

**STANDING COMMITTEE ON RURAL DEVELOPMENT**

**(2016-2017)**

**32**

**SIXTEENTH LOK SABHA**

**MINISTRY OF RURAL DEVELOPMENT**

**(DEPARTMENT OF RURAL DEVELOPMENT)**

**DEMANDS FOR GRANTS  
(2017-18)**

**THIRTY-SECOND REPORT**



**LOK SABHA SECRETARIAT**

**NEW DELHI**

**THIRTY-SECOND REPORT**

**STANDING COMMITTEE ON RURAL DEVELOPMENT**

**(2016-2017)**

**(SIXTEENTH LOK SABHA)**

**MINISTRY OF RURAL DEVELOPMENT**

**(DEPARTMENT OF RURAL DEVELOPMENT)**

**DEMANDS FOR GRANTS  
(2017-18)**

Presented to Lok Sabha on 20.03.2017

Laid in Rajya Sabha on 20.03.2017



**LOK SABHA SECRETARIAT**

**NEW DELHI**

*March, 2017/Phalguna 1938 (Saka)*

CRD No. 129

*Price : Rs.*

© 2017 BY LOK SABHA SECRETARIAT

Published under Rule 382 of the Rules of Procedure and Conduct of Business in Lok Sabha (Thirteenth Edition) and Printed by \_\_\_\_\_.

	<b>CONTENTS</b>		<b>Page No</b>
	COMPOSITION OF THE COMMITTEE		iii
	INTRODUCTION		iv
	<b>REPORT</b>		
	<b>PART-I</b>		
	<b>NARRATION</b>		
I.	INTRODUCTORY		1
	(A)	Department of Rural Development - Major Programmes	2
II.	Demands for Grants (2017-18) of Department of Rural Development		2
III.	XII Plan Outlays <i>vis-a-vis</i> Expenditure		5
IV.	Review of Annual Plan (2016-17)		7
V.	Overall Analysis of Demands for Grants (2017-18)		9
VI.	Scheme-wise Analysis		12
	(A)	Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA)	12
	1.	The Scheme	12
	2.	Financial Performance	13
	3.	Physical Performance	14
	4.	Convergence with Other Schemes	16
	5.	Social Audit	18
	6.	Inspection/Monitoring	19
	7.	Grievance Redressal	20
	(B)	Deendayal Antyodaya Yojana - National Rural Livelihood Mission (DAY-NRLM)	21
	1.	Details of the Scheme	21
	2.	XII Five Year Plan Outlay	22
	3.	Physical and Financial Performance	23
	4.	Salient features of the scheme	25
	(a)	Community Funds	25
	(b)	Interest Subvention	27
	(c)	Start-up Village Entrepreneurship Programme (SVEP)	29
	5.	Deendayal Upadhyay Gramin Kausalya Yojana (DDU-GKY)	30
	6.	Monitoring System	31
	7.	DRDA Administration Scheme	32
	(C)	Pradhan Mantri Awaas Yojana - Gramin (PMAY-G)	35
	1.	Historical Background of the Scheme	35
	2.	Aims and Objectives	36
	3.	Salient features of PMAY-G	37
	4.	Financial Performance of the Scheme	38
	5.	Physical Achievements under IAY/PMAY-G during the last three financial years	39
	6.	Issues before the previous scheme	43

	(D)	Pradhan Mantri Gram Sadak Yojana (PMGSY)	45
		1. Evolution	45
		2. Objective of the scheme	45
		3. Performance of the Yojana over the last three years	47
		4. Maintenance of Roads	50
		5. New Target	50
		6. Road connectivity project in LWE areas	51
	(E)	National Social Assistance Programme (NSAP)	52
		1. Brief of the Scheme and its components	52
		2. Financial progress	53
		3. Physical progress of sub-scheme	54
		4. Issues before the scheme	54
	(F)	Shyama Prasad Mukherjee Rurban Mission (SPMRM)	55
		1. Background	55
		2. Outlay vis-a-vis Expenditure	56
		3. Impetus to the Scheme	58
	(G)	Saansad Adarsh Gram Yojana (SAGY)	59
		1. Concept of the Yojana	59
		2. Approach	60
		3. Role of Members of Parliament	61
		4. Funding	62
		5. Adoption by Members of Parliament	63
		6. Concern of the Members of Parliament	63
VII		Broad Inspection and maintaining of the Schemes of Department of Rural Development	63

	<b>PART – II</b>	
	Observations/Recommendations the Committee.....	65
	<b>ANNEXURES</b>	
i.	Statement showing percentage increase in various schemes/programmes during 3 years	75
ii.	Statewise breakup in respect of MGNREGA Scheme	77
iii.	Financial performance under MGNREGA during 2015-16	78
iv.	Financial performance under MGNREGA during 2016-17 (till January' 17)	79
v.	Physical performance under MGNREGA Scheme during 2015-16	80
vi.	Physical performance under MGNREGA Scheme during 2016-17 (till January'17)	81
vii.	Status of DBT (Aadhar Reading & ABP conversion under MGNREGA	82
viii.	Current status of Ombudsmen (as on 15.02.17)	83
ix	Minutes of the Fifth sitting of the Committee held on 21 February, 2017	84
X	Extracts of Minutes of the Ninth sitting of the Committee held on 17 March, 2017	86

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

**Dr. P. Venugopal      --      Chairperson**

**MEMBERS**

***Lok Sabha***

2. Shri Sisir Adhikari
3. Shri Kirti Azad
4. Shrimati Renuka Butta
5. Shri Harishchandra Deoram Chavan
6. Shri Sanjay Dhotre
7. Shri Biren Singh Engti
8. Shri Vijay Kumar Hansdak
9. Shri Ajay Mishra (Teni)
10. Shri Manshankar Ninama
11. Dr. Ramesh Pokhriyal "Nishank"
12. Shrimati Mausam Noor
13. Shri Prahlad Singh Patel
14. Shri Gokaraju Ganga Raju
15. Dr. Anbumani Ramadoss
16. Shri Jugal Kishore Sharma
17. Dr. Yashwant Singh
18. Dr. Naramalli Sivaprasad
19. Shri Balka Suman
20. Shri Ladu Kishore Swain
21. Shri Chintaman Wanaga

***Rajya Sabha***

22. Shri Munquad Ali
23. Shri D. Bandyopadhyay
24. Shri Bishnu Charan Das
25. Shri Shamsher Singh Dullo
26. Shri Mahendra Singh Mahra
27. Shri Narayan Lal Panchariya
28. Shri A.K. Selvaraj
29. Shri Shiv Pratap Shukla
30. Shri Rewati Raman Singh
31. Shri Devender Goud T.

**SECRETARIAT**

- |                       |   |                            |
|-----------------------|---|----------------------------|
| 1. Sh. Abhijit Kumar  | - | Joint Secretariat          |
| 2. Sh. S. Chatterjee  | - | Director                   |
| 3. Smt. B. Visala     | - | Additional Director        |
| 4. Smt. Emma C. Barwa | - | Deputy Secretary           |
| 5. Sh. 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 submit the Report on their behalf, present the Thirty-Second Report on Demands for Grants (2017-18) of the Department of Rural Development (Ministry of Rural Development).

2. Demands for Grants have been examined by the Committee under Rule 331E (1) (a) of the Rules of Procedure and Conduct of Business in Lok Sabha.

3. The Committee took evidence of the representatives of the Ministry of Rural Development (Department of Rural Development) on 21 February, 2017.

4. The Report was considered and adopted by the Committee at their sitting held on 17 March, 2017.

5. The Committee wish to express their thanks to the officials of the Ministry of Rural Development (Department of Rural Development) for placing before them the requisite material and their considered views in connection with the examination of the subject.

6. The Committee would also like to place on record their deep sense of appreciation for the invaluable assistance rendered to them by the officials of Lok Sabha Secretariat attached to the Committee.

**NEW DELHI;**  
**17 March, 2017**  
**26 Phalguna, 1938 (Saka)**

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

**REPORT**  
**PART - I**  
**NARRATION**

**I. INTRODUCTORY**

The Ministry of Rural Development's mandate is to improve the quality of life of over 70 percent people living in rural areas. A vibrant rural landscape is an imperative for inclusive and sustainable growth in the economy. The Ministry of Rural Development in the last two years has revamped and restructured its major programmes to increase their effectiveness in addressing concerns of the people.

The Ministry consists of two Departments namely (i) Department of Rural Development; and (ii) Department of Land Resources. The present report relates to the examination of Demand for Grants for the year 2017-18 of the Department of Rural Development.

The Department of Rural Development implements schemes for generation of self employment and wage employment, provision of housing and minor irrigation assets to rural poor, social assistance to the destitute and Rural Roads. Apart from this, Department provides the support services and other quality inputs such as assistance for strengthening of DRDA Administration, Training & Research, Human Resource Development, Development of voluntary action etc. for the proper implementation of the programmes. The Major programmes of the Department of Rural Development are Pradhan Mantri Gram Sadak Yojana, (PMGSY), Rural Housing (RH), Mahatma Gandhi



National Rural Employment Guarantee Act (MGNREGA), National Rural Livelihoods Mission (NRLM) and National Social Assistance Programme (NSAP). New schemes of SAGY and Rurban Mission have been initiated.

**A. DEPARTMENT OF RURAL DEVELOPMENT - MAJOR PROGRAMMES**

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

**II. DEMANDS FOR GRANTS (2017-18) OF DEPARTMENT OF RURAL DEVELOPMENT**

The Demands for Grants (2017-18) in respect of Department of Rural Development (Ministry of Rural Development) which were laid on the Table of Lok Sabha on 9 February, 2017 vide Demand No. 82 have made a provision of Rs. 1,05,447.88 crores. The analysis of Demand for Grants (2017-18) of Department of Rural Development is as under :

## Annual Plan 2017-18

(Rs. in Crores)

Sl. No.	Name of the Scheme	B.E. 2016-17	R.E. 2016-17	Expenditure 2016-17 (upto 15/02/2017)	B.E. 2017-18	% growth w.r.t. B.E. 2016-17	% growth w.r.t. R.E. 2016-17
1	MG National Rural Employment Guarantee	38500.00	47500.00	44140.04	48000.00	24.67%	1.05%
2	National Rural Livelihood Mission - Aajeevika	3000.00	3050.01	2145.66	4500.00	50.00%	47.54%
3	Pradhan Mantri Awaas Yojana	15000.00	16000.00	14288.63	23000.00	53.33%	43.75%
4	Pradhan Mantri Gram Sadak Yojana	19000.00	19000.00	13324.88	19000.00	0.00%	0.00%
5	Grants to National Institute of Rural Development	50.00	50.00	41.83	50.00	0.00%	0.00%
6	Assistance to C.A.P.A.R.T.	20.00	20.00	15.00	20.00	0.00%	0.00%
7	Management Support to RD Programmes	255.00	204.01	170.27	250.00	-1.96%	22.54%
8	SECC Census	375.00	75.00	2.35	80.18	-78.62%	6.91%
9	National Social Assistance Programme	9500.00	9500.00	7245.58	9500.00	0.00%	0.00%
10	Shyama Prasad Mukherjee - RURBAN Mission	300.00	600.00	407.19	1000.00	233.33%	66.67%
11	<u>Capital Plan</u> Grameen Vikas Bhawan						
		0.00	1.00	--	5.25	--	425%
	<b>Total (Plan)(RD)</b>	<b>86000.00</b>	<b>96000.02</b>	<b>81781.43</b>	<b>105405.43</b>	<b>22.56%</b>	<b>9.80%</b>

