

STANDING COMMITTEE ON RURAL DEVELOPMENT AND PANCHAYATI RAJ
(2024-2025)

10

EIGHTEENTH LOK SABHA

MINISTRY OF RURAL DEVELOPMENT
(DEPARTMENT OF RURAL DEVELOPMENT)

**FUNCTIONING OF NATIONAL INSTITUTE OF RURAL DEVELOPMENT AND
PANCHAYATI RAJ (NIRD & PR)**

TENTH REPORT



LOK SABHA SECRETARIAT
NEW DELHI

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Presented to Lok Sabha on 22.07.2025

Laid in Rajya Sabha on 22.07.2025



LOK SABHA SECRETARIAT

NEW DELHI

July, 2025/ Ashadha, 1947 (Saka)

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**COMPOSITION OF THE STANDING COMMITTEE ON RURAL DEVELOPMENT AND
PANCHAYATI RAJ (2024-2025)**

Shri Saptagiri Sankar Ulaka -- Chairperson

Lok Sabha Members

2. Shri Sandipanrao Asaram Bhumare
3. Shri Sudip Bandyopadhyay
4. Shri Raju Bista
5. Shri Vijay Kumar Dubey
6. Dr. Sanjay Jaiswal
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8. Dr. Mohammad Jawed
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10. Dr. D. Ravi Kumar
11. Shri Naba Charan Majhi
12. Shri Imran Masood
13. Shri Janardan Mishra
14. Shri Kota Srinivasa Poojary
15. Shri K. Radhakrishnan
16. Shri Ramashankar Rajbhar
17. Shri Omprakash Bhupalsinh Alias Pavan Rajenimbalkar
18. Shri Parshottambhai Rupala
19. Shri Devendra Singh Alias Bhole Singh
20. Shri Ganesh Singh
21. Shri Vivek Thakur

Rajya Sabha Members

22. Smt. Geeta *alias* Chandraprabha
23. Shri H. D. Devegowda
24. Shri Samirul Islam
25. Shri Iranna Kadadi
26. Shri Nagendra Ray
27. Shri Anthiyur P. Selvarasu
28. Shri Sant Balbir Singh
29. Shri Vaiko
30. *Vacant*
31. *Vacant*

Secretariat

- | | | |
|---------------------------|---|----------------------|
| 1. Shri D. R. Shekhar | - | Additional Secretary |
| 2. Shri Vinay P. Barwa | - | Director |
| 3. Shri L. Singson | - | Deputy Secretary |
| 4. Shri Sudhanshu Shekhar | - | Executive Officer |

INTRODUCTION

I, the Chairperson of the Standing Committee on Rural Development and Panchayati Raj (2024-2025) having been authorised by the Committee to submit the Report on their behalf, present the Tenth Report on 'Functioning of National Institute of Rural Development and Panchayati Raj (NIRD&PR)' of the Ministry of Rural Development (Department of Rural Development).

2. The Committee held briefing by the representatives of the Ministry of Rural Development (Department of Rural Development) on 17th March, 2025.

3. The Report was considered and adopted by the Committee at their sitting held on 16 June, 2025.

4. 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.

5. 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
21 July, 2025
30 Ashadha, 1947 (Saka)

SAPTAGIRI SANKAR ULAKA
Chairperson
Standing Committee on Rural Development and
Panchayati Raj

TENTH REPORT
PART – I
NARRATION ANALYSIS

A. Background of NIRD&PR and its Mandate

1.1 National Institute of Rural Development and Panchayati Raj (NIRD&PR), is an autonomous organisation under the Ministry of Rural Development. It builds capacities of rural development functionaries, elected representatives, financial institutions, community-based organisations and other stakeholders through training, research/ consultancy, technology transfer, etc.

1.2 Originally established as the National Institute of Community Development in 1958 in Mussoorie, the Institute was shifted to its Hyderabad Campus in 1965 and renamed the National Institute of Rural Development (NIRD) in 1977. Recognizing the need for more focus on strengthening the Panchayati Raj system and capacity building of its functionaries, as per the decision of the General Council of the Institute, the name of NIRD was changed to National Institute of Rural Development and Panchayati Raj (NIRDPR) with effect from December 4, 2013.

1.3 Later, the Government of India, recognizing that the objectives of NIRD&PR substantially overlap with those of the Council for Advancement of People's Action and Rural Technology (CAPART), merged CAPART with NIRDPR on May 1, 2020. The Institute is located on a 174.21 acres serene campus with rural surroundings at Rajendranagar in the historic city of Hyderabad.

1.4 Besides the main campus at Hyderabad, the Institute has three centres in Delhi, Guwahati, and Vaishali. The detail of location wise land available is as under:

S. No.	Location	Area in Acres Approx
1	Hyderabad, Telangana	164.002 Acres
2	Guwahati, Assam	4.99 Acres
3	New Delhi	0.096 Acres
4	Bihar	6.009 Acres
Total		175.097 Acres

1.5 NIRD&PR is recognized internationally as one of the UN-ESCAP Centres of Excellence and builds capacities of rural development functionaries, elected representatives of PRIs, bankers, NGOs and other stakeholders.

1.6 NIRD&PR acts as a 'Think-Tank' for the MoRD and MoPR, being a repository of knowledge on Rural Development, Panchayati Raj and allied sectors, thereby assisting the Government in policy formulation, development and implementation of national-level programmes/schemes through its various training and research activities.

B. Implementation Support Role of NIRD&PR

1.7 NIRD&PR plays a significantly important role in providing implementation support for better implementation of Government programs particularly in the Rural Development and Panchayati Raj areas, which are taken up with huge investment of public funds. Following are some ways in which NIRD&PR provides implementation support:

- NIRD&PR acts as a Think Tank for the Ministry of Rural Development (MoRD), Ministry of Panchayati Raj (MoPR) and other line Ministries, by helping with designing new programs and improving existing programs.
- Identify the deficiency in the guidelines of key programs and fill the gaps in implementation through capacity building of stakeholders.
- Providing support for better implementation of programs by orienting state level functionaries upto the block level towards the framework, guidelines and implementation arrangements for the programs.
- Helps in national level implementation of National Rural Livelihood Mission (NRLM) & Deen Dayal Upadhyaya - Grameen Kaushalya Yojana (DDU-GKY).
- Acts as an Apex Capacity Building Organisation by mentoring the 29 SIRDPRs, 90 ETCs, 6000+ Master Resource Persons and National Resource Persons for the NRLM program.

