

**FIFTY-EIGHTH REPORT
COMMITTEE ON PETITIONS
(SEVENTEENTH LOK SABHA)**

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

(Presented to Lok Sabha on 19.12.2023)



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COMPOSITION OF THE COMMITTEE ON PETITIONS

Shri Harish Dwivedi - *Chairperson*

MEMBERS

2. Shri Anto Antony
3. Shri Hanuman Beniwal *
4. Prof. Sanjay Sadashivrao Mandlik
5. Shri P. Ravindhranath
6. Dr. Jayanta Kumar Roy
7. Shri Brijendra Singh
8. Shri Sunil Kumar Singh
9. Shri Sushil Kumar Singh
10. Shri Manoj Kumar Tiwari
11. Shri Prabhubhai Nagarbhai Vasava
12. Shri Rajan Baburao Vichare
13. Shri Bharat Ram Margani
14. Vacant
15. Vacant

SECRETARIAT

- | | | |
|-------------------------|---|-------------------|
| 1. Shri Raju Srivastava | - | Joint Secretary |
| 2. Shri Tenzin Gyaltzen | - | Deputy Secretary |
| 3. Shri Vivek Saini | - | Executive Officer |

* *Resigned his Lok Sabha seat w.e.f. 15.12.2023.*

**FIFTY-EIGHTH REPORT OF THE COMMITTEE ON PETITIONS
(SEVENTEENTH LOK SABHA)**

INTRODUCTION

I, the Chairperson, Committee on Petitions, having been authorised by the Committee to present on their behalf, this Fifty-Eighth Report (Seventeenth Lok Sabha) of the Committee to the House on the Action Taken by the Government on the recommendations made by the Committee on Petitions (Seventeenth Lok Sabha) in their Forty-Fourth Report on the representation of Shri Hanuman Beniwal, *M.P., Lok Sabha regarding alleged arbitrary sanctioning of road development works under Pradhan Mantri Gram Sadak Yojana (PMGSY-III) in Nagaur Parliamentary Constituency (Rajasthan).

2. The Committee considered and adopted the draft Fifty-Eighth Report at their sitting held on 18 December, 2023.

3. The observations/recommendations of the Committee on the above matters have been included in the Report.

NEW DELHI;

18 December, 2023

27 Agrahayana, 1945 (Saka)

HARISH DWIVEDI
Chairperson,
Committee on Petitions

* Resigned his Lok Sabha seat on 15.12.2023.

REPORT

ACTION TAKEN BY THE GOVERNMENT ON THE RECOMMENDATIONS MADE BY THE COMMITTEE ON PETITIONS (SEVENTEENTH LOK SABHA) IN THEIR FORTY-FOURTH REPORT ON THE REPRESENTATION OF SHRI HANUMAN BENIWAL, M.P., LOK SABHA REGARDING ALLEGED ARBITRARY SANCTIONING OF ROAD DEVELOPMENT WORKS UNDER PRADHAN MANTRI GRAM SADAK YOJANA (PMGSY-III) IN NAGOUR PARLIAMENTARY CONSTITUENCY (RAJASTHAN).

The Committee on Petitions (Seventeenth Lok Sabha) presented their Forty Fourth Report to Lok Sabha on 24 March, 2023 on the representation of Shri Hanuman Beniwal, M.P., Lok Sabha regarding alleged arbitrary sanctioning of road development works under Pradhan Mantri Gram Sadak Yojana (PMGSY-III) in Nagaur Parliamentary Constituency (Rajasthan).

2. The Committee had made certain observations/recommendations in the matter and the Ministry of Rural Development (Department of Rural Development) were asked to implement the recommendations and requested to furnish their action taken notes thereon for further consideration of the Committee.

3. Action Taken Notes have since been received from the Ministry of Rural Development (Department of Rural Development) in respect of all the observations/recommendations contained in the aforesaid Report. The observations/recommendations made by the Committee and the replies furnished thereto by the Ministry of Rural Development (Department of Rural Development) are detailed in the succeeding paragraphs.

4. In paragraphs 14, 15, 16 and 17 of the Report, the Committee had observed/recommended as follows:-

"An overview of the implementation of Pradhan Mantri Gram Sadak Yojana (PMGSY) in the State of Rajasthan

The Committee while examining the representations of Shri Hanuman Beniwal, M.P., Lok Sabha in light of the comments received from the Ministry of Rural Development (Department of Rural Development) note that the Pradhan Mantri Gram Sadak Yojana (PMGSY) was launched as a one-time special intervention to provide rural connectivity, by way of a single all-weather road, to the eligible unconnected habitations of designated population size (500+ in plain areas and 250+ in North-Eastern States, Himalayan States, Himalayan Union Territories, certain other specified areas as per 2001 census) in

* Resigned his Lok Sabha seat w.e.f. 15.12.2023,

the core network for uplifting the socio-economic condition of the rural population. The Committee further note that the ambit of this Programme was widened subsequently and in the year 2013 and a new intervention namely PMGSY-II was started with a target to upgrade 50,000 kilometers of the existing rural road network to improve its overall efficiency as a provider of transportation services for people, goods and services.

The Committee also note that the Government launched PMGSY-III in the year 2019 for consolidation of 1,25,000 kilometers of the existing 'Through Routes' and 'Major Rural Links' connecting habitations, inter-alia, to Gramin Agricultural Markets (GrAMs), Higher Secondary Schools and Hospitals. The Programme focuses on upgradation of existing 'Through Routes' and 'Major Rural Links' based on priority giving importance to critical facilities like the rural markets, education and health facilities. In this connection, the Committee further note that the Programme Guidelines inter alia stipulates that new construction may be allowed only as a part of upgradation project to connect GrAMs/Warehouses, Government Hospitals and Educational Institutions, in case they are not connected already with a metalled road or require strengthening and widening of existing roads.

As regards the implementation status of PMGSY in the State of Rajasthan, the Committee were informed that the State of Rajasthan has already completed all the works sanctioned to the State under PMGSY-I & II, except for 1 bridge work under PMGSY-I, which was targeted for completion by September, 2022. The Committee were further informed that the State of Rajasthan had been allocated a target of 8,662.50 kilometers road length under PMGSY- III, against which 2,198 kilometers roads were sanctioned to the State in Batch-I of 2019-20 on 20 February, 2020. In addition to this, the State Government of Rajasthan had submitted proposal for another 402 road works of 3,840 kilometers in Batch-I of 2020-21.

The Committee are constrained to note that despite the fact that PMGSY-III was launched in the year, 2019, one bridge work under PMGSY-I is still pending in the State of Rajasthan. The Committee are further dismayed to note the slow sanctioning of road upgradation and consolidation works in Batch-I for the years 2019-20 and 2020-21 against a total allocated target of 8,662.50 kilometers road length under PMGSY-III. In this regard, the Committee desire that the Ministry of Rural Development (Department of Rural Development) being the nodal Ministry for implementation of PMGSY, should on one hand, ensure the sustainable availability of financial resources as per the budgetary allocation and on the other hand, ensure removal of hindrances in physical progress such as delay in land acquisition, forest clearances, etc., for proper and effective implementation of the Scheme. At the same time, the Ministry should also ensure establishment of better coordination with the State/UT Governments for augmenting their

execution capacity so as to sustain the momentum of implementation of PMGSY. In this sequel, the Committee would further like to urge the Ministry to help out the State/UT Governments to remove all the bottlenecks immediately for obtaining proposal for road upgradation and consolidation works under PMGSY-III so that their sanction could be granted in a time bound manner."