## Department of Rural Development

Statement-C

Statement showing Budget Estimates, Revised Estimates and Actual Expenditure from 2014-2015 to 2016-2017 and BE 2017-2018

(Rs. In crores)

Sl. No.	Name of the Scheme	Annual Plan 2014-2015			Annual Plan 2015-2016			Annual Plan 2016-2017			B.E. 2017-2018
		B.E.	R.E.	Actual Expenditure	B.E.	R.E.	Actual Expenditure	B.E.	R.E.	Actual Expenditure (upto 31.12.2016)	
1	2	3	4	5	6	7	8	9	10	11	12
1	Mahatma Gandhi National Rural Employment Guarantee Scheme	34000.00	33000.00	32976.71	34699.00	36967.00	37335.69	38500.00	47499.00	40204.50	48000.00
2	Natinal Rural Livelihood Mission- Aajeevika	4000.00	2186.42	1413.22	2505.00	2672.00	2499.16	3000.00	3000.00	1999.12	4500.00
3	Pradhan Mantri Awaas Yojana	16000.00	11000.00	11105.54	10025.00	10025.00	10116.20	15000.00	16000.00	14222.64	23000.00
4	Pradhan Mantri Gram Sadak Yojana	14391.00	14200.00	14188.32	14291.00	18291.00	18289.87	19000.00	19000.00	12506.80	19000.00
5	Grants to National Institute of Rural Dev.	50.00	30.00	28.23	50.00	50.00	45.47	50.00	50.00	49.42	50.00
6	Assistance to C.A.P.A.R.T.	10.00	6.00	6.00	10.00	10.00	10.00	20.00	20.00	10.00	20.00
7	PURA	50.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
8	Management support to RD Programmes and strengthening district planning process	130.00	125.00	124.25	130.00	130.00	75.08	255.00	255.00	162.10	250.00
9	SECC Census	577.00	365.00	332.33	350.00	330.00	287.82	375.00	375.00	2.35	80.18
10	National Social Assistance Programme	10635.00	7241.00	7086.71	9082.00	9082.00	8616.41	9500.00	9500.00	6991.96	9500.00
11	Shyama Prasad Mukherjee RURBAN Mission	100.00	2.00	2.00	300.00	60.00	32.05	300.00	300.00	288.28	1000.00
12	Village Entrepreneurship "Start-up"Programme	100.00	1.00	0.00	200.00	33.00	13.60	0.00	0.00	0.00	0.00
13	Grameen Vikas Bhawan						0.00	0.00	1.00	0.00	5.25
	<b>Total</b>	<b>80043.00</b>	<b>68156.42</b>	<b>67263.31</b>	<b>71642.00</b>	<b>77650.00</b>	<b>77321.35</b>	<b>86000.00</b>	<b>96000.00</b>	<b>76437.17</b>	<b>105405.43</b>

### III. XII<sup>TH</sup> PLAN OUTLAYS VIS-A-VIS EXPENDITURE

#### 12th Plan Expenditure

Year-wise Expenditure (in Crores)

Sl. No.	Name of the Scheme	12th Plan Allocation	2012-13	2013-14	2014-15	2015-16	2016-17 (R.E.)	12th Plan Expenditure including R.E. (2016-17)
1	MG National Rural Employment Guarantee Scheme	163835.00	30273.60	32992.83	32976.71	37335.69	47500.00	181078.83
2	National Rural Livelihood Mission - Aajeevika	28535.00	2195.37	2022.08	1413.21	2499.16	3050.01	11179.83
3	Pradhan Mantri Awaas Yojana	80085.00	7868.76	12981.65	11105.54	10116.20	16000.00	58072.15
4	Pradhan Mantri Gram Sadak Yojana	105000.00	8884.28	9805.29	14188.32	18289.87	19000.00	70167.76
5	DRDA Administration	3227.00	388.53	400.01	--	--	--	788.54
6	Grants to National Institute of Rural Development	677.00	31.83	32.00	28.23	45.47	50.00	187.53
7	Assistance to C.A.P.A.R.T.	155.00	0.00	0.00	6.00	10.00	20.00	36.00
8	PURA	1325.00	0.00	3.00	0.00	0.00	0.00	3.00
9	Management Support to RD Programmes	1445.00	141.86	82.70	124.25	75.08	204.01	627.90
10	SECC Census	682.00	358.45	303.52	332.33	287.82	75.00	1357.12
11	National Social Assistance Programme	--	--	--	7086.71	8616.41	9500.00	25203.12
12	Shyama Prasad Mukherjee - RURBAN Mission	--	--	--	2.00	32.05	600.00	634.05
13	Village Entrepreneurship 'Start-up' Programme	--	--	--	0.00	13.60	--	13.60
14	Flexi Fund	14960.00	--	--	0.00	0.00	--	0.00
	<b>Total</b>	<b>399926.00</b>	<b>50142.68</b>	<b>58623.08</b>	<b>67263.31</b>	<b>77321.35</b>	<b>96000.02</b>	<b>349350.44</b>

3.2 The XII<sup>th</sup> Plan (2012-17) is nearing its end and the analysis of outlays vis-a-vis expenditure during the said period reveals the existence of huge gap between BE and RE in the first three plan years. However, an upward trend of fund utilization in the last two years have also been noticed.

3.3 The Committee, in view of the short time left for the completion of XII<sup>th</sup> Plan, wanted to know whether there was any possibility of bridging the gap between the 12<sup>th</sup> Plan outlay vis-a-vis expenditure. The Ministry in its reply have stated as under :

" Against an allocation of Rs. 3,99,926.00 crore for the 12th Five year plan, the Department was allocated Rs. 3,85,289.00 crore based on availability of funds. The expenditure pattern depends to a large extent on the fund utilization capacity of State Governments. Out of the total allocated funds (R.E) Rs.353116.42 for the 12th Plan, an amount of Rs. 335131.84 crore was spent till February, 2017 which constituted more than 94.90% of actual allocation."

3.4 Replying to the further query of the Committee regarding the outcome of the substantially higher/optimum spending during the last two years of the plan (2015-16 & 2016-17) in meeting up with the physical targets of the Schemes/Programmes of the Ministry of Rural Development, the Department of Rural Development in its response have replied that :

" In the last 2 years of the 12<sup>th</sup> Five year plan the major schemes of Rural Development Ministry have been revamped and restructured to improve the effectiveness of the programmes. The increased allocation in 2015-16 and 2016-17 reflect the commitment of the government to improve the effectiveness of programme implementation and provide basic infrastructure facilities and livelihood opportunities to people in rural areas."

3.5 Recognising that rural development is among the top priority of the Government and considering the importance of this sector and the results achieved during the 12<sup>th</sup> Plan so far, the Committee enquired as to the strategy of the Ministry of Rural Development for the future and the road map ahead to achieve the desired results. regarding it. In response, Department of Rural Development in its written note have replied as below:

"The Ministry of Rural Development has been allocated Rs. 105447.88 crores in the financial year 2017-18. The Government has accorded highest priority to the rural development and the Hon'ble Finance Minister has announced in Mission Antyodaya to make 50 ,000 Gram Panchayats and 1 Crore households as poverty free. The expenditure on Rural Development including expenditure incurred by other Ministries such as School Education, Health and Family Welfare, Food and Public Distribution System, Women and Child Development, grants of the 14th Finance Commission and state share for centrally sponsored schemes amount to close to 5 Lakh crores in rural areas. The Government would be moving to a convergent action plan incorporating schemes of different departments under an umbrella GP Development Plan to make 50,000 GPs and 1 Crore households poverty free by 2nd October, 2019, the 150th birth anniversary of Mahatma Gandhi."

#### IV. REVIEW OF ANNUAL PLAN (2016-17)

The actuals (2015-16), BE, RE and actuals (upto 31.12.2016) for 2016-17 are as under :

Year	BE	RE	Actuals (Rs. In crores)
2015-16	71,642.00	77,650.00	77,321.35
2016-17	86,000.00	96,000.00	76,437.17 (upto 31.12.2016)

4.2 A substantial increase in the BE from 2015-16 to 2016-17 in tune of almost Rs. 15,000 crore was allocated to the Department of Rural Development. The RE of 2016-17 also shows a further hike of Rs. 10,000 crore from the BE of 2016-17.

4.3 The Committee enquired about the substantial increase in BE for 2016-17 as compared to BE & RE of year 2015-16 alongwith the reasons for increase in the RE for the year 2016-17 with reference to BE of 2016-17. The Ministry in a written note replied as under:

"The two programmes where there has been a major increase in Rs 2016 are NREGA and PMAY-G. In case of NREGA the higher allocation was necessitated to meet the pending liabilities of the year 2015-16 and to meet expenditure on generating employment of around 221 crore person days in the financial year. Higher allocations were also warranted on account of declaration of drought in certain states of the country. An additional allocation of Rs. 1000 crore was made for PMAY-G as the target for the current year which was 33 lakh houses at the BE stage has been increased to 44 lakh houses."

4.4 During the course of examination, it came out before the Committee that funds for rural development have gone up by nearly Rs. 34,000 crore from 2015-16 to 2017-18 and the major beneficiary rural development programmes are MGNREGA, PMGSY, PMAY-G, NSAP, NRLM and SPRM.

The Committee wanted to know as to what extent the enhanced funds for rural development at RE stage for 2016-17 would help all rural development schemes to meet their requirement of funds, the reply of Department of Rural Development is as under :

"An allocation for the year 2016-17 at RE Stage would largely be sufficient to meet the target for the current year. However, in a few scheme such as NREGA there may be pending liabilities at the end of the year which would be met from next year's budget outlay. Scheme wise details and targets have also been indicated in the scheme wise submissions."

## V. OVERALL ANALYSIS OF DEMANDS FOR GRANTS (2017-18)

The following is the overall analysis of the Demands for Grants (2017-18) of Department of Rural Development as compared to BE, RE and Expenditure (upto 31.12.2016) of 2016-17 and BE of 2017-18.

		(Rs. In crores)			
Sl. No.	Name of the Scheme	Annual Plan 2016-2017			B.E. 2017-2018
		B.E.	R.E.	Actual Expenditure ( upto 31.12.2016)	
1	2	9	10	11	12
1	Mahatma Gandhi National Rural Employment Guarantee Scheme	38500.00	47499.00	40204.50	48000.00
2	Natinal Rural Livelihood Mission- Aajeevika	3000.00	3000.00	1999.12	4500.00
3	Pradhan Mantri Awaas Yojana	15000.00	16000.00	14222.64	23000.00
4	Pradhan Mantri Gram Sadak Yojana	19000.00	19000.00	12506.80	19000.00
5	Grants to National Institute of Rural Dev.	50.00	50.00	49.42	50.00
6	Assistance to C.A.P.A.R.T.	20.00	20.00	10.00	20.00
7	PURA	0.00	0.00	0.00	0.00
8	Management support to RD Programmes and				
	strengthening district planning process	255.00	255.00	162.10	250.00
9	SECC Census	375.00	375.00	2.35	80.18
10	National Social Assistance Programme	9500.00	9500.00	6991.96	9500.00
11	Shyama Prasad Mukherjee RURBAN Mission	300.00	300.00	288.28	1000.00
12	Village Entreprenurship "Start-up"Progrmmme	0.00	0.00	0.00	0.00
13	Grameen Vikas Bhawan	0.00	1.00	0.00	5.25
	Total	86000.00	96000.00	76437.17	105405.43



5.2 During the course of examination, it came out before the Committee that budgetary allocations have not been reduced at RE stage for any of the Schemes during 2016-17. In fact, allocations have been increased at RE stage for two schemes, viz. MGNREGA and PMAY-G. However, in terms of actual expenditure, it can be seen that NRLM-Aajeevika, PMGSY and NSAP are lagging behind substantially.