C. Governing Structure of NIRD&PR

1.8 NIRD&PR is setup as registered society which has two main governing entities, which are the General Council headed by the Minister for Rural Development and the Executive Council headed by the Secretary for Rural Development and Director General being the Member Secretary and Principal Executive Officer.

- (i) General Council is responsible to observe the provisions of the Memorandum of Association, rules and instructions of the Government of India in the Department, exercise general control and issue directions for efficient management and administration of the affairs of the Institute, to nominate members of Executive Council, etc. The General Council comprises 29 Ex-Officio members and 43 Nominated members. The functions and powers of General Council is given at **Annexure-I**.
- (ii) The management and administration of the Institute is the responsibility of Executive Council subject to general control exercised and directions issued by the General Council. The Executive Council comprises 15 members. The functions and powers of Executive Council is given at **Annexure-II**.

D Functional Centres of NIRD&PR

1.9 The Institute has 18 functional centres falling under seven schools catering to different thematic areas of holistic rural development. In addition, 3 professional centres are providing support to overall functioning of the institute (Details are given in **Annexure-III**).

E. Employee details of NIRD&PR

1.10 Details of the employees of National Institute of Rural Development and Panchayati Raj (NIRDPR) as on 12th March, 2025 is as follows:

S. No	Post/Category	Sanctioned Strength	In position	Vacant
Academic posts				
1	Group A	96	45	51
2	Group B	10	02	08
Non-Academic Posts				
3	Group A	52	12	40
4	Group B	110	39	71
5	Group C	206	64	142
6	Group RC	166	59	107
Total		640	221	419

F. Major Activities of the Institute

(i) Capacity Building & Training

1.11 NIRD&PR's mandate is to impart trainings and build capacities of the State level officials associated with Rural Development & Panchayati Raj, through various Training of Trainers (ToT) programmes at national level and regional level. All the State, District, Block and Panchayat level trainings are being organized by 29 SIRDPRs and 90 ETCs spread across the country. Being an apex training institute, NIRD&PR mentors the SIRD&PRs and ETCs by building capacities of their faculty by imparting training and engaging SIRDPRs through Training of Trainers (ToTs) and network programmes, on demand. This gives NIRD&PR's capacity building activities wide each across the length and breadth of the Country.

(ii) Training Programmes Conducted

1.12 In the fiscal year 2021-22, NIRDPR organized a total of 1,319 programs, with 1,163 of these linked to the flagship initiatives of the Ministry of Rural Development (MoRD). Among the MoRD schemes, 500 programs were related to the Mahatma

Gandhi National Rural Employment Guarantee Act (NREGA), 465 with the Deendayal Antyodaya Yojana - National Rural Livelihoods Mission (DAY-NRLM), and 197 with the Deen Dayal Upadhyaya Grameen Kaushalya Yojana (DDU-GKY) and 1 with the Department of Land Resources (DoLR).

1.13 For the fiscal year 2022-23, NIRDPR conducted 1,441 programs, of which 1,070 were related to MoRD's flagship initiatives. Within the MoRD schemes, 163 programs pertained to the Mahatma Gandhi NREGA, 598 to the DAY-NRLM, 154 to the DDU-GKY, 96 to the Pradhan Mantri Awas Yojana - Gramin (PMAY-G), 17 to the Department of Land Resources (DoLR), 8 to the Saansad Adarsh Gram Yojana (SAGY), 14 to the Pradhan Mantri Gram Sadak Yojana (PMGSY), and 20 to the National Social Assistance Programme (NSAP).

1.14 In the fiscal year 2023-24, NIRDPR executed 1,926 programs, with 1,760 of these associated with MoRD's flagship programs. Of the MoRD schemes, 556 were related to the Mahatma Gandhi NREGA, 1,004 related to the DAY-NRLM, 75 are related to the DDU-GKY, 106 are related to the PMAY-G, 7 are related to the SARAS Mela, 1 is to the SAGY, 4 are related to the MoRD's Annual Capacity Building Plan (ACBP), 5 are related to CCA, and 2 are related to IAW.

1.15 As of March 13, 2025, in the fiscal year 2024-25, NIRDPR has conducted 1,165 programs, with 1,019 related to the flagship initiatives of MoRD. Among the MoRD schemes, 201 programs are related to the Mahatma Gandhi NREGA, 673 related to the DAY-NRLM, 31 are related to the DDU-GKY, 30 are related to the PMAY-G, 46 are related to the DoLR, 7 are related to the SARAS Mela, 3 are related to the MoRD's ACBP, 4 are related to CCA, and 12 each are related to the IAW and NSAP schemes.

1.16 The details of the programmes conducted by NIRDPR during last 4 years with MoRD programmes and other than MoRD programmes are presented in the following Table.

FY	Total	MoRD	Other than MoRD*
2021-22	1319	1163	156
2022-23	1441	1070	371
2023-24	1926	1760	166
2024-25 (As on 13-03-2025)	1165	1019	146

*The programmes other than MoRD are related to the schemes and programmes of MoPR, Ministry of Social Justice, Ministry of External Affairs, Ministry of Jal Shakti and other State Govt. Departments.

1.17 The MoRD scheme-wise programmes conducted during the last 4 years are presented in the following Table.

MoRD Scheme wise Performance				
Scheme	2021-22	2022-23	2023-24	2024-25 (As on 13-03-2025)
MGNREGA	500	163	556	201
NRLM	465	598	1004	673
Skill (DDUGKY)	197	154	75	31
PMAY-G	0	96	106	30
DoLR	1	17	0	46
Mela	0	0	7	7
SAGY	0	8	1	0
ACBP	0	0	4	3
CCA	0	0	5	4
IAW	0	0	2	12
PMGSY	0	14	0	0
NSAP	0	20	0	12
Total	1163	1070	1760	1019

(iii) Research

1.18 Research conducted by NIRDPR is field-based with an emphasis on current rural development issues. Hence, it becomes an important ingredient in policy formulation for rural development. Also, the Institute undertakes location-specific research in which a theme or a model is field tested, step-by-step, while actually implementing the project on the ground.