5. The Ministry of Rural Development (Department of Rural Development), in their action taken reply, have submitted as follows:-

"The progress in rural road construction under PMGSY is regularly reviewed by the Ministry during Regional Review Meetings (RRMs), Performance Review Committee (PRC) Meetings & Pre-Empowered/Empowered Committee Meetings with the State authorities. In addition to this, special review meetings/ monthly review meetings are also held at the level of Secretary/ Additional Secretary/Joint Secretary, Ministry of Rural Development with Chief Secretaries/Additional Chief Secretaries/Principal Secretaries/Chief Executive Officer-SRRDAs of the States to take stock of the progress of the scheme and remove the bottlenecks, if any

The release of funds to the State for implementation of PMGSY is done on the basis of the proposal received from the state and depends, inter-alia, on works in hand, execution capacity of the State and unspent funds available with the State. There is unbroken flow of funds to the States/UTs by the Central Government subject to compliance of the programme guidelines and other instructions issued by the Department of Expenditure from time to time. There is no reported instance of hampering of progress of PMGSY projects due to paucity/non-release of funds by the Central Government. However, some states delay release of funds from treasury to Implementation Agencies. Regular follow-up by senior officers with the States/UTs is done to ensure transfer of central funds and corresponding state share of funds to the implementing agency on priority.

As per programme guidelines, the State Governments are responsible for ensuring that land free from all encumbrances, along the entire proposed alignment is available, for taking up the proposed road works. The State Governments are required to lay down guidelines for voluntary donation, exchange or other mechanisms to ensure availability of land for all proposed roads. During project execution review land availability is also regularly reviewed. In terms of the programme guidelines, while submitting proposals for sanction of projects, the State Governments are required to submit, inter-alia, mandatory certificates regarding land availability and forest clearance, from the competent authorities. The issue of forest clearance is also reviewed regularly by the Ministry with States officials and other stakeholders. Meetings are also organized with Ministry of Environment, Forest and Climate Change, Government of India to review the progress

from time to time. Recently, such meeting with the States and Ministry of Environment, Forest and Climate Change was convened on 11th April, 2023 under the Chairmanship of Secretary, Department of Rural Development. The State Governments are regularly advised to convene meetings with the concerned authorities in the State Government as also in the Ministry of Environment, Forest and Climate Change to expedite such matters. Necessary support in this regard is extended to the States by the Ministry from time to time.

Handholding of States/UTs is done at every stage of planning, DPR preparation and final execution of sanctioned projects on the ground. The States have also been imparted training on GIS based planning for preparation/updation of DRRP and selection and verification of proposals. As an important step to achieve quality output for each road under the programme, proper survey and adequate investigations are stipulated. The Detailed Project Report (DPR) prepared by the States is initially scrutinized by the prominent Engineering institutions in the country, such as NITs/RECs/IITs identified as State Technical Agencies (STAs). Thereafter, the sample DPRs, 15% for scrutiny at NRIDA and 10% DPRs for scrutiny by the Principal Technical Agencies are shortlisted, which are found to be outliers using smart software. After technical scrutiny of such DPR, states are advised to correct/revise the DPRs to rationalize the provisions wherever it is felt necessary. Also, NRIDA technical team along with NQMs visits the state to further verify DPRs by making field visits to correct the DPRs. Due to such exercise, the proposal is revised by the state.

After above compliances, the proposals are placed before the Pre-Empowered Committee. After submission of substantial compliance to the observations of Pre EC by the State, these scrutinized proposals are placed before the Empowered Committee, which is chaired by the Secretary of the Department of Rural Development, for consideration. The recommendation of the Empowered Committee is submitted to the Hon'ble Minister of Rural Development and in case the proposals meet the programme guidelines, the same are sanctioned. Thus, the proposals submitted by the State Government are scrutinized at every level with due diligence.

NRIDA organizes suitable training programmes/webinars for officers of the State Governments/field engineers concerned with the implementation of the Rural Roads Programme in reputed institutions, for enhancement of their knowledge base. A total of 1,904 officers have been imparted training during 2022-23. Further, 2,534 officers have been trained through Webinars organized on New Technologies during FY 2022-23. In addition to above, the Ministry has published 12 courses on the iGOT portal under Mission Karmyogi related to PMGSY.

Under PMGSY- III, against the allocated target of 1,25,000 Km, 1,02,315 Km has already been sanctioned to the State and 60,778 Km has already been completed. All the balance target length is proposed to be sanctioned during FY 2023-24. The implementation period for PMGSY-III is up to March, 2025. In the State of Rajasthan, more than 94% of the total target to the State under PMGSY-III have already been sanctioned and 65% stands completed."

6. In paragraphs 18, 19 and 20 of the Report, the Committee had observed/recommended as follows:-

"Process for selection and sanctioning of Roads under PMGSY- III

During the course of examination of the instant representation of Shri Hanuman Beniwal, M.P., Lok Sabha, the Committee note that the selection of roads under PMGSY-III is done by the States/UTs based on the utility value of the eligible roads computed on the basis of the population served by the road and market, educational, medical and transport infrastructure facilities connected by the road concerned. The Committee were informed by the Ministry of Rural Development (Department of Rural Development) that a state of the art network planning algorithm called "Trace Map" has been developed to identify and rank rural roads on the basis of population depending on such roads by tracing the route from each rural habitation to its nearest facilities and then aggregating this information to identify the importance of each and every road segment. Roads thus, ranked by Trace Map Algorithm are combined with the recommendations from political representatives, local PIU knowledge and other sources and are referred to as 'Candidate Roads'. The Committee were further informed that a Comprehensive Upgradation-cum-Prioritisation List (CUCPL) is generated based on the utility value of each such candidate road, which is calculated on the basis of parameters; viz.; population served, agricultural market, educational and medical facilities, transport infrastructure variables and weightage thereof. Subsequently, all the upgradation proposals are then submitted on the basis of CUCPL.

In this connection, the Committee were further informed that after completion of the pre-requisites/approvals in terms of the PMGSY Programme Guidelines, the annual proposals are uploaded in the On-Line Management Monitoring System (OMMAS), i.e., PMGSY MIS system by the State Government(s). However, before sanctioning of the proposals uploaded by the State(s), the DPRs are scrutinized at different levels as per the Programme Guidelines to improve the project proposals. All the DPRs are scrutinized by State Technical Agencies (STAs) which are selected from reputed Technical Institutes/Engineering Colleges of the State(s). Moreover, 15% of sample DPRs are also scrutinized at NRIDA (Ministry) level and observations are communicated to the State(s)

concerned for compliance. In addition to this, 10% of the sample DPRs selected by the NRIDA are scrutinized by the Principal Technical Agencies (PTA) which are selected from reputed IITs/NITs/ Engineering colleges. After compliance by the State(s) on the observations of NRIDA/PTA, the proposals are submitted for scrutiny to a Pre-Empowered Committee Meeting chaired by the Director General, NRIDA and attended by the representatives of State Government(s). The proposal is then, examined in terms of PMGSY-III Guidelines, technical parameters, cost, etc., and observations thereon are communicated to the State(s). The State(s), thereafter, again submit compliance of these observations. In case all the required documents and compliances are complete and there is no major capacity or institutional deficiency and data in OMMAS has also been found to be satisfactory, the proposal is placed before the Empowered Committee chaired by the Secretary, Department of Rural Development. Subsequently, the recommendations of the Empowered Committee are submitted to the Minister of Rural Development and in case, the proposals meet the Programme requirements, the same are sanctioned.

