

STANDING COMMITTEE ON RURAL DEVELOPMENT

(2016-2017)

28

SIXTEENTH LOK SABHA

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

[Action taken on the recommendations contained in the Twenty First Report (Sixteenth Lok Sabha) on Demands for Grants of the Ministry of Rural Development (Department of Rural Development) for the year 2016-17]

TWENTY-EIGHTH REPORT



LOK SABHA SECRETARIAT

NEW DELHI

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(2016-2017)

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[Action taken on the recommendations contained in the Twenty First Report (Sixteenth Lok Sabha) on Demands for Grants of the Ministry of Rural Development (Department of Rural Development) for the year 2016-17]

Presented to Lok Sabha on 15.12.2016

Laid in Rajya Sabha on 15.12.2016



**LOK SABHA SECRETARIAT
NEW DELHI**

December, 2016/Agrahayana, 1938 (Saka)

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**COMPOSITION OF THE STANDING COMMITTEE ON RURAL DEVELOPMENT
(2016-2017)**

Dr. P. Venugopal -- Chairperson

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| 4. Smt. Emma C. Barwa | - | Deputy Secretary |
| 5. Shri Inam Ahmed | - | Senior Committee Assistant |

INTRODUCTION

I, the Chairperson of the Standing Committee on Rural Development (2016-2017) having been authorised by the Committee to present the Report on their behalf, present the 28th Report on the action taken by the Government on the recommendations contained in the 21st Report of the Standing Committee on Rural Development (16th Lok Sabha) on Demands for Grants (2016-17) of the Ministry of Rural Development (Department of Rural Development).

2. The 21st Report was presented to Lok Sabha/laid in Rajya Sabha on 2 May, 2016. Replies of the Government to all the recommendations contained in the Report were received on 11 November, 2016.

3. The Report was considered and adopted by the Committee at their sitting held on 09 December, 2016.

4. An analysis of the action taken by the Government on the recommendations contained in the 21st Report of the Committee (Sixteenth Lok Sabha) is given in **Appendix-II**.

NEW DELHI;
14 December, 2016
23 Agrahayana, 1938 (Saka)

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

CHAPTER I

REPORT

This Report of the Standing Committee on Rural Development (2016-17) deals with the action taken by the Government on the observations/recommendations contained in their Twenty-First Report (Sixteenth Lok Sabha) on Demands for Grants (2016-17) of the Ministry of Rural Development (Department of Rural Department) for the year 2016-2017.

2. The Twenty-First Report was presented to Lok Sabha on 02 May, 2016 and was laid on the Table of Rajya Sabha on the same date. The Report contained 25 observations/recommendations.

3. Action Taken Notes in respect of all the observations/ recommendations contained in the Report have been received from the Government. These have been examined and categorised as follows:

- (i) Observations/Recommendations which have been accepted by the Government :

Serial Nos.: 1,3,4,6,7,9,11,12,13,14,15,16,17, 20, 21, 23 and 24

Total: 17

Chapter-II

- (ii) Observations/Recommendations which the Committee do not desire to pursue in view of Government's replies :

Serial No.: 10,19 and 25

Total: 03

Chapter-III

- (iii) Observations/Recommendations in respect of which replies of the Government have not been accepted by the Committee:

Serial Nos.: 2,5,8,18 and 22

Total: 05

Chapter-IV

- (iv) Observations/Recommendations in respect of which final replies of the Government are still awaited :

Serial No.: NIL

Total: 00

Chapter-V

4. The Committee desire that replies to recommendations made in Chapter I of this Report may be furnished to the Committee expeditiously.

5. The Committee will now deal with action taken by the Government on some of their Observations/Recommendations that require reiteration or merit comments.

A. Gap between employment demanded vis-à-vis employment provided

Recommendation Serial No. 2 (Para No. 2.3)

6. With regard to the gap between employment demanded vis-a-vis employment provided under MGNREGA Scheme, the Committee had recommended as under:-

"The Committee's examination has revealed that almost one decade old mega Wage Employment Programme of MGNREGA has been witnessing gap between employment demanded and employment provided due to factors like rainfall patterns, availability of alternative and remunerative employment opportunities outside MGNREGA and prevailing unskilled wage rates. For instance, during 2014-15 the number of households who demanded employment was 4.65 crore whereas the households who were provided employment was 4.14 crore only. Similarly, during 2015-16 the corresponding figures were 5.17 crore and 4.40 crore. In this connection, the Committee find that among the 16 MGNREGA beneficiary States barring Tamil Nadu, Jharkhand, Himachal Pradesh and Tripura almost all big States like West Bengal Rajasthan, Bihar, Karnataka, Madhya Pradesh, Chhattisgarh, Odisha and Andhra Pradesh are experiencing gap between employment demanded vis-a-vis employment provided. The DoRD have also argued that they have been advising States/UT Governments from time to time to minimize the gap and approximately 5 crore households are provided employment with almost full utilisation of funds. In this connection, the Committee find from the State-wise data during 2014-15 and 2015-16 (as on 18.03.2016) that number of households provided employment has increased from 4.13 crore in 2014-15 to 4.53 crore in 2015-16. The Committee feel that although there is increase in number of households who were provided employment from 2014-15 to 2015-16, yet the Committee strongly feel that in the light of persistent gap between employment demanded vis-à-vis employment provided largely in big States referred to above, DoRD should play a proactive role to bridge the gap in a more focussed manner."

7. The Ministry in their action taken reply have stated as under :-

"The Ministry has established a comprehensive system of monitoring and review mechanism for MGNREGA, which, inter alia, include Periodic Progress Reports, Performance Review Committee meetings, Quarterly Regional Reviews, visits of Area Officers of the Ministry and National Level Monitors and Vigilance & Monitoring Committee meetings at the State/ District levels. During these reviews, the implementation aspects that need strengthening are identified including providing employment as demanded by rural household and improvement in the overall monitoring of schemes.

The Ministry has already developed and rolled out mobile application for Mahatma Gandhi NREGA. The provisions of mobile application of State Government will be incorporated by the Ministry, shortly."

8. The Committee's examination brought to the fore the gap between employment demanded and employment provided due to multifarious reasons in the wage employment programme of MGNREGA. During 2014-15 the gap between employment demanded vis-a-vis employment provided stood at 51 lakhs which rose substantially to 77 lakh in 2015-16. It is all the more alarming that almost all big States like West Bengal, Rajasthan, Bihar, Karnataka, Madhya Pradesh, Chattisgarh, Odisha and Andhra Pradesh are failing in meeting the demand of employment under MGNREGA. The Committee felt that the existence of a persistent gap between employment demanded vis-a-vis employment provided was a major cause of concern, more so, in the larger states mentioned above and thus, had urged DoRD to play a proactive role to bridge the gap in a better concerted manner.

In its action taken reply, the Ministry has inter-alia outlined a comprehensive system of monitoring and review mechanism that has been established by them for MGNREGA and through which the Ministry aims to address the lacunas in the MGNREGA implementation.

While taking note of the initiatives being taken by the Ministry, the Committee strongly feel that initiatives, if not followed by a comprehensive time bound actionable plan, would not yield the desired results. The Committee are of the view that failure to meet the demand of employment defeats the very purpose of the Scheme and needs to be taken care of on priority basis. The Committee, therefore, reiterate that the DoRD must act more proactively in ensuring that the gap between demand and supply of employment is bridged.

B. Providing additional 50 days of employment under MGNREGA in drought hit States

Recommendation Serial No. 5 (Para No. 2.6)

9. In the context of the provision of additional 50 days of employment over and above 100 days of employment under MGNREGA in the drought hit states, the Committee recommended as under:-

"The Committee are glad to find that DoRD has come out with a mechanism for providing additional 50 days of employment over and above 100 days per household in notified drought affected areas of Karnataka, Chattisgarh, Odisha, Uttar Pradesh, Andhra Pradesh and Maharashtra. In this connection, it came out during the course of evidence of the representatives of DoRD that based on research study undertaken by Sambodhi Research Institute in six different States, productive assets specially ponds or dugwells opened can automatically increase the income sources of that areas under Livelihood In Full Employment (LIFE) drive the DoRD has taken in hand from 1st April, 2016 construction of 5 lakh ponds or dug wells and 10 lakh vermiposting throughout the Country in order to provide a better income and productive assets by converging MGNREGA with Deen Dayal Antyodaya Yojana. In this connection, the Committee find that over 14 lakh works have since been completed and 4 lakh works are going on. The Committee also appreciate that for taking care of areas with scanty rainfall in Rajasthan, the DoRD has agreed with the State Government's annual target of Farm Ponds. On the issue of clarity on convergence of MGNREGA with NRLM scheme, the MoRD has clarified that ponds and dug wells are to be built as per the design and drawing with detailed note to States/UTs. However, as per local specific conditions and Schedule Rates (SoRs) States/UTs can develop their own design, drawing and estimates. The Committee feel that there is a need to move faster on this issue to combat drought in different

part of the country especially in Bundelkhand, Madhya Pradesh, Uttar Pradesh, Vidarbha region of Maharashtra in close coordination with State Governments/UT Governments. The Committee feel that since the Summers are already round the bend, these States may face the severity of drought. It is therefore, high time that DoRD should ensure that eligible households actually get the additional employment thereby insulating the rural poor from abject poverty and unemployment.

10. The Ministry in their action taken replies have stated as under :-

"The MGNREGA is a demand driven wage employment programme. As per Section 3(1) of the MGNREGA the State Governments shall provide to every household, work not less than one hundred days in accordance with the Scheme to be made under the Act. Section 3 (4) reads, "The Central Government or the State Government may, within the limits of its economic capacity and development, make provisions for securing work to every adult member of a household under a Scheme for any period beyond the period guaranteed under sub-section (1), as may be expedient". The enabling provision under Section 3(4) of the Act is however, exercised by the Central Government in special circumstances like natural calamities.

After receiving recommendation of Ministry of Agriculture and Farmers Welfare, provision of additional employment of 50 days over and above 100 days per household under MGNREGA is made in the States/UTs.

On recommendation of the Ministry of Agriculture, provision of additional employment of 50 days over and above 100 days per household under MGNREGA has been made in the 62 talukas of 12 districts of Karnataka during FY 2016-17."

11. The Committee took into cognizance the mechanism provisioned by the DoRD for providing additional 50 days of employment over and above 100 days per household in notified drought affected areas of Karnataka, Chattisgarh, Odisha, Uttar Pradesh, Andhra Pradesh and Maharashtra. Keeping in view the need to move faster in tackling the issue of drought situations in different parts of the country especially in Bundelkhand in Madhya Pradesh, Uttar Pradesh, Vidarbha region of Maharashtra in close coordination with the State Governments/UT Governments, the Committee insisted upon the DoRD to ensure that the eligible households actually get the additional employment so that they may ward off the abject poverty due to drought.

The DoRD in its action taken reply inter-alia, while referring to Section 3(1) and Section 3(4) of the MGNREGA, has mentioned about the implementation of the provision of additional employment of 50 days over and above 100 days per household under MGNREGA in the 62 talukas of 12 districts of Karnataka during FY 2016-17.

However, to its utter dismay, the Committee is unable to comprehend the reply of the Ministry which is silent about the implementation of the provisions of the additional employment of 50 days over and above 100 days per household under MGNREGA in regions in the other drought affected states of the country especially in Bundelkhand region in Madhya Pradesh, Uttar Pradesh, Vidarbha region in Maharashtra to ensure a wider and more holistic operationalisation of the said provision for tackling the poverty in the drought hit states. The Committee, therefore, strongly reiterate its view and urge the DoRD to ensure that eligible households in all the drought affected parts of the country get the additional employment under the MGNREGA Scheme.

C. Issues related with problem of corruption

Recommendation Serial No. 8 (Para No. 2.9)

12. With regard to the issues pertaining to corruption in the implementation of MGNREGA scheme, the Committee recommended as under :-

" Various issues related with problem of corruption like payment are outside the Rural Bank and Post Offices coupled with delay caused in payment at the hands of Banks and Postmen by reason of remoteness, delay in redressal of complaints against corruption in States specially in Jharkhand, inordinate delay in operationalising Social Audit in remaining States and issue of expeditious appointment of Ombudsmen in remaining States have come up before the Committee in a big way.

On the issue of stamping out corruption, the Committee have been informed by DoRD that during 2015-16 out of total wages to workers 95% so far have been done through e-IMS in the account of beneficiaries and cases of reported corruption under MGNREGA works by 31st March, 2016 are dealt with by concerned State Governments for appropriate action and cumulative pendencies of grievances are monitored in the Ministry level besides DoRD has established a comprehensive system of monitoring and review. On the issue of complaints against corruption emanating from Jharkhand under MGNREGA, the Committee are dismayed to note that complaints have come up from several districts and are pending from six months to two years. The Committee do not approve such pendencies and recommend to take correct steps to bring back common man's faith in MGNREGA.

The Committee learn that the need of linking Aadhar enrolment of MGNREGA workers and use of JAM (Jadhan, Aadhar and Mobile) has been highlighted in the Economic Survey (2015-16) and debate on Motion of Thanks in Lok Sabha also. The Committee also learn that as per latest data Aadhar number of 6.14 crore workers under MGNREGA have been seeded into programme data base and the target is for Aadhar enrolment of 6.20 crore workers and all State/UT Governments have been advised to get MGNREGA workers enrolled after verification and authentication process. The Committee also find that DoRD has come up with a pilot project for Aadhar enabled payment in 46 rural districts for Direct Benefit Transfer (DBT). In view of the foregoing, the Committee recommend that steps like Aadhar enrolment of MGNREGA and Pilot Project on DBT be expeditiously taken up/completed and then expanded throughout the Country to stamp out the issue of corruption from MGNREGA.

With regard to operationalisation of Social Audit, the Committee are happy to note that by June, 2016 it will be operationalised in remaining States as currently it is operational only in ten States of Andhra Pradesh, Chhattisgarh, Gujarat, Karnataka, Mizoram, Sikkim, Telangana, Tamil Nadu, Tripura and Uttar Pradesh. The Committee feel that with this large number of corruption complaints in MGNREGA works will be addressed at local level. The Committee desire to be apprised of the actual action taken in this regard.

On the issue of appointment of Ombudsmen at district level in different states for MGNREGA works, the Committee are dismayed to note the interim reply of DoRD saying that information is being collected from State Governments. The Committee recall that they had examined the issue during Demands for Grants (2015-16) and had found that many prominent States like Bihar (38/18), Chhattisgarh (27/16), Jharkhand (24/9), Haryana (21/9), West Bengal (20/6), Jammu & Kashmir (20/0) were yet to appoint Ombudsmen in their districts and had recommended DoRD to take steps for their expeditious appointment. The Committee reiterated the same in action taken Report also. The Committee deplore the DoRD in not taking desirable

action on this issue and recommend for expeditious action in this regard which would address the cases of corruption at district level."

13. The Ministry in their action taken replies have stated as under :-

"About 95% of the wages are paid directly into the accounts of the workers in Banks / Post Offices using the electronic Fund Management System (e-FMS).

States have been advised to get the MGNREGA workers enrolled for Aadhaar through special camps. The Aadhaar numbers of the workers are to be seeded in programme database and the bank database for Aadhaar based payments. Out of 10.67 crore active worker, 6.76 crore Aadhaar numbers of the workers have been seeded into NREGA Soft.

Direct Benefit Transfer is being implemented in all states where the payments are made through e-FMS. As of now, e-FMS is being implemented in 92% of the Gram Panchayats. The Aadhaar based payments (APB/ AEPS) have been started in Andhra Pradesh, Bihar, Chhattisgarh, Gujarat, Haryana, HP, Jharkhand, Karnataka, Kerala, MP, Maharashtra, Odisha, Punjab, Rajasthan, Sikkim, Tamil Nadu, Telangana, Tripura, UP, Uttarakhand, West Bengal and Puducherry.