The details of the year-wise research studies initiated and completed are presented in the following Table:

Research conducted in NIRDPR during the last 4 years				
S. No.	Year	Initiated	Completed	Ongoing
1	2021-22	19	17	2
2	2022-23	24	22	2
3	2023-24	29	22	7
4	2024-25	43	2	41
	Total	115	63	52

1.19 During the course of evidence, the representative of MoRD on the issue of training and its linkage to livelihood etc. stated as under:

“I would like to emphasize at this point that the primary function of this Institute is to build capacity of the people, the employees of various Governments across the country, which includes Government of India and the State Governments and the Panchayati Raj functionaries, so as they are in a better position to run our various programs and to run the Panchayati Raj administration. So, this is the primary purpose. It also functions as a think-tank for the Government in this regard. So, the kind of things that are done with regard to the SHGs and the markets, I would submit that they are not relevant to this discussion at this point. I think I would like to end here.”

G. Academic Programmes

1.20 The Institute offers one year and two-year PG Diploma in Rural Management programmes, with a capacity of 50 students per year. Also, four distance education programmes are being offered with specialization in Tribal Development, Geospatial Technology Applications in RD, Panchayat Governance and Sustainable Rural Development.

1.21 NIRDPR has introduced Ph.D. program in Rural Development with recognition from Jawaharlal Nehru University, New Delhi, which has been conceived as a solution-

oriented programme to provide solutions and policy suggestions to address the various issues and challenges arising in the rural development sector

H. Statement of Budget Estimate (BE)/ Revised Estimate (RE) and Grants
(Rupees in Lakhs)

1.22 The Statement of Budget Estimate (BE)/Revised Estimate (RE) and Grants from the years 2020-21 to 2024-25 are as under:

Year	BE	RE	Grants Released by MoRD
2020-21	12400.00	8050.00	8043.00
2021-22	12400.00	10548.00	10548.00
2022-23	13546.00	11458.00	7579.97
2023-24	11500.00	9138.00	7876.51
2024-25*	10837.00	9000.00	8127.00*

Note: (i) Grant released for 2024-25 Rs.8127.00 is as on 13-03-2025
(ii) Corpus Fund as on 31.03.2024 is Rs.498.93 crores (audited)

1.23 At present, there are 331 pensioners including family pensioners. Detail of Pensioners/ Family Pensioners as on date showing Expenditure in Last Four Years is as follows:

			(Rupees in Lakhs)	
Head	2020-21	2021-22	2022-23	2023-24
Pension	1,091.44	1,271.93	1,345.70	1,532.54
Retirement Benefits	716.23	724.97	735.35	468.89
TOTAL	1,807.67	1,996.90	2,081.05	2,001.43

1.24 During the course of evidence, the representative of MoRD on the issue of gradual budget reduction of 25% per annum, stated as under:

“This recommendation was from the year 2022-23. As we said, the Department of Expenditure’s own review took place in 2020-21. This has been in discussion since then. In fact, I did not say so, but a presentation on this was also made before the hon. Union Council of Ministers which

has also had a look at this proposal and other proposals of other departments as well.”

1.25 Adding further on the issue, the representative of MoRD, stated as under:

“We have had deliberations on this. But after all the deliberations, now we are the same goal at this point and that is engagement of NIRDPR. Our revised proposal is getting formulated. As soon as it is ready, we will take the necessary approvals and circulate it including to the Ministry of Finance. With regard to the budget, as has been mentioned by Secretary (Expenditure), some arrangement will be made for the interim period. With regard to cost norms, at this point I would not be able to comment. The MOUs that the hon. Chairperson has talked about can be modified in terms of the successor institute. I would like to make one thing clear. The NIRDPR, by virtue of disengagement, will not cease to be an entity owned by the Government. But its management, finances etc. will be disengaged. As hon. Chairperson mentioned, it is such a valuable real estate asset given the way it has grown in the past so many decades.

To sum up, I would like to say that we are in the process of reformulating the Cabinet note on the basis of whatever deliberations we have had and whatever comments we have received from various ministries and departments and we will be coming up very soon with the final Cabinet proposal.”

I. Achievements of NIRD&PR

1.26 During the last 65 years, NIRDPR has contributed enormously in building the Nation and it has emerged as an internationally recognized center of excellence in Rural Development. Some of the notable achievements of NIRDPR include:

- Assisted in drafting the model bills for Panchayati Raj culminated in the 73rd Amendment Act (1992) and Right to Information Act (2005);
- Drafting guidelines for Integrated Rural Development Programme (1980),
- India’s Rural Development Report (1999);
- Setting up of Rural Technology Park (2000);
- Centre of Excellence Award from CIRDAP received from President of India (2013),
- AARDO award for outstanding contribution in Rural Development (2013)

- Bloomberg Group Conferred B-School Excellence Award for Leadership Development (2014)
- ISO 9001:2008 Certification for NIRDPR (2015)
- Establishing NRLM's Capacity Building Programme (2015),
- Gram Panchayat Development Plan - GPDP (2018);
- Block Panchayat Development Plan and District Panchayat Development Plan (2020).