The Committee observe that there exist a well-defined and comprehensive process from selection of roads to be undertaken for upgradation and consolidation under the PMGSY-III up to their sanctioning. Although, the selection of roads under PMGSY- III is primarily done by the States/UTs concerned based on the utility value of the eligible roads, the Committee strongly opine that since the Ministry of Rural Development (Department of Rural Development) is the Apex Body for finalizing and sanctioning of the road upgradation and consolidation works under the PMGSY- III, the Ministry cannot shy away from their responsibility when the proposals submitted by the State Government(s) concerned are prolonged for their consideration and sanction at an advance stage due to some incomplete technical formalities/shortcomings. In this context and in view of the fact that PMGSY- I & II have already been implemented, the Committee suggest that the Ministry, being the Nodal Agency for formulation of Guiding Principles of PMGSY- III, may have some over-riding powers with regard to relaxing/ exempting the criteria for selection of roads as prescribed under the PMGSY- III Programme Guidelines which might not have been given due consideration in the proposal submitted by the State(s) and after carefully examining the same based on their merits and rationale. Further, the Ministry of Rural Development (Department of Rural Development) should hold review meetings regularly with the representatives of the State Government(s) and other stakeholders at regional level as well in order to educate them about the fundamentals of Programme Guidelines so that the proposals received from the State(s) have minimum lacuna(s) and could be considered for prompt sanctioning."

7. The Ministry of Rural Development (Department of Rural Development), in their action taken reply have submitted as follows:-

"The Ministry has already granted relaxations in the programme guidelines in deserving cases, based on the justification submitted by the State Government. For example, as per the programme guidelines of PMGSY-III, the candidate roads should preferably be of length not less than 5 km. The Ministry has, however, sanctioned roads of less than 5 Km length for upgradation under PMGSY-III in deserving cases, such as hill and NE States, as also in the States of Kerala and Tamil Nadu.

Regular trainings to the State officials and contractors on Planning audit, preparation of DPRs and use of new technology as per Vision Document and Guidelines issued in 2022 have been conducted. More than 4,000 officers engaged in the implementation of the scheme were imparted trainings through online/offline mode during FY 2022-23. Review meetings with State officials about the progress of submission of proposals and brain storming sessions are also held. Further, States are advised during Pre-Empowered Committee and Empowered Committee meetings also to go for provisions which are feasible, cost effective and oriented towards better quality using newer technologies.

The Ministry has planned 16 workshops during FY 2023-24 for capacity building of officers engaged in implementation of the scheme in the State. Preparation of various handy technical modules on New/Green technologies for road construction with the help of experts from IITs & other reputed institutes, which will be beneficial to field agency for implementation of scheme and release of the same during these workshops are also planned."

8. In paragraph 21 of the Report, the Committee had observed/recommended as follows:-

"Monitoring of implementation of PMGSY- III through Online Monitoring Management and Accounting System (OMMAS)

The Committee, while examining the instant representation of Shri Hanuman Beniwal, M.P., Lok Sabha, note that after completion of the pre-requisites/approvals in terms of the PMGSY Programme Guidelines, the annual proposals are uploaded in the On-Line Management Monitoring System (OMMAS), i.e., PMGSY MIS System by the State Government(s). However, the Committee wish to have some more clarity as to whether the OMMAS System is efficient and effective enough as far as its functional aspect is concerned and whether the States/UTs update their data relating to the annual proposals vis-a-vis their sanction/approval and implementation status on the OMMAS System periodically/regularly, if not on real time basis. Although, physical verification of the actual progress of the road development works at the ground level under the PMGSY- III at

regular intervals would have been most desirable, the Committee urge that the Ministry of Rural Development (Department of Rural Development) should work out for upgrading the OMMAS System in such a manner that it could include all the relevant information in regard to sanction/ approval and implementation status of the road development works, in addition to annual proposals under the PMGSY- III and reflect the same on a real time basis in order to make it an effective tool for monitoring of the Scheme. Apart from this, regular training/workshops should also be conducted for the State Government officials who are handling the OMMAS System to acquire the requisite skills."

9. The Ministry of Rural Development (Department of Rural Development), in their action taken reply, have submitted as follows:-

"In order to effectively monitor the entire Programme and bring about greater efficiency, accountability and transparency in implementation, a modern web based On-line Management, Monitoring and Accounting System (OMMAS) is in place. The main Application Software Modules include Rural Road Plan & Core Network, upload of proposals, STA scrutiny, PTA scrutiny, sanctioned details, Tendering & Contracting, Execution (Physical and Financial Progress), Quality Monitoring, Funds Flow and Receipt & Payment Accounts (work accounts). A new feature Project Monitoring Information System (PMIS) has also been added on OMMAS for a disciplined tracking and monitoring of the projects under PMGSY-III. The tracking gives a sense of the overall progress versus the original plan and any correction action can be taken proactively. The OMMAS System operates in real-time, and it is utilized by States throughout the country to track the progress of their proposed projects and their implementation status. This system contains all relevant information concerning approvals and the status of projects, including annual proposals under the PMGSY III.

NRIDA regularly conducts training and workshops on the OMMAS application, new modules, and features to ensure states are well-equipped to operate the system. Additionally, NRIDA offers hands-on support and capacity building to states as needed, and will provide further training upon request.

Considering the period as well as usage of the OMMAS application and based on the user inputs including the change in the level of operations and in view of the latest developments in terms of technology, OMMAS is improved and augmented from time to time. The User Interface of OMMAS citizen-centric platform is proposed to be further improved during the current financial year. This will allow officials to easily input and access information, thus improving the overall functionality of the platform."

10. In paragraphs 22, and 23 of the Report, the Committee had observed/recommended as follows:-

"Consultation with Public Representative(s) for planning and selection of roads under PMGSY- III

In the course of examination of instant representation of Shri Hanuman Beniwal, M.P., Lok Sabha, the Committee were informed by the Ministry of Rural Development (Department of Rural Development) that PMGSY- III Guidelines have an in-built mechanism for consultation with the public representatives at planning and selection of roads. As per PMGSY- III Guidelines, the proposals received from the Members of Parliament with regard to selection of roads are given due consideration and in case, any proposal that could not be included, are communicated, in writing, to the Members of Parliament along with the reasons for non-inclusion of such proposal in each case. The Committee were further informed that in order to ensure that the State Government(s) give due attention towards relevant provisions of the Programme Guidelines while submitting the proposals to the Ministry of Rural Development for sanction, the Ministry issued an 'Advisory' to the States on 2 June, 2020, through which, the State Governments have been advised, inter-alia, to communicate the final list of proposals in the order of priority to the Member of Parliament with the reasons for non-inclusion of certain roads in the proposals and obtain their consent on the proposals sent for approval to the Government of India.

The Committee note that the PMGSY- III Programme Guidelines have explicit provisions for consultation with the Public Representatives/Members of Parliament at various stages of planning and implementation of the Programme including the stage of selection of roads. In this context, the Committee would like to underscore Para 5.3 of the PMGSY-III Guidelines which inter alia stipulates, as under:-

"After the initial CUCPL is prepared and verified, it shall be placed before the District Panchayat. The Members of Parliament/Members of Legislative Assembly shall be given a copy of the CUCPL suggestions and their suggestions and suggestions of lower level Panchayati Institutions shall be given the fullest consideration by the District Panchayat while according its approval. The approved CUCPL shall be the basis of all upgradation proposals. Such proposals that cannot be included would be communicated in writing to Members of Parliament with reasons for non-inclusion in each case."