5.3 It is quite evident that in comparison to BE (2016-17), funds under BE (2017-18) are substantially higher for NRLM, MGRNEGA, PMAY (G). However, when compared to RE (2016-17), these are mostly at par as reflected by the Statement showing percentage increase in various schemes/programmes during 3 years  
**(Annexure I)**

5.4 The Committee further enquired about the effect of hike in RE stage in meeting the Demand and Supply in the MGNREGA, the Department of Rural Development submitted as under :

""Mahatma Gandhi National Rural Employment Guarantee Act is a demand driven wage employment programme which provides for at least 100 days of unskilled manual work to every rural house hold on demand. During the current FY 2016-17, till date, 186 crore persondays have been generated.."

5.5 The State-wise break-up in respect of MGNREGA Scheme is provided at  
**Annexure-II**

5.6 Asked about the reasons for the quantifiable slow utilization of funds in the schemes of NRLM, PMGSY and NSAP, the Department of Rural Development in its written note have stated as below:

**"(NRLM):-** As per the cash management guidelines of Ministry of Finance, upto December, 2016, at least 67% of the allocated funds are to be utilized. Under Deendayal Antyodaya Yojana-National Rural Livelihoods Mission (DAY-NRLM) about 67% funds were utilized by December, 2017. As such, there was no major shortfall in utilization of funds.

**(PMGSY):** PMGSY was allocated with Rs. 19,000 crore, out of which an amount of Rs. 17584.49 crore was allocated to the States/UTs (including Rs. 10 crore for UTs) and the remaining fund i.e. Rs. 1415.51 crore was set aside for servicing the committed liabilities of the scheme. As on date, PMGSY has released a total fund of Rs. 13,324.83 crore (70% of Rs. 19,000 crore). Out of Rs. 1415.51 crore of committed liabilities, an amount of Rs. 669.19 crore (approx.) has been utilized and payment of NABARD loan & Interest amounting to Rs. 722 crore (approx.) is due in the month of March, after which the fund kept for committed liabilities will also be exhausted. Also, an amount of Rs. 1076.49 crore was set aside from the allocation of the States/UTs i.e. Rs. 17584.49 crore for release as incentives to the best performing states on the basis of progress achieved upto December, 2016. This will also be released in the month of February/March. Out of the remaining PMGSY's allocation i.e. Rs. 16,508 crore (Rs. 17584.49-1076.49), an amount of Rs. 12,655.63 crore has been released till 15.02.2017 (approx. 76%).

The utilization of funds has been a bit slower because of change in funding pattern of the scheme during the year 2015-16 to 60:40 (90:10 in Northeastern States, Jammu & Kashmir, Himachal Pradesh and Uttarakhand). Against the fund released by the Ministry, the State receives a 40% matching share thereby increasing the total funding available to the States. During the year 2015-16, the SRRDA's received approx. Rs. 8600 crore as matching share from the States besides Rs. 15,186.71 crore released by the Ministry.

In NSAP, against target of 67 % release up to 31.12.2016 expenditure of Rs. 6991.19 crore (73.59%) has been made. Expenditure is on track and no savings are expected."

## VI.

**SCHEME-WISE ANALYSIS****(A) Mahatma Gandhi National Rural Employment Guarantee Act****(MGNREGA)**

1. **The Scheme** - The Mahatma Gandhi National Rural Employment Guarantee Act, 2005 (MGNREGA) was notified on September 7, 2005.

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

**Objectives-** The core objectives of the Scheme are as below:

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

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

**Coverage-** The Act was notified in 200 districts in the first phase with effect from February 2<sup>nd</sup> 2006 and then extended to an additional 130 districts in the financial year 2007- 2008 (113 districts were notified with effect from April 1st 2007, and 17 districts in Uttar Pradesh (UP) were then notified with effect from May 15<sup>th</sup> 2007). The remaining districts have been notified under MGNREGA with effect from April 1, 2008. Thus, the MGNREGA covers the entire country with the exception of districts that have a hundred

percent urban population.

**2. Financial Performance** - The financial performance under MGNREGA during 2015-16 and 2016-17 (till January' 17) are provided in the **Annexures III & IV**.

2.2 The Committee noted that Rs. 48,000 crore is the BE for 2017-18, while the revised RE of 2016-17 is Rs. 47,499 crore and enquired whether the BE for 2017-18 is sufficient enough to cope with the rising expenditure being entailed in MGNREGA Scheme. In a written note Department of Rural Development have stated as under :

"MGNREGA is a demand driven wage employment programme and funds are released to the States/UTs on the basis of agreed to Labour Budget and performance of the State. If additional funds are required, we may demand at the stage of Supplementary demand. It is worthwhile to mention that additional amount of Rs.8000 crore would be needed to meet the requirement of FY 2016-17 and Ministry of Finance has been apprised accordingly."

2.3 Further, the Committee wanted to know the reason behind the hike in the allocation at RE stage for 2016-17 regarding MGNREGA, Department of Rural Development replied in its written note that :

" There was drought situation in 10 States during 2015-16 due to which there was huge demand for work. This led to a pending liability to the tune of Rs.13008.00 crore. After adjusting this pending liability, funds for implementation of the programme during the current FY 2016-17, Rs.25492.00 crore is available. This led to substantial increase in the demand for more funds at RE Stage. Besides, the approved labour budget for the current FY 2016-17 is 221 crore person days. If average per person day cost is Rs.230/- (at the current rate) then the requirement of fund will be Rs. 50830.00 Cr minus the pending liability."

3. **Physical Performance** - The physical performance under MGNREGA scheme during 2015-16 and 2016-17 (till January' 17) are provided in the **Annexures V & VI**.

3.2 Asked about the status of electronic payment to the wagers under MGNREGA scheme in 2016-17, the Department of Rural Development in its written reply has submitted as under :

" The Electronic Fund Management System (e-FMS) has been rolled out for all types of payments like wage, material and administrative expenses under Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS). The e-FMS credits the wages directly into the respective beneficiary's account. As of now, the e-FMS has been implemented in 92% of the Gram Panchayats and more than 96% of the wage payments are done using e-FMS."

3.3 The Committee queried about the ground reality in the implementation of the provision for additional 50 days work in the specified States over and above the 100 days employment. In its written note, Department of Rural Development furnished 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 allowed in the areas notified as drought affected by 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 Karnataka, Madhya Pradesh, Rajasthan, Uttarakhand, Uttar Pradesh Tamil Nadu and Andhra Pradesh during Financial Year 2016-17."

3.4 The Committee desired to be apprised about the disparity in the states' minimum wages for labour and the minimum wage ensured under the MGNREGA. The Secretary, DoRD during the course of evidence submitted that:-

" मनरेगा के अंतर्गत जो मजदूरी दी जाती है वह मजदूरी दर कंज्यूमर प्राइस इंडेक्स एग्रीकल्चर लेबर के लिए है, कृषि मजदूर परिवार किस चीज पर व्यय करता है उसकी गणना होती है, भोजन पर कुछ पैसा व्यय होगा, कुछ पैसा बच्चों की शिक्षा, स्वास्थ्य पर होगा। श्रम मंत्रालय के माध्यम से कंज्यूमर प्राइस इंडेक्स के आधार पर एग्रीकल्चर लेबर के मजदूरी में परिवर्तन करते हैं। यह बात सही है कि न्यूनतम मजदूरी दर और मनरेगा का मजदूरी दर, कई ऐसे राज्य हैं जहां मनरेगा की मजदूरी दर ज्यादा है और ऐसे कई राज्य हैं जहां मनरेगा की मजदूरी दर कम है, इसमें समरूपता लाने का प्रयास किया जा रहा है। डॉ. महेन्द्र देव की अध्यक्षता में इसके लिए एक कमेटी भी बनी है। उसके भी विचार आए हैं और उस पर आगे विचार करके एक समतुल्य व्यवस्था स्थापित करने का प्रयास करेंगे। कृषि मजदूरी की जो न्यूनतम मजदूरी घोषित होती है उसका आधार और मनरेगा का आधार एक हो, राज्यों से विमर्श करने के लिए अपर सचिव की अध्यक्षता में एक समिति बनाई गई है। यह बार-बार प्रश्न उठता है कि मनरेगा की मजदूरी दर ज्यादा है और राज्य की मजदूरी दर कम है या मनरेगा की मजदूरी दर कम है और राज्य की मजदूरी दर ज्यादा है। राज्यों के सचिव इसके सदस्य हैं इस पर विचार करने के बाद ही इस पर अंतिम निर्णय लिया जाएगा।"

3.5 The Committee while noting the areas in which work was created in terms of asset development under MGNREGA, wanted to know whether the projects associated with the ponds were taken up under the Scheme. In his oral submission during the evidence, the Secretary, DoRD stated that:-

" तालाबों के निर्माण के लिए इस वर्ष से हमने यह व्यवस्था की है, जो मिशन वाटर कन्जर्वेशन गाइडलाइन्स निर्गत की हैं, वह वाटर रिसोर्सेज मिनिस्ट्री, लैंड रिसोर्सेज सबसे सम्पर्क करके ज्वाइंट आर्डर के माध्यम से की है। देश के 112 जिले हैं जो इरिगेशन डैफिशिएंट हैं और 2206 ब्लॉक हैं जो डार्क ब्लॉक या ग्रे ब्लॉक हैं जहां पानी का स्तर बहुत नीचे चला गया है। एक फोकस्ड तरीके से तालाबों का निर्माण या रिज टू वैली वाटरशेड का काम करना है, हम उन जिलों में ज्यादा प्राथमिकता पर करना चाहेंगे जो 2206 की सूची में हैं और 112 जिले जो इरिगेशन डैफिशिएंट हैं। निश्चित रूप से जो क्षेत्र आपके जिले में भी इस कोटि में हैं, जहां वाटर डैफिशिएंसी है, उन्हें प्राथमिकता दी जाएगी।"

3.6 Asked about the status of linkage of job cards with the Aadhar Card, the Department of Rural Development submitted the details as provided under **Annexure VII**.