J. Recent Achievements

1.27 The recent achievements are as follows:

- Conducted research studies on the impact of Mann Ki Baat (MKB) on SHGs and Amrit Sarovars.
- Prepared Social Audit Guidelines in respect of MGNREGA, NSAP, PMAY-G, and RURBAN, and for utilization of 15th FC Grants by the Panchayats and the Ministry of Education. Established the National Resource Centre for Social Audit at NIRDPR to support all Social Audit Units across the country.
- Centre for Internal Audit in Rural Development (CIARD) was established at NIRDPR to enhance the internal audit capabilities of States/UTs.
- Developed Kaushal Bharat as a single centralized monitoring platform and data source for the DDUGKY projects for the entire country.
- Signed MoUs with 23 national and international organizations, including NHSRC-Ministry of Health, Department of Social Justice & Empowerment, ICAI, Assam Central University, Administrative Staff College of India, CSIR-CBRI, NECTAR, University of Reading, UK, and ICRISAT.
- The Ministry of Jal Sakthi has recognized the NIRDPR as a Key Resource Centre (KRC) for training and research on water & sanitation.
- Organised the National WASH Conclave 2022 in collaboration with the Ministry of Jal Shakti, Ministry of Panchayati Raj and UNICEF-India.
- The Ministry of Panchayati Raj is organising the People's Plan Campaign ('Sabki Yojana Sabka Vikas') for formulating GPDP, and NIRDPR has organized 2

national level orientation trainings and 5 regional thematic workshops, resulting in the preparation of GPDP by 2,54,000 GPs.

- NIRDPR imparts special training programmes for UTs of J&K and Ladakh on localization of SDGs.
- Created e-repository on Child Rights Resources & published the Child Rights Training Manual.
- Prepared model Disaster Management Plan & included in GPDP guidelines of MoPR.
- Organized State Finance Commissions (SFCs) Conclave in November 2022.
- Organized training programmes for the Presidents & Vice Presidents of Atol Councils of Maldives (Local Government Authority) – supported by the Ministry of External Affairs, Government of India
- The Institute and the Ministry of Panchayati Raj organized a national stakeholder's workshop in September, 2023, titled Panchayati Raj Institution: In Retrospect and Prospect, to chart the work for PRIs up to 2047.

K. Significant Activities

1.28 The Institute is currently engaged in several significant activities, as outlined below:

- **Setting-up of School of Excellence in Panchayati Raj:** The institute has launched the School of Excellence in Panchayati Raj, with 9 specialized centres aimed at developing the knowledge base across 9 verticals of Panchayati Raj operations (**Annexure-IV**) with a view to professionalize rural local governance and to raise it to international standards.
- NIRDPR played a key role in implementing the '**Aspirational Blocks Programme (ABP)**' by NITI Aayog. NIRDPR successfully organised **Leadership Trainings for 973 Block Level Officials** (BLOs) from 5 Southern and 8 North Eastern States (total 29 batches). NIRDPR & YASHADA Pune jointly **prepared 9 sectoral modules and trained 190 Master Trainers** in these 9 sectors. Also,

Sectoral Trainings was conducted for all the **BLOs** of 5 Southern & 8 North Eastern States, during Feb 2024.

- **Annual Capacity Building Plan (ACBP) of MoRD:** NIRDPR is involved in the policy formulation, monitoring and implementation of major flagship programs of MoRD, such as MGNREGA, PMAY-G, DDU-GKY, DAY-NRLM, PMGSY, and NSAP. The institute has a team of regular faculty specialising in good governance, local governance, and various thematic areas of rural poverty alleviation and panchayati raj. Considering this expertise, MoRD has assigned NIRDPR to conduct domain competency trainings for the staff working in various program divisions of MoRD and related state officials. **During 2023-24, NIRDPR organised 4 training programs** covering NRLM, MGNREGA and PMAY-G. **In 2024-25, NIRDPR has organized three programmes** under ACBP of MoRD; another two are in the pipeline.
- Conducted **eight Training programmes for Presidents & Vice Presidents of Atol Councils of Maldives (Local Government Authority)** during the period from December 2022 to February 2025 – supported by the Ministry of External Affairs, Government of India.
- First of a series of programs on local governance has been organized for **delegates from Nepal** during February to March, 2025.
- **PMAY-G Model House (Double bedroom)**, constructed using Sustainable Housing Technologies, at the Rural Technology Park (RTP), NIRDPR, Hyderabad, was inaugurated by **Shri Shivraj Singh Chouhan, HMRD**, on 13th August 2024, in the presence of **Hon'ble Ministers of State for Rural Development, Dr Chandra Sekhar Pemmasani and Shri Kamlesh Paswan**.
- Conducted **National Colloquium of SIRD&PRs** during 4th and 5th April 2024 at NIRDPR Hyderabad, participated by Secretary and Additional Secretary, MoRD.
- Conducted **National level CEO conclave for DDU-GKY** at New Delhi in January, 2024.
- Two-day **National Level Brainstorming Workshop on Strategies to revamp Saansad Adarsh Gram Yojana** was conducted on 29th Feb & 1st March 2024.

- Conducted a 5-day training program on International Approaches and Instruments for the Conservation of Biodiversity and Wetlands in collaboration with the National Biodiversity Authority (NBA) from 8-12 January 2024.
- National Stakeholders Consultation **Workshop on Panchayati Raj System: Retrospect and Prospects & Launch of People's Plan Campaign 2023** was organised from 4th– 5th September 2023.
- The Institute is in the process of setting up Centre of Excellence (CoE) in Artificial Intelligence. CoE will be a collaborative effort between NIRD and State Governments. NIRD and States will share costs and governance responsibilities. COE will operate on a Hub-and-Spokes model. This model is designed to ensure that the CoE serves as a central resource (Hub), to provide solutions to select problems impacting many states, while providing tailored support and operational flexibility to individual State Governments (Spokes). This approach is similar to the institutional arrangement of NIRD and SIRDs wherein NIRD acts as a Hub supporting SIRDs as Spoke.

L. Current Status

1.29 Dept. of Expenditure, Govt. of India conducted in-depth review of four autonomous bodies under Ministry of Rural Development. The Committee noted that ***“the Institute’s performance in fulfilling it’s primary role of capacity building of rural development functionaries, elected representatives of PRIs, bankers, NGOs and other stakeholders has been satisfactory”*** and recommended that ***NIRDPR can be converted into a Centre of Excellence/Deemed university*** engaged in training and research.