The Committee believe that the Ministry of Rural Development (Department of Rural Development) must have been issuing Advisories to the State Governments/State Rural

Road Development Agencies giving emphasis on strict compliance of relevant provisions under PMGSY-III Programme Guidelines which provide detailed procedure for consultation with Public Representatives/Members of Parliament during the process of planning and selection of roads. Although, the Committee acknowledge that one such Advisory had been issued by the Ministry of Rural Development (Department of Rural Development) on 2 June, 2020 to all the Additional Chief Secretaries/ Principal Secretaries/Secretaries-in-charge of PMGSY of all the States/UTs on the subject 'Role of Hon'ble Member of Parliament in planning and selection of road works under Pradhan Mantri Gram Sadak Yojna- III' wherein, while emphasizing on the relevant provisions as contained in the Para(s) 3.6, 5.5, 7.1 and 7.3, the State/UT Governments have been requested to follow the Guidelines relating to consultation with the Members of Parliament in letter and spirit. Further, in the considered opinion of the Committee, the role of Elected Public Representatives/Members of Parliament should not be confined merely to a 'Ceremonial Role' of inviting them for the foundation stone laying and inauguration of any developmental works undertaken by the Government and instead, due consideration should invariably be given to the views/suggestions of Member(s) of Parliament who have been associated while planning for any public welfare measures to be undertaken by the Government so as to ensure their effective participation from the initial stage, till the completion of the project. The Committee, therefore, recommend the Ministry of Rural Development (Department of Rural Development) to issue appropriate and necessary Advisories to the States/UTs in the matter and to ensure that the States/UTs should strictly comply with the stipulations made under the PMGSY Programme Guidelines for consultation with the Member(s) of Parliament on all related issues by giving due cognizance and consideration of their views/suggestions. In this sequel, the Committee would also like to recommend the Ministry that similar provision should also find mention in the Guidelines with respect to other Schemes/Programmes being administered by them."

11. The Ministry of Rural Development (Department of Rural Development), in their action taken reply, have submitted as follows:-

"The instructions are already in place under PMGSY-III to accord full consideration to the proposals received from the Members of Parliament. Such proposals that cannot be included would be communicated in writing to the Members of Parliament with reasons for non-inclusion of such proposals in each case. The instructions have been reiterated once again through advisory dated 23rd June, 2023 to the States/UTs. A copy of the advisory is attached at Annexure-1.

The Ministry is implementing two (02) skills initiatives namely Deen Dayal Upadhyaya Grameen Kaushalya Yojana (DDU-GKY) and Rural Self Employment Training Institutes

(RSETis) under National Rural Livelihood Mission. Both the schemes are covered under DISHA meeting and the same is being monitored at district-level by Hon'ble Member of Parliament.

The National Social Assistance Programme (NSAP) is a social security programme for the most vulnerable section of the society living below poverty line. The NSAP guidelines not only stipulate consultation with the public representatives at the local level (Gram Panchayat/Municipality level), but also give vital roles to Gram Panchayat/Municipality in implementation of the programme, including identification and selection of beneficiaries and monitoring and evaluation of the programme.

The Deen Dayal Antyodaya Yojana - National Rural Livelihoods Mission (DAY-NRLM) seeks to mobilize poor rural households into SHGs and link them to sustainable livelihoods opportunities by building their skills and enabling them to access formal sources of finance, entitlement and services from both public and private sectors. It is envisaged that the intensive and continuous capacity building of rural poor women will ensure their social, economic and political upliftment. The poor household is assessed by the Gram Sabha through the PIP process. Project Resource Person (PRP)/other staff visit the village and all the localities/areas/households in the village and clearly identify the poor households and assess their deprivation parameters.

The Framework for Implementation (FFI) of Pradhan Mantri Awaas Yojana -Gramin (PMAY-G) issued by the Ministry of Rural Development provides an important role in the implementation and monitoring of the Scheme for the Members of Parliament. As per para 9.3.1.3 of the FFI of PMAY-G, the DISHA Committee at the district level, headed by Member of Parliament, will also monitor the progress and implementation of PMAY-G. The State Government/UT Administration is required to extend all support to these Committees/ Monitors in monitoring the implementation of PMAY-G. Also, attending the workshops organised to sensitize the beneficiaries and 'Grih Pravesh' Programmes organised on "Awaas Diwas" by Member of Parliament are major activities under PMAY- G.

The Ministry has reiterated the provisions contained in FFI of PMAY-G w.r.t. Role of MPs/Elected Representatives in implementation of PMAY-G vide D.O. No. J-11060/28/2020-RH dated 26.10.2021 (copy enclosed at Annexure-11) from Secretary, Department of Rural Development addressed to the Additional Chief Secretary/ Principal Secretary/ Secretary (RD&PR) of States/UTs implementing PMAY-G. The details on role of MPs in implementation of PMAY-G has also been shared with them vide D.O. No. J- 11060/28/2020-RH dated 08.11.2021 (copy enclosed at Annexure-III)

from Hon'ble Minister for Rural Development addressed to the Members of Parliament of Lok Sabha & Rajya Sabha.

The Mahatma Gandhi National Rural Employment Guarantee Act is one of the schemes included in the DISHA framework, which is mandated to review and monitor the implementation of centrally sponsored/funded schemes on a periodic basis. District DISHA committee is headed/co-chaired by Hon'ble Member(s) of Parliament. Also, consultations have been held with all the States w.r.t involvement of Hon'ble Member of Parliament in the planning and implementation of the scheme and States have been requested to engage Hon'ble Member of Parliament in the process as far as practicable. Further, at Gram Panchayat level Whatsapp Groups have been formed including Hon'ble Member of Parliament as a member of that Group to inform the Hon'ble Member of Parliament about the daily attendance of beneficiaries who turn up for work at Mahatma Gandhi NREGS site."

12. In paragraphs 24, 25, 26, 27 28, 29 and 30 of the Report, the Committee had observed/recommended as follows:-

"Issues raised by Shri Hanuman Beniwal, M.P., Lok Sabha

As per the information furnished by the Ministry of Rural Development (Department of Rural Development), the Committee take note of the fact that in terms of the Ministry's 'Advisory' dated 2.6.2020 regarding the role of Members of Parliament in the planning and selection of road works under PMGSY-III, Shri Hanuman Beniwal, Hon'ble Member of Parliament, Nagaur Constituency was requested by the State Government of Rajasthan to give his consent in respect to 28 roads of 216.98 kilometers proposed in the Nagaur District vide letter No. 275 dated 5.6.2020. However, no consent was received from the Hon'ble Member of Parliament within the prescribed time-line of 15 days. The Ministry meanwhile, received a complaint from Shri Hanuman Beniwal, M.P., Lok Sabha dated 28.6.2020, addressed to Hon'ble Minister for Rural Development, inter alia alleging that he was not consulted by the State Government in respect of the project proposals of Nagaur Parliamentary Constituency and requested that all the proposals for his constituency be rejected and new proposals should be drawn up by the State Government with his express recommendations. Accordingly, proposals for only 374 roads of 3,623 kilometers after excluding the 28 roads of Nagaur District (as requested by the Hon'ble Member of Parliament) were sanctioned to the State on 23.7.2020. Subsequently, the State Government was also requested to submit fresh proposal in terms of PMGSY- III Programme Guidelines and the 'Advisory' dated 2.6.2020.

The Committee further note that the State Government uploaded a revised proposal for 44 roads of 420.65 kilometers, which was considered by the Pre-Empowered Committee in the meeting held on 27.5.2021, which was also attended by the representatives of the State Government. However, it was observed by the Pre-Empowered Committee that the existing surface of 272.45 kilometers road length out of the total proposed length of 420.65 kilometers is earthen/moorum/gravel/track, which is 65% of the total proposal, i.e., around 2/3rd of the proposal is kutcha roads, and not an existing 'Through Routes' or 'Major Rural Links' which is the target area under PMGSY-III. It was also observed that majority of the proposals were having inferior Trace Map ranks, which is indicative of their low utility value. The State Government of Rajasthan was, therefore, asked to examine the proposals and furnish justification as to how the proposed roads with abnormally high kutcha portion are in the definition of 'Through Routes/Major Rural Links' and eligible under PMGSY-III. The State Government of Rajasthan was also asked to submit the compliance report thereon. However, at a later stage on 3.9.2021 the State Government decided to withdraw the proposals and submit revised proposals.