States/UTs have been asked to strengthen Social audits of MGNREGS works in accordance with the provisions of the Audit of Schemes Rules 2011 issued in consultation with the Comptroller and Auditor General of India. Social Audit Action Plan has been formulated and shared with States. All States have been requested to set up an independent Social Audit Unit (SAU) and appoint Ombudsman at the district level for grievance redressal."

14. Regarding the appointment of Ombudsmen at different level in different states for MGNREGA works, the Committee were dismayed at the lackadaisical approach of the DoRD in collecting the information from the State Governments. The Committee while recollecting that they had examined the same issue during Demands for Grants (2015-16) and had found that many prominent states like Bihar (38/18), Chhattisgarh (27/16), Jharkhand (24/9), Haryana (21/9), West Bengal (20/6), Jammu & Kashmir (20/0) were yet to appoint Ombudsmen in their districts and had recommended DoRD to take steps for their expeditious appointment. The Committee, had, therefore, again recommended in the Demands for Grants (2016-17) for

expeditious action in this regard which would address the cases of corruption at district level.

In its action taken reply, DoRD on this specific issue has inter-alia stated that all the States have been requested to appoint Ombudsmen at the district level for grievance redressal.

The Committee are, however, utterly disappointed with the callous approach exhibited by the DoRD in tackling the issue of appointment of Ombudsmen at the district level for the grievance redressal. Despite its recommendation during Demand for grants (2015-16) followed by the reiteration in ATR Report and further again in the Demands for grants (2016-17), it is completely unacceptable to the Committee that the issue still remains unresolved and still Ombudsmen have not been appointed in all the districts of the States. The Committee, therefore, vehemently reiterates its recommendation for appointing Ombudsmen at the district level for grievance redressal in an expedient manner.

D. Irregularities in PMGSY works in Bihar

Recommendation Serial No. 18 (Para No. 2.19)

15. In the context of irregularities in the PMGSY works in Bihar, the Committee recommended as under:-

" During the course of the Committee's examination, the issue of irregularities in PMGSY works in various districts in Bihar dating back to 2012- 13 worth Rs. 204.589 crore with road length of 300 kms. came up before the Committee. During the course of evidence a representative of DoRD apprised the sequence of events of the case and subsequently the matter was taken up and disposed off by Hon'ble High Court necessitating execution of work finally. The Committee have taken up the issue with DoRD. The DoRD has inter alia informed the Committee the facts of the case bringing out objections raised by the local MP and follow up action taken by DoRD thereon, auguring that due diligence has been made by the Ministry and NRRDA during processing of tender and in extraordinary circumstances, the decisions were

taken so there is no question of institutional deficiency in the matter. The Committee observe that all is not well with over all execution of PMGSY work in Bihar in RWD Divisions of Jhanjharpur, Biroul, Benipure, Philparas, Madhubani, Darbhanga 1 and Darbhanga 2 where works worth Rs.204.589 crore were badly delayed and in the process casualty was rural road connectivity in these areas. The Committee, therefore, recommend that the erring officials should be, brought to book and action should be taken against them who were at the helms of the affairs of the relevant period and if possible be barred from PMGSY works in future.

16. The Ministry in their action taken replies have stated as under:-

"The matter involves 122 road works, 271.91 Km length, 192.75 crore Cost of RWD works Divisions of Darbhanga-1, Darbhanga-2, Benipur, Biraul, Madhubani, Jhanjharpur, Phulparas and Benipatti sanctioned under PMGSY in year 2013-14. During the finalization of tenders of these works, some points were raised by Hon'ble MP. The matter was thoroughly investigated in the Ministry and the State Govt. was requested to submit their investigation report to the Ministry. The State Govt. had reported that there is no truth in reports of complaints were found. Based on the report, the Ministry had conveyed to State Govt. to re-tender the process the lowest tenderer M/s S.T. Construction Pvt Ltd. vide Ministry's letter No. P-17023/2/2014-RC, dated 27.08.2014. In this regard, Hon'ble MP was also got informed by the Hon'ble MRD vide even of letter dated 26.09.2014.

Again on the concern raised by Hon'ble M.P, MoRD constituted a 3 member team to investigate the matter and on its recommendation the tenders of all packages were cancelled by the Department on 23rd Feb. 2015.

The rebidding of the road works were carried out. So far, 97 road works (length 218.52 Km) have been awarded, 2 road works (length 5.10 Km) are in process of tender finalization and rest are being retendered.

Although, the whole matter has been dealt with due diligence and under constant guidance and supervision of MoRD, the tender process was delayed due to extra ordinary circumstances. It is pertinent to mention here that on 23.03.2015 an order was passed by Hon'ble High Court, Patna not to issue work order to any third Party. Finally the case was dismissed by the Hon'ble High Court, Patna on 01.12.2015 on the request of withdrawal of petition by the petitioner.

17. During the course of examination, the issue of irregularities that have crept in PMGSY works in various districts in Bihar dating back to 2012-13 worth Rs. 204.589 crore with road length of 300 Kms emerged before the Committee. The

Committee observed that all was not well with overall execution of PMGSY work in Bihar in RWD division of Jhanjharpur, Biroul, Benipore, Philparas, Madhubani, Darbhanga 1 and Darbhanga 2 and had, thus, recommended that the erring officials should be brought to book and action should be taken against them who were at the helm of the affairs at the relevant period and if possible be barred from PMGSY works in future.

DoRD in its ATR had inter-alia stated that some issues arose during the finalization of the tender of roads sanctioned under PMGSY in the year 2013-14. The matter was thoroughly investigated in the Ministry and the State Government had reported that there is no truth in reports of complaints. Again on the concern raised by Hon'ble MP, MoRD constituted a 3 member team to investigate the matter and on its recommendation the tenders of all packages were cancelled by the Department on 23rd February, 2015. The DoRD has further stated that although the whole matter has been dealt with due diligence and under constant guidance and supervision of MoRD, the tender process was delayed due to extraordinary circumstances.

The Committee are however dismayed to find that though there is a latent acknowledgment of tender issues, however, no concrete action has been taken against the erring officials who were at the helm of affairs at the relevant period and no accountability has been established and the DoRD has kept silent on these particular aspects in the matter. It is high time that the DoRD look into the matter earnestly and ensure that no official embroiled in any sort of irregularity be spared. Hence, the Committee strongly reiterate its recommendation that the erring officials should be, brought to book and action should be taken against them who were at the

helm of the affairs at the relevant period and if possible be barred from PMGSY works in future.

E. 12th Plan Outlays vis-a-vis releases

Recommendation Serial No. 20 (Para No. 2.21)

18. In the context of 12th Plan Outlays vis-a-vis releases concerning with the unspent balances against the Pradhan Mantri Awaas Yojana (PMAY), the Committee recommended as under:-

" The Committee's examination of Pradhan Mantri Awaas Yojana (PMAY) (Rural Housing), the erstwhile IAY has revealed that during 12th Plan this scheme has experienced steep reduction of budgeted amount at RE stages during first three years vis. 2012-13 to 2014-15 leading to shortfall in achievement of physical targets and have witnessed huge unspent balances in different States during 2014-15 and 2015-16 by reason of late releases during 2015-16. Structural deficiencies in the existing fund transfer and many legacy issues, non-reconciliation of accounts, non-completion of houses in given timeframe, non-releases of matching share by States/UT Governments etc. For instance the Committee are constrained to note that during 2012-13 Budget Estimate of Rs. 11,025 crore were reduced to Rs. 9,024 crore. In 2013-14 BE of Rs. 15,184 crore were reduced to Rs. 13,184 crore at RE stage. In 2014-15 the BE of Rs. 16,000 crore were reduced to Rs. 11,000 crore. Further, during 2015-16 against the BE and RE of Rs. 10,025 crore, the releases were only Rs. 8,061 crore . In the case of unspent balances the Committee are constrained to note that during 2014-15, Rs. 5,540.03 crore were unspent as on 31.03.2015 which in 2015-16 rose to Rs. 7,452.73 crore as on 01.03.2016 and prominent States where large amount of unspent balances were West Bengal, Assam, Uttar Pradesh, Bihar. Maharashtra and Odisha. It also came out during the course of evidence that non-uploading of information on 'Awaas Soft' by different States was the reason for these unspent balances.

The DoRD has also apprised the Committee about steps taken for liquidating unspent balance which inter-alia include wider use of 'Awaas Soft' for real-time monitoring and cross verification of physical progress, rolling out mobile-app for inspection and uploading of photographs, electronic transfer of Rs. 5,254.40 crore out of total Central releases of Rs. 8,061.45 crore as on 31.01.2016. The Committee feel that still there is a long way to go for hundred percent electronic transfer. The Committee desire that all out effort should be made to liquidate unspent balances during 2014-15 and 2015-16 across all the States specially big States referred to above for smoother implementation of the PMAY scheme in future. "

19. The Ministry in their action taken replies have stated as under :-

"The main reasons behind unspent balances are structural rigidities in fund flow mechanism, existence of multiple accounts and weak monitoring mechanisms which result in funds lying unutilised at various levels in the State. A major initiative in the form of Direct Benefit Transfer to the beneficiary, through an electronic platform, has been introduced in FY 2015-16 in the rural housing scheme. By ensuring faster, seamless and prompt transfer of funds directly from the State nodal account to the beneficiaries' bank/post office account, the problems of delayed payments and parking of funds at various levels have been largely resolved.

In order to ascertain the exact amount of scheme funds lying at district and block level, States have been repeatedly instructed to assess and transfer such funds to the State Nodal Account (SNA) by July, 2016. Once the exercise of transferring funds from district and block accounts to the SNA is concluded, States will be able to make a transition to comprehensive electronic payments. All transactions i.e. disbursement of funds to beneficiaries, payment to vendors for material and transfer of administrative expenses would be routed electronically through the PFMS- Awaas Soft platform. Further, DoRD is regularly reviewing the status of fund transfer into the SNA during monthly meetings of PMAY (G) Coordinating Officer's to ensure the above exercise is expedited."

20. The Committee's examination of Pradhan Mantri Awaas Yojana (PMAY) (Rural Housing), the erstwhile IAY had revealed that during 12th Plan this scheme has experienced steep reduction of budgeted amount at RE stages during first three years vis. 2012-13 to 2014-15 leading to shortfall in achievement of physical targets and have witnessed huge unspent balances in different States during 2014-15 and 2015-16 by reason of late releases during 2015-16. The Committee desired that all out effort should be made to liquidate unspent balances during 2014-15 and 2015-16 across all the States for smoother implementation of the PMAY scheme in future.

In its reply, the DoRD has elucidated that the main reasons behind unspent balances are structural rigidities in fund flow mechanism, existence of multiple accounts and weak monitoring mechanisms which result in funds lying unutilized at

various levels in the State. A major initiative in the form of Direct Benefit Transfer to the beneficiary through an electronic platform has been introduced in FY 2015-16 in rural housing scheme. In order to ascertain the exact amount of scheme funds lying at district and block level, States have been repeatedly instructed to assess and transfer such funds to the State Nodal Account (SNA) by July, 2016.

The Committee has taken due note of the reasons cited by the DoRD about unspent balances, being the structural rigidities in fund flow mechanism, existence of multiple accounts and weak monitoring mechanism which result in funds lying unutilised at various levels in the state. While applauding the major initiative being taken by the M/oRD in the form of Direct Benefit Transfer to the beneficiary and the repeated instructions to assess and transfer such funds from district/block accounts to State Nodal Accounts by July, 2016, the Committee feel that despite repeated instructions, these exercises are taking much time and the pace of entire process needs to be increased. Therefore, the Committee urges the DoRD again to accelerate all possible efforts to liquidate unspent balances across all the states for effective implementation of the Scheme and apprise the Committee of the results achieved in this regard.

F. Issues in the Scheme of National Social Assistance Programme (NSAP)

Recommendation Serial No. 22 (Para No. 2.23)

21. With regard to the provision and implementation issues in the scheme of National Social Assistance Programme (NSAP), the Committee recommended as under :-

"The Committee are constrained to note that important scheme of National Social Assistance Programme (NSAP) that seeks to give pension to widows physically disabled persons etc. has not been implemented properly in terms of availability of funds, challenges like delay in disbursement of assistance, streamlining of beneficiaries, delay in submission of monthly reports, leading to not only affecting the implementation of the progress but also leaving the beneficiaries as real losers with regard to availability of funds. The Committee are constrained to note that during 2012-13 and 2014-15 as against the proposed amount of Rs. 94,34.76 crore and Rs.

10,635 crore the actual BE was as low as Rs. 8,496.96 crore and Rs. 7,241.00 crore respectively. The Committee are constrained to hear that above reduction during 2014-15 has resulted in non release of funds towards fourth quarter instalment for 2014-15 which was eventually released from the 2015-16 funds. Further, the Committee have been apprised that funds for States of Goa, Arunachal Pradesh, Manipur, Sikkim and UT of NCT of Delhi and Puducherry have not yet been released for fourth quarter. The Committee are also constrained to note that Rs. 9,500 crore for 2016-17 may not be sufficient in view of pending liability of Rs. 2,817.08 crore for second instalment of previous year. In this connection, a representative of DoRD while deposing before the Committee, also informed about introducing Direct Transfer in Bank accounts of beneficiaries through Aadhar. The DoRD has also spelt out before the Committee of various steps like introduction of NSAP MIS, computerization of database of beneficiaries, rolling out of Direct Benefit Transfer (DBT) in 01.07.2013 in 12 selected districts of 26 States on priority basis for these pension schemes through post offices coming into core banking services postal dependent priority micro ATM and postal bank becoming operational by next year etc. The Committee, however, feel that sufficient funds be allocated for this scheme in the first instance which is bread and butter for the old and disabled persons and implementation constraints/challenges be addressed expeditiously.

Another issue has been inviting the focus of the Committee was about lowering the age from 40 to 18 years specially for making the eligible widows/under IGNDPS and IGNDPS scheme. The Committee are constrained to note that the issue is still under finalisation as Revised Memorandum EFC is being finalised. The Committee recommend the DoRD to get the matter expedited."

22. The Ministry in their action taken replies have stated as under :-

"Schemes under NSAP are implemented by the State /UT Governments. Identification of beneficiaries, sanction and disbursement of pension / assistance is done by the State /UT Governments. In the revised Guidelines on NSAP, States / UTs have been requested that based on the available BPL list, the beneficiaries should be proactively identified by reaching out to their households. However, if an eligible person's name does not figure in the BPL list, he /she should not be left out. Following the direction of the Hon'ble Supreme Court of India in W.P. No. 196 of 2001, the deserving persons eligibility should be established and included in the select list. It is also being insisted that the name of the beneficiaries should be digitized.

Earlier, upto 2013-14 funds under the schemes of NSAP were being released as Additional Central Assistance (ACA) by the Ministry of Finance/Home Affairs to the States/UTs in a combined manner for all the schemes, Ministry of Rural

Development was the monitoring agency at that time .w.e.f 01.04.2014, schemes under NSAP has been converted to Centrally Sponsored Scheme and since then, scheme-wise funds have been released by Ministry of Rural Development.

The physical and financial progress of NSAP is regularly reviewed with nodal officers in nodal officers meeting and also with Secretaries of the concerned States during Performance Review Committee (PRC) meetings. In order to improve transparency and accountability, computerization of NSAP has been undertaken. States have been asked to upload monthly progress reports online. Moreover, the officers of the Ministry visit various districts/states under Area Officers Visit Scheme to oversee the implementation of Rural Development Programmes. This shows that Ministry makes all efforts needed to monitor all Rural Development Programmes implemented by the Ministry. States have also been requested to release the amount of assistance /pension on monthly basis so that the funds released to the States are utilized on regular basis.

Funds for last quarter of 2013-14, were not released to the State of Goa and Arunachal Pradesh due to non-submission of requisite documents i.e UC for 2012-13 and monthly progress report for 2013-14.