1.30 An external evaluation of Institutes work is undertaken every 5 years. The last such evaluation by **IRMA** which conducted a post training evaluation study and submitted its report in 2018-19 mentioned that ***“Overall, given the dire need for professional inputs in the rural development sector, the training programmes of NIRDPR had a positive impact”***.

M. Recommendation of Department of Expenditure

1.31 The Department of Expenditure with a view to furthering the aim of “minimum government, maximum governance” and ensuring economical and efficient use of public fund, reviewed the need for the continuity of Autonomous Bodies under the control of Department of Rural Development in the year 2020 and recommended in its report AB-4, as below:

“It is recommended that NIRD&PR may be disengaged from MoRD/Government of India gradually in terms of financial support and administrative control. It may be converted into a Center of Excellence/Deemed University engaged in training and research. However, Central government may access its services as a client. Government may give grants based on the functions of the body till it is converted into a deemed, autonomous Institute. Disengagement by the government is recommended with a three-year timeline and a gradual budget reduction of 25 % each year.”

1.32 In pursuance of above, the Draft Cabinet Note (DCN) was circulated to the relevant stakeholder Ministries and Departments for their feedback on August 28, 2023. In response, valuable comments were received from several Ministries and Departments, contributing to a comprehensive review process. To ensure thorough consideration of all perspectives, multiple rounds of discussions were conducted with the National Institute of Rural Development and Panchayati Raj (NIRD&PR), as well as other concerned Departments and stakeholders. These discussions helped in addressing any concerns and refining the DCN further. As a result, necessary changes and observations raised by the various Ministries and Departments have been incorporated into the final version of the Cabinet Note, ensuring that it reflects a broad consensus and aligns with the collective objectives of all involved parties.

1.33 Keeping in mind the critical role and utility of NIRD&PR in the rural landscape, the matter was taken up with the Department of Expenditure to reconsider the proposal for disengagement. However, the Department of Expenditure, on February 13, 2025, conveyed its disagreement with the proposal. Currently, the process of finalizing the Draft Cabinet Note is underway, with the DCN being circulated internally within the Ministry. Once all comments are received, the document will be modified accordingly.

After its finalization, the Draft Cabinet Note will be submitted to the Cabinet for further consideration.

1.34 During the course of evidence, the Secretary, Department of Expenditure on the issue of the terms and conditions of disengagement process, stated as under:

“The disengagement proposal, which is a Cabinet proposal, will go into these details as to how the disengagement process will be conducted and on what terms and conditions, and what will happen to the corpus. Now, it appears that after inter-ministerial consultation, the Ministry of RD may be coming up with a new proposal, but in the earlier proposal, they had also requested the Union Cabinet for the sanction of certain additional funds for the corpus, so we do not know what the final shape will be. So, once that money comes to the institute, the idea was that it should be sufficient to take care of the routine costs which the institute will have. Now, in terms of the employees of the institute, they will be paid from the corpus itself. That is done even today because sometimes money comes in late. So, it is the corpus from which it is paid. The corpus has also been built by use of resources which the Government of India has given them, either in form of land or in terms of salary support for 70 years. This money is used for the purpose of the institute including payment of salaries etc. As Secretary (Expenditure), I don't see anything which is untoward in this proposal. I guess once the Ministry finalizes the proposal, we will get a better idea on these things.”

PART – II

OBSERVATIONS / RECOMMENDATIONS OF THE COMMITTEE

1. Continuation of NIRD&PR's Engagement with MoRD

The Committee note that NIRD&PR has a long-cherished history of existence since 1958 and is also recognized as one of the UN-ESCAP centres of Excellence and building capacities of rural development functionaries, elected representatives of PRIs, banks, NGOs and other stakeholders. It also acts as a 'Think-Tank' for the MoRD, MoPR and other line Ministries by helping them with policy formulation, development and implementation of national-level programmes/schemes through its various training and research activities.

The Committee note that the Department of Expenditure with a view to furthering the aim of "minimum government, maximum governance" and ensuring economical and efficient use of public fund, reviewed the need for the continuity of Autonomous Bodies under the control of Department of Rural Development in the year 2020 and recommended in its report AB-4 that NIRD&PR may be disengaged from MoRD/Government of India gradually in terms of financial support and administrative control and it may be converted into a Center of Excellence/Deemed University engaged in training and research. Further, Committee note from the report that Central government may access its services as a client. Government may give grants based on the functions of the body till it is converted into a deemed, autonomous Institute. Disengagement by the government is recommended with a three-year timeline and a gradual budget reduction of 25 % each year.

The Committee observe that NIRD&PR's work has always been aligned with the constitutionally mandated goals of social sector development, decentralized governance and inclusive growth. Its focus has been on creating public goods, not revenue-generated services. Its structure, processes and priorities have

therefore evolved to support long-term outcomes, not commercial outputs. The Committee strongly believe that any move to delink NIRD&PR from MoRD represents not only an administrative change but a fundamental shift away from these core national priorities. The Committee also find that NIRD&PR has grown under the aegis of MoRD with global recognition, a highly qualified faculty, vast infrastructure and an expansive reach. Hence, the Committee opine that any disengagement as decided by the Government apprehends to undermine its credibility and authority in policymaking is likely to dilute the quality of long-term research and training, divert it into unrelated or short-term consultative activities and sever its intellectual alignment with the rural development ecosystem. The Committee is of the view that disengagement will not reduce Government expenditure. Instead, it will shift costs to various agencies with disparate mandates, further increasing the burden on MoRD officers for oversight and coordination. Moreover, the financial instability due to disengagement may force the institution to drift away from supporting the flagship Programmes/Schemes of rural development viz., MGNREGA, DAY-NRLM, DDU-GKY, PMAY-G, PMGSY, NSAP and Rashtriya Gram Swaraj Abhiyan (RGSA). The Committee are therefore, at a loss to understand that such a centre of excellence and serving as apex capacity building institution instrumental in nation building and national development especially in rural areas since the last seventy years has to be abruptly disengaged by the Government with the sole aim of furthering “minimum Government and maximum Governance”.