The Committee also note that the Ministry of Rural Development (Department of Rural Development), thereafter, followed-up the case with Department/Nodal Agency concerned for early submission of the revised proposals so that the proposals for Nagaur District could be sanctioned. The State uploaded the proposal(s) for 31 road works of 313 kilometers for Nagaur District in the month of February, 2022, which included 28 road works of Nagaur Parliamentary Constituency and 3 road works of Rajsamand Parliamentary Constituency, while informing that the proposals were prepared in terms of the Programme Guidelines. The proposals were approved by the Panchayat Samiti on 27.9.2021 and subsequently, the recommendation(s) from the Hon'ble Member of Parliament was received by the State Government on 17.1.2022, which included 30 roads of 308 kilometers. The Zila Parishad, in its meeting held on 24.1.2022, approved the proposal for 33 roads of 338.95 kilometers (all 30 roads of 308 kilometers as recommended by the Hon'ble M.P. for Nagaur Parliamentary Constituency and 3 roads of 31 kilometers of Rajsamand Parliamentary Constituency), in variance to the proposal approved by the Panchayat Samiti. Subsequently, the final proposal for Nagaur District uploaded by the State Government was considered by the State Level Standing Committee (SLSC), headed by the Chief Secretary, Government of Rajasthan, in its meeting held on 24.3.2022 and decided that the proposal(s) eligible as per PMGSY-III Guidelines should be uploaded/sent to Ministry of Rural Development for consideration. Pursuant to the recommendation of the SLSC, the relevant proposals were though considered by the Ministry, the State Government was asked to complete all the formalities in terms of Ministry's 'Advisory' dated 2.6.2020 and apprise them about the same. As regards 29 road proposals of Nagaur Constituency, the State Government, in its compliance, inter-alia intimated that the Hon'ble Member of Parliament was requested

vide letter dated 5.4.2022 to forward his consent. However, no response/consent on the final list of proposal(s) was received from Hon'ble M.P., Shri Hanuman Beniwal even after a lapse of more than 15 days. The Ministry, thereafter, sanctioned the proposals as submitted by the State for 32 roads of 335.09 kilometers on 26.7.2022.

Based on the information furnished by the Ministry of Rural Development (Department of Rural Development), the Committee further take note of the fact that the Ministry, with the approval of the Competent Authority, decided to de-sanction 29 road works of 304.04 kilometers pertaining to Nagaur Parliamentary Constituency and requested the State Government to submit fresh proposals strictly in terms of the Programme Guidelines and with due consultation with the concerned Public Representatives for consideration by the Ministry vide their letter dated 9.11.2022.

While meticulously going through the above sequence of events, the Committee are constrained to find out that on one hand, the Ministry of Rural Development (Department of Rural Development) have been emphasizing on the role of Hon'ble Member of Parliament in planning and selection of road works under Pradhan Mantri Gram Sadak Yojna - III per se and on the other hand, the Ministry have sanctioned the proposals sans the consent of the Member of Parliament thereon not once, but twice as evident in the instant case. Although, the State Government had tried to approach the Hon'ble Member of Parliament, Shri Hanuman Beniwal with a request to give his consent to the proposal(s) in respect of Nagaur Parliamentary Constituency vide communications dated 5.6.2020 and 5.4.2022, the Committee are dismayed to observe that no sincere efforts have been put in by the Ministry of Rural Development (Department of Rural Development) to impress upon the State Government to again approach the Member of Parliament concerned through for obtaining his response/consent to the proposals before according their final approval/sanction. Further, it is also unclear as to whether the Member of Parliament has been communicated, in writing, citing reasons for their inability to include his proposal(s), if the same is/are found to be at variance with the proposal(s) under consideration. In the context of the instant case, the Committee are perturbed to note that no cognizance and attention had been given to the role vis-a-vis views/suggestions of the Hon'ble Member of Parliament in PMGSY works. The Committee, therefore, strongly disapprove such misdemeanor on the part of Senior Authorities concerned which is also a gross violation of the relevant PMGSY Programme Guidelines. The Committee, therefore, recommend that the Ministry of Rural Development (Department of Rural Development), in coordination with the State Government(s) concerned, should ensure that the views/suggestions given by the Members of Parliament are to be given due consideration within the framework of PMGSY Programme Guidelines. The Committee further urge the Department to initiate appropriate and prompt action on the complaints received from the Member(s) of

Parliament relating to non-consideration of their views/suggestions on the developmental works to be undertaken in their Parliamentary Constituencies.

The Committee also observe that the timeline of 15 days as prescribed under the PMGSY- III Programme Guidelines does not appear to be justifiable in view of the fact that the Member(s) of Parliament concerned, who represent a large number of people, usually have hectic schedule owing to frequent meetings with the local people and also with the Administrative Authorities, field visits, attending official meetings and Sessions of Parliament, etc. The Committee, therefore, urge that the Ministry of Rural Development (Department of Rural Development), in consultation with the State Government(s), should re-visit the extant provision for obtaining the consent of the Member of Parliament concerned within a period of 15 days' time while finalizing the selection of road works in the annual proposals and work out modalities for relaxing/extending the same.

The Committee further observe that the Ministry of Rural Development (Department of Rural Development), with the approval of the Competent Authority, had decided to de-sanction 29 road works of 304.04 kilometers pertaining to Nagaur Parliamentary Constituency and requested the State Government to submit fresh proposals strictly in terms of the Programme Guidelines and with due consultation with the concerned Public Representatives for consideration. In this regard, the Committee would like to urge the Ministry of Rural Development (Department of Rural Development) to liaise with the State Government of Rajasthan for submitting their revised proposal(s) for road upgradation and consolidation works under PMGSY- III for Nagaur Parliamentary Constituency at the earliest while including the proposal(s) of Hon'ble Member of Parliament, Shri Hanuman Beniwal and also put in their concerted efforts in coordination with the State Government to amicably settle the issue once and for all."

13. The Ministry of Rural Development (Department of Rural Development), in their action taken reply, have submitted as follows:-

"All sanctions under PMGSY-III after June, 2020 have been accorded to the States/UTs after submission of consent letters of Hon'ble Members of Parliament on the final list of proposals submitted to the Ministry for sanction, in terms of Ministry's advisory dated 2nd June, 2020.

Vide this Ministry's letter dated 26th July, 2022, 32 roads of 335.09 Km, including 29 roads of 304.04 Km pertaining to Nagaur Parliamentary Constituency were sanctioned to the State of Rajasthan. The sanctioned projects to Nagaur Parliamentary Constituency were subsequently reviewed on the basis of the request of Hon'ble Member of Parliament, Nagaur Parliamentary Constituency and it was decided to de-sanction 29

roads of 304.04 Km sanctioned for Nagaur Parliamentary Constituency and request State Government to submit fresh proposal after due consultation with the Hon'ble Member of Parliament. The sanctioned projects to Nagaur were accordingly de-sanctioned on 9th November, 2022 and the State Government has been requested to submit fresh proposals strictly in terms of the programme guidelines and with due consultation with the Hon'ble Member of Parliament concerned. The State has been reminded to expedite the proposals through subsequent reminders of dated 23rd February, 15th March and 25th May, 2023."