3.7 Elaborating further during the evidence before the Committee, the Secretary, DoRD submitted that:-

"मैं आधार के बारे में बताना चाहता हूं कि असम, मेघालय, जम्मू-कश्मीर तीन राज्यों में प्रक्रिया पीछे है। बिहार में करीब 44-45 प्रतिशत तक ही पहुंच पाए हैं, पश्चिम बंगाल में करीब 70 प्रतिशत पर हैं, इसी प्रकार उड़ीसा में करीब 70 प्रतिशत पर हैं और बाकी राज्यों में 85 प्रतिशत से ज्यादा नरेगा के मजदूर आधार सीटिड हैं।"

**4. Convergence with other Schemes** - The Department of Rural Department during the course of evidence made a presentation about "**Convergence in implementation of NREGA work across Ministries**"

4.2 Having noted the idea behind convergence the Committee wanted to know about the schemes which have been converged with the MGNREGA scheme to which the Department of Rural Development in its written note have replied as mentioned below :

"Pradhan Mantri Awas Yojana Gramin (PMAY-G), PMKSY, Integrated Child Development Services, Integrated Water Management Programme (IWMP), Pradhan Mantri Gram Sadak Yojana, Swachh Bharat Mission Gramin (SBM-G) converge with MGNREGA programme.

**ICDS** - Upto Rs.5 lakh under MGNREGA and Rs. 2 lakh from ICDS are utilized for contribution of our AWC convergence guidelines to this effect has been issued.

**SBM-G** – In all PMAY houses, IHHL worth Rs. 12000/- each is being provided.

**PMKSY & IWMP** – Mission water conservation Guidelines issued jointly for convergence of fund and technical manpower.

**PMAY (G)**- Person days worth 90-95 days per household are contributed from MGNREGA."

4.3 The Committee desired to be acquainted about the convergence of MGNREGA scheme with PMAY-G vis-a-vis the objective of 'Housing for all' by 2022.

Responding, the Department of Rural Development have submitted that

"Convergence of Pradhan Mantri Awas Yojana Gramin (PMAY-G) with MGNREGA is mandatory. The total number of unskilled person days required for construction of a house is 95 person days for North-East, Hilly region and IAP districts and 90 person days for other areas. This is being contributed from the MGNREGA programme. Besides every PMAY (G) house gets IHHL worth Rs. 12,000/- from MGNREGS."

4.4 On the issue of convergence of MGNREGA, the Committee enquired about the feasibility of its convergence with the MPLADS Fund allocated to the Members of Parliament for a much wider ambit of fund utilisation, the Secretary DoRD during the course of evidence clarified as under:-



" हम इसको वेलकम करेंगे कि जो श्रम का कंपोनेंट है, अगर कोई ऐसी योजना है, जो शेड्यूल वन का कंपोनेंट है, मान लीजिए सिंचाई की योजना हो, सड़क की योजना हो, इसमें पुल का निर्माण आप एमपीलैड से कर लें, बाकी काम जो लेबर का है, वह हम कन्वर्जस में कर लें। मैं यह भी बताना चाहूंगा कि कई राज्यों ने, जैसे आंध्र प्रदेश ने, छत्तीसगढ़ ने, इन लोगों ने स्टेट के बजट में एक कन्वर्जस का बजट हेड बना दिया है। ये मनरेगा से मजदूर लेते हैं और मैटेरियल का खर्च वे उधर से दे देते हैं। इस प्रकार की व्यवस्था हम एमपीलैड के साथ भी ...”

**5. Social Audit** - To strengthen the process of Social Audits, the Ministry of Rural Development in consultation with the C&AG constituted a Joint Task Force on 22nd June 2015 for Social Audits. The Joint Task force set up four working groups to give their recommendations for:-

- (1) Establishment, roll out & progress of social audit units;
- (2) Strengthening synergies on social audit;
- (3) Developing social auditing standards and
- (4) Expanding the scope of social unit.

Consequently, the Ministry have introduced Auditing Standards that are based on recommendations of the Task Force in order to strengthen the process of social audits and ensure the compliance of Audit of Scheme Rules, 2011. These standards will reinforce the government's efforts to institutionalize social audits in the states. With the formation of 23 independent social audit units in the country, social audit units will engage with primary stakeholders and ensure their participation in development of the Gram Panchayats through MGNREGA.

5.2 While taking note of the initiative of Department of Rural Development, the Committee wanted to know about the efforts of Department of Rural Development in the

hastening of social audit of the MGNREGA in the States. The reply of Department of Rural Development is as under :

"The Ministry has made an extensive effort in institutionalizing social audits. A total of 23 States have declared independent of the implementing agency. In order to make the social audit units functional, some states are in the process of engaging resource persons as per the guidelines issued by the Ministry.

A total of 558 resource persons have been engaged in various states under the Special Financial Assistance project initiated by the Ministry of Rural Development. Apart from that, a total of 2993 Block level resource persons have been engaged by various social audit units to help conduct social audits in Gram Panchayats as per Audit of Scheme Rules 2011. The Ministry has communicated to the states to ensure participation of community cadre of women SHGs to ensure community participation and strengthening of the accountability framework.

The Ministry has also introduced Auditing Standards for conducting social audits. These standards were drawn, in consultation with C&AG and the Joint Task Force for Social Audits, in order to strengthen social audits and ensure compliance of Audit of Scheme Rules 2011.

In order to strengthen the process of social audits and ensure good quality of social audit reports, the Ministry has initiated a 30-day mandatory certification course on social audits for State, District and Block level resource persons. As of now a total of 13 states have initiated the capacity building exercise and a total of 1400 resource persons have been trained. The Ministry is regularly monitoring the progress of these trainings to ensure that this capacity building exercise is completed in time."

## **6. Inspection/Monitoring -**

The Ministry of Rural Development have been ensuring that the Central Employment Guarantee Council (CEGC) meeting takes place regularly. With all the States the Ministry has proactively taken up the issue of constitution of State Employment Guarantee Council (SEGC). These SEGCS have been duly formed and are meeting regularly. Apart from this Performance Review Committee (PRC) meetings are held on quarterly basis with participation of senior officials of State Governments.

Video Conferencing with States on various issues and SMS alerts are regular features of monitoring.

6.2 The Committee wanted to know about the periodic physical verification to ascertain the ground reality at the grass-root level. In its response, the Department of Rural Development have submitted that :-

"The Ministry has established a comprehensive system of monitoring and review mechanism for MGNREGA. The evaluation of works under MGNREGA is regularly done in the Performance Review Committee meetings, Video conferences and weekly meetings. Officers of the Ministry and National Level Monitors also visit various districts to oversee the performance of MGNREGA. During these reviews, the implementation aspects that need strengthening are identified including the areas for improvement in the quality of assets."

7. **Grievance Redressal** - The Committee during its course of examination was desirous of being apprised about the status of appointment of Ombudsmen in States for effective grievance redressal. The Department of Rural Development have stated as under :

"The Ministry in the Performance Review Committee meeting has reiterated to the States for ensuring appointment of Ombudsmen in each district. The Ministry is also in the process of re-assessing the guidelines for appointing Ombudsmen. The status of Ombudsmen is given in Annexure-VIII."

7.2 The status of Ombudsmen is provided under Annexure VIII.

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

**1. Details of Scheme -**

The National Rural Livelihoods Mission (NRLM), re-named as Deendayal Antyodaya Yojana-National Rural Livelihoods Mission (DAY-NRLM) in December, 2015, is a centrally sponsored programme that aims at eliminating rural poverty through promotion of multiple livelihoods for each rural poor household. Launched in June 2011, by restructuring Swarnjayanti Gram Swarozgar Yojana (SGSY), the Mission seeks to reach out to 8-9 crore rural poor households by 2024-25.

The launch of DAY-NRLM to address rural poverty marks a paradigm shift in poverty alleviation programmes. Unlike SGSY, it is based on a saturation approach that seeks to reach out to all the rural poor households and provide them continuous handholding till they come out of poverty. It seeks to build community institutions for providing long-term financial and livelihood support to the poor. The other distinguishing features of the programme is that it is implemented in a Mission mode by special purpose vehicles (autonomous state societies) with dedicated implementation support units at the national, state, district and block levels, using professional human resources. As mobilization of the poor and community institution building for livelihoods promotion requires intensive efforts, the Mission has adopted a phased expansion and saturation approach. The Mission makes extensive use of community resources (social capital) for building and sustaining the community institutions and promotion of livelihoods. All the 30 states and the 4 UT namely

Andaman Nicobar, Puducherry, Lakshadweep and Dadar & Nagar Haveli are currently implementing the Mission in 3314 blocks across 508 districts.

**2. 12th Five-year Plan Outlay** - The allocation of funds during the current five year plan is given below :

<b>Year</b>	<b>BE</b>	<b>RE</b>
2012-13	3915.00	2600.00
2013-14	4000.00	2600.00
2014-15*	4000.00	2186.42
2015-16**	2705.00	2705.00
2016-17***	3000.00	3000.00

2.2 After having noted the allocation at BE and later at RE stage during the 12th Plan Period (2012-17), the Committee wanted to know whether the funds demanded by the Department of Rural Development for the year 2017-18 is in sync with the expansion of programme over the years. In its written notes, the Department of Rural Development have replied as under :

" In the beginning of the 12th plan period the states were in the transition phase and it is only in the year 2014-15 that most of the states transited to NRLM from SGSY. Therefore, the pace of fund utilization increased from this year. There was also availability of SGSY balances in the states which has also been utilized by the states in addition to the funds allocated under NRLM. During 2016-17 the allocation of NRLM is Rs. 3000 crore and for the year 2017-18 an amount of Rs. 4500 crore has been allocated for the programme. The increase is 1.5 times of the previous year's allocation. Any additional requirement of funds for the year 2017-18, if necessary, will be proposed at the RE stage."

### 3. Physical and Financial Performance

The financial achievement under NRLM during the 12th Plan (2012-17) is given below :

Year	Central Allocation (RE) (Rs. in Crore)	Central Release (Rs. in Crore)	% Release	Reason for shortfall
2012-13	2600.00	2195.39	84.43	The shortfall in release is due to the time taken by the States to transit from SGSY to NRLM after setting up necessary institutional structures such as State level Society, District Mission Management Unit and Block Mission Management Unit
2013-14	2600.00	1822.11	70.08	The shortfall in release was on account of delay in most states in meeting the conditions for transition to NRLM, including getting approvals for setting up an autonomous society as State Rural Livelihoods Mission (SRLM), approvals for recruiting professionals for various positions at State, district and sub-district levels in the first set of intensive blocks and subsequent delays in recruiting, training and placing the professionals.
2014-15	2186.42	2102.69	96.18	The minor shortfall in release is due to the time taken by the <i>North Eastern States</i> to transit from SGSY to NRLM after setting up necessary institutional structures such as State level Society, District Mission Management Unit and Block Mission Management Unit.
2015-16	2705	2504.07	92.5	The shortfall was on account of low expenditure levels in some NE states and DDU-GKY
2016-17*	3000	2056.78	69	

\*As on 11<sup>th</sup> Jan. 2017

The Physical target achievement and reason for shortfall under SGSY/NRLM are given below :

Year	No. of SHGs to be promoted/brought into NRLM fold (Target)	No. of SHGs promoted/brought into NRLM fold	%	Reason for shortfall
2011-12	1.87 lakhs	2.42 lakhs	129.41	There is no shortfall
2012-13	1.78 lakhs	1.67 lakhs	93.82	This was a transition year from SGSY to NRLM for a majority of the States. The States transiting to NRLM had to set up the necessary institutional structures for making the restructured scheme of NRLM fully operational. This being a time consuming process there was minor shortfall in the no. of SHGs covered for assistance.
2013-14	1.87 lakhs	1.03 lakhs	55.08	The shortfall in release is due to the unexpectedly long time taken by the States to transit from SGSY to NRLM after setting up necessary institutional structures such as State level Society, District Mission Management Unit and Block Mission Management Unit. The actual programme implementation could only start after suitable and trained professionals could be placed at various levels and all necessary systems could be put in place like financial management systems, procurement systems etc.
2014-15	1.00 lakh	3.52 lakh	352.00	There is no shortfall.
2015-16	1.00 lakh	2.62 lakh	262.00	There is no shortfall.

