाख 76 हजार करोड़ रुपये खर्च हो रहे हैं।

यदि पांच व्यक्तियों के एक परिवार को हम देखें तो तीन रुपये किलो चावल और दो रुपये किलो गेहूं के खर्च से एक परिवार को लगभग 25 किलो अनाज पर 650 से 800 रुपये का अनुदान मिल रहा है। यह भी एक फैक्टर है, जिससे मजदूरी की दर उतनी तेजी से नहीं बढ़ती है, लेकिन यह देखते हुए कि गरीब परिवार भी शिक्षा, स्वास्थ्य और अन्य चीजों पर व्यय करता है, इसलिए ग्रामीण क्षेत्र के लिए जो कन्ज्यूमर प्राइस इन्डेक्स है, उसमें खाद्यान का वेटेज थोड़ा कम है। मंत्रालय का यह मत बना है, हम इस पर और विचार भी कर रहे हैं कि क्यों न हम कन्ज्यूमर प्राइस इन्डेक्स फॉर रूरल एरिया को लें। अभी इस पर अंतिम निर्णय नहीं हो पाया है। हम इस पर अभी चर्चा कर रहे हैं। दूसरी बात यह है कि जो इन्डेक्स बनाया गया है, जिसके आधार पर हम मजदूरी का आकलन करते हैं, उस इन्डेक्स में भी परिवर्तन करके यह देखते हुए कि एक गरीब परिवार की कुल आय की जो राशि पहले खाद्यान – चावल, गेहूं खरीदने में जाती थी, वह राशि आज कम लग रही है क्योंकि चावल और गेहूं तीन रुपये और दो रुपये किलो है। ऐसे परिस्थिति में वह किस चीज पर खर्च कर रहे हैं। अगर शिक्षा, स्वास्थ्य और बाकी चीजों पर व्यय हो रहा है तो हमारा जो इन्डेक्स, जो मानक है, वह भी उसी के अनुरूप आज के समय में परिवर्तित हो जाए तो इससे मजदूरी में और वृद्धि हो सकती है। हम इस पर विचार कर रहे हैं। मुझे विश्वास है कि हम लोग शीघ्र ही इस पर कोई अच्छा निर्णय ले पाएंगे।"

6. Delay in payment of Wages

An integral component of the MGRNEGA is the prompt payment of wages, the concern of which caused the Committee to seek the point of view of the Department of Rural Development in this regard. In its written replies, the Department have furnished as under:-

"The Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA), 2005 under Section 3(3) entitles the MGNREGA worker to receive their daily wages on a weekly basis and in any case not later than a fortnight after the date on which such work was done. As per the schedule II of MGNREGA 2005 -

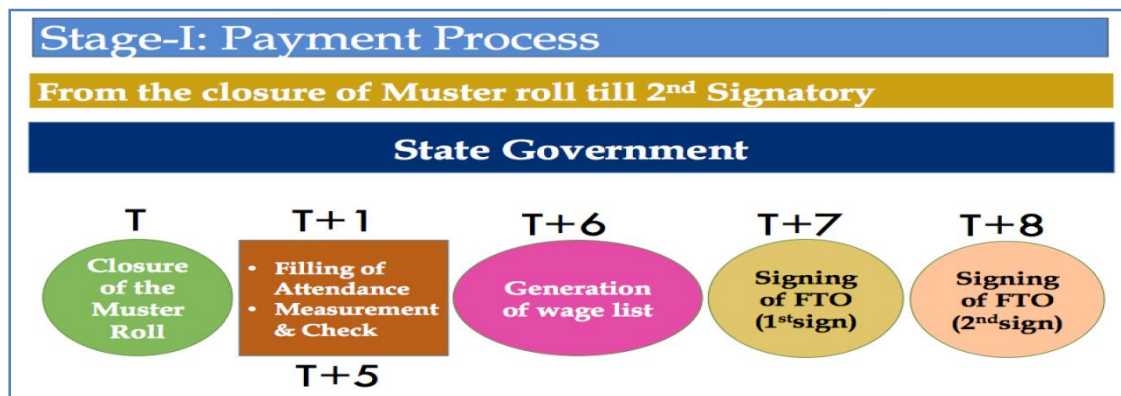
a. In case the wage is not paid within the stipulated period of 15 days from the date of closure of muster roll, the MGNREGA worker is entitled to receive payment of compensation for the delay, at the rate of 0.05% of the unpaid wages per day of delay beyond the sixteenth day of the closure of muster roll.

b. The State Government shall pay the compensation upfront after due verification within the time limit and recover the compensation amount from the functionaries or agencies who are responsible for the delay in payment.

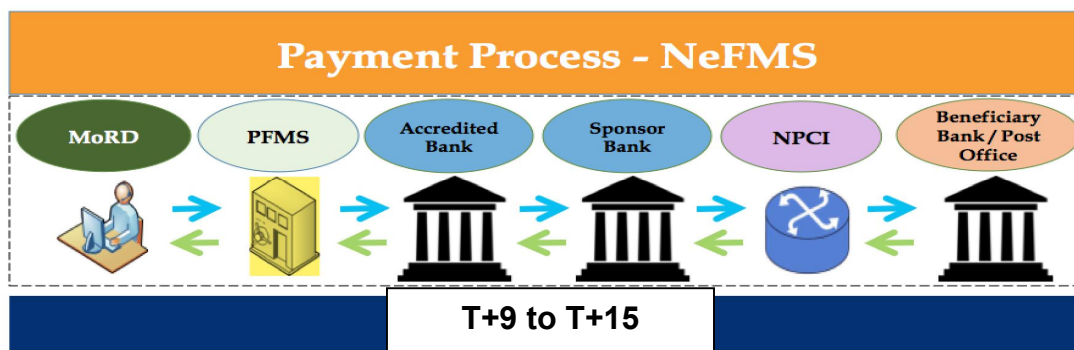
c. Any delay in payment of compensation beyond a period of fifteen days from the date it becomes payable shall be considered in the same manner as the delay in payment of wages.

2. To ensure that the workers receive wages within fifteen days, the activities and time frame has divided into two stages- Stage I and Stage II as under. The following diagram illustrates the sequence of activities, the agencies and the timelines for both Stage I and Stage II as under:

Stage-I Activity-wise distribution is as under:



Stage-II Agency-wise Flowchart is as under:



The distribution of timeline for both the Stages is as under:

| Stage | Time frame | Allotted Time |
|----------|--|---------------|
| Stage-I | From muster roll closure to 2nd signatory sign | 8 Days |
| Stage-II | From receipt of FTO at PFMS to account credit date | 7 Days |

DoRD is closely monitoring timely payment of wages under the scheme. A regular review of the progress on timely payment is being done with the stake holders.

Ministry is taking every possible actions to reduce the delay in payment of wages to the MGNREGA workers viz., timely release of funds, payment through National Electronic Fund Management System (NeFMS) for direct payment of wages into workers account, issued guidelines for monitoring of timely payment and payment of delay compensation, enabling appropriate provisions in NREGASoft to monitor timely payment of wages and payment of delay compensation.

To ensure timely payment of wages, DoRD had issued SoP on timely payment process and delay compensation in the year 2017 and a detailed implementation framework for direct payment into the account of beneficiaries (NeFMS framework) in the year 2018.

The Ministry is in constant engagement with the State Governments/ UTs, CGA, PFMS, NPCI, Accredited bank and State Nodal banks through review meetings, video conferences, Mid Term Review, SMS based monitoring etc. High level Committee headed by Secretary is also looking at its areas of concerns and changes required to improve the process.

The unpaid wage amount (as on 16.10.2019) is Rs.2586 crore."

7. Natural Resource Management under MGNREGA

In a query raised by the Committee pertaining to the National Resource Management under MGNREGA, DoRD have elaborately stated as under:-

"In the study "Rapid Assessment of Natural Resource Management (NRM) Component under MGNREGA and its impact on sustainable livelihoods", 30 districts from 21 states in 14 agro-climatic zones were surveyed on the basis of expenditure under natural resource management component per MGNREGA. As per the above study, the NRM assets constructed under MGNREGS have increased agricultural productivity and income of rural households and have been helpful in creating certain non- tangible benefits as well. Also the study pointed that quality of assets on individual land is perceived to be better than community lands. The following steps are taken under MGNREGS to address the results given by the study:-

i. Focus on NRM under MGNREGS

The Ministry is regularly monitoring the progress of NRM works taken in all the States/UTs. During FY 2018-19, the expenditure on NRM work was 41329 crores (59%). Further special emphasis is also given for NRM works taken up in the identified 2129 water stressed blocks under Mission Water Conservation (MWC) for ensuring minimum 65% of expenditure on NRM works in these blocks. Mission Water Conservation Guidelines were drawn up in partnership with the then Ministry of Water Resources, River Development & Ganga Rejuvenation and Department of Land Resources to focus on the dark and grey blocks where the ground water level was falling rapidly. Watershed approach has been envisaged for planning MGNREGS works at the Gram Panchayat level with mandatory convergence among watershed and agriculture departments for ensuring appropriate technical resource availability. This partnership allowed us to avail the technical knowledge of engineers, scientists from Central Ground Water Board to build a robust technical manual and implement capacity development programme for the frontline workers.

ii. Focus on Individual Beneficiaries

The Ministry is focusing on improving productivity of lands of households specified in Paragraph 5 of Schedule – I through land development and by providing suitable infrastructure for irrigation including dug wells, farm ponds and other water harvesting structures. In addition to this, the other IBS assets being promoted are composting unit, farm bunding, land development, cattle shed, plantations, etc.

The quantum of assistance given to individual beneficiaries varies according to the geographical locations and economic activity. The Ministry has decided for capping the quantum of assistance to an individual beneficiary up to 2 lakhs for a financial year, this will facilitate more coverage for providing income generating assets to the vulnerable households. However, if the cost of one income generating asset is more than 2 lakhs, due to its geographical location, the respective State Government can decide for an upper limit. In addition, for selection of the individual beneficiary to provide assets, the SECC data is being used for prioritization of the vulnerable households.

7.2 Responding to the question raised during the course of evidence pertaining to the recharging of traditional water bodies under MGNREGA, Secretary, DoRD replied as under:-

"हम इस में ट्रेडिशनल वॉटर बॉडीज़ भी ले सकते हैं। यदि हमें इस तरह की वॉटर बॉडी ज़ गहरी करण करना है तो वह भी कर सकते हैं। जैसा कि सिक्कम के माननीय सांसद बता रहे थे, वहां यह देखते बनता है, जिस तरह से पानी स्रोत होते थे, इनके यहां उन पानी के स्रोतों को स्प्रिंग-शेड बोलते हैं। ये छोटे-छोटे पानी के स्रोत होते हैं। महात्मा गांधी नरेगा

योजना से इन्होंने उन स्प्रिंग-शेड को विकसित किया, ताकि हर गांव में पानी पहुंचा सकें। इसके लिए छोटे-छोटे कांक्रीट पाथवेज बनाए गए हैं।

इस प्रकार का उपयोग ट्रेडिशनल वॉटर बॉडीज का पुनर्जीवित करने के लिए या उन्हें और बड़ा बनाने के लिए ऐसे कई उदाहरण हैं, जो मैं यहां देना चाहूंगा। उत्तराखंड के उधम सिंह नगर में अतिक्रमण आदि हटा कर वहां 200 तालाबों का निर्माण जिले के अधिकारियों ने करवाया है। इसके अच्छे परणाम आए हैं। निश्चित रूप से जल संचयन हमारा एक फोकस्ड एरिया है। नए आकारों के साथ-साथ पुराने बड़े परंपरागत तालाबों को और पानी संचयन की जो अन्य व्यवस्थाएं हैं, उनको मजबूत करने के प्रयास को हम और तेज करने की कोशिश करेंगे।"

8. Ratio of Manual Labour to Machine Work

About the pattern of not sticking to the existing criteria of 60:40 fund allocation under MGNREGA for wages and material component respectively, the Secretary, DoRD during the Meeting submitted as below:-

"आपने मजदूरी के बदलते ढांचे का प्रश्न किया था। यह बिलकुल सही है। कई जगहों से यह बात आती है कि नए मजदूर न लगा कर नई जेसीबी मशीनें लगाई जा रही हैं। हम लोग इस मामले पर विचार कर रहे हैं। राज्यों से भी इस बारे में कई बार बातचीत होती है। कई राज्यों और जिलों में जा कर हम लोगों ने देखा और वहां देखकर हमें यह लगा कि अब समय आ गया है कि हम 60-40 का रेश्यो मेंटेन करके रखें। वर्तमान में हम जहां मजदूरों को डिस्प्लेस करते हैं, उस तरह की मशीनों पर रोक है। हमारा यह कहना है कि जहां बहुत पथरीली ज़मीन है, जहां मनुष्य के खोदने में कठिनाई बहुत ज्यादा है, कम से कम उन जगहों पर तो हम मशीन्स की अनुमति जरूर दें, ताकि हमारी जो 40 परसेंट की राशि है, उससे हम मशीनों का प्रयोग भी कर सकते हैं। हम लोग इस पर और अध्ययन करके शीघ्र ही किसी निष्कर्ष पर पहुंच कर माननीय मंत्री जी के समक्ष अपना प्रस्ताव रखेंगे, इस यथार्थ को देखते हुए कि कई जगह वास्तव में मजदूर नहीं, मशीन काम कर रही है।

अगर हम इस वास्तविकता को अपने रिकॉर्ड में लाएंगे तो इससे इस प्रकार की बेईमानी भी कम होगी और शायद हम इससे बेहतर काम कर सकें। इस सुझाव के लिए आपका बहुत-बहुत धन्यवाद। हम इसे और बेहतर करना चाहेंगे।"

9. Provision of Unemployment allowance

To the question of payment of unemployment allowance to such job seekers under MGNREGA who do not get work within seven days, the Secretary, DoRD in his reply during the evidence stated that:-

"सर, कुछ उदाहरण हैं, जहां राज्यों ने ऐसा किया है। इसकी डिटेलमें उपलब्ध करा दूंगा, लेकिन ऐसा बहुत कम है। जो डिलेडपेमेंट हुआ करता था, अगर पेमेंट लेट होता है तो उस डिलेडपेमेंट में क्षतिपूर्ति देना प्रारम्भकर दिया है।

सर, उसका उत्तर यही है कि कंपेन्सेशन भारत सरकार को नहीं देना है। एक्ट में कंपेन्सेशन का प्रावधान राज्य सरकारों के लिए है।"

B. Pradhan Mantri Gram Sadak Yojana (PGMSY)

1. Objectives

Pradhan Mantri Gram Sadak Yojana (PMGSY), which is a onetime special intervention to provide rural road connectivity, was launched on 25th December, 2000 as a fully funded Centrally Sponsored Scheme with the objective to provide single all-weather road connectivity to all eligible unconnected habitations, existing in the Core Network, in rural areas of country. The programme envisages connecting all eligible unconnected habitations with a population of 500 persons and above (as per 2001 Census) in plain areas and 250 persons and above (as per 2001 Census) in Special Category States (Arunachal Pradesh, Assam, Manipur, Meghalaya, Mizoram, Nagaland, Sikkim, Tripura, Himachal Pradesh, Jammu & Kashmir and Uttarakhand), Tribal (Schedule-V) areas, the Desert Areas (as identified in Desert Development Programme) and in Selected Tribal and Backward Districts (as identified by the Ministry of Home Affairs/Planning Commission). The PMGSY permits upgradation (to prescribed standards) of existing rural roads in districts where all the eligible habitations of the designated population size have been provided all weather road connectivity.

From the year 2015-16, the scheme has been switched from being a fully funded centrally sponsored to a 60:40 sharing pattern between the centre and the state (except in North-Eastern states including Sikkim and 3 hill states namely Jammu & Kashmir, Himachal Pradesh and Uttarakhand where the sharing pattern is kept at 90:10).

Funds are released to the States, through State Consolidated Fund, in accordance with the PMGSY Guidelines. The State then further transmits the funds to SRRDA's (State Rural Road Development Authorities) which further manages the implementation of the scheme.

2. Financial Performance

(Rs in crore)

| Year | BE | RE | Release | Expenditure@ |
|---|--------|--------|-----------|--------------|
| 2015-16 [Plan] | 14,291 | 18,291 | 18,289.87 | 15,785.36 |
| 2016-17 [Plan] | 19,000 | 19,000 | 17,922.87 | 12,722.57 |
| 2017-18 [Plan] | 19,000 | 16,900 | 16862.12 | 17,307.46 |
| 2018-19 [Revenue] | 19,000 | 15,500 | 15417.55 | 23,381.42 |
| 2019-20 [Revenue] (up to 30.08.2019) | 19,000 | - | 839.65 | 6,863.09 |

@includes only the expenditure on funds released to the states for implementation of the scheme.

2.2 Regarding the reasons for variations in BE/RE and actual expenditure as evident from the data, DoRD in its written reply have stated as under:-

"The figures for actual expenditure are given in the Para (e) above for the years 2015-16, to 2018-19. Due to consolidated effect of frequent budget cut till 2013-14 and higher expenditure made by the States because of year-on-year improvement in their absorption capacity, a situation of fund crunch happened and the pace of implementation slowed down. However, with consistent efforts the annual allocation of PMGSY was enhanced by Rs. 4,000 crore during 2015-16 and Ministry of Finance committed to keep the allocation of the scheme at higher levels. The encouragement gave the strength to envisage target of completion of the objectives of PMGSY by 2019, 3 years prior to previous target i.e. 2022."

Further, Budget allocation under PMGSY depends on Action Plan drawn by the Ministry in consultation with the State Government is based upon their absorption capacity, balance works in hand, unspent balance available. The actual release of funds to the State Governments for the projects sanctioned however is based on the actual physical and financial progress, performance in tendering of works and fulfilling of certain conditions laid down as per the programme guidelines. Further, many a times, the States fail to perform as per the action plan due to reasons beyond control such as unpredictable adverse weather, unavailability of raw materials etc resulting in under-utilization of funds vis-a-vis the allocation.. It may also not be out of place to mention that road construction progresses in stages and expenditure on length constructed would vary according to the stage at which the road is being constructed."