The Committee, strongly feel that rather than disengagement, the need of the hour is to forge deeper strategic collaboration between MoRD and NIRD&PR through structural reforms, decentralized decision-making, adequate allocation of budgetary grant-in-aid and with greater autonomy and allow the institute to thrive and grow within the existing MoRD framework. The Committee, therefore, strongly recommend that keeping in view the immense contribution made by NIRD&PR in the progress and development of nation building in all spheres in rural areas the MoRD should take initiatives and come out with a strategic plan/new roadmap for the institute and prevail upon the DoE to halt the ongoing

process of disengagement and allowing the institute to continue and sustain itself.

2. Constitution of a MoRD led Committee to Oversee Administrative and Governance matters at NIRD&PR

The Committee were apprised about the progress and challenges being faced by the NIRD&PR during their study visit recently. Over the past four years, the institute got paralyzed by the present administration. The administrative framework of NIRD&PR has adversely affected the key posts such as DDG (Academic), Registrar, and FA lying vacant or being handled by lower-rank officers on an in-charge basis. This Centralized control has weakened the institution's operational integrity. While the Administrative Staff College of India (ASCI) was appointed to develop a roadmap for transition, its report was reportedly ignored. The disengagement plan submitted to MoRD was neither internally reviewed nor externally validated, making it the work of a single individual rather than a collective institutional vision. Infrastructure has been poorly maintained under the guise of cost-cutting, leading to declining training ratings and a diminishing brand image. Faculty morale is at an all-time low due to adhoc inter-centre transfer policy, unresolved vigilance cases (non-financial in nature), long-pending promotions through Centre for Agrarian Studies (CAS) and lack of leadership trust. Lastly, the current administration has also tasked individual units with preparing revenue generation plans in isolation, with no strategic coordination or institutional direction particularly unfeasible for support centres not designed to generate revenue. The Committee take serious view of the present piquant situation of the institute which is unwarranted at this critical juncture and feel that it is more of an impediment thrust upon them with no clear directions as to how to proceed. The Committee also disapprove the attitude of the present executive council towards the problems being faced by the employees serving and retired who are not able to get their salary/pension in time. In view of the above, the Committee strongly recommend the MoRD to expeditiously constitute a committee under its supervision to oversee

administrative and governance matters so as to prevent the situation from going bad to worse.

3. Expeditious Filling up of Vacancies

The National Institute of Rural Development and Panchayati Raj (NIRD&PR) serves as the apex capacity-building institution in the country. It supports the implementation of rural development programmes through its multidisciplinary faculty and an extensive outreach network in States. The Committee are constrained to note that the institute has eighteen functional centres falling under seven schools catering to different thematic areas of holistic rural development. In addition, three professional centres are providing support to overall functioning of the institute, yet the institute of national importance like NIRD&PR has been experiencing huge shortage of manpower in the categories of Academic and Non-academic Posts. The Committee also note with concern that as against the total sanctioned strength of 640, the NIRD&PR is working with a strength of only 221 leaving as large as 419 vacancies. Moreover, recruitment of regular officials in key positions viz., DDG, Registrar and Finance Advisor are also pending since long. The Committee are surprised to note that these 3 key positions which are very crucial for the day-to-day smooth functioning of the institute are lying vacant. In such a situation one cannot expect the institute to perform its role and functions effectively. In view of these, the Committee strongly recommend that the MoRD should take all out efforts to fill up the existing vacancies expeditiously on full time basis for the smooth functioning of the institute.

4. Reorganisation of Current Management Structure

The National Institute of Rural Development and Panchayati Raj (NIRD&PR) is setup as registered society which has two main governing entities, which are the General Council headed by the Minister for Rural Development

and the Executive Council headed by the Secretary for Rural Development and Director General being the Member Secretary and Principal Executive Officer. The Committee were enlightened during their recent study visit about the centralized control and mismanagement by current administration. In this connection, the Committee observe that since the 2025 budget presentation, NIRD&PR employees and faculty have sought clarity and administratorship from the Director General (DG) regarding a strategy for self-sustainability and institutional transition. Unfortunately, there has been no formal communication, no inclusive consultation, and no clarity on the way forward. Internal file notings and verbal instructions are being used based on the Zero budget allocation by Government of India which is creating panic and distrust within the organization. The Committee also observe that, despite sufficient Internal Generated Revenue (IGR) and corpus fund interest, there are delays in salary disbursements, medical reimbursements, and vendor payments-causing financial distress, especially among SHG and contractual staff. The Committee, also learn that there is no plan or direction from Director General to mobilise resources or bringing sponsored projects. There is pressure on individual faculty to generate income for her/his monthly salary. This centralized control has weakened the institution's operational integrity and create serious apprehensions about the administration's commitment to upholding the assurances made to faculty and staff at the time of their recruitment. Therefore, in order to ensure effective leadership and institutional stability, the Committee strongly recommend for immediate review and replacement of the current administration, which has failed to maintain faculty trust or organizational coherence till than grant already extended by the Government may be continued.

NEW DELHI
21 July, 2025
30 Ashadha, 1947 (Saka)

SAPTAGIRI SANKAR ULAKA
Chairperson
Standing Committee on Rural Development and
Panchayati Raj

I. Functions and Powers of General Council

The General Council shall have the following powers and functions, namely, to:

- i. Observe the Provisions of the Memorandum of Association, these Rules and such instructions of the Government of India in the Department;
- ii. Exercise general control and issue such directions for the efficient management and administration of the affairs of the Institute as may be necessary;
- iii. Nominate members of the Executive Council in accordance with clause (i) of Rule X;
- iv. To consider and ratify the decisions taken in the Executive Council;
- v. Approve the annual budget of the Institute for submission to the Government of India for sanction of Government Grants;
- vi. Consider the Annual Report and audited Annual Accounts, of the Institute for the immediately preceding financial year along with the Audit Certificate, the Audit Report, and replies of the Institute to the observations contained in the Audit Report;
- vii. To add, amend, vary or rescind, with the prior approval of the Government of India, any of these Rules:
- viii. Frame Service Bye-laws, Financial Bye-laws, Conduct Rules and other Bye-laws/Rules not inconsistent with these Rules and the Memorandum of Association, for the management, administration and regulation of the business of the Institute for the furtherance of its objects;
- ix. Constitute an Academic Committee to advise on all Academic matters, i.e., matters relating to Training, Research and Action Research, promotion, dissemination / transfer of technology, promotion and marketing of rural products and such standing committees as required, with or without the power of co-opt, for disposal of any business of the Institute or for advice on any matter pertaining to the Institute; and
- x. Perform such other functions as are entrusted to it under these Rules.