Regarding consent of the Hon'ble Members of Parliament on final proposals, the Ministry, while reiterating the provisions of the programme guidelines vide advisory dated 2nd June, 2020, also advised State to communicate the final list of proposals in the order of priority to the Member of Parliament with the reasons for non-inclusion of certain roads in the proposals and obtain their consent on the proposals sent for approval to Government of India.

Prior to the finalization of proposals, consultation with the Hon'ble Members of Parliament is mandated while finalizing District Rural Roads Plan (DRRP). The consultation includes sending of Consolidated Upgradation Cum Priority List (CUCPL) to the concerned Hon'ble Member of Parliament, consideration of their recommendations by the District Panchayat, written communication to Hon'ble Member of Parliament for each non-inclusion of proposals, consideration of proposals of Hon'ble Member of Parliament by the State Level Standing Committee (SLSC), etc. It is clarified that there is no time-line prescribed for the above process/consultation.

The 15 days' time-line indicated in the advisory dated 2nd June, 2020 is for final consent to be obtained from Members of Parliament on the final overall list of proposals submitted to the Ministry for sanction. Any further extension will result in delay. Obtaining consent of the Hon'ble Member of Parliament on final proposals within 15 days' time has been in practice since June, 2020. Out of allocated target of 1,25,000 Km, 1,02,315 Km road length has already been sanctioned utilizing this procedure."

The Department has written to the Government of Rajasthan vide letters dated 9th November, 2022, 23rd February, 15th March and 25th May, 2023 regarding completion of the process of selection of roads in Nagaur Parliamentary Constituency in consultation with the Hon'ble Member of Parliament. The State Government is, however, yet to submit proposals for sanction."

OBSERVATIONS/RECOMMENDATIONS

Ensuring sustainable availability of financial resources and better Centre-State Coordination for effective implementation of Pradhan Mantri Gram Sadak Yojana (PMGSY), especially in the State of Rajasthan

14. The Committee after undertaking a detailed examination of the representation of Shri Hanuman Beniwal, MP, Lok Sabha regarding alleged arbitrary sanctioning of road development works under Pradhan Mantri Gram Sadak Yojana (PMGSY-III) in Nagaur Parliamentary Constituency (Rajasthan) in light of the submissions made by the Ministry of Rural Development (Department of Rural Development), had noted with concern that despite the fact that PMGSY-III was launched in the year, 2019, the process of sanctioning of road upgradation and consolidation works was very slow under PMGSY-III. The Committee had, therefore, urged that the Ministry of Rural Development (Department of Rural Development), being the nodal Ministry for implementation of PMGSY, to ensure the sustainable availability of financial resources as per the budgetary allocation *vis-a-vis* removal of hindrances in physical progress such as delay in land acquisition, forest clearances, etc., for proper and effective implementation of the Scheme. The Committee had further urged the Ministry to ensure establishment of better coordination with the State/UT Governments for augmenting their execution capacity so as to sustain the momentum of implementation of PMGSY. In this sequel, the Committee had also urged the Ministry to help out the State/UT Governments to remove all the bottlenecks immediately for obtaining proposal for road upgradation and consolidation works under PMGSY-III so that their sanction could be granted in a time bound manner. The Committee had sought updated implementation status of the PMGSY-III in all the States/UTs, in general and in the State of Rajasthan, in particular.

15. From the action taken replies furnished by the Ministry of Rural Development (Department of Rural Development) in response to the above recommendations, the

Committee observe that Review Meetings are held at various levels with the State Authorities to take stock of the progress of the PMGSY Scheme and remove the bottlenecks, if any. As regards flow of funds, the Committee further observe that the release of funds to the State for implementation of PMGSY is done on the basis of proposal(s) received from the State and depends, *inter-alia*, on works in hand, execution capacity of the State and unspent funds available with the State and there is unbroken flow of funds to the States/UTs by the Central Government subject to compliance of the programme guidelines and other instructions issued by the Department of Expenditure from time to time. In this connection, the Committee also note that regular follow-up by the senior functionaries of the Ministry is being done with the States/UTs to ensure transfer of Central Funds and corresponding State share of funds to the Implementing Agency(ies) on priority. The Ministry of Rural Development (Department of Rural Development), in their action taken replies, have submitted that as per programme guidelines, the State Governments are responsible for ensuring that land free from all encumbrances for taking up the proposed road works and while submitting proposals for sanction of projects, they are required to submit *inter-alia* mandatory certificates regarding land availability and forest clearance, from the Competent Authorities. Further, the issue of forest clearance is also reviewed by the Ministry with the State officials and other stakeholders and also meetings are organized with the Ministry of Environment, Forest and Climate Change to review the progress from time to time. The Ministry have also informed that NRIDA organizes suitable training programmes/webinars for Officers of the State Governments and Field Engineers concerned with the implementation of the Rural Roads Programme in reputed institutions, for enhancement of their knowledge base. A total number of 1,904 officers have been imparted training during 2022-23 and 2,534 officers have been trained through Webinars organized on New Technologies during the FY 2022-23. In addition to the above, the Ministry have published 12

Courses on the iGOT Portal under 'Mission Karmyogi' related to PMGSY. As far as implementation status of PMGSY is concerned, the Ministry have informed that under PMGSY- III, against the allocated target of 1,25,000 Kms., 1,02,315 Kms., has already been sanctioned to the States and 60,778 Kms., has already been completed; and all the balance target length is proposed to be sanctioned during FY 2023-24. In this connection, the Ministry have also informed that the implementation period for PMGSY-III is up to March, 2025. As regards implementation status PMGSY-III in the State of Rajasthan, the Ministry have informed that more than 94% of the total target to the State under PMGSY- III have already been sanctioned and 65% stands completed.

16. In the opinion of the Committee, the performance of any Government Scheme *per se*, depends up on the sustainable availability of financial resources, on one hand and Centre-State coordination, on the other, which are the cornerstone for successful implementation of the Public Welfare Schemes. The Committee fully acknowledge that the issues such as land availability, forest clearance, utilisation of funds, etc., are the prime responsibilities of States and require a proactive approach of the State Government Machineries. The Committee, therefore, once again recommend the Ministry of Rural Development (Department of Rural Development) to ensure faster allocation and sanctioning of Projects under PMGSY along with expeditious release and utilisation of Centre as well States shares of funds on one hand and a better cohesive coordination between the Centre and State Nodal Agencies with an joint and harmonious approach on the other in order to complete the remaining Projects under PMGSY-III in a time bound manner. The Committee would like to be apprised of the necessary action taken by the Ministry in this regard and an updated status/progress in respect to implementation of PMGSY-III.

17. From the information furnished by the Ministry of Rural Development (Department of Rural Development), the Committee are happy to note that a total of 1,904 officers have been imparted training during 2022-23; and further, 2,534 officers have been trained through Webinars organized on New Technologies during 2022-23. Further, 16 Workshops have been planned for the year 2023-24 for capacity building of Officers engaged in implementation of the Scheme in the States. The Committee, while acknowledging and appreciating the efforts of the Ministry of Rural Development (Department of Rural Development) in imparting training to the Officers involved in the implementation of the Scheme, through physical as well as online mode, impress upon the Ministry that such Training Programs, Workshops, etc., should regularly be organized at the Central as well as States and Regional levels in order to train more and more persons so that the high quality construction of rural roads is ensured which can sustain the rigors of bad weather and high traffic volume. The Committee would like to be apprised of the necessary steps taken/proposed to be taken in this regard.