Since timely and complete submission of Utilization Certificates by the States /UTs is necessary for the release of further funds, States / UTs are being reminded at regular intervals and much in advance to submit the UCs complete in all respect to the Ministry to ensure further release of funds. The matter is also taken up in PRC and Nodal Officers meetings. The concerned Senior Officers of the State / UT Governments are requested to direct the concerned officers of their State / UTs to submit the Utilization Certificates timely.

Direct Benefit Transfer (DBT) Scheme was launched for three pension schemes of NSAP on pilot basis for selected 121 districts of 26 States on 01st July 2013, which has now been extended to all over the Country. At present data of 282 lakh beneficiaries has been digitized. States/UTs have also been communicated to complete the Aadhaar enrolment of NSAP beneficiaries and seeding the same in the database of beneficiaries. It has also been intimated to States/UTs to link the Banks accounts of NSAP beneficiaries with Aadhaar. At present, 145 lakh beneficiaries have already been enrolled for Aadhaar.

This Ministry prepared an Expenditure Finance Committee (EFC) Memorandum and submitted the same to Ministry of Finance, Department of Expenditure for seeking time of the Expenditure Finance Committee. Ministry of Finance, Department of Expenditure has sought further information in the matter and desired few changes. The Ministry of Rural Development is in the process of adopting the data of Socio Economic Caste Census (SECC) for which States/UTs

have been communicated to provide comments/views on the feasibility of SECC data for NSAP schemes."

23. Considering the various issues that are hampering the proper implementation of National Social Assistance Programme (NSAP) Scheme, the Committee felt that sufficient funds should be allocated for this Scheme and implementation constraints/challenges be addressed expeditiously. In the context of lowering the age from 40 to 18 years especially for making the widows eligible under IGNWEPS and IGNDPS scheme, the Committee was constrained to note that the issue was still under finalisation as Revised Expenditure Finance Committee (EFC) Memorandum was being finalised. The Committee, therefore, recommended the DoRD to get the matter expedited.

The DoRD in its reply inter-alia state that the Ministry has prepared an Expenditure Finance Committee (EFC) Memorandum and submitted the same to the Ministry of Finance, Department of Expenditure for seeking time of the Expenditure Finance Committee. Further information has been sought by the Ministry of Finance, Department of Expenditure and few changes have been also desired. Subsequently, the Ministry of Rural Development is in the process of adopting the data of Socio-Economic Caste Census (SECC) for which States/UTs have been communicated to provide comments/views on the feasibility of SECC data for NSAP schemes.

The Committee are of the view that lowering the age from 40 years to 18 years for making the widows eligible under IGNWEPS and IGNDPS scheme would only enhance the ambit of scheme and extend the benefits of the scheme to a wider section of needy beneficiaries. Thus, such inordinate delay in resolving the issue/creating the provision is hampering the welfare interests of a larger section of

needy widows. Considering the slow approach of the DoRD in the matter, the Committee reiterate its recommendation to hasten the resolution of issue and expedite coordination with the Ministry of Finance in the finalisation of the Revised Memorandum for EFC.

G. Saansad Adarsh Gram Yojana (SAGY)

Recommendation Serial No. 23 (Para No. 2.24)

24. Regarding the implementation of Saansad Adarsh Gram Yojana (SAGY), the Committee recommended as under:-

" The Committee are constrained to note that Saansad Adarsh Gram Yojana (SAGY) has not been given separate funds for making adopted 'Grams' as 'Adarsh Grams' and whatever funds that are available under different scheme have to be used for SAGY scheme. This has converted the SAGY scheme into a source of embarrassment for MPs among the masses who have adopted such Adarsh Grams. In this connection, even a demand has come up before the Committee to close the scheme with a view to save the MPs from further wrath of people. In this connection, the representative of DoRD also admitted candidly before the Committee that lot of problems are emanating from no provision of funds for SAGY scheme. In this connection, the Committee were also apprised by a representative of DoRD during the course of evidence that as advised by Hon'ble Minister for Rural Development that for four basic areas of electricity, potable drinking water, PMGSY roads and school infrastructure, the DoRD is coordinating with concerned Departments and if means are required that also be looked into and upto what extent funds are to be given in single villages that is also being considered. In this connection, the DoRD has also apprised the Committee that for financial year 2014-15 one time assistance of Rs. 50,000 for each SAGY Gram Panchayat is to be used by collectors/DMs for meeting administrative purposes and in Financial Year 2015-16 States/UTs have been given similar amount as one time financial assistance for hiring resource person and meeting administrative expenses. The Committee also notice that DoRD has already written to 21 concerned Ministries to make necessary modifications in Guidelines of different Central/Centrally Sponsored Schemes so as to achieve convergence at Gram Panchayat level for development of Gram Panchayats identified under SAGY. Besides, number of State schemes are also required to be converged with this scheme to maximise the benefit. In this connection, the Committee find that DoRD has also brought out three publications of 'Sankalan', 'Samanvay' and 'Panchayat Darpan' showing initiatives taken by MPs in SAGY Gram Panchayats, compilation of Central/Centrally Sponsored and State schemes for convergence and developing 35 point indicators for monitoring progress of SAGY

Gram Panchayat. Besides, advisories have been issued by various Ministries/Departments also. The Committee feel that work on these areas be also expedited for ensuring real convergence of funds at Gram Panchayat levels and also for the intended purpose under SAGY scheme. Meanwhile, the Committee also find that the issue of making available funds for these schemes is being currently considered by MoRD. The Committee feel that a final decision be taken on this issue expeditiously."

25. The Ministry in their action taken replies have stated as under :-

"SAGY is primarily about unleashing the power of people who are expected to inculcate pride in village, encourage societal change/behavioural change, take collective responsibility and initiate People projects. The development of Gram Panchayats identified under SAGY is intended to take place through the convergence and implementation of existing Government Schemes and Programmes without allocating additional funds. In pursuance of above, the relevant Ministries / Departments of the Central Government have been requested by the Ministry of Rural Development to make suitable changes, wherever appropriate, in the guidelines of their respective Central Sector and Centrally Sponsored Schemes / Programmes to enable priority to be given to the Gram Panchayats selected under SAGY. So far different Ministries/Departments have made changes in 21 of their Programme/Scheme guidelines. A number of state schemes are required to be converged with this scheme for maximising benefit. This would require the guidelines of State Schemes/Programmes to be suitably amended to give automatic and mandatory priority to the GPs selected under SAGY. The states/UTs have been requested to do the needful in this regard. However, as a onetime assistance, in the Financial Year 2014-15, the States had been given funds at the rate of Rs. 50,000/- for each SAGY Gram Panchayat to be used by the Collectors/DMs for meeting administrative expenses. In the Financial Year 2015-16, the States/ UTs have been given varied amounts as a one-time financial assistance for hiring resource persons and meeting administrative expenses at the State/UT level under Saansad Adarsh Gram Yojana (SAGY)."

26. The Committee were constrained to note that Saansad Adarsh Gram Yojana (SAGY) has not been given separate funds for making adopted 'Grams' as 'Adarsh Grams' and whatever funds that are available under different schemes have to be used for SAGY scheme. This has converted the SAGY scheme into a source of embarrassment for the Members of Parliament among the masses, who have adopted

such Adarsh Grams. DoRD in its efforts to address the issue has already written to 21 concerned Ministries to make necessary modification in guidelines of different central/centrally Sponsored Schemes so as to achieve convergence at Gram Panchayat level for development of Gram Panchayat identified under SAGY. The Committee felt that works on these areas need to be expedited for ensuring real convergence of funds at Gram Panchayat levels and also for achieving the intended purpose under SAGY scheme. The Committee also took note of the fact that the issue of making available funds for these schemes is being currently considered by MoRD and recommended that a final decision be taken on this issue expeditiously.

In its reply, DoRD has inter-alia stated that the development of GPs identified under SAGY is intended to take place through the convergence and implementation of existing Government Schemes and Project without allocating additional funds. The relevant Ministries/Departments of the Central Government have been requested by the Ministry of Rural Development to make suitable changes, wherever appropriate in the guidelines of their respective Central sector and Centrally sponsored schemes/programmes to enable priority to the Gram Panchayats selected under SAGY. A number of State Schemes are required to be converged with this Scheme for maximising benefit. This would require the guidelines of the State Schemes/Programmes to be suitably amended to give automatic and mandatory priority to the GPs selected under SAGY. The States/UTs have been requested to do the needful.

The Committee is appreciative of the fact that the DoRD has taken steps and initiated the procedures for suitably amending the guidelines by the State Government's of their respective Central Sector and Centrally sponsored schemes.

However, the Committee feel that the proposed amendment of State schemes/programmes to give automatic and mandatory priority to the GPs selected under SAGY by requesting the States/UTs for doing the needful in this regard need to be expedited on priority basis in order to serve the rationale behind SAGY. The Committee desire to be apprised of the action taken by the MoRD in effectuating the convergence of schemes by suitable amendments in the guidelines.

CHAPTER II

RECOMMENDATIONS WHICH HAVE BEEN ACCEPTED BY THE GOVERNMENT

Recommendation (Sl. No. 1, Para No. 2.2)

The Committee find the DoRD caters to rural development needs of about half of the population of the Country and the Demands for Grants (2016-17) of DoRD have been examined keeping in view this aspect in mind. The Committee have examined the 12th Plan (2012-17) outlay vis-a-vis expenditure so far upto 2015-16 and BE for 2016-17 and have found that as against the 12th Plan allocation of about Rs. 4.00 lakh crore, the DoRD could get allocation of Rs. 2.99 lakh crore for the first four years of the Plan period and the expenditure has been about Rs. 2.5 lakh crore and if the BE (2016-17) of Rs. 86,000 crore is added to the allocation upto 2015-16, the total allocation reaches to Rs. 3.85 lakh crore leaving a huge gap of Rs. 0.16 lakh crore between 12th Plan outlay and actual allocation made available to DoRD. On the issue of bridging the gap between 12th Plan allocation vis-a-vis expenditure, the DoRD have held the view that expenditure pattern largely depended on the utilisation capacity of State Governments by reasons like natural calamities, elections, lack of adequate training centres in States/UTs for providing training to beneficiaries etc. In this connection, the Committee have been informed by the Department of Rural Development that allocation for PMGSY, IAY and NRLM has been increased from Rs. 14,291 crore, Rs. 10,025 crore and Rs. 2,505 crore in 2015-16 to Rs. 19,000 crore, Rs. 15,000 crore and Rs. 3,000 crore for 2016-17 respectively. The DoRD have also observed that enhanced funds for rural development has enabled the Department to make higher provisions for different rural development schemes for achieving higher targets under the schemes. It also came out during the course of evidence of the representatives of DoRD that contrary to previous years during 2012-13 to 2014-15 where the budgetary allocations were reduced at RE stage, allocation at RE stage during 2015-16 has increased and on this chronology DoRD has received higher BE during 2016-17 so that Department is equipped with funds according to its needs for accomplishing the pending works of PMGSY in coming three years and moving in a systematic way in the areas of housing. The DoRD has also outlined that with the help of Fourteenth Finance Commission (FFC) (2015-20) with Grants of over Rs. 2 lakh crore for rural development which is one of the nine pillars of agenda of Transforming India as highlighted in Budget (2016-17) speech of the Finance Minister, will get a further boost. In this connection, DoRD has candidly admitted before the Committee that effective monitoring is very important. Since the DoRD looks after the requirement and well being of about half of the population of the Country and although reasons like natural calamities, elections etc. which are impacting the expenditure pattern of States, yet the Committee expect the DoRD to enhance the utilisation capacity of States for full utilisation of budgeted amount for 2016-17 thereby reducing the over-all gap between 12th Plan allocation vis-a-vis actual expenditure by tightening up implementation set up in five major rural development schemes of MGNREGA, DAY – NRLM, PMGSY, PMAS, NSAP schemes for time bound results.

Reply of the Government

Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA):

The stipulated 100 days of employment, under Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) 2005, are vested with the households in the rural areas as a matter of statutory entitlement. Therefore, the expenditure depends on the demand for works under the Act. In fact, during the year 2015-16 and 2016-17, the actual expenditure would be more than the Budget Estimates owing to greater demand for works under the Act. A statement showing BE, RE and Actual expenditure during 2012-17 (the Twelfth Plan period) under major schemes is Annexure-I.

For ensuring timely payment of wages and proper utilization of funds, the Central Government has started National Electronic Fund Management System (NeFMS) in 11 States (Assam, Bihar, Haryana, Karnataka, Kerala, Odisha, Punjab, Rajasthan, Tripura, Uttar Pradesh and Uttarakhand) and launched Dashboard for tracking of pending Fund Transfer Orders, Public Fund Management System, electronic Fund Management System, Direct Benefit Transfer etc. The NeFMS is being extended to the 11 other States and UTs (Andhra Pradesh, Telangana, Chhattisgarh, Gujarat, Himachal Pradesh, Jharkhand, Maharashtra, Madhya Pradesh, Puducherry, Tamil Nadu and West Bengal) in the month of October, 2016. As such 22 States and UTs would be on this platform by October, 2016. The system would promote greater congruence between allocation and expenditure.

Besides, the implementation of MGNREGA/utilization of funds by the States/UTs under MGNREGA is periodically reviewed in various National and State level performance review meetings and regional review meetings. Among others, States/UTs are requested to follow bottom up approach and realistic estimation of labour demand through household survey of job card holders, reinforcement of demand registration processes so that all those who wish to apply for work under MGNREGA are facilitated and appropriate planning of works and their execution time to ensure adequate worker participation rate in MGNREGA.

Deendayal Antyodaya Yojana- National Rural Livelihood Mission (DAY-NRLM): NRLM was launched in 2011, 2011-12 and 2012-13 were transition years. In majority of the States, the actual implementation of the programme started only from 2013-14. Many states took a long time in setting up the State Rural Livelihoods Missions and recruiting and placing staff and setting up other necessary systems for operationalising the programme. Also, due to the nature of programme, the major expenditure under the programme happens only after the community institutions are formed and their capitalization, by way of provision of Revolving Fund and Community Investment fund, starts. Therefore, in the initial years, expenditure under the programme was slow. In addition, one of the reasons for non-utilization of funds by the states was that huge balances of funds under the precursor programme, Swarnjayanti Gram Swarozgar Yojana (SGSY) were available with the State Governments which were allowed to be utilised for NRLM activities. NRLM has been restructured as DAY-NRLM in 2015-16 to build on NRLM achievements and a new component of Startup Village Entrepreneurship Programme has also been added to it in 2015-16.

Under DAY-NRLM some of the measures which have been taken to facilitate full utilization of budget provisions are as under:

(i) The National Rural Livelihoods Promotion Society (NRLPS) has been set up at National Level in 2013 to provide professional and technical support to State Rural Livelihoods Mission (SRLM).

- (ii) NRLPS has designated State anchors for each State to maintain constant interaction and provide necessary guidance and support in the implementation process.
- (iii) Under the Skill Development component of NRLM, the earlier restriction that the allocation for this component should not exceed 25% of the total NRLM allocation has been removed to facilitate up scaling the Skill Development programme and enhancing the fund utilization under this component.
- (iv) Performance Review Committee (PRC) meetings are being held regularly for monitoring the physical and financial progress under the scheme.

The actual expenditure under NRLM during the first two quarter of the current Financial Year i.e. upto 30th September, 2016 was Rs. 1625.94 crore which is 54% of the total budget provision for the year. According to present indication, the pace of expenditure will be maintained through the year and the available budget provision will be fully utilized.

Pradhan Mantri Gram Sadak Yojana (PMGSY): After envisaging the new deadline for completion of PMGSY's objectives (i.e. by 2019 which is three years earlier than the previous target of the year 2022). The Ministry has communicated to all the States to enhance the pace of implementation of PMGSY projects. The Ministry has expedited the process of giving clearance to new projects for providing connectivity to all the pending habitations across the country. The States are also cooperating by chalking out new implementation plans and by increasing their utilization capacities by increasing the number of Programme Implementation Units (PIAs) as well as by staffing them adequately as per the norms to provide complete connectivity by the year 2019. The Ministry has also started rewarding high performing States with additional funds at the end of the year in order to incentivize well performing states and also instill sense of competitiveness in order to achieve the targets in time.

Pradhan Mantri Awas Yojana- Grameen (PMAY-G): The need to enhance utilization capacity of States is pertinent in view of increased budgetary allocation towards PMAY (G) for realizing the mandate of 'Housing For All'. Several reforms have been initiated by the Ministry in this direction. The fund flow mechanism under the scheme has been re engineered through the introduction of Direct Benefit Transfer (DBT) to overcome structural rigidities and inefficiencies. In FY 2015-16, more than Rs 7000 crore were disbursed to beneficiaries through the PFMS enabled electronic fund transfer module in AwaasSoft. By ensuring faster, seamless and prompt transfer of funds directly from the State nodal account to the beneficiaries' bank/post office account, the problems of delayed payments and parking of funds at various levels have been largely resolved. Transition to electronic payments has resulted in higher rates of utilization and absorption of funds under the scheme. Secondly, an android based mobile application- 'AwaasApp' has been launched for facilitating and expediting inspection of houses. The application empowers officials and citizens to capture and upload geo-tagged, time stamped photographs of the house at various stages of construction thereby reducing time lags in verification and disbursement of assistance to the beneficiaries. Further, States have been advised to constitute Project Monitoring Units (PMU) and hire dedicated personnel for technical supervision, MIS based monitoring and social mobilization to expedite the pace of house completion. Advisories have been issued by the Ministry to facilitate States to bear the above expenses from the 4% administrative funds disbursed under the scheme. Initiatives like training and certification of rural masons and documentation of design typologies for various housing

zones have also been undertaken to build capacity among States and to ensure that beneficiaries receive requisite technical facilitation. It is expected that these initiatives will allow States to improve implementation and overcome capacity constraints resulting in higher utilization of funds.

National Social Assistance Programme (NSAP): During the 12th Five year plan an amount of Rs.48642.00 crore were allocated initially to the NSAP schemes. However, till 2016-17 an amount of Rs. 43,259.51 crore has been allocated to NSAP. More than 87% of the fund allocated under NSAP has been released to States/UTs. Many States/UTs are not submitting their expenditure reported for the current year as well as the Utilization Certificates for the previous year on time. The Department is pursuing the matter with State/UT's for timely submitting the Utilization Certificates so that their request for release of further funds may be considered. It may also be stated that the allocation for NSAP for the year 2016-17 has also been increased from Rs.9082.00 crore in 2015-16 to Rs.9500.00 crore in 2016-17.

The effective monitoring is important for effective implementation of any scheme. Efforts are on to encourage all States/UTs to digitize data of NSAP beneficiaries and collect and link Aadhaar Numbers to their Bank Account. Payment of pension through DBT mode to the beneficiaries under NSAP schemes is being vigorously perused.

[O.M. No. H-11013/07/2016- GC(P), Dated: 07.11.2016]

Recommendation (Sl. No. 3, Para No. 2.4)

The Committee find that with a view to converge MGNREGA with NRLM, DDU-GKY, IAY, Swachh Bharat Schemes etc. the DoRD has taken initiatives like starting Mission Antyodaya (IPPEII), skilling of MGNREGA workers, permitting construction of houses and Individual Household Latrines (IHHLs) resulting in operationalisation of Cluster Facilitation Teams (CFTs) in 2569 blocks through submission of State Rural Development Plans (SRDPs), sanctioning of 17 State Skilling Plans and 6.03 lakh houses in different States and completion of 60,764 IHHLs upto December, 2015. It also came out during the course of evidence of the representatives of DoRD that under Deen Dayal Antyodaya Yojana 8.90 crore households with one or more poverty deprivations are to be included and under Pradhan Mantri Awaas Yojana every household is being asked about the nature of livelihood one needs whether covered under MGNREGA or not etc. by way of sending Facilitation Team in every Panchayat and in 20 States the work is over and the process is on. Various other issues like need for permitting use of MPLADS funds for earth works under MGNREGA and need for proper evaluation of fencing work came up before the Committee and the Committee has been informed that in both cases it is allowed in 60:40 ratio provided the material component does not exceed 40% at GP level when GP is PIA and at district level where district is PIA. The DoRD have candidly admitted before the Committee that special efforts are needed for convergence of all rural development programmes with Mission Antyodaya. The Committee, therefore, recommend that pace of convergence of MGNREGA with other rural development schemes be accelerated in other States also so that initiatives taken by DoRD are fruitful in a time bound manner.

Reply of the Government

Department of Rural Development has taken following initiatives to accelerate the pace of convergence of MGNREGA with other rural development schemes in States/UTs:

- **Convergence of MGNREGS with Swachh Bharat Mission (Gramin):** To achieve a clean India by 2019, 8.84 crore Individual Household Latrines (IHHLs) are to be constructed in the next 5 years. Out of 8.84 crore IHHLs, 2 crore IHHLs are to be constructed under MGNREGA, over a period of 4 years.

To achieve National Target, in current financial year, 2016-17, States/ UTs have targeted construction of 33.38 lakh IHHLs & as on 1st June, 2015, 12,64,883 IHHLs have been constructed after 2nd October, 2014, under MGNREGS.

- **Convergence of MGNREGS with Pradhan Mantri Awas Yojna (PMAY):** Under converge of MGNREGS & PMAY, 90 unskilled man days in plain areas and 95 unskilled man days in hilly and difficult areas are being provided under MGNREGS. In addition to this, IHHL in every PMAY house is being provided under MGNREGS.
- The Project LIFE- MGNREGA aims to plan and implement tailor-made livelihood interventions for rural households (that have completed 100 days' work under Mahatma Gandhi NREGA), in convergence with National Rural livelihood Mission (NRLM), Krishi Vigyan Kendras (KVKs) and Deen Dayal Updhyaya Grameen Koushalya Yojana (DDU-GKY) (previously Aajeevika - National Rural Livelihoods Mission), thereby, converting them into skilled persons.

[O.M. No. H-11013/07/2016- GC(P), Dated: 07.11.2016]

Recommendation (Sl. No. 4, Para No. 2.5)

The Committee also notice that DoRD has come out with National e-Financial Management System (e-FMS) in Kerala and e-Payment Monitoring System for transfer of wages into Bank Accounts under MGNREGA and have planned to upscale e-FMS in 10 States of Assam, Bihar, Haryana, Odisha, Uttar Pradesh, Uttarakhand, Punjab, Rajasthan, Karnataka and Tripura and 94% Gram Panchayats have been linked with e-FMS. In this connection, it also came out during the course of evidence of the representatives of DoRD that timely payment of wages has gone up from 28% in 2014-15 to as high as 48% currently and by June, 2016, the delayed payment will hopefully be brought down to 25% provided State Governments/UT Governments work faster on measuring works under MGNREGA and by using of National Financial Management System for which MoRD would be able to provide available resources. The Committee, therefore, call upon MoRD and States/UTs concerned specially, 16 prominently beneficiary MGNREGA States to fast-track their operations to first reduce and then eliminate the delayed payment of wages expeditiously as untimely or delayed payment would defeat the purpose of MGNREGA. The Committee also strongly feel that there is a need to plug the leaks in the system so that the wages/unemployment allowances are received by the workers on time.

Reply of the Government

As of now the timely payments of wages is 52% (14th October, 2016) in FY 2016-17. To plug the leaks in the system Aadhaar Based Payments have been initiated. For Aadhaar Based Payments the Aadhaar number of the workers are being collected and seeded in the NREGA Soft. Special camps are organized by states to collect the Aadhaar numbers and get it seeded in the Bank accounts of the MGNREGA workers. By October 2016, 22 States and UTs would be on NeFMS platform.

[O.M. No. H-11013/07/2016- GC(P), Dated: 07.11.2016]

Recommendation (Sl. No. 6, Para No. 2.7)

The Committee appreciate that DoRD has finally come out with developing a cadre of identified technicians under MGNREGA and have formulated a plan to train 3,000 Barefoot Technicians (BFTs) and make the BFTs available to Panchayats by 2016-17. In this connection, it also came out during the course of evidence of the representatives of DoRD that BFTs programme has been started in Chhattisgarh and taking into account the shortage of junior Engineers for measuring works under MGNREGA by way of selecting literate people among the workers as Barefoot Technicians under a certificate programme for timely completion of measurement of MGNREGA works throughout the Country. On the issue of measurement of works under MGNREGA at the hands of State Governments reportedly the main source of corruption, the Committee have been informed by DoRD that numbers of works at GP level that are measured by technical staff at GP and Block level and as such measurement work is to be monitored by State Governments. However Ministry advises the States on corrective measures from time to time. The Committee are dismayed to note that imparting Training of Trainers (ToTs) will be conducted based on demand from State Governments/UTs and State Government of Uttar Pradesh, Madhya Pradesh and West Bengal do not require such training at all. However, at the same time, DoRD plans to impart training for BFTs in various States including these States also. The Committee are not at all convinced by DoRD's move of going ahead with its proposed training calendar for such training even when States concerned do not want it. The Committee desire an explanation in this regard. The Committee however feel that such a move will definitely result in fighting corruption under MGNREGA in measurement work and will definitely change the ground situation. The Committee also recommend that DoRD should speed up positioning of BFTs at grass-root level taking into account the merit of the idea from Chhattisgarh.

Reply of the Government

The pilot training programme for Bare Foot Technicians (BFTs) Started in four states simultaneously; Chhattisgarh, Jharkhand, Kerala and Rajasthan. Subsequent to that, for the year 2016-17, a total of 18 States have proposed to undertake BFTs concept. Uttar Pradesh and Madhya Pradesh are now included in this, though West Bengal has stated that they do not have requirement of BFTs. In the year 2016-17, the Ministry is in the process of training all the State BFT Trainers as nominated by the State Government. These State BFT Trainers will further impart training directly to BFTs as per standardized module.

[O.M. No. H-11013/07/2016- GC(P), Dated: 07.11.2016]

Recommendation (Sl. No. 7, Para No. 2.8)

The Committee note that 100 days of employment is being given under MGNREGA in many States. The Committee feel that more than 100 days of employment can be given to workers/farmers on the basis of proportion of land available with them in terms of hectare and this will reduce evaluation, increase accountability, optimal use of funds and create assets. The Committee were informed that efforts are being made to identify the workers availing 100 days of employment for imparting skill development through Kaushal Vikas, RSETIs. DoRD has stated that the Ministry has launched a convergence initiative "Project Livelihood in Full Employment-MGNREGA" wherein youth of MGNREGA households that have completed 100 days of work have been surveyed regarding their willingness to be skilled and based on the responses, States have been asked to prepare State Skilling Plan (SSP) for skilling their youth under DDU-GKY(RSETIs/SRLM), DoRD has added that 20 SSPs have been approved by the Ministry and the skilling exercise has started. Keeping in view the need and importance of skilling of MGNREGA workers, the Committee recommend that efforts should be made to encourage all the other States to prepare the State Skilling Plan in order to expedite the skilling of workers under MGNREGA for achieving the intended purpose.

Reply of the Government

The State Skilling Plans of 23 States have been approved under Project for Livelihoods in Full Employment – Mahatma Gandhi NREGA (Project LIFE – MGNREGA) and implementation has started. All other States have been advised during labour budget meetings held in March, 2016, to submit their State Skilling Plans. Ministry is closely monitoring the implementation of this project.

[O.M. No. H-11013/07/2016- GC(P), Dated: 07.11.2016]

Recommendation (Sl. No. 9, Para No. 2.10)

The Committee are dismayed to note that the programmes addressing gender budgeting and gender responsive governance have sharply declined from 91 in 2013-14 to 52 in 2014-15. The DoRD admitted that only 52 programmes could be organised due to focus on other flagship programmes of the Ministry. The DoRD stated that in addition to training programmes, NIRD & PR has taken up a UN Women sponsored project titled "Promoting Women's Political Leadership and Gender Responsive Governance in India and South Asia" with the aim to create an enabling environment for women to become change agents in political decision making for promotion of gender equality. It has been added that the project has been rolled out in the selected sixteen districts of the States of Andhra Pradesh, Karnataka, Madhya Pradesh, Odisha and Rajasthan and 12 training programmes were conducted under this project which included workshops and 'Training of Trainers'. Keeping in view the importance of gender equality for inclusive development and that gender equality is one of India's biggest issues as per UNDP, the Committee desire that the project should also be rolled out in the remaining districts of all the States/UTs for promotion of gender equality. The Committee recommend that more training programmes should be organized on gender budgeting and gender responsive governance.

Reply of the Government

Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) is demand driven scheme ensuring inclusive growth in rural India through its impact on social protection, livelihood security and democratic empowerment. The Act mandates to provide at least 100 days of guaranteed wage employment in a financial year to every rural household whose adult members volunteer to do unskilled manual work. One of the goals of MGNREGA is empowerment of the socially disadvantaged, especially women, Scheduled Castes (SCs) and Scheduled Tribes (STs), through the processes of a rights-based legislation.

The participation of women in the MGNREGS has been increasing every year starting from 48.12% (2011-12) to 56.02% (2016-17 as on 14.10.2016).

[O.M. No. H-11013/07/2016- GC(P), Dated: 07.11.2016]

Recommendation (Sl. No. 11, Para No. 2.12)

The Committee's examination of outlays vis-a-vis expenditure so far during the 12th Plan as also physical performance under NRLM has revealed that huge gap between proposed outlay vis-a-vis actual outlays accompanied by under utilisation/surrender of funds and under achievement of targets in first two years of the current Plan in terms of promotion of SHGs and training of candidates because of time consumed in social mobilisation of institutional buildings prior to capitalization of SHGs and federations and delay occurred in revision of NRLM Guidelines. In the case of gap between outlay and expenditure, the Committee are dismayed to note that as against the proposed 12th Plan outlay of Rs. 48,107 crore, the approved outlay was as low as Rs. 29,000 crore which further was reduced to Rs. 17,705 crore at Annual Plans level. Further, the quantum of fund available at RE stage were not fully utilized leading to surrender of as high as Rs. 777.89 crore in 2013-14 with relatively small amount surrendered during 2012-13 and 2014-15 also. The Committee have been apprised that due to delay in revision of NRLM Guidelines there was under achievement in training aspect during 2015-16. The Committee have been apprised that with the change of funding pattern from 75:25 to 60:40 the total budget size of the States will increase and all States/UTs are in a position to scale up faster. In this connection, the representative of DoRD in his deposition before the Committee was hopeful that Rs. 2,705.00 crore for 2015-16 would be fully utilized and through 29 lakh SHGs, 3 crore beneficiaries have been benefited in 52,000 Gram Panchayats. States/UTs may also ask for higher funds at RE (2016-17). The Committee have also been informed that with a view to achieve 80-90 lakh SHGs, sufficient resources are to be made available in next few years. The Committee therefore, recommend the DoRD to utilise the allocation so that higher funds can be allocated at RE level for desired purpose and also un-interrupted flow of funds to be ensured for NRLM for coming years.

Reply of the Government

The actual expenditure under NRLM during the first two months of the current Financial Year i.e. upto 31st May, 2016 was Rs. 597.45 crore which is 22% of the total budget provision for the year.

According to present indication, the pace of expenditure will be maintained through the year and the available budget provision will be fully utilized. Additional requirement if any will be included in the proposal for R.E. 2016-17 based on progress of expenditure.

[O.M. No. H-11013/07/2016- GC(P), Dated: 07.11.2016]

Recommendation (Sl. No. 12, Para No. 2.13)

The Committee are constrained to note that NRLM is experiencing the challenges of inadequate professionals at State, District and Block level in the form of SMMUs, DMMUs and availability of social capital, significant variations are positioning professional staff affecting the over-all quality of NRLM with only 16 States equipped with Social Capital, identification of National Resource Organization (NRO) for facilitating creation of social capital. It came out during the course of evidence before the Committee that 19 crore rural households have been given bank linkages and States/UTs have been asked to submit State Rural Development Plans accordingly. It also came out before the Committee that in Uttar Pradesh and Uttarakhand not much headway has been achieved where SHG network is as low as 3% while submitting the over-all preparedness on NRLM for achieving the task ahead upto 2024-25. The Committee have been informed that all States are generating sufficient Social Capital in terms of Community Resource Persons and various round of activities under NRLM and a large number of quality and experienced manpower is also available in States. The Committee find that there is contradiction on the part of DoRD and desire an explanation in this regard. The Committee also recommend that challenges if any being faced under NRLM in the States including Uttar Pradesh and Uttarakhand be met through NRO in a time-bound manner.

Reply of the Government

It is true that the State of Uttar Pradesh and Uttarakhand have taken up the implementation of NRLM only in the latter half of 2013 due to delay in establishment of implementation structure including the setting up of the State Mission. In Uttar Pradesh, the programme has subsequently progressed at a brisk pace covering 21 blocks in 10 districts in first year and 78 blocks in 31 districts in 2nd year. The State is now planning to reach out to all 75 districts and has set a time frame to reach all 821 blocks by the year 2018-19. The expansion is being achieved through a large number of qualified and experienced Internal Community Resource Persons developed with the support of National Resource Organisations (NROs) namely SERP Andhra Pradesh, SERP Telangana and SRLM Bihar. The State plans to develop adequate level of social capital internally by end of 2016-17. The State is also planning to depute enough number of technical persons to ensure that the programme meets the necessary quality standard.

Uttarakhand has transited to NRLM in 2012-13. The scheme is being implemented in 6 districts and 15 intensive blocks as on 31st March, 2016. The state is in the process of entering into an MoU with an NRO, namely SERP Telangana, for institution building and capacity building of communities and development of community cadre under NRLM.

[O.M. No. H-11013/07/2016- GC(P), Dated: 07.11.2016]

Recommendation (Sl. No. 13, Para No. 2.14)

The Committee appreciate the steps taken by DoRD for implementation of NRLM like use of SECC data for identification of deprived and vulnerable households for mobilisation into SHGs. Criteria of dedicated fund for deepening financial inclusion, launching of Intensive Participatory Planning Exercise II in 967 NRLM Blocks for convergence, approval of proposal of 17 States for 'Start-up' programme, etc. The DoRD has stated that under dedicated funds for financial inclusion, proposals have been received from several States and after scrutiny, 15 proposals have been approved by the Ministry for implementation and funds are being released to the States. It has been added that the other States have not shown interest so far in implementation of SVEP. Keeping in view the initiatives being taken for implementation of NRLM, the Committee recommend that all the other remaining States/UTs should also be impressed upon to submit proposals for 'Start-up' Programme and also for financial inclusion for release of funds under the scheme.

Reply of the Government

SVEP has been approved for implementation in 16 states who are in the process of completing baseline and market potential studies and submitting DPRs for project implementation and final sanction of funds.

As per the original SVEP plan, the programme was to be rolled out in 24 states by 2016-17. The National Rural Livelihoods Promotion Society is assisting the remaining 8 states to prepare budget proposals. It is expected the at least 5 states would be in a position to submit proposal for taking up SVEP in 2016-17. Most of the States, especially the NE States, are facing difficulty in identifying Project Implementing Agencies (PIAs) as partners to implement the SVEP. NRLPS will be assisting the States to shortlist potential PIAs for implementing SVEP.

For dedicated funds a framework has been prepared for submission of proposals and the states have to fulfil certain requirements before submission of proposals. The states who have not submitted the proposals do not meet the criteria for getting the funds from dedicated funds. The states are being provided technical assistance for meeting the criteria for getting the dedicated funds for Financial Inclusion .

[O.M. No. H-11013/07/2016- GC(P), Dated: 07.11.2016]

Recommendation (Sl. No. 14, Para No. 2.15)

The Committee are dismayed to note that work relating to Baseline Survey is also lagging behind across the States. For instance, only three States of Bihar, Rajasthan and Haryana have submitted the reports to National Mission i.e. National Mission Management Unit (NMMU) in MoRD and are awaiting clearance from State Missions i.e. SMMUs. Madhya Pradesh and Chhattisgarh have submitted their draft final Base line Report with MoRD. Karanataka have completed survey and communal Draft Report preparation. In Gujarat, Odisha, Uttar Pradesh and Tamil Nadu, the survey is in progress. The Committee do not approve the slow pace on the issue of baseline survey across the States and recommend MoRD to impress upon the slow moving States specially where survey is still in progress to fast track their baseline survey for achieving the NRLM goal of inclusion of all households by 2024.

Reply of the Government

The current Status of Baseline Studies is as follows:

1. States of Bihar, Rajasthan, Haryana, Chhattisgarh, Jharkhand, West Bengal, Maharashtra, Madhya Pradesh and Karnataka have completed the study and shared the key findings. Assam, Uttar Pradesh and Odisha have completed the study and the final report is awaited.
2. The studies is in progress in Tamil Nadu. The MoRD is taking steps to fast track the completion of the studies.
3. For the North-Eastern and North-Western states, contract has been finalized with Development & Research Services Pvt. Ltd. Tools have been finalized and household survey will be commissioned shortly.

[O.M. No. H-11013/07/2016- GC(P), Dated: 07.11.2016]

Recommendation (Sl. No. 15, Para No. 2.16)

The Committee are glad to know that DoRD has finally come up with the much required concept of placement assured skill training programme (DDU-GKY) for providing employment to rural youth in the age group of 15-35 in a PPP mode with a view to contribute to the Prime Minister's 'Make in India campaign' with the object of positioning India as a global preferred manufacturing hub dovetailing its efforts to significantly contribute in other flagship programmes of the Country. The Committee also appreciate the important feature of the programme mandating full payment to Project Implementation Agencies (PIA) only after placement of as large as 75% of the trained candidates takes place. It also came out during the course of evidence that States/UTs Governments have been asked to prepare action plans showing clearly the details of training centers, trainers etc. In this connection, a representative of the DoRD in his deposition before the Committee explained that the States/UTs Governments have been asked to take the lead on their own. The Committee, however, are constrained to note that DDU-GKY is also experiencing implementation constraints like shortage of funds for management requirements and shortfall in targets in training of candidates. The Committee have also been informed of the revamping initiatives taken in the field of capacity building for rural youth to address the needs of rural and global skill requirements, focus on DDU-GKY on employer related projects, standard operating quality processes and Training of Trainer (ToTs), online fund releases to the beneficiaries, convergence of Livelihood in Full Employment (LIFE)(MGNREGA) and Sagarmala Project with Ministry of Shipping etc. In view of the foregoing, the Committee observe that the DDU-GKY is need of the hour in the context of making available manufacturing hub at the doorstep of the rural poor and at the same time strengthening the rural infrastructure in years to come. The Committee feel that this Scheme may solve the problem of exodus of rural population to urban areas also. The Committee also recommend the DoRD to sort out the implementation constraints made out before the Committee in consultation and in coordination with different stakeholders i.e. State/UTs Governments, private companies etc.

Reply of the Government

The placement linked skill development program for rural poor youth, i.e. DDU-GKY, is being implemented through nearly 1086 Training centers in 21 States covering 568 Districts in 363 job-roles under National Council for Vocational Training/ Sector Skills Councils certification. In the Financial Year 2015-16, a total of 2.70 lakh candidates have been trained.

It is further stated that the Government vide its decision on 02.012.2015 has removed the budgetary restriction on DDU-GKY, which restricted its annual budget to 25% of annual allocation for National Rural Livelihoods Mission, DDU-GKY has been allocated Rs. 600 crores as Budget Estimate in the year 2016-17. The Government has also decided to allow Administrative expenses for DDU-GKY at the rate of 6% of annual expenditure to the State Governments for strengthening their capacities to implement the program.

The Ministry is also undertaking quarterly review meetings regularly with the State Governments on implementation of DDU-GKY. As part of measures for streamlining program implementation with standard norms for skill development in the country, DDU-GKY has been aligned with Common Norms notified by the Government for skill development schemes in the country.

[O.M. No. H-11013/07/2016- GC(P), Dated: 07.11.2016]

Recommendation (Sl. No. 16, Para No. 2.17)

The Committee are constrained to note that the PMGSY has suffered huge reduction of funds during 12th Plan (2012-17) period. For instance, as against the requirement of funds of Rs. 2.03 lakh crore recommended by the Working Group on Rural Roads, the actual projection by Planning Commission was as low as Rs.1.73 lakh crore only and the GBS allocation worked out by Planning Commission was only Rs.1.24 lakh crore. Further, the actual total allocation was only Rs.1.05 lakh crore and the total allocation in BE was only Rs.93,382 lakh crore which at RE stage remained only Rs.51,076 lakh crore (excluding BE 2016- 17). The Committee thus find that as against Rs. 2.03 lakh crore as recommended by the Working Group on Rural Roads the PMGSY, actually, could get Rs. 51,076 crore i.e. 25% of the original demand worked out by Working Group on Rural Roads. The Committee are also constrained to find that alongwith this there are liabilities/requirement of funds of the order of Rs. 47,552.49 crore for ongoing projects by reason of Rs.1.80 lakh crore value of projects cleared minus funds already released to States of Rs.1.34 lakh crore and NABARD loan liability of Rs.1,367.93 crore. DoRD has also stated that as per Monthly Progress Report (MPR) of February, 2016 projects worth Rs. 41,144.60 crore are pending at various stages in almost all the States and more prominently in Madhya Pradesh, Odisha, Uttar Pradesh and Bihar.

The Committee have reviewed the year-wise figures of availability and utilisation of funds under PMGSY also and have noticed that BE (2013-14) of Rs. 21,700 crore have been severely reduced to Rs.9,700crore and the BE (2014-15) of Rs. 14,391 crore was also reduced to the level of Rs. 14,200 crore due to under utilisation of funds and interest accrued thereto following procedural delays resulting in sanctioning of a few fresh projects during 2013-14 and 2014-15. It came out before the Committee that during 2014-15 due to paucity of funds, adequate funds could not be released to States/UTs which in turn led to

demobilization of men, material and machinery and slowed the pace of the PMGSY works. The Committee have been informed that BE (2015-16) of Rs.14,291 crore had been augmented to the level of Rs.18,291 by way of First Supplementary and Second Supplementary Grants of Rs.1,000 crore and Rs.3000 crore. The Committee are dismayed to note that even after release of Rs. 18,291.00 crores as low as only Rs. 13,189.81 crore has been utilized. The Committee, therefore, question the very basis of demand of funds under PMGSY, particularly when the Ministry is unable to utilize about Rs. 5,000 crore under PMGSY and recommend that States/UTs be asked to gear up their implementing machinery for optimal utilization of funds. The DoRD has also stated that because of change in funding pattern, States would have sufficient funds to complete balance/ongoing projects during 2015-16 and for years to follow. As for 2016-17, Rs.19,000crore has been proposed under PMGSY and it came out during the course of examination that under PMGSY 60% is shared by Centre and 40% is shared by States. On this analogy, a total of Rs.27,0000crore would be available for PMGSY during 2016-17. In this connection, the Committee are unable to comprehend as to how with the available BE (2016-17) of Rs. 19,000 crore, the MoRD is going to complete the pending projects worth Rs. 41,144.60 crore. The Committee, therefore, desire a clarification in this regard.

The Committee's examination of total requirement of funds and total liabilities for pending projects and year-wise analysis clearly indicate that there is a contradiction between the two. In detailing out total requirement and liability the DoRD has stated that Rs.47,552.49crore is a total liability whereas year-wise analysis the DoRD has stated that present level of funds are currently sufficient for ongoing projects and for years to follow. The Committee are not convinced with the reply of DoRD and seek a clarification in this regard. Meanwhile the Committee also recommend DoRD to impress upon the States/UTs for completing large number of pending PMGSY works in different States including Madhya Pradesh, Odisha, Uttar Pradesh and Bihar to utilise the available funds so that funds are not reduced at RE (2016-17).

Reply of the Government

The allocation of Pradhan Mantri Gram Sadak Yojana (PMGSY) for the year 2015-16 was increased to Rs. 18,291 crore at RE stage. Out of this, an amount of Rs. 15,186.71 crore was released to the States for implementation of the scheme and the remaining amount was utilized to service the committed liabilities of the scheme (eg. Payment of NABARD loan and interest etc.). Against this released amount, the States have reported an expenditure of Rs. 15,785.36 crore as on 31.03.2016. PMGSY has envisaged completing the objectives of the scheme by the year 2019. To achieve this, PMGSY has started giving clearance to road works for providing connectivity to pending habitations in all the States. This is going to increase the value of pending works available with the States. With new sharing pattern and increased allocation of PMGSY, if kept consistent at the 2016-17 levels in the ensuing years, would be sufficient to complete the objectives of the scheme and in case the scheme falls short of funds to achieve this, then this issue would be raised before Ministry of Finance at appropriate time in future.

In order to achieve the objectives of the scheme by 2019, the States have increased the pace of construction to 133 Km/day from previous levels of 100 Km/day. Also, the 9 laggard states namely Assam, West Bengal, Odisha, Bihar, Jharkhand, Chhattisgarh, Rajasthan, Jammu & Kashmir & Uttarakhand where substantial PMGSY works remains to

be completed have formulated accelerated annual action plan for next 3 financial years specifying month-wise, Project Implementation Unit (PIU) wise targets, in consultation with MoRD. Compliance of this is being regularly monitored.

[O.M. No. H-11013/07/2016- GC(P), Dated: 07.11.2016]

Recommendation (Sl. No. 17, Para No. 2.18)

The Committee's examination of work done under PMGSY reveals that PMGSY could only accomplish 65% connectivity of rural roads since inception. In this connection the Committee have come across various implementation constraints coming in the way of PMGSY roads. The Committee have been apprised by DoRD that since 'Rural Road is a State Subject and PMGSY is a onetime special intervention of Government of India to improve rural infrastructure through construction of roads, the responsibility of timely completion of these roads lies with State Governments. The DoRD has also highlighted that Left Wing Extremism (LWE) violence affected States of Bihar, Jharkhand, Odisha, Chhattisgarh, Madhya Pradesh and hilly States of J&K, Uttarakhand, Himachal Pradesh including North Eastern States are still facing some constraints in their execution capacities and contracting capacities due to law and order problem, difficult hilly terrain, unfavourable weather conditions, i.e. less working season and non-availability of materials. In this connection, various steps taken have been spelt out before the Committee for effective implementation of PMGSY work in hilly States and LWE affected 82 selected Tribal and Backward districts under Integrated Action Plan (IAP) identified by Ministry of Home Affairs by relaxing the criteria for eligibility in terms of population from 500 to 250 in such habitations and in the case of More Intensive IAP Blocks further to the level of 100 persons with special dispensation in awarding PMGSY work with nonresponsive tenders in these IAP districts, periodic Regional review by Empowered Committee Meetings for strengthening execution capacity, imparting of training to field engineers, focusing on capacity building through NRRDA of 1000 personnel of SRRDAs/PIUs etc. In this connection, the Committee find that DoRD has set out the target for covering the left out unconnected eligible habitations as per 2001 Census by 2019 and 33,000 habitations covering a rural length of more than 1.30 lakh kilometers is yet to be connected. In this connection, it also came out before the Committee that there is a need for coverage based on Census 2011 and the Committee has been apprised that first priority of Government is to connect 35% of remaining habitations. In this connection, a representative of DoRD in his candid admission before the Committee submitted that after getting funds from first and Second Supplementary Grants in January 2014 and February, 2016, the per day 120 – 125 kms of rural road is being built which has to go to 170-175 kms per day. The Committee are unable to comprehend that as against the task of constructing rural roads of the order of 1.3 lakh kms by 2019, how the Ministry would be able to achieve the target with a speed of 120-125 kms per day.

The Committee, however, feel that in the light of under achievement of targets during 2015-16, the Department of Rural Development has to gear up their implementation machinery not only to replenish the gap arising out of under achievement of targets during 2015-16 but should speed up the pace of construction of rural roads in a aggressive way. The Committee also feel that in the light of implementation constraints and steps already taken and in the light of task ahead there is a need to move faster across the States

especially IAP Districts in 82 IAP districts affected by LWE and hilly States by way of achieving timely coordination with NRRDA / SRRDAs etc.

Reply of the Government

Under PMGSY, the problem of Left Wing Extremism is addressed by focusing on the 34 most intensive IAP districts spread over 7 States (Andhra Pradesh, Bihar, Chhattisgarh, Jharkhand, Maharashtra, Orissa, and Telangana). In these States, the eligibility criteria of population for taking up new connectivity roads and upgradation roads have been relaxed. Similarly, tendering and tender award criteria have also been relaxed. In the aforesaid 7 States and 34 LWE districts, there are 25,178 eligible habitations, out of which, 16,346 habitations have been sanctioned/cleared under PMGSY (64.92%). Out of the habitations sanctioned under PMGSY, 10,087 habitations have been connected till 31st August, 2016 (61.7% of cleared habitations and 40.06% of eligible habitations). Out of 11,016 roads sanctioned covering 42,072 km of roads, 7815 no of roads covering 29765 km have been completed as informed by the State Governments as on 31/08/2016.

Based on the recommendations of the Sub-Group of Chief Ministers on Rationalization of Centrally Sponsored Schemes, communicated by Department of Expenditure, Ministry of Finance the fund sharing pattern under PMGSY is 60:40 between the Centre and States (except for 8 North Eastern and 3 Himalayan States for which it will be 90:10) for all the ongoing as well as outstanding works. In order to accelerate the implementation and time bound completion of the Scheme in the States till 2019, the Government has decided to provide substantial enhancement of allocation for PMGSY since the year 2015-16 onwards.

For accelerated execution of PMGSY, the Ministry of Rural Development in consultation with the Ministry of Finance has formulated an Action Plan to achieve the target of the Scheme early by 2019 instead of 2022 with enhanced financial allocation to the States and modified funding pattern in the Scheme. In view of the availability of substantial additional allocation of funds under the Scheme, it has also been decided to consider new proposals from the States for sanctioning the projects to provide connectivity to the balance eligible unconnected habitations under PMGSY.

Monitoring of PMGSY:

Ministry is closely monitoring the pace of works in the slow performing States (LWE States and Hill States) for enhancing the pace of execution of PMGSY works. Accordingly on the direction of the Ministry 9 States (Assam, West Bengal, Orrisha, Bihar, Jharkhand, Chhattisgarh, Rajasthan, Jammu & Kashmir, Uttarakhand) where substantial PMGSY works remains to be completed have formulated Annual Action Plan for next 3 financial years specifying month-wise, Project Implementation Unit (PIU) wise targets, in consultation with MoRD. Compliance from the State Government is being regularly monitored by the Ministry.

In order to accelerate PMGSY works in LWE districts, Ministry is closely monitoring the implementation of PMGSY in the states at the level of Secretary (RD). Regular video conference is being held in the Ministry which is been chaired by Secretary(RD) and at the state level, the Principal Secretary of Nodal department, District Magistrate of the concerned districts are been invited to attend the video conference. Recently such video conference has been held with the State Government of Orissa and Bihar. Record of discussion has been circulated seeking compliance from the states. More such video conference will be organized in the coming weeks with all the LWE States.

[O.M. No. H-11013/07/2016- GC(P), Dated: 07.11.2016]

Recommendation (Serial No. 20, Para No. 2.21)

The Committee's examination of Pradhan Mantri Awaas Yojana (PMAY) (Rural Housing), the erstwhile IAY has revealed that during 12th Plan this scheme has experienced steep reduction of budgeted amount at RE stages during first three years vis. 2012-13 to 2014-15 leading to shortfall in achievement of physical targets and have witnessed huge unspent balances in different States during 2014-15 and 2015-16 by reason of late releases during 2015-16. Structural deficiencies in the existing fund transfer and many legacy issues, non-reconciliation of accounts, non-completion of houses in given timeframe, non-releases of matching share by States/UT Governments etc. For instance the Committee are constrained to note that during 2012-13 Budget Estimate of Rs. 11,025 crore were reduced to Rs. 9,024 crore. In 2013-14 BE of Rs. 15,184 crore were reduced to Rs. 13,184 crore at RE stage. In 2014-15 the BE of Rs. 16,000 crore were reduced to Rs. 11,000 crore. Further, during 2015-16 against the BE and RE of Rs. 10,025 crore, the releases were only Rs. 8,061 crore. In the case of unspent balances the Committee are constrained to note that during 2014-15, Rs. 5,540.03 crore were unspent as on 31.03.2015 which in 2015-16 rose to Rs. 7,452.73 crore as on 01.03.2016 and prominent States where large amount of unspent balances were West Bengal, Assam, Uttar Pradesh, Bihar, Maharashtra and Odisha. It also came out during the course of evidence that non-uploading of information on 'Awaas Soft' by different States was the reason for these unspent balances.

The DoRD has also apprised the Committee about steps taken for liquidating unspent balance which inter-alia include wider use of 'Awaas Soft' for real-time monitoring and cross verification of physical progress, rolling out mobile-app for inspection and uploading of photographs, electronic transfer of Rs. 5,254.40 crore out of total Central releases of Rs. 8,061.45 crore as on 31.01.2016. The Committee feel that still there is a long way to go for hundred percent electronic transfer. The Committee desire that all out effort should be made to liquidate unspent balances during 2014-15 and 2015-16 across all the States specially big States referred to above for smoother implementation of the PMAY scheme in future.

Reply of the Government

The main reasons behind unspent balances are structural rigidities in fund flow mechanism, existence of multiple accounts and weak monitoring mechanisms which result in funds lying unutilised at various levels in the State. A major initiative in the form of Direct Benefit Transfer to the beneficiary, through an electronic platform, has been introduced in FY 2015-16 in the rural housing scheme. By ensuring faster, seamless and prompt transfer of funds directly from the State nodal account to the beneficiaries' bank/post office account, the problems of delayed payments and parking of funds at various levels have been largely resolved.

In order to ascertain the exact amount of scheme funds lying at district and block level, States have been repeatedly instructed to assess and transfer such funds to the State Nodal Account (SNA) by July, 2016. Once the exercise of transferring funds from district and block accounts to the SNA is concluded, States will be able to make a transition to comprehensive electronic payments. All transactions i.e. disbursement of funds to beneficiaries, payment to vendors for material and transfer of administrative expenses would be routed electronically through the PFMS- Awaas Soft platform. Further, DoRD is

regularly reviewing the status of fund transfer into the SNA during monthly meetings of PMAY (G) Coordinating Officer's to ensure the above exercise is expedited.

[O.M. No. H-11013/07/2016- GC(P), Dated: 07.11.2016]

Comments of the Committee

(Please see Paragraph No. 20 of Chapter I of the Report)

Recommendation (Sl. No. 21, Para No. 2.22)

The Committee are glad to hear that learning lessons from findings of C&AG Report on Rural Housing that inter-alia focussed on various deficiencies in IAY like non-assessment of housing shortage in 11 States, delay in completion of IAY houses, non inspection of IAY units etc. the DoRD had admitted candidly before the Committee that above issues reflect major shortcomings in implementation of scheme and number of initiatives like strengthening of on-line monitoring mechanism, developing application to facilitate inspections, evolving guidelines for use of SECC to estimate housing shortage, identification of beneficiaries and certification of reasons to plug these loopholes. The Committee equally appreciate that convergence with MGNREGA has been linked by developing real-time link with MGNREGA Soft server benefiting additional resources by claiming their entitlement of 90/95 of paid unskilled labour for construction of houses under IAY. The Committee also appreciate that all States have been asked to disburse financial assistance for houses sanctioned under IAY in financial year 2015-16 directly to the beneficiary through eFMS platform. The Committee are glad to also note that with a view to realise the goal of 'Housing for All by 2022', the Cabinet has finally approved the proposal on 23 March, 2016 for 'Revamping of Indira Awaas Yojana' into Pradhan Mantri Awaas Yojana' to realize the Government vision of providing 'Housing for All' by 2022, entailing enhanced per unit assistance of Rs. 1 lakh in plain and Rs. 1.3 lakh in difficult areas/hilly States/IAP districts for construction of 1 crore houses in rural India over the next three years from 2016-17 to 2018-19 and Rs. 81,975 crore would be required for that purpose Rs. 60,000 crore would be met by budgetary sources and Rs. 21,975 would be from borrowing from NABARD. Further additional support of Rs. 5,000 crore would be needed in 2016-17 the terminal year of the 12th Plan. The Committee feel that all out efforts should be made by DoRD as also States/UTs to achieve the goal of 'Housing for All' by 2022 by full utilisation of enhanced amount of Rs. 15,000 crore fund for 2016-17 and funds already quantified for three years i.e. 2016-17 to 2018-19 as approved by the Cabinet.

Reply of the Government

Several reforms and measures have been initiated by DoRD to enhance utilization capacity of State/UTs in view of increased budgetary allocation towards PMAY (G) for realizing the goal of 'Housing For All'. The fund flow mechanism under the scheme has been re engineered through the introduction of Direct Benefit Transfer (DBT) to overcome structural rigidities and inefficiencies. In FY 2015-16, more than Rs 7000 cr were disbursed to beneficiaries through the PFMS enabled electronic fund transfer module in Awaas Soft. By ensuring faster, seamless and prompt transfer of funds directly from the State nodal account to the beneficiaries' bank/post office account, the problems of delayed payments

and parking of funds at various levels have been largely resolved. Transition to electronic payments has resulted in higher rates of utilization and absorption of funds under the scheme. Secondly, an android based mobile application- 'Awaas App' has been launched for facilitating and expediting inspection of houses. The application empowers officials and citizens to capture and upload geo-tagged, time stamped photographs of the house at various stages of construction thereby reducing time lags in verification and disbursement of assistance to the beneficiaries. Further, States have been advised to constitute Project Monitoring Units (PMU) and hire dedicated personnel for technical supervision, MIS based monitoring and social mobilization in order to expedite the pace of house completion. Advisories have been issued by the Ministry to facilitate States to bear the above expenses from the 4% administrative funds disbursed under the scheme. Initiatives like training and certification of rural masons and documentation of design typologies for various housing zones have also been undertaken to build capacity among States and to ensure that beneficiaries receive requisite technical facilitation. It is expected that these initiatives will allow State/UTs to improve implementation and overcome capacity constraints resulting in higher utilization of funds. Further, projection of cash requirement in FY 2016-17 reflects that Rs 15,000 crore will be utilized by December, 2016 on account of release of committed liabilities for past years and first installment under PMAY (G).

[O.M. No. H-11013/07/2016- GC(P), Dated: 07.11.2016]

Recommendation (Serial No. 23, Para No. 2.24)

The Committee are constrained to note that Saansad Adarsh Gram Yojana (SAGY) has not been given separate funds for making adopted 'Grams' as 'Adarsh Grams' and whatever funds that are available under different scheme have to be used for SAGY scheme. This has converted the SAGY scheme into a source of embarrassment for MPs among the masses who have adopted such Adarsh Grams. In this connection, even a demand has come up before the Committee to close the scheme with a view to save the MPs from further wrath of people. In this connection, the representative of DoRD also admitted candidly. Before the Committee that lot of problems are emanating from no provision of funds for SAGY scheme. In this connection, the Committee were also apprised by a representative of DoRD during the course of evidence that as advised by Hon'ble Minister for Rural Development that for four basic areas of electricity, potable drinking water, PMGSY roads and school infrastructure, the DoRD is coordinating with concerned Departments and if means are required that also be looked into and upto what extent funds are to be given in single villages that is also being considered. In this connection, the DoRD has also apprised the Committee that for financial year 2014-15 one time assistance of Rs. 50,000 for each SAGY Gram Panchayat is to be used by collectors/DMs for meeting administrative purposes and in Financial Year 2015-16 States/UTs have been given similar amount as one time financial assistance for hiring resource person and meeting administrative expenses. The Committee also notice that DoRD has already written to 21 concerned Ministries to make necessary modifications in Guidelines of different Central/Centrally Sponsored Schemes so as to achieve convergence at Gram Panchayat level for development of Gram Panchayats identified under SAGY. Besides, number of State schemes are also required to be converged with this scheme to maximise the benefit. In this connection, the Committee find that DoRD has also brought out three publications of 'Sankalan', 'Samanvay' and 'Panchayat Darpan' showing initiatives taken by MPs in SAGY

Gram Panchayats, compilation of Central/Centrally Sponsored and State schemes for convergence and developing 35 point indicators for monitoring progress of SAGY Gram Panchayat. Besides, advisories have been issued by various Ministries/Departments also. The Committee feel that work on these areas be also expedited for ensuring real convergence of funds at Gram Panchayat levels and also for the intended purpose under SAGY scheme. Meanwhile, the Committee also find that the issue of making available funds for these schemes is being currently considered by MoRD. The Committee feel that a final decision be taken on this issue expeditiously.

Reply of the Government

SAGY is primarily about unleashing the power of people who are expected to inculcate pride in village, encourage societal change/behavioural change, take collective responsibility and initiate People projects. The development of Gram Panchayats identified under SAGY is intended to take place through the convergence and implementation of existing Government Schemes and Programmes without allocating additional funds. In pursuance of above, the relevant Ministries / Departments of the Central Government have been requested by the Ministry of Rural Development to make suitable changes, wherever appropriate, in the guidelines of their respective Central Sector and Centrally Sponsored Schemes / Programmes to enable priority to be given to the Gram Panchayats selected under SAGY. So far different Ministries/Departments have made changes in 21 of their Programme/Scheme guidelines. A number of state schemes are required to be converged with this scheme for maximising benefit. This would require the guidelines of State Schemes/Programmes to be suitably amended to give automatic and mandatory priority to the GPs selected under SAGY. The states/UTs have been requested to do the needful in this regard. However, as a onetime assistance, in the Financial Year 2014-15, the States had been given funds at the rate of Rs. 50,000/- for each SAGY Gram Panchayat to be used by the Collectors/DMs for meeting administrative expenses. In the Financial Year 2015-16, the States/ UTs have been given varied amounts as a one-time financial assistance for hiring resource persons and meeting administrative expenses at the State/UT level under Saansad Adarsh Gram Yojana (SAGY).

[O.M. No. H-11013/07/2016- GC(P), Dated: 07.11.2016]

Comments of the Committee

(Please see Paragraph No. 26 of Chapter I of the Report)

Recommendation (Sl. No. 24, Para No. 2.25)

The Committee's examination has revealed that a sum of Rs. 300 crore has been proposed for 2016-17 under Shyama Prasad Mukherjee RURBAN Mission that was started on 16.09.2015 with an outlay of Rs. 5,142.08 crore aiming to develop 300 rural growth clusters called RURBAN Clusters across the States/UTs for triggering overall development in the region, by way of provisioning economic activities developing skilled local entrepreneurship and providing infrastructure, amenities under 14 different components like skill development, Agro processing, fully equipped mobile health unit, upgrading of schools

etc. The Committee find that in first phase out of 100 clusters as many as 77 clusters have been submitted to MoRD. The Committee feel that the scheme be implemented in a faster way for achieving the intended objective.

Reply of the Government

The Government of India has approved the Shyama Prasad MukherjiRurban Mission (SPMRM) with an outlay of Rs.5142.08 crores on 16.09.2015.

The Mission aims at development of 300 rural growth clusters called 'Rurban Clusters' which have latent potential for growth, in all States and UTs, which would trigger overall development in the region. These clusters would be developed by provisioning of economic activities, developing skills & local entrepreneurship and providing infrastructure amenities.

These clusters would be strengthened with the required amenities for which it is proposed that resources be mobilized through convergence of various schemes of the Government, over and above which a Critical Gap Funding would be provided under this Mission, for focused development of these clusters.

Most importantly, the clusters would be duly notified as planning areas and comprise well planned layouts following the planning norms (as laid down in the State Town and Country Planning Acts/similar Central or State statutes as may be applicable), which would be duly notified by the State/UTs. These plans would be finally integrated with the District Plans/Master Plans as the case may be.

Progress So Far

In the first phase of the mission Ministry has allocated 100 clusters to States. The following workshops have been held to roll out the mission:

1. Consultation on Framework of Implementation (FoI) with Experts and States on October 13th, 2015
2. Consultation on Framework of Implementation (FoI) with all States on November 6th, 2015
3. Orientation to 18 States on December 17th and 18th, 2015 in Hyderabad
4. Orientation to North Eastern & Himalayan States on December 22nd and 23rd, 2015 in Tripura.
5. Inter Ministerial consultation on 21.01.2016
6. NRuM Pre – Launch Consultations- October, 2015 to February 2016 with leading experts, stakeholders and State RD representatives.
7. **Launch of National Rurban Mission by the Hon'ble Prime Minister** at Dongargarh Rurban Cluster of Chhattisgarh on 21st February, 2016.
8. **Approval of 100 Rurban Clusters by the Ministry of Rural Development in the phase-I of the Mission.**

Post Launch Milestones Feb 2016 – Till Date

1. Release of Rs. 35.00 Crores for 29 States. – 81 Non Tribal and 19 Tribal Clusters towards ICAP Preparation and Setting up of State Institutional Frameworks.
2. 9 ICAPs from - Andhra Pradesh & Chhattisgarh approved by the first Empowered Committee(EC) on July 25th, 2016.
3. First Installment released to the above States for 9 Clusters- 3 Tribal and 6 Non Tribal Clusters- Rs 67.50 Crores.
4. 28 ICAPs from 8 States- Arunachal Pradesh, Jharkhand, Kerala, Mizoram, Maharashtra, Odisha, Rajasthan and Tripura approved by the Second Empowered Committee On August 23rd 2016.
5. First Installment released to the above States for all 28 Clusters- 7 Tribal and 21 Non Tribal Clusters- Rs. 136.19 Crores.
6. 13 more ICAPs from 5 States namely Gujarat, Sikkim, Manipur, Tamil Nadu and Punjab approved in EC on 27th September, 2016.
7. Progress has commenced on field in 10 States and 37 clusters.

[O.M. No. H-11013/07/2016- GC(P), Dated: 07.11.2016]

CHAPTER III

RECOMMENDATIONS WHICH THE COMMITTEE DO NOT DESIRE TO PURSUE IN VIEW OF GOVERNMENT'S REPLIES

Recommendation (Sl. No. 10, Para No. 2.11)

The Committee find that there is a scarcity of rural labour to work on MGNREGA wage rate particularly in the areas of Maharashtra and adjoining developing areas of Gujarat. As regards the overall policy of revision of wage rates and periodic revision of wage rates under MGNREGA, the Committee were apprised that wage rates for workers under the Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA), 2005 are notified and revised annually by the Central Government in accordance with the provisions of section 6(1) of the Act. To ensure that the wages of workers under the MGNREGA are protected against inflation, the Central Government decided to index the MGNREGA wage rate with the Consumer Price Index for Agricultural Labour (CPI-AL). The Committee were further apprised that MGNREGA wages are revised in March, 2016 with effect from 1st April, 2016. The next revision is likely to take place in March 2017 to be effective from 1st April 2017. The Committee are of the firm opinion that the wage rates under MGNREGA should be periodically revised in line with inflationary trends for generating more employment and making the scheme successful. The Committee may be apprised of the position regarding revision of wages in March, 2016 to be effective from 01.04.2016.

Reply of the Government

The wage rates under Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) are indexed to the Consumer Price Index for Agricultural Labour (CPI-AL) and are revised every year with effect from 1st April. Wage rates effective from 1st April, 2016 have been revised vide Ministry's Notification dated 23/03/2016. State/UT- wise revised MGNREGA wage rates are given in the Annexure-II.

[O.M. No. H-11013/07/2016- GC(P), Dated: 07.11.2016]

Recommendation (Sl. No. 19, Para No. 2.20)

The Committee's examination has revealed that post construction maintenance of PMGSY works has been the focus of attention from time to time. The Committee recall that last year also the Committee had examined the issue and were apprised that all PMGSY roads are covered by 5 year maintenance contract, entered into alongwith the construction contract with the same construction in accordance with Standard Bidding Document (SBD) and maintenance funds to the service to contract are budgeted by State Government and on expiry of 15 years post construction maintenance, the State Government make necessary budget provision to place such road under zonal maintenance contracts. In this connection, the Committee have been further apprised that States have been asked to notify State Specific Rural Road Maintenance Policies and ten States of Himachal Pradesh, Uttarakhand, Uttar Pradesh, Rajasthan, Bihar, Jharkhand, Madhya Pradesh, Chhattisgarh,

Tamil Nadu and Assam have notified such policies. In this connection, the issue of poor maintenance of PMGSY road in Uttar Pradesh (specifically in district Bijnaur), and Odisha, came out before the Committee during the course of evidence and necessary follow up has been obtained from DoRD. The Committee, however, feel that although different States have notified maintenance policies, yet there is a need to inspect such roads at regular intervals by National Quality Monitors (NQMs) across the States irrespective of receipt or non-receipt of complaints emanating from different sources. The Committee also feel that currently the monitoring of PMGSY is also being done by app 'MeriSadak' stipulating timely action on such cases. The Committee visualise that rural poor are still far away from the reach of such app. The Committee, therefore, feel that a calendar of inspection by NQMs be chalked out for looking after the needs of maintenance of PMGSY works across the States. The Committee also recommend DoRD to persuade other States to come out with State specific maintenance policies on the lines of the States which have already notified such policies.

In this connection, it also came out before the Committee that in some PMGSY road sites, sign-boards indicating details of the names of contractors alongwith his contact number, life of the PMGSY road site etc. are not put up. The Committee, therefore, feel that for the benefit of the common man, such details should invariably be displayed wherever the PMGSY road works have been completed to have a more transparent system.

Reply of the Government

The States were requested to customize and evolve their Rural Road Maintenance Policies to suit State specific needs. Maintenance policies have been finalized by Rajasthan, Uttar Pradesh, Bihar, Chhattisgarh, Madhya Pradesh, Uttarakhand, Himachal Pradesh, Assam, Tamil Nadu, Jharkhand and Punjab. Other States are in the process of finalizing the policy.

NRRDA has been issuing schedule of inspection of road works every month allocating two districts in a State for inspection of ongoing road works and road works completed. Henceforth, while issuing the monthly schedule of inspections, the NQMs would be asked to inspect two such roads in each district which are out of initial 5 years of maintenance contract. Accordingly, State Quality Coordination (SQC) of all States have been asked to propose such roads while finalizing the project schedules for inspection by NQMs. A copy of the communication dated 07th June, 2016 sent to SQCs of all States is enclosed. Further, C-DAC has also been requested to develop a separate report depicting the quality of maintenance (in specified three categories) for all such roads which have been inspected by NQMs from maintenance angle and were out of initial 5 years maintenance contract on the date of inspection.

State Quality Coordinators (SQC) of all States would be asked to ensure proper maintenance/installation of such sign boards at all PMGSY road sites. A communication dated 7th June, 2016 has been sent to SQCs of all States to ensure proper maintenance/installation of such sign boards at all PMGSY road sites.

[O.M. No. H-11013/07/2016- GC(P), Dated: 07.11.2016]

Recommendation (Sl. No. 25, Para No. 2.26)

The Committee are dismayed to note that SECC, 2011 that was to be completed by December, 2015 is yet to be completed mainly by reason of state of preparedness is not similar in different States. The Committee are unhappy to note that almost full funds for SECC, 2011 for 2015-16 of the order of Rs. 350 crore could not be released for first, Second and Third installment to States/UT Governments because of non clearance of Revised Cost Estimates (RCE). The Committee find that the level of RCE has risen from Rs. 3,543.29 crore to as high as Rs. 5,000 crore and the same has been approved by Expenditure Finance Committee (EFC). The Committee are also constrained to note that SECC, 2011 is in final stages and on the verge of completion with Final List published in 33 States/UTs except Rajasthan (in only 1 district) Odisha and Tripura. The Committee again caution the Government that SECC, 2011 data being vital for focused planning of national resources be expedited on day to day basis in the remaining States.

Reply of the Government

The finding of the SECC has been placed in public domain (www.secc.gov.in) on 3rd July 2015. The Socio Economic and Caste Census 2011 (SECC 2011) exercise has since been concluded in March, 2016 in all respect including the tasks that were awaiting recommendation EFC appraisal.

Government of India has issued several instructions on uses of SECC data to the States/UTs which implement the rural development schemes. The SECC data is being used for selecting beneficiaries in Pradhan Mantr Aawas Yojana (PMAY). In Deen Dayal Antodaya Yojana –NRLM programme, SECC data is being used to undertake planning for poverty free Panchayats. Under Rural Self Employment Institutes (RSETI), reimbursement of training costs is being made in respect of all such candidates whose SECC data reflects at least one deprivation factor. SECC data is being used to identify and train persons who are poor under Deen Dayal Upadhyay Grameen Kaushalya Yojana. Ten States including Bihar, West Bengal, Odisha, Uttar Pradesh, Assam, Uttarakhand, Meghalaya, Manipur, Nagaland and Arunachal Pradesh are using the SECC data for implementing the National Food Security Act (NFSA).

Out of the budget provision of Rs. 350 crore for BPL/SECC Survey for the year 2015-16, an amount of Rs. 322.49 crore was released. Although the work were completed earlier, the payments could not be arranged till February 2016 since recommendations of the EFC was awaited.

[O.M. No. H-11013/07/2016- GC(P), Dated: 07.11.2016]

CHAPTER IV

RECOMMENDATIONS IN RESPECT OF WHICH REPLY OF THE GOVERNMENT HAVE NOT BEEN ACCEPTED BY THE COMMITTEE

Recommendation (Sl. No. 2, Para No. 2.3)

The Committee's examination has revealed that almost one decade old mega Wage Employment Programme of MGNREGA has been witnessing gap between employment demanded and employment provided due to factors like rainfall patterns, availability of alternative and remunerative employment opportunities outside MGNREGA and prevailing unskilled wage rates. For instance, during 2014-15 the number of households who demanded employment was 4.65 crore whereas the households who were provided employment was 4.14 crore only. Similarly, during 2015-16 the corresponding figures were 5.17 crore and 4.40 crore. In this connection, the Committee find that among the 16 MGNREGA beneficiary States barring Tamil Nadu, Jharkhand, Himachal Pradesh and Tripura almost all big States like West Bengal Rajasthan, Bihar, Karnataka, Madhya Pradesh, Chhattisgarh, Odisha and Andhra Pradesh are experiencing gap between employment demanded vis-a-vis employment provided. The DoRD have also argued that they have been advising States/UT Governments from time to time to minimize the gap and approximately 5 crore households are provided employment with almost full utilisation of funds. In this connection, the Committee find from the State-wise data during 2014-15 and 2015-16 (as on 18.03.2016) that number of households provided employment has increased from 4.13 crore in 2014-15 to 4.53 crore in 2015-16. The Committee feel that although there is increase in number of households who were provided employment from 2014-15 to 2015-16, yet the Committee strongly feel that in the light of persistent gap between employment demanded vis-à-vis employment provided largely in big States referred to above, DoRD should play a proactive role to bridge the gap in a more focused manner.

Reply of the Government

The Ministry has established a comprehensive system of monitoring and review mechanism for MGNREGA, which, inter alia, include Periodic Progress Reports, Performance Review Committee meetings, Quarterly Regional Reviews, visits of Area Officers of the Ministry and National Level Monitors and Vigilance & Monitoring Committee meetings at the State/ District levels. During these reviews, the implementation aspects that need strengthening are identified including providing employment as demanded by rural household and improvement in the overall monitoring of schemes.

The Ministry has already developed and rolled out mobile application for Mahatma Gandhi NREGA. The provisions of mobile application of State Government will be incorporated by the Ministry, shortly.

[O.M. No. H-11013/07/2016- GC(P), Dated: 07.11.2016]

Comments of the Committee

(Please see Paragraph No. 8 of Chapter I of the Report)

Recommendation (Sl. No. 5, Para No. 2.6)

The Committee are glad to find that DoRD has come out with a mechanism for providing additional 50 days of employment over and above 100 days per household in notified drought affected areas of Karnataka, Chattisgarh, Odisha, Uttar Pradesh, Andhra Pradesh and Maharashtra. In this connection, it came out during the course of evidence of the representatives of DoRD that based on research study undertaken by Sambodhi Research Institute in six different States, productive assets specially ponds or dug wells opened can automatically increase the income sources of that areas under Livelihood In Full Employment (LIFE) drive the DoRD has taken in hand from 1st April, 2016 construction of 5 lakh ponds or dug wells and 10 lakh vermi posting throughout the Country in order to provide a better income and productive assets by converging MGNREGA with Deen Dayal Antyodaya Yojana. In this connection, the Committee find that over 14 lakh works have since been completed and 4 lakh works are going on. The Committee also appreciate that for taking care of areas with scanty rainfall in Rajasthan, the DoRD has agreed with the State Government's annual target of Farm Ponds. On the issue of clarity on convergence of MGNREGA with NRLM scheme, the MoRD has clarified that ponds and dug wells are to be built as per the design and drawing with detailed note to States/UTs. However, as per local specific conditions and Schedule Rates (SoRs) States/UTs can develop their own design, drawing and estimates. The Committee feel that there is a need to move faster on this issue to combat drought in different part of the country especially in Bundelkhand, Madhya Pradesh, Uttar Pradesh, Vidarbha region of Maharashtra in close coordination with State Governments/UT Governments. The Committee feel that since the Summers are already round the bend, these States may face the severity of drought. It is therefore, high time that DoRD should ensure that 86 eligible households actually get the additional employment thereby insulating the rural poor from abject poverty and unemployment.

Reply of the Government

The MGNREGA is a demand driven wage employment programme. As per Section 3(1) of the MGNREGA the State Governments shall provide to every household, work not less than one hundred days in accordance with the Scheme to be made under the Act. Section 3 (4) reads, "The Central Government or the State Government may, within the limits of its economic capacity and development, make provisions for securing work to every adult member of a household under a Scheme for any period beyond the period guaranteed under sub-section (1), as may be expedient". The enabling provision under Section 3(4) of the Act is however, exercised by the Central Government in special circumstances like natural calamities.

After receiving recommendation of Ministry of Agriculture and Farmers Welfare, provision of additional employment of 50 days over and above 100 days per household under MGNREGA is made in the States/UTs.

On recommendation of the Ministry of Agriculture, provision of additional employment of 50 days over and above 100 days per household under MGNREGA has been made in the 62 talukas of 12 districts of Karnataka during FY 2016-17.

Comments of the Committee

(Please see Paragraph No. 11 of Chapter I of the Report)

Recommendation (Sl. No. 8, Para No. 2.9)

Various issues related with problem of corruption like payment are outside the Rural Bank and Post Offices coupled with delay caused in payment at the hands of Banks and Postmen by reason of remoteness, delay in redressal of complaints against corruption in States specially in Jharkhand, inordinate delay in operationalising Social Audit in remaining States and issue of expeditious appointment of Ombudsmen in remaining States have come up before the Committee in a big way.

On the issue of stamping out corruption, the Committee have been informed by DoRD that during 2015-16 out of total wages to workers 95% so far have been done through e-IMS in the account of beneficiaries and cases of reported corruption under MGNREGA works by 31st March, 2016 are dealt with by concerned State Governments for appropriate action and cumulative pendencies of grievances are monitored in the Ministry level besides DoRD has established a comprehensive system of monitoring and review. On the issue of complaints against corruption emanating from Jharkhand under MGNREGA, the Committee are dismayed to note that complaints have come up from several districts and are pending from six months to two years. The Committee do not approve such pendencies and recommend to take correct steps to bring back common man's faith in MGNREGA.

The Committee learn that the need of linking Aadhar enrolment of MGNREGA workers and use of JAM (Jadhan, Aadhar and Mobile) has been highlighted in the Economic Survey (2015-16) and debate on Motion of Thanks in Lok Sabha also. The Committee also learn that as per latest data Aadhar number of 6.14 crore workers under MGNREGA have been seeded into programme data base and the target is for Aadhar enrolment of 6.20 crore workers and all State/UT Governments have been advised to get MGNREGA workers enrolled after verification and authentication process. The Committee also find that DoRD has come up with a pilot project for Aadhar enabled payment in 46 rural districts for Direct Benefit Transfer (DBT). In view of the foregoing, the Committee recommend that steps like Aadhar enrolment of MGNREGA and Pilot Project on DBT be expeditiously taken up/completed and then expanded throughout the Country to stamp out the issue of corruption from MGNREGA.

With regard to operationalisation of Social Audit, the Committee are happy to note that by June, 2016 it will be operationalised in remaining States as currently it is operational only in ten States of Andhra Pradesh, Chhattisgarh, Gujarat, Karnataka, Mizoram, Sikkim, Telangana, Tamil Nadu, Tripura and Uttar Pradesh. The Committee feel that with this large number of corruption complaints in MGNREGA works will be addressed at local level. The Committee desire to be apprised of the actual action taken in this regard.

On the issue of appointment of Ombudsmen at district level in different states for MGNREGA works, the Committee are dismayed to note the interim reply of DoRD saying that information is being collected from State Governments. The Committee recall that they had examined the issue during Demands for Grants (2015-16) and had found that many prominent States like Bihar (38/18), Chhattisgarh (27/16), Jharkhand (24/9), Haryana (21/9), West Bengal (20/6), Jammu & Kashmir (20/0) were yet to appoint Ombudsmen in their districts and had recommended DoRD to take steps for their expeditious appointment. The Committee reiterated the same in action taken Report also. The Committee deplore the

DoRD in not taking desirable action on this issue and recommend for expeditious action in this regard which would address the cases of corruption at district level.

Reply of the Government

About 95% of the wages are paid directly into the accounts of the workers in Banks / Post Offices using the electronic Fund Management System (e-FMS).

States have been advised to get the MGNREGA workers enrolled for Aadhaar through special camps. The Aadhaar numbers of the workers are to be seeded in programme database and the bank database for Aadhaar based payments. Out of 10.67 crore active worker, 6.76 crore Aadhaar numbers of the workers have been seeded into NREGA Soft.

Direct Benefit Transfer is being implemented in all states where the payments are made through e-FMS. As of now, e-FMS is being implemented in 92% of the Gram Panchayats. The Aadhaar based payments (APB/ AEPS) have been started in Andhra Pradesh, Bihar, Chhattisgarh, Gujarat, Haryana, HP, Jharkhand, Karnataka, Kerala, MP, Maharashtra, Odisha, Punjab, Rajasthan, Sikkim, Tamil Nadu, Telangana, Tripura, UP, Uttarakhand, West Bengal and Puducherry.

States/UTs have been asked to strengthen Social audits of MGNREGS works in accordance with the provisions of the Audit of Schemes Rules 2011 issued in consultation with the Comptroller and Auditor General of India. Social Audit Action Plan has been formulated and shared with States. All States have been requested to set up an independent Social Audit Unit (SAU) and appoint Ombudsman at the district level for grievance redressal.

[O.M. No. H-11013/07/2016- GC(P), Dated: 07.11.2016]

Comments of the Committee

(Please see Paragraph No. 14 of Chapter I of the Report)

Recommendation (Sl. No. 18, Para No. 2.19)

During the course of the Committee's examination, the issue of irregularities in PMGSY works in various districts in Bihar dating back to 2012- 13 worth Rs. 204.589 crore with road length of 300 kms. came up before the Committee. During the course of evidence a representative of DoRD apprised the sequence of events of the case and subsequently the matter was taken up and disposed off by Hon'ble High Court necessitating execution of work finally. The Committee have taken up the issue with DoRD. The DoRD has inter alia informed the Committee the facts of the case bringing out objections raised by the local MP and follow up action taken by DoRD thereon, auguring that due diligence has been made by the Ministry and NRRDA during processing of tender and in extraordinary circumstances, the decisions were taken so there is no question of institutional deficiency in the matter. The Committee observe that all is not well with over all execution of PMGSY work in Bihar in RWD Divisions of Jhanjharpur, Biroul, Benipure, Philparas, Madhubani, Darbhanga 1 and Darbhanga 2 where works worth Rs.204.589 crore were badly delayed and in the process casualty was rural road connectivity in these areas. The Committee, therefore, recommend that the erring officials should be, brought to book and action should be taken against them

who were at the helms of the affairs of the relevant period and if possible be barred from PMGSY works in future.

Reply of the Government

The matter involves 122 road works, 271.91 Km length, 192.75 crore Cost of RWD works Divisions of Darbhanga-1, Darbhanga-2, Benipur, Biraul, Madhubani, Jhanjharpur, Phulparas and Benipatti sanctioned under PMGSY in year 2013-14. During the finalization of tenders of these works, some points were raised by Hon'ble MP. The matter was thoroughly investigated in the Ministry and the State Govt. was requested to submit their investigation report to the Ministry. The State Govt. had reported that there is no truth in reports of complaints were found. Based on the report, the Ministry had conveyed to State Govt. to re-tender the process the lowest tenderer M/s S.T. Construction PvtLtd.vide Ministry's letter No. P-17023/2/2014-RC, dated 27.08.2014. In this regard, Hon'ble MP was also got informed by the Hon'ble MRD vide even of letter dated 26.09.2014.

Again on the concern raised by Hon'ble M.P, MoRD constituted a 3 member team to investigate the matter and on its recommendation the tenders of all packages were cancelled by the Department on 23rd Feb. 2015.

The rebidding of the road works were carried out. So far, 97 road works (length 218.52 Km) have been awarded, 2 road works (length 5.10 Km) are in process of tender finalization and rest are being retendered.

Although, the whole matter has been dealt with due diligence and under constant guidance and supervision of MoRD, the tender process was delayed due to extra ordinary circumstances. It is pertinent to mention here that on 23.03.2015 an order was passed by Hon'ble High Court, Patna not to issue work order to any third Party. Finally the case was dismissed by the Hon'ble High Court, Patna on 01.12.2015 on the request of withdrawal of petition by the petitioner.

[O.M. No. H-11013/07/2016- GC(P), Dated: 07.11.2016]

Comments of the Committee

(Please see Paragraph No. 17 of Chapter I of the Report)

Recommendation (Sl. No. 22, Para No. 2.23)

The Committee are constrained to note that important scheme of National Social Assistance Programme (NSAP) that seeks to give pension to widows physically disabled persons etc. has not been implemented properly in terms of availability of funds, challenges like delay in disbursement of assistance, streamlining of beneficiaries, delay in submission of monthly reports, leading not only affecting the implementation of the progress but also leaving the beneficiaries as real losers with regard to availability of funds. The Committee are constrained to note that during 2012-13 and 2014-15 as against the proposed amount of Rs. 94,34.76 crore and Rs. 10,635 crore the actual BE was as low as Rs. 8,496.96 crore and Rs. 7,241.00 crore respectively. The Committee are constrained to hear that above reduction during 2014-15 has resulted in non release of funds towards fourth quarter

installment for 2014-15 which was eventually released from the 2015-16 funds. Further, the Committee have been apprised that funds for States of Goa, Arunachal Pradesh, Manipur, Sikkim and UT of NCT of Delhi and Puducherry have not yet been released for fourth quarter. The Committee are also constrained to note that Rs. 9,500 crore for 2016-17 may not be sufficient in view of pending liability of Rs. 2,817.08 crore for second installment of previous year. In this connection, a representative of DoRD while deposing before the Committee, also informed about introducing Direct Transfer in Bank accounts of beneficiaries through Aadhar. The DoRD has also spelt out before the Committee of various steps like introduction of NSAP MIS, computerization of database of beneficiaries, rolling out of Direct Benefit Transfer (DBT) in 01.07.2013 in 12 selected districts of 26 States on priority basis for these pension schemes through post offices coming into core banking services postal dependent priority micro ATM and postal bank becoming operational by next year etc. The Committee, however, feel that sufficient funds be allocated for this scheme in the first instance which is bread and butter for the old and disabled persons and implementation constraints/challenges be addressed expeditiously.

Another issue has been inviting the focus of the Committee was about lowering the age from 40 to 18 years specially for making the eligible widows/under IGWEPs and IGNDPS scheme. The Committee are constrained to note that the issue is still under finalisation as Revised Memorandum EFC is being finalised. The Committee recommend the DoRD to get the matter expedited.

Reply of the Government

Schemes under NSAP are implemented by the State /UT Governments. Identification of beneficiaries, sanction and disbursement of pension / assistance is done by the State /UT Governments. In the revised Guidelines on NSAP, States / UTs have been requested that based on the available BPL list, the beneficiaries should be proactively identified by reaching out to their households. However, if an eligible person's name does not figure in the BPL list, he /she should not be left out. Following the direction of the Hon'ble Supreme Court of India in W.P. No. 196 of 2001, the deserving persons eligibility should be established and included in the select list. It is also being insisted that the name of the beneficiaries should be digitized.

Earlier, upto 2013-14 funds under the schemes of NSAP were being released as Additional Central Assistance(ACA) by the Ministry of Finance/Home Affairs to the States/UTs in a combined manner for all the schemes, Ministry of Rural Development was the monitoring agency at that time .W.e.f 01.04.2014, schemes under NSAP has been converted to Centrally Sponsored Scheme and since then, scheme-wise funds have been released by Ministry of Rural Development.

The physical and financial progress of NSAP is regularly reviewed with nodal officers in nodal officers meeting and also with Secretaries of the concerned States during Performance Review Committee(PRC) meetings. In order to improve transparency and accountability, computerization of NSAP has been undertaken. States have been asked to upload monthly progress reports online. Moreover, the officers of the Ministry visit various districts/states under Area Officers Visit Scheme to oversee the implementation of Rural Development Programmes. This shows that Ministry makes all efforts needed to monitor all Rural Development Programmes implemented by the Ministry. States have also been requested to release the amount of assistance /pension on monthly basis so that the funds released to the States are utilized on regular basis.

Funds for last quarter of 2013-14, were not released to the State of Goa and Arunachal Pradesh due to non-submission of requisite documents i.e UC for 2012-13 and monthly progress report for 2013-14.

Since timely and complete submission of Utilization Certificates by the States /UTs is necessary for the release of further funds, States / UTs are being reminded at regular intervals and much in advance to submit the UCs complete in all respect to the Ministry to ensure further release of funds. The matter is also taken up in PRC and Nodal Officers meetings. The concerned Senior Officers of the State / UT Governments are requested to direct the concerned officers of their State / UTs to submit the Utilization Certificates timely.

Direct Benefit Transfer(DBT) Scheme was launched for three pension schemes of NSAP on pilot basis for selected 121 districts of 26 States on 01st July 2013, which has now been extended to all over the Country. At present data of 282 lakh beneficiaries has been digitized. States/UTs have also been communicated to complete the Aadhaar enrolment of NSAP beneficiaries and seeding the same in the database of beneficiaries. It has also been intimated to States/UTs to link the Banks accounts of NSAP beneficiaries with Aadhaar. At present, 145 lakh beneficiaries have already been enrolled for Aadhaar.

This Ministry prepared an Expenditure Finance Committee (EFC) Memorandum and submitted the same to Ministry of Finance, Department of Expenditure for seeking time of the Expenditure Finance Committee. Ministry of Finance, Department of Expenditure has sought further information in the matter and desired few changes. The Ministry of Rural Development is in the process of adopting the data of Socio Economic Caste Census (SECC) for which States/UTs have been communicated to provide comments/views on the feasibility of SECC data for NSAP schemes.

[O.M. No. H-11013/07/2016- GC(P), Dated: 07.11.2016]

Comments of the Committee

(Please see Paragraph No. 23 of Chapter I of the Report)

CHAPTER V
RECOMMENDATIONS IN RESPECT OF WHICH FINAL REPLIES OF THE GOVERNMENT
ARE STILL AWAITED

-NIL-

NEW DELHI;
14 December, 2016
23 Agrahayana, 1938 (Saka)

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

COMMITTEE ON RURAL DEVELOPMENT (2016-2017)

**MINUTES OF THE THIRD SITTING OF THE COMMITTEE HELD ON
FRIDAY, THE 09 DECEMBER, 2016**

The Committee sat from 1015 hrs. to 1030 hrs. in Committee Room 'E', Basement Floor, Parliament House Annexe, New Delhi.

Shri Prahlad Singh Patel - *Chairperson*

MEMBERS

LOK SABHA

2. Shri Harishchandra Deoram Chavan
3. Shri Sanjay Dhotre
4. Shri Ajay Mishra (Teni)
5. Dr. Ramesh Pokhriyal "Nishank"
6. Shri Gokaraju Ganga Raju
7. Shri Jugal Kishore Sharma
8. Dr. Yashwant Singh
9. Shri Ladu Kishore Swain
10. Shri Chintaman Wanaga

RAJYA SABHA

11. Shri Shamsheer Singh Dullu
12. Shri Mahendra Singh Mahra
13. Shri Narayan Lal Panchariya
14. Shri Shiv Pratap Shukla
15. Shri Rewati Raman Singh
16. Shri Devender Goud T.

SECRETARIAT

1. Shri Abhijit Kumar - Joint Secretary
2. Shri S. Chatterjee - Director
3. Smt. B. Visala - Additional Director

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

Members to the sitting of the Committee convened for consideration of four Draft Reports of the Committee on action taken by the Government on the recommendations contained on Demands for Grants (2016-17) in respect of Department of Rural Development (Ministry of Rural Development), XXX XXX XXX, XXX XXX XXX and XXX XXX XXX:

3. The Committee then took up for consideration the following Draft Reports:-
 - (i) Draft Report on Action taken by the Government on the recommendations contained in the Twenty-first Report on Demands for Grants (2016-17) of the Department of Rural Development (Ministry of Rural Development);
 - (ii) XXXX XXXX XXXX XXXX XXXX
 - (iii) XXXX XXXX XXXX XXXX XXXX
 - (iv) XXXX XXXX XXXX XXXX XXXX
4. Draft Reports were taken up for consideration one-by-one and after discussions, the Committee adopted the Draft Reports at Sl. Nos. (i), (ii), (iii) and (iv). The Committee then authorized the Chairperson to finalize the aforesaid Draft Reports and present the same to the Parliament.

The Committee then adjourned.

APPENDIX - II

[Vide Introduction of Report]

ANALYSIS OF THE ACTION TAKEN BY THE GOVERNMENT ON THE RECOMMENDATIONS CONTAINED IN THE TWENTY-FOURTH REPORT (16TH LOK SABHA) OF THE STANDING COMMITTEE ON RURAL DEVELOPMENT

I.	Total number of recommendations:	25
II.	Recommendations that have been accepted by the Government :	
	Serial Nos. 1, 3, 4, 6, 7, 9, 11, 12, 13, 14, 15, 16, 17, 20, 21, 23 and 24	
	Total:	17
	Percentage:	68%
III.	Recommendations which the Committee do not desire to pursue in view of the Government's replies :	
	Serial No. 10, 19 and 25	
	Total:	03
	Percentage:	12%
IV.	Recommendations in respect of which replies of the Government have not been accepted by the Committee :	
	Serial Nos. 2, 5, 8, 18 and 22.	
	Total:	05
	Percentage:	20%
V.	Recommendations in respect of which final replies of the Government are still awaited :	
	Serial Nos. NIL	
	Total:	00
	Percentage:	00%