II. Functions and Powers of the Executive Council

- i. Subject to the general control and direction of the General Council, the Executive Council shall be responsible for the management and administration of the affairs of the Institute in accordance with these Rules and the Bye-laws made there under for the furtherance of its objects and shall have all powers-administrative and financial which may be necessary or expedient for the purpose.
- ii. Without prejudice to the generality of the foregoing sub-rule, the Executive Council shall have the following powers and functions, namely to:
 - a. Prepare and execute detailed plans and programmes for the furtherance of the objects of the Institute;
 - b. Create such posts, appoint and control such staff other than those for whose appointment specific provision has been made elsewhere, as may be required for the efficient management of the affairs of the Institute and regulate the terms and conditions of their services;
 - c. Receive, have custody of, and deal with the funds and monies of the Institute;
 - d. Purchase, hire, take on lease, exchange or otherwise acquire a properly movable or immovable or sell, hire, lease, exchange or otherwise transfer or dispose of all or any property, movable or immovable, of the Institute provided that for the transfer of immovable property the prior approval of the Government of India is obtained in that behalf;
 - e. Execute Contracts, Collaboration Agreements, general/special instruments, service Agreements, Agreements containing Arbitration clauses, indemnity bonds, deeds in respect of or connected with sale/lease/license, mortgage, hypothecation or other deeds of a legal character of whatever description, powers of Attorney, enforce any other legal rights and incur legal expenses, provided that these powers are exercised for and on behalf of the Institute;
 - f. Sue and defend all legal proceedings on behalf of the Institute;

- g. Appoint Committees, with or without the power to co-opt, for disposal of any business of the Institute or for advice in any matter pertaining to the Institute, provided that in cases of emergency, the Chairman of the Executive Council shall have the power to appoint such committees;
 - h. Accept the management of any endowment, trust, fund, subscription or donation, provided that it is not attended by any condition inconsistent, or in conflict, with the objects of the Institute;
 - i. Advise the General Council on all matters connected with the budget of the Institute;
 - j. Incur expenditure subject to the provisions of the approved budget provided that where, in the opinion of the Chairman, an immediate decision on any matter is essential, he may, within the ambit of operational necessity and efficiency or to meet an emergency, authorize the incurring of expenditure not covered by the provisions of the budget provided that a report would be made to the General Council at its next meeting and its ex-post-facto approval obtained, wherever necessary; and
 - k. To lay down terms and conditions governing scholarships, fellowships, deputations, grants-in-aid, research schemes and projects;
- iii. The Executive Council may by resolution delegate to its Chairman, to any Standing Committee, or to the Director General or to any other officer of the Institute, such of its powers for the conduct of business as it may deem fit, subject, if deemed necessary to the condition that the action taken by its own Chairman, the Standing Committee or the Director General, or other officers under the powers so delegated shall be subject to confirmation at the next meeting of the Executive Council.

NIRDPR: LIST OF SCHOOLS AND CENTERS

Sl. No.	Schools	Centres within the School
1.	Development Studies & Social Justice	i. Centre for Human Resource Development (CHRD) ii. Centre for Gender Studies and Development (CGSD) iii. Centre for Equity & Social Development (CESD) iv. Centre for Agrarian Studies (CAS) v. Centre for PG Studies and Distance Education
2.	Rural Livelihoods and Infrastructure	i. Centre for Wage Employment and Livelihoods (CWE&L) ii. Centre for Rural Infrastructure (CRI) iii. Centre for Entrepreneurship Development and Financial Inclusion (CED&FI)
3.	Sustainable Development	i. Centre for Natural Resource Management, Climate Change and Disaster Mitigation (CNRM, CC&DM)
4.	Public Policy and Good Governance	i. Centre for Planning, Monitoring and Evaluation (CPME) ii. Centre for CSR, Public Private Partnership and People's Action (CC, PPP & PA) iii. Centre for Good Governance & Policy Analysis (CGG&PA) iv. Centre for Rural Marketing and Promotion of Rural Products, Enterprise and Development.
5.	Local Governance	i. Centre for Panchayati Raj, Decentralised Planning and Social Service Delivery (CPRDP&SSD)
6.	Science, Technology and Knowledge Systems	i. Centre for Geo-informatics Applications in Rural Development (CGARD) ii. Centre for Innovations and Appropriate Technologies for Skills and Jobs (CIAT&SJ)
7.	Accountability and Transparency (A&T)	i. Centre for Social Audit (CSA) ii. Centre for Internal Audit in Rural Development (CIARD)
Professional Support Centres		i. Centre for Development Documentation & Communication (CDC) ii. Centre for Information & Communication Technology (CICT) iii. Centre for Research & Training Coordination and Networking (CRTCN)
Resource Centres		(i) NRLM-RC (ii) DDU-GKY RC

ANNEXURE-IV

Sl. No.	Centres being set up under the SoEPR
1	Centre for Panchayat Governance, e-Governance and Service Delivery
2	Centre for Panchayat Finance, Accounts & Audit
3	Centre for Localization of SDGs, Integrated Panchayat Planning and Convergence
4	Centre for Public Health, Sanitation and Infrastructure Development through Panchayats
5	Centre for Biodiversity, Environmental Upgradation and Built Environment through Panchayats
6	Centre for Skilling & Economic Development through Panchayats
7	Centre for Social Development (Health, Education, Women & Children) through Panchayats
8	Centre for Conflict Management & Dispute Resolution through Panchayats
9	Centre for Panchayat Statistics, Panchayat Policy Reforms and Advocacy

ANNEXURE-V

STANDING COMMITTEE ON RURAL DEVELOPMENT AND PANCHAYATI RAJ (2024-25)

MINUTES OF THE TWENTIETH SITTING OF THE COMMITTEE HELD ON
MONDAY, THE 17th MARCH, 2025

The Committee sat from 1500 hrs. to 1610 hrs. in Committee Room 'D',
Ground Floor, Parliament House Annexe, New Delhi.

PRESENT

Shri Saptagiri Sankar Ulaka -- **Chairperson**

MEMBERS

Lok Sabha

2. Shri Raju Bista
3. Dr. Sanjay Jaiswal
4. Dr. Mohammad Jawed
5. Shri Jugal Kishore
6. Shri Naba Charan Majhi
7. Shri Imran Masood
8. Shri Janardan Mishra
9. Shri Omprakash Bhupalsinh *alias* Pavan Rajenimbalkar
10. Shri Devendra Singh *alias* Bhole Singh
11. Shri Ganesh Singh

Rajya Sabha

12. Shri Samirul Islam
13. Shri Iranna Kadadi
14. Shri Sant Balbir Singh

Secretariat

- | | | |
|------------------------|---|----------------------|
| 1. Shri D. R. Shekhar | - | Additional Secretary |
| 2. Shri Vinay P. Barwa | - | Director |
| 3. Shri L. Singson | - | Deputy Secretary |

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

Sr. No.	Name of the Witness	Designation
1.	Shri Shailesh Kumar Singh	- Secretary (RD)
2.	Dr. G. Narendra Kumar	- Director General, NIRD&PR
3.	Shri T. K. Anil Kumar	- Additional Secretary

4. Ms. Rohini R Bhajibhakare - Joint Secretary (RE)
5. Ms. Tanuja Thakur Khalkho - JS&FA
6. Shri Manoj Kumar - Registrar & Director (Admin.),
NIRD&PR
7. Shri A. S. Chakravarthy - Director (Finance), NIRD&PR
8. Dr. Kesava Rao P. - Associate Professor & Head I/C,
CRTCN

**Ministry of Finance
(Department of Expenditure)**

Sr. No.	Name of the Witness	Designation
1.	Shri Manoj Govil	Secretary (Expenditure)
2.	Dr Sajjan Singh Yadav	Additional Secretary
3.	Shri D. Anandan	Joint Secretary

2. At the outset, the Hon'ble Chairperson welcomed the Members to the sitting of the Committee convened for having a briefing by the representatives of the Department of Rural Development and NIRD & PR (Ministry of Rural Development) and Department of Expenditure (Ministry of Finance) with regard to functioning of National Institute of Rural Development and Panchayati Raj (NIRD & PR).

[Thereafter, the representatives from the Department of Rural Development and NIRD & PR (Ministry of Rural Development) and Department of Expenditure (Ministry of Finance) were called in]

3. The Chairperson welcomed the witnesses and in his opening remarks outlined the importance of NIRD & PR. The Chairperson, then asked the representatives of the Ministries to introduce themselves individually and place their views on the subject. The Chairperson further drew the attention of the Ministries and others to the directions of Hon'ble Speaker regarding confidentiality of the discussions before the start of the meeting. Therefore, the witnesses introduced themselves to the Committee. The representatives of the Department of Rural Development (Ministry of Rural Development) made their Power Point Presentations and briefed and highlighted on key aspects and functioning of National Institute of Rural Development and Panchayati Raj (NIRD & PR)

4. Subsequently, Members raised their individual queries. The queries of the Members were replied by the representatives of the Department of Rural Development (Ministry of Rural Development). On certain issues Ministries/Departments could not provide immediate reply, so they were requested to send written replies thereto as early as possible.

[The Witnesses then withdrew]
The Committee then adjourned.

ANNEXURE-VI

STANDING COMMITTEE ON RURAL DEVELOPMENT AND PANCHAYATI RAJ (2024-25)

MINUTES OF THE TWENTY SEVENTH SITTING OF THE COMMITTEE HELD ON
MONDAY, THE 16th JUNE, 2025

The Committee sat from 1500 hrs. to 1706 hrs. in Committee Room 'C',
Ground Floor, Parliament House Annexe, New Delhi.

PRESENT

Shri Saptagiri Sankar Ulaka -- **Chairperson**

MEMBERS

Lok Sabha

2. Shri Vijay Kumar Dubey
3. Shri Bhajan Lal Jatav
4. Dr. Mohammad Jawed
5. Shri Jugal Kishore
6. Shri Imran Masood
7. Shri Kota Srinivasa Poojary
8. Shri Ramashankar Rajbhar
9. Shri Devendra Singh *alias* Bhole Singh

Rajya Sabha

10. Smt. Geeta *alias* Chandraprabha
11. Shri Samirul Islam
12. Shri Sant Balbir Singh

Secretariat

1. Shri D. R. Shekhar - Additional Secretary
2. Shri V.K. Shailon - Director
3. Shri L. Singson - Deputy Secretary

XXX	XXX	XXX	XXX	XXX	XXX
XXX	XXX	XXX	XXX	XXX	XXX
XXX	XXX	XXX	XXX	XXX	XXX
XXX	XXX	XXX	XXX	XXX	XXX

2. At the outset, the Hon'ble Chairperson welcomed the Members to the sitting of the Committee convened for consideration and adoption of Draft Report on 'Functioning of National Institute of Rural Development and Panchayati Raj (NIRD&PR) and XXX XXX XXX XXX XXX XXX XXX.

3. The Committee considered the Draft Report and after discussion, adopted the Draft Report without any modification. The Committee then authorized the Chairperson to finalize the draft Report and present the same to the Parliament in the forthcoming Monsoon Session.

[Thereafter, the representatives from the XXX XXX XXX XXX XXX were called in]

4. XXX XXX XXX XXX XXX XXX XXX XXX.

5. XXX XXX XXX XXX XXX XXX XXX XXX.

[The Witnesses then withdrew]

A verbatim record of the proceedings has been kept.

The Committee then adjourned.

XXX Not related to the Draft Report.