Formulating policy on granting relaxations/exemptions with regard to the criteria for selection of roads as prescribed under the PMGSY-III Programme Guidelines

18. The Committee while acknowledging that there exist a well-defined and comprehensive process from selection of roads to be undertaken for upgradation and consolidation under the PMGSY-III up to their sanctioning, had highlighted the role of the Ministry of Rural Development (Department of Rural Development) as the Apex Body for finalizing and sanctioning of the road upgradation and consolidation works under the PMGSY- III and pointed out that the Ministry cannot shy away from their responsibility when the proposals submitted by the State Government(s) concerned are prolonged for their consideration and sanction at an advance stage due to some incomplete technical formalities/shortcomings. In this context, the Committee had suggested that the Ministry, being the Nodal Agency for formulation of Guiding Principles of PMGSY-III, may have

some over-riding powers with regard to relaxing/exempting the criteria for selection of roads as prescribed under the PMGSY-III Programme Guidelines which might not have been given due consideration in the proposal submitted by the State(s) and after carefully examining the same based on their merits and rationale.

19. Pursuant to the above recommendations of the Committee, the Ministry of Rural Development (Department of Rural Development), in their action taken reply, have submitted that the Ministry have already granted relaxations in the programme guidelines in deserving cases, based on the justification submitted by the State Government.

20. The Committee though acknowledge the submission made by the Ministry of Rural Development (Department of Rural Development) that relaxations have been granted as per the programme guidelines in deserving cases, based on the justification submitted by the State Government; as evident from the action taken replies furnished by the Ministry wherein such relaxation(s) have given in the Hill and North-Eastern States including the States of Kerala and Tamil Nadu. However, in this regard, the Committee impress up on the Ministry to formulate a clear-cut policy on granting relaxations/exemptions with regard to the criteria for selection of roads as prescribed under the PMGSY-III Programme Guidelines on Pan-India basis, which might not have been given due consideration in the proposal submitted by the State(s) and after carefully examining each cases individually based on merits.

Upgrading the Online Monitoring Management and Accounting System (OMMAS) and conducting regular training for effective usage of the Application

21. During the course of examination of the representation of Shri Hanuman Beniwal, M.P., Lok Sabha, the Committee had taken due note of the well established monitoring mechanism under PMGSY, which includes On-Line Management Monitoring and

Accounting System (OMMAS), i.e., PMGSY MIS System among others. The Committee, however, were not satisfied with its efficiency and effectiveness as far as its functional aspect is concerned as it was unclear as to whether the States/UTs are able to update the data relating to the annual proposals after completion of pre-requisites/approvals for PMGSY Projects in terms of the Programme Guidelines *vis-a-vis* their sanction/approval as well as implementation status on the OMMAS System periodically/regularly, if not on real time basis. In this connection, the Committee had urged the Ministry of Rural Development (Department of Rural Development) to work out for upgrading the OMMAS System in such a manner that it could include all the relevant information in regard to sanction/approval and implementation status of the road development works, in addition to annual proposals under the PMGSY- III and reflect the same on a real time basis in order to make it an effective tool for monitoring of the Scheme. The Committee had further urged the Ministry for regularly conducting the training/workshops for the State Government officials who are handling the OMMAS System to acquire the requisite skills.

22. In reply to the above recommendations of the Committee, the Ministry of Rural Development (Department of Rural Development) have submitted that existing On-line Management, Monitoring and Accounting System (OMMAS) Application is a modern web based system for effectively monitoring the entire PMGSY Programme and bringing about greater efficiency, accountability and transparency in its implementation. The Ministry have further submitted that considering the period as well as usage of the OMMAS Application and based on the user inputs including the change in the level of operations and also in view of the latest technology developments, OMMAS is improved and augmented from time to time. As regards training for OMMAS, the Ministry have informed that NRIDA regularly conducts training and workshops on this application as well as its new modules and features in order to ensure that the States are well-equipped to operate the system.

Additionally, NRIDA offers hands-on support and capacity building training to the States as and when needed or requested.

23. The Committee while acknowledging the role of OMMAS Application for monitoring the ongoing PMGSY Projects, would like to point out that the monitoring is a continuous process and needs to be strengthened by incorporating/devising new features/modules into the existing system. The Committee, therefore, once again urge the Ministry of Rural Development (Department of Rural Development) to work out for upgrading the OMMAS Application System by adding newer and innovative features/modules in such a manner that it could include all the relevant information related to sanction/approval and implementation status of the road development works, in addition to annual proposals under the PMGSY- III and reflect the same on a real time basis in order to make it an effective tool for sustained monitoring of the progress of Scheme. The Committee further urge the Ministry for conducting the training/workshops for the State Government officials and other involved personnel on more regular basis who are handling the OMMAS Application System to acquire the requisite skills.

Complying with the provisions for consultation with Public Representative(s) for planning and selection of roads under PMGSY- III

24. Taking note of the fact that the PMGSY- III Programme Guidelines have explicit provisions for consultation with the Public Representatives/Members of Parliament at various stages of planning and implementation of the Programme including the stage of selection of roads, the Committee had highlighted that the role of elected Public Representatives/Members of Parliament should not be confined merely to a 'Ceremonial Role' of inviting them for the foundation stone laying and inauguration of any developmental works undertaken by the Government and instead, due consideration should invariably be given to the views/suggestions of Member(s) of Parliament who

have been associated while planning for any public welfare measures to be undertaken by the Government so as to ensure their effective participation from the initial stage, till the completion of the project. The Committee had, therefore, recommended the Ministry of Rural Development (Department of Rural Development) to issue appropriate and necessary Advisories to the States/UTs in the matter and to ensure that the States/UTs should strictly comply with the stipulations made under the PMGSY Programme Guidelines for consultation with the Member(s) of Parliament on all related issues by giving due cognizance and consideration of their views/suggestions. In this sequel, the Committee had further urged the Ministry that similar provision should also find mention in the Guidelines with respect to other Schemes/Programmes being administered by them.

25. In response to the above recommendations of the Committee, the Ministry of Rural Development (Department of Rural Development), in their action taken reply, have submitted that the instructions are already in place under PMGSY-III to accord full consideration to the proposals received from the Members of Parliament and such proposals that cannot be included would be communicated in writing to the Members of Parliament with reasons for non-inclusion of such proposals in each case. The Ministry, in this regard, have informed that the instructions have been reiterated once again through an advisory dated 23 June, 2023 to the States/UTs. The Ministry have further informed that two (02) skills initiatives namely Deen Dayal Upadhyaya Grameen Kaushalya Yojana (DDU-GKY) and Rural Self Employment Training Institutes (RSETIs) under National Rural Livelihood Mission are covered under DISHA Meeting and are being monitored at district-level by Member of Parliament concerned. Besides, other Schemes such as, National Social Assistance Programme (NSAP), Deen Dayal Antyodaya Yojana - National Rural Livelihoods Mission (DAY-NRLM), Framework For Implementation (FFI) of Pradhan Mantri Awaas Yojana - Gramin (PMAY-G) and MGNREGS under the Mahatma

Gandhi National Rural Employment Guarantee Act, etc., also involve consultation with the public representatives at the local level viz., Gram Sabha/Gram Panchayat/Municipality level as well as monitoring at the level of Member of Parliament through DISHA Committee Framework.

26. In this connection, the Committee hope and trust that the Ministry of Rural Development (Department of Rural Development) would ensure that the existing in-built provision(s) under the Programme Guidelines of Public Welfare Schemes, in general and PMGSY, in particular, for having consultation with public representatives at the local level as well as at the Member of Parliament level be complied with in a better way. Further, it is imperative that due consideration should invariably be given to the views/suggestions of Member(s) of Parliament, being a significant source for highlighting the demands of local populace, who have been associated while planning for any public welfare measures to be undertaken by the Government so as to ensure their effective participation from the initial stage, till the completion of the project. In this context, the Committee urge the Ministry to not only issue appropriate and necessary Advisories to the States/UTs in the matter regularly but to ensure that the States/UTs should strictly comply with the provision(s) made under the PMGSY Programme Guidelines for consultation with the Public Representatives as well as Member(s) of Parliament on all related issues starting from planning till selection of roads under PMGSY Projects, by giving due cognizance and consideration of their views/suggestions.

Expediting resolution of issues raised by Shri Hanuman Beniwal, M.P., Lok Sabha

27. The Committee while examining the issues raised by the Hon'ble Member of Parliament, Shri Hanuman Beniwal in his representation, were dismayed to note that no sincere efforts were put in by the Ministry of Rural Development (Department of Rural

Development) to impress upon the State Government of Rajasthan to approach the Member of Parliament concerned for obtaining his response/consent to the proposals before according their final approval/sanction. Keeping in view that no cognizance and attention had been given to the role *vis-a-vis* views/suggestions of the Hon'ble Member of Parliament in PMGSY works, the Committee had strongly disapproved such misdemeanor on the part of Senior Authorities concerned which is also a gross violation of the relevant PMGSY Programme Guidelines. The Committee had, therefore, recommended that the Ministry in coordination with the State Government(s) concerned, should ensure that the views/suggestions given by the Members of Parliament are given due consideration within the framework of PMGSY Programme Guidelines. The Committee had further urged the Department to initiate appropriate and prompt action on the complaints received from the Member(s) of Parliament relating to non-consideration of their views/suggestions on the developmental works to be undertaken in their Parliamentary Constituencies.

28. As regards the timeline of 15 days for obtaining final consent to the overall proposals for PMGSY works as prescribed under the PMGSY- III Programme Guidelines, the Committee had opined that it does not appear to be justifiable in view of the fact that the Member(s) of Parliament concerned, who represent a large number of people, usually have hectic schedule owing to frequent meetings with the local people and also with the Administrative Authorities, field visits, attending official meetings and Sessions of Parliament, etc. The Committee had, therefore, urged that the Ministry of Rural Development (Department of Rural Development), in consultation with the State Government(s), should re-visit the extant provision for obtaining the consent of the Member of Parliament concerned within a period of 15 days' time while finalizing the selection of road works in the annual proposals and work out modalities for relaxing/extending the same.

29. As a matter of fact, the Ministry of Rural Development (Department of Rural Development), with the approval of the Competent Authority, had decided to de-sanction 29 road works of 304.04 kilometers pertaining to Nagaur Parliamentary Constituency and requested the State Government to submit fresh proposals strictly in terms of the Programme Guidelines and with due consultation with the concerned Public Representatives for consideration. In this regard, the Committee had urged the Ministry of Rural Development (Department of Rural Development) to liaise with the State Government of Rajasthan for submitting their revised proposal(s) for road upgradation and consolidation works under PMGSY- III for Nagaur Parliamentary Constituency at the earliest while including the proposal(s) of Hon'ble Member of Parliament, Shri Hanuman Beniwal and also put in their concerted efforts in coordination with the State Government to amicably settle the issue once and for all.

30. In response to the above recommendations of the Committee, the Ministry of Rural Development, in their action taken reply, have submitted that in terms of Ministry's advisory dated 2 June, 2020, all sanctions under PMGSY-III after June, 2020 have been accorded to the States/UTs after submission of consent letters of Hon'ble Members of Parliament on the final list of proposals submitted to the Ministry for sanction. As regards the PMGSY works to be undertaken in Nagaur Parliamentary Constituency, the Ministry had sanctioned a total of 32 roads of 335.09 Kms., including 29 roads of 304.04 Kms. pertaining to the Constituency. However, the sanctioned Projects were subsequently reviewed on the basis of the request of Hon'ble Member of Parliament, Nagaur Parliamentary Constituency and it was decided to de-sanction 29 roads of 304.04 Kms. on 9 November, 2022 and the State Government of Rajasthan was requested to submit fresh proposal after due consultation with the Hon'ble Member of Parliament in terms of the Programme Guidelines. The State has been reminded to expedite the

proposals through subsequent reminders of dated 23 February, 15 March and 25 May, 2023; however, the State Government is yet to submit proposals for sanction. The Ministry have further submitted that the 15 days' time-line indicated in the advisory dated 2 June, 2020 is for final consent to be obtained from Members of Parliament on the final overall list of proposals submitted to the Ministry for sanction and contended that any further extension to the said time-line would result in delay.

31. The Committee though acknowledge the excellent efforts put in by the Ministry of Rural Development (Department of Rural Development) for obtaining fresh proposal from the State Government of Rajasthan after due consultation with the Hon'ble Member of Parliament concerned in terms of the PMGSY-III Programme Guidelines, are however, not happy to note that the Ministry are yet to receive the same for sanctioning. The Committee, therefore, would like to recommend the Ministry of Rural Development (Department of Rural Development) to take up this matter at the highest level so that rural populace of the Nagaur Parliamentary Constituency do not suffer any longer and avail the facility of being connected through the rural road network for their socio-economic development. The Committee further would like to reiterate their earlier recommendation for re-visiting the extant provision for obtaining the consent of the Member(s) of Parliament concerned within a period of 15 days' time while finalizing the selection of road works in the annual proposals and work out modalities for relaxing/extending the same. The Committee would like to be informed of the necessary steps taken by the Ministry in this regard and the updated status in the matter.

New Delhi;

18 December, 2023
27 Agrahayana, 1945 (Saka)

HARISH DWIVEDI,
Chairperson
Committee on Petitions

**MINUTES OF THE THIRTIETH SITTING OF THE COMMITTEE ON PETITIONS
(SEVENTEENTH LOK SABHA)**

The Committee met on Monday, 18 December, 2023 from 1500 hrs. to 1715 hrs. in Committee Room No. 3, Parliament House Annexe Extension, New Delhi.

PRESENT

Shri Sunil Kumar Singh - In the Chair

MEMBERS

2. Shri Brijendra Singh
3. Shri Sushil Kumar Singh
4. Shri Manoj Kumar Tiwari
5. Shri Prabhubhai Nagarbhai Vasava
6. Shri Rajan Baburao Vichare

SECRETARIAT

1. Shri Raju Srivastava - Joint Secretary
2. Shri Tenzin Gyaltzen - Deputy Secretary

WITNESSES

2. At the outset, in the absence of the Chairperson, the Committee under Rule 258(3) of the Rules of Procedure and Conduct of Business in Lok Sabha chose Shri Sunil Kumar Singh to act as Chairperson for the sitting.

3. Thereafter, the Chairperson welcomed the Members to the sitting of the Committee.

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15. The Committee, thereafter, took up for consideration the following draft Action taken Reports:-

- (i) *** *** *** ***
- (ii) *** *** *** ***
- (iii) *** *** *** ***
- (iv) *** *** *** ***

(v) Action Taken Report on the action taken by the Government on the recommendations made by the Committee on Petitions (Seventeenth Lok Sabha) in their Forty Fourth Report on the representation of Shri Hanuman Beniwal, M.P., Lok Sabha regarding alleged arbitrary sanctioning of road development works under Pradhan Mantri Gram Sadak Yojana (PMGSY-III) in Nagaur Lok Sabha Constituency (Rajasthan);

- (vi) *** *** *** ***
- (vii) *** *** *** ***
- (viii) *** *** *** ***

16. After discussing the above mentioned eight draft Action Taken Reports in detail, the Committee adopted these Reports without any modification and authorised the Chairperson to finalise the draft Action Taken Reports and present the same to the House during the ensuing Session.

- 17. *** *** *** ***
- 18. *** *** *** ***

The Committee, then, adjourned.

*** Does not pertain to this Report.