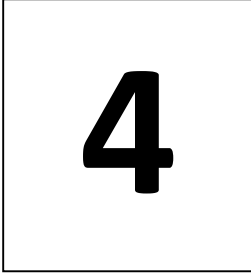


STANDING COMMITTEE ON RURAL DEVELOPMENT

(2019-2020)



SEVENTEENTH LOK SABHA

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

**DEMANDS FOR GRANTS
(2020-21)**

FOURTH REPORT



LOK SABHA SECRETARIAT

NEW DELHI

FOURTH REPORT

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(2019-2020)

(SEVENTEENTH LOK SABHA)

MINISTRY OF RURAL DEVELOPMENT

(DEPARTMENT OF RURAL DEVELOPMENT)

DEMANDS FOR GRANTS

(2020-21)

Presented to Lok Sabha on 03.03.2020

Laid in Rajya Sabha on 03.03.2020



LOK SABHA SECRETARIAT

NEW DELHI

March, 2020/Phalguna, 1941 (Saka)

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CONTENTS

Page

COMPOSITION OF THE COMMITTEE	(iii)
INTRODUCTION	(iv)

REPORT

PART-I

NARRATION

I. Introduction	
(A) Department of Rural Development - Mandate and Role	1
(B) Major schemes of Department of Rural Development	2
II. Demands for Grants (2020-21) of the Departmental of Rural Development	2
III. Appraisal of Budgetary Expenditure (2019-20)	5
IV. Scrutiny of Demands for Grants (2020-21)	10
V. Unspent Balances	15
1 Quantum	15
2 Steps to Mitigate	16
VI. Schematic Analysis	18
(A) Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA)	18
1 Scope and Vision of the Programme	18
2 Financial Performance	19
3 Physical Performance	21
4 Issues related to wages	24
5 Payment of Unemployment allowances	25
6 Ambit of work taken up under MGNREGA	26
7 Ground level Monitoring/Audit Mechanism	27
(B) Pradhan Mantri Awaas Yojana - Gramin (PMAY-G)	29
1 Aim and Objective	29
2 Physical Progress	30
3 Financial Expenditure	31
4 Incompletion of Houses	32
5 Delay in release of installments	34
6 Design / Quality of Construction	34
7 Awaas Plus	35
8 Unit Assistance	36
9 Monitoring Aspect	37
(C) Pradhan Mantri Gram Sadak Yojana (PMGSY)	38
1 Brief	38
2 Target Achievement - Slow pace of work	40
3 Financial Progress	42
4 Quality / Climate Aspects	43
5 Fixation of Accountability / Issues of Tender	44
6 Future of the Yojana - PMGSY - II & PMGSY - III	44
7 Monitoring and Inspection	46
(D) Deendayal Antyodaya Yojana - National Rural Livelihood Mission DAY-NRLM	47
1 An Insight	47
2 Components and Sub - Schemes	48
3 Fund Allocation / Utilization	49
4 Physical Performance	51

5	Universal Social Mobilization through Self Help Groups (SHGs)	53
6.	Role of Banks in the implementation of DAY-NRLM and Setting up of RSETIs	54
7.	Deen Dayal Upadhyaya Grameen Kaushalaya Yojana (DDU-GKY)	56
8	Monitoring Aspect	60
(E)	National Social Assistance Programme (NSAP)	62
1	Background	62
2	Sub-Schemes under the Programme and Implementation	62
3	Physical Performance in terms of goals set	63
4	Financial Performance	64
(F)	Shyama Prasad Mukherjee Rurban Mission (SPMRM)	65
1	Origin and Vision	65
2	Achievements made so far - Physical and Financial	66
3	Issues under the Mission	67
(G)	Saansad Aadarsh Gram Yojana (SAGY)	68
1	A Visionary Approach	68
2	Progress so far	69
3	Steps taken by Department of Rural Development (DoRD)	70
VII.	District Development Coordination and Monitoring Committee (DISHA)	71
VIII.	Impetus to the pace of progress	73

PART – II

Observations/Recommendations the Committee.....	76
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ANNEXURES

i.	Minutes of the Eighth Sitting of the Committee held on 12 February, 2020	93
ii.	Extracts of Minutes of the Eleventh Sitting of the Committee held on 02 March, 2020	96

**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
11. -Vacant- *
12. Shri Janardan Mishra
13. Shri Kinjarapu Ram Mohan Naidu
14. Shri B.Y. Raghavendra
15. Shri Talari Rangaiah
16. Smt. Gitaben Vajesingbhai Rathva
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Rajya Sabha

22. Shri Ritabrata Banerjee
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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 D. R. Shekhar | - | Joint Secretary |
| 2. Shri S. Chatterjee | - | Director |
| 3. Smt. Emma C. Barwa | - | Additional Director |
| 4. Shri Inam Ahmed | - | Assistant Executive Officer |

*Vacancy created due to sad demise of Shri Baidyanath Prasad Mahto on 28.02.2020

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 Fourth Report on Demands for Grants (2020-21) 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 12 February, 2020.

4. The Report was considered and adopted by the Committee at their sitting held on 02 March, 2020.

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;
02 March, 2020
12 Phalgun, 1941 (Saka)

PRATAPRAO JADHAV
Chairperson,
Standing Committee on Rural Development

REPORT**PART - I****NARRATION****I. INTRODUCTION****A. Department of Rural Development - Mandate and Role**

Ministry of Rural Development plays a pivotal role in the welfare and development of rural public, with the main focus on skilling of rural youth, increasing livelihood opportunities, empowering rural women, providing social safety net and infrastructure development. In the past year, apart from strengthening the implementation structures in the various ongoing rural development programmes, MoRD's primary objective is the sustainable development of rural areas, by adopting multi-pronged strategies to address rural poverty and improve the economic well-being of the people.

Presently, the Ministry of Rural Development consists of two Departments, namely, Department of Rural Development and Department of Land Resources. The Department of Rural Development implements 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. Major Schemes under the purview of Department of Rural Development

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

The present report examines the Demands for Grants made by the Department of Rural Development for the Financial Year 2020-21.

II. Demands for Grants (2020-21) of the Department of Rural Development

The Department of Rural Development (Ministry of Rural Development) have been allocated a fund of Rs. 120147.19 crore *vide* demand no. 85 laid on the table of Lok Sabha on 10 February, 2020. The detailed Demands for Grants of the Department of Rural Development is as under:-

Statement A							
Brief summary of the Detailed Demand for Grants of the Department of Rural Development							
(Rs. in crore)							
Sl. No.	Name of the Scheme	Major Head of Account	Budget	Revised	Budget Estimates 2020-2021		
			Estimates, 2019-2020	Estimates, 2019-2020	Revenue	Capital/ Loan	Total
1	2	3	4	5	6	7	8
	SCHEMES						
	SPECIAL PROGRAMMES FOR RURAL DEVELOPMENT						
1	Aajeevika-National Rural Livelihood Mission(NRLM)	2501	2522.40	2522.40	1867.33	...	1867.33
		3601	5583.75	5583.75	6422.44	...	6422.44
		3602	16.85	16.85	42.27	...	42.27
	TOTAL - SPECIAL PROGRAMMES FOR RURAL DEVELOPMENT		8123.00	8123.00	8332.04	...	8332.04
	RURAL EMPLOYMENT						
2	Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS)	2505	42550.29	49852.10	43255.29	..	43255.29
		3601	17444.71	20928.16	17644.71	..	17644.71
		3602	5.00	221.55	600.00	..	600.00
	TOTAL - Rural Employment		60000.00	71001.81	61500.00	..	61500.00
	HOUSING						
3	Rural Housing(IAY)- Erstwhile PMAY(G)	2216	2621.00	2621.00	2921.00	..	2921.00
		3601	14115.00	14115.00	14529.00	..	14529.00
		3602	0.00	0.00	0.00	..	0.00
	Interest Subsidy	2216	384.00	384.00	100.00	..	100.00
	TOTAL - Housing		17120.00	17120.00	17550.00	..	17550.00
	OTHER RURAL DEVELOPMENT PROGRAMMES:						
4	Grants to National Institute of Rural Development (NIRD)	2515	89.65	89.65	113.65	..	113.65
5	Assistance to CAPART	2515	24.00	19.07	0.00	..	0.00
6	Management Support to RD Programme & strengthening district planning process	2515	340.62	340.62	357.46	..	357.46
7	BPL Survey	2515	1.00	1.00	0.01	..	0.01
8	Shyama Prasad Mukherjee RURBAN Mission	2515	103.52	22.12	37.00	..	37.00
		3601	579.63	207.23	476.00	..	476.00
		3602	36.85	18.00	27.00	..	27.00
	TOTAL - OTHER RURAL DEVELOPMENT PROGRAMMES		1175.27	697.69	1011.12	..	1011.12
	ROAD & BRIDGES						
9	Pradhan Mantri Gram Sadak Yojana	3054	79.21	74.21	135.72	..	135.72
		3601	17215.79	12895.86	16884.28	..	16884.28
		3602	5.00	0.00	700.00	..	700.00
	(PMGSY) - Rural Roads		17300.00	12970.07	17720.00	..	17720.00
10	National Social Assistance Programme	2235	24.56	19.22	21.48	..	21.48
		3601	8189.99	8196.17	8190.00	..	8190.00
		3602	65.45	64.61	65.44	..	65.44
	TOTAL- NSAP		8280.00	8280.00	8276.92	..	8276.92

Statement A(contd.)							
(Rs. In crore)							
Sl. No.	Name of the Scheme	Major Head of Account	Budget Estimates, 2019-2020	Revised Estimates, 2019-2020	Budget Estimates 2020-2021		
					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	901.00	901.00	878.00	..	878.00
	2. Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS)	2552	0.00	0.00	0.00	..	0.00
	3. Rural Housing(IAY)/PMAY(G)	2552	1880.00	1355.00	1950.00	..	1950.00
	4. Grants to National Institute of Rural Development (NIRD)	2552	10.35	10.35	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	1100.00	1780.00	..	1780.00
	9. National Social Assistance Programme	2552	920.00	920.00	920.00	..	920.00
	10. Shyama Prasad Mukherjee RURBAN Mission	2552	80.00	52.65	60.00	..	60.00
	TOTAL - NE Region		5501.35	4349.00	5608.35	..	5608.35
12	Grameen Vikas Bhawan		100.00	54.90	0.00	100.00	100.00
	TOTAL - SCHEME EXPENDITURE		117599.62	122596.47	119998.43	100.00	120098.43
	NON-SCHEME EXPENDITURE **						
	1. Headquarter's Establishment of Department of Rural Development	3451	47.57	52.53	48.76	..	48.76
	TOTAL - NON-SCHEME		47.57	52.53	48.76	..	48.76
**w.e.f 2017-18 the distinction between Plan and Non- Plan has been done away.							

III. An Appraisal of Budgetary Expenditure during the last three Financial Years 2017-18, 2018-19 & 2019-20

Statement showing Budget Estimates, Revised Estimates, Actual Expenditure and Unspent Balances for the year 2017-18, 2018-19 and 2019-20 (till date).

(Rs. In crores)													
Sl. No.	Name of the Scheme	Annual Plan 2017-2018				Annual Plan 2018-2019				Annual Plan 2019-2020			
		B.E.	R.E.	Actual Expenditure	Unspent Balances	B.E.	R.E.	Actual Expenditure	Unspent Balances	B.E.	R.E.	Actual Expenditure Upto 31.01.2020 with Authorization	Unspent Balances
1	2	3	4	5	6	7	8	9	10	11	12	13	14
Centrally Sponsored Schemes													
1	Mahatma Gandhi National Rural Employment Guarantee Scheme	48000.00	55167.06	55166.06	2288.55	55000.00	61830.09	61829.55	1809.56	60000.00	71001.81	60992.47	2049.89
2	National Rural Livelihood Mission-Aajeevika	4500.00	4350.83	4327.20	261136	5750.00	5783.50	5783.48	254516	9024.00	9024.00	6918.19	3225.01
3	Pradhan Mantri Awaas Yojana-Gramin	23000.00	22832.31	22572.29	9724.67	21000.00	19500.00	19307.95	8989.71	19000.00	18475.00	16088.71	3589.12
4	Pradhan Mantri Gram Sadak Yojana	19000.00	16900.00	16862.12	13571.22	19000.00	15500.00	15417.55	16437.42	19000.00	14070.07	10155.83	10701.47
5	National Social Assistance Programme	9500.00	8744.42	8694.22	1285.35	9975.00	8467.46	8418.47	957.38	9200.00	9200.00	5843.15	4012.72
6	Shyama Prasad Mukherjee RURBAN Mission	1000.00	600.00	553.25	596.00	1200.00	451.03	432.61	1028.35	800.00	300.00	227.64	1307.81
Central Sector Schemes													
7	Grants to National Institute of Rural Dev.	50.00	53.47	50.00	0.00	75.00	75.00	72.17	2.83	100.00	100.00	71.48	6.59
8	Assistance to C.A.P.A.R.T.	20.00	16.48	8.19	1.30	24.00	20.41	15.34	2.93	24.00	19.07	8.00	2.61
9	Management support to RD Programmes and strengthening district planning process	250.00	250.00	212.99	4.02	254.40	238.52	200.23	21.55	350.62	350.62	105.05	49.75
10	SECC Census	80.18	80.18	72.16	-	75.70	386.95	375.01	-	1.00	1.00	0.00	-
Total		105400.18	108994.75	108518.48	3405247	112354.10	112352.96	111853.36	21744.91	117499.62	122541.57	101410.50	25244.87

6	GUJARAT	107100	107100	78583	88336	68095	21523	3633	0	8881	8.29
7	HARYANA	0	0	0	0	0	0	0	0	0	
8	HIMACHAL PRADESH	900	900	845	786	766	467	83	0	114	12.67
9	JAMMU AND KASHMIR	52500	52500	64894	33979	8024	152	5	0	70	0.13
10	JHARKHAND	322000	322000	328040	290838	280445	172818	19904	0	54917	17.05
11	KERALA	0	0	0	0	0	0	0	0	0	
12	MADHYA PRADESH	832100	394911	328570	373214	367187	319699	218445	84460	128697	15.47
13	MAHARASHTRA	289700	289700	41628	241360	194445	89443	45221	5689	22493	7.76
14	MANIPUR	8900	8900	9976	186	0	0	0	0	0	0.00
15	MEGHALAYA	17200	17200	16074	6399	199	0	0	0	35	0.20
16	MIZORAM	1500	0	0	0	0	0	0	0	0	0.00
17	NAGALAND	5900	5900	5	0	0	0	0	0	0	0.00
18	ODISHA	565000	558481	578911	536814	524536	366454	216693	80034	158939	28.13
19	PUNJAB	10000	10000	304	1558	2	0	0	0	0	0.00
20	RAJASTHAN	364000	364000	327740	363774	346562	201960	49765	0	49049	13.48
21	SIKKIM	0	0	0	0	0	0	0	0	0	
22	TAMIL NADU	200000	200000	66680	53472	29547	11627	5603	1924	3122	1.56
23	TRIPURA	28838	28838	19766	17891	12924	8402	2467	0	1029	3.57
24	UTTAR PRADESH	178900	178900	165841	164693	162492	143517	97101	0	100564	56.21
25	UTTARAKHAND	0	0	0	0	0	0	0	0	0	
26	WEST BENGAL	830000	830000	790849	819520	751368	136865	2402	0	27788	3.35
27	A & N	400	400	0	400	80	53	34	0	36	9.00
28	D & N HAVELI	0	0	0	0	0	0	0	0	0	
29	DAMAN AND DIU	0	0	0	0	0	0	0	0	0	
30	LAKSHADWEEP	58	0	0	0	0	0	0	0	0	0.00
31	PUDUCHERRY	0	0	0	0	0	0	0	0	0	
32	ANDHRA PRADESH	47800	0	0	0	0	0	0	0	0	0.00
33	KARNATAKA	86000	0	0	0	0	0	0	0	0	0.00
34	TELANGANA	0	0	0	0	0	0	0	0	0	
35	LADAKH	0	0	0	0	0	0	0	0	0	
	Total	5107396	4528330	4087595	4097334	3678689	1739257	736645	172107	620265	12.14

***As reported on AwaasSoft as on 28.1.2020**

As per para 5.6.2 of the Framework of Implementation of PMAY-G, the construction of house should be completed within 12 months from the date of sanction.

Reasons for slow pace of performance: Some of the reasons for slow pace of performance are :

- i. Imposition of Model Code of Conduct from 9th March, 2019 till 23rd May 2019 resulted in delay in start of the implementation of the PMAY-G. It is worthwhile to mention that the work started from 1st June, 2019.
- ii. Landlessness among beneficiaries – 3.26 lakh out of 4.23 lakh beneficiaries are yet to be provided land by respective state governments.
- iii. Beneficiaries unwilling to construct the houses
- iv. Very heavy rains, floods in many parts of the Country

- v. Migration – both temporary and permanent.
 - a. Delayed houses – Houses exceeding 12 months
 - b. Larger than the prescribed house size
 - c. Death of beneficiary
 - d. Non-availability of construction material, especially sand
 - e. Land dispute
 - f. Natural calamity

PMGSY:-

The States of Punjab, Gujarat, Rajasthan, Haryana, Karnataka and Tamil Nadu have already provided connectivity to majority of 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) Historically disadvantaged in terms of rural connectivity.
- (ii) Most remote habitations are yet to be connected;
- (iii) Short working season;
- (iv) Inadequate execution and contracting capacity;
- (v) Scarcity of construction material;
- (vi) Difficult terrain;
- (vii) 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.

NRLM:- There has been shortfall in the number of Village Organisations promoted against the targets due to various reasons. There were initial delays due to election code of conduct being in place. There have been delays in a few states in release of funds from the state treasury to the State Rural Livelihoods Mission. This has caused delays in release of capitalized support funds to the community institutions. However, efforts have been made to achieve the set target on the promotion of Village Organisations and the release of community funds through regular follow-up with underperforming states. To address the state specific issues, review cum planning workshops have been conducted during the month of January with all states in order to discuss reasons for the shortfalls and plan for achieving the targets to the extent possible in the remaining period of the financial year. Communications are regularly sent at senior level to States for ensuring timely release of funds to the SRLMs.

Progress till December 2019 on promotion of VO is 46% and release of Community Fund (RF & CIF) is 41%.

DDU-GKY:-The performance during FY 2019-20 is satisfactory. Against a total target of 250000 a total of 185749 have been trained.

RSETI:- The performance during FY 2019-20 is satisfactory. Against a total target of 386129 a total of 281461 have been trained.

NSAP:- States/UTs have adopted different rates and criteria in identifying the beneficiaries and extending top ups. Delays in submission of Monthly progress reports and Utilization Certificate by the State/UT Governments are some of the challenges and constraints faced by the Department of Rural Development. On consistent basis MoRD is advising the States/UTs for adoption of transaction based NSAP-MIS, however, response so far has been slow.

RURBAN:- As the Mission hinges on both Convergence and Critical Gap Fund (CGF) component, the focus of the States initially has been preparation and approval of Integrated Cluster Action Plans (ICAPs) which outlined the requirements of the Clusters. Subsequently, First Installment of CGF was released to the States which enabled them to prepare a Detailed Project Reports (DPRs) and utilize the fund released

While the preparation of DPR is a time taking process, States have meanwhile invested on the convergence themes of the Clusters.

With the active perusal of the Ministry through regular handholding and conduct of workshops, the mission has picked up pace with the states actively furnishing the DPRs and effectively increasing the utilisation of funds on CGF activities.

As the release of Second and Third installment of CGF depends on fund utilization on ground and preparation of Spatial plans, the states/UTs have been consistent in speeding up of activities undertaken which are being monitored through Monthly Progress Reports and timely UC submissions.

IV. Scrutiny of Demands for Grants (2020-21)

Statement-B										
Statement showing percentage increase in various Schemes / Programmes during 3 years										
(Rs. in crores)										
Sl. No.	Name of the Scheme	2016-17	2017-2018		2018-2019		2019-2020		2020-2021	
		Outlay	Outlay	% increase over 2016-2017	Outlay	% increase over 2017-2018	Outlay	% increase over 2018-2019	Outlay	% increase over 2019-2020
1	2	3	4	5	6	7	8	9	10	11
1	Aajeevika-National Rural Livelihood Mission (NRLM)	3000.00	4500.00	50.00%	5750.00	27.78%	9024.00	56.94%	9210.04	2.06%
2	Mahatma Gandhi National for Rural Employment Guarantee Scheme	38500.00	48000.00	24.68%	55000.00	14.58%	60000.00	9.09%	61500.00	2.50%
3	Rural Housing (Indira Awaas Yojana)/PMAY-G	15000.00	23000.00	53.33%	21000.00	-8.70%	19000.00	-9.52%	19500.00	2.63%
4	Pradhan Mantri Gram Sadak Yojana	19000.00	19000.00	0.00%	19000.00	0.00%	19000.00	0.00%	19500.00	2.63%
5	National Institute of Rural Development (NIRD)	50.00	50.00	0.00%	75.00	50.00%	100.00	33.33%	124.00	24.00%
6	Council for Advancment of People's Action & RuralTechnology (CAPART)	20.00	20.00	0.00%	24.00	20.00%	24.00	0.00%	0.00	-100.00%
7	Management support to RD programmes and strengthening district planning process*	255.00	250.00	-1.96%	254.40	1.76%	350.62	37.82%	367.46	4.80%
8	BPL Survey	375.00	80.18	-78.62%	75.70	-5.59%	1.00	-98.68%	0.01	-99.00%
9	National Social Assistance Programme	9500.00	9500.00	0.00%	9975.00	5.00%	9200.00	-7.77%	9196.92	-0.03%
10	Shyama Prasad Mukherjee RURBAN Mission	300.00	1000.00	233.33%	1200.00	20.00%	800.00	-33.33%	600.00	-25.00%
11	Non Scheme Sectt.	35.00	42.45	21.29%	44.57	4.99%	47.57	6.73%	48.76	2.50%
12	Grameen Vikas Bhawan	0.00	5.25	0.00%	5.25	0.00%	100.00	1804.76%	100.00	0.00%
	TOTAL - RURAL DEVELOPMENT	86035.00	105447.88	22.56%	112403.92	6.60%	117647.19	4.66%	120147.19	2.12%

Department of Rural Development											Statement-C
Statement showing Budget Estimates, Revised Estimates and Actual Expenditure from 2017-2018 to 2019-2020 and BE 2020-2021											
(Rs. In crores)											
Sl. No.	Name of the Scheme	Annual Plan 2017-2018			Annual Plan 2018-2019			Annual Plan 2019-2020			B.E. 2020-2021
		B.E.	R.E.	Actual Expenditure	B.E.	R.E.	Actual Expenditure	B.E.	R.E.	Actual Expenditure Upto 17.01.2020 with Authorization	
1	2	3	4	5	6	7	8	9	10	11	12
	Centrally Sponsored Schemes										
1	Mahatma Gandhi National Rural Employment Guarantee Scheme	48000.00	55167.06	55166.06	55000.00	61830.09	61829.55	60000.00	71001.81	57208.46	61500.00
2	National Rural Livelihood Mission- Aajeevika	4500.00	4350.83	4327.20	5750.00	5783.50	5783.48	9024.00	9024.00	6458.16	9210.04
3	Pradhan Mantri Awaas Yojana-Gramin	23000.00	22832.31	22572.29	21000.00	19600.00	19307.95	19000.00	18475.00	15379.44	19500.00
4	Pradhan Mantri Gram Sadak Yojana	19000.00	16900.00	16862.12	19000.00	15500.00	15417.55	19000.00	14070.07	8984.63	19500.00
5	National Social Assistance Programme	9500.00	8744.42	8694.22	9975.00	8467.46	8418.47	9200.00	9200.00	6843.15	9196.92
6	Shyama Prasad Mukherjee RURBAN Mission	1000.00	600.00	553.25	1200.00	451.03	432.61	800.00	300.00	199.35	600.00
	Central Sector Schemes										
7	Grants to National Institute of Rural Dev.	50.00	53.47	50.00	75.00	75.00	72.17	100.00	100.00	68.41	124.00
8	Assistance to C.A.P.A.R.T.	20.00	16.48	8.19	24.00	20.41	16.34	24.00	19.07	8.00	
9	Management support to RD Programmes and strengthening district planning process	250.00	250.00	212.99	254.40	238.52	200.23	350.62	350.62	75.11	367.46
10	SECC Census	80.18	80.18	72.16	75.70	386.95	375.01	1.00	1.00	0.00	0.01
	Total	105400.18	108994.75	108518.48	112354.10	112352.96	111853.36	117499.62	122541.57	95224.71	119998.43

Department of Rural Development											Statement-c(cont.)
Statement showing Budget Estimates, Revised Estimates and Actual Expenditure											
(Rs. In crores)											
Sl. No.	Name of the Scheme	Annual Plan 2017-2018			Annual Plan 2018-2019			Annual Plan 2019-2020			B.E. 2020-2021
		B.E.	R.E.	Actual Expenditure	B.E.	R.E.	Actual Expenditure	B.E.	R.E.	Actual Expenditure Upto 17.01.2020 with Authorization	
1	2	3	4	5	6	7	8	9	10	11	12
	NON SCHEME EXPENDITURE										
1	Headquarter's Establishment of										
	Department of Rural Development	42.45	42.45	41.15	44.57	45.71	45.01	47.57	52.53	40.55	48.76
	Total (Non Scheme Expenditure) (RD)	42.45	42.45	41.15	44.57	45.71	45.01	47.57	52.53	40.55	48.76
2	Grameen Vikas Bhawan (Capital Section)	5.25	5.25	0.00	5.25	5.25	5.00	100.00	54.90	54.90	100.00
	Total (Capital Section) (RD)	5.25	5.25	0.00	5.25	5.25	5.00	100.00	54.90	54.90	100.00

The analysis evidently reveals that for the Centrally Sponsored Scheme the RE for 2019-20 was Rs. 122541.57 crore, still BE for 2020-21 is 119998.43 crore. In 2019-20, 4.66% increase in outlay over 2018-19 was seen, however, in 2020-21 BE, only 2.12% increase over 2019-20 outlay could be witnessed. The major schemes such as Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA), Pradhan Mantri Awaas Yojana - Gramin (PMAY-G), Pradhan Mantri Gram Sadak Yojana (PMGSY) and Deendayal Antyodaya Yojana - National Rural Livelihood Mission DAY-NRLM also shows meagre increase of 2.50%, 2.63%, 2.63% and 2.06% respectively in the BE of 2020-21 as compared to BE of 2019-20, while a reduction of 25% funds for Shyama Prasad Mukherjee Rurban Mission (SPMRM) also gets reflected.

4.2 Replying to the query raised by the Committee regarding only 2.12% increase in BE for 2020-21 as compared to 2019-20, the DoRD in its written reply have stated that:-

"The DoRD had projected a demand of Rs. 1,63,630.11 crore for BE-2020-21. However, the allocated estimates for BE 2020-2021 for DoRD is only Rs. 1,20,098.43 crore.

Rs. 1,20,098.43 crore allocation for BE for 2020-2021 against demand of Rs. 1,63,630.11 crore is not sufficient. MGNREGA being a demand driven programme considering average annual demand by DoRD for MGNREGA was Rs. 88,000.00 crore but the allocated amount for MGNREGA is Rs. 61,500.00 crore only."

4.3 The RE of MGNREGA for the financial year 2019-20 was increased to Rs. 71001.81 crore from its BE of Rs. 60,000 crore. However, BE for 2020-21 has been earmarked for Rs. 61,500 crore. On being asked for such curious situation, DoRD have replied as below:-

"Mahatma Gandhi NREGA Division, MORD had requested for allocation of Rs.88,000.00 crore at BE for FY 2020-21.However, the allocation approved for BE for 2020-21 is Rs.61,500 crore only."

4.4 Further elaborating upon the fund allocated to MGNREGA, during the course of evidence, the Secretary, DoRD replied as under:-

“Then, Sir, coming to MGNREGS allocation getting reduced in 2020-21 as compared to 2019-20, my humble submission is, and I had made that point while making the presentation, that we should compare apples with apples. Therefore, there must be a comparison between BE to BE and RE to RE. If you see the allocation under BE in respect of MGNREGS, there is a 2.5 per cent increase. We had asked for more. That we accept. We also hope that by the time we come to RE in October, November and December, that is the time when we will get an increase as it happened this year. That is our submission.”

4.5 Responding to the query of the Committee pertaining to meeting of financial requirement of Pradhan Mantri Awaas Yojana - Gramin (PMAY-G) with a meagre rise of 2.63% in budgetary outlay for 2020-21, the DoRD in its written note have submitted that:-

"Under PMAY-G, BE for FY 2019-20 is Rs. 19,000 crore and RE is Rs. 18,475 crore. The approved amount of EBR for FY 2019-20 is Rs. 10,000 crore against the demand of Rs. 30136.77 cr. The Ministry has requested Ministry of Finance to provide additional fund at least Rs. 10,000 crore as EBR to meet the demand of the States in the current financial year. The BE of PMAY-G for FY 2020-21 is Rs 19,500 crore against the demand of Rs. 55,125 cr for completion of 70 lakh targeted houses. Apart from GBS, there is a provision under PMAY-G of availing EBR in the form of loan from NABARD over and above BE. The EBR amount for the year 2020-21 is Rs. 35,625 crore."

4.6 During the course of examination, the issue of 25% reduction in the funds of Shyama Prasad Mukherjee Rurban Mission (SPMRM) in 2020-21 as compared to BE of 2019-20 also came forward. In this regard, DoRD have clarified as under:-

"The releases to States/UTs under the Mission were low in FY19-20 and therefore lesser funds were demanded at BE stage. However, the Budget requirement is likely to increase as the second and third installment proposals are expected from the States/UT. Mission was to end at March 2020. EFC note for extension of the Mission for two years i.e. upto March,2022 has already been circulated to the Ministries. However, the scheme has been extended for another year (circular received from the Department of Expenditure) on the condition that an "interim extension beyond 31st March 2020 or the date till which the Schemes are already approved, is given for a period till 31st March 2021 or till the date the recommendations of 15th Finance Commission come into effect, whichever is earlier". Accordingly, more funds if required may be demanded for at RE stage during 2020-2021."

4.7 During the course of evidence, Secretary, DoRD, responding to the query regarding non-expenditure under SECC, replied as below:-

"एसईसीसी में खर्चा इसलिए नहीं हुआ, जैसा मैंने पहले भी निवेदन किया है, सरकार के स्तर पर यह विचाराधीन है कि क्या एसईसीसी का अपडेशन किया जाए और किस प्रकार से किया जाए। जब तक यह नहीं होगा, तब तक वह हैड जरूर खुला हुआ है, बजट में वह हैड होना चाहिए, क्योंकि फ्यूचर में जब खर्चा होगा तो हम उसे कहां बुक करेंगे। इसलिए, उसमें कोई खर्चा नहीं है। उसमें नाम मात्र एक लाख रुपये का टोटल मनी रखा हुआ है, ताकि वह हैड जिंदा रहे, चालू रहे।"

V. UNSPENT BALANCES

1. Quantum

STATUS OF UNSPENT BALANCES

(Rs. In crore)

S.N.	SCHEME	UNSPENT BALANCES	
		AS ON 31 ST MARCH 2019	AS ON 31 ST JANUARY 2020
(1)	(2)	(3)	(4)
1	PMAY-G	8989.71	3859.12
2	NSAP	957.38	4012.72
3	MGNREGA	1809.56	2049.89
4	CAPART	2.93	2.61
5	SPMRM	1028.35	1307.81
6	DDU-GKY	1537.23	1530.90
7	DAY-NRLM	1007.93	1694.11
8	PMGSY	16437.42	10701.47
	TOTAL	31770.51	25158.63

2. Steps to mitigate

To the query of the Committee regarding the accumulations of unspent balance in various schemes of DoRD and the steps proposed by DoRD to expedite the utilization of unspent balances, the Department have submitted in its written reply as under:-

PMAY-G :-

(Rs. In Crores)				
Year	BE	RE	Fund utilized	Unspent fund
2016-17	15000	16,078.6	16074.37	17334.35
2017-18	23,000	22,832	29901.72*	9724.67
2018-19	21,000	19,600	29986.91**	8989.71
2019-20	19,000	18,475	16070.59	3859.12 [#]

* It includes Rs.7329.43 crores released from Extra Budgetary Resources, i.e. NABARD Loan

** It includes Rs. 10678.80 crore released from Extra Budgetary Resources, i.e. NABARD Loan

unspent balance in AwaasSoft as on 28.1.2020. It includes centre share, State share, miscellaneous and interest accrued.

Currently, 3859.12 Cr is the total available unspent balance of funds which includes centre share, State share, miscellaneous and interest accrued. The unspent balance in the SNA is because of the slow progress in implementation of PMAY-G by States/UTs. Application of model code of conduct and natural calamities have also affected the progress of implementation of PMAY-G in States/UTs. It is stated that the available unspent balance fund would be utilised by the end of the financial year.

In order to promote utilization of funds and promote construction of houses, proactive monitoring has been adopted. Video conferences, review meetings, regular follow-up, etc. are being conducted to monitor the performance and progress of states, understand issues and device solutions.

PMGSY:-

Following are various 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 2019-2020, there was an early onset and prolonged monsoon due to which the expenditure was a little slow. Moreover, Odisha has one of the highest workloads in

PMGSY was adversely affected by cyclone Bulbul in April-May which also coincided with the working season before the rains. The normally expenditure in roads construction picks up only after the second quarter. In addition there was a long spell of rains over extended period in the current year, which has impacted the progress adversely. However, states are now picking up the pace of construction in the current period.

- iii. Most of the balance works are in remote areas and 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. However, there is declining trend in the unspent balance, due to constant monitoring.

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.

NRLM:-

Under NRLM unspent balance is within the reasonable limits considering the implementation process which requires fund flow from State to District and Blocks, the programme guidelines allow retention of around 40% of the allocated funds by permitting release of 2nd installment after utilization of 60% of available funds. Unspent balance indicated in the Question No.20 also includes 2nd installment released in the last quarter.

To control the unspent balance, there is already a built in safeguard in the NRLM guidelines to regulate 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 Additional Chief Secretaries /Principal Secretaries of all States.

DDU-GKY SKILLS:-

Action plan targets for skill development training for the rural poor youth of the States and UT's are sanctioned for a three year period (Action Plan 2016-19 and Action Plan 2019-2022). Funds are released to the States on demand, based on their past performance and future forecast for the immediate 6-12 months. Once the State utilizes 60% of the funds released to it, the next tranche is released after thorough scrutiny of its Utilization certificate and Audit Reports. Provisional UC's are allowed only for the period from the immediately preceding financial year end to the date of fund

request. This implies that at any given point 40% (or less) of funds released to the States will be shown as unspent balances.

NSAP:-

Closing balance as on 31st March of a financial year becomes the unspent balance on 1st April of the next financial year. Sometimes, States' proposal for release of grant are received at the fag end of a financial year which remains unspent due to paucity of time and hence reflected as unspent balance for the next financial year. Non-submission of Utilization certificate by States/UTs may not reflect the exact position of closing and opening balance of that State/UT. Grants are released to States reducing unspent balance at the beginning of the financial year.

RURBAN:-

Under SPMRM, the following steps are being taken

- i. PFMS integration with RurbanSoft (MIS Rurban)
- ii. Removing /Reducing the bottlenecks in the implementation of the Scheme.
- iii. Regular correspondence with the States/UTs for fund utilization and performance monitoring through Video Conferencing and review meetings.

VI. SCHEMATIC ANALYSIS

(A) MAHATMA GANDHI NATIONAL RURAL EMPLOYMENT GUARANTEE ACT (MNGREGA)

1. Scope and Vision of the Programme

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

Mandate

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

Objectives

The core objectives of the Scheme are as below:

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

- Proactively ensuring social inclusion and

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

2. **Financial Performance**

Funding Pattern

Section 22(1) and (2) of Mahatma Gandhi NREGA Act speaks of the funding pattern of the Schemes taken up under Mahatma Gandhi NREGA. 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.

Financial Progress

Financial Progress			
Year	Budget Estimate	Revised Estimate	Fund released
2017-18	48,000.00	55,167.06	55,166.06
2018-19	55,000.00	61,830.09	61829.55
2019-20	60,000.00	71001.81	58314.06* (So far)
2020-21	61500.00	-	-

* As on 15.01.2020

The State/UT-wise financial performance for the last three financial years and the current financial year is produced below:-

S. No	States	Financial Progress (Rs. in crore)							
		FY: 2016-17		FY: 2017-18		FY: 2018-19		FY:2019-20 (as on 28.01.2020)	
		Central funds released	*Expenditure	Central funds released	*Expenditure	Central funds released	*Expenditure	Central funds released	*Expenditure
1	ANDHRA PRADESH	3940.21	4597.19	5127.63	6419.20	6714.58	8313.57	6234.08	3934.28
2	ARUNACHAL PRADESH	156.76	156.26	206.80	225.99	198.01	213.38	107.57	122.99
3	ASSAM	1254.60	1500.86	1123.67	1530.79	1050.37	1338.46	1308.97	1084.72
4	BIHAR	1667.41	2192.53	2468.88	2931.03	2891.94	3204.54	2946.01	2636.41
5	CHHATTISGARH	2231.94	2752.60	2898.85	3310.80	3089.97	3050.96	2307.64	2453.16
6	GOA	4.26	4.00	0.56	2.88	0.49	0.29	2.17	0.49
7	GUJARAT	643.24	742.07	825.05	893.20	1060.80	1095.73	707.90	721.28
8	HARYANA	287.71	324.66	301.41	319.06	356.25	365.45	286.61	297.47
9	HIMACHAL PRADESH	388.61	562.72	586.84	567.96	780.34	849.48	507.58	508.30
10	JAMMU AND KASHMIR	804.09	833.20	1254.18	1169.50	793.34	861.50	825.62	887.87
11	JHARKHAND	1679.14	1839.54	1352.65	1529.25	1546.29	1521.36	1130.36	1110.06
12	KARNATAKA	2258.65	3308.36	2956.33	3000.28	3049.76	3604.42	4905.07	4022.83
13	KERALA	1582.49	2422.88	1854.06	1901.89	2354.74	2983.14	2509.12	2128.46
14	MADHYA PRADESH	3448.92	3648.31	3768.90	4254.23	4703.65	5404.02	4118.79	3952.00
15	MAHARASHTRA	1657.09	2094.19	1858.29	2308.14	2019.19	2389.20	1609.13	1396.80
16	MANIPUR	343.70	369.65	157.79	195.06	286.99	294.84	396.00	292.80
17	MEGHALAYA	860.69	794.37	870.60	1134.71	796.55	913.34	738.64	771.18
18	MIZORAM	144.51	149.83	200.81	212.28	402.89	493.04	481.43	430.17
19	NAGALAND	501.53	618.73	1104.93	969.64	195.60	244.31	298.54	312.29
20	ODISHA	1895.27	2135.78	2198.35	2504.14	2224.18	2315.70	2222.19	2139.20
21	PUNJAB	490.73	533.59	618.96	638.18	600.00	669.80	703.50	609.06
22	RAJASTHAN	4818.17	5152.77	4728.28	5138.14	5492.31	5680.16	5613.92	5938.19
23	SIKKIM	132.63	137.47	105.71	124.57	97.63	94.53	59.43	64.35
24	TAMIL NADU	4552.78	5674.00	5831.66	6354.87	4981.94	5766.49	4995.67	4899.58
25	TELANGANA	1806.85	2109.00	2539.20	2784.85	2970.95	3185.08	1973.13	1811.40
26	TRIPURA	1016.29	1200.28	404.40	466.45	444.63	555.22	652.33	673.34
27	UTTAR PRADESH	3915.85	4252.86	3691.78	4503.35	5475.75	5832.69	4828.37	4706.50
28	UTTARAKHAND	514.35	720.24	716.85	692.44	611.95	633.22	396.27	391.83
29	WEST BENGAL	5377.23	7245.69	5927.03	7913.16	7373.45	7729.45	7088.83	5499.71
30	ANDAMAN AND NICOBAR	8.01	2.68	9.66	4.17	7.62	5.66	1.87	3.14
31	LAKSHADWEEP	0.00	0.20	0.27	0.21	0.16	0.26	0.24	0.07
32	PUDUCHERRY	3.47	11.01	15.69	14.50	14.75	15.73	15.26	12.77
	Total	48387.16	58087.51	55706.07	64014.92	62587.06	69625.04	59972.21	53812.68

* Including State and central share

Source : As per MIS

2.2 Justifying the hike at RE stage in MGNREGA for the financial year 2019-20 to Rs. 71,001.81 crores from its BE of Rs. 60,000 crores, the Department have stated in their written replies as under:-

"The RE of MGNREGA for the financial year 2019-2020 was increased to Rs. 71,001.81 crore from its BE of Rs. 60,000.00 crore to :

- 1) Ensure timely wage payment to the wage seekers which is a statutory responsibility of the Central Government.
- 2) Pay the pending Fund Transfer Orders (FTOs) / wage liabilities of the States/UTs and enable the States to pay wages of the workers to run the programme till 31st March, 2020.
- 3) Pay the pending liabilities of Material & Admin. Component as well as to meet the expenditure on Material & Admin component for the remaining period i.e. up to March, 2020.

An amount of Rs. 20,000.00 crore was sought for additional over and above BE Rs. 60,000.00 crore. However, the revised allocation approved at RE stage during the current FY is Rs. 71,001.81 crore."

2.3 Queries were also raised by the Committee regarding the electronic mode of payment system's performance under MGNREGA, the DoRD have clarified as below:-

"E-payment are done under Mahatma Gandhi NREGA using electronic fund management system (efms) to transfer wage of the workers into the Bank/Post Office account of the workers. During the FY 2019-20, the total percentage of expenditure through efms is 99.70% (As on 29.1.2020)."

3. Physical Performance

Mahatma Gandhi NREGA is a demand driven wage employment programme. The Act provides a guarantee for minimum 100 days of wage employment in a year to every rural household whose adult members volunteer to do unskilled manual work. No targets are fixed. Gram Sabha identifies projects for taking up in a Financial Year through participatory planning against the Estimated Labour Budget.

The physical progress of Mahatma Gandhi National Rural Employment Guarantee Act in terms of employment generation and participation of women and SC/ST is indicated below:-

Sl. No.	Indicator	2019-20*	2018-19	2017-18	2016-17	2015-16
1	Agreed to Labour Budget [Persondays in crore]	270.43	256.56	231.31	220.93	239.11
2	Persondays generated (No. in crore)	197.86	267.98	233.74	235.65	235.15
3	Average persondays per household	41	51	46	46	49
4	Women participation rate to total (%)	55	55	53	56	55
5	SC/ST participation to total (%)	38	38	39	39	40

* Till 17.01.2020

The State/UT-wise physical performance for the last three financial years and the current financial year is produced below:-

S.No	States	Physical Progress							
		FY: 2016-17		FY: 2017-18		FY: 2018-19		FY:2019-20 (as on 28.01.2020)	
		Agreed to Labour Budget	Persondays Generated	Agreed to Labour Budget	Persondays Generated	Agreed to Labour Budget	Persondays Generated	Agreed to Labour Budget	Persondays Generated
1	ANDHRA PRADESH	16.53	20.61	20.00	21.21	24.70	24.65	20.00	15.78
2	ARUNACHAL PRADESH	0.50	0.85	0.50	0.43	1.00	0.69	1.00	0.57
3	ASSAM	4.08	4.66	5.00	4.81	5.00	5.33	5.00	4.55
4	BIHAR	14.25	8.58	12.50	8.17	14.00	12.34	16.00	10.28
5	CHHATTISGARH	9.00	8.86	10.00	11.99	11.00	13.86	13.00	10.20
6	GOA	0.02	0.01	0.02	0.01	0.02	0.00	0.02	0.00
7	GUJARAT	3.34	2.71	5.00	3.53	4.25	4.20	4.00	2.77
8	HARYANA	0.98	0.85	1.00	0.90	1.00	0.78	1.00	0.65
9	HIMACHAL PRADESH	2.18	2.37	2.50	2.20	2.70	2.85	2.83	2.01
10	JAMMU AND KASHMIR	2.64	3.16	3.00	3.71	4.00	3.69	3.60	1.49
11	JHARKHAND	7.00	7.07	7.00	5.93	7.00	5.37	7.00	5.39
12	KARNATAKA	10.00	9.14	10.00	8.57	10.00	10.45	12.00	9.33
13	KERALA	6.03	6.84	4.50	6.20	7.00	9.75	7.00	6.10
14	MADHYA PRADESH	14.27	11.30	15.50	16.22	20.00	20.30	20.00	15.91
15	MAHARASHTRA	8.50	7.09	8.00	8.25	9.00	8.46	10.00	4.94
16	MANIPUR	2.08	1.19	1.00	0.61	1.60	1.17	2.60	1.62
17	MEGHALAYA	2.00	2.83	3.00	2.92	3.50	3.42	3.50	2.35
18	MIZORAM	1.26	1.68	1.49	1.44	1.50	1.81	1.97	1.63
19	NAGALAND	1.75	2.91	2.50	2.00	1.27	1.33	1.26	0.95
20	ODISHA	8.00	7.74	9.00	9.22	9.50	8.30	10.00	7.91
21	PUNJAB	1.38	1.58	2.18	2.23	2.00	2.04	2.00	1.93
22	RAJASTHAN	23.00	25.96	22.00	23.97	25.00	29.42	30.00	27.98
23	SIKKIM	0.40	0.46	0.40	0.35	0.40	0.34	0.40	0.22
24	TAMIL NADU	31.55	39.99	25.00	23.89	25.00	25.77	25.00	21.04
25	TELANGANA	10.00	10.82	12.00	11.48	13.00	11.77	12.00	9.75
26	TRIPURA	4.51	4.61	2.28	1.76	3.00	2.53	4.00	2.76
27	UTTAR PRADESH	15.00	15.75	18.00	18.15	20.00	21.21	25.00	19.86
28	UTTARAKHAND	1.80	2.37	1.82	2.23	2.00	2.22	2.15	1.32
29	WEST BENGAL	18.78	23.55	26.00	31.26	28.00	33.83	28.00	16.38
30	ANDAMAN AND NICOBAR	0.04	0.04	0.03	0.02	0.04	0.02	0.03	0.02
31	LAKSHADWEEP	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
32	PUDUCHERRY	0.06	0.05	0.10	0.07	0.08	0.07	0.08	0.06
	Total	220.93	235.65	231.31	233.73	256.56	267.97	270.43	205.77

3.2 The Committee were desirous of knowing the break-up of the status of issuance of job cards vis-a-vis number of employment provided against the issued job card. Responding to it, the DoRD have provided the detail as below:-

State/UT wise Job card issued and employment provided against the job card issued is given below:- (In Nos.)

S.No	States	Job Card Issued FY:2019-20	Employment Provided FY:2019-20
1	ANDHRA PRADESH	8915146	3792832
2	ARUNACHAL PRADESH	233274	148102
3	ASSAM	4722007	1591136
4	BIHAR	15947613	2588572
5	CHHATTISGARH	3791876	2199922
6	GOA	33353	1088
7	GUJARAT	3784196	707543
8	HARYANA	957033	214349
9	HIMACHAL PRADESH	1257188	471837
10	JAMMU AND KASHMIR	1220524	379575
11	JHARKHAND	4475752	1257477
12	KARNATAKA	6188078	2076253
13	KERALA	3618617	1373321
14	MADHYA PRADESH	6848521	3269621
15	MAHARASHTRA	8534703	1341294
16	MANIPUR	569532	524929
17	MEGHALAYA	578106	451865
18	MIZORAM	198339	201990
19	NAGALAND	433895	377206
20	ODISHA	6684724	2004789
21	PUNJAB	1668433	690294
22	RAJASTHAN	10246771	5248871
23	SIKKIM	82600	53878
24	TAMIL NADU	8245173	5400104
25	TELANGANA	5534966	2347407
26	TRIPURA	626320	557707
27	UTTAR PRADESH	16441870	4892824
28	UTTARAKHAND	1068426	386964
29	WEST BENGAL	12170963	4322412
30	ANDAMAN AND NICOBAR	34590	5243
31	DADRA & NAGAR HAVELI	3549	0
32	DAMAN & DIU	0	0
33	LAKSHADWEEP	8024	85
34	PUDUCHERRY	66624	35763
	Total	135190786	48915253

4. Issues related to wages

Delay in payment of wages

4.2 Timely payment of wages is an essential aspect of MGNREGA - delay in payment of wages under MGNREGA came to the fore during the course of examination. When asked about the reasons for the delay in payment of wages and the corrective steps being taken by the DoRD, it has replied in the written note as mentioned below:-

"The delay in payment of wages is due to implementation issues in the States which include inadequate staffing, non-timely recording and reporting to attendance, measurement, data entry, generation of wage list, Fund Transfer Order (FTO).

Efforts have been made by the Ministry to reduce the delay in payment of wages to Mahatma Gandhi NREGA 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. The Ministry is in constant engagement with the State Governments/UTs through review meetings, video conferences, Mid Term Review, etc."

Disparity in wages

4.3 A pertinent issue associated with the implementation of MGNREGA is the difference between the minimum wage ensured by the States and the minimum guaranteed wage under MGNREGA. The Committee sought information on the steps being taken by DoRD to tackle this issue. In their written reply, the DoRD have submitted as under:-

"Wage rate provisions under Mahatma Gandhi NREGA, 2005 are notified and revised annually as per Section 6 of Mahatma Gandhi NREGA Act, 2005. The Act provides that

(1) "Notwithstanding anything contained in the Minimum Wages Act,1948 (11 of 1948), the Central Government 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 Government in respect of any area in a State, the minimum wage fixed by the State Government 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 Mahatma Gandhi NREGA also provides for notification of wage rates which could be different from Minimum Wages for Agricultural Labour."

4.4 Further enquiring about proposal for linking the wages with inflation, the DoRD have furnished their reply as mentioned below:-

"Until such time as a wage rate is fixed by the Central Government in respect of any area in a State, the minimum wage fixed by the State Government 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 Mahatma Gandhi NREGA 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 Mahatma Gandhi NREGA workers. This wage rate calculation is indexed with Consumer Price Index for Agricultural Labour (CPI-AL)."

5. Payment of Unemployment Allowance

As per section 22(2) of MGNREGA, the State Government shall meet the (a) cost of unemployment allowance under the scheme.

5.2 During the current financial year only four States have paid unemployment allowance as per following detail:-

S No.	State	(Rs. in Lakhs)
1	2	3
1	HIMACHAL PRADESH	0.01
2	MAHARASHTRA	0.04
3	ODISHA	0.01
4	RAJASTHAN	0.06
	Total	0.12

5.3 Asked about the measures taken by DoRD to ensure the payment of unemployment allowance under the scheme, the Department have submitted in its written note produced below:-

"The payment of unemployment allowance is the responsibility of the concerned States/UTs. However, this is being monitored by the Department of Rural Development on regular basis through review meetings, video conferences, Mid Term Review, etc."

6. Ambit of work taken up under MGNREGA

While discussing about the types of different work which can be taken under the domain of MGNREGA, the Committee wanted to know about the Mission Water Conservation (MWC) aspect of MGNREGA, the DoRD have submitted as below:-

"The Ministry of Rural Development has circulated framework on Mission Water Conservation to all the States to take up Natural Resource Management (NRM) works in convergence with Ministry of Water Resource and Department of Land Resource (GOI) vide letter No.F.No.J-11011/07/2016-RE-I (351427) dated 1st November , 2016. Five days training programme (SAKSHAM) imparted to the functionaries at State, District and Block level under Mahatma Gandhi NREGS for smooth implementation of the works. The States have been advised to make more than 65% expenditure on NRM works in the water stress blocks under Mahatma Gandhi REGS."

6.2 To a pointed question during the course of evidence, regarding the inclusion of more works under MGNREGA, the Secretary, DoRD briefed as under:

"फिर आपने एक सुझाव दिया था कि क्या महात्मा गांधी नरेगा के तहत खेती को बचाने के लिए फेंसिंग की जा सकती है अथवा नहीं? वर्तमान में दो तरह के प्रावधान एमजीनरेगा में हैं। पहला यह है कि हम ट्रेंच फेंसिंग कर सकते हैं, यानी एक खेत के चारों तरफ एक ट्रेंच बना सकते हैं। दूसरा, हम लाइव फेंसिंग यानी ग्रीन फेंसिंग कर सकते हैं, लेकिन अगर आपका उद्देश्य वहां पर्मानेंट दीवार बनाने का है या एंगल आइरन या बाबर्ड वायर फेंसिंग का था तो वह अभी परमिटिड नहीं है। एमजीनरेगा में क्या कार्य परमिटिड हैं, उसके बारे में हम प्रति वर्ष एक बार उसको देखते हैं। We have an exercise where we look afresh. उसके लिए एक समिति बनती है, जिसमें हमारे कुछ पदाधिकारी होते हैं और कुछ ऑफिसर्स राज्यों से आते हैं। वैसा ही इस बार भी होगा। उसके सामने हम इस मुद्दे को रखेंगे।"

"सर, इसके बाद बरियल ग्राउंड्स के बारे में कहा गया था। अनेक राज्यों ने, जिनमें मध्य प्रदेश एक है, बरियल ग्राउंड्स को एमजीनरेगा में लिया है और अच्छी तरह से डेवलप किया है। They have demarcated the area of the burial ground of all communities, irrespective of religion. They have given a hand-pump in that burial ground. They have gone in for plantation of trees in the burial ground. They have created a shed in the burial ground. These activities can be taken up."

6.3 To a reply on the status of the activities and funds utilized under Mission Water Conservation (MWC), the DoRD have provided the following details:-

"The Natural Resource Management (NRM) works taken up during last three financial years and in the current financial year in all States/UTs are as under:-

YEAR	Number of Blocks	Number of Ongoing NRM works	Number of Completed NRM works	Expenditure on NRM works [In. Lakhs]	Expenditure on All works [In. Lakhs]	%age of expenditure on NRM works against total Expenditure
2017-18	6934	3756841	2386285	3252057.3	5898885.61	55.13
2018-19	6934	4132239	2606679	4135495.79	7032419.47	58.81
2019-20	6934	4176290	1914066	3244342.36	4895078.09	66.28

6.4 During the course of evidence, the Secretary, DoRD in this context submitted before the Committee as below:-

"सर, एक सुझाव यह आया था कि क्या जो तालाब, पोखर और छोटी नदियां हैं, उनको एमजीनरेगा से रिवाइव किया जा सकता है या नहीं? अगर वे नदियां रिवाइव नहीं होती हैं तो उनका इनक्रोचमेन्ट होता रहेगा। इनको रिवाइव किया जा सकता है, यह परमिशेबल एक्टिविटी है। इसी पैसे से और ग्रामीणों के श्रमदान से यूपी में कुछ नदियों को रिवाइव किया गया है। यूपी में दो रिसोर्सेज को सर्टेन रेव्युलेट्स के रिवाइवल के लिए कम्बाइन किया गया है। कर्नाटक में भी यह हुआ है।"

7. Ground Level Monitoring / Audit Mechanism

The Committee was inquisitive about the monitoring aspect of the programme and as such enquired about corruption cases and action initiated by the DoRD. The Department have replied as produced below:-

"The Ministry, under Mahatma Gandhi NREGS receives complaints of irregularities/corruption and embezzlement including large scale diversion of funds, under/non-payment of wages, lack of transparency etc. through CPGRAMS web portal. Since the responsibility of implementation of Mahatma Gandhi NREGA 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 (Ne-FMS), Aadhaar 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. 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 Mahatma Gandhi NREGA. The details are as below:-

State wise details of pending corruption cases as on 29.01.2020		
Sl. No.	State	Corruption cases pending under MGNREGA
1.	Arunachal Pradesh	1
2.	Assam	1
3.	Bihar	42
4.	Chhatisgarh	49
5.	Gujarat	2
6.	Haryana	7
7.	Himachal Pradesh	2
8.	J&K	5
9.	Jharkhand	3
10.	Kerala	1
11.	Karnataka	8
12.	Maharashtra	2
13.	MP	4
14.	Odisha	4
15.	Punjab	6
16.	Rajasthan	10
17.	Tamil Nadu	12
18.	Uttar Pradesh	39
19.	Uttarakhand	3
20.	West Bengal	15
	Total	216

7.2 On further enquiring about the operationalization of social audit and internal audit system, the DoRD in its written reply have furnished as under:-

"Yes, system of Social Audit and Internal Audit are operational and are being strengthened. In association of with the office of Comptroller & Auditor General (C&AG) the auditing standards have been finalized and the implementation of the same has been started. Independent Social Audit units have established in 27 States and 1 UT.

Internal Audit Wing, MoRD conducts audit of MGNREGA Scheme as per the approved annual audit plan. The details of the district audit

units under MGNREGA Scheme were audited in FY 2017-18, 2018-19 and 2019-20 (as on 31.12.2019) respectively is as under:-

Sr. No.	Year	Number of district units audited
1	2017-18	34
2	2018-19	30
3	2019-20(Upto 31.12.2019)	26

(B) PRADHAN MANTRI AWAAS YOJANA - GRAMIN (PMAY-G)

1. Aim and Objective

The erstwhile Indira Awaas Yojana restructured as Pradhan Mantri Awaas Yojana - Gramin (PMAY-G) w.e.f 1st April, 2016 aims to provide “Housing for All” through provision of pucca house with basic amenities to all houseless households and households living in kutcha and dilapidated house in rural areas by 2022. The overall target is to construct 2.95 Crore houses during the period 2016-17 to 2021-22, wherein 1 Crore house were targeted to be constructed in Phase-I (2016-17 to 2018-19) and 1.95 Crore houses in Phase-II (2019-20 to 2021-22).

The salient features of PMAY - G

- Unit assistance of Rs. 1,20,000 in plain areas and Rs.1,30,000 in hilly States/difficult areas / IAP districts.
- Provision of toilets at Rs.12,000/- and 90/95 days of unskilled wage labour under MGNREGA over and above the unit assistance.
- Houses to have a minimum size of 25 sq.mt including a dedicated area for hygienic cooking.
- Facilitating willing beneficiaries to avail loan from Financial Institutions for an amount of upto Rs.70,000.
- Identification and selection of beneficiaries is based on the housing deprivation and other social deprivation parameters in SECC-2011 data and verification by Gram Sabha. While devising the procedure for identification of beneficiaries, utmost emphasis has been assigned to verification of priority lists by Gram Sabhas. To ensure swift and prompt disposal of grievances/complaints pertaining to the verification process, a robust Appellate mechanism for grievance redressal has been put in place at the State Level. Till date, 1.36 crore households out of a universe of 4.04 crore have been rejected by Gram Sabha on grounds of having a pucca house, migration, death etc. and remaining households have been found eligible to receive assistance after conclusion of the Appellate proceedings.
- **Earmarking for focus groups:** Minimum 60% of the funds are earmarked for SC/ST and upto 15% for minorities. States/UTs should ensure that as far

as possible at least 5 % of beneficiaries are from among persons with disabilities.

Fund sharing pattern:

- The grants under the scheme are released by the Centre and States in the ratio of 60:40 except for North-Eastern and Himalayan states and UT of Jammu & Kashmir where the funding pattern is in the ratio of 90:10 by the Centre and the States. For UTs, 100% funds are provided by the Centre.
- Out of the annual budgetary provision for PMAY-G, 95% are earmarked for construction of new houses under PMAY-G. This includes 2% allocation towards Administrative Expenses for administering the Scheme at the Central and State level. The remaining 5% of budgetary grant is retained at the Central Level as reserve fund for special projects in order to meet exigencies arising out of situations like flood, cyclone, earthquakes, etc.
- Financial Assistance is released to States/UTs in two installments of 50% each as per provisions of Framework for Implementation of PMAY-G.

2. Physical Progress

Year	PMAY-G Target (in Nos)	House Constructed*			% completed
		PMAY-G	IAY	Total	
2016-17	4277969	2116	3211331	3213447	75.12
2017-18	3201217	3816126	638467	4454593	139.15
2018-19	2520814	4472548	260951	4733499	187.78
2019-20	5105396	895982	37245	933227	18.28
Total	15105396	9186772	4147994	13334766	88.28

As per AwaasSoft report as on 16.1.2020.

*This include houses completed against the target of preceding years

2.2 Replying to the progress detail of the phase I of the PMAY-G, the Department have provided as under:-

Phase I (2016-17 to 2019-20)

Houses Targeted	1 crore
Houses sanctioned for Phase-I	97,97,278
1 st installment released	96,83,854
House construction completed	87,01,741

As reported on AwaasSoft as on 28.1.2020

Some of the reasons for slow pace of performance are mentioned below:

- i) Landlessness among beneficiaries – 3.26 lakh out of 4.23 lakh beneficiaries remaining to be provided land
- ii) Migration – both temporary and permanent
 - Beneficiaries unwilling to construct the houses
 - Very heavy rains, floods in many parts of the Country
 - Imposition of Model Code of Conduct from 9th March, 2019 till 23rd May 2019 for General Election and Assemble election from time to time
 - Delayed houses – Houses exceeding 12 months
 - Larger than the prescribed house size
 - Death of beneficiary
 - Non-availability of construction material, especially sand
 - Land dispute
 - Natural Calamity

2.3 On the query of the Committee regarding the progress made so far under phase II of PMAY-G, the DoRD have furnished in its written reply as below:-

Phase II (2019-20 to 2021-22)

Total Target for 2019-20	51.07 lakh
Registration completed by States/UTs	40,88,972
Sanctions made by States/UTs	40,99,340
1st installment paid to sanctioned households	36,78,686
Houses completed	6,31,315

As reported on AwaasSoft as on 28.1.2020

3. Financial Expenditures

(Rs.in crore)

Year	B.E (in Crore)	RE (in Crore)	Actual Expenditure (in Crore)	Achievement (Central Release as %age of RE)
(i)	(ii)	(iii)	(iv)	
2016-2017	15000	16078.60	16074.37	99.97%
2017-2018	23000	22832.31	22572.29 + EBR Rs.7329.43 crores	98.86%
2018-2019	21000	19600	19307.95 + EBR Rs. 10678.80 crore	98.51%
2019-2020	19000	18475	15352.67 (as on 10.1.2020)	83.09%

3.2 During the course of examination, the Committee wanted to know about the estimated cost to be incurred for the completion of houses under PMAY-G and realization of vision 'Housing for All' by 2022. The DoRD have responded in its written reply as under: _

Projected Central and State spending as per the draft EFC note is as below:-

Year	Target (nos)	Total cost (unit assistance @ Rs.1,25,000)	Central share 63% of total cost	Administrative Expenses (4% of central share)	Total Cost to GoI (Rs. in crore)
2020-21	70,00,000	87,500	55,125	2,205	57,330
2021-22	65,00,000	81,250	51,188	2,048	53,235
Total	1,35,00,000	1,68,750	1,06,313	4,253	1,10,565
State Share					
Year	State Share 37% of total cost (Rs. in crore)	Admin Cost (4% of state share) (Rs. in crore)	Total cost to State Govt. (Rs. in crore)	Total Cost of the proposed Scheme (Central Share + State Share)	
2020-21	32,375	1,295	33,670	91,000	
2021-22	30,063	1,203	31,265	84,500	
Total	62,438	2,498	64,935	1,75,500	

3.3 Further enquiring about the sufficiency of funds as above, the DoRD have stated that :-

"The expenditure requirement will be met out of the budgetary allocation for PMAY-G. The gap in the financial requirement would be met through Extra Budgetary Resources viz., loan from financial institution viz., NABARD"

4. Incompletion of Houses

Only 18.28% of the target of the houses have been shown to be completed during 2019-20 till date. Enquiring about the reasons for such low figure, the DoRD have submitted in its written reply as mentioned below:-

"As per para 5.6.2 of the Framework of Implementation of PMAY-G, the construction of house should be completed within 12 months from the date of sanction.

Reasons for slow progress

- I. Imposition of Model Code of Conduct from 9th March 2019 till 23rd May 2019
- II. Delayed houses – Houses exceeding 12 months
 - Larger than the prescribed house size
 - Death of beneficiary
 - Non-availability of construction material, especially sand
 - Land dispute
 - Natural calamity
- III. Landlessness among beneficiaries – 3.26 lakh out of 4.23 lakh beneficiaries remaining to be provided land
- IV. Beneficiaries unwilling to construct the houses
- V. Very heavy rains, floods in many parts of the Country
- VI. Migration – both temporary and permanent

Steps taken to ensure fast pace and completion of the pending houses:

1. Monthly VC at the level of Secretary / Special Secretary Rural Development
2. Fortnightly VC with technical teams of the states to resolve the issues faced
3. Assigning of States to DoRD officers for regular follow up with poor performing States
4. Letter from Hon'ble MRD to Hon'ble Chief Ministers for review at their level
5. Allocation of month-wise completion targets required rate of completion and timelines
6. Follow-up on providing land to landless beneficiaries of PMAY-G
7. District-wise review in the States with larger targets
8. Visits to the States by Rural Housing teams to understand and address issues at the ground level
9. Timely availability and release of funds to the States/UTs
10. State-wise analysis of delayed houses and regular follow-up
11. Allowing completion of delayed houses beyond 31st January 2020"

4.2 Elaborating further on the issue, the Secretary, DoRD during the course of evidence apprised the Committee as under:-

"आवास में आप देखेंगे, पिछली बार का भी हमारा यह अनुभव रहा है कि जब मकान लिंटेल् लेवल पर आ जाते हैं, तब वे तेजी से कम्प्लीट होते हैं। जो असली चैलेंज है, वह फाउंडेशन की खुदाई से लेकर छत काजो लेंटल स्तर है, वहां तक रहता है। हम लोग यह मानते हैं कि जो वित्तीय वर्ष के लक्ष्य हैं, वे हाउसिंग के मामले में जून तक पूरे होंगे। इसलिए हमने हर वर्ष, पिछले वर्ष भी, जून तक यह उपलब्धि की थी। जो मकान लिंटेल् लेवल तक आ गया, हम केवल इसलिए उसको अधूरा दिखा दें कि 31 मार्च आ गई है, वह भी शायद तार्किक नहीं होगा।"

5. Delay in release of Installment

About this burning issue, when enquired during the evidence, the Secretary, DoRD deposed as under:-

“सर, मैं यह बताना चाहूंगा कि पैसों को जब हम रिलीज करते हैं तो उसके लिए कुछ शर्तें होती हैं। शर्त यह रहती है कि जब हमने स्टेट गवर्नमेंट को पैसा रिलीज किया, तो उसका न्यूनतम 60 प्रतिशत व्यय होना चाहिए। इसके अलावा पैसों के रिलीज के समय हम लोगों ने कुछ शर्तें लगाई हैं, तो उन शर्तों की भी पूर्ति होनी चाहिए। मैं सभी स्टेट गवर्नमेंट्स की बात कर रहा हूँ जो स्टेट गवर्नमेंट्स शर्तों की पूर्ति के साथ प्रस्ताव कर देते हैं, हम उनको तुरंत पैसा रिलीज कर देते हैं।”

6. Design/Quality of Construction

Regarding the usage of area specific house design typology being used at ground level, the DoRD have elaborated as under in their replies:-

"The house design typology for the region /housing zone have been developed keeping in account local geo-climatic and cultural considerations, locally available construction materials and disaster resilient features. Further, the use of house design typologies leads to significant reduction in the cost of construction, minimize adverse environmental impact associated with the construction activities and generates livelihood opportunities to the locals. Considering the all above merits of region-specific house design typologies, 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 the house. Some of the efforts by the MoRD in this regard are as follows-

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

ii. 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.

iii. States are being encouraged to construct demonstration houses on region specific house design typologies for PMAY-G beneficiaries to

visit, experience and opt.

iv. The IT based portal Rural Housing Knowledge Network (RHKN) for comprehensive knowledge on house design typologies, construction technologies, costing & resources is being developed by the MoRD. National Institute of Rural Development & Panchayati Raj (NIRD-PR), IIT Delhi and NIC have been on-boarded for the same.

Considering the merits of region-specific house design typologies, 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 the house."

6.2 For improving the quality of house construction, the Committee wanted to know the steps being taken by the Department. In this context, the DoRD have replied that:-

"To ensure construction of quality houses, the Ministry has launched Rural Mason Training (RMT) program under PMAY-G in partnership with the Construction Skill Development Council of India (CSDCI) and National Skill Development Corporation (NSDC).

The houses of old, infirm & disabled households are constructed on priority under this initiative.

As on 13th January 2020, number of candidates enrolled is 99,787 and 59,013 have been trained & certified under this initiative."

7. Awaas+

To know about the plight of left-over beneficiaries from the list of Permanent Wait List (PWL), the Committee posed the question before the Department. In this regard, the DoRD have submitted its reply as below:-

"The framework for implementation of PMAY-G provides for inclusion of those households in the Permanent Wait List (PWL), who though eligible for assistance under PMAY-G as per Socio Economic Caste Census (SECC) parameters, but have been left out of the PWL. For compilation of data in respect of additional beneficiaries for inclusion in PWL, Ministry of Rural Development in collaboration with National Informatics Centre (NIC) has developed a separate mobile application (Awaas+). The data collected through Awaas + survey is being analyzed by an Expert committee. The Expert Committee has been constituted under the Chairmanship of Dr. Nagesh Singh, former Additional Secretary, MoRD with members from RD (RH), Ministry of Statistics and Programme Implementation(MoSPI) , National Remote Sensing Centre Na (NRSC), National Informatics Centre (NIC), Centre of Excellence for Data

Analytics (CEDA) to analyze Awaas Plus data and suggest a way forward for allocation of targets to states and identification of beneficiaries. The interim report has been submitted by the committee and the final report is expected to be submitted soon."

7.2 The Secretary, DoRD during the course of evidence further elaborated on this aspect before the Committee as under:

"You would know that we have created an application which is known as Awas Plus, which we shared with all the States and asked them to give us the detail of genuine beneficiaries which have been left out. In respect of West Bengal, we have got an information of about 57,44,000 beneficiaries which have been left out.

Across the country we have got roughly about 3 crore through Awas Plus which we will do. We have constituted an internal expert committee. They have done their final deliberations. We have also had two meetings with the State Government representatives because they are important party to it. The last meeting was held yesterday. We will now be finalizing it. "

8. Unit Assistance

Responding to the query raised by the Committee for increasing the unit assistance being provided under PMAY-G, the DoRD have submitted in their written reply as under:-

"The erstwhile rural housing scheme Indira Awas Yojana (IAY) had been re-structured into Pradhan Mantri Awaas Yojana – Gramin (PMAY-G) in view of Government's commitment to provide "Housing for All" by 2022 and to address the gaps that existed in the scheme. The re-structured scheme Pradhan Mantri Awaas Yojana – Gramin (PMAY-G) came into effect from 1st April 2016. Under IAY, assistance of Rs 70,000 and Rs 75,000 was given to given to beneficiaries in plain and hilly regions respectively. The same has been increased to Rs 1,20,000 and Rs 1,30,000 under Pradhan Mantri Awaas Yojana – Gramin (PMAY-G) for plain and hilly regions respectively which came in effect from 1st April 2016. Also, a mandatory support of 90/95 man-days is given to the beneficiaries for house construction under the MGNREGA scheme in the plain and hilly regions respectively. An additional Rs. 12,000 for construction of toilets under the Swachh Bharat Mission (SBM) is also given to all PMAY-G beneficiaries. So, the combined benefits total to approximately Rs. 1,50,000 and approximately Rs. 1,60,000 in plain and hilly regions respectively."

8.2 While discussing further on the above issue, the Secretary, DoRD during the course of evidence stated as under:-

"सर, इसके बाद यह इश्यू उठा था कि शौचालय और पी.एम.ए.वाई., दोनों की जो यूनिटकॉस्ट है, उसको बढ़ाने पर विचार होना चाहिए। इसमें शौचालय के 12 हजार रुपये से 20 हजार रुपये और पी.एम.ए.वाई. के यूनिट कॉस्ट की वही राशि हो, जो शहरी इलाके में है। सर, तत्काल तो यह अभी सरकार के विचार में नहीं हैं, क्योंकि आज यह मामला उठा है तो इसको हम जरूर एकजामिन करेंगे। उसके बाद आपको बताएंगे।

सर, जब वर्ष 2016 में प्रधानमंत्री आवास योजना बन रही थी तो उसके लिए एक एक्सपर्ट कमेटी थी।"

9. Monitoring Aspect

The Department have elaborated upon the monitoring and supervision aspect of the Yojana as below:-

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

Monitoring at MoRD:

- The progress of the States/UTs, Districts, Blocks and Panchayats under the scheme is 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 etc.
- 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 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, also monitor progress and implementation of PMAY-G.

Monitoring by State/UT Governments

- Officers at the Block level to inspect as far as possible 10% of the houses during construction.
- District level officers to 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.

Financial Audit

- The State to 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 Principal 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, to be 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 with an aim to provide valuable understanding of the strategies which were successful and those which warranted mid-course adjustments.

C. PRADHAN MANTRI GRAM SADAK YOJANA (PMGSY)

1. Brief

1.2 The Pradhan Mantri Gram Sadak Yojana (PMGSY) was launched on 25th December 2000 with the objective of providing connectivity, by way of an All-weather Road (with necessary culverts and cross-drainage structures, which is operable throughout the year), to the eligible unconnected Habitations in the rural areas with a population of 500 persons and above (Census 2001) in Plain areas. In respect of

Special Category States (i.e. Arunachal Pradesh, Assam, Manipur, Meghalaya, Mizoram, Nagaland, Sikkim, Tripura, Himachal Pradesh, Jammu & Kashmir and Uttarakhand), the Desert Areas (as identified in the Desert Development Programme), the Tribal (Schedule V) areas and Selected Tribal and Backward Districts (as identified by the Ministry of Home Affairs and Planning Commission) the objective is to connect eligible unconnected Habitations with a population of 250 persons and above (Census 2001). For most intensive IAP blocks as identified by Ministry of Home Affairs the unconnected habitations with population 100 and above (as per 2001 Census) is eligible to be covered under PMGSY.

1.3 With a view of ensuring full farm-to-market connectivity, the programme also provides for the upgradation of the existing Through Routes and Major Rural Links to prescribed standards, though it is not central to the programme.

1.4 The PMGSY was launched as 100% Centrally Sponsored Scheme. However, subsequently, on the basis of the recommendations of the Sub-Group of Chief Ministers on Rationalization of Centrally Sponsored Schemes the fund sharing pattern of PMGSY was changed in the ratio of 60:40 between the Centre and States for all States except for 8 North Eastern and 3 Himalayan States for which it will be 90:10 with effect from 2015-16.

PMGSY: Current Status

<p>PMGSY-I Completion date-March 2019 1,78,184 habitations (Targets) 100% sanctions 97.50% connectivity</p>	<p>100-249 (LWE) Completion by March 2020 6,397 habitations sanctioned 100% sanctions 72.50% connectivity</p>
<p>PMGSY-II Completion by March 2020 50,000 kms up gradation 100% sanctioned 65.30% completed (32,543 km)</p>	<p>RCPLWE Completion by March 2020 8,214 km sanctioned 100% sanctions of Phase 1 (5179 km) 50% of Phase 2 (3035 km) 28% completion (1438 km)</p>
<p>7,09,931 Km sanctioned 6,15,250 Km constructed</p>	

2. Target Achievement - Slow pace of work

Physical target set out for each year during the last three years with reasons for shortfall are outlined below:-

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

The reasons for delay in achieving the targets 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.

2.2 The details of physical progress are elaborated further as under:-

Year	Length Completed (in km)	Habitation Connected
2016-17	47,457	11,970
2017-18	48,715	11,545
2018-19	49,040	10,468
2019-20(till 28.01.2020)	14,126	1,675

The overall progress of PMGSY since inception till 28.01.2020, States/UTs wise is given below:

Sr.No.	State Name	Road Length Sanctioned	No of Bridge Work Sanctioned	No of Bridge Works Completed	Road Length Completed	Balanced Road Length
1	A & N Islands	105.775	0	0	0.000	105.775
2	Andhra Pradesh	16,658.130	288	227	14,432.607	1,772.387
3	Arunachal Pradesh	14,418.972	239	34	8,221.802	6,188.387
4	Assam	29,067.633	1,441	364	23,538.461	5,424.050
5	Bihar	58,939.286	1,133	436	51,536.212	5,502.949
6	Chhattisgarh	41,928.568	387	232	32,638.276	8,126.146
7	Goa	182.740	0	0	155.330	26.890
8	Gujarat	12,726.534	89	43	12,567.833	11.910
9	Haryana	5,614.340	18	18	5,580.962	0.000
10	Himachal Pradesh	22,007.847	106	54	15,882.253	5,859.282
11	Jammu And Kashmir	20,484.285	246	83	11,522.935	8,721.980

12	Jharkhand	28,694.730	616	349	23,446.152	4,646.724
13	Karnataka	18,600.545	47	47	18,575.318	0.480
14	Kerala	3,916.460	3	1	3,597.466	288.127
15	Madhya Pradesh	81,030.643	918	463	76,830.871	1,282.949
16	Maharashtra	27,713.909	840	730	26,375.906	743.495
17	Manipur	11,683.940	143	51	7,366.434	4,306.089
18	Meghalaya	4,777.503	112	29	2,027.718	2,744.757
19	Mizoram	4,482.732	0	0	3,349.867	1,120.115
20	Nagaland	4,382.050	53	0	3,869.460	512.590
21	Odisha	65,827.186	578	307	57,625.866	5,950.227
22	Punjab	8,280.032	7	7	8,242.140	3.770
23	Rajasthan	69,594.596	32	10	67,186.571	141.335
24	Sikkim	4,915.492	68	24	3,991.687	873.251
25	Tamil Nadu	19,259.950	131	83	18,296.928	811.363
26	Telangana	11,868.475	336	255	10,646.372	967.617
27	Tripura	5,253.620	75	41	4,391.763	699.115
28	Uttar Pradesh	58,493.513	13	2	56,310.673	1,186.360
29	Uttarakhand	19,154.603	218	77	12,168.188	6,870.125
30	West Bengal	37,199.312	60	0	32,551.009	4,370.757
	Total	707,263.401	8,197	3967	612,927.060	79,259.002

2.3 On the physical progress made under PMGSY, the Secretary, DoRD during the course of evidence informed the Committee as under:-

"इसके बाद यह कहा गया था कि पीएमजीएसवाई में हैबिटेन्स के जोटार्गेट हैं, वे कैसे फिक्स किए जाते हैं, जब हैबिटेन्स बचा ही नहीं है? जब वर्ष 2000 में यह स्कीम बनी थी, उस समय यह माना गया था कि पूरे देश में 1,78,000 ऐसे हैबिटेन्स हैं, जिनको जोड़ना होगा।

इन 1,78,000 में हमने यह पाया कि राज्य सरकारों ने अपनी योजनाओं से 16,086 हैबिटेन्स जोड़ दिए। अनेकों हैबिटेन्स ऐसे हैं, जो कि राज्य सरकारों ने हमें लिखकर दिया कि अब हम फिजिबल नहीं हैं, क्योंकि इसमें कुछ ही लोग हैं, जो जंगल के अंदर हैं, उनके लिए एक कच्चा रास्ता बना हुआ है। हमें नहीं लगता कि अब हमें फॉरेस्ट का अप्रूवल या क्लियरेंस मिल पाएगा, इसलिए भी यह संख्या कम हुई। एक सुझाव यह आया था कि यह हैबिटेन्स है या राजस्व गांव है? ये हैबिटेन्स हैं, ये रेवलेन्यु विलेज नहीं हैं। यह हमारी गाइडलाइन में लिखा हुआ है। राज्यों के स्तर पर भी ये बताया गया है। जो यूनिट है, वह आबादी है। हैबिटेन्स अपने आपमें यूनिट नहीं है। हैबिटेन्स ऐसी, जिसमें 250 की आबादी हो, 500 की आबादी हो या उससे अधिक की आबादी हो। ये दो तरह के मापदंड हैं। 100 की आबादी हो अगर वह लैफ्ट-विंग एक्सट्रीमिज़्म एफेक्टेड प्रभावित क्षेत्र में है।"

2.4 Asked about the achievement of PMGSY-I State/UT-wise and target remaining, the DoRD have submitted the details below:-

"Under PMGSY-I, a total of 6,46,728 km road length and 7,238 long span bridges have been sanctioned, out of which 5,79,597 km road length and 3,690 long span bridges have been completed. The balance road length (52,396 km) and bridges are targeted for completion at the earliest.

3. Financial Progress

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

The details are as under:-

(Rs in crore)				
Year	BE	RE	Release	Expenditure@
2016-17[Revenue]	19,000	19,000.00	17,922.87	16,093.05
2017-18[Revenue]	19,000	16,900.00	16862.065	17,307.29
2018-19[Revenue]	19,000	15,500.00	15417.55	23,370.02
2019-20 [Revenue] (up to 31.12.2019)	19,000	14,070.07	8943.63	14,347.67

@including State share

3.2 The Committee came to know during the examination of the Demands for Grants of the DoRD that the RE for 2019-20 was pegged back to Rs. 14,070.07 crore from the BE of Rs. 19,000 crore under PMGSY. Enquired about this, the DoRD have stated as below:-

"Budget allocation under PMGSY depends on Action Plan drawn by the Ministry in consultation with the State Government which 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 their 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.

Budget projections for the Scheme are made depending upon the amount of works likely to be completed by the various State Government during the Financial year . Accordingly funds are placed at the disposal of the State Government which is based on the Annual Action Plan drawn by the Ministry in consultation with various State Government wherein the State is given annual target of road length vis a vis fund to complete the said target. The progress of works is monitored closely and funds are accordingly released in order to avoid unnecessary parking of the funds with the States. Constructions of roads in FY. 2019-20 has

been slow on account of extended rainfall and hence lower pace of expenditure. Besides most of the left over works are in the states with difficult terrain and most remote areas. The raw material is also brought from very distant locations, besides these works are progressing slowly on account of land availability, issues like forest clearance, land disputes etc. There is strict monitoring of reasons of funds based on unspent balances available with the states.

Hence at RE stage the requirements of funds were re assessed and reduced."

3.3 Acquainting itself of the fact that only Rs. 8,943.63 crore have been released as Central share upto 31.12.2019, the Committee wanted to know the reason. Responding to this query, the DoRD have submitted as under:-

"Release of funds to the States is based upon their absorption capacity; balance works in hand, unspent balance available. Further, the pace of road construction gets momentum post monsoon from November onwards and as such maximum road construction and fund utilization occur during the months of November onwards. As on 29.01.2020, Rs 10137.50 crore have been released to States against RE of Rs 14070.07 crore and before closure of Financial Year entire funds will be released to States."

To the query about the inconsonance, between physical and financial progress witnessed under PMGSY, during the course of evidence, the Secretary, DoRD clarified in this regard as under:-

"एक बात यह कही गई थी फिज़िकल और फाइनेंशियल प्रोग्रेस, जो आप पीएमजीएसवाई की दिखा रहे हैं, उसमें कोई तारतम्य नहीं है। There is no harmony between the level of financial expenditure and the level of physical achievement. ऐसा इसलिए होता है कि जब आप सड़क बनाते हैं, जो कि बिटुमिनस रोड है, उसमें अलग-अलग लेयर्स में, अलग-अलग अनुपात में खर्चा होता है। जब आप मिट्टी का काम कर रहे हैं या ग्रेड-1, ग्रेड-2 मेटल बिछा रहे हैं तो उसमें आप लंबाई जरूर अचीव करते हैं, लेकिन आप खर्चा कम करते हैं। जब आप उस पर बिटुमिन-कोलतार की लेयर बिछाते हैं तो उसमें ज्यादा खर्चा होता है, because of the cost of material used. इस कारण वह डिस्ट्रिबेन्सी होती है। अंत में जब रोड हर मायने में कम्प्लीट हो जाती है तो जो उसकी एस्टिमेटेड कॉस्ट है और जो एक्सपेन्डिचर है, उसमें कोई डिफरेंस नहीं रहता है। यह इसकी वजह है।"

4. Quality / Climate Aspects

The issue of quality of constructed roads and resilience to the area -specific climate is a paramount importance. Keeping this in view, the Committee wanted to know about the efforts of DoRD to address such issues. The Department have

responded to this as under:-

"The 8 North Eastern States viz Arunachal Pradesh, Assam, Manipur, Meghalaya, Mizoram, Nagaland, Sikkim, Tripura and 3 Himalayan States Himachal Pradesh, Uttarakhand, UTs of Jammu & Kashmir are most affected by insistent rains throughout the year. Due to increased rainfalls during rainy seasons, the States are unable to execute the BT works using hot bitumen mix and to overcome this issue Cold Mix technology was adopted to improve the progress of construction of roads due to availability of longer working seasons and this technology is an environmentally friendly technology and is not equipment intensive and thus more compatible and more resilient to the climate in implementing Cold Mix technology in the above high rainfall States. Cold mix technology facilitates faster black-topping of roads simply because it requires no heating and no expensive types of equipment. Studies of selected roads were conducted and the performance of these roads was found satisfactory. A performance evaluation Study of these roads was initiated on Pan-India basis to assess the performance of these roads."

5. Fixation of Accountability and Issues related to Tendering

Asked about the tender system and functioning of contractors in PMGSY, the DoRD have elaborated in its written reply mentioned below:-

"A well-established procedure for tendering, through competitive bidding, is currently followed for all works under the Programme. As provided in the guidelines of the programme, the Executing Agencies are following the Standard Bidding Document (SBD) for tendering of Construction and Maintenance works of Roads under Pradhan Mantri Gram Sadak Yojana. The SBD also has been made State specific based on 36 parameters be provided at State level in order to attain smooth and transparent procurement of works under the scheme. Time frame of various activities in the tendering process is specified in clause 8.1.2 of Operation Manual for PMGSY works.

All the States are inviting e-tender for all works irrespective of projects cost w.e.f 2009. Most of states are using "www.pmgsytenders.gov.in" (GePNIC) portal for e-tendering of works through which it is possible to monitor real time progress of the tenders."

6. Future of the Yojana - PMGS-II and PMGSY-III

Further seeking details about the progress made under PMGSY-II, the DoRD in its written reply have submitted as under:-

"Under PMGSY-II, against total allocated length of 50,000 km, a total of 49,832 km road length and 662 long span bridges have been sanctioned to 28 states as per proposals received. All sanctions under PMGSY-II have been given. Out of the sanctioned length 31,947 km road length

and 259 long span bridges have been completed. The balance road length (17,549 km) and bridges are targeted for completion by March, 2020."

6.2 About the future of PMGSY, the DoRD have stated as per details below:-

PMGSY : Next 5 Years

- Build roads of **strategic importance in LWE areas [RCPLWE]** : 10,000 kms
- Upgrade **1,25,000 km rural roads under PMGSY III, to improve connectivity of villages to markets, schools and hospitals**
- Propagate use of **new and green technology at least 15%**

2019-20	2020-21	2021-22	2022-23	2023-24
<ul style="list-style-type: none"> • Approval and Rollout PMGSY III • Complete 100% Sanction in PMGSY-II 	<ul style="list-style-type: none"> • PMGSY-II 100% Completion • LWE 100% Completion 	<ul style="list-style-type: none"> • PMGSY III: 100% sanctions 	<ul style="list-style-type: none"> • RCPLWE Phase II: 100% Completion 	<ul style="list-style-type: none"> • PMGSY III: 80% completion

Planning and implementation of PMGSY III

- Up-gradation of 1,25,000 existing Through Routes (TR) and Major Rural Links (MRL)
- **Road planning and implementation using GIS**
- Use of waste plastic mandatory in roads construction
- States Eligible for transition - 23
- States targeted for transition during FY 2019-20 – 13
- Sanctions issued for MP and CG - 5173 KM
- Sanctions to be issued for 4 states in February – RJ, TN, AP, Karnataka
- Sanctions to be issued in March – Telangana, Haryana, Kerala, Gujarat, UP, Punjab, Maharashtra

6.2 Replying to a query raised during the course of evidence regarding the bottlenecks faced by PMGSY, the Secretary, DoRD stated as under:-

"सर, पीएमजीएस वाई की सड़कों में सबसे बड़ी प्रॉब्लम यह है कि हमें समय पर वन विभाग से एन.ओ.सी. प्राप्त नहीं होती है। इसलिए उस कार्य में सालों-साल गुजर जाते हैं। हम उसको स्ट्रीमलाइन करने का प्रयास कर रहे हैं।"

7. Monitoring and Inspection

On being asked by the Committee about the steps undertaken by DoRD to keep a check on the flagrant flouting of norms related to the maintenance and upkeep of roads post construction, the DoRD have submitted its detailed response as below:-

"As a measure of further enhancing the focus on maintenance of roads during the defect liability period and also stream line the delivery of routine maintenance of PMGSY roads, the Ministry has decided to implement the Electronic monitoring of Maintenance of PMGSY roads (eMARG) in all the States. For this purpose, the Ministry would customise and improve the e-Marg application developed by NIC, MP and being used by MPRRDA. In order to use the expertise and experience in the development and implementation of eMARG, the Ministry has engaged the services of NIC, MP for the pan India implementation.

The Electronic Monitoring of Maintenance of Rural Roads under PMGSY (eMARG) is a GIS-based Enterprise, e-Governance solution to aid and assist the officials, Contractors, Banks and general public. It is an end-to-end solution, which provides restricted role-based access via internet. E-MARG is re-orientation from Discretion-based system to a uniform standardized transparent process oriented system. E-MARG is fusion of various technologies GIS, Cryptography, Open Source, Remote Sensing, 3M (Mobile, Messaging & Mail). The MoU was signed between NRIDA, NIC and NICS on 27.12.2018. The project period will be 36 months including 12 months for development and 24 months maintenance period. The project would be rolled out in all the states in phases.

National e-MARG is in the process of development by NIC Bhopal and training and workshops are being held at State's PIUs level by NRIDA, for its implementation by all States.

An MoU has been proposed to be signed between MoRD and concerned States for maintenance of all PMGSY roads, even beyond 5 years, including routine and periodic maintenance."

7.2 The Secretary, DoRD throwing light on the monitoring aspect, during the course of evidence clarified as under:-

"सर, पीएमजीएसवाई में भी यह प्रावधान है। उसको एडिशनल परफॉर्मंस सिक्योरिटी कहते हैं। वह ठेकेदार से ली जाती है। अगर उसने काम घटिया किया या वह भाग गया, मान लीजिए, इतने कम पैसे लिए, उससे काम नहीं हुआ और वह भाग गया तो वह एडिशनल परफॉर्मंस सिक्योरिटी एनकैश की जाती है।" सर, जो माननीय सभापति महोदय ने कहा कि नॉर्मल कॉन्ट्रैक्टर और जो

कॉन्ट्रैक्टर एक्सेसिव्ली लोकवोट कर रहा है और दोनों के विद्वैत अमाउण्ट एक समान न हों तो इसको एग्जामिन करके आपको बताएंगे। सर, जो एजेंसीज हैं, जो पीएमजीएसवाई में काम नहीं कर रही हैं या जिन्होंने अधूरा काम किया है, खराब क्वालिटी का काम किया है, उनके बनाए हुए पुल टूट कर गए हैं तो उनका यह होता है कि हमारे पास राज्यवार आंकड़े हैं कि कितने कॉन्ट्रैक्टर्स ब्लैक-लिस्ट किए गए, कितनों से रिकवरी हुई, कितनों को हमेशा के लिए बाहर कर दिया गया है, हम यह आपसे शेयर कर लेंगे।

D. DEENDAYAL ANTYODAYA YOJANA - NATIONAL RURAL LIVELIHOOD MISSION (DAY-NRLM)

An Insight

A. Launched in 2011, the Deendayal Antyodaya Yojana-National Rural Livelihoods Mission (DAY-NRLM) aims at mobilizing about 8 to 10 crore rural poor households into Self Help Groups (SHGs) in a phased manner and provide them long-term support such that they diversify their livelihoods, improve their incomes and quality of life.

B. All “automatically included” households and all households with “at least one deprivation” as per the Socio Economic and Caste Census (SECC) 2011 data constitute the target group of Deendayal Antyodaya Yojana-National Rural Livelihoods Mission (DAY-NRLM). The list of the rural poor is also validated by Participatory Identification of the Poor (PIP) which is further vetted by the Gram Sabha.

C. The major components of the DAY-NRLM are:

- a. Promotion of Sustainable Institutions of the poor
- b. Ensuring access to financial services
- c. Promotion of diversified and sustainable income sources
- d. Promotion of Skill Development and Access to Jobs
- e. Promotion of Social Inclusion and Human Development

S.No.	Indicator	Unit	Annual Target	Progress in FY 19-20 (Nov'19)	% Achievement (Nov'19)	Cumulative Progress
1	No. of districts covered	No.	33	23	70%	646
2	No. of blocks covered	No.	793	720	91%	5971
3	No. of households mobilized into SHGs	Lakh	93.7	78.4	84%	657
4	No. of Self Help Groups promoted	Lakh	8.09	7.34	91%	59.4
5	No. of Village Organizations promoted	Lakh	1.1	0.35	32%	3.38

6	No. of Cluster Level Federations promoted	No.	3913	2093	53%	30012
7	Capitalization support provided	Rs. Crore	3873.1	1387	36%	8520.1
8	No. of SHGs accessed bank credit	Lakh	30.9	23.8	77%	
9	Amount of Bank Credit accessed	Rs. Crore	67076	39607.9	59%	2,65,319
10	Amount of Bank Loan outstanding	Rs. Crore	100986	89670.9	89%	
11	No. of mahila kisans supported*	Lakh	33.6	18.72	56%	63.9
12	No. of custom hiring centers established*	No.	5540	2334	42%	11426
13	No. of HHs with agri-nutri garden*	Lakh	12	5.07	42%	33.71
14	No. of entrepreneurs supported under SVEP	No.	44982	22357	49.7%	73128

2. Component and Sub-Schemes

Promoting Institutions of Poor: Strong quality institutions of poor such as SHGs and their federations are set up on a priority basis.

Training, Capacity Building and Skill Building: Systematic and multi-pronged approach has been adopted for providing capacity building to SHGs, their federations, government functionaries, bankers, NGOs and other stakeholders.

Revolving Fund: A revolving fund of (Rs.10,000 to 15,000) is provided to SHGs as an incentive to inculcate the habit of thrift and accumulate their own funds towards building their corpus to meet the credit needs in the long-run and immediate consumption needs in the short-run.

Community Investment Fund (CIF): Community Investment Support Fund is routed to SHGs through federations (primary and secondary level) to support development of suitable livelihoods of members and to initiate collective activities, wherever feasible.

Interest Subvention: DAY-NRLM has a provision for interest subvention to all eligible SHGs. The districts have been classified as Category I and Category II Districts, according to the modality of interest subvention provided. In Category I districts (250 district in the country) all women SHGs can avail loans up to Rs.3 lakh per SHG at 7% rate per annum. Further, these SHGs are eligible for an additional interest subvention of 3% on prompt repayment of loan, reducing the effective rate of

interest to 4%. In Category II districts (remaining districts), all women SHGs meeting DAY-NRLM eligibility norms can avail loans up to Rs.3 lakhs per SHG at 7% rate of interest per annum.

Major Sub-Schemes

Mahila Kisan Sashaktikaran Pariyojana (MKSP): Launched in 2010-11, is a special program for livelihood enhancement under DAY-NRLM. It is a concerted effort to recognize the role of women in agriculture. Investment is made to enhance their capacities, increase their income, and encourage participation in agriculture and allied activities.

Start-up Village Entrepreneurship Programme (SVEP): Start-up Village entrepreneurship Programme (SVEP), the sub-scheme under DAY-NRLM develops an eco-system for supporting small businesses in rural areas.

Deen Dayal Upadhyay — Grameen Kaushalya Yojana (DDU-GKY): Scale up for existing skills and placement projects through partnership mode as one of the best investments in youth, and provide impetus to livelihood opportunities in emerging markets.

e. Rural Self Employment Training Institutes (RSETIs): DAY-NRLM encourages public sector banks to set up RSETIs in all districts of the country. RSETIs transform unemployed rural youth in district into self-employed entrepreneurs through need-based experiential training program followed by hand holding support and bank linkage.

3. Fund Allocation/ Utilization

(Rs. in Crore)

Sl.No.	Year	Central Allocation (R.E)	Central Release	% Release
1	2016-17	3168.15	3165.89	99.93
2	2017-18	4350.83	4327.82	99.92
3	2018-19	5783.50	5783.48	100.00
4	2019-20	9024.00	6022.77*	66.74*

*As on 31.12.2019.

Year wise BE/RE and actual expenditure for the years 2017-18, 2018-19, 2019-20 and 2020-21 (Capital and Revenue expenditure) are given below:

Sl. No.	Year	B.E		R.E		Actual Expenditure	
		Revenue	Capital	Revenue	Capital	Revenue	Capital
1	2017-18***	4500.00	0.00	4350.83	0.00	4327.82	0.00
2	2018-19#	5750.00	0.00	5783.50	0.00	5783.48	0.00
3	2019-20##	9024.00	0.00	9024.00	0.00	6022.77 (as on 31.12.2019)	0.00
4	2020-21###	9222.00					

*** This includes Rs.300.00 Crore for DRDA Administration and Rs. 35.00 Crore for PMRDF.

This includes Rs.350.00 Crore for DRDA Administration and Rs. 7.00 Crore for PMRDF.

This includes Rs.245.00 Crore for DRDA Administration and Rs. 1.00 Crore for PMRDF.

This includes Rs.245.00 Crore for DRDA Administration.

3.2 Details of Interest-Subvention to SHGs as provided by the DoRD are as under:-

Disbursal of Interest Subvention to SHGs 2013-14 to 2019-20 (Amount in Rs Lakhs)				
Sl	State Name	I.S. Amount in Category I Districts*	I.S. Amount in Category II Districts	Total IS Amount
1	ANDAMAN & NICOBAR	0.10	-	0.10
2	ANDHRA PRADESH	250245.41	17803.00	268048.41
3	ARUNACHAL PRADESH	15.55		15.55
4	ASSAM	618.89	37.99	656.88
5	BIHAR	18973.37	93.37	19066.74
6	CHHATISGARH	3994.77	87.97	4082.74
7	GOA	234.59		234.59
8	GUJARAT	807.65	132.69	940.34
9	HARYANA	346.63	0.87	347.50
10	HIMACHAL PRADESH	713.07	43.77	756.84
11	JAMMU AND KASHMIR	589.15	104.02	693.17
12	JHARKHAND	1864.05	8.75	1872.80
13	KARNATAKA	33635.36	6458.00	40093.36
14	KERALA	10579.31	5107.70	15687.01
15	MADHYA PRADESH	1789.17	89.46	1878.63
16	MAHARASHTRA	3361.62	698.73	4060.35
17	MANIPUR	5.58	-	5.58
18	MEGHALAYA	68.55	-	68.55
19	MIZORAM	7.86	-	7.86
20	NAGALAND	22.60	-	22.60

21	ODISHA	26063.46	1412.24	27475.70
22	PUDUCHERRY	280.54	-	280.54
23	PUNJAB	46.87	0.59	47.46
24	RAJASTHAN	1012.03	-	1012.03
25	SIKKIM	53.08	-	53.08
26	TAMIL NADU	19916.34	4117.47	24033.81
27	TELANGANA	84576.67	15386.15	99962.82
28	TRIPURA	183.73	0.28	184.01
29	UTTAR PRADESH	380.10	45.45	425.55
30	UTTARAKHAND	58.59	5.26	63.85
31	WEST BENGAL	36744.75	2196.71	38941.46
	TOTAL	497189.54	53830.47	551020.01

* Claims from banks till 30 September 2019

4. Physical Performance

Financial year wise physical progress on promotion of Self Help Groups (SHGs), Village Organisations (VOs), Cluster Level Federations (CLFs), release of Revolving Fund (RF) and Community Investment Fund (CIF)-

Financial Year	Promotion of SHGs		Promotion of VOs		Promotion of CLFs		Release of RF to SHGs		Release of CIF to SHGs	
	Tar	Achvmt	Tar	Achvmt	Tar	Achvmt	Tar	Achvmt	Tar	Achvmt
FY 2017-18 (No. in lakh)	6.80	7.88	0.50	0.50	0.05	0.04	4.72	4.83	2.70	2.50
FY 2018-19 (No. in lakh)	9.11	9.85	.48	.61	.04	.07	6.60	3.89	3.35	2.13
FY 2019-20 (No. in lakh)	8.08	8.07 (till Dec'19)	1.1	.40 (till Dec'19)	.04	.02(till Dec'19)	7.47	2.60 (till Dec'19)	4.52	1.20 (till Dec'19)

4.2 When asked about the slow achievement of result in the number of village organization promoted and capitalization support provided. The DoRD have submitted in their written reply as mentioned below:-

"There has been shortfall in the number of Village Organisations promoted against the targets due to various reasons. There were initial delays due to election code of conduct being in place. There have been delays in a few states in release of funds from the state treasury to the State Rural Livelihoods Mission. This has caused delays in release of capitalized support funds to the community institutions. However, efforts have been made to achieve the set target on the promotion of Village Organisations and the release of community funds through regular

follow-up with underperforming states. To address the state specific issues, review cum planning workshops have been conducted in this month with all states in order to discuss reasons for the shortfalls and plan for achieving the targets to the extent possible in the remaining period of the financial year. Communications are regularly sent at senior level to States for ensuring timely release of funds to the SRLMs.

Progress till December 2019 on promotion of VO is 46% and release of Community Fund (RF & CIF) is 41%."

4.3 Enquired further about the progress made by DoRD in attaining its goal of reaching out to all rural poor households and to have an impact on their livelihoods significantly by 2023-24, the DoRD have responded through its written reply as produced below:-

"As on December 2019, the Mission is being implemented in 5,982 blocks in 646 districts across all 28 States and 7 UTs. It is expected that the Mission will enter into most blocks during 2020-2021 except a few blocks in some NE States and UP that have been late starters under the Programme.

Cumulatively, 6.67 crore women have been mobilized into 60.18 lakh SHGs. Further, the SHGs have been federated into 3.44 lakh village level federations and more than 30,424 cluster level federations. It is expected that the Mission will work with over 9 crore rural households by 2023-24. Cumulatively, these community institutions have been provided Rs. 8730.90 crore as capitalization support. Further SHGs have leveraged a loan of Rs. 2.69 lakh crore from Banks since 2013-14. A total of 2.77 lakh CRPs (Community Resource Persons) are supporting the various activities of the Mission Implementation. In addition, more than 63 lakhs Mahila Kisans have been supported under Annual Action Plan (AAP) & MKSP projects and 79506 enterprises have been promoted from across 23 states "

4.4 When enquired about the progress of NRLM during the course of evidence, the Secretary, DoRD replied as below:-

“एनआरएलएम को स्ट्रेंडन किए जाने की आवश्यकता है। हम आपकी बात से पूरी तरह सहमत हैं। माननीय वित्त मंत्री महोदया काइ सबार का जो बजट का अभिभाषण था, उसमें उन्होंने कहा था कि वे एनआरएलएम को स्ट्रेंडन करेंगी। अभी 58 लाख से कुछ ज्यादा महिला स्वयं सहायता समूह हैं। स्ट्रेंडनिंग के तहत हम इस नंबर को अगले दो सालों में 70 लाख तक ले जाने की योजना रखते हैं।”

5. Universal Social Mobilization through Self Help Groups (SHGs)

About the progress made by the Self Help Groups (SHGs) in attaining the desired objective set under DAY-NRLM, the DoRD have furnished their response as under:-

"DAY-NRLM, with its women centric and women-led approach and focused on the four key pillars of universal social mobilization, financial inclusion, economic inclusion and convergence provides a strong foundation for women's empowerment. Besides the physical achievements mentioned in reply Point number 26 above, SHG federations are playing critical role in social development related interventions also. Discussion on social development aspect is one of the common agenda in SHG and federations meeting which has resulted into the mass awareness and initiative on social development led practices. SHG Federations led initiative on building of toilets and behavioral change towards making Gram Panchayat Open Defecation Free (ODF) in most of the SRLMs. SHGs are also participating in Poshan Abhiyan to support the line department in conducting its activities. The Institute of Rural Management, Anand was entrusted to carry out the independent assessment of design, strategy and impacts of DAY-NRLM. Some of the key results indicate that the households in the treatment areas:

- (i) have a higher number of livestock assets as compared to control areas- *On an average, each household in a Mission village had more than 2.34 productive livestock assets compared to a similar household in non-Mission village*
- (ii) show a higher proclivity to save in formal institutions;
- (iii) have a higher loan size(*about 67% more than the loan size in the control areas*)and are more likely to borrow from formal financial sources; *NRLM households also pay a lower rate of interest*
- (iv) have 22% higher (net) income than the households in the control areas, largely due to income from enterprises. *On an average, each NRLM village had 11 enterprises more than the non-NRLM villages – suggesting livelihood diversification in NRLM villages.*
participate more in PRIs -*NRLM households participate 3 times more than their counterparts"*

5.2 DoRD have further elaborated upon the number of SHG members and their skilling through written submission as below:-

"6.67 crore SHG members of DAY-NRLM are being provided continuous training on the various activities of the DAY-NRLM especially on financial literacy, fund management, credit investment plan etc. to manage the SHGs and their federations. Cumulatively, these community institutions

have been provided Rs. 8730.90 crore as capitalization support. Further SHGs have leveraged a loan of Rs. 2.69 lakh crore from Banks since 2013-14. Continuous training of the DAY-NRLM has resulted into promotion and management of SHG Federations. All these trainings are being conducted with the support of more than 60,000 master trainers and 2.77 lakh trained CRPs to provide need-based trainings to the SHG members."

5.3 On the target that each SHGs 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 access a cumulative amount of Rs. 1,00,000/-, the DoRD in its written note have detailed the present status as below:-

"One of the key mandate of DAY-NRLM is to ensure that women SHGs under the Mission are able to leverage cumulative bank credit of Rs 10 lakh in repeat doses within a period of 5-7 years from its formation. Since the launch of the Mission, women SHGs have cumulatively leveraged Rs 2.7 lakh Crores from the banking system."

6. Role of Banks in the implementation of DAY-NRLM & the setting up of RSETIs

6.2 Banks play a vital role in implementation of the Mission. The various roles played by the banks as per the written submission provided by DoRD are as under:-

Banks play a vital role in implementation of the Mission. The various roles played by banks are as follows:

a) Opening of Savings account of SHGs: The role of banks commence with opening of accounts for all the Women SHGs including members with disability and Federations of the SHGs. The SHGs engaged in promoting of savings habits among their members would be eligible to open savings bank accounts.

b) Opening of Savings account of Federation of SHGs: Banks also open savings account of Federations of SHGs at village, Gram Panchayat, Cluster or higher level. These accounts are categorized as savings account for 'Association of persons'.

c) Facilitate Transaction in Savings account of SHGs and Federation: SHGs and their federations may be encouraged to transact through their respective saving account on regular basis.

d) Promotion of digital transactions by SHGs and their members: To facilitate this, banks have enabled transactions in jointly operated savings account of SHGs and their federations with inter-

operable facility at retail outlets managed by Business Correspondent Agents.

e) Credit linkage of SHGs: Banks extend credit facilities to eligible SHGs which is further used by individual members in meeting their social needs, high cost debt swapping, construction or repair of house, construction of toilets and taking up sustainable livelihoods by the individual members within the SHGs or to finance any viable common activity started by the SHGs. Credit Linkage to SHGs by banks are guided by the Master Circular on DAY-NRLM issued by Reserve Bank of India every year. Banks are permitted to lend collateral free loans upto Rs 10 lakhs per SHG.

6.3 Rural Self-Employment Training Institutions (RSETIs) is a Bank's led initiative of Ministry of Rural Development, set up with dedicated infrastructure in each district of the country with the objective of identifying, motivating, imparting training for skill development and skill up gradation and facilitating the unemployed rural poor youth in the age group of 18-45 to take up self-employment entrepreneurial ventures. RSETIs are sponsored, managed and run by Banks with active co-operation from the Government of India and State Governments.

6.4 Providing details of the fully functional RSETIs and the nature of trainings imparted by them, DoRD have outlined the specifics as below:-

As on 31.12.2019 there are 585 functional RSETIs pan India, located in 27 states and 6 UTs. The list of RSETIs State/UT wise is given below:-

LIST OF FUNCTIONING RSETIs as on 31.12.2019

Sl. No.	Name of the State/ Union Territory	No. of RSETIs
1	Andhra Pradesh	17
2	Arunachal Pradesh	1
3	Assam	26
4	Bihar	38
5	Chhattisgarh	18
6	Gujarat	28
7	Haryana	21
8	Himachal Pradesh	10
9	Jharkhand	25
10	Karnataka	33
11	Kerala	14
12	Madhya Pradesh	50
13	Maharashtra	35
14	Manipur	1

15	Meghalaya	5
16	Mizoram	1
17	Nagaland	1
18	Odisha	30
19	Punjab	17
20	Rajasthan	35
21	Sikkim	1
22	Tamil Nadu	30
23	Telangana	10
24	Tripura	5
25	Uttar Pradesh	75
26	Uttarakhand	13
27	West Bengal	19
	Total States	559
1	UT Andaman & Nicobar Islands	1
2	UT Dadra & Nagar Haveli	1
3	UT Lakshadweep	1
4	UT Puducherry	1
5	UT Jammu & Kashmir	21
6	UT Ladakh	1
	Total UTs	26
33	GRAND TOTAL	585

YES. The training programmes are mainly oriented towards entrepreneurship development, and they are market and job oriented. All the activities identified for training are from process, product and Agri/Allied activities which are taken up pan India.

7. Deendayal Upadhyaya Grameen Kaushalya Yojana - DDU-GKY

With an ambitious agenda to benchmark wage placement-linked to global standards, Ministry of Rural Development (MoRD) revamped the Placement linked skill development program under National Rural Livelihood Mission as Deen Dayal Upadhyaya Grameen Kaushalya Yojana (DDU-GKY) on the 25th September, 2014.

7.2 The physical and financial performance of the DDU-GKY over the last three financial years till date is as under:-

Financial Progress:

Financial Year	BE/RE (Rs crore)	Funds Released (Rs crore)	Unspent balances (Rs crore)
2017-18	811.55	803.41	8.14
2018-19	1215.31	1215.29	0.02
2019-20	1849.99	1397	452.99

Physical Progress:

FY 14-15		
Target	Trained	Placed
210000	43038	21446
FY 15-16		
Target	Trained	Placed
177986	236471	109512
FY 16-17		
Target	Trained	Placed
200014	162586	147883
FY 17-18		
Target	Trained	Placed
200000	131527	75787
FY 18-19		
Target	Trained	Placed
200000	240438	135502
FY 19-20 till Jan 27 2020		
Target	Trained	Placed
250000	185749	124192

7.3 Responding to the query of the Committee about the result achieved so far by DDU-GKY in terms of the skills imparted to the rural youths so far, the DoRD have submitted in its written reply as below:-

"DDU-GKY trained candidates go for placement in the manufacturing facilities through project implementation agencies. A total of 531 trades of 52 Sectors are being catered to by DDU-GKY. The State /UT wise details are annexed as under".

Details of Statewise and Sector wise trained numbers under DDU-GKY as on 29th Jan 2020

S. No	State Name	AMT- Automotive	APL- Apparel	BFSI- Banking, Financial services and Insurance (BFSI)	CON- Constructio n	ELC- Electrical	ELT- Electronics	HEL- Healthcar e	IIT-IT- ITES	LSC- Logistics and Supply Change Management	RAL- Retail	SEC- Security	TEL- Teleco m	TOH- Tourism and Hospitalit y	Other Sector	Grand Total
1	ANDHRA PRADESH	1603	3611	367	3183	1326	2902	3969	15709	4001	23928	2043	1077	3078	4372	71169
2	ASSAM	1132	5546	3066	739	418	619	5141	8236	1250	4594	2132	6540	8566	443	48422
3	BIHAR	788	3807	389	1834	1189	773	5286	11188	1188	12659	1961	417	3183	1468	46130
4	CHHATTISGA RH	1328	1282	1584	1452	1141	1277	1826	4593	2986	5020	744	3618	2521	2418	31790
5	GUJARAT	499	2565	938	726	178	215	1378	4478	1025	1884	971	835	1249	817	17758
6	HARYANA	733	233	892	349	360	88	402	2300	700	10571	725	10260	2796	299	30708
7	HIMACHAL PRADESH			546		300		832	303		558	573	224	1041	241	4618
8	JAMMU and KASHMIR	80	787	891	609	211	173	1122	1343		3546	59	179	2156	678	11834
9	JHARKHAND	837	13998	2080	2734	661	1950	2414	4454	1585	3009	601	2269	2713	1137	40442
10	KARNATAKA	403	7183	504			1616	1054	9309		9845	865	3618	3285	2079	39761
11	KERALA	3187	3079	3180	1291	799	1041	3970	11704	1080	9417	327	2408	5607	2590	49680
12	MADHYA PRADESH	1316	3815	2294	311	1203	764	1250	9704	3182	17317	819	4085	2073	369	48502
13	MAHARASHT RA	953	2054	632	671	1084	801	3015	9479	2087	8833	1677	504	5831	2847	40468
14	MANIPUR		306				70	271	225	70				803		1745
15	MEGHALAYA	156	596					550	177					311	47	1837
16	MIZORAM	21	22					239	170					88	13	553
17	NAGALAND	101			68				279					513	238	1199

18	ODISHA	4299	47552	2245	13335	13288	2563	10375	19828	2242	17810	3380	2763	19865	8366	167911
19	PUNJAB	73	2249		400		450	644	234	581	1322		1779	457	1171	9360
20	RAJASTHAN	637	6349	3442	1048	2483	1544	2724	15908	3818	9662	5466	961	7266	1148	62456
21	SIKKIM							45	45			51		78	173	392
22	TAMIL NADU	2935	6150	354	506	532	386	3173	11027	1120	2233			1401	2028	31845
23	TELANGANA	677	548	1512	5620	467	3024	3081	11158	3856	8216	372	716	2732	4205	46184
24	TRIPURA		1139					1092	606		10		1347	2451	61	6706
25	UTTAR PRADESH	2639	9919	4263	4777	5092	2436	7454	36208	1881	11985	5398	3906	15522	7407	118887
26	UTTARAKHAN D		155	30	91			390	191		256	226		636	28	2003
27	WEST BENGAL	399	885	3519	1806	498	959	692	3444	1123	2771	1443	34	3384	1009	21966
	Total	24796	123830	32728	41550	31230	23651	62389	192300	33775	165446	29833	47540	99606	45652	954326
	Old Candidates for which trade wise classification not available															34520
	Grand Total															988846

7.4 Further enquiring whether DDU-GKY has been successful in the social inclusion of candidates through mandatory coverage of socially disadvantaged groups, the Department in its reply have stated as under:-

"The Deen Dayal Upadhyaya Grameen Kaushalaya Yojan (DDU-GKY) has been successful in the social inclusion of candidates through mandatory coverage of socially disadvantaged groups. Out of Total trained number of 988846, the inclusion of various social disadvantaged group is as follows:

S.No	Category	Trained
1	Training Completed SC/ST Till Date	465961
2	Training Completed Minority Till Date	151101
3	Training Completed Women Till Date	456347

8. Monitoring Aspect

DAY-NRLM has instituted comprehensive Monitoring and Evaluation (M&E) and Management Information systems (MIS).

The Mission has made substantial progress towards instituting a comprehensive MIS covering all community institutions and Mission implementation units during the year. The following MIS modules are operational and are being used by the Mission.

- Module-1–SHG Profile Database Module: This module facilitates uploading of basic details of all SHGs including individual Aadhar numbers and bank account details. This module facilitates access to all basic information about SHGs under DAY-NRLM fold including bank account details of the SHG and the members. At present, about 55.46 lakh SHG profiles are available in DAY-NRLM MIS.
- Module-2-VO and CLF Profile Module: This module enables all Mission units to upload basic details of all VOs and CLFs promoted including their bank details.
- Module-3-Capacity Building and Training Module: This module has been designed to capture information training and capacity building provided to Mission staff, CRPs, trainers, livelihood resource persons, MBKs, BKs and other types of social capital. Information collected through the module would facilitate not only planning of training and capacity building programmes but

also to identify requirements of trainers as well as financial resources for training.

- **Module-4-HR Module:** This module facilitates collection of basic details of all Mission staff including their qualifications, thematic area, experience, date of joining and exit from the Mission, where applicable. The information collected through this module can be used by the Mission units to plan their human resource policies including recruitment, training and performance assessment.
- **Module-5-Community Cadre Profile Module:** This module has been designed to capture profiles of all community cadres engaged by the Mission units as well as the community institutions in all intensive blocks. Information on master bookkeepers, internal CRPs, master trainers and all other types of resource persons including livelihood resource persons, community service professionals, gender resource persons etc., is collected through this module. This module is intended to ensure optimal deployment and use of community resource persons. This can also be used for planning and implementation of capacity building programmes for CRPs as well as community institutions. An important feature of this module is that profiles of up to 20 master trainers from each block are being collected such that the State Missions can use them for building the capacities of community institutions.
- **Module-6-Fund Disbursement Module:** This module facilitates tracking of information on Mission funds provided to community institutions. This has also been designed to facilitate online application, sanction and disbursal of funds to the community institutions in a transparent manner.
- **Module-7-Commodity Module:** This module has been designed to collect information on 5 to 10 key commodities which have potential for livelihood development from each intensive block. The information collected can be used for value chain development, development of livelihood clusters around, key commodities, market linkage, skill development etc.
- **Module-8-Monthly Progress Report Module:** As design and development of a full-blown transaction-based system is a lengthy process, a monthly progress report module was designed and used to capture progress of the Mission on different parameters at monthly intervals. Information collected through this module as well as others are used to generate a series of reports listed below:
 - SHG Profile based reports 'G'-series (13);
 - MPR based reports 'R-series' (22);
 - Fund disbursement Reports (18);
 - Federation Report (1);
 - HR reports (4);
 - Community Cadre Profile Module (4); and
 - Commodity Module (6)

All these reports are automatically generated at monthly intervals and can be accessed from the Mission portal (www.aajeevika.gov.in).

E. NATIONAL SOCIAL ASSISTANCE PROGRAMME (NSAP)

1. Background

The Directive Principles of State Policy of the Constitution of India enjoin upon the State to undertake within its means a number of welfare measures, targeting the poor and the destitute in particular. Article 41 of the Constitution of India directs the State to provide public assistance to its citizens in the case of unemployment, old age, sickness and disablement as well as in other cases of undeserved wants, within the limit of State's economic capacity and development. Social security, invalid and old age pensions figure as Items 23 and 24 of the 7th Schedule of the Constitution of India in the Concurrent List. It is in compliance of these guiding principles, that the Government of India introduced on Independence Day, 1995 the National Social Assistance Programme (NSAP) as a fully Centrally Sponsored Scheme targeting the destitute, defined as any person who has little or no regular mean of subsistence from his/her own source of income or through financial support from family members or other sources, to be identified by the States and UTs, with the objective of providing a basic level of financial support. The programme has undergone many changes in the composition, eligibility criterion and funding patterns over the years.

2. Sub-Schemes under the Programme and Implementation

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.

From the year 2014-15, NSAP has been converted into a Centrally Sponsored Scheme (CSS) and funds are being released by the Ministry of Rural Development to States /UTs scheme-wise in 06 monthly installments. In August 2016, the NSAP schemes is declared as "Core of the Core Scheme". NSAP is being implemented mainly by Social Welfare Department in the States. In some States, it is being implemented by Rural Development Departments and in a few by Women and Child Development Departments.

3. Physical Performance in terms of goals set

Physical Progress during last three years and current year

The number of beneficiaries reported/covered under NSAP schemes during the last three years is as under:-

(in lakh)

Scheme	Ceiling/estimated numbers for all years	2016-17	2017-18	2018-19	2019-20
IGNOAPS	221	214	212.46	212.09	214.09
IGNWPS	65.73	57.30	58.46	58.12	59.35
IGNDPS	10.58	7.02	7.12	7.46	7.72
NFBS	3.58	3.58	3.58	3.58	3.58
Annapurna	8.31	2.64	2.64	2.64	8.3

4. Financial Performance

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	9500.00	8851.14
2017-18	9500.00	8744.57	8696.16
2018-19	9975.00	8429.69	8418.47
2019-20	9200.00	9200.00	6240.85(as on 10.01.2020)

Financial Progress during last three years and current year

(Rs. in lakh)

Year	IGNOAPS		IGNWPS		IGNDPS		NFBS		Annapurna		Total
	Allocation	Release	Allocation	Release	Allocation	Release	Allocation	Release	Allocation	Release	
2016-17	590091.72	590091.72	203667.83	203667.83	26426.22	26426.22	62262.40	62262.40	888.04	888.04	883336.21
2017-18	611043.27	611043.27	181696.86	181696.86	22136.27	22136.27	53039.61	53039.61	0.00	0.00	867916.00
2018-19	577583.50	577583.50	173365.12	173365.12	28020.98	28020.98	60726.64	60726.64	1135.04	1135.04	840831.28
2019-20 as on date (21.01.2020)	625908.00	469965.15	193879.75	155688.04	29737.30	19898.62	62268.55	38209.21	6284.41	552.61	684313.63

4.2 Steps taken by DoRD to increase the transparency in the implementation of the scheme have been submitted as below:-

NSAP-MIS: In order to increase the transparency and accountability in the implementation of NSAP Schemes, data base of the beneficiaries under various schemes of NSAP has been digitized. Further, an MIS namely, NSAP-PPS has been developed to capture all the disbursement processes end to end including identification, disbursement of pension, release of funds, verification, sanction of pension, ground for refusal etc. The digitized data of beneficiaries is available on NSAP-PPS. NSAP-PPS is completely integrated with PFMS for validating the bank / postal accounts of the pensioners before generating the Fund Transfer Order and pushing it electronically to PFMS on real time basis. As on date, out of 272 lakh beneficiaries having bank/post office accounts, 230 lakh beneficiaries have Aadhaar. The Aadhaar of 68 lakh beneficiaries is linked with Bank/Post Office Accounts.

Direct Benefit Transfer (DBT): For accountability and transparency, NSAP schemes are included in DBT for disbursement of pensions directly to beneficiaries account. During 2018-19, 21.27 crore digital transactions were reported by States/UTs. As NSAP beneficiaries belong to most vulnerable section of the society, for people who cannot cover the distance physically, the objective is to provide door step services as far as possible. However, the preferred mode of payment is Bank Account or Post Office Savings Account. State of Gujarat and UT of Lakshadweep are 100% DBT Compliant. In all other States, except Andhra Pradesh, Odisha and Nagaland, mostly the system of account based payment is being followed. Andhra Pradesh is following account based system only in one district and cash-based system in all other districts. The States of Odisha and Nagaland are following 100% cash based pension payment system.

4.3 Addressing the concern of the Committee regarding the schemes of NSAP, the Secretary, DoRD clarified as under:-

"आपने ओल्ड एजपेंशन के बारे में कहा था। इस योजना को रीस्ट्रक्चर करने का प्रस्ताव भारत सरकार के पास विचाराधीन है। रीस्ट्रक्चरिंग दो-तीन ग्राउण्ड्स पर हो रही है। एक तो वही है, जो आपने कहा कि स्कीम को यूनिवर्सलाइज कर दें। दूसरा ग्राउण्ड है कि इसस्कीम का जो पैसा है, उसको बढ़ाया जाए। तीसरा यह है कि इस स्कीम में जो पैसा देने की प्रक्रिया है और राज्यों का जो अंश है, उसको रीस्ट्रक्चर किया जाए। इस पर अभी विचार चल रहा है। एक बड़ा महत्वपूर्ण सुझाव यह आया था कि विभिन्न योजनाओं के इंप्लीमेंटेशन में विभाग के रूप में हमको क्या कठिनाई है, ताकि हम आपको बताएं। यह एक हाई लेवल कमेटी है। अगर आपकी रिक्मेंडेशंस सरकार के संज्ञान में आएंगी तो फिर वह कार्य करेगी। मैं आपको एक-एक उदाहरण दे दे ताहूं। उसके बाद हम आपको अलग से विस्तृत रूप में लिखकर दे देंगे।"

F. **SHYAMA PRASAD MUKHERJEE RURBAN MISSION (SPMRM)**

1. **Origin and Vision**

The Shyama Prasad Mukherji Rurban Mission was launched by the Honourable Prime Minister on February 21', 2016 with an outlay of Rs. 5142.08 crores. This is a unique programme, designed to deliver catalytic interventions to rural areas on the threshold of growth. 300 Rurban clusters with thematic economic growth points, are being developed across the country under this Mission, with a funding support of upto 30% of the estimated investment for each Rurban cluster, given as Critical Gap Funding (CGF), while 70% of the funds is mobilized by the States through

convergence with synergic State and Central programmes as well as private investment and institutional funding. Upon being re-classified as a Centrally Sponsored Scheme, the CGF is now shared between the Centre and the State in a ratio of 60:40 for Plain area States and 90:10 for Himalayan and NE States.

2. **Achievement made so far - Physical & Financial**

The Physical and Financial Progress is as under:-

Financial Progress:-

(Rs. in Crore)

Milestone	2016-17	2017-18	2018-19	2019-20
Budget Estimated (BE)	Rs. 300.00	Rs. 1000.00	Rs. 1200.00	Rs. 800.00
Revised Estimate (RE)	Rs. 600.00	Rs. 600.00	Rs. 451.03	Rs. 300.00
Actual Expenditure against RE	Rs. 599.45	Rs. 553.26	Rs. 432.59	Rs. 211.46

Physical Progress:-

(Figure in No)

Milestone	Phase 1	Phase 2	Phase 3	Total
Cluster Identification and approval	100	100	96	296
Integrated Cluster Action Plans (ICAPs)	100	95	93	288
DPRs	86	80	74	240

2.2. To a query of the Committee regarding the development pertaining to the Shyama Prasad Mukherjee Rurban Mission (SPMRM) in respect of its aim to complete 300 clusters by the end of the mission period, the Department in its written reply have stated as below:-

"Out of 300 allocated Rurban clusters, 296 clusters have been identified, 288 Integrated Cluster Action Plans (ICAPs) have been approved by Empowered Committee, MoRD and subsequently, 240 Detailed Project Reports have been approved by State Level Empowered Committee of respective States/UTs. A total of Rs 28,075 crore of investment is proposed in all the 288 ICAPs approved, out of which reported expenditure upto end of December 2019 is Rs. 6,689 crore. This has an

amount of Rs. 1,070 crore under Critical Gap Funds (CGF) and Rs. 5,619 Crore under Convergence."

2.3 Enquiring about the proposal as to the future of the scheme beyond March, 2020, it has been clarified by the DoRD in its submission as under:-

"Since Rurban Mission is an innovative program to transform Rural clusters, and the program has a unique design requiring integrated planning for the cluster area, implementation of various projects are in progress. The Mission would require two(2) more years to complete ongoing activities. Therefore Ministry has sought Expenditure Finance Committee (EFC) approval for extension of Mission upto 31st March 2022. Both Ministry and NITI Aayog have vision to expand the Mission into a larger program covering around 1000 more clusters under Rurban-2 in future."

3. **Issues under the Mission**

The Committee wanted to know from DoRD the reason for the steep reduction of funds at RE stage in 2019-20. Responding to this question, the DoRD have made following submission:-

"Under Shyama Prasad Mukherji Rurban Mission (SPMRM), after approval of Integrated Action Plan (ICAP) of the clusters by Empowered Committee, MoRD, States/UTs started preparing Detailed project reports of each project proposed in the ICAP. The preparation of DPRs is a time taking process and State has to mobilize DPRs from different line departments for different projects. After consolidating DPRs from all line DPRs, the same has to be approved by State Level Empowered Committee for approval and based on approval of SLEC, works commencement started on ground. Convening of State Level Empowered Committee (SLEC) in the State level takes time as the same is to be chaired by Chief Secretary of the concerned State/UT. Further, Spatial Planning is one of the important features of the Mission. Planning in Rural areas is a new concept and States took long time to understand and then carry out Planning notifications and do spacial planning for the clusters. Due to the above mentioned issues, less number of proposals were received from the States/UTs in FY 2019-2020. Hence, there is a reduction of fund at RE stage. More wage-fund requirement under MGNREGA resulted into Rs. 500 Cr reduction in RE from BE."

3.2 On further enquiring about the higher BE sought for 2020-21 to a tune of Rs. 600 crore when RE of 2019-20 was reduced to Rs. 300 crore, the DoRD have stated that:-

"As the Mission hinges on both Convergence and Critical Gap Fund (CGF) component, the focus of the States initially has been preparation and approval of Integrated Cluster Action Plans (ICAPs) which outlined the requirements of the Clusters. Subsequently, First Installment of CGF was released to the States which enabled them to prepare Detailed Project Reports (DPRs) and utilise the fund released. While the preparation of DPR is a time taking process, States have meanwhile invested on the convergence themes of the Clusters. With the active perusal of the Ministry through regular handholding and conduct of workshops, the mission has the picked up pace with the states actively furnishing the DPRs and effectively increased the utilisation of funds on CGF activities.

As the release of Second and Third installment of CGF depends on fund utilisation on ground and preparation of Spatial plans, the states/UTs have been consistent in speeding up of activities undertaken which are being monitored through Monthly Progress Reports and timely UC submissions.

Budget Estimate for the Financial Year 2020-21 has increased due to expectation of high number of proposals for release of second and third installment from the States/UTs."

G. SAANSAD ADARSH GRAM YOJANA (SAGY)

1. Visionary Approach

Saansad Adarsh Gram Yojana (SAGY) was launched by Hon'ble Prime Minister on 11th October, 2014 with the objective of creating model Gram Panchayats in different parts of the country. Primarily, the goal was to develop three Adarsh Grams under each Hon'ble MP by March 2019. Thereafter, five such Adarsh Grams (one per year under each Hon'ble MP) will be selected and developed by 2024. Under the Saansad Adarsh Gram Yojana framework, the development of Gram Panchayats has been envisaged through the convergence and implementation of existing Government Schemes and Programmes under the administrative control of respective Ministries without allocating additional funds. The Gram Panchayats adopted under SAGY through a participatory process under the guidance of Hon'ble Members of Parliament prepared Village Development Plans (VDP) containing prioritised time-bound activities to achieve holistic progress of the village.

Physical Progress, Phase-wise -

Sl	Phase	No. of SAGY GPs	No. of GPs that uploaded VDP	No. of projects planned	No. of projects completed	No. of projects in-progress
1	Phase-I 2014-16	703	689	41431	26776	3776
2	Phase-II 2016-19	500	421	20866	12593	1915
3	Phase-III 2016-19	290	222	8002	4309	919
4	Phase-IV 2019-24	265				
		1758	1332	70299	43678	6610

2. Progress so far**Physical Progress, Phase-wise -**

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1	Phase-I 2014-16	703	689	41431	26776	3776
2	Phase-II 2016-19	500	421	20866	12593	1915
3	Phase-III 2016-19	290	222	8002	4309	919
4	Phase-IV 2019-24	265				
		1758	1332	70299	43678	6610

Financial progress

Realisation of the programme objectives under Saansad Adarsh Gram Yojana (SAGY) is intended through convergence and implementation of the existing Government Schemes and Programmes, without allocation of additional funds.

Nonetheless, funds were allocated to NIRD&PR for meeting expenses incurred on documentation, training, professional and technical support required in the implementation of SAGY programme. In addition, funds were also allotted to the State/UT headquarters for administrative expenses, and also @ Rs 50,000 per Gram Panchayat for administrative expenses and preparatory activities at Gram-Panchayat

level. For these three purposes, B&A section of MoRD allocated Rs 6 Crore during 2014-19 and Rs 8 Crore during 2019-20 for SAGY under the 'Management Support to RD Programmes and Strengthening District Planning Process' Scheme.

3. Steps taken by DoRD

The Committee were desirous to be acquainted with the steps taken by DoRD to ensure the speedy implementation of various schemes in the villages adopted by Hon'ble MP. In response, the DoRD have elaborated as under:-

“The Hon'ble Members of Parliament identified 1,493 Gram Panchayats for development under Saansad Adarsh Gram Yojana (SAGY) during 2016-19. Further 273 Gram Panchayats have been identified by the Hon'ble MPs during 2019-20 till 27 January 2020.

Under the SAGY framework, the development of Gram Panchayats is envisaged through convergence and implementation of existing Government Schemes and Programmes under the administrative control of respective Ministries without allocating additional funds. The Gram Panchayats adopted under SAGY prepare Village Development Plans (VDP) through a participatory process under the guidance of Hon'ble Members of Parliament. The VDP includes prioritised time-bound activities to achieve holistic progress of the village.

So far, 1,354 Gram Panchayats have uploaded their Village Development Plans (VDP) containing 71,033 projects on the SAGY website (saanjhi.gov.in). Out of these, implementation of 44,231 activities has been completed as per the information available on SAGY website (saanjhi.gov.in) as on 27 January 2020.

The following initiatives have been taken, inter alia, for better implementation of the Scheme:

- An orientation programme on SAGY was organised for the newly elected Hon'ble Members of Parliament on 3 December 2019 at Parliamentary Research and Training Institute for Democracies (Erstwhile BPST), Parliament House, New Delhi.
- The guidelines of as many as 22 Central Schemes have been amended or enabled to accord priority for the SAGY Gram Panchayats. A compilation of 223 Central Sector/ Centrally Sponsored and 1,806 State Schemes for convergence under SAGY for the benefit of Members of Parliament, District and Village level officials have been prepared. Ministry has also published a document named 'SAHYOG' as an indicative guidance document with the essential information on the existing social security schemes collated from respective Ministries to

enrich the knowledge of villagers and village level functionaries to achieve 100% enrollment into the social/ financial Security Schemes in SAGY Gram Panchayats.

- Recognising that the implementation of SAGY requires highly motivated and knowledgeable personnel, the Ministry organised capacity building exercises for State Team of Trainers, State Nodal Officers, Charge Officers and other SAGY functionaries of SAGY-II (2019-24) Gram Panchayats.
- SAGY is reviewed periodically by the Ministry of Rural Development. The Ministry has evolved a comprehensive multilevel and multi-tool system of monitoring and evaluation of the implementation of its programmes which include review by the Hon'ble Minister of Rural Development, Performance Review Committee, National Level Monitors, Concurrent Monitoring and Impact Assessment studies. Concurrent monitoring mechanisms include the progress updated by States/Districts through SAGY website regarding the identification of the Gram Panchayats, progress tracking of Village Development Plans (VDPs), monthly review with States over video conference and regular field visits.”

VII. District Development Coordination and Monitoring Committee (DISHA)

District Development Coordination and Monitoring Committee known as 'Disha' has been formed by the Ministry in June, 2016 under the chairmanship of Member of Parliament (Lok Sabha) 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. With the dissolution of the sixteenth Lok Sabha, the district level DISHA committees were dissolved and new committees have been formed in 698 districts on the basis of the seventeenth Lok Sabha.

While asking for the details of the DISHA Committee meetings held so far, the Committee also wanted to know about the measures taken by DoRD to ensure timely meetings with the presentence of all accountable officers. Responding in its written reply as below:-

“The details of the DISHA Committee meetings held so far State/UT-wise till date is given in the table as under. In regard to matter of timely meetings with the presence of all accountable officers, Ministry has been vigorously pursuing with the State Governments and district administrations to convene at

least one meeting in a quarter as prescribed in DISHA 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. Furthermore, several IT initiatives including deployment of State of Art DISHA Dashboard, DISHA Meeting Management software to facilitate structured and effective discussions in the meetings and institution of recognition system for better performing states have been taken. In October, 2019, States were requested to designate a State Nodal Officer (SNO) for DISHA initiative to timely conduct of meetings in Districts, ensure that proceedings of meetings get submitted timely, resolve the issues highlighted during the meetings and monitor the action items decided during the 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.”

**District Development Coordination and Monitoring Committee (DISHA)
No. of District Level DISHA Meetings reported by States**

SI.No.	State	No. of DISHA District	Number of Meetings			
			2016-17	2017-18	2018-19	2019-20*
1	Andhra Pradesh	13	11	5	5	4
2	Arunachal Pradesh	25	16	8	9	5
3	Assam	27	41	33	28	14
4	Bihar	38	49	19	13	4
5	Chhandigarh	1	0	0	0	0
6	Chhattisgarh	27	70	73	41	16
7	Delhi	11	0	0	0	0
8	Goa	2	0	3	3	1
9	Gujarat	33	50	46	53	23
10	Haryana	21	40	38	23	14
11	Himachal Pradesh	12	17	13	6	3
12	Jammu & Kashmir	22	6	3	6	0
13	Jharkhand	24	44	50	32	8
14	Karnataka	30	51	50	53	20
15	Kerala	14	31	43	47	20
16	Madhya Pradesh	51	74	46	48	21
17	Maharashtra	36	55	53	24	2

18	Manipur	9	2	3	1	
19	Meghalaya	7	8	13	2	
20	Mizoram	8	15	23	14	
21	Nagaland	11	1		3	
22	Odisha	30	36	34	21	7
23	Punjab	22	10	21	16	2
24	Rajasthan	33	72	56	29	11
25	Sikkim	4	4	3	5	
26	Telangana	31	16	18	10	2
27	Tamil Nadu	32	1	8	25	10
28	Tripura	8	10	6	5	4
29	Uttarakhand	13	22	35	30	7
30	Uttar Pradesh	74	94	112	104	45
31	West Bengal	20	6	3	3	
32	Andaman & Nicobar	3	2	0	1	0
33	Daman & Diu	2	0		2	
34	Dadra & Nagar Haveli	1	0	0	1	0
35	Lakshadweep	1	0	0	0	0
36	Puducherry	2	0	1	1	1
	Total	698	854	819	664	244

* Data upto 27.01.2019

7.2 Elaborating further on the issue, the Secretary, DoRD, during the course of evidence stated as under:-

"पहले भी जब 'दिशा' की समीक्षा हुई थी, तब यह मामला उठा था। हमने भारत सरकार की ओर से बड़े स्पष्ट दिशा-निर्देश दिए हैं कि जिलाधिकारी को उस मीटिंग में मौजूद रहना हीरहना है, विभागों के विभागाध्यक्षों को मौजूद रहना है, जिलाधिकारी अगर मौजूद नहीं रह पाते तो जो उनके सैकेन्ड-इन-कमांड हैं, चाहे बिहार में वे सीडीओ हों या डीडीसी हों या आंध्र प्रदेश या तेलंगाना में सीओ, जिला परिषद हों, उनको रहना है। हम एक बार पुनः राज्यों के चीफ सेक्रेटरीज को भारत सरकार की ओर से भेज देंगे, यह कहते हुए कि स्टैंडिंग कमेटी में यह मुद्दा उठा था और वे यह सुनिश्चित करें कि इस प्रकार के मामलों की पुनरावृत्ति न हो। अगर कोई एडमिनिस्ट्रेटिव एक्शन लेना है तो वह राज्य सरकार को ही लेना होगा। हम इस ओर भी उनका ध्यान आकृष्ट करेंगे।"

VIII. Impetus to the pace of progress

To a query of the Committee as to how the DoRD plans to provide acceleration to the pace in the progress of various schemes, the Department have outlined its measures as produced below:-

PMAY-G:-

For ensuring faster pace of completion, the following actions are being taken by the division:-

- a. Regular VCs with States / UTs at the level of Secretary / Special Secretary/ Joint Secretary to review the progress and address the issues including technical issues both from Delhi and by visiting the States.
- b. Assigning of States to DoRD officers for regular follow up with poor performing States
- c. Letter from Hon'ble MRD to Hon'ble Chief Ministers for review at their level
- d. Seeking the completion plan from States/UTs and ensuring regular follow-up on the same
- e. Follow-up with the States to provide land to landless beneficiaries of PMAY-G
- f. District-wise review in the States with larger targets
- g. Visits to the States by Rural Housing teams to understand and address issues at the ground level
- h. Timely availability and release of funds to the States/UTs
- i. State-wise analysis of delayed houses and regular follow-up

PMGSY:-

Rural Roads' is a State subject and PMGSY is a one-time special intervention of the Government to improve rural infrastructure through construction of roads. As such, the responsibility of timely completion of these roads lies with the State Governments. State Governments are advised through various Regional Review meetings, Empowered Committee and Review meetings to take suitable necessary action to expedite timely completion of road works under PMGSY. The following steps in this regard have been taken by the Ministry:

- a. States have been requested to augment executing capacity and contracting capacity.
- b. Bidding document provisions have been rationalized.
- c. Training is imparted to field engineers and contractors and their engineers for capacity building.
- d. Regular and structured review of physical & financial parameters is conducted and advisories issued to assist the States.

NRLM:-

"The progress of scheme is overall satisfactory. However, the following measures have been adopted under DAY-NRLM to monitor and appraise the progress of activities undertaken by the State Missions-

a) Performance review using MIS data: The performance of the State Missions is regularly reviewed through a Video Conference & review meetings chaired by the Joint Secretary.

b) Performance Review Committee (PRC) Meeting: During the PRC meetings, all states are reviewed on their overall performance. The PRC meeting is chaired by the Secretary, RD.

c) Common Review Mission: Common Review Missions are held annually in which a team of higher officials chosen at the national level visits the states and

reviews the progress of implementations at the state level.

d) Training and workshops: DAY-NRLM conducts thematic trainings and workshops for the State Missions on regular intervals. This keeps the State Missions abreast with the schemes and the expected outputs.

Based on the inputs received from CRM, input & guidance provided to the states during discussions in Performance Review Committee (PRCs), regular reviews and workshops, States are able to meet their objectives/ targets.”

NSAP:-

The progress of the Scheme is continuously monitored by the Ministry of Rural Development through Monthly Progress Reports required to be submitted by the states/UTs in the prescribed formats. Non-reporting of the physical and financial progress reports is construed as lack of progress and therefore, it may result in non-release of funds for the last quarter of the financial year. The performance of the programme is reviewed with Secretaries twice a year during the Performance Review Committee (PRC) meetings of the Ministry and States where progress lag behind are advised to improve their performance. Video conferences and meetings with States are also organized to review the progress.

RURBAN:-

For the proper monitoring of the Mission, the following steps are being taken:-

- i. Regular field visit by the National Mission Management Unit (NMMU)
- ii. Regular Video Conference with the States/UTs to expedite the progress of the Mission
- iii. Regular Monthly DO letters to all the States/UTs
- iv. Workshops/Seminars
- v. Change in DPR approval and fund release pattern

This has resulted in improvement in the progress of the scheme as 145 Detailed Project Reports(DPRs) have been approved by the State Level Empowered Committee(SLEC) in this Financial Year only. Further, action has been taken based on the feedback of States and UTs to simplify the fund release procedure making it more objective and transparent. .This will help in expediting pace of expenditure of the Mission.

SIRD/ETC (MSRDP):-

As REAT module of PFMS have been introduced in the year 2018-19 in full-fledged manner, funds flow to the Institutes were slow therefore progress of training programme have been hampered. To streamline funds flow, hand holding sessions were organized with the Institutes which received positive results.

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

Ministry of Rural Development tabled its detailed Demands for Grants (2020-21) in the Lok Sabha *vide* Demand No. 85 on 10.02.2020 wherein Rs. 1,20,147.19 crore was allocated to the Department of Rural Development by the Government. As per the extant provision, the demands have to be examined by the Departmentally Related Standing Committees and Reports are to be presented to the Parliament. The Standing Committee on Rural Development have examined the Demands for Grants of the Department of Rural Development in light of the funds allocated to the Department for the financial year 2019-20. The performance of the schemes under the purview of the Department has been thoroughly analyzed on the parameters of utilization of funds and the achievements of target set for that period. Based on its findings, the Committee have made observations/recommendations which are enumerated in the successive paragraphs:

Impetus to the pace of progress of the Schemes

Department of Rural Development implements flagship schemes which are aimed at nourishing the root of development of the rural populace. Schemes such as Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA), Pradhan Mantri Awaas Yojana - Gramin (PMAY-G), Pradhan Mantri Gram Sadak Yojana (PMGSY), Deendayal Antyodaya Yojana - National Rural Livelihood Mission DAY-NRLM etc. champion the cause of poor and downtrodden class of rural India and are in true sense, the harbingers of hope for the needy and deprived sections of the society. The Committee strongly feel

that the progress of the nation is directly proportional to the progress of rural masses. With this sentiment in mind, while examining the performance of various schemes such as Pradhan Mantri Awaas Yojana - Gramin (PMAY-G), Pradhan Mantri Gram Sadak Yojana (PMGSY), Shyama Prasad Mukherjee Rurban Mission (SPMRM), the Committee observe the slow pace of progress in such schemes which needs immediate attention and action. In wake of such situation, the Committee firmly urge upon the Department of Rural Development (DoRD) to take efficacious steps to yield desired results in the remaining period of financial year 2019-20.

(Recommendation Sl. No. 1)

Increased Allocation of Funds

The examination of Demands for Grants (2020-21) brought to the fore a glaring fact that against the projected demand of Rs. 1,63,630.11 crore, the DoRD has been allocated Rs. 1,20,147.19 crore at BE stage which is only 2.12% hike over the BE of 2019-20. Under MGNREGA, against the average annual demand of Rs. 88,000 crore, only Rs. 61,500 crore have been allocated at BE stage, which is also less than the annual demand. Having taken into account this perplexing situation wherein on the one hand it can be seen that the timeline for various major programmes of the DoRD which are nearing its completion are shifting to next phase, on the other hand, *prima facie*, it appears to the Committee that the dearth of funds might be an impediment to the progress / achievement of the envisaged schemes. The Committee, therefore, strongly recommend DoRD to pursue the matter at the highest level with the Ministry of Finance in order to seek increased allocation of funds for efficacious

implementation of various schemes envisaged by the Government for betterment and welfare of the people living in rural areas.

(Recommendation Sl. No. 2)

Unspent Balances-Expeditious liquidation of unspent balances across the schemes

The Committee are deeply concerned to find an amount to the tune of Rs. 25,158.63 crore as unspent balance on 31st January, 2020 across various schemes of DoRD which is unacceptable. Accrual of such huge amount reflects that either there has been a faulty planning or execution of schemes envisaged by the Government, which needs to be streamlined prudently to avoid left-out balance in future. The Committee do understand that funding pattern comprises Centre and State share and other modalities of release of Centre share still disapprove the disconcerting situation which led to lying of huge unspent amount. Thus, the Committee urge the DoRD to spruce up it's machinery to prepare realistic planning in the light of the proposed allocation for the different schemes envisaged / approved by the Government and implement them with full zeal so that amount available can be utilized fully. The Committee may be informed about the mechanism developed by the DoRD in this regard.

(Recommendation Sl. No. 3)

Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA)

Scope of new works to be taken under MGNREGA

The Committee note that Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) is a demand driven scheme which creates wage employment opportunities through creation of durable assets aimed at

promoting livelihoods of the rural people on sustained basis. The Committee have taken into consideration the approach of the DoRD to ensure that at least 60% expenditure is done on water conservation works yearly under the Natural Resource Management. On the similar lines it has been observed by the Committee that the ambit of work that can be taken up under MGNREGA should be amply widened so that works like fencing around the cropland to protect it from wild animals, construction of check dam and protection wall to prevent land erosion, erection of barbed wire around agricultural fields etc. may also be taken up as per the requirement of the specific areas. Thus, the Committee recommend DoRD to review the list of works that can be taken up under MGNREGA and modify it suitably by incorporating new works as per requirement.

(Recommendation Sl. No. 4)

Adherence to the timeline in the payment of wages

One of the noble foundation upon which stands the objective and vision of MGNREGA is to provide wage security, i.e. 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. However, the entire purpose stands defeated if timely payment of wages is not made to the rural masses involved in MGNREGA works. The Committee have been apprised on umpteen occasion about the malaise and depravation that has crept in the implementation of MNGREGA concerning with the delay in the payment of wages owing to plethora of reasons such as delay in muster roll creation etc. It is unfortunate and totally unacceptable that rural poor performing

unskilled manual works are not paid their dues timely. The Committee view this very seriously and strongly recommend the DoRD to take proactive measures in order to curb and rectify the delay in the payment of wages so that purpose of MGNREGA can be achieved as conceived by the Government.

(Recommendation Sl. No. 5)

Increase in the wage rates of Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA)

Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) entails the usage of primarily unskilled labourers for such nature of jobs under its ambit which more often than not involve physical endurance and strength. Performing such works for wages which are even less than the minimum wages guaranteed under the States' Minimum Wages Provision is an ungainly affair. The Committee have noted the existing disparity in wages in various states of the country wherein the labourers are underpaid in comparison to the higher wages under the States' wages. Moreover, even the agricultural labourers receive more amount than the MGNREGA workers. The Committee feel that may be a reason for the labourers to get discouraged in enrolling themselves under MGNREGA and migrating to different nature of work or to cities for demand of work. The situation needs to be dealt with by bringing not only parity in wages but also increasing the minimum wages under MGNREGA periodically after taking into account the inflationary behaviour of the market. The Committee, therefore, implore upon the DoRD to resolve the issue of disparity of wages and also increase the wages under MGNREGA commensurately with inflation.

(Recommendation Sl. No. 6)

Poor implementation of the provision of unemployment allowance under Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA)

While scrutinizing the performance of the scheme in wake of the demands for grants (2020-21), the Committee are concerned about the non-adherence to the provision of payment of unemployment allowance. The facts presented before the Committee revealed that only few States to the tune of only Rs. 12,000 cumulatively have paid unemployment allowance to those who could not be provided job under MGNREGA within the stipulated time frame. This reflects doubts that all job seekers have been given jobs within the time period. This is, however, not the case at all as the Committee feel that on the ground level inordinate delay in providing jobs under MGNREGA at many places have become an acceptable norm. The Committee are given to understand that as per the provision of MGNREGA, providing unemployment allowance is the responsibility of States, however, the Committee are still of the opinion that the Department cannot absolve itself of the responsibility of non-adherence to this provision by the States. Hence, the Committee recommend DoRD to devise measures in order to see a full fledged implementation of the provision of payment of unemployment allowance under MGNREGA.

(Recommendation Sl. No. 7)

Opening of Postal Accounts for receiving payment under MGNREGA

The Committee note with concern the issue of rural inhabitants from far-flung isolated locations requiring to travel long distances sometimes upto 15-20 kilometers to reach the branch of Nationalised banks for receiving payment under MGNREGA. After going into the merits of the existing situation

and exploring viable alternative, the Committee are of the opinion that post offices in each villages can also be utilized for this purpose. The Committee feel that the DoRD should suitably amend its operational protocol regarding the payment to labourers and the feasibility of opening accounts in post offices might be looked into pragmatically. Therefore, the Committee call upon the Department to look into this aspect in a practical and realistic manner to come up with a beneficial solution.

(Recommendation Sl. No. 8)

Pradhan Mantri Awaas Yojana - Gramin (PMAY-G)

Delay in completion of Houses

The Committee are of the firm view that 'Housing for All' by 2022 is indeed a praiseworthy initiative which aims to tackle one of the pertinent obstacle in the development of the country, i.e. homelessness. The Committee are concerned to note that as per the data provided by the DoRD, as against the target of 51,07,396 number of houses to be constructed under PMAY-G during the year 2019-20, only 12.14% of the target till 28.01.2020, have been completed. This is an abysmally low figure leaving the Committee deeply concerned. The Committee in view of the worthiness of the scheme beseech upon the DoRD to go into detail about the causes of sluggish progress of the PMAY-G and take corrective measures in this regard so that benefits of the scheme would reach to the targeted rural population in a true spirit.

(Recommendation Sl. No. 9)

Non-timely release of installments

Through its assessment of ground reality and the experience of Members in their constituencies, the Committee have taken into cognizance a glaring loophole thwarting the timely completion of houses, is the issue associated with the delay in the release of installments under PMAY-G to the beneficiaries. The Committee note that for various administrative reasons, non-release of funds in consonance with the progress of construction coupled with non-adherence to the timeline for house construction have led to delay in final completion of the houses. The Committee feel that all parties involved right from Centre to State machinery needs to be brought on same platform. Thus, the Committee recommend the DoRD to streamline its modalities *vis-a-vis* timely release of installments for house construction and explore all ways and means to ensure that construction of houses is completed within the time frame.

(Recommendation Sl. No. 10)

Upgradation of permanent wait list of Pradhan Mantri Awaas Yojana - Gramin (PMAY-G)

The timeline for the achievement of desired goal of PMAY-G is approaching day by day. However, the Committee have been apprised that the issue of inclusion of left-over beneficiaries from the universe of PMAY-G is still not resolved. The Committee were, however, informed that DoRD have developed a separate mobile application (Awaas+) for compilation of data in respect of left-over beneficiaries and a report is expected soon. Taking note of the development, the Committee are of the view that it is high time that the DoRD should expedite the pace and ensure the earliest resolution of this issue

so that the permanent wait list of PMAY-G is suitably modified to the extent that the eligible left-over beneficiaries are included without any further delay. The Committee, therefore, urge DoRD to expedite its process regarding the compilation of data of left-over beneficiaries on top priority to ensure that the needy ones are not left behind.

(Recommendation Sl. No. 11)

Ensuring quality of construction under Pradhan Mantri Awaas Yojana (PMAY-G)

The Committee during its deliberations came to know that region-specific house design typologies have been developed, keeping in account local geo-climatic and cultural considerations. It was also brought to the notice of the Committee that Rural Mason Training Program has been launched by the Department to ensure construction of quality houses. These are commendable steps taken by DoRD which need to be sustained and carried forward so that these measures result in better quality of houses constructed under PMAY-G. It is of utmost importance that the houses built under PMAY-G are of sustainable quality with sound technical design and construction material. The Committee, therefore, recommend DoRD to keep on persevering with their approach regarding construction of houses using region-specific house design typologies and increasing the numbers of trained rural masons.

(Recommendation Sl. No. 12)

Increasing Unit Assistance under Pradhan Mantri Awaas Yojana (PMAY-G)

The Committee note that at present, the unit assistance under PMAY-G for plain areas is Rs. 1,20,000/- and Rs. 1,30,000/- in hilly States/difficult areas/IAP

districts respectively with a provision for toilets at Rs. 12,000/-. The Committee do not find any palatable reason for keeping the per unit assistance in rural areas at the above-mentioned level while for urban areas, the per unit assistance is much higher, to the tune of about Rs. 2,50,000/-. The Committee feel that the disparity seems to be irrational considering the difficulties faced logistically in the rural areas in constructing a house. Various impediments, unknown in the urban areas come to fore during the house construction in a village, but inexplicably, such parameters were not taken into consideration while deciding upon the amount of unit assistance in rural and urban areas. Therefore, the situation merits a re-look and thus, the Committee strongly recommend DoRD to increase the per unit assistance under PMAY-G in such a way to bring parity between the unit assistance in rural and urban areas.

(Recommendation Sl. No. 13)

Pradhan Mantri Gram Sadak Yojana (PMGSY)

Slow pace of work under Pradhan Mantri Gram Sadak Yojana (PMGSY)

Under PMGSY, the DoRD is gearing up to start the PMGSY-III while the datas concerning PMGSY-I and PMGSY-II reflect that still much more is required to be done to complete the target under those phases. During the current financial year also, till 28.01.2020, only 14,126 km in length has been completed while only 1,675 habitations have been connected so far. The Committee note that delay in the approval of Detailed Project Reports (DPRs) is the root cause for delay in the construction of roads. At several places, the construction work have not yet been started. PMGSY is a flagship programme of the DoRD and requires to be taken up in a much more effective manner. The need of the hour

is to gear up the machinery and increase the pace of construction of roads under PMGSY. The Committee, therefore, strongly recommend the DoRD to ensure timely preparation/approval of DPRs, expeditious completion of unconstructed roads and completion of target in a time-bound manner.

(Recommendation Sl. No. 14)

Road construction in accordance with local condition

One of the essential components of PMGSY is to construct all weather durability roads which are sturdier and resistant to wear and tear. Although construction of roads are sanctioned in many areas, but the contractors tend to take up such projects which are more rewarding and less challenging in nature. Many locations still remain unattended due to such callous approach of the contractors and bidding agencies. The construction of road undoubtedly requires a scientific approach as per the geo-climatic condition of the terrain which ought to be reflected in the DPR. The Committee while deliberating the above issue observe that some of the projects lying without start of construction due to different nature of soils or other climatic conditions which warrant efficient and scientific approach to tackle. The Committee, therefore, urge DoRD to take notice of this fact and ensure a timely survey to bring forward such projects also for the expeditious completion of all the projects under PMGSY.

(Recommendation Sl. No. 15)

Tender issues and poor maintenance

A rampant practice that was brought before the Committee during evidence was the filing of less quotation deliberately by the contractors to achieve the tender for the construction of roads under PMGSY in the bidding process. The initial low quotation by 20-30% or more, to win over the bid has a long term ramification over the quality of construction of the roads under PMGSY. Such practices need to be dealt with strongly by invoking penal/statutory measures. The Committee are of the view that done with a malafide intention of grabbing contract by quoting much less and then compromising upon the quality of raw materials and construction logistics for profit making is a criminal act. Due to such prevalent practices, the roads built under PMGSY at many places show wear and tear by the end of first season only. The Committee are of the strong opinion that in order to break the nexus between erring officials and the contractors, DoRD may also explore the possibility to fix a minimum tender amount to avoid unfair practices being followed by scrupulous contractors. The Committee feel that by taking such corrective measures / strategies, contractors will not be able to carry on with such practices in future and roads constructed would be good in quality for a longer period of time.

(Recommendation Sl. No. 16)

Physical verification of roads constructed under Pradhan Mantri Gram Sadak Yojana (PMGSY)

The Committee observe that in the far-flung remote areas, because of inaccessibility due to reasons of militancy or LWE or other logistic issues, the work on sanctioned projects could not be taken up. The Committee are of the view that less habitation areas cut off from the mainland and infected with extraneous factors need to be taken extra care of for achievement of desired result. The Committee opine that such areas be earmarked by the Department separately and teams may be sent for its physical verification to assess the ground reality. In wake of this peculiar scenario, the Committee implore upon the DoRD to look into this matter seriously and devise mechanism for identifying and physically inspecting such places.

(Recommendation Sl. No. 17)

Deendayal Antyodaya Yojana - National Rural Livelihood Mission DAY-NRLM - Strengthening of NRLM

National Rural Livelihood Mission is a versatile scheme of the DoRD with various facets of long term handholding to the poor and destitute of the rural populace. Among its various aspects, the core is the creation and functioning of Self Help Groups (SHGs) comprising of at least one woman member from each poor rural household. While taking into consideration this aspect of NRLM, the Committee also note that the important and integral role played by the Banks in extending loans to the SHGs and also running the Rural Self Employment Training Institutes (RSETIs). The Committee feel that this programme can go a long way in achieving women empowerment in true sense at the rural grass-root

level by skilling the women and making them self sufficient. Assessing the value of this scheme, the Committee recommend DoRD to formulate strategy in order to strengthen NRLM by expanding its horizon, increasing the number of SHGs and having an effective monitoring of the role played by the Banks in the successful expansion of this scheme.

(Recommendation Sl. No. 18)

National Social Assistance Programme (NSAP)

Revision/Relaxation of Guidelines for increase in assistance amount under NSAP

National Social Assistance Programme (NSAP) is a social security / social welfare programme applicable to old, widows, disabled persons and bereaved families on death of primary bread winner, belonging to below poverty line household. In this regard, the Committee would like to endorse its earlier recommendation number 16 made in Report No. 1 on the Demands for Grants (2019-20). The Committee feel that the different assistance amount prevailing at present ranging from Rs. 200/- to Rs. 500/- under its different sub-schemes are grossly inadequate. Therefore, the Committee again recommend DoRD to increase the assistance amount adequately under NSAP as early as possible for the poor and needy persons.

(Recommendation Sl. No. 19)

Shyama Prasad Mukherjee Rurban Mission (SPMRM)

Effective DPR preparation under Shyama Prasad Mukherjee Rurban Mission (SPMRM)

The Committee are appalled to note during the course of examination of Demands for Grants that the budgetary allocation to SPMRM has been reduced

to the tune of 25% (from BE of Rs. 800 crore in 2019-20 to BE of Rs. 600 crore for 2020-21) as compared to corresponding year 2019-20. The aim of the mission is to generate clusters of villages bordering on the cities in such a way so as to preserve the essence of rural community life but also have access to urban facilities. With such an aim, the gradual reduction in funds is quite baffling. Moreover, the Committee have also taken note of faulty preparation of DPRs concerning with the village chosen to be developed under RURBAN Mission. Preparation of DPRs which are bereft of practical ground reality will in all probability lead to non-fulfillment of the objectives of the mission. The DPR preparing agencies need to incorporate local knowledge and acumen in finalizing the DPR so that an effective DPR can be prepared. In this regard, the Committee recommend DoRD to take stock of the existing situation so that the SPMRM does not flounder away from its objective and also ensure a rational DPR preparation.

(Recommendation Sl. No. 20)

Saansad Aadarsh Gram Yojana (SAGY)

Neglect of Saansad Aadarsh Gram Yojana (SAGY) Villages

Time and again, the Committee have taken a serious view of the neglect and apathy shown towards the villages adopted by the MPs. There is no separate fund for the development of SAGY villages. Dovetailing of various projects run by DoRD needs to be channelised in a synergistic and harmonious manner so that the adopted villages get due priority in the implementation of schemes. However, lack of coordination and intent has been experienced by the MPs in getting the schemes running into full flow in these villages. The

Committee, therefore, strongly recommend DoRD to issue necessary guidelines and ensure all measures so that the villages adopted under SAGY by the MPs do not face any administrative challenge/laxity in the implementation of the schemes of the DoRD.

(Recommendation Sl. No. 21)

District Development coordination and Monitoring committee (DISHA)-Strict monitoring of the DISHA Committee meetings

The Committee in its deliberations note that flagrant disrespect is shown by the concerned heads of various departments and senior officers towards attending the DISHA meetings. This habit reflects unabated exhibition of flouting of norms set by the DoRD. The Committee are at a loss of words to echo the sentiments of the Members for such irresponsible behaviour on part of the concerned district officers. Therefore, the Committee unequivocally call upon the wisdom of DoRD to rectify this erroneous approach regarding the DISHA meetings so that the greater purpose of monitoring of implementation of Schemes at ground level via DISHA meetings can be unhindered.

(Recommendation Sl. No. 22)

Creation of greater role of MPs to address the local concerns in the implementation of Schemes

Member of Parliament are elected representatives who address the concern of individual beneficiaries of each scheme of DoRD in their constituencies. It is pragmatic that the view and opinions of the concerned

Member be solicited and taken into consideration while sanctioning any project or preparing any DPR for the concerned constituency. The domain knowledge of the Members will only aid and augment the effective implementation of the schemes of the Department. In view of the above, the DoRD is strongly urged to devise mechanism in such a way to ensure greater participation of the MPs in the implementation of schemes in their respective constituencies for better progress of the schemes.

(Recommendation Sl. No. 23)

NEW DELHI;
02 March, 2020
12 Phalgun, 1941 (Saka)

PRATAPRAO JADHAV
Chairperson,
Standing Committee on Rural Development

Annexure I**STANDING COMMITTEE ON RURAL DEVELOPMENT (2019-2020)****MINUTES OF THE EIGHTH SITTING OF THE COMMITTEE HELD ON WEDNESDAY,
THE 12th FEBRUARY, 2020**

The Committee sat from 1100 hrs. to 1345 hrs. in Committee Room 'D',
Ground Floor, Parliament House Annexe, New Delhi.

PRESENT

Shri Prataprao Jadhav -- *Chairperson*

MEMBERS**Lok Sabha**

2. Shri Rajveer Diler
3. Shri Sukhbir Singh Jaunapuria
4. Dr. Mohammad Jawed
5. Prof. Rita Bahuguna Joshi
6. Shri B. Y. Raghavendra
7. Shri Talari Rangaiah
8. Smt. Gitaben Vajesingbhai Rathva
9. Shri Vivek Narayan Shejwalkar
10. Shri K. Sudhakaran

Rajya Sabha

11. Shri Manas Ranjan Bhunia
12. Shri Nazir Ahmed Laway
13. Shri Rathwa Naranbhai Jemlabhai
14. Shri Ram Shakal
15. Shri Ajay Pratap Singh
16. Shri Lal Sinh Vadodia

Secretariat

1. Shri D. R. Shekhar - Joint Secretary
2. Shri S. Chatterjee - Director
3. Smt. Emma C. Barwa - Additional Director

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

- | | | |
|-----|-------------------------|---|
| 1. | Shri Rajesh Bhushan | - Secretary |
| 2. | Shri Prasant Kumar | - Special Secretary |
| 3. | Shri Sanjeev Kumar | - Additional Secretary &
Financial Advisor |
| 4. | Smt. Alka Upadhyaya | - Additional Secretary & Deputy General |
| 5. | Dr. Seema Gaur | - Chief Economic Advisor |
| 6. | Shri P. K. Mukhopadhyay | - ADG (Stats) |
| 7. | Smt. Leena Johri | - Joint Secretary |
| 8. | Smt. Nita Kejrewal | - Joint Secretary |
| 9. | Shri Charanjit Singh | - Joint Secretary |
| 10. | Shri Rohit Kumar | - Joint Secretary |
| 11. | Shri Biswajit Banerjee | - Joint Secretary |
| 12. | Dr. N. Srinivasa Rao | - Economic Advisor |
| 13. | Shri Gaya Prasad | - Deputy Director General (RH) |
| 14. | Dr. Suparna S. Pachouri | - Joint Secretary |
| 15. | Shri R. D. Chouhan | - CCA |
| 16. | Dr. W. R. Reddy | - DG (NIRD & PR) |

2. At the outset, the Chairperson welcomed the Members to the sitting of the Committee convened for taking the evidence of the representatives of the Department of Rural Development (Ministry of Rural Development) in connection with the examination of Demands for Grants (2020-21) relating to Department of Rural Development.

[Witnesses were then called in]

3. After welcoming the witnesses, the Chairperson drew the attention of the Department that whatever the discussions held here would be treated as confidential and not to be made public till the Report of the Committee is presented to Parliament. The Chairperson then broadly mentioned about the scheme-wise funds proposed/allocated by the Department for the year 2020-21 under different rural development schemes and requested the Secretary to brief the Committee thereon.

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 budgetary allocation for 2020-21 and the initiatives taken under different schemes like MGNREGA, PMGSY, DAY-NRLM, PMAY-G, etc.

4. Thereafter, the Members raised queries on issues ranging from adequacy of budget for different schemes/projects, its impact on the implementation of the schemes and the progress made by the Department in this regard, 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.

STANDING COMMITTEE ON RURAL DEVELOPMENT (2019-2020)**MINUTES OF THE ELEVENTH SITTING OF THE COMMITTEE HELD ON MONDAY,
THE 02 MARCH, 2020**

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

PRESENT

Shri Naranbhai J. Rathwa -- *Acting Chairperson*

**MEMBERS
LOK SABHA**

1. Shri A.K.P. Chinraj
2. Shri Sukhbir Singh Jaunapuria
3. Prof. Rita Bahuguna Joshi
4. Shri Narendra Kumar
5. Shri Janardan Mishra
6. Shri Talari Rangaiah
7. Smt. Gitaben Vajesingbhai Rathva
8. Shri Vivek Narayan Shejwalkar
9. Shri Brijbhushan Sharan Singh
10. Shri Indra Hang Subba

RAJYA SABHA

11. Shri Shamsheer Singh Dullo
12. Shri A. K. Selvaraj
13. Shri Ajay Pratap Singh
14. Shri Lal Sinh Vadodia

SECRETARIAT

- | | | |
|-----------------------|---|---------------------|
| 1. Shri D. R. Shekhar | - | Joint Secretary |
| 2. Shri S. Chatterjee | - | Director |
| 3. Smt. Emma C. Barwa | - | Additional Director |

2. At the outset, the Committee expressed its deep condolences over the sad demise of Shri Baidyanath Prasad Mahto, MP and observed two minutes of silence in the memory of the departed soul. The Committee further placed on record its appreciation and contribution made by the Member in the working of Rural Development Committee.

3. Thereafter, in the absence of Chairperson, the Committee under Rule 258 (3) of the Rules of Procedure and Conduct of Business in Lok Sabha chose Shri Naranbhai J. Rathwa, MP to act as Chairperson for the sitting. The Acting Chairperson welcomed the Members to the sitting of the Committee convened for consideration of following three Draft Reports of the Committee:-

(i) Draft Report on Demands for Grants (2020-21) of the Department of Rural Development (Ministry of Rural Development);

(ii) XXX XXX XXX XXX

(iii) XXX XXX XXX XXX

4. Draft Reports were taken up for consideration one-by-one and after discussion, the Committee adopted the above Draft Report without any modifications. The Committee then authorized the Acting Chairperson to finalize the aforesaid Draft Reports and present the same to the Parliament at the earliest as it has been listed in Rajya Sabha for discussion.

The Committee then adjourned.

XXX Not related to the Draft Report