2.3 The details of unspent balance in regard to the scheme are tabulated below:-

| Rs in crore | |
|----------------------------|------------------|
| Year | Unspent Balance@ |
| 2016-17 | 14987.89 |
| 2017-18 | 19,211.94 |
| 2018-19 | 22,803.99 |
| 2019-20 (up to 26.08.2019) | 18,919.67 |

@including State Share and Deposits Repayable.

In this regard, DoRD have, in their written note stated as below:-

"The sunset date of PMGSY-I was preponed by the Government of India from March 2022 to March 2019 and accordingly, the funding pattern of PMGSY was also changed from 100% centrally sponsored to 60:40 (plain areas) and 90:10 (special category states) from 2015-16. As a result, the States were having sufficient funds to complete the sanctioned projects, however, due to limited execution capacity, the limited working season as well as the fact that the last habitations to be undertaken are the most difficult and most in the more difficult terrain states such as hill states, north eastern states, LWE affected areas the States are not able to complete the works on time. Besides, following are various other factors for accumulation of unspent balance:

- i. Usually the States release central government share as well as state share towards the end of the year leading to higher unspent balance at the beginning of the year.
- ii. Expenditure is also dependent on the season. In this season, there was an early onset and prolonged monsoon due to which the expenditure was a little slow. Normally expenditure in roads construction picks up only after the second quarter.
- iii. Most of the balance works are in remote areas in difficult terrains where pace of execution is slow. This is also a factor for slow expenditure. In many states, the expenditure is less on account of pending bills due to quality inspections and compliance, etc.
- iv. The unspent balance is also inclusive of interest earned and the share of tender premium given by states.

The progress of the programme is reviewed regularly at the level of Minister/Secretary/Joint Secretary, wherein the States are advised to increase the pace of construction of PMGSY roads and liquidate the available unspent balance. Further releases are made only after assessing the requirement of funds and status of unspent balances as also seen through PFMS."

3. Physical Performance

| Year | Physical | | | | Financial [Rs in Cr] | |
|----------------|--------------------|-------------|----------------|-------------|----------------------|-------------|
| | Habitation [in no] | | Length [in km] | | Target (B.E.) | Achievement |
| | Target | Achievement | Target | Achievement | | |
| 2016-17 | 15,000 | 11,641 | 48,812 | 47,447 | 19,000 | 17,922.87 |
| 2017-18 | 15,000 | 11,536 | 51,000.00 | 48,713.096 | 19,000 | 16862.065 |
| 2018-19 | 15,000 | 10,482 | 57,700 | 49,037.55 | 15,500 | 15,417.55 |

| State | 2017-18 | | | | | |
|---------------------------------|------------------|------------------|--------------------|-----------------------|-------------------|------------------|
| | Physical Targets | | | | Financial Targets | |
| | Target Length | Completed Length | Target Habitations | Connected Habitations | Release | Expenditure |
| Andaman And Nicobar Islands(UT) | 0 | 0 | 0 | 0 | 0.00 | 0.00 |
| Andhra Pradesh | 500 | 154.057 | 100 | 32 | 40 | 136.25 |
| Arunachal Pradesh | 1000 | 1132.018 | 25 | 26 | 700 | 384.85 |
| Assam | 2000 | 1618.63 | 600 | 318 | 575.58 | 397.26 |
| Bihar | 5600 | 5221.59 | 3800 | 3416 | 1349.31 | 1,586.37 |
| Chhattisgarh | 1600 | 1901.494 | 640 | 404 | 338.96 | 722.41 |
| Goa | 0 | 0 | 0 | 0 | 0 | 0.00 |
| Gujarat | 50 | 50.306 | 10 | 11 | 0 | 52.35 |
| Haryana | 50 | 38.28 | 0 | 0 | 0 | 28.97 |
| Himachal Pradesh | 1700 | 1772.533 | 220 | 57 | 360.17 | 520.82 |
| Jammu And Kashmir | 1800 | 1804.541 | 400 | 153 | 1400 | 949.36 |
| Jharkhand | 4500 | 4519.145 | 1700 | 1712 | 1087.89 | 1257.00 |
| Karnataka | 66 | 58.98 | 0 | 0 | 5 | 50.46 |
| Kerala | 434 | 372.971 | 3 | 16 | 169.13 | 206.09 |
| Madhya Pradesh | 5200 | 5222.453 | 2600 | 1642 | 1075.08 | 1,902.02 |
| Maharashtra | 900 | 569.758 | 40 | 34 | 270.59 | 407.20 |
| Manipur | 1000 | 731.199 | 85 | 58 | 219 | 264.25 |
| Meghalaya | 450 | 150.329 | 60 | 48 | 45.68 | 113.55 |
| Mizoram | 500 | 237.132 | 24 | 0 | 200 | 72.71 |
| Nagaland | 50 | 85 | 0 | 0 | 8.8 | 18.04 |
| Odisha | 7000 | 7175.607 | 2100 | 1780 | 2038.19 | 2,679.95 |
| Punjab | 950 | 851.75 | 0 | 0 | 318.73 | 334.66 |
| Rajasthan | 3200 | 3257.027 | 800 | 762 | 889.9 | 536.53 |
| Sikkim | 400 | 419.155 | 35 | 4 | 337 | 205.55 |
| Tamilnadu | 1500 | 1611.363 | 3 | 0 | 591.07 | 528.54 |
| Tripura | 650 | 313.138 | 100 | 38 | 135.38 | 135.92 |
| Uttar Pradesh | 4500 | 4106.461 | 300 | 36 | 866.81 | 1,822.20 |
| Uttarakhand | 1500 | 1839.106 | 300 | 207 | 686.31 | 608.36 |
| West Bengal | 3500 | 3213.105 | 1000 | 784 | 1000 | 1,253.13 |
| Telangana | 400 | 302.929 | 55 | 10 | 99.22 | 132.66 |
| Total | 51000 | 48,730.06 | 15,000 | 11,548 | 14,807.80 | 17,307.46 |

| State | 2018-19 | | | | | |
|----------------------------------|------------------|------------------|--------------------|-----------------------|-------------------|-----------------|
| | Physical Targets | | | | Financial Targets | |
| | Target Length | Completed Length | Target Habitations | Connected Habitations | Release | Expenditure |
| Andaman And Nicobar Islands (UT) | 0 | 0 | 0 | 0 | 0.00 | 0.00 |
| Andhra Pradesh | 500 | 336.73 | 100 | 73 | 200 | 257.43 |
| Arunachal Pradesh | 1400 | 1317.637 | 50 | 70 | 1350 | 1,005.98 |
| Assam | 5000 | 4300.533 | 2780 | 1638 | 2506.58 | 2,413.64 |
| Bihar | 5000 | 4227.133 | 4020 | 2754 | 60.57 | 1,874.77 |
| Chhattisgarh | 3800 | 3112.355 | 800 | 481 | 664.39 | 1512.94 |
| Goa | 0 | 0 | 0 | 0 | 0 | 0.00 |
| Gujarat | 50 | 14.39 | 10 | 10 | 0 | 32.69 |
| Haryana | 3 | 4.95 | 0 | 0 | 0 | 2.28 |
| Himachal Pradesh | 2400 | 1334.35 | 150 | 83 | 677.25 | 690.59 |
| Jammu And Kashmir | 2800 | 1622.198 | 520 | 221 | 581.46 | 1,082.26 |
| Jharkhand | 5000 | 3573.469 | 1700 | 1724 | 757.32 | 1213.85 |
| Karnataka | 12 | 6.63 | 0 | 0 | 0.56 | 15.85 |
| Kerala | 500 | 314.466 | 12 | 16 | 100.77 | 225.30 |
| Madhya Pradesh | 4500 | 4520.839 | 980 | 671 | 913.3 | 2,533.07 |
| Maharashtra | 500 | 266.828 | 60 | 49 | 6.75 | 195.70 |
| Manipur | 900 | 852.235 | 110 | 63 | 293.63 | 311.01 |
| Meghalaya | 400 | 211.424 | 200 | 42 | 196.42 | 158.81 |
| Mizoram | 400 | 266.585 | 35 | 0 | 51.32 | 138.48 |
| Nagaland | 200 | 208.99 | 11 | 2 | 149.63 | 71.66 |
| Odisha | 8000 | 8151.299 | 2000 | 1673 | 2461.5 | 3289.38 |
| Punjab | 275 | 246.775 | 0 | 0 | 0 | 227.64 |
| Rajasthan | 2600 | 2527.293 | 40 | 11 | 0 | 857.63 |
| Sikkim | 1000 | 351.919 | 70 | 52 | 199.4 | 222.55 |
| Tamilnadu | 2000 | 2166.856 | 3 | 0 | 589 | 880.98 |
| Tripura | 500 | 169.087 | 45 | 31 | 73.31 | 129.22 |
| Uttar Pradesh | 1950 | 1688.272 | 4 | 5 | 253.54 | 959.98 |
| Uttarakhand | 2510 | 1756.269 | 300 | 202 | 988.23 | 698.43 |
| West Bengal | 5000 | 5111.82 | 900 | 550 | 1386.44 | 2,058.28 |
| Telangana | 500 | 381.195 | 100 | 63 | 99.64 | 321.02 |
| Total | 57700 | 49042.527 | 15000 | 10484 | 14,561 | 23381.42 |

| 2019-20 (up to Sept 2019) | | | | | | |
|---------------------------|---------------|------------------|--------------------|-----------------------|-----------------|-----------------|
| State | Length Target | Length completed | Habitations Target | Habitations connected | Release | Expenditure |
| A&N Islands | 36 | 0.00 | 7 | 0 | 0 | 0.00 |
| Andhra Pradesh | 800 | 85.99 | 45 | 29 | 0 | 202.16 |
| Arunachal Pradesh | 3500 | 44.14 | 204 | 1 | 0 | 314.41 |
| Assam | 5230 | 283.49 | 2,740 | 168 | 598.535 | 1426.55 |
| Bihar | 4300 | 213.44 | 2,095 | 167 | 0 | 752.78 |
| Chhattisgarh | 2500 | 224.74 | 640 | 23 | 786.46 | 661.58 |
| Goa | 0 | 0.00 | 0 | 0 | 0 | 0.00 |
| Gujarat | 0 | 0.00 | 0 | 0 | 0 | 6.24 |
| Haryana | 0 | 0.00 | 0 | 0 | 0 | 0.00 |
| Himachal Pradesh | 3015 | 463.12 | 115 | 41 | 587 | 260.17 |
| Jammu and Kashmir | 3000 | 735.38 | 467 | 24 | 256.73 | 692.47 |
| Jharkhand | 2700 | 200.41 | 798 | 11 | 0 | 719.37 |
| Karnataka | 0 | 6.00 | 0 | 2 | 0 | 0.93 |
| Kerala | 266 | 52.99 | 2 | 0 | 0 | 69.79 |
| Madhya Pradesh | 2400 | 857.34 | 250 | 114 | 795.26 | 973.67 |
| Maharashtra | 500 | 20.67 | 130 | 0 | 0 | 99.91 |
| Manipur | 2000 | 131.38 | 101 | 13 | 0 | 228.33 |
| Meghalaya | 1000 | 38.85 | 227 | 16 | 0 | 88.45 |
| Mizoram | 600 | 159.68 | 68 | 1 | 195.5 | 95.77 |
| Nagaland | 400 | 37.90 | 12 | 0 | 118 | 12.43 |
| Odisha | 8200 | 432.04 | 1,098 | 52 | 0 | 1025.96 |
| Punjab | 50 | 17.82 | 0 | 0 | 0 | 14.91 |
| Rajasthan | 150 | 40.73 | 0 | 6 | 0 | 232.85 |
| Sikkim | 800 | 7.12 | 35 | 1 | 4.39 | 76.63 |
| Tamil Nadu | 1500 | 409.85 | 3 | 0 | 0 | 456.09 |
| Tripura | 450 | 14.83 | 87 | 1 | 0 | 43.98 |
| Uttar Pradesh | 1000 | 233.82 | 0 | 0 | 0 | 168.22 |
| Uttarakhand | 2500 | 395.92 | 507 | 30 | 7.15 | 330.74 |
| West Bengal | 2600 | 524.80 | 0 | 12 | 0 | 793.91 |
| Telangana | 600 | 39.59 | 90 | 4 | 0 | 125.41 |
| Total: | 50,097 | 5,672.03 | 9,721 | 716 | 3,349.03 | 9,873.71 |

3.2 Regarding the persistent shortfall in the achievement of physical target in terms of habitations (in number) the Department of Rural Development have furnished their written replies as below:-

"Pradhan Mantri Gram Sadak Yojana (PMGSY) was launched as a special intervention of Union Government to provide all-weather road connectivity to eligible unconnected habitations of population 500+ in plain areas and 250+ in North-Eastern and Himalayan States. a total of 1,78,184 eligible unconnected habitations were targeted to be provided all-weather road connectivity by March 2022. However, sensing the

importance and urgency of rural roads for national development, the target date was advanced from 2022 to 2019.

Out of 1,78,184 targeted habitations under PMGSY-I, as on 30th April, 2019, a total of 4,088 habitations are either not feasible or been dropped. Out of the remaining 1,74,184 habitations, the States have further reported that 2,407 habitations are not feasible as of now due to reasons such as forest clearance, land issues and Court cases. Out of the remaining eligible and feasible 1,71,689 habitations, a total of 1,66,535 habitations have been connected through all-weather roads as on 15th October, 2019 including 16,086 habitations connected by various State Government using their own resources. Thus, more than 97% eligible and feasible habitations have already been provided connectivity.

The States of Punjab, Gujarat, Rajasthan, Haryana, Karnataka and Tamilnadu have already provided connectivity to majority eligible habitations. The States left with substantial number of habitations for providing connectivity are mainly North-Eastern and Himalayan States as also the States of Andhra Pradesh, Bihar, Chhattisgarh, Madhya Pradesh, Odisha and West Bengal. The reasons for delay in achieving the targets in these States can be attributed to the following reasons

- (i) Most remote habitations remaining for connectivity;
- (ii) Short working season;
- (iii) Inadequate execution and contracting capacity;
- (iv) Scarcity of construction material;
- (v) Difficult terrain;
- (vi) Climate change and unpredictable adverse weather in recent years.

The Ministry is reviewing the position continuously and States are provided requisite assistance to achieve the target of 100% connectivity to all eligible and feasible habitations at the earliest possible."

4. Quality Control/Monitoring

For the effective quality control of the roads constructed under PMGSY alongwith monitoring, DoRD have stated that:-

"For effective quality control of projects constructed under PMGSY, a three tier Quality Control Mechanism has been put in place. The first tier is in-house process control by the Project Implementation Unit (PIU) by using field labs to check quality of material being used and the workmanship. The second tier is an independent monitoring of construction quality by the State Quality Monitors (SQMs) deployed by respective SRRDAs. The third tier is an independent monitoring mechanism at the central level. Under this tier, the independent National Quality Monitors (NQMs) are engaged for inspections of roads, selected at random.

With a view to enhance accountability at each of these levels, various mandatory provisions have been made in the programme MIS Tool i.e. OMMAS wherein the functional details at each of these level are entered and made available for scrutiny by Senior functionaries. Under first tier, now the PIU is required to

upload the geo-referenced photographs of field laboratory established by the contractor, for each package in OMMAS. The up-dation status of field laboratories in OMMAS is closely monitored at State and Central level. Under the second tier, the abstract of findings of quality parameters along with the geo-reference photographs of the work is uploaded in OMMAS by SQMs, for each of their inspections. Similarly, the NQM are also required to upload the abstract of their inspections and corresponding photographs of the work in OMMAS. The findings of both SQMs and NQMs along with the photographs are made available in public domain. Various reports have been developed in OMMAS to closely monitor the quality of reporting of works, by the Quality Monitors. These details are made available at respective State logins and these findings are also periodically shared for follow up and compliance, with the respective States by the Ministry in Regional Review Meetings (RRM).

The number of National Quality Monitor (NQM) inspections have increased from 5266 in 2014-15 to 9361 inspection in 2018-19. Commensurate decrease in the unsatisfactory grading has been observed in completed work and ongoing works from 13.23 % and 15.93 % in 2014-15 to 7.17% and 7.53% in 2018-19."

"Regarding setting up of labs for quality testing. It is a very good suggestion. We will examine it further. As of now, for some programmes like the PMGSY, we have a State Technical Agency. The IITs and NITs are involved. "

4.2 Further elaborating upon the steps taken by DoRD to ensure the maintenance and upkeep of roads after cfonstruction, DoRD in written replies have outlined as under:-

"The maintenance of rural roads built under PMGSY upto five years after construction, are strictly monitored by DoRD/ NRRDA as the construction and maintenance for five years after construction is done by the same agency who is constructing the road, as part of the agreement and as five year defect liability period (DLP), with due provisions in the DPR, release of maintenance fund by the State and also through periodical inspections for watching quality of maintenance by deputing NQMs at national level and SQMs at State level. Financial incentives are given to best performing States, which show higher achievement on the basis of set-parameters. These incentives are given to encourage a culture of maintenance of assets in the states. The funds released as financial incentives are used for periodic maintenance of rural roads already constructed under PMGSY. Financial incentives amounting to Rs. 1076.49 crore, Rs. 842.50 crore and Rs. 804 crore were awarded in fiscal year 2016-17, 2017-18 & 2018-19 respectively for periodic maintenance to best performing States.

The formulation of the Rural Roads Maintenance Policy (RRMP) of the State helps in focusing a proper maintenance system of all the rural roads built under State's own different schemes, NABARD, CRF, PMGSY, MGNREGA etc by providing required budgetary provision for maintenance, every year. These rural roads assets play a major role in achieving sustainable poverty alleviation in rural areas. All the States, since recent years, on the insistence and continuous follow up by DoRD/ NRRDA by way of holding meetings viz, Regional Review Meetings, Empowered Committee Meetings, correspondences, uploading on PMGSY website the RRMPs already formulated by certain States etc., have taken it seriously and as a result so far out of 29 States, 27 States viz Andhra Pradesh, Arunachal Pradesh, Assam, Bihar, Chhattisgarh, Gujarat, Haryana, Himachal Pradesh, Jharkhand, Kerala, Karnataka, Madhya Pradesh, Maharashtra, Manipur, Mizoram, Meghalaya, Nagaland, Odisha, Punjab, Rajasthan, Sikkim, Tamil Nadu, Tripura, Telangana, Uttar Pradesh, Uttarakhand and West Bengal except Goa and Jammu & Kashmir have formulated their Rural Roads Maintenance Policy (RRMP). "

4.3 The issue of maintenance of roads under PMGSY cropped up during the course of evidence. In this respect, the Secretary, DoRD responded submitted as under:-

"जहां तक प्रधान मंत्री ग्रामीण सड़क योजना की सड़कों के रखरखाव की बात है, वर्ष 2000 से यह कार्य चल रहा था। जिन सड़कों का हमने निर्माण किया था, उनको बने पांच साल से ज्यादा का समय हो चुका है। पांच साल बाद उनकी मेनटेनेंस का दायित्व राज्यों को चला जाता है। कई राज्य अपने साधन सड़कों पर लगा रहे हैं और मध्य प्रदेश इसका बहुत अच्छा उदाहरण है। अल्का जी वहां प्रधान सचिव कई वर्षों तक रही हैं। पीएमपीएसवाई-3 की स्वीकृति के समय राज्यों से कंडिशन रखी है कि यदि राज्य रख रखाव में पैसे लगाएंगे, तो आपको फेस-3 की स्वीकृति में प्राथमिकता देंगे। मध्य प्रदेश में बहुत अच्छा प्रयोग ई-मार्ग का किया था। सड़क सही बनी रहे, इसके लिए वे थोड़ी दूरी पर जीओ-टैग लेकर फोटो अपलोड करते हैं और फोटो बिल्कुल क्लीयर होती है कि सड़क वैल मेंटेड है, तभी उसका भुगतान होता है। मध्य प्रदेश में ई-मार्ग की व्यवस्था को राष्ट्रीय स्तर पर हर राज्य में हम लागू करना चाहते हैं। हमें विश्वास है कि यदि हमें राज्यों से सहयोग मिलेगा। मेनटेनेंस पालिसी 23 राज्यों ने बनाली है, लेकिन पालिसी के साथ-साथ मेनटेनेंस फंड भी समय पर देना पड़ेगा। हमारा प्रयास रहेगा कि हम इस दिशा में और अच्छा करें।"

5. **Accountability**

An On-line Management, Monitoring and Accounting System (OMMAS) for the PMGSY is in place to effectively monitor the entire Programme and bring about greater efficiency, accountability and transparency in implementation. The OMMAS facilitates

the operational requirements of planning, scheduling, monitoring, tracking and execution in implementing the PMGSY scheme. OMMAS is intended to serve the requirement of decision-making authorities at various levels, quality monitors, DPIU's, NRIDA and DoRD.

Data updation is done at PIU/ SRRDA/NRIDA/DoRD level. As and when data is generated it is updated at the origin of information generation and is being monitored regularly. Physical Progress, Financial Progress and are updated daily.

All payment is being made through e-payment with digital signature of Authorized signatory using PFMS. Physical Progress in terms of Length and Habitation is real time data. Geo PMGSY Mobile app is being used for the PMGSY assets. It is being used for planning of PMGSY-III. Quality monitoring of roads are done through Mobile application. MIS reports generated from OMMAS are based on real time data.

5.2 Based on the best National and International practices, a Standard Bidding Document (SBD) has been developed by the Department for the procurement of works under PMGSY. All the works under the programme are procured and managed on the basis of provision of Standard Bidding Document (SBD). To ensure transparency and harness various advantages of electronic tendering, entire bidding of procurement of works under the programme is being carried out only through e-procurement.

Further, to effectively address the issue of complaint related to procurement of works, the Ministry vide its letter dated 04th November, 2016 has already requested all the States to review the PMGSY Procurement management system in their States and to identify an officer of the level of Chief Engineer and designate him as the Nodal officer to receive and enquire into the complaints relating to procurement.

PMGSY bidding document requires the bidder to submit an affidavit about the correctness of the information submitted by him in his bid. In case the information furnished by the bidder is found incorrect at the later stage, the State is required to take appropriate legal action including blacklisting of the defaulting bidder/ contractor.

Further, in case there is a variation in the scanned copy of documents unloaded in e-tendering and hard copy of documents submitted by bidder, the bidder is liable to be debarred from participating in PMGSY projects for a period of five years.

6. **Bottlenecks faced**

The reasons for delay in achieving the targets in the States can be attributed to the following reasons:-

- (i) Most remote habitations remaining for connectivity;
- (ii) Short working season;
- (iii) Inadequate execution and contracting capacity;
- (iv) Scarcity of construction material;
- (v) Difficult terrain;
- (vi) Climate change and unpredictable adverse weather in recent years.

The Ministry is reviewing the position continuously and States are provided requisite assistance to achieve the target of 100% connectivity to all eligible and feasible habitations at the earliest possible.

C. **Pradhan Mantri Awaas Yojana - Gramin (PMAY-G)**

1. **Vision and Features**

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 Government's objective of "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 programme, and to bring in place a more comprehensive initiative of providing shelter to the rural population devoid of proper shelter.

i) The main features of PMAY-G are:

- a) Identification of beneficiaries through Gram Sabha based on housing deprivation parameters as per Socio-Economic and Caste Census (SECC) 2011 data. Accordingly, rural households who are houseless or living in two rooms or less kutchha houses (both walls and roof kutchha) after excluding households falling under the automatic exclusion as per SECC 2011 and after due verification by Gram Sabha would be provided assistance under PMAY-G
- b) Unit assistance of Rs. 1.20 lakh in plains and Rs.1.30 lakh in hilly states, difficult areas and IAP districts.

c) In addition, the beneficiary will get Rs.12,000/- as assistance for construction of toilet under Swachh Bharat Mission (G), MGNREGA or any other dedicated financing source and support of unskilled wages of 90 person days in plain areas and 95 person days in hilly states, difficult areas and IAP districts under MGNREGA through convergence.

d) The beneficiary would be facilitated to avail institutional loan of upto Rs.70,000/- for construction of the house, which is optional.

e) Unit size of the house constructed under PMAY-G to be a minimum of 25 Sq.m.

- (ii) The cost of PMAY-G would be shared between Government of India and State Governments in the ratio 60:40 in plain areas. In case of North-Eastern and 3 Himalayan States (Jammu & Kashmir, Himachal Pradesh and Uttarakhand) the sharing pattern is in the ratio of 90:10. In case of UTs 100% share is borne by Govt. of India.

2. Financial Performance

| <i>Financial Year</i> | <i>Revenue</i> | <i>Capital</i> | <i>Revenue</i> | <i>Capital</i> | <i>Actual Expenditure</i> |
|-----------------------|----------------|----------------|----------------|----------------|-----------------------------|
| | <i>B.E</i> | | <i>R.E</i> | | |
| 2016-17 | 15,000 | - | 16,078.60 | - | 16074.37 |
| 2017-18 | 23,000 | - | 22832.31 | - | 22572.29 |
| 2018-19 | 21,000 | - | 19,600 | - | 19307.95 |
| 2019-20 | 19,000 | - | - | - | 10083.74 (As on 23.09.2019) |

(Rs. In crores)

| <i>Financial Year</i> | <i>Actual Expenditure</i> | <i>Revised Estimate</i> | <i>Amount Surrendered</i> |
|-----------------------|-----------------------------|-------------------------|---------------------------|
| 2016-17 | 16074.37 | 16,078.60 | 0 |
| 2017-18 | 22572.29 | 22832.21 | 260.02 |
| 2018-19 | 19,307.95 | 19,600 | 292.05 |
| 2019-20 | 10083.74 (As on 23.09.2019) | - | - |

2.2 On being enquired whether the BE for 2019-20 is sufficient to meet the target set for the current Financial Year as upto 23.09.2019, Rs. 10083.74 crores have been spent out of Rs. 19000 crore allotment, Department of Rural Development in their written reply have submitted as below:-

"As per the approved Cabinet Note the Financial Implication for construction of 60.00 lakh houses is Rs. 75,000 crore. Out of which the Central Share amount to Rs. 47,250 crore. The Current B.E for the Financial year 2019-20 is Rs. 19,000 crore and there is an additional requirement of Rs.29,195 crore to meet the budgetary gap. In the Interim Budget speech, 2019, Hon'ble Finance Minister had announced for availing Extra Budgetary Support of Rs.26,170 crore to meet the budgetary gap of PMAY-G. However, there is still an additional requirement of Rs.3,025 Crore to meet the budgetary gap for providing assistance to construction 60.00 lakh houses during 2019-20. There are unspent balance of previous year lying with the States to take care of this gap. As on 16.10.2019 an amount of Rs.11441.31 crore has been spent and as per the budgetary projections and committed liabilities, the entire budget is expected to be exhausted by December, 2019 and this division will be able to avail Extra Budgetary Resources thereafter."

3. Physical progress vis-a-vis target set

Physical target set out for each year during the last 3 years and achievement thereof, with reasons for shortfall, if any, in the achievement of targets.

| Financial Year | Physical Target | Physical Achievement* | Reasons for Shortfall |
|----------------|-----------------|-----------------------|--|
| 2016-17 | 4277969 | 3213447 | States have taken time to achieve the allotted target due to issuance of revised FFI guidelines for restructured PMAY-G in 2016-17 |
| 2017-18 | 3201217 | 4454647 | NIL |
| 2018-19 | 2520814 | 4733601 | NIL |
| 2019-20 | 5054100 | 128473 | |

* As reported by States/UTs on AwaasSoft as on 23.9.2019 which includes IAY houses also.

Difference in Physical target:

| Financial Year | Physical Target | Physical Achievement* | Difference |
|----------------|-----------------|-----------------------|------------|
| 2016-17 | 4277969 | 3213447 | 1064522 |
| 2017-18 | 3201217 | 4454647 | NIL |
| 2018-19 | 2520814 | 4733601 | NIL |
| 2019-20 | 5054100 | 128473 | 4925627 |

* As reported by States/UTs on AwaasSoft as on 23.9.2019 which includes IAY houses also.

3.2 The Committee were desirous of knowing the reason behind the slow pace of achievement of physical target during the current Financial Year till 23.09.2019.

Responding to this query, the Department in its written reply have submitted that:-

"As on 16th October 2019, 84.39 lakh houses for phase - I against the target of 1 crore have been completed. The 2nd phase of PMAY-G started off with effect from 1st April 2019 and a target 50.54 lakh for FY 2019-20 has been allocated to the States. Against this target, 34.64 lakh houses have been registered and 30.66 lakh houses have been sanctioned. 1st instalment is released to 20.35 lakh households and 44,755 houses have already been completed.

It is stated that due to implementation of Model Code of Conduct for Lok Sabha elections 2019 from 10th March 2019 to 23rd May 2019, PMAY-G work was hampered as no fund release were made and no updation of house construction figures was carried on. Further, construction work is also hindered during the monsoon season. After the monsoon season, the momentum has picked up and the Ministry is confident that the target for FY 2019-20 shall be achieved within the set timelines."

3.3 Incomplete houses are a huge impediment towards the realisation of 'Housing for All' vision. Thus, the Committee enquired as to the status of incomplete houses till 30.09.2019 vis-a-vis targets under erstwhile IAY and current PMAY-G. In their written notes, the DoRD have stated as under:-

"The status of incomplete houses under PMAY-G as reported by the states on AwaasSoft is given below –

| Year | DoRD Target | Completed | Incomplete Houses |
|----------------|-------------|-----------|-------------------|
| 2016-17 | 42,77,969 | 36,29,080 | 6,48,914 |
| 2017-18 | 32,01,217 | 25,72,643 | 6,32,020 |
| 2018-19 | 25,20,814 | 22,37,942 | 2,78,539 |
| 2019-20 | 50,54,100 | 20714 | 50,09,345 |

Source: Awaas Soft report as on 30th September, 2019

The status of incomplete IAY houses as reported by the states in the Annual Action Plan meetings which were held in February 2019 is given below –

| Name of the state | Number of incomplete IAY houses as per AAP |
|--------------------------|---|
| BIHAR | 6,92,479 |
| JHARKHAND | 64,713 |
| MAHARASHTRA | 60,792 |
| RAJASTHAN | 59,765 |
| WEST BENGAL | 49,559 |
| GUJARAT | 47,116 |
| ASSAM | 31,204 |
| ODISHA | 29,302 |
| KARNATAKA | 28,092 |
| MADHYA PRADESH | 20,984 |
| JAMMU AND KASHMIR | 10,207 |
| CHHATTISGARH | 7,842 |
| UTTAR PRADESH | 7,119 |
| HARYANA | 5,965 |
| MANIPUR | 3,133 |
| MEGHALAYA | 3,092 |
| KERALA * As per AAP SPR | 1,273 |
| UTTARAKHAND | 1,155 |
| GOA | 718 |
| ANDAMAN AND NICOBAR | 531 |
| TRIPURA | 387 |
| PUNJAB | 331 |
| HIMACHAL PRADESH | 240 |
| LAKSHADWEEP | 227 |
| MIZORAM | 57 |
| TAMIL NADU | 52 |
| NAGALAND | 49 |
| SIKKIM | 31 |
| ANDHRA PRADESH | 0 |
| ARUNACHAL PRADESH | 0 |
| DADRA & NAGAR HAVELI | 0 |
| DAMAN & DIU | 0 |
| Total | 1,126,415 |

4. Sustainability of construction

To ensure sustainability of construction of houses under PMAY-G, DoRD have outlined the following steps:-

"The following steps are being taken by DoRD to ensure sustainability of construction of houses being constructed under PMAY-G:

- Houses constructed under PMAY-G are being geotagged at different stages of construction, which has been further linked with release of subsequent installments of financial assistance.

- ii. DoRD with the help of NIC has developed a "House quality review application" in AwaasSoft to review quality of the houses using the captured geotagged photographs at completed stage. On request from some of the States this provision is also being considered to be enabled for the States to use.
- iii. The quality construction of the houses under PMAY-G is also being reviewed through field visits by the CRM team, officials from the DoRD, etc.
- iv. As stated in the Framework for implementation of PMAY-G, The State/UT Government have been suggested to identify technical institutions of repute or building centres to provide technical support to beneficiaries in construction of their house. At the time of allotment of the house, the identified institution may sensitize the beneficiaries about the housing designs and construction technologies available for that area which can be adopted by the beneficiary for construction of his / her house.
- v. The States have also been asked to have on board technical expert in the field of house construction including alternate technologies for monitoring and supervision of houses constructed under PMAY-G under Project Management Units (PMUs) at State, District and block level.
- vi. DoRD in collaboration with Global Green Growth Institute (GGGI) and United States Agency for International Development (USAID) is in the process of developing a framework for greening the houses under PMAY-G."

4.2 During the course of examination, the issue of monitoring and supervision of the scheme vis-a-vis issues of corruption in quality of material utilized/release of payment/listing of genuine beneficiaries cropped up. In this regard the Committee were informed through the written notes submitted by the DoRD as under:-

"DoRD has adopted a very robust monitoring mechanism to monitor performance as well as the processes under PMAY-G:

Monitoring at DoRD:

- The progress of the States/UTs, Districts, Blocks and Panchayats under the scheme shall be monitored only through the reports generated from AwaasSoft.
- The performance of the States / UTs, Districts, Blocks and Panchayats on different pre-determined parameters are monitored through Performance Index Dashboard. Monitoring through Performance Index Dashboard helps in identifying areas of improvement and motivate towards better results in implementation of the programme and ensuring timely completion of houses against targets assigned.
- Ground verifications is done by different agencies like Area Officers, National Level Monitors and DISHA (District Development coordination and Monitoring committee).

- The end to end execution of the scheme from the selection of beneficiaries, disbursement of assistance to beneficiaries, verification of progress in construction, release of funds etc. is conducted through workflow enabled transaction based **MIS – AwaasSoft**.
- The physical progress of stage-wise construction on ground is verified and monitored through geo-referenced, date and time stamped photographs captured by inspectors or by beneficiaries using the mobile based application - “**AwaasApp**” and uploaded on AwaasSoft.
- The quality of houses constructed under PMAY-G is monitored through a **quality monitoring module** developed in the mobile application “AwaasApp”
- National Level Monitors and Area Officers of the Ministry shall also visit PMAY-G houses to assess the progress and processes followed under the scheme during their field visits. The DISHA Committee at the district level, headed by Hon’ble Member of Parliament, will also monitor progress and implementation of PMAY-G.
- The National Infrastructure Development Agency (NRIDA) at the National level would act as the nodal agency for coordinating and monitoring of different aspects of implementation of PMAY-G including green housing.

Monitoring by State/UT Governments

- Officers at the Block level should inspect as far as possible 10% of the houses during construction.
- District level officers should inspect 2% of the houses during construction.
- Every house sanctioned under PMAY-G to be tagged to a village level functionary including Government employees (Gram Rozgar Sahayak or any other village level worker) who shall facilitate and follow-up with the beneficiary till the completion of a house. For green housing, they would also facilitate and certify compliance requirements as specified (the requirement of this line needs to be looked into).
- The implementation of different parameters at the State / District / Block / Panchayat levels are monitored by the officials of the State Government through the Performance Index Dashboard.

Internal Audit

- Internal Audit teams from the Ministry conduct risk based internal audit and provide it to the States as well as the program implementation divisions for continuous improvement in the implementation process. Some States also have their own internal audit set up.

Financial Audit

- The State will ensure that the State Nodal Bank Account (SNA) of PMAY-G at the State level, administrative fund account at the State and District level is audited by a Chartered Accountant selected from a panel approved by the **C&AG**. The books of accounts maintained for PMAY-G at all levels shall also be open to audit by the C&AG as well as by the

Internal Audit Wing of the Pay and Accounts Office of the Ministry of Rural Development.

Social Audit

- Social Audit is to be conducted in every Gram Panchayat at least once in a year, involving a mandatory review of all aspects. Social Audit Units (SAU), set up by the State/UT Government under MGNREGA, is being roped in to facilitate conduct of Social Audit of PMAY-G.

Common Review Mission

- An annual review at the ground level is conducted by the CRM team set up by The National Rural Health Mission (NRHM) with an aim to provide valuable understanding of the strategies which were successful and those which warranted mid-course adjustments."

4.3 Further pondering over the quality control of the houses being constructed under PMAY-G, the Committee were enlightened by the DoRD through its replies submitted as below:-

"The use of house design typologies appropriate to local geo-climatic considerations in the construction of houses under PMAY-G leads to significant reduction in the cost of construction, minimizing the probable adverse environmental impact and contribute towards decentralize economy and local entrepreneurship. With this objective, beneficiaries are being encouraged to use such house designs in the construction of houses under PMAY-G, though it is up to the beneficiary how he/ she wants to construct his /her house.

Steps being taken by DoRD to ensure the quality control of the houses under PMAY-G -

i. DoRD with the help of IIT-Delhi, United Nations Development Programme (UNDP) and CSIR-Central Building Research Institute (CSIR-CBRI) had undertaken state-specific studies in 18 states for the development of house design typologies appropriate to local geo-climatic and cultural context. As an outcome of the study, DoRD has published a compendium of region-specific house designs with name 'Pahal' which includes 108 house designs for 64 housing zones in 15 States. Two volumes of Pahal have been released

ii. To avail the skilled work force for the construction of houses DoRD has launched Rural Mason Training (RMT) Program under PMAY-G. As on 7th October 2019 around 49,354 masons have been trained and Certified.

iii. Houses constructed under PMAY-G are being geotagged at different stages of construction, which has been further linked with release of subsequent installments of financial assistance. This supports evidence-based monitoring.

iv. DoRD with the help of NIC has developed a "House quality review application" in AwaasSoft to review quality of the houses using captured geotagged photographs at the completed stage. On request from some of the States the provision is also being considered to be enabled for the States.

v. Consultation for collaboration- A day long consultation workshop with leading academic institutes of Architecture, Engineering and Rural Development was organized in the presence of Minister Rural Development in the month of January 2018. Avenues for collaboration with the academic institutes in the implementation of PMAY-G and quality construction of houses were explored during the consultation. On the same-lines draft guidelines for collaboration with technical/ academic institutes have been prepared and shared with all the States/ UTs for their inputs.

vi. Draft guidelines for construction of demonstration houses on region specific house design typologies for inputs/ suggestions have been shared with the States / UT.

vii. The IT based portal Rural Housing Knowledge Network (RHKN) for Comprehensive knowledge on construction technologies, costing & resources is being revamped. National Institute of Rural Development & Panchayati Raj (NIRD-PR) and NIC have been on-boarded for the same.

viii. The quality construction of the houses under PMAY-G is also being reviewed through field visits by the CRM team, officials from the DoRD, etc.

ix. The workshop was organized with building materials manufacturers and suppliers' association to augment sustained availability of good quality construction materials under PMAY-G.

x. Proposal of demo-house construction by CBRI in the States of Assam and Uttar Pradesh is in advance stage of consideration at the Ministry. "

5. Increase in Unit Assistance

Responding to the query raised by the Committee regarding the existing unit assistance to the beneficiaries under the scheme, the DoRD have clarified as under:-

"It is stated that before drafting the note for Expenditure Finance Committee (EFC) for taking approval of the Cabinet for phase-II of the scheme, Ministry had reviewed the scenarios of raising the unit assistance. The need for revision in the unit assistance was not felt. With effect from April, 2016, Unit assistance was increased from Rs. 70,000 to Rs. 1,20,000 in plains and from Rs. 75,000 to Rs. 1,30,000 in hilly areas, difficult areas and IAP districts with restructuring of erstwhile IAY into Pradhan Mantri Awaas Yojana-Gramin (PMAY-G).

Currently, the rate of assistance is Rs.1,20,000/- for plain areas and Rs.1,30,000 for hilly and difficult areas. In addition to the assistance, the beneficiary gets Rs.12,000/- as assistance for construction of toilet under Swachh Bharat Mission, MGNREGA or any other dedicated source and

support of 90/95 persondays of unskilled wages from MGNREGA through convergence. After including all this, the amount of assistance to the beneficiary for construction of house would be around Rs.1.50 lakh in plain areas and 1.60 lakhs in difficult areas. The amount would be sufficient for construction of a basic housing unit of 25 Sq.mt and the beneficiary can expand the same when more finances are available.

Additionally, under PMAY-G financial assistance is provided directly to the beneficiaries for construction of house. Further under the scheme provision, if the beneficiary so chooses, he/she will be facilitated to avail loan of upto Rs.70,000 from Financial Institutions. The objective of the loan product is to develop loan product for beneficiaries in PWL and outside PWL where there is no collateral requirement, documentation is minimum and has simplified procedures.

In order to realize the Government's objective of "Housing for All" by 2022, Rural Housing Interest Subsidy Scheme (RHSS) was approved by the Union Cabinet on 24th January, 2017. The Hon'ble Minister of Rural Development formally released the guidelines for RHSS on 19th June, 2017. RHSS provides for interest subsidy at the rate of 3.0 percent on the principal amount of the loan. The interest subsidy by Govt shall be admissible for a maximum loan amount of Rs. 2.00 lakh for 20 years or full period of loan whichever is less. The maximum amount of subsidy for a beneficiary is Rs 38,359 for the entire duration of the loan. The amount of Rs 38,359 subvents the EMI payable by the beneficiary."

6. Inclusion of left over beneficiaries

On a pertinent issue of the status of leftover beneficiaries from the ambit of PMAY-G, the DoRD have submitted their written response as below:-

"Based on interaction with the States, it has been observed that though comprehensive process has been followed in identification of eligible households for inclusion in the Permanent Waitlist(PWL) of Pradhan Mantri Awaas Yojana – Gramin (PMAY-G), yet exclusion errors do exist. Considering this, the Ministry decided to identify such households with the help of State officials for inclusion in the PWL through Awaas+ App.

Awaas+ is a mobile application that was developed for identification of those households who though eligible but have not been included in the PWL of PMAY-G. The application was used by the field functionaries involved in implementation of the scheme for adding the details of potentially eligible households. As on this date, a total of 3.53 crore households have been identified by ground level administration and their details have been entered in Awaas+.

In order to clean the data and filter out the most eligible households who may be considered for inclusion in the PWL of PMAY-G, a committee of experts is constituted under the Chairpersonship of Dr. Nagesh Singh, former Additional Secretary(RD) to analyze Awaas+ data and propose a methodology + for finalization of a mechanism/strategy for data cleaning and filtering out the eligible households. The members of committee are

working on the sample data of Awaas+ to identify eligible households and prioritize them so that targets can be given to respective states accordingly."

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

1. About the Yojana

The National Rural Livelihoods Mission (NRLM) is a centrally sponsored programme of the Ministry of Rural Development. 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. Essential Features of the Yojana

(i) Universal Social Mobilization through SHGs

Universal social mobilization of rural poor households through formation of Self-Help Groups (SHGs) of women is central to DAY-NRLM. The key elements of universal social mobilization are:

- (i) at least one woman member from each poor rural household to be mobilized into SHGs;
- (ii) all households with one or more deprivations as per SECC data are to be mobilized into SHGs and identification of households should be validated by a participatory identification process finally approved by the *Gram Sabha*; and

- (iii) special efforts are to be made to identify and mobilize vulnerable and marginalized households, particularly, the SCs, the STs, the PVTGs, single women and women heads of households, the disabled, the landless, migrant labour and people inhabiting isolated and remote villages.

(ii) Promotion of SHG Federation

Building SHG federations at the village, cluster and block levels is the second important feature of DAY-NRLM. At the village level, DAY-NRLM seeks to promote a primary federation of SHGs, known as the Village Organization (VOs). All the village organizations located in a cluster, are then federated. Similarly at the block level, a tertiary federation is promoted. Financial and governance relations are promoted between the SHGs and their federations. Thus, SHGs are to be organically linked with the VOs and VOs with cluster federations and finally cluster federations with block federations. As part of institutional development, democratic governance, transparent financial management and accountability systems are established in these institutions.

Further, as the SHGs and their federations attain a certain level of maturity, the Mission envisages emergence of new institutions to address the livelihood issues, in the form of dairy collectives, farmer organizations, weavers' associations, NTFP co-operatives *etc.*

(iii) Community funds as Resources in Perpetuity

DAY-NRLM provides funds to create a resource in perpetuity for the community institutions to strengthen their institutional and financial management capacity and build their track record to attract mainstream bank finance. The funds provided to community institutions are based on micro-planning process and it is treated as loans to individual SHG members but 'grant-in-aid' to community institutions. Funds are disbursed to these institutions in multiple tranches based on triggers and milestones achieved and not merely their chronological age and time-period. Priorities are given to poor and the poorest of poor in disbursement of funds or as collectively prioritized by the members of institutions.

(iv) Universal Financial Inclusion

DAY-NRLM intervenes on both demand and supply sides to promote financial inclusion. On the demand side, the Mission promotes financial literacy among the poor and provides catalytic capital to the SHGs and their federations. On the supply side, it

coordinates with the financial sector and encourages use of Information, Communication & Technology (ICT) based financial technologies, business correspondents and community facilitators like '*Bank Mitras*'. The Mission is also expected to work towards universal coverage of rural poor against loss of life, health and assets. Further, the Mission works on remittances, especially in areas where migration is endemic.

Financial inclusion is primarily being facilitated to enable each SHG to be linked to banks and to access credit and other financial services from them. The Mission expects that over a period five to seven years, each SHG would be able to leverage a cumulative bank credit of Rs.10,00,000/- in repeat doses, such that on the average each member household accesses a cumulative amount of Rs.1,00,000/-.

3. Key Components of the Yojana

(i) Interest Subvention

In order to reduce the effective cost of bank credit to women SHGs, DAY-NRLM provides interest subvention and additional interest subvention to SHGs from FY 2013-14. All women SHGs whose members are from the DAY-NRLM target group, are eligible for receiving interest subvention equal to the difference between the borrowing rate of interest and 7%. In addition, in respect of 250 backward districts, all women SHGs can avail loans up to Rs.3.0 lakh each at 7% rate of interest per annum, with an additional interest subvention of 3% on prompt repayment, reducing the effective interest rate to 4%.

(ii) Mahila Kisan Sashaktikaran Pariyojana (MKSP)

In order to strengthen farm livelihoods of the poor, MKSP, a component of DAY-NRLM has been implemented. The primary objective of the MKSP is to empower women in agriculture by strengthening community institutions of poor women farmers and leveraging their strength to promote sustainable agriculture. MKSP focuses on agriculture, non-timber forest products, livestock and fisheries. Scalable models are being promoted for four livelihoods under MKSP. The MKSP strategy involves:

- organizing women farmers at village level as producers' groups;

- creating support structure for training, capacity building, information sharing, credit, technology and marketing;
- creating CRPs from within the community to take over the role of support structure; and
- Promoting higher level producers' organizations at block/cluster level for value addition and market linkages.

(iii) Start up Village Entrepreneurship Programme (SVEP)

Following a budget announcement by the Finance Minister in Budget speech, DAY-NRLM has introduced SVEP to promote and strengthen rural start-ups in non-farm sector from FY 2014-15. The strategy is to promote knowledge about assessing business feasibility, management and to provide access to loan-finance for start-ups as well as scaling-up the existing enterprise. SVEP Annual Action plans have been approved for 153 blocks in 135 districts across 23 States. Of these, DPRs have been approved for 120 blocks in 21 States. As of July 2019, enterprise formation has started in 105 blocks across 18 States and 59120 enterprises have been formed, out of which 25379 were supported during FY 2018-19. The EFC, while approving the scheme for a period of five years from 2014-15 to 2018-19, had directed that a mid-term evaluation of the scheme may be conducted. Further continuance of the scheme will be based on the evaluation report. The evaluation of the scheme is on-going at present. No further approvals for taking up additional blocks are being given. However, since it takes about three years to saturate a block under SVEP, work under approved action plan. Keeping in view the interest generated among the rural poor in the form of number of enterprises established, Loan-finance released, social capital built up over the years, employment being generated, etc., and considering the importance the Government is giving to employment generation schemes it would perhaps be desirable to extend the scheme.

(iv) Deen Dayal Upadhyay-Gramin Kaushalya Yojana (DDU-GKY)

A skill development and placement support component has also 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 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.

(v) Rural Self Employment Training Institutes (RSETIS)

Establishing RSETIs in each district of the country in collaboration with the banks and the state governments to provide training to the rural youth from the poor households, is another key component of DAY-NRLM. RSETIs provide short term residential training with long handholding support to the youth. Some RSETIs also offer off-site training to the youth. As on August, 2019, 582 RSETIs were functioning across the country. During 2018-19, the RSETIs have trained 4 lakh youth, of whom 2.96 lakh have been settled. Cumulatively, RSETIs have trained 32 lakh youth out of which 22 lakh have been settled. Post training support is also provided to the beneficiaries through interactive web portal, call centres, network of business counseling centres and alumni conventions. Each public sector bank is provided a grant of Rs.1.0 crore for setting up an RSETI, besides reimbursing cost of training, while the State governments are expected to provide land, free of cost.

4. Financial Growth

| Sl.No. | Year | Central Allocation (R.E) | Central Release |
|--------|--------------|--------------------------|----------------------------|
| 1 | 2016-17 | 3168.15 | 3165.89 |
| 2 | 2017-18 | 4350.83 | 4327.82 |
| 3 | 2018-19 | 5783.50 | 5783.48 |
| 4 | 2019-20 (BE) | 9024.00 | 2961.52 (as on 30.08.2019) |

Funding Pattern :

| | | | |
|----|--|-----|----|
| 1. | North Eastern States (Arunachal Pradesh, Assam, Manipur, Meghalaya, Mizoram, Nagaland, Tripura and Sikkim), Himachal Pradesh, Jammu & Kashmir and Uttarakhand. | 90 | 10 |
| 2. | Union Territories | 100 | 0 |
| 3. | All Other States | 60 | 40 |

The funds allocated and released to NE States during the last three years and upto 30.08.2019 is as under :-

| (Rs. in Crore) | | | | |
|----------------|---------|--------|--------|---------------------------|
| Sl.No. | Year | B.E | R.E | Actual Expenditure |
| 1 | 2016-17 | 218.50 | 306.00 | 306.00 |
| 2 | 2017-18 | 401.30 | 376.31 | 376.29 |
| 3 | 2018-19 | 575.00 | 578.00 | 578.00 |
| 4 | 2019-20 | 901.00 | | 377.10 (as on 30.08.2019) |

4.2 Reasons for variation**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.

2018-19

- During 2018-19, additional amount of Rs. 33.5 crore was needed for Interest Subvention Category-II which was made available through re-appropriation of savings available under other schemes.

4.3 Unspent Balance

| Year | Unspent Balance* |
|----------------------------|------------------|
| 2014-15 | 642.44 |
| 2015-16 | 457.25 |
| 2016-17 | 343.57 |
| 2017-18 | 782.87 |
| 2018-19 | 1007.93 |
| 2019-20 (up to June, 2019) | 2846.49 |

* Out of funds release by Government of India

4.4 When enquired about the component wise funding in DAY-NRLM, the DoRD in their written note have submitted as under:-

Component-wise Break-up of funds under DAY-NRLM for the year 2017-18

(Rs. in Crore)

| Sl. No | Components | BE | RE | Release/Expenditure |
|--------|--|----------------|----------------|---------------------|
| 1 | NRLM | 2035.00 | 2144.00 | 2141.28 |
| 2 | NRLP | 477.00 | 476.29 | 476.20 |
| 3 | Assistance from Special Climate Change Fund (SCCF) - SLACC | 10.00 | 10.71 | 10.71 |
| 4 | Interest Subvention (Category -I) | 460.00 | 455.70 | 455.70 |
| 5 | MKSP | 100.00 | 63.77 | 63.77 |
| 6 | RSETI | 100.00 | 58.75 | 55.75 |
| 7 | GOALS | 6.00 | 8.80 | 8.80 |
| 8 | DDU-GKY | 850.00 | 811.55 | 803.41 |
| 9 | SVEP | 100.00 | 62.45 | 60.49 |
| 10 | Miscellaneous | 27.00 | 27.76 | 26.67 |
| | Sub Total | 4165.00 | 4119.78 | 4102.78 |
| 11 | PMRDF | 35.00 | 6.00 | |
| 12 | DRDA | 300.00 | 225.05 | 225.04 |
| | Sub Total | 335.00 | 231.05 | 225.04 |
| | | | | |
| | Grand Total | 4500.00 | 4350.83 | 4327.82 |

Component-wise Break-up of funds under DAY-NRLM for the year 2018-19

(Rs. in Crore)

| Sl. No | Components | BE | RE | Release/Expenditure |
|--------|-----------------------------------|---------|---------|---------------------|
| 1 | NRLM | 2927.00 | 3031.27 | 3031.27 |
| 2 | NRLPS | 25.00 | 20.35 | 20.35 |
| 3 | SLACC | 5.00 | 5.00 | 5.00 |
| 4 | Interest Subvention (Category -I) | 905.00 | 1025.00 | 1025.00 |
| 5 | MKSP | 100.00 | 65.69 | 65.69 |

| | | | | |
|----|--------------------|----------------|----------------|----------------|
| 6 | SVEP | 100.00 | 85.65 | 85.65 |
| 8 | DDU-GKY | 1200.00 | 1214.92 | 1214.90 |
| 9 | RSETI | 100.00 | 67.84 | 67.84 |
| 10 | Miscellaneous* | 31.00 | 23.08 | 23.08 |
| | Sub Total | 5393.00 | 5538.80 | 5538.78 |
| | | | | |
| 10 | PMRDF | 7.00 | 0.00 | |
| 11 | DRDA | 350.00 | 244.70 | 244.70 |
| | Sub Total | 357.00 | 244.70 | 244.70 |
| | | | | |
| | Grand Total | 5750.00 | 5783.50 | 5783.48 |

Component-wise Break-up of funds under DAY-NRLM for the year 2019-20

(Rs. in Crore)

| Sl. No | Components | BE | RE | Release/Expenditure | |
|--------|-----------------------------------|----------------|----------------|---------------------|------------------|
| | | | | As on 30.09.2019 | As on 15.10.2019 |
| 1 | NRLM | 3946.00 | 3946.00 | 2326.13 | 2412.30 |
| 2 | NRETP | 406.00 | 406.00 | 175.26 | 190.50 |
| 3 | NRLPS | 20.00 | 20.00 | 4.70 | 4.70 |
| 4 | SLACC | 22.32 | 22.32 | 19.31 | 20.84 |
| 5 | Interest Subvention (Category -I) | 2225.00 | 2225.00 | 866.98 | 1254.17 |
| 6 | MKSP | 85.00 | 85.00 | 11.13 | 11.13 |
| 7 | SVEP | 85.00 | 85.00 | 11.18 | 11.18 |
| 9 | DDU-GKY | 1850.00 | 1850.00 | 1054.64 | 1054.64 |
| 10 | RSETI | 100.00 | 100.00 | 5.45 | 11.02 |
| | Miscellaneous* | 38.68 | 38.68 | 12.92 | 15.84 |
| | Sub Total | 8778.00 | 8778.00 | 4487.70 | 4986.32 |
| 11 | PMRDF | 1.00 | 1.00 | 0.00 | 0.00 |
| 12 | DRDA | 245.00 | 245.00 | 104.75 | 105.68 |
| | Sub Total | 246.00 | 246.00 | 104.75 | 105.68 |
| | Grand Total | 9024.00 | 9024.00 | 4592.45 | 5092.00 |

4.5 During the course of examination, it came to the fore that during the Financial Year 2019-20, less than one-third of the budget has been utilized till 30.08.2019. The Committee wanted to know whether the scheme was facing any major obstacle in its smooth progress, in this regard, the Department have stated as under:-

"Under DAY-NRLM, the expenditure upto 30.08.2019 was Rs.2961.52 Crore which is 32.82% of the budget allocation. The overall releases/expenditure as on 30.09.2019 was more than 50% of the BE provision. Hence there has been no shortfall in expenditure during the first half of the year."

4.6 The Committee was also desirous of being acquainted of the methods and criteria involved in the funding to create a resource in perpetuity for the community institution under DAY-NRLM. In their written reply, the DoRD have submitted that:-

"Core Financial support is provided only to SHGs and their federations to advance loans to enable members to undertake socio-economic activities as per micro-credit/investment plans. The maximum amount admissible for Community Investment Support Fund is Rs. 2.50 lakh per SHG. However, CIF support to SHGs is provided through VOs and CLFs and in the absence of strong VO/CLF, this is also provided directly to SHGs who have completed 6 months and found fully observing the Panchasutras. 'CLF is managing CISF as a resource in perpetuity to attain the goal of financial sustainability."

4.7 It was also enquired as to how far the interest subvention feature under DAY-NRLM worked for the benefits of women SHGs, the DoRD have clarified as under:-

"Interest Subvention on loans upto Rs 3 lakhs allowed women SHG members to borrow at affordable interest rates for meeting their immediate credit needs and investment in augmenting their productive assets for livelihoods."

Statewise number of SHGs benefitted under Interest Subvention Scheme

| Sl. No. | State Name | No. of SHGs availed Interest Subvention in Cat-I districts | | | | | |
|---------|-------------------|--|---------|---------|---------|---------|---------|
| | | 2013-14 | 2014-15 | 2015-16 | 2016-17 | 2017-18 | 2018-19 |
| 1 | ANDHRA PRADESH | 712271 | 355467 | 247235 | 354382 | 365500 | 316465 |
| 2 | ARUNACHAL PRADESH | 43 | 95 | 74 | 64 | 55 | 41 |
| 3 | ASSAM | 991 | 3268 | 3102 | 5563 | 5274 | 5624 |
| 4 | BIHAR | 7442 | 12713 | 18319 | 81056 | 37527 | 74177 |
| 5 | CHHATISGARH | 1363 | 5456 | 7508 | 17281 | 23100 | |
| 6 | GOA | 463 | 666 | 591 | 656 | 564 | 472 |
| 7 | GUJARAT | 1912 | 3083 | 2964 | 5125 | 5782 | 7658 |

| Sl. No. | State Name | No. of SHGs availed Interest Subvention in Cat-I districts | | | | | |
|---------|-------------------|--|---------------|---------------|----------------|----------------|----------------|
| | | 2013-14 | 2014-15 | 2015-16 | 2016-17 | 2017-18 | 2018-19 |
| 8 | HARYANA | 66 | 1035 | 434 | 1835 | 1965 | 1425 |
| 9 | HIMACHAL PRADESH | 665 | 1278 | 1416 | 1637 | 2731 | 2476 |
| 10 | JAMMU AND KASHMIR | 1238 | 2132 | 3643 | 3375 | 3881 | 5089 |
| 11 | JHARKHAND | 2232 | 2961 | 4641 | 10387 | 24148 | 30812 |
| 12 | KARNATAKA | 24005 | 100366 | 113093 | 177069 | 112209 | 103368 |
| 13 | KERALA | 6728 | 15132 | 25819 | 32110 | 31001 | 11779 |
| 14 | MADHYA PRADESH | 1299 | 3240 | 6328 | 7026 | 15927 | 7314 |
| 15 | MAHARASHTRA | 5804 | 6167 | 8272 | 16101 | 18698 | 30388 |
| 16 | MANIPUR | 25 | 0 | 0 | 32 | 31 | 55 |
| 17 | MEGHALAYA | | | 10 | 239 | 1254 | 1718 |
| 18 | MIZORAM | 11 | 8 | 5 | 4 | 20 | 29 |
| 19 | NAGALAND | 21 | 19 | 11 | 26 | 173 | 251 |
| 20 | ODISHA | 33646 | 61236 | 63061 | 90599 | 108290 | 98224 |
| 21 | PUDUCHERRY | | | 0 | 2048 | 1865 | 894 |
| 22 | PUNJAB | 80 | 68 | 46 | 177 | 497 | 479 |
| 23 | RAJASTHAN | 1711 | 2007 | 1989 | 7276 | 6743 | 12196 |
| 24 | SIKKIM | 18 | 67 | 104 | 132 | 338 | 679 |
| 25 | TAMIL NADU | 25617 | 30552 | 29624 | 58255 | 56500 | 54234 |
| 26 | TELANGANA | | | 159212 | 169161 | 121421 | 64734 |
| 27 | TRIPURA | 218 | 247 | 333 | 171 | 235 | 292 |
| 28 | UTTAR PRADESH | 688 | 1089 | 1656 | 2640 | 3076 | 3527 |
| 29 | UTTARAKHAND | 96 | 229 | 254 | 494 | 497 | 1760 |
| 30 | WEST BENGAL | 15167 | 54424 | 69773 | 130040 | 129642 | 284060 |
| | TOTAL | 843820 | 663005 | 769517 | 1174961 | 1164371 | 1157747 |

4.8 During the course of evidence, the Secretary, DoRD submitted before the Committee about the SHGs as below:-

“हम लोगों ने जम्मू कश्मीर में पाया कि महिलाओं का जो समूह बना है और माननीय सांसद महोदय का मैं आभार व्यक्त करना चाहूंगा कि 10 लाख रुपया 6 से 8 वर्ष में अगर 10 महिलाओं को मिलता है तो कुल साधन बिना कोलेट्रल का ज्यादा नहीं होता है। हम लोगों की यह कोशिश है कि इन महिलाओं को लोन दिला सकें। वित्त मंत्री जी ने अनाउंस किया था कि हम जो मुद्रा लोन देते हैं, हर स्वयं सहायता समूह में एक महिला को एक लाख तक का लोन दें।”

“अंततः, इसीलिए, जैसा माननीय सांसद महोदय ने कहा कि महिलाओं का जो स्वयं सहायता समूहों का संगठन है, हम लोगों ने सामाजिक अंकेक्षण को व्यापक बनाने का निर्णय लिया। सामाजिक अंकेक्षण के मानकों को फाइनल करके सामाजिक अंकेक्षण करने वाले जिला साधन व्यक्ति और प्रखंड साधन व्यक्ति उनके लिए 42 दिनों का प्रमाण पत्र

वाला एक कोर्स तैयार किया गया कि सोशल ऑडिट कैसे करना है। गांव के स्तर पर हमने यह निर्णय लिया कि जो स्वयं सहायता समूह की बहने हैं, जो कि महिलाओं के एक संगठन का पार्ट हैं, अगर वे ही सोशल ऑडिट करेंगी तो शायद वे गांव में बेईमानी को रोक सकें। हम इसको और व्यापक बनाने की कोशिश कर रहे हैं। इस महीने 13 और 14 तारीख को हमने सभी राज्यों का पुनः सम्मेलन बुलाया है। करीब एक लाख ऐसी महिलाओं को हमने ग्राम स्तर के सामाजिक अंकेक्षण के लिए प्रशिक्षित किया है। हमारी कोशिश है कि हर गांव में स्वयं सहायता समूह की महिलाओं को सामाजिक अंकेक्षण की तैयारी करा सकें, ताकि वे देखें कि जो पैसा खर्च हुआ है, वह सही खर्च हुआ है या नहीं।”

5. Physical Target set and Achieved

Physical target, achievement and reason for shortfall under DAY-NRLM are given below:

| Year | No. of SHGs promoted/brought into DAY-NRLM fold (Target) | No. of SHGs promoted/brought into DAY-NRLM fold | % | Reason for shortfall |
|---------|--|---|--------|-----------------------|
| 2016-17 | 2.00 lakh | 5.07 lakh | 253.50 | There is no shortfall |
| 2017-18 | 6.91 lakh | 7.91 lakh | 114.47 | There is no shortfall |
| 2018-19 | 9.13 lakh | 9.85 lakh | 107.88 | There is no shortfall |

5.2 One of the important components of DAY-NRLM is the formation of self help groups. The detail of SHGs during the last 3 years and upto 30.08.2019 (State/UT-wise) is given below:-

The detail of SHG formed during the last 3 years and up to 30.8.2019 (State/UT-wise) is given below:-

| SI No | State/UTs | Social mobilisation of SHGs | | | |
|-------|----------------|-----------------------------|---------|---------|----------------------------|
| | | 2016-17 | 2017-18 | 2018-19 | 2019-20 (upto August 2019) |
| 1 | Andhra Pradesh | 0 | 0 | 0 | 0 |
| 2 | Assam | 20089 | 43955 | 104635 | 18360 |
| 3 | Bihar | 188754 | 140871 | 73526 | 7259 |
| 4 | Chhattisgarh | 31351 | 35536 | 38476 | 10723 |

| | | | | | |
|----|----------------------|---------------|---------------|---------------|---------------|
| 5 | Goa | 0 | 89 | 1386 | 9353 |
| 6 | Gujarat | 23249 | 76593 | 27066 | 12216 |
| 7 | Jharkhand | 60465 | 51390 | 58046 | 18944 |
| 8 | Karnataka | 3616 | 4585 | 62356 | 478 |
| 9 | Kerala | 11465 | 6883 | 1227 | 15405 |
| 10 | Madhya Pradesh | 42600 | 48820 | 47952 | 58756 |
| 11 | Maharashtra | 21730 | 59771 | 142644 | 16846 |
| 12 | Odisha | 12612 | 25665 | 39916 | 9826 |
| 13 | Rajasthan | 26797 | 22590 | 22617 | 2939 |
| 14 | Tamil Nadu | 15155 | 13550 | 8766 | 0 |
| 15 | Telengana | 0 | 0 | 0 | 77781 |
| 16 | Uttar Pradesh | 21058 | 37417 | 50318 | 142464 |
| 17 | West Bengal | 35620 | 191243 | 248542 | 6360 |
| 18 | Haryana | 3600 | 5696 | 13266 | 667 |
| 19 | Himachal Pradesh | 1000 | 1497 | 3929 | 1247 |
| 20 | Jammu & Kashmir | 8146 | 7590 | 12021 | 2832 |
| 21 | Punjab | 1902 | 2532 | 2751 | 4429 |
| 22 | Uttarakhand | 2474 | 6846 | 10833 | 146 |
| 23 | Arunachal Pradesh | 168 | 1020 | 1076 | 214 |
| 24 | Manipur | 470 | 701 | 430 | 3097 |
| 25 | Meghalaya | 1147 | 2175 | 5263 | 280 |
| 26 | Mizoram | 1262 | 1433 | 961 | 213 |
| 27 | Nagaland | 1257 | 1362 | 2281 | 6 |
| 28 | Sikkim | 1102 | 453 | 178 | 1446 |
| 29 | Tripura | 1667 | 1587 | 4172 | 8 |
| 30 | A& N Islands | 0 | 0 | 364 | 0 |
| 31 | Dadra & Nagar Haveli | 0 | 0 | 287 | 27 |
| 32 | Daman & DIU | 0 | 0 | 76 | 8 |
| 33 | Lakshadweep | 0 | 0 | 45 | 0 |
| 34 | Puducherry | 0 | 0 | 181 | 37 |
| | Total | 538756 | 791850 | 985587 | 422367 |

6. Rural Self Employment Training Institutes (RSETIs)

Establishing RSETIs in each district of the country in collaboration with the banks and the state governments to provide training to the rural youth from the poor households, is another key component of DAY-NRLM. RSETIs provide short term residential training with long handholding support to the youth. Some RSETIs also offer off-site training to the youth. As on August, 2019, 582 RSETIs were functioning across

the country. During 2018-19, the RSETIs have trained 4 lakh youth, of whom 2.96 lakh have been settled. Cumulatively, RSETIs have trained 32 lakh youth out of which 22 lakh have been settled. Post training support is also provided to the beneficiaries through interactive web portal, call centres, network of business counseling centres and alumni conventions. Each public sector bank is provided a grant of Rs.1.0 crore for setting up an RSETI, besides reimbursing cost of training, while the State governments are expected to provide land, free of cost.

6.2 The State-wise break-up of RSETIs is given below:-

| Sl. No. | Name of the State/ Union Territory | No. of Functional RSETIs |
|----------------|---|---------------------------------|
| 1 | Andhra Pradesh | 15 |
| 2 | Arunachal Pradesh | 1 |
| 3 | Assam | 26 |
| 4 | Bihar | 38 |
| 5 | Chhattisgarh | 18 |
| 6 | Gujarat | 28 |
| 7 | Haryana | 21 |
| 8 | Himachal Pradesh | 10 |
| 9 | Jammu & Kashmir | 21 |
| 10 | Jharkhand | 25 |
| 11 | Karnataka | 33 |
| 12 | Kerala | 14 |
| 13 | Madhya Pradesh | 50 |
| 14 | Maharashtra | 35 |
| 15 | Manipur | 1 |
| 16 | Meghalaya | 5 |
| 17 | Mizoram | 1 |
| 18 | Nagaland | 1 |
| 19 | Odisha | 30 |
| 20 | Punjab | 17 |
| 21 | Rajasthan | 35 |

| | | |
|--------------|------------------------------|------------|
| 22 | Sikkim | 1 |
| 23 | Tamil Nadu | 30 |
| 24 | Telangana | 10 |
| 25 | Tripura | 5 |
| 26 | UT Andaman & Nicobar Islands | 1 |
| 27 | UT Dadra & Nagar Haveli | 1 |
| 28 | UT Lakshadweep | 1 |
| 29 | UT Puducherry | 1 |
| 30 | Uttar Pradesh | 75 |
| 31 | Uttarakhand | 13 |
| 32 | West Bengal | 19 |
| Total | | 582 |

6.3 On being enquired about the type of trainings being imparted to the youth by the RSETIs, the DoRD have provided as under:-

| Sl. No. | Qualification Name | Qualification Code | Category (I/II/III) | Duration (Hours) | Duration (Days) |
|----------------|---|---------------------------|----------------------------|-------------------------|------------------------|
| 1 | Homemade Agarbatti Maker | NARQ30004 | II | 80 | 10 |
| 2 | ReshamKoshUtpadakUdyami | NARQ30005 | II | 80 | 10 |
| 3 | Dairy Farming and Vermi Compost Making | NARQ30006 | I | 80 | 10 |
| 4 | Paper Cover, Envelope and File Making | NARQ30008 | II | 80 | 10 |
| 5 | Commercial Horticulture | NARQ30017 | I | 104 | 13 |
| 6 | KrishiUdyami | NARQ30021 | II | 104 | 13 |
| 7 | Soft Toys Maker and Seller | NARQ30023 | I | 104 | 13 |
| 8 | Sheep Rearing | NARQ30024 | II | 80 | 10 |
| 9 | Jute Products Udyami | NARQ30026 | I | 104 | 13 |
| 10 | Poultry | NARQ30027 | I | 80 | 10 |
| 11 | Papad, Pickle and Masala Powder | NARQ30028 | II | 80 | 10 |
| 12 | Goat Rearing | NARQ30029 | II | 80 | 10 |
| 13 | Cultivation of Medicinal and Aromatic Plants | NARQ30030 | II | 80 | 10 |
| 14 | Rubber Tapping & Processing | NARQ30031 | II | 80 | 10 |
| 15 | Fast Food Stall Udyami | NARQ30032 | II | 80 | 10 |
| 16 | Business Correspondent & Business Facilitator | NARQ30037 | III | 80 | 10 |
| 17 | Debt Recovery Agents | NARQ30038 | III | 104 | 13 |
| 18 | Piggery | NARQ30039 | II | 80 | 10 |
| 19 | Commercial floriculture | NARQ30041 | II | 80 | 10 |
| 20 | Vegetable Nursery Management and | NARQ30043 | II | 80 | 10 |

| | | | | | |
|----|--|-----------|-----|-----|----|
| | Cultivation | | | | |
| 21 | Bee Keeping | NARQ30044 | II | 80 | 10 |
| 22 | Travel & Tourist Guide | NARQ30046 | III | 80 | 10 |
| 23 | Mushroom cultivation | NARQ30047 | II | 80 | 10 |
| 24 | Bamboo & Cane Craft Making | NARQ30048 | I | 104 | 13 |
| 25 | Gardening and Landscaping | NARQ30049 | II | 80 | 10 |
| 26 | House Aaya | NARQ30050 | II | 104 | 13 |
| 27 | Poly Houses & Shade Net Farming | NARQ30051 | II | 80 | 10 |
| 28 | Photo Farming, Lamination and Screen Printing | NARQ30054 | I | 80 | 10 |
| 29 | Masonry & Concrete Work | NARQ30055 | I | 240 | 30 |
| 30 | Installation & Servicing of CCTV Camera, Security Alarm & Smoke Detector | NARQ30056 | I | 104 | 13 |
| 31 | Pissiculture | NARQ30059 | II | 80 | 10 |
| 32 | Entrepreneurship Development Programme (EDP) for Micro Entrepreneurs | NARQ40001 | III | 104 | 13 |
| 33 | Photography and Videography | NARQ40002 | I | 240 | 30 |
| 34 | Cell phone Repairs and Service | NARQ40003 | I | 240 | 30 |
| 35 | Beauty Parlor Management | NARQ40007 | I | 240 | 30 |
| 36 | Welding and Fabrication | NARQ40009 | I | 240 | 30 |
| 37 | Men's Tailor | NARQ40010 | I | 240 | 30 |
| 38 | VastraChitra Kala Udyami (Embroidery & Fabric Painting) | NARQ40011 | I | 240 | 30 |
| 39 | Electric Motor Rewinding & Repair Services | NARQ40012 | I | 240 | 30 |
| 40 | Costume Jewelry Udyami | NARQ40013 | I | 104 | 13 |
| 41 | Two Wheeler Mechanic | NARQ40014 | I | 240 | 30 |
| 42 | LMV Owner Driver | NARQ40015 | I | 240 | 30 |
| 43 | GhareluVidyutUpkaranSevaUdyami | NARQ40016 | I | 240 | 30 |
| 44 | House Wiring | NARQ40018 | I | 240 | 30 |
| 45 | Men's Parlour and Salon Udyami | NARQ40019 | I | 240 | 30 |
| 46 | TV Technician | NARQ40020 | I | 240 | 30 |
| 47 | Computerized Accounting | NARQ40025 | I | 240 | 30 |
| 48 | Women's Tailor | NARQ40033 | I | 240 | 30 |
| 49 | Desktop Publishing | NARQ40034 | I | 360 | 45 |
| 50 | Computer Hardware & Networking | NARQ40035 | I | 360 | 45 |
| 51 | Candle Making | NARQ40036 | II | 80 | 10 |
| 52 | Plumbing and Sanitary Works | NARQ40040 | I | 240 | 30 |
| 53 | Refrigeration and Air-conditioning | NARQ40042 | I | 240 | 30 |
| 54 | Alluminium Fabrication | NARQ40052 | I | 240 | 30 |
| 55 | UPS and Battery Making & Servicing | NARQ40053 | I | 240 | 30 |
| 56 | Carpentry | NARQ40057 | I | 240 | 30 |
| 57 | Grocery & Kirana Shop | NARQ30058 | III | 48 | 6 |
| 58 | EDP to Persons with Disabilities | NARQ40060 | III | 80 | 10 |
| 59 | Bank Mitra | NARQ40061 | III | 48 | 6 |
| 60 | General EDP | NARQ40062 | III | 48 | 6 |
| 61 | Training Programme on Financial Literacy for FLCRP | NARQ40063 | III | 48 | 6 |

7. Role of Banks

Identifying the role being played by the Banks in facilitating the key aspect of universal financial inclusion under DAY-NRLM, the Committee wanted to know in detail about this aspect. The DoRD have responded through its written replies as below:-

"All Public Sector Banks, Regional Rural Banks, Cooperative Banks and Pvt. Banks are involved in financial inclusion efforts under DAY-NRLM. The Various roles played by banks in facilitating universal financial inclusion are as follows:

1. Opening Savings Accounts of women Self Help Groups

Till date Banks have opened Savings Bank accounts of 4569684 women Self Help Groups under DAY-NRLM.

2. Extending Credit to Women Self Help Groups

Since the inception of DAY-NRLM on 01 April 2013 to 31 August 2019, Banks have extended credit of Rs 2.35 lakh Crores to women Self Help Group.

State wise details of SHGs with Savings Bank Account

| S.No. | State/ UT | No. of SHGs with Savings Bank Account |
|-------|-------------------|---------------------------------------|
| 1 | ANDHRA PRADESH | 558207 |
| 2 | ASSAM | 237215 |
| 3 | BIHAR | 233290 |
| 4 | CHHATTISGARH | 126622 |
| 5 | GUJARAT | 241479 |
| 6 | JHARKHAND | 83614 |
| 7 | KARNATAKA | 256994 |
| 8 | KERALA | 190414 |
| 9 | MADHYA PRADESH | 187684 |
| 10 | MAHARASHTRA | 338520 |
| 11 | ODISHA | 349196 |
| 12 | RAJASTHAN | 19449 |
| 13 | TAMIL NADU | 303769 |
| 14 | TELANGANA | 376892 |
| 15 | UTTAR PRADESH | 212966 |
| 16 | WEST BENGAL | 695757 |
| 17 | HARYANA | 30525 |
| 18 | HIMACHAL PRADESH | 15258 |
| 19 | JAMMU AND KASHMIR | 38132 |
| 20 | PUNJAB | 10236 |
| 21 | UTTARAKHAND | 21724 |
| 22 | ARUNACHAL PRADESH | 2120 |
| 23 | MANIPUR | 1683 |
| 24 | MEGHALAYA | 11666 |
| 25 | MIZORAM | 4153 |

| | | |
|----|----------------------|----------------|
| 26 | NAGALAND | 6532 |
| 27 | SIKKIM | 1799 |
| 28 | TRIPURA | 8360 |
| 29 | ANDAMAN AND NICOBAR | 305 |
| 30 | DADRA & NAGAR HAVELI | 57 |
| 31 | DAMAN AND DIU | 107 |
| 32 | GOA | 2174 |
| 33 | LAKSHADWEEP | 143 |
| 34 | PUDUCHERRY | 2642 |
| | GRAND TOTAL | 4569684 |

Source : nrlm.gov.in

7.2 On being asked whether there is role of any private sector bank in the implementation of scheme, the DoRD have submitted that:

"Some private sector banks are already involved in opening of RSETIs and are being supported by DoRD in the same way the public sector banks are supported."

8. **Deendayal Upadhyay Grameen Kaushalya Yojana (DDU-GKY)**

A skill development and placement support component has also 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 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.

8.2 About the effectiveness of DDU-GKY, the Department have stated that:-

"As per Skill India Mission, a target of 50 Lakh was assigned to Rural Development Ministry inclusive of RSETI and DDU-GKY.

For 2012-2013 to September 2019 the achievements are as follows:

- the achievement stands as 43.38 Lakh Trained (29.25 Lakh of RSETI Trained, and 14.13 Lakh Trained of DDU-GKY, .
- Out of total target of 50 Lakh, Training success rate is 87%."

8.3 Further adding about the Outcome of the yojana, the DoRD have furnished data as under:-

The details of the number of youths trained under DDU- GKY is given below:-

| Sl. No. | State | Total Candidates Trained during 2012-19 (till Sep'19) | Total Candidates Placed During 2012-19 (till Sep'19) |
|---------|---------------------------|---|--|
| 1 | Andhra Pradesh | 167,457 | 132,215 |
| 2 | Arunachal Pradesh | 0 | 0 |
| 3 | Assam | 55,797 | 35,667 |
| 4 | Bihar | 69,122 | 42,137 |
| 5 | Chandigarh | 62 | 24 |
| 6 | Chhattisgarh | 56,246 | 31,078 |
| 7 | Dadra & Nagar Haveli | 0 | 0 |
| 8 | Nct Delhi | 0 | 0 |
| 9 | Goa | 0 | 0 |
| 10 | Gujarat | 38,343 | 26,705 |
| 11 | Haryana | 34,659 | 28,339 |
| 12 | Himachal Pradesh | 11,088 | 6,982 |
| 13 | Jammu And Kashmir | 71,083 | 52,578 |
| 14 | Jharkhand | 59,072 | 34,215 |
| 15 | Karnataka | 53,574 | 35,290 |
| 16 | Kerala | 47,600 | 28,030 |
| 17 | Madhya Pradesh | 90,408 | 43,591 |
| 18 | Maharashtra | 52,254 | 32,872 |
| 19 | Manipur | 1,250 | 109 |
| 20 | Meghalaya | 5,346 | 3,027 |
| 21 | Mizoram | 1,219 | 824 |
| 22 | Nagaland | 2,193 | 891 |
| 23 | Odisha | 196,669 | 162,644 |
| 24 | Pondicherry | 992 | 570 |
| 25 | Punjab | 11,256 | 5,034 |
| 26 | Rajasthan | 60,529 | 31,877 |
| 27 | Sikkim | 581 | 355 |
| 28 | Tamil Nadu | 74,173 | 71,733 |
| 29 | Telangana | 45,482 | 39,831 |
| 30 | Tripura | 5,752 | 3,553 |
| 31 | Uttar Pradesh | 162,052 | 55,501 |
| 32 | Uttarakhand | 8,213 | 5,680 |
| 33 | West Bengal | 30,242 | 19,667 |
| 34 | Daman & Diu | 0 | 0 |
| 35 | Lakshdweep | 0 | 0 |
| 36 | Andaman & Nicobar Islands | 0 | 0 |
| | Total | 1,412,714 | 931,019 |

E. National Social Assistance Programme (NSAP)

1. Aim and Key Aspects

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 five 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 i.e. 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. Scheme-wise funds are released by Ministry of Rural Development to the States/UTs in two six monthly installments as an advance payment. Identification of beneficiaries within prescribed norms, sanction and disbursement of benefit to identified beneficiaries, is done by the States/UTs.

An amount of Rs.9200.00 crore has been allocated to NSAP schemes for the year 2019-20. This budgetary allocation is projected to cover the fund requirement aimed at granting monthly assistance to 3.09 crore beneficiaries. For arriving at calculation of requirement for the scheme State wise anticipated demand based on state specific ceiling have been kept under consideration. The funds under NSAP are released to States/UTs as per the claims submitted in the prescribed formats detailing utilization in each of the five sub schemes of the NSAP. The scheme was launched in the year 1995 as a welfare measure under article 41 of the Constitution and is expected to continue infinitum as there is no sunset clause associated with the welfare schemes like this.

2. Components of NSAP

The NSAP at present includes five sub-schemes as its components: -

a. Indira Gandhi National Old Age Pension Scheme (IGNOAPS)

Under the scheme, assistance is provided to person of 60 years and above and belonging to family living below poverty line as per the criteria prescribed by Government of India. Central assistance of Rs. 200/- per month is provided to person in the age group of 60-79 years and Rs. 500/- per month to persons of 80 years and above.

b. Indira Gandhi National Widow Pension Scheme (IGNWPS)

Under the scheme, Central assistance @ Rs. 300/- per month is provided to widows in the age group of 40-79 years and belonging to family living below poverty line as per the criteria prescribed by Government of India.

c. Indira Gandhi National Disability Pension Scheme (IGNDPS)

Under the scheme, Central assistance @ Rs. 300 per month is provided to persons aged 18-79 years with severe and multiple disabilities and belonging to family living below poverty line as per the criteria prescribed by Government of India.

d. National Family Benefit Scheme (NFBS)

Under the scheme, BPL household is entitled to a lumpsum amount of money on the death of the primary breadwinner aged between 18-59 years. The amount of assistance is Rs. 20,000/-.

e. Annapurna Scheme

Under the scheme, 10kg of food grains per month are provided free of cost to those senior citizens who, though eligible under IGNOAPS, are not receiving old age pension. Many States have not only declared the enhanced top up but also extended the welfare schemes to the beneficiaries identified by them as per the criteria fixed by respective State/UT Governments

2.2 The DoRD have submitted the State/Sub-scheme-wise number of beneficiaries under the scheme as under:-

State-wise list of beneficiaries till (30.09.2019)

NATIONAL SOCIAL ASSISTANCE PROGRAMME (NSAP)

Year : 2019-2020

| Sl. No. | States/UTs | Number of beneficiaries | | | | | |
|---------|------------------|-------------------------|---------|--------|--------|-----------|----------|
| | | IGNOAPS | IGNWPS | IGNDPS | NFBS | Annapurna | Total |
| 1 | Andhra Pradesh | 662641 | 245607 | 24413 | 10906 | 54354 | 997921 |
| 2 | Bihar | 2996472 | 547777 | 120562 | 35859 | 166600 | 3867270 |
| 3 | Chhattisgarh | 644429 | 176601 | 31245 | 12801 | 24196 | 889272 |
| 4 | Goa | 1705 | 315 | 41 | 225 | 420 | 2706 |
| 5 | Gujarat | 580706 | 97473 | 10774 | 10695 | 35377 | 735025 |
| 6 | Haryana | 258583 | 57149 | 11537 | 4154 | NI | 331423 |
| 7 | Himachal Pradesh | 93033 | 17979 | 851 | 684 | 2644 | 115191 |
| 8 | J & K | 133033 | 7487 | 2769 | 435 | 10220 | 153944 |
| 9 | Jharkhand | 993567 | 270447 | 24836 | 14148 | 54939 | 1357937 |
| 10 | Karnataka | 894697 | 460074 | 43639 | 18312 | NI | 1416722 |
| 11 | Kerala | 449158 | 209236 | 29935 | 4358 | 36904 | 729591 |
| 12 | Madhya Pradesh | 1569627 | 536412 | 99924 | 30826 | NI | 2236789 |
| 13 | Maharashtra | 1100183 | 60548 | 7654 | 34987 | 108000 | 1311372 |
| 14 | Odisha | 1418631 | 526209 | 82182 | 24697 | 64800 | 2116519 |
| 15 | Punjab | 118959 | 16294 | 5151 | 2673 | NI | 143077 |
| 16 | Rajasthan | 799636 | 160008 | 28137 | 12347 | 47500 | 1047628 |
| 17 | Tamilnadu | 1237809 | 519690 | 57201 | 18445 | 66388 | 1899533 |
| 18 | Telangana | 472978 | 175530 | 17448 | 7794 | 38846 | 712596 |
| 19 | Uttar Pradesh | 4192393 | 991784 | 73213 | 73075 | NI | 5330465 |
| 20 | Uttarakhand | 191597 | 20690 | 2822 | 4808 | NI | 219917 |
| 21 | West Bengal | 1423192 | 644590 | 65177 | 21553 | 65068 | 2219580 |
| | Sub Total | 20233029 | 5741900 | 739511 | 343782 | 776256 | 27834478 |

NE States

| | | | | | | | |
|----|-------------------|---------|--------|-------|-------|-------|---------|
| 22 | Arunachal Pradesh | 5441 | 286 | 112 | 346 | 1840 | 8025 |
| 23 | Assam | 707927 | 114141 | 18916 | 8524 | 25308 | 874816 |
| 24 | Manipur | 55585 | 5380 | 1007 | 669 | 3320 | 65961 |
| 29 | Meghalaya | 45935 | 7223 | 969 | 781 | 3580 | 58488 |
| 26 | Mizoram | 25213 | 1925 | 400 | 197 | 1000 | 28735 |
| 27 | Nagaland | 44530 | 3720 | 960 | 535 | 2600 | 52345 |
| 28 | Sikkim | 16418 | 1463 | 451 | 175 | 960 | 19467 |
| 29 | Tripura | 120460 | 16059 | 1954 | 984 | 5740 | 145197 |
| | Sub Total | 1021509 | 150197 | 24769 | 12211 | 44348 | 1253034 |

Union Territories

| | | | | | | | |
|----|--------------------|----------|---------|--------|--------|--------|----------|
| 30 | A&N Islands | 5924 | 3 | 1 | 86 | 560 | 6574 |
| 31 | Chandigarh | 2373 | 942 | 100 | 80 | 440 | 3935 |
| 32 | D&N Haveli | 8058 | 1388 | 142 | 95 | 358 | 10041 |
| 33 | Daman & Diu | 840 | 470 | 66 | 24 | 80 | 1480 |
| 34 | NCT Delhi | 119403 | 30712 | 6321 | 2270 | 8040 | 166746 |
| 35 | Lakshadweep | 181 | 92 | 51 | 9 | 60 | 393 |
| 36 | Puducherry | 17713 | 9785 | 1259 | 283 | 1580 | 30620 |
| | Sub Total | 154492 | 43392 | 7940 | 2847 | 11118 | 219789 |
| | GRAND TOTAL | 21409030 | 5935489 | 772220 | 358840 | 831722 | 29307301 |

NI : Not implementing

3. Current Performance (Funds and Targets)

Statement showing budget estimates, revised estimates and actual expenditure for the past three years and budget estimates for the current year showing separately capital and revenue expenditure.

The NSAP is under Plan Expenditure (Revenue Expenditure), details of last three years and current year as under:-

Rs. In Crore

| Year | Allocation (BE) | Allocation (RE) | Actual Expenditure |
|---------|-----------------|-----------------|----------------------------|
| 2016-17 | 9500.00 | 8856.44 | 8854.07 |
| 2017-18 | 9500.00 | 8744.42 | 8694.22 |
| 2018-19 | 9975.00 | 8467.46 | 8418.47 |
| 2019-20 | 9200.00 | N.A. | 2999.02 (as on 30.08.2019) |

Actual expenditure, revised estimates along with amount surrendered during the last three years.

Rs in crore

| Year | Allocation (BE/RE) | Actual Expenditure | Amount Surrendered |
|----------|--------------------|--------------------|--------------------|
| 2016-17* | 8856.44 | 8854.07 | * |
| 2017-18 | 8744.42 | 8694.22 | 50.20** |
| 2018-19 | 8467.46 | 8418.47 | 48.99** |

* An amount of Rs.293.75 Crore was released to NE States and the total allocation of NE States was Rs.950.00 Crore (Compulsory earmarking of 10% of funds towards NE States and non-submission of requisite documents by the States/UTs), the remaining amount were transferred to other programmes of MoRD.

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

Physical target set out for each year during the last three years and achievement thereof, with reasons for shortfall, if any, in achievement of targets.

As per the existing criteria, funds are allocated to States/UT's on the basis of estimated/ceiling number of beneficiaries under schemes of NSAP conveyed vide this Department's letter dated 8th November 2012 (Calculated on the basis of Census 2001 figures of Registrar General of India (RGI) and Poverty Ratio estimates 2004-05 of Planning Commission) or the digitized number of beneficiaries, whichever is less. In case the number of eligible beneficiaries is more than the estimated number of beneficiaries in any State / UT, the expenditure on excess number of beneficiaries have to be borne by the State/UT from their own financial resources. The number of beneficiaries reported/covered under NSAP schemes during the last three years is as under:-

(In lakh)

| Scheme | 2016-17 | 2017-18 | 2018-19 |
|-----------|---------|---------|---------|
| IGNOAPS | 214 | 212.46 | 212.09 |
| IGNWPS | 57.30 | 58.46 | 58.12 |
| IGNDPS | 7.02 | 7.12 | 7.46 |
| NFBS | 3.58 | 3.58 | 3.58 |
| Annapurna | 2.64 | 2.64 | 2.64 |

The difference between physical and financial targets fixed during the last three years.

a. . Financial Targets:

(Rs. in crores)

| Year | Allocation (BE/RE) | Actual Expenditure |
|---------|--------------------|--------------------|
| 2016-17 | 8856.44 | 8854.07 |
| 2017-18 | 8744.42 | 8694.22 |
| 2018-19 | 8467.46 | 8418.47 |

b. Physical Targets:

(No. in lakhs)

| Scheme | Ceiling/estimated numbers for all years | 2016-17 | 2017-18 | 2018-19 |
|-----------|---|---------|---------|---------|
| IGNOAPS | 221 | 214 | 212.46 | 212.09 |
| IGNWPS | 65.73 | 57.30 | 58.46 | 58.12 |
| IGNDPS | 10.58 | 7.02 | 7.12 | 7.46 |
| NFBS | 3.58 | 3.58 | 3.58 | 3.58 |
| Annapurna | 8.31 | 2.64 | 2.64 | 2.64 |

4. Improvements Required

The Department have submitted steps taken/proposed for the improvement as under:-

"NSAP-MIS: In order to increase the transparency and accountability in the implementation, it had been decided to computerize the data base of the beneficiaries under various schemes of NSAP. Accordingly, the Software namely NSAP-MIS had been developed by NIC. The software captures all the essential processes and includes modules on identification, disbursement of pension, release of funds, verification, sanction of pension, ground for refusal etc. The data of almost all the beneficiaries have been digitized and available over NSAPMIS. As on date 272 lakh beneficiaries having bank/post office accounts, 230 lakh

beneficiaries have Aadhaar and out of which Aadhaar of 68 lakh is linked with Bank/Post Office Accounts.

Direct Benefit Transfer (DBT): DBT was rolled out in 2014 for NSAP schemes for direct transfer of benefit directly to the beneficiaries account. During 2018-19, 21.27 crore digital transactions reported by States/UTs. Taking into account the beneficiaries under the schemes of NSAP belong to the utmost vulnerable section of the society, and given their physical, social and economic vulnerability, as far as possible, for people who cannot cover the distance physically, the objective is to provide door step services. Nevertheless, the preferred mode of payment is Bank Account or Post Office Savings Account. State of Gujarat and UT of Lakshadweep are 100% DBT Compliant, however, some of the States are using their own MIS for DBT mode of payment. "

4.2 In regard to the query of the Committee during the course of evidence, the Secretary, DoRD replied as under:-

“यूनिवर्सल कवरेज में कितने लोगों को और पेंशन देने की आवश्यकता पड़ेगी और इसके लिए कितनी वित्तीय आवश्यकता होगी, इन चीजों की गणना की जा रही थी, इसी कारण से इस पर अंतिम निर्णय नहीं हो पाया है। इस बात पर हम परीक्षण करके आगे बढ़ाने की कोशिश करेंगे।”

F. Shyama Prasad Mukherjee RURBAN Mission (SPMRM)

1. Brief:

In the Budget Speech of 2014-15, the Finance Minister announced the launching of Shyama Prasad Mukherji Rurban Mission (SPMRM) to ensure delivery of integrated project based infrastructure, development of economic activities and skill development in rural areas. Union Cabinet approved it on 16th September 2015. The Mission follows the vision of “Development of a cluster of villages that preserve and nurture the essence of rural community life with focus on equity and inclusiveness without compromising with the facilities perceived to be essentially urban in nature, thus creating a cluster of “Rurban villages”. The objective of the Mission is to stimulate local economic development, enhance basic services, and create well planned Rurban clusters.

Larger outcomes envisaged under this Mission are – a) Bridging the rural-urban divide- viz: economic, technological and those related to facilities and services. b) Stimulating local economic development with emphasis on reduction of poverty and unemployment in rural areas. c) Spreading development in the region. d) Attracting investment in rural areas.

The project shall be implemented over a fixed time-frame of five years by integrating and converging the implementation of the project components. This will be followed by an Operations and Maintenance period of 10 years. The Project shall be considered as a unit of funding under the Mission. Funds for the Project shall be mobilized through convergence of various Central Sector, Centrally Sponsored and State Schemes. The Mission shall provide Critical Gap Funding (CGF) to the Project to supplement the funds mobilized through convergence of various schemes.

2. Financial Performance

(i) ***Statement showing budget estimates, revised estimates and actual expenditure for the past two years and budget estimates for the current year showing separately plan and non-plan expenditure;***

| Unit /Sector | Annual Plan 2017-2018 | | | Annual Plan 2018-19 | | | Annual Plan. 2019-20 | | |
|--------------|-----------------------|-----|--------------------|---------------------|--------|-------------|----------------------|----|--------------------|
| | BE | RE | Actual Expenditure | BE | RE | Actual Exp. | BE | RE | Exp. as on 30.8.19 |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 |
| SPMRM (Plan) | 1000 | 600 | 553.26 | 1200 | 451.03 | 432.61 | 800 | - | 96.74 |

2.2 On being asked about the reasons for huge reduction of fund at RE Stage in 2018-19, DoRD have submitted in their written note as below:-

"In the Financial Year 2018-19 total Funds reduced at RE stage as Spatial Planning is a new concept in rural areas and a time consuming exercise, therefore expected proposals for release of third installment were not received from different States/UTs. Further, due to enforcement of Model Code of Conduct in different States, proposals from targeted States were not received."

2.3 Further queried upon the need of Rs. 800 crore for 2019-20 when there was a reduction in allocation during 2018-19, DoRD clarified in its replies that:-

"The high demand of BE in FY 2019-20 is due to the reason that as per the Cabinet note the scheme has to end by March 2020 and the third installments to the clusters are yet to be released."

3. **Physical Performance**

Physical target set out for each year during the last three years and achievement thereof, with reasons for shortfall, if any, in achievement of target

The Scheme was launched on 21st February 2016 by PM. Out of the mandated 300 clusters under SPMRM, 295 clusters and 286 ICAPs have been approved till date and subsequently 153 DPRs have been prepared and works are ongoing in the clusters.

The difference between physical and financial targets fixed during the last three years.

SPMRM aims to complete 300 clusters by end of the Mission period. 295 clusters out of 300 allotted have been approved and 286 ICAPs have been approved for 29 States/4 UTs. A total of 27,736 crore of investment is proposed in all the ICAPs approved, out of which reported expenditure upto end of July 2019 is Rs. 5955 crore. An amount of Rs. 911 crore under Critical Gap Funds (CGF) and Rs. 5044 Crore under Convergence.

3.2 The Committee was desirous to know about the current status of Rurban cluster development across the country, the DoRD have provided details in their written replies as under:-

"Under SPMRM, **300 Rurban clusters** are being developed with thematic economic growth points across the country, with a funding support of upto 30% of the estimated investment for each Rurban cluster given as Critical Gap Funding (CGF), and 70% of the funds being mobilized through convergence of synergic State and Central programmes as well as private investment and institutional funding.

Till date the Mission has progressed since the launch in 2016, with Rs 1646.64 crore of Central Share of CGF, Rs 748.52 crore as corresponding State share and Rs 103.25 crore of Administrative Funding, released to 29 States and 6 Union Territories over the last four financial years. In FY 2016-17, the BE of Rs 300 crore was doubled at the RE stage to reach 100% expenditure, with a total release of Rs 600 crore. In FY 2017-18, Rs 553.26 crore has been released, against a revised allocation of Rs 600 crore. In FY 2018-19, 432.55 crore has been released against the revised RE of Rs 451.03 crore for 2018-19. The

budget allotted for FY 2019-20 is Rs.800 crore, out of which Rs.147.99 crore has been released so far (as on 15th October 2019).

Of the mandated 300 clusters, 295 clusters have been identified and approved across 29 States and 6 Union Territories. Further, through intense engagements with the States, 287 Integrated Cluster Action Plans (ICAPs), which are the blue prints of investment for each cluster, have been approved for 29 States and 4 UTs. In these 287 clusters under Phase 1, 2 & 3, Rs. 27,846 crore of investment have been approved. Of the total investment proposed, nearly 79% is targeted towards saturation of Basic and Economic Amenities. Out of these approved ICAPs, Detailed Project Reports (DPRs) of 181 Clusters have been approved by respective State Level Empowered Committee and subsequently works to the tune of Rs.6,300 crore has been completed on ground (as on 01st October 2019) under both CGF and Convergence."

G. Saansad Adarsh Gram Yojana (SAGY)

1. A Unique Concept

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, a path - breaking initiative in rural development was launched by the Hon'ble Prime Minister on 11th October, 2014 with the objective of creating Adarsh Grams across the country. The scheme Guidelines called upon the Hon'ble Members of Parliament to identify one Gram Panchayat of their choice, for developing it as a Adarsh Gram by 2016, and another two by 2019. 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 become schools of local development, and governance, inspiring neighbouring 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. Resource Pooling

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, 26 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. Results Acheived so far

A total of 1550 Gram Panchayats (GPs) have been identified till date under SaansadAdarsh Gram Yojana as per the information available with the saanjhi.gov.in as on 17 October 2019. Further, the progress of implementation of the Village Development Plans in the SAGY Gram Panchayats may be referred from the table given below (as per the information available with saanjhi.gov.in as on 17 October 2019):-

| No. of projects planned | No. of projects completed | No. of projects in-progress | No. of projects yet to start |
|--------------------------------|----------------------------------|------------------------------------|-------------------------------------|
| 69743 | 41634 | 6893 | 21216 |

VI. Utilization of Corporate Social Responsibility (CSR) Funds

The activities of Rural Development Schemes are part of the activities permitted under CSR. Many States are already getting the CSR support and using funds for

Rural Development Programmes to augment efforts made by the Government.

Civil Society Organization, (CSO) are encouraged and engaged in undertaking research and capacity building activities as policy initiatives of Department of Rural Development. CSOs are partnering with department in capacity building and targeted intervention in Rural Development Programmes in the country. States are also independently and pro-actively engaging with PSUs and Corporates and are getting Rural Development projects executed with the help of CSR Funds and support of CSO.

VII. DISHA Committees & Inspection/Monitoring of Each Scheme

A large number of significant and ambitious programmes with a potential of delivering developmental impact at the grassroots, have been rolled out by the Government of India. Therefore, it is imperative that for ensuring convergence of these programmes a holistic mechanism has to be put in place for ensuring effective monitoring of these programmes. DISHA Committees were formed for monitoring of implementation of developmental projects with active involvement of elected representatives. Thus, DISHA Committees are an important instrument of monitoring the implementation of various developmental schemes.

In June, 2016 District Development Coordination and Monitoring Committees (Disha) was formed in place of District Vigilance and Monitoring Committees, 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 in monitoring the progress of major projects aimed at socio- economic transformation at the district level. The committee is required to hold at least one meeting in a quarter. The number of meetings reported by States during last three years as under:

| Year | Number of Meetings Reported |
|---------|-----------------------------|
| 2016-17 | 853 |
| 2017-18 | 814 |
| 2018-19 | 653 |

Accordingly, District Level DISHA Committees with the Members of XVII Lok Sabha have been constituted on 26th July 2019.

7.2 The Committee during the course of examination eagerly wanted to be apprised of the steps taken by DoRD to ensure the timely meetings of DISHA alongwith the presence of officials in the meetings. In this regard, DoRD have submitted in its written reply as under:-

"The Guidelines provides that meetings of DISHA should be held at least once in every quarter. The Ministry of Rural Development vigorously pursuing with State Governments for holding DISHA meetings as stipulated in the Guidelines. The issue is raised with State Governments from time to time including in Performance Review Committee (PRC) meetings. Hon'ble MRD had written a letter No. Q-13016/06/2016-VMC (Pt) dated 27th February, 2018 to Chief Ministers/Administrators of States/UTs requested to instruct concerned officers to ensure that the meetings of DISHA are held as per the Guidelines. In its communication dated 24th January, 2019 addressed to Chief Secretaries of all the States, Ministry of Rural Development has brought to their notice the provision of Para 8 of District Level DISHA guidelines which provides that the regularity of DISHA meetings and follow up on their decisions as a necessary requirement for making releases to States under Central and Centrally Sponsored Programmes. Thus the matter has been taken with the States/UTs at the highest level. Ministry has taken initiative for institution of recognition system for better performing states and awards of appreciations were given on 28th June, 2018 during the DISHA Workshop held in Vigyan Bhawan to States of Chhattisgarh, Jharkhand, Kerala, Mizoram and Uttarakhand who have done exemplary work towards organization of DISHA meetings

Furthermore, to make this committee more robust, result oriented and to ensure greater compliance by the concerned officer an end to end meeting management system called 'DISHA Meeting Management' was conceptualized and developed. This system can schedule meeting online, automatically apprise invitees, take attendance, prepare and publish meeting notice & minutes, record and assign action points and track all the task through dashbaord. This software has been piloted and soon it is planned to be fully implemented for the management of DISHA Meetings.

It is anticipated that these interventions combined with consistent persuasions will certainly help in sensitizing the District authorities to convene DISHA Committee meetings regularly."

7.3 It has also been submitted by the DoRD in regard to the monitoring as under:-

"The Scheme was introduced during the year 2003-04 with a view to achieve the purpose of unbiased and objective monitoring of the schemes of the Ministry in a systematic and regular manner. The scheme was first revamped in the year 2011 and revised guidelines issued. In the revamped scheme, Defence Service Officers retired at least at the level of Colonel; Civil Service/Public Sector Undertaking Officers retired at least at the level of Deputy Secretary to the Government of India ; and Non-Governmental Institutions having experience in social sector and credibility were empanelled as NLMs.

2. In order to improve the empanelment procedure and appraisal of performance of NLMs, the scheme was again revamped in the year 2014 as per the recommendation of Expert Committee constituted under the Chairmanship of Shri S.S. Meenakshisundaram, IAS(Retd.), former Secretary to GOI, for assessment and empanelment of NLMs.

3. The NLMs are deputed by the Ministry for following three types of monitoring assignments:-

(i) **Regular monitoring of major RD Schemes** : The NLMs are deputed to monitor and report on various aspects of implementation of RD schemes in districts, in two phases. About half of the districts are covered in each phase so that all the districts of the country can be covered in a year. The NLMs are required to visit the districts, ascertain the implementation of the programmes viz-a-viz the guidelines, interact with officials, verify the assets created and interview the beneficiaries and submit report within a given time frame. The NLMs deputed to a State are also required to interact with the Secretary or Senior Officers in-charge of RD Schemes in the State. Regular workshops are organized every year, at regional levels, for experience sharing with State Govt.

(ii) **Special Monitoring of Individual Schemes**: NLMs can be deputed to cover a particular scheme or some specific aspects of a particular scheme only and report on the issues/processes in detail based on the requirement suggested by the programme divisions and approved by the Secretary. Limited number of special Monitoring rounds may be undertaken every year for in-depth coverage or certain specific features of a programme.

(iii) **Complaints/Enquiries**: In case of complaints of serious nature from People's representatives, NGOs, etc. regarding mis-utilization of funds, irregularities etc., NLMs may be deputed to verify the facts or for a preliminary enquiry. The gist of complaints and the findings of NLMs are also placed in the public domain on the website of the Ministry.

4. The number of visits made by the NLMs for Regular Monitoring, Special Monitoring and conducting enquiry on receipt of complaints during the year 2003-04 to 2019-20 are given below:

| Year | Regular Monitoring | Special Monitoring | Enquiry |
|-------------|---|--------------------------------------|----------------|
| 2003-04 | 140 | 0 | 0 |
| 2004-05 | 139 | 0 | 25 |
| 2005-06 | 588 | 0 | 56 |
| 2006-07 | 227 | 216 | 62 |
| 2007-08 | 387 | 110 | 51 |
| 2008-09 | 225 | 398 | 95 |
| 2009-10 | 251 | 286 | 54 |
| 2010-11 | 484 | 0 | 105 |
| 2011-12 | 0 | 0 | 69 |
| 2012-13 | 591 | 0 | 26 |
| 2013-14 | 582 | 26 | 13 |
| 2014-15 | 569 | 0 | 02 |
| 2015-16 | 500 | 29 | 06 |
| 2016-17 | 249 (Ph.-I) 330 (Ph.-II) | 39 ** | 04 |
| 2017-18 | 268 (Ph.-I) 342 (Ph.-II) | - | - |
| 2018-19 | 289 (Ph.-I) 274 (Ph.-II) | 86 – GSA 115 – EGSA 273 - GPDP | - |
| 2019-20 | Regular monitoring of RD Schemes Visits going on (August,19 to October,2019) | | |

** - Gram Sabha meetings

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

Demands for Grants (2019-20) of the Department of Rural Development (Ministry of Rural Development) was tabled in the Lok Sabha *vide* Demand No. 84 wherein Rs. 1,17,647.19 crore was allocated to the Department by the Government. The Committee have examined the Demand raised by the Department of Rural Development in the light of the fund allocated to the Department for the financial year 2018-19 by analysing the performance of the schemes being run by the Department in terms of utilization of funds and the achievement of target set for that period. Based on its findings, the Committee have made Observations/Recommendations which are enumerated in the successive paragraphs:

Liquidation of Unspent Balances

During the examination of Demands for Grants 2019-20, the Committee were taken aback to find a huge amount of Rs. 38,054.75 crore as unspent balance cummulatively accrued over from different schemes in the financial year 2018-19. This revelation did not bore well with the Committee. Large corpus remaining unutilized reflects a dismal picture of financial management by the Department of Rural Development merely seeking funds from the Government does not serve the real purpose of upliftment and development of rural populace of the country until and unless the funds are put to effective utilization for the welfare of rural inhabitants. Keeping huge unspent balance in mind, the Committee feel that DoRD should tighten up its grip over all the agencies

involved in the implementation of schemes and ensure that the unspent balance get liquidated in a faster and efficient manner. Therefore, the Committee recommend the DoRD to expedite fund utilization for the result oriented implementation of schemes on ground.

(Recommendation Sl. No. 1)

2. Rejuvenation of Traditional Water Bodies under Natural Resource Management of MGNREGA

The Committee find that "Mission Water Conservation" is being undertaken by the Department of Rural Development by focussing on the water related work under the Natural Resource Management component of MGNREGA. It is commendable that of such work being done under the aegis of DoRD. The Committee feel that a streamlined and strategic approach is, however, required to produce effective result in this aspect. The Committee strongly feel that besides creating new water resources, the human assets and funds under MGNREGA, can be more effectively utilized if the recharging work of already existing traditional waterbodies, clogged due to garbages or requiring proper dredging etc. is taken up more vigorously. Such exercise of opening up and clearing water flow in the traditional water bodies would add up in availability of water resources in the country. Thus, the Committee urge the DoRD to positively modify its approach while taking up the water related work under MGNREGS so that the traditional water bodies may also be revitalized and restored.

(Recommendation Sl. No. 2)

3. Disparity in wages

One of the most important issue regarding MGNREGA that has remained unresolved is the disparity in the wages guaranteed under MGNREGA and the minimum wages fixed by the State. The Committee noted with utmost concern that the wage rate under MGNREGA is much less as compared to the corresponding minimum wage rate in the States which is a cause of huge resentment amidst the disgruntled beneficiaries under MGNREGA. It was strongly felt by the Committee that increase in wages under MGNREGA is the need of the hour and an extremely justified requirement as the cost of basic amenities required for sustenance of an individual keeps on rising while the wage in comparison is very meagre. Moreover, the difference in wage also discourages the unskilled labours to opt for works under MGNREGA. Moreover, areas such as hilly terrains, having unique geographical challenges, need to be taken into consideration for fixing wages specific to that locale. Therefore, the Committee is of the view that the wages under MGRNEGA may be linked to such index which is more realistic and pragmatic enough to take into account the rising inflation/hilly areas work and reasonable hike of wage may be made accordingly taking all parameters under consideration. Hence, the Committee strongly impore upon the DoRD to take this matter in right earnest and consider the hike in wages under MGNREGA promptly.

(Recommendation Sl. No. 3)

4. Delay in payment of wages

The sole purpose of providing employment under MGNREGA to unskilled labourers is to create a source of income for unemployed class of population so

that not only the unemployment issue is duly dealt with at ground level but also a labour force is made for creating assets through different works sanctioned under MGNREGA. The Act mandates the payment of due wages to the workers within fifteen days of completion of work and that any laxity in payment needs to be dealt with strongly and efficiently by the nodal agencies. Despite such clear cut guidelines, the Committee observed that there is still inordinate delay in payment of wages in various quarters of the country which requires to be resolved at the earliest. Although, the steps taken by the DoRD for the electronic payment mechanisms through PFMS is appreciated, yet much more is required to be done to ensure that the pendency in wage payment is mitigated. The Committee, therefore, strongly recommend the DoRD to create mechanism for timely payment of wages under MGNREGA.

(Recommendation Sl. No. 4)

5. Adherence to the Wage-Material ratio of 60:40

The Committee took into cognizance the operational guidelines of MGNREGA which mandates that the ratio of wages costs to material costs should not be less than the minimum stipulated 60:40 ratio and that this ratio should be strictly maintained at all levels. However, the Committee have been apprised of the numerous instances wherein there is rampant violation of this norm and fraudulent practices for the embezzlement of funds is prevalent at most of the places. JCB machines are being used instead of employing manual labourers. Such bending of norms is simply not acceptable and despite showing a positive impact on the rural population, the scheme cannot be allowed to wander in a wrong direction which would bring disrepute to such a populist

scheme for the welfare of people. The Committee have taken extra serious view of the matter and strongly recommend DoRD to issue stricter directions for stricter compliance of the norms in letter and spirit so that the real beneficiaries do not suffer in any form.

(Recommendation Sl. No. 5)

6. Unemployment Allowance

Section 7(1), Mahatma Gandhi NREGA: *“If an applicant for employment under the Scheme is not provided such employment within fifteen days of receipt of his application seeking employment or from the date on which the employment has been sought in the case of an advance application, whichever is later, he shall be entitled to a daily unemployment allowance in accordance with this section.”*

The daily unemployment allowance will be at a rate not less than one fourth of the wage rate for the first thirty days during the financial year and not less than one half of the wage rate for the remaining period of the financial year.

The Committee were also enlightened about the role of State Government to specify the rate of unemployment allowance payable, framing of rules governing the procedure for payment of unemployment allowance and making necessary budgetary provision for payment of unemployment allowance. However, the Committee found that at several places the demand for work is not met in the stipulated time-frame and such cases warrant the usage of this specific provision. The role of States is extremely important in the implementation of this provision, hence the Committee strongly recommend the DoRD to issue strict guidelines to the States and have mandatory monitoring over the actual enforcement of their provision at ground level.

(Recommendation Sl. No. 6)

7. Issue of Fake Job Cards

One of the major impediments in the success of social welfare scheme such as MGNREGA, which is meant to provide benefit to rural populace suffering from unemployment, is fake job cards. The Committee have taken serious note of this issue as it undermines the sole crux of the scheme. Fake Job Cards instead of benefiting the real beneficiaries, and creates an air of distrust among the real needy population. The matter needs sustained monitoring and fixing of accountability in correct perspective so that the guilty are brought to book and the credibility of the scheme is maintained. The Committee, therefore, calls upon the DoRD to pull up its socks and have a hawkish mode of surveillance to cull out the issuance of fake job cards.

(Recommendation Sl. No. 7)

8. Widening the ambit of works to be undertaken under MGNREGA

While undergoing the analysis of works that can be taken under MGNREGA, the Committee are of the view that there was ample scope to enhance the ambit of the work to be done under the scheme. The Committee utilizing its in-depth experience of ground reality, were of the uniform view that works pertaining to agriculture, fencing of farms, sanitation and other contemporarily relevant nature may also be included in the list of sanctioned works under MGNREGA. Such works will not only help in the creation of more assets but will also rope in more beneficiaries who require such jobs. Thus, the

Committee recommend DoRD to reivew the sanctioned list of works to be done under MGNREGA and widen its ambit by including newer areas of work.

(Recommendation Sl. No. 8)

9. PMGSY

Quality of Roads constructed

One of the flagship programme of DoRD, Pradhan Mantri Gram Sadak Yojana (PMGSY) often remains in the discussion owing to the concern regarding the quality of materials used in the projects of PMGSY. Time and again, the attention of Committee have been drawn towards the usage of poor quality materials for road construction causing early deterioration and poor upkeeps. The Committee have taken serious view about such issues and feel that the quality of raw material to be used for the projects of PMGSY need to be taken utmost care of and any want in its quality needs to be dealt with seriously. All and sundry involved in the projects of PMGSY should be on the same wavelength regarding the non compromise in the quality of material used. The roads should also be constructed considering the terrain and climate of the location and as such the Committee strongly recommends DoRD to ensure that the quality of roads constructed under PMGSY is not compromised and high standards are followed.

(Recommendation Sl. No. 9)

10. Accountability for poor Maintenance of roads under PMGSY

A robust monitoring system is the backbone for the success of implementation of any scheme. Callous approach towards the monitoring mechanism is a sureshot receipe for the failure of any scheme. Having such

view, the Committee feel that the need of the hour is to urgently fix accountability for the poor maintenance of roads built under PMGSY. It has been observed that the roads start breaking too early after few seasons only and its condition only worsens day by day. More often than not, there is extremely poor maintenance and upkeep of roads after the completion while the provisions of the scheme mandates the requirement of maintenance. The Committee, therefore, beseeches DoRD to hold the erring contractors/agencies/officials accountable for their negligence and ensure the stricter compliance of norms of the scheme so that the roads built under PMGSY are durable.

(Recommendation Sl. No. 10)

11. Completion of Houses under PMAY-G

The Vision "Housing for All" by 2022 is a noble and welfare measure aimed at providing houses to the homeless rural population. However, the Committee were extremely anguished to note that still there are areas of the country wherein the sanctioned beneficiaries' houses are incomplete/yet to start. This is a major obstacle in the achievement of a great vision as there is dearth of time for the actual realization of the target. While moving forward with the construction of new houses, there is also need to complete the houses left behind in right earnest. Thus, the Committee were of strong view that the target of PMAY-G needs to be completed on war footing and DoRD is recommended to leave no stone unturned in the completion of houses targeted under PMAY-G while also ensuring the completion of pending houses.

(Recommendation Sl. No. 11)

12. Inclusion of leftover beneficiaries under PMAY-G

Taking cognizance of the issue of still remaining leftover beneficiaries from the universe of PMAY-G, the Committee were perturbed to note this slackness in the approach of the DoRD. This has been a contentious issue riddling the scheme for a long period of time and has still not reached a conclusion. The matter not only needs to be dealt with expeditiously but with all caution to ensure that no genuine homeless rural person is left from the list of bonafide beneficiary. Therefore, the Committee vehemently urges upon DoRD to expedite its approach and ensure such remedial measure for the speedy inclusion of leftover beneficiaries from PMAY-G.

(Recommendation Sl. No. 12)

13. Sustainability of houses built under PMAY-G/Quality Control Lab

Providing Houses alone is not the real motive behind the vision of PMAY-G. The idea of providing houses for homeless beneficiaries is defeated if the quality of house do not meet the standard requisite norms and the houses built under the scheme get damaged in short time due to poor quality of construction material in use. It needs to be ensured that the quality of house built under PMAY-G is durable and have sustainability. The Committee are of strong opinion that the scheme should focus equally on quantitative and qualitative aspect of the houses built under PMAY-G and also feel that there should be a provision of quality control labs which checks the quality of the construction periodically and ensure the usage of quality raw materials. Therefore, the Committee strongly recommends DoRD to maintain the quality of the houses built under PMAY-G and also explore the feasibility of opening quality control labs in each district.

(Recommendation Sl. No. 13)

14. Increase in unit assistance under PMAY-G

The Committee during the course of examination felt that the unit assistance provided under PMAY-G is not commensurate with the rising inflationary cost of the construction/material and other aspects of houses building. The unit assistance of 1.2 lakh in plain areas and 1.3 lakh in hilly areas need to be reviewed and recalibrated taking into account all the relevant escalating cost issues. In this aspect, the Committee recommend DoRD to reivev the unit assitance under PMAY-G and increase it accordingly in a pragmatic manner.

(Recommendation Sl. No. 14)

15. DDU-GKY

The skilling component of DDU-GKY scheme is a highly commendable effort of the DoRD and the scheme has all the right ingredients for the welfare of youth. With this view, the Committee, while analysing the performance of the scheme, were of the view that mere skilling would not suffice and provide success to the unemployed rural youths. Going forward and providing mandatory placement for jobs also needs to be undertaken for the holistic success of the scheme. Thus, in fitness of the things, the Committee strongly recommed DoRD to spruce up its measures and devise mechanism for the placement/job appointment to the rural youth skilled under DDU-GKY.

(Recommendation Sl. No. 15)

16. NSAP

Increase of assistance amount

While having in-depth analysis of National Social Assistance Programme, the Committee found that the assistance amount under the different components of the scheme such as Indira Gandhi National Old Age Pension Scheme, Rs. 200/- p.m. in the age group 60-79 years and Rs. 500/- p.m. to the persons of 80 years and above, Indira Gandhi National Widow Pension Scheme wherein Rs. 300/- p.m. is provided to widows in the age group of 40-79 and similar lesser figure in other components of NSAP too, was very less in today's life and require urgent upward revision. The Committee, therefore, implores upon DoRD to take a rational view and review the assistance amount of each component under NSAP for its due upward revision.

(Recommendation Sl. No. 16)

17. Holding of DISHA Committee Meetings

The Committee note with serious concern the lackadaisical approach towards the non holding of regular/mandatory meetings of DISHA Committees in various districts of the country. Such apathy shown towards a platform of utmost importance for overseeing the implementation of schemes in the country is not at all acceptable and the Committee deplores the approach of DoRD in this regard. The Committee chaired by Hon'ble Members of Parliament in each district to monitor, evaluate and to make suggestions about the betterment of each schemes being implemented in the district need to be held with utmost respect and sincerity. Non-appearance of officials of state departments, collectors and other nodal agencies marks disrespect towards the DISHA Committees. The, Committee, therefore, strongly recommends DoRD to rectify

the erroneous approach immediately and go all out in ensuring that the DISHA Committee meetings are held regularly with all serious earnest.

(Recommendation Sl. No. 17)

18. SAGY Villages

The Committee was enlightened during the examination that the SAGY villages adopted by the Hon'ble Members of Parliament which needed prioritization of schemes' implementation were not being given due recognition and the Members were left high and dry with their suggestions falling on deaf ears. The vision behind the evolution of SAGY villages was to create model villages by ensuring convergence and dovetailing of schemes and its proper implementation on priority basis. However, the seriousness required to achieve the motto is lacking as faced by the Members of Parliament. The Committee, therefore, recommends DoRD to ensure that the SAGY villages are dealt with the vision envisaged under the scheme and are not left behind.

(Recommendation Sl. No. 18)

19. Information and Increased Participation of MPs

The Committee unanimously are of the view that the Member of Parliament of each district need to be kept in right loop and be informed duly at appropriate time regarding the inspection/initiation of any scheme in the district. The Members' advise/suggestions should be taken at opportune moment and all necessary information regarding the development in his/her district be imparted to the Member in right earnest. The Committee, therefore, recommend the DoRD

to review its approach towards dissemination of information to the Members and ensure slew of measures so that the Members of Parliament are kept abreast of the development in their districts.

(Recommendation SI. No. 19)

NEW DELHI;
27 November, 2019
06 Agrahayana, 1941 (Saka)

PRATAPRAO JADHAV
Chairperson,
Standing Committee on Rural Development

Annexure I**STANDING COMMITTEE ON RURAL DEVELOPMENT (2019-2020)****MINUTES OF THE SECOND SITTING OF THE COMMITTEE HELD ON TUESDAY,
THE 05th NOVEMBER, 2019**

The Committee sat from 1400 hrs. to 1700 hrs. in Committee Room 'D',
Ground Floor, Parliament House Annexe, New Delhi.

PRESENT

Shri Prataprao Jadhav -- *Chairperson*

MEMBERS**Lok Sabha**

2. Shri Sisir Kumar Adhikari
3. Shri A.K.P. Chinraj
4. Shri Rajveer Diler
5. Dr. Mohammad Jawed
6. Shri Narendra Kumar
7. Shri Janardan Mishra
8. Shri Talari Rangaiah
9. Smt. Gitaben Vajesingbhai Rathva
10. Shri Brijbhushan Sharan Singh
11. Shri Indra Hang Subba

Rajya Sabha

12. Shri Ritabrata Banerjee
13. Shri Samsher Singh Dullo
14. Shri Nazir Ahmed Laway
15. Shri Rathwa Naranbhai Jemlabhai
16. Shri A.K. Selvaraj
17. Shri Ajay Pratap Singh
18. Shri Lal Sinh Vadodia

Secretariat

- | | | |
|-----------------------|---|----------------------|
| 1. Shri Abhijit Kumar | - | Additional Secretary |
| 2. Smt. Emma C. Barwa | - | Additional Director |

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

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| 1. | Shri Amarjeet Sinha | - Secretary |
| 2. | Shri Sanjeev Kumar | - Additional Secretary & Financial Advisor |
| 3. | Smt. Alka Upadhyaya | - Additional Secretary |
| 4. | Shri Prasant Kumar | - Additional Secretary |
| 5. | Shri Kamran Rizvi | - Additional Secretary |
| 6. | Dr. Seema Gaur | - Chief Economic Advisor |
| 7. | Smt. Ratna Anjan Jena | - Additional Director General |
| 8. | Shri Rohit Kumar | - Joint Secretary |
| 9. | Shri Charanjit Singh | - Joint Secretary |
| 10. | Ms. Leena Johri | - Joint Secretary |
| 11. | Smt. Nita Kejrewal | - Joint Secretary |
| 12. | Dr. Biswajit Banerjee | - Joint Secretary |
| 13. | Shri Ajay S. Singh | - Chief Controller of Accounts |

2. At the outset, the Chairperson welcomed the Members to the sitting of the Committee convened for taking the evidence of the representatives of the Department of Rural Development (Ministry of Rural Development) in connection with the examination of Demands for Grants (2019-20) relating to Department of Rural Development.

[Witnesses were then called in]

3. 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 2019-20 under different rural development schemes. Thereafter, the Secretary, Department of Rural Development (Ministry of Rural Development) made a Power Point Presentation

inter-alia highlighting allocations viz. utilisation of funds in different years so far

alongwith the Plan allocation for 2019-20 and the initiatives taken under different schemes like MGNREGA, PMGSY, NRLM-Aajeevika, PMAY-G, etc.

4. 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.

5. The Chairperson then thanked the representatives of the Department of Rural Development (Ministry of Rural Development) and asked them to furnish written information on points raised by the Members on which the replies are not readily available as soon as possible, to this Secretariat.

[The Witnesses then withdrew]

A verbatim record of the proceedings has been kept.

The Committee then adjourned.

Annexure II**STANDING COMMITTEE ON RURAL DEVELOPMENT (2019-20)**

MINUTES OF THE FIFTH SITTING OF THE COMMITTEE HELD ON
WEDNESDAY, THE 27 NOVEMBER, 2019

The Committee sat from 1000 hrs. to 1020 hrs. in New Committee Room 'D',
Ground Floor, Parliament House Annexe Building, (PHA), New Delhi.

PRESENT

Shri Prataprao Jadhav -- *Chairperson*

MEMBERS
LOK SABHA

2. Dr. Mohammad Jawed
3. Prof. Rita Bahuguna Joshi
4. Shri Narendra Kumar
5. Shri Janardan Mishra
6. Shri Kinjarapu Ram Mohan Naidu
7. Shri Talari Rangaiah
8. Smt. Mala Rajya Laxmi Shah
9. Shri Brijbhushan Sharan Singh

RAJYA SABHA

10. Shri Shamsheer Singh Dullu
11. Shri Nazir Ahmed Laway
12. Shri Naranbhai Jemlabhai Rathwa
13. Shri A. K. Selvaraj
14. Shri Ram Shakal
15. Shri Ajay Pratap Singh
16. Shri Lal Singh Vadodia

SECRETARIAT

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

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

(2019-20) pertaining to Department of Rural Development (Ministry of Rural Development), XXX XXX XXX XXX XXX.

3. Thereafter, the Committee took up for consideration the Draft Reports and adopted the same without any modifications. The Committee also authorized the

Chairperson to finalize the Draft Reports taking into consideration consequential changes arising out of factual verification, if any, by the concerned Ministry and to present the same to both the Houses of Parliament.

The Committee then adjourned.

XXX Not related to the Draft Report