2016-17 (Up to 30.11.2016)	2.00 lakh	2.92 lakh	146.00	There is no shortfall.
----------------------------	-----------	-----------	--------	------------------------

3.2 During the course of examination, the Committee found that only 69% of the allocated fund at RE stage has been released by the centre as on 11 January, 2017. On being asked about the reason behind the slow release of allocated funds and its effect on the implementation of the programme in achieving the targets, the Department of Rural Development in its written notes have submitted as under :

"As per the cash management guidelines issued by the Ministry of Finance, not more than one third of the budget provision should be released in the last quarter and not more than 15% in the last month of the financial year. The expenditure under Deendayal Antyodaya Yojana-National Rural Livelihoods Mission (DAY-NRLM) as on 31st Dec. 2016 is in conformity in these guidelines. In fact, the expenditure as on 15-02-2017 has reached a level of 75% funds of the budget provision. As such, there is no adverse effect on implementation of the programme and it is expected that the targets fixed for the year 2016-17 will be achieved."

#### **4. Salient features of the Scheme**

##### **(a) Community Funds -**

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



4.2 On being enquired about the parameters on the basis of which DAY-NRLM provides funds to create a resource in perpetuity for the community institution, the Department of Rural Development in its submission have stated :-

"DAY-NRLM provides 2 types of funds to community Institutions-

1. Revolving Fund (RF) to Self Help Groups – Rs. 10,000 to Rs.15000/- per SHG
2. Community Investment Fund (CIF) to a maximum of Rs. 2.5 lakh per SHG

1. **Revolving Fund** – The criteria for provisioning of Revolving Fund to SHGs include the following:

- a. It should be an SHG of women from poor and poorest of the poor households. Priority should be given to S.H.G s of the poorest of the poor.

*Note: In case of Persons with Disability and elderly, the SHG can be of women, men or both.*

- b. The SHG should have been practicing 'panchasutra' for the last 3-4 months (12-16 weeks)
- c. All the members of the group have received three days member level training on SHG concept, group management and panchasutra.
- d. A commitment from the group that the Revolving Fund will be utilized for internal lending to the members along with savings.
- e. After the provision of Revolving Fund also, the group agrees to continue panchasutra, good management and financial norms in its meetings."

2. **Community Investment Fund (CIF)** – SHGs adopting Panchasutra and following good management & financial norms (proper use of savings, and revolving fund) are supported further with provision of CIF after the SHGs have prepared a Micro Credit Plan (MCP) for their livelihood activities and various other needs. Eligibility criteria for SHGs to access CIF through MCP process are as follows:

- a. It should be an SHG of women from poor and poorest of the poor households. Priority should be given to S.H.G s of the poorest of the poor.

*Note: In case of Persons with Disability and elderly, the SHG can be of women, men or both.*

- b. The SHG should have been practicing 'panchasutra' for the last 6 months (24-26 weeks)
- c. It should have developed its Participatory Micro-credit Plan.
- d. It should give a commitment that even after receiving CIF loan through MCP Process, the members of the group will run the management duly adopting panchasutra and good management and financial norms.
- e. Members would timely repay the loan amount to SHG and SHG in turn to VO as per the repayment scheduled mutually agreed to.

**(b) Interest Subvention -**

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

4.3 The Committee wanted to know whether the Interest Subvention Scheme has really addressed the issue of Universal Financial Inclusion for credit access to the SHGs. Responding to it, the Department of Rural Development in its written notes have furnished as below :

"The prevailing scheme of Interest Subvention mentioned above have helped to promote financial inclusion of SHGs. Banks have been extending support to provide credit to SHGs and so far, the groups have availed bank loans of over Rs. 97,000 crores from 2013 onwards.

This scheme has helped to make the rural enterprises viable, more remunerative and encourages prompt repayments.

As this scheme gained wide acceptance with SHG members many state governments viz Karnataka, Kerala, Maharashtra, Chhattisgarh, Jharkhand, Andhra Pradesh, Telangana, and Odisha, Haryana West Bengal have announced state specific Interest subvention over and above the central government Interest Subvention."

4.4 In response to a query of the Committee regarding the creation of facility for the packaging and promotion of products manufactured by the women SHGs to ensure commercial viability, the Secretary, DoRD during the evidence submitted as under:-

“जहां तक एनआरएलएम प्रोडक्ट्स की बात आई कि बाजार में कई बार वाएबल नहीं होते हैं। आज हमारे लिए आजीविका मिशन की मार्केट और वैल्यू चेंज डेवलपमेंट सबसे बड़ी चुनौती है। मुझे आपको बताते हुए हर्ष हो रहा है कि इंटरनेशनल ट्रेड फेयर ऑर्गेनाइजेशन द्वारा प्रगति मैदान में 8 से 18 अप्रैल तक पहली बार देश की महिलाएं जो अपना सामान बनाती हैं, केवल उनकी आजीविका का मेला आयोजित हो रहा है। अब यह हर वर्ष होगा। वे जो भी सामान बनाती हैं, उस सामान को प्रदर्शित और बिक्री करने की व्यवस्था होगी। हम राज्यों में सरस मेला आयोजित करते थे, लेकिन माननीय ग्रामीण विकास मंत्री जी की यह सोच है कि हम केवल राज्य मुख्यालय ही नहीं, बल्कि बड़े शहरों में भी मेलों का आयोजन करें ताकि महिलाओं द्वारा बनाए गए प्रोडक्ट्स के लिए वैल्यू चेंज और मार्केटिंग की व्यवस्था हो सके।

हमें निश्चित रूप से इस पर और काम करना है। हम माननीय सांसद के सुझाव से और बेहतर काम करना चाहते हैं।

**(c) Start-up village Entrepreneurship Programme (SVEP)**

DAY-NRLM has been promoting SVEP to promote and strengthen rural start-ups in the non-farm and off-farm sector from FY 2014-15. The strategy is to promote knowledge about business feasibility, management and to provide access to loan finance for start-up as well as scaling-up the existing enterprise. During FY 2015-16, proposals received from 17 states have been approved. Situational analysis and market potential studies are being undertaken in some of these states to identify potential enterprises for support.

4.5 The Committee was eager to know as to how does Department of Rural Development view SVEP as an emerging source of income and employment generation in rural areas. Department of Rural Development in its written note have stated that :

"In the 46 blocks for which proposals have been received under SVEP, the average number of enterprises proposed to be set is estimated to be 1700 per block in 4 years. These 1700 enterprises shall cumulatively lead to the entrepreneur earning approx. Rs. 6 crores per annum from the 4<sup>th</sup> year onwards at an estimated investment from the project of Rs.4.53 crores. Hence, It is expected that the program will be a good source of self employment and income generation in rural areas. The number of people, apart from the entrepreneur who will be employed in the enterprises are estimated to be 1.07 per enterprise, hence in each block a total of 3500 people (including the entrepreneur) would be employed in the enterprises supported by the program.

## 5. Deendayal Upadhyay Grameen Kausalya Yojana (DDU-GKY)

A skill development and placement support component has also implemented under the Mission. The component has been named DDU-GKY. The skill development programme seeks to build the skills of the rural youth through short (6 – 12 weeks) training and place them in relatively high wage employment sectors of the economy. The programme is implemented in partnership with public, private, non-government and community organizations, which are also responsible for providing placement and follow-up support. Initially, the projects were approved by the MoRD. The powers to approve the projects are being devolved to the state governments. A separate division (Skills division) within the Ministry of Rural Development is implementing this program. The GoI is aiming at achieving a target of skilling 1 crore youth over a period of 7 years. There is a special initiative to promote skills of youth in rural and urban areas of Jammu & Kashmir with 100% central assistance (Himayat). Further, there is a special scheme called Roshni focusing on rural poor from 27 Left-Wing Extremism (LWE) affected districts in 9 states.

5.2 Asked about the programmes under DDU-GKY and regarding the rural youths having been provided with placement under the 'Himayat and Roshni Scheme' being run in G&K and LWE affected districts in 9 states, the Department of Rural Development in its written notes have replied as below:

" As per available information, a total of 3.31 lakhs candidates have been trained under DDU-GKY since inception of the program till 31st January 2017. State-wise details of 544 ongoing DDU-GKY projects (as on 31st January 2017) is given at Annexure.-III.

**Himayat**

Himayat is a placement linked skill development program for rural as well as urban youth in Jammu & Kashmir. As per available information, a total of 69537 candidates have been trained and 54539 candidates have been given placement after training (as on 14.2.2017).

### **Roshni**

A total of 17 Roshni projects are being undertaken in 22 districts in 4 States (Bihar, Chhattisgarh, Jharkhand and Odisha) at present. As per available information, a total of 13886 candidates have been trained and 10877 youth have been given placement (as on 31.1.2017)."

## **6. Monitoring System**

### **Module-9-SHG Transaction Module**

A significant progress has been made towards the establishment of a transaction-based system during 2016-17, with the technical support of NIC and an external agency. An application (both android and web based) to capture transaction details of SHGs has been developed and is expected to be rolled out from January '17 in a phased manner. All states without a transaction-based system are required to adopt this module which facilitates capture of transaction information from each SHG meeting. All states are required to roll-out the SHG-transaction module in all intensive blocks from April 2017. The State Missions of Bihar, Jharkhand, Rajasthan, Andhra Pradesh and Telangana may continue to use their own MIS which capture transactional data. However, these states are required to develop appropriate web services to integrate with the national MIS. Once the transaction-based system is implemented in all blocks, the MPR module will be linked to the transaction system. Once linked, the Mission will be able to generate disaggregated reports for all levels. Thus, one can drill-down up to the SHG level for all reports. The system is expected to facilitate evidence-based

decision making at all levels. Efforts are also being made to design and develop transaction-based VO and CLF modules. These modules are expected to ready for roll-out by April 2017.

6.2 Responding to the query about the progress made in the rolling out of SHG-Transaction Module, the Department of Rural Development in its written notes have stated that :

" NRLM is in process of rollout SHG Transaction Module. The progress made so far is as follows:

1. Three variants of Applications have been developed such as Web Application, Android Application (for Tablets) and Offline Desktop based application and deployed the same for use of states.
2. An advisory on process of rollout of SHG transaction System including standard formats have been shared with all States.
3. All SRLMs (State and District MIS teams) have been trained on use of the systems and SRLMs are further providing training to the Block team members and Community Cadres for rollout of same.
4. As on 14th Feb 2017, 11 States have rolled out o SHG Transactions Module in 60 Blocks.
5. Other blocks are in process of data collection from SHGs to upload into Systems.
6. It is proposed that at least one block from each intensive district of SRLMs will migrate to the transaction based system by end of Mar. 2017 and all intensive blocks will migrate by Apr. 2017."

## **7. DRDA Administration Scheme**

The District Rural Development Agency (DRDA) has traditionally been the principal organ at the District level to oversee the implementation of different anti-poverty programmes. Since its inception, the administrative costs of the DRDAs were

met by way of setting apart a share of the allocations for each programme. The Scheme of **DRDA Administration** was introduced from 1<sup>st</sup> April, 1999 to enable DRDAs to develop a proper administrative and personnel structure for effective management of rural development programmes. **From 2014-15, the scheme is under the umbrella of NRLM.**

**A Statement showing BE/RE and actual expenditure for the years 2014-15, 2015-16 and 2016-17 and BE 2017-18 showing Plan and non-plan expenditure separately.**

**Plan**

( Rs. in Crores )

<b>Year</b>	<b><u>Budget Estimate</u></b>	<b><u>Revised Estimate</u></b>	<b><u>Amount Released/ Actually spent</u></b>
2014-15	400.00	305.00	305.00
2015-16	255.00	255.00 + 0.88 (by re-appropriation)	254.07
2016-17	<b>255.00</b>	255.00	138.81 (as on 05.01.2017)
2017-18	<b>500@</b>		

@ NRLM Division has proposed Rs.500 crore for DRDA Administration against the Central share ceiling of Rs.590.10 crore for 2017-18 as per DRDA guidelines.

7.2 Being an important component of Department of Rural Development and under the umbrella of NRLM from 2014-15, the Committee sought to know the reasons for the existence of huge gap between the RE stage of Rs. 255.00 crore and the amount actually spent till 05.01.17 being only Rs. 138.81 crore. The Department of



Rural Development in its written note have clarified as under :

"The process of release of funds was quite slow till December 2016 due to following reason:-

Funding pattern in r/o DRDAs (except DRDAs of North –Eastern States) was changed from 75:25 to 60:40 or 90:10 (Centre: State) during the year 2015-16. However some States released their share on the basis of old funding pattern of 75:25 during 2015-16. Moreover, earlier funds were released to DRDAs directly and now the funds are released to State Governments/UT Administration for further transmission to DRDAs. Transfer of funds to DRDAs got delayed or paid in parts by many States and in some cases funds released by the Ministry in the month of March 2016 reached to DRDAs in the next financial year 2016-17. State share was also delayed in many cases and some States did not give details as to how much amount is Central share and what is the amount of State share. These caused difficulties for the DRDAs in preparing proposals and vital documents like utilization certificate etc. A large number of proposals received from DRDAs contained shortcomings which were required to be got removed. Out of total 655 DRDAs only 394 DRDAs have so far sent their proposals for 2nd installment and out of which only 180 proposals were found to be complete. Letters have already been written in r/o remaining DRDAs for removing discrepancies in proposals/expediting the proposals."

7.3 The Committee further wanted to know as to why despite the availability of funds at RE stage, DRDAs are facing financial crunch and are resorting to taking temporary loan/advances from other sources/schemes for disbursing salary to the employees or were the DRDAs are being neglected? The Department of Rural Development in its written notes have replied as under :

"Funding pattern in r/o DRDAs (except DRDAs of North –Eastern States) was changed from 75:25 to 60:40 or 90:10 (Centre: State) during the year 2015-16. However some States released their share on the basis of old funding pattern of 75:25 during 2015-16. Moreover, earlier funds were released to DRDAs directly and now the funds are released to State Governments/UT Administration for further transmission to DRDAs. Transfer of funds to DRDAs got delayed or paid in parts by many States and in some cases funds released by the Ministry in the month of March

2016 reached to DRDAs in the next financial year 2016-17 through the States. State share was also delayed in many cases and some States did not give details as to how much amount is Central share and what is the amount of State share. These caused difficulties for the DRDAs in preparing proposals and vital documents like utilization certificate etc. A large number of proposals received from DRDAs contained shortcomings which were required to be got removed which took its time. Out of total 655 DRDAs only 394 DRDAs have so far sent their proposals for 2nd installment and out of which only 180 proposals were found to be complete. Letters have already been written to concerned States/UTs/DRDAs in r/o remaining DRDAs for removing discrepancies in proposals/expediting the proposals. Hence, there is no question of the DRDAs being neglected by the DoRD."

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

#### **1. Historical Background of the Scheme :**

A full-fledged rural housing program Indira AwaasYojana (IAY) was launched in June, 1985 as a sub-scheme ofRLEGP, with earmarking of funds, for the construction of houses for SCs/STs and freed bonded labourers. When Jawahar Rozgar Yojana (JRY) was launched in April, 1989, 6% of the funds were allocated to housing for SCs/STs and freed bonded labourers. In 1993-94, the coverage was extended to Non-SC/ST families, by increasing the earmarked fund for housing under JRY to 10%. The additional 4% was to be used for non-SC/ST category ofbeneficiaries.

Indira Awaas Yojana (IAY) was made an independent programme with effect from 1 st January, 1996 aimed at addressing housing needs of the Below Poverty Line (BPL) households. After more than 30 years of its implementation, although IAY addressed the rural housing shortage, in view of the limited scope of coverage under the programme there were still considerable gaps in rural housing. The Government is

committed to provide “Housing for All” by 2022. To fulfill the Government's commitment and address the gaps in rural housing, IAY has been re-structured into Pradhan Mantri Awaas Yojana – Gramin (PMAY-G) w.e.f. 1 April, 2016 by the Government.

## **2. Aims and Objectives**

PMAY-G aims to provide a pucca house with basic amenities to all houseless households and households living in kutcha and dilapidated house by 2022. The target number of houses to be constructed by the year 2021-22, to achieve the objective of “Housing for All”, is 2.95 Crore. The immediate objective is to cover 1.00 crore households, that are houseless and living in kutcha /dilapidated house, in three years from 2016-17 to 2018-19 and enable construction of quality houses by the beneficiaries using local materials, designs and trained masons. For houses to become homes, habitat approach through convergence has been adopted.

2.2 On enquiring about the leftover homeless families and non-inclusion in the beneficiaries list in PMAY-G, the Secretary, DoRD during evidence stated as under:-

“प्रधान मंत्री आवास योजना के तहत ग्रामीण क्षेत्र में जो परिवार सामाजिक व आर्थिक जनगणना में नहीं आए हैं, उनके बारे में सरकार की क्या सोच है? मैं स्पष्ट करना चाहूंगा कि जो सामाजिक व आर्थिक जनगणना की गई थी और जो नेशनल पॉपुलेशन रजिस्टर हैं, इसके आधार पर वर्ष 2011 के जनगणना में जो एनुमेरेशन ब्लॉक्स थे, उनके आधार पर ही किया गया है। इसलिए यह उम्मीद थी कि इसमें सभी घर या हाउस होल्ड कवर हो जाएंगे, लेकिन यह जानते हुए कि वर्ष 2011-12 में यह कुछ राज्यों में प्रारंभ किया गया और कुछ राज्यों में यह वर्ष 2012-13 में शुरू किया गया था। इसके बाद संभवतः कई

और परिवार बसे हो या कुछ छोटे बच्चे अलग परिवार हो गए हो। इसको ध्यान में रखते हुए जब हम लोगों ने इन आंकड़ों को ग्राम पंचायतों में भेजा और उसमें हमने ग्राम सभा के वैलिडेशन की प्रक्रिया में अपील की व्यवस्था भी रखी थी कि अगर किसी परिवार को लगे कि वह छूट गया है और उसके कारण सही है, अगर ग्राम सभा उसको वैलिडेट करती है, संपुष्ट करती है तो वैसी परिस्थिति में सीडीओ या सीओ जिला परिषद के स्तर तक अपीलीय अधिकारी घोषित थे। ऐसे कई मामले हमारे सामने आए हैं। मैं यहां पर बताना चाहूंगा कि जो सामाजिक-आर्थिक जनगणना के आधार पर चार करोड़ से ज्यादा जो परिवार थे, वे बेघर थे या एक कच्चा कमरा और कच्चे छत के नीचे रहते थे या दो कच्चे कमरे और कच्चे छत के नीचे रहते थे, इन्हीं को हम लोगों ने प्रधान मंत्री आवास योजना के अंतर्गत अपना यूनिवर्स माना था और इन चार करोड़ से ज्यादा जो परिवार उस कोटि में थे, जब ग्राम सभाओं के माध्यम से वैलिडेशन किया गया तो यह संख्या घट कर दो करोड़ सत्तर लाख आ गई है। इसका कारण यह है कि कई परिवार ऐसे थे जिनके इस अवधि में या तो घर बन गया या वे स्वयं घर बना लिये हैं।

अब जहां तक नये घरों को जोड़ने का प्रश्न है, अपीलीय व्यवस्था स्थापित है, इस व्यवस्था में जिनकी अपील आई है और अगर जिनको सही पाया गया है, प्रथम वर्ष में तो नहीं, लेकिन आने वाले वर्ष में सरकार और मंत्रिमंडल के अनुमोदन से ही अतिरिक्त नाम अगर शामिल करना है, जो किसी कारण से छूट गए हो, वैसे शायद बहुत कम ही केस आ पाएंगे, क्योंकि जैसा हमने कहा कि जो सेंसस हुआ था और जो नेशनल पापूलेशन रजिस्टर है, उसके एनुमरेशन ब्लॉक को ही सामाजिक-आर्थिक सेंसस ने यूज किया है, लेकिन अपील की प्रक्रिया है और उनको जोड़ने का काम हम कैबिनेट के अनुमोदन के बाद अगले वर्ष से वर्ष 2018-19 में विचार कर पाएंगे।’

### **3. Salient features of PMAY-G**

(i) The main features of the scheme of PMAY-G are as follows :-

- a) Providing assistance for construction of 1.00 crore houses in rural areas over the period of 3 years from 2016-17 to 2018-19.
- b) Unit assistance of Rs. 1.20 lakh in plains and Rs.1.30 lakh in hilly states, difficult areas and IAP districts.
- c) In addition, the beneficiary will get Rs.12,000/- as assistance for construction of toilet under Swachh Bharat Mission (G), MGNREGA or any other dedicated financing source and support of 90 person days in plain areas and 95 person days in hilly states, difficult areas and IAP districts under MGNREGS through convergence.
- d) The beneficiary would be facilitated to avail loan of upto Rs.70,000/- for construction of the house which is optional.

(ii) The cost of PMAY-G would be shared between Government of India and

State Governments in the ratio 60:40 in plain areas. In case of North Eastern and 3 Himalayan States (Jammu & Kashmir, Himachal Pradesh and Uttarakhand the sharing pattern is in the ratio of 90 : 10.

#### 4. Financial performance of the scheme :

The funds allocated during the last three financial years, RE and Central Releases and achievements under the Scheme are as under:-

*(Rs.in crore)*

Year	Allocation (BE)	RE	Central Releases	Achievement (Central Release as %age of RE)	Reasons for slow progress
2014-2015	16000.00	11000.00	11096.96	100.88%	-
2015-2016	10025.00	10025.00	10107.92	100.83%	-
2016-2017	15000.00	16000.00	14221.45	94.81%*	

\* Releases as on 18.01.2017

4.2 The Committee enquired about the reasons for the substantial increase at RE stage for the year 2016-17, to which the Department of Rural Development in its note in its note have stated as under:-

**PMAY-G** :- The budgetary allocation towards Pradhan Mantri Awaas Yojana- Gramin has been increased by Rs 1,000 crores at the RE stage in FY 2016-17. The additional funds will be required to meet financial outgo on account of 33% enhancement of targets in the current financial year and release of committed liabilities to State/UTs under the erstwhile scheme of Indira Awaas Yojana (IAY)."

**5. Physical Achievements under IAY/PMAY-G during the last three financial years :**

**"Physical Achievement under IAY/PMAY-G during the last three Financial years**

Year	Physical Target	Achievement	%age of Achievement	Reasons for not achieving targets
2014-2015	2518978	1652737	65.61%	(i) Reduction in budget outlay at RE stage of Rs. 5000 crore during 2014-15 which adversely affected the physical achievement,  (ii) Imposition of Model Code of Conduct due to general elections to the Lok Sabha from 4 <sup>th</sup> March, 2014 onwards. During that period the work relating to implementation of IAY remained almost suspended.
2015-16	2079146	1831952	88.11%	(i) Delay in finalising fund sharing pattern which led to uncertainty over State's matching share (ii) Slow pace of data entry due to inadequate server capacity and lack of online connectivity
2016-17	33,00,000**	2122549	64.32%#	(i) Mid year enhancement in targets by 33% as announced by Hon'ble PM in his address to the nation on 31 <sup>st</sup> Dec, 2016. (ii) Delay in verification and finalisation of priority lists based on SECC data (iii) Slow pace of geo tagging of houses due to network deficit and software compatibility issues translating into delays in sanctioning (iv) Technical problems in switching to comprehensive online payments through the

				PFMS AwaasSoft platform
--	--	--	--	-------------------------

# Achievement for 2016-17 is as per figures reflected in the MIS as on 18.01.2017

\*\*As per Cabinet's approval, 33 lakh houses are to be built under PMAY-G in FY 2016-17."

5.2 The Details of houses completed in Financial Year 2015-16 and 2016-17 is given in the table below :

" The details of houses completed in FY 2015-16 and 2016-17 is given in the Table below:

Year	House targeted	House constructed*
2015-16	20,79,146	18,30,110
2016-17	44,60,997	22,63,419

\* This is cumulative figures of house constructed (reported by the States/UTs on AwaasSoft as on 15.2.2017) this includes houses sanctioned in the previous years also."

5.3 The Committee during its course of examination asked about the performance of the programme in LWE affected districts and remote hilly areas of the country in the current year. Department of Rural Development have replied as under :

"In view of operational challenges and issues in accessibility, the unit assistance to LWE affected districts and hilly states has been enhanced to Rs 1.3 lakh under PMAY-G. To provide more resources to hilly States, the fund sharing pattern in the three Himalayan States has been changed to 90:10. For overcoming challenges such as limited internet bandwidth and connectivity deficit, the Ministry has developed an offline module for data capture and transmission in the mobile App-Awaas App. Provision for granting special projects for rehabilitation and settlement of surrendered militants and their families has been included in the Framework for Implementation of PMAY-G. During identification of eligible beneficiaries, priority is to be accorded to beneficiary families of the Forest Rights Act, 2006 while finalizing the ranking of households.

The process of identification of eligible beneficiaries under PMAY-G, based on SECC data, is in mature stages in most States having LWE affected districts and the three Himalayan States except Jammu and Kashmir. The permanent waitlist is likely to be finalized in the above mentioned States by the end of February."

5.4 The Committee further asked as to the presence of any roadmap with Department of Rural Development for the accelerated completion of targets as envisioned under PMAY-G. In its written note, the Department of Rural Development have submitted that :

"Recognizing the key role played by States in implementing and realizing the mandate of PMAY-G and to accelerate completion of targets envisioned under the scheme, the Ministry has taken several steps to strengthen their implementation capacity. To ensure availability of dedicated manpower to monitor and review progress on a daily basis and provide requisite technical support and facilitation, States have been directed to form Programme Management Units (PMUs) using administrative funds available under the scheme. The end to end execution of the scheme from the selection of beneficiaries, disbursement of assistance to beneficiaries, verification of progress Recognizing the key role played by States in implementing and realizing the mandate of PMAY-G and to accelerate completion of targets envisioned under the scheme, the Ministry has taken several steps to strengthen their implementation capacity. To ensure availability of dedicated manpower to monitor and review progress on a daily basis and provide requisite technical support and facilitation, States have been directed to form Programme Management Units (PMUs) using administrative funds available under the scheme. The end to end execution of the scheme from the selection of beneficiaries, disbursement of assistance to beneficiaries, verification of progress in construction, release of funds etc. has been migrated to a digital platform i.e. AwaasSoft. The physical progress of stage-wise construction on ground is being verified and monitored through geo-referenced, date and time stamped photographs captured using a mobile app i.e. AwaasApp. State level training programmes on the use of AwaasSoft and AwaasApp are being organised on a regular basis to build capacity among officials and data entry operators to effectively use the digital platform. To overcome challenges faced by States such as limited internet bandwidth and connectivity deficit, the Ministry has also developed an offline module for data capture and transmission in AwaasApp. Transition to comprehensive electronic payments under the Direct Benefit Transfer (DBT) project of the Ministry of Finance has helped in streamlining fund flow thereby resulting in higher rates of utilization and



absorption of funds by States. Further, 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 for house construction. It is expected that these initiatives will allow State/UTs to improve implementation and expedite construction of houses under PMAY-G."

5.5 The Committee wanted to know whether the online-mechanism of payment through PFMS Awaas Soft platform has performed to its potential and to what extent has its objective realised. The Department of Rural Development has replied as under :

"Under PMAY-G it is mandatory that payment of assistance to the beneficiaries should be made electronically through PFMS-AwaasSoft Platform. No other form of payment of assistance is permitted. The payment of assistance electronically involves capturing of bank / post office account, freezing of the account of beneficiaries, verification of the frozen bank account of the beneficiary by PFMS, generation of FTO, verification of FTO by PFMS, transfer of FTO to the State Nodal Bank, transferring assistance to the beneficiaries bank account by the State Nodal Bank, and sending message of confirmation of payment by State Nodal Bank. Under PMAY-G, as on 15th February, 2017, a total of 18.33 lakh beneficiaries have been registered on AwaasSoft. Out of the total registered beneficiaries, bank accounts of 15.59 lakh beneficiaries have been verified by PFMS making them eligible for receiving assistance electronically through AwaasSoft-PFMS Platform. As on 15th February, 2017, a total of 37,836 FTOs have been generated involving an amount of Rs.1944.67 crore. Out of these, credit confirmation has been received in respect of 27,039 FTOs involving, 3.67 lakh beneficiaries and an amount of Rs.1344.66 crore.

The objective of ensuring prompt delivery of assistance to beneficiaries, enhancing transparency through better tracking of financial flows, preventing parking of funds in bank accounts maintained at various levels of administration has been achieved. However, the low quantum of online transactions in the current financial year could be attributed to delays in verification and finalisation of priority lists based on SECC data by State/UTs. The one time process of identification of PMAY-G beneficiaries involved verification of auto generated priority lists by Gram Panchayat, review by Appellate Committee and entering of finalized list on AwaasSoft. As on date, most States have completed the exercise of freezing permanent waitlists and entering the same on AwaasSoft."

5.6 The Committee also wanted to know about the status of real time convergence with different schemes. It was clarified by the Department of Rural Development as under :

"Under PMAY-G, construction of a toilet has been made an integral part of the PMAY-G house. The toilets are to be provided through funding from Swachh Bharat Mission (G), MGNREGA or any other dedicated financing source. The house would be treated as complete only after the toilet has been constructed. Further, it has been made mandatory that the beneficiary of PMAY-G would get wage component for 90 persondays (95 persondays in hilly states, difficult areas and IAP districts) at the current rates with regard to the unskilled labour component for construction of the house under convergence with MGNREGA.

Real time web link has been developed with NREGASoft to allow creation of a NREGA work against each PMAY-G house sanctioned. This will ensure that a beneficiary is able to claim his/her entitlement of 90/95 days of paid unskilled labour for construction of PMAY-G house under convergence with MGNREGA.

In addition to the above mandatory convergence, beneficiaries of PMAY-G would also be provided basic amenities viz., electricity, LPG, drinking water, solid and liquid waste management etc., through convergence with different schemes of Central and State Governments."

## **6. Issues before the previous scheme**

IAY has been restructured into PMAY-G w.e.f. 01st April, 2016. The Committee wanted to know whether this re-structuring has worked reasonably in wading off the challenges to the erstwhile scheme. Department of Rural Development has clarified as under :

"The major limitations that existed in the erstwhile rural housing scheme of IAY were as follows:-

- a) Limited scope of coverage (Only BPL)
- b) Non-assessment of housing shortage
- c) Lack of transparency in selection of beneficiaries.
- d) Low quality of house and lack of technical supervision.

- e) Lack of convergence.
- f) Loans not availed by beneficiaries.
- g) Weak mechanism for monitoring.

The rural housing scheme was re-structured into PMAY-G to overcome the above limitations. There has been a paradigm shift in determining eligibility under the scheme which is no longer linked to BPL status. The selection of beneficiaries is targeted at those who are genuinely deprived and lack basic housing amenities. Since selection is based on parameters reflecting housing deprivation as per Socio Economic and Caste Census (SECC), it is more objective, verifiable and transparent. Further allocation to State/UTs is also being done on the basis of housing shortage as per SECC. Initiatives like training and certification of rural masons and documentation of design typologies for various housing zones have improved availability of skilled labour and increased the choices available to beneficiaries in terms of design features of the house. Setting up of Programme Monitoring Units at the State and sub state level has strengthened implementation and monitoring. Since, PMAY-G is still in early phases of implementation, it is pre mature to ascertain its impact vis-a-vis the erstwhile rural housing scheme. However, there has been an increase in the pace of house completion and lesser instances of delayed payments under PMAY-G."

6.2 The Committee wanted to ascertain whether any parameters were also changed with the conversion of erstwhile IAY Scheme into PMAY-G and also about the insufficiency of assistance provided under PMAY-G. Responding to the query during the course of evidence, the Secretary, DoRD replied as below:-

"इसमें एक लाख बीस हजार रुपये और एक लाख तीस हजार रुपये जो रखा गया था, प्लेन एरिया में एक लाख बीस हजार रुपये और जो डिफिकल्ट एरिया है जहां पर घर बनाने में बहुत कठिनाई है, वहां पर एक लाख तीस हजार रुपये रखा गया है, लेकिन इसके साथ उसमें बारह हजार रुपये के शौचालय की व्यवस्था और नब्बे से पनचानबे दिन की मजदूरी मनरेगा के तहत उपलब्ध है। अगर हम इसे पूरा जोड़ ले तो यह एक लाख पचास हजार रुपये से लेकर एक लाख साठ हजार रुपये होता है और जैसा कि माननीय सांसदों ने पहले भी सुझाव दिया था कि पहले जो इंदिरा आवास योजना बनती थी, इसमें यह शिकायत थी कि हर राज्य में एक कमरा बनाने में एक ही तरह से पैसे लगते हैं। अब इसके मानक को बढ़ाया गया था और इकाई दर भी बढ़ायी गई थी।"

**D. Pradhan Mantri Gram Sadak Yojana (PMGSY)****1. Evolution of scheme**

Rural Connectivity is a critical component in the socio-economic development of the rural population as it provides amenities like education, health, marketing etc. Historically, there has been skewed development of the rural road network in country. Some States provided cent per cent connectivity while some others did not have enough financial resources at their disposal and consequently rural connectivity remained at low levels. There were also problems of inadequate funds for maintenance, upgradation and renewal of existing rural roads. In this context, a network approach and provision of sustainable accessibility with assured maintenance was desirable.

**2. Objective of scheme**

The Government of India, as a part of its broad poverty reduction strategy, launched the Pradhan Mantri Gram Sadak Yojana (PMGSY) on 25th December, 2000 as a Centrally Sponsored Scheme to assist the States, though Rural Roads are in the State List under the Constitution. The primary objective of Pradhan Mantri Gram Sadak Yojana (PMGSY) is to provide single connectivity by way of an All-Weather road (with necessary culverts and cross-drainage structures, which is operable throughout the year), to the eligible unconnected habitations as per Core-Network with a population of 500 persons (as per 2001 Census) and above in plain areas. In respect of 'Special Category States' (North-East, Sikkim, Himachal Pradesh, Jammu & Kashmir and Uttarakhand), the Desert areas, the Tribal (Schedule V) areas and 88 Selected Tribal and Backward districts as identified by the Ministry of Home Affairs/Planning

Commission, the objective is to connect eligible unconnected habitations as per CoreNetwork with a population of 250 persons and above (Census 2001). The programme envisages single all weather connectivity. In critical LWE affected blocks (as identified by MHA), additional relaxation has been given to connect habitations with population 100 persons also. With a view to ensuring full farm-to-market connectivity, the programme also provides for the upgradation of the existing Through Routes and Major Rural Links to prescribed standards, though it is not central to the programme.

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

2.3 Regarding the upgraded standards for functioning under PMGSY, the Committee enquired about the parameters to be followed by the DoRD. The Secretary, DoRD during the course of evidence responded as below:-

"अगर सड़क बनानी है, पीएमजीएसवाई का जो बेसिक स्टैन्डर्ड है, नीचे के लेयर्स हैं, वे उसके अनुरूप बने या किसी गांव में, जैसे माननीय सांसद जी ने कहा, कई जगहों पर ग्रीन टेक्नोलॉजी में नैनो टेक्नोलॉजी का उपयोग भी हम कर रहे हैं। कुछ ऐसे कैमिकल्स आए हैं जिनसे मिट्टी में मिलाकर करने से क्रस्ट बन जाता है। वह क्रस्ट इतना मजबूत है कि अगर जरूरत पड़े तो उसके ऊपर सीधा ब्लैक टॉपिंग भी हो सकती है। इस प्रकार की ग्रीन टेक्नोलॉजी की अनुमति भी नरेगा में दी गई है ताकि जब हम ढाई सौ और पांच सौ की आबादी से कम वाले गांव के लिए सड़क बनाएं, ऐसे स्टैन्डर्ड की बनाएं कि वह पीएमजीएसवाई के मानक के अनुरूप हो सके।"

### 3. Performance of the Yojana over the last 3 years

**"Statement showing year-wise BE/RE and actual expenditure for the years 2014-15, 2015 -16, 2016-17 and BE 2017-18**

Year	Allocation (BE)	RE	Release	Expenditure
<b>2014-15</b>	14,391	14,200	14,188.38	16,538
<b>2015-16</b>	14,291	18,291	18,289.87	15,785.36
<b>2016-17*</b>	19,000	19,000	12,506.79	7,646.30
<b>2017-18</b>	19,000	-	-	-

\* Till 31<sup>st</sup> December, 2016.

### **Statements showing year-wise physical and financial targets**

Year 2015-16							
Physical				Financial (Rs. in crore)			
Target (Habitations in no.)	Achievement (Habitations in no.)	Target (Length in Km)	Achievement (Length in Km)	Target		Achievement	
				Budget Estimate	Revised Estimate	Release to States	Expenditure (As reported by the States)
10,177	7,658	33,649	36,449	14,291	18,291	15,186.71	15785.36

*\* remaining funds were released against committed liabilities such as NABARD loan and Grant-in-Aid to NRRDA*

Year 2016-17							
Physical				Financial (Rs. in crore)			
Target (Habitations in no.)	Achievement (Habitations in no.)	Target (Length in Km)	Achievement (Length in Km)	Target		Achievement	
				Budget Estimate	Revised Estimate	Release to States	Expenditure (As reported by the States)
15,000	5,808	48,812	30,818	19,000	19,000	12,011.22*	7646.30*

*\* upto 31<sup>st</sup> December, 2016.*

The percentage of achievement of Plan targets (both in physical and financial terms separately)

Year	% of Habitation covered (in No.)	% of Length completed (in km)	% of funds released (Rs in crore)
2012-13	171%	81%	100% of RE
2013-14	187%	94%	101% of RE*
2014-15	231%	167%	99.92% of RE
2015-16	75%	108%	99.99% of RE
2016-17**	39%	63%	65.83% of RE

*\*RE was fixed at Rs.9,700 crore excluding Rs.3,050 crore as interest accrued upto 30.3.2013. However, Rs.106.79 crore were re-appropriated from other schemes against the shortfall of Rs.105.28 crore to meet out NABARD interest liability.*

*\*\* data upto 31<sup>st</sup> December, 2016"*

3.2 The Committee found during its course of examination that against the BE and RE of Rs.19,000 crores, only Rs. 7646.30 crores were spent till 31 December, 2016, hence the Committee sought to know from the Department of Rural Development

about the rationale behind its demand at RE stage. The Department of Rural Development have clarified as under :

"Out of the allocation of Rs. 19,000 crore, an amount of Rs. 16,508 crore is allocated for release to the States. Out of this, an amount of Rs. 12011.22 crore was released to the States. Till December, 2016, the States have reported an expenditure of over Rs. 11,319 crore (approx.). The Ministry would be in a position to release the remaining funds to the States during the remaining period of current financial year."

3.2A The Committee wanted to know whether the BE for 2017-18 would be sufficient for meeting the requirements of the Schemes, the DoRD in their note have replied as under:-

**(PMGSY):** BE of 2017-18 for PMGSY is Rs. 19,000 crore. The committed liabilities of the scheme towards NABARD loan & interest will be going to end in the year 2016-17. This has increased the availability of funds for release to the States. The scheme has availability of Rs. 18,948 crore for release to the States and this will attract State's matching share of Rs. 8,905 crore (approx.). This will take the total fund allocation to the States for the year 2017-18 to Rs. 27,853 crore (approx.) which will be enough not just to keep up but to increase the pace of implementation of the scheme.

3.3 The Committee further enquired about the mechanism to bridge the gap between RE stage and actual expenditure in the remaining time, DoRD have replied as under:-

"The budgetary allocation of PMGSY at BE & RE stage of 2016-17 has remained unchanged. The Ministry constantly monitors and reviews fund utilization status of all the States through Regional Review Meetings and Empowered Committee meetings to ensure optimum utilization. It is expected that the States reflect substantial expenditure during the last quarter of the financial year 2016-17."



#### **4. Maintenance of Roads**

The Committee while critically examining the issues regarding the maintenance of the roads built under PMGSY wanted to know about the guarantee for repairs work under the Scheme. Secretary, DoRD, during the course of evidence replied as under:-

" जहां तक सड़कों के रखरखाव की बात है, हमने जानकारी दी थी कि 17 राज्यों ने मैनटेनेंस पालिसी घोषित की है और तीन और राज्यों के करने की संभावना है और शेष के लिए वित्तीय वर्ष में कोशिश करेंगे ताकि उनकी भी मैनटेनेंस पालिसी हो जाए। इसके बावजूद भी साधनों के लेकर समस्या रही हैं। आप सब माननीय सदस्य इससे अवगत हैं कि कई हजार, लाख किलोमीटर हैं जो पांच वर्ष की अवधि पूरी कर रहे हैं। स्टेटुएटरी मैनटेनेंस पांच साल का पूरा हो रहा है। राज्यों को मैनटेनेंस के लिए काफी राशि व्यय करनी पड़ेगी क्योंकि यह जिम्मेदारी राज्यों की है। लेकिन यह देखते हुए कि काफी व्यापक पैमाने पर सड़कों की पांच वर्ष की मैनटेनेंस अवधि पूरी हो रही है, इसके लिए साधनों की आवश्यकता होगी, प्रधानमंत्री ग्राम सड़क योजना में परफार्मेंस बेस्ड ग्रांट देने की व्यवस्था है। इस योजना के तहत पहली बार 12 राज्य, जो अच्छे परफार्मर हैं, पीरियाडिक मैनटेनेंस के लिए 1100 करोड़ रुपए दे रहे हैं। अभी तक हम प्रधानमंत्री ग्राम सड़क योजना से पीरियाडिक मैनटेनेंस की राशि नहीं देते थे, लेकिन अब परफार्मेंस ग्रांट देनी है, उसे पीरियाडिक मैनटेनेंस के रूप में दे रहे हैं। रूटीन मैनटेनेंस तो राज्यों को करना है, पीरियाडिक मैनटेनेंस में काफी लंबे और दूरी तक कालीकरण करना है या ब्लैक टारपिंग करना है, इसमें पहली बारबैटर परफार्मिंग 12 राज्यों को 1100 करोड़ रुपए पीरियाडिक मैनटेनेंस के लिए मिलेंगे। इस पर हमें निश्चित रूप से और काम करने की आवश्यकता है।"

#### **5. New Target**

5.2 Having noted the Government's mandate of achieving its desirous 133 km/day target of roads built under PMGSY, the Committee desired to know whether DoRD have any plans to speed up the process, in its reply, DoRD has stated as under:-

"From April to August 2016, the States had achieved a rate of 139 km per day construction of PMGSY roads. The months of September to December are lean seasons for construction, the pace of which, again picks from December to March. At present, the rate is 113 km /day hence the target of 133 km/day would be achieved by 31st March, 2017."

5.3 During the course of evidence, DoRD emphasised upon the need to increase usage of Green Technology for the road construction under PMGSY. The Committee was desirous to know about the durability aspects. Responding to the queries, the Joint Secretary, DoRD during the evidence replied as under:-

" सर, हम लोग जो वेस्ट से प्लास्टिक की रोड्स बनाते हैं, उसमें दो चीजें महत्वपूर्ण हैं। सबसे पहली चीज तो यह है कि हम कचड़े का उपयोग करें, यह पर्यावरण के लिए अच्छा है। नंबर दो बिटुमैन की आठ से दस परसेंट की बचत होती है। दूसरा यह आयाम है कि बिटुमैन की हम लोग बचत कर रहे हैं। तीसरा, जो सड़क की कॉस्ट लगती है, वह करीब साठ से अस्सी हजार रूपए पर किलोमीटर कम आती है। इसके ये तीन बैनिफिट्स हो गए। आपने पूछा है कि ड्युरेबिलिटी बढ़ती है। वाटर ऐब्जॉर्प्शन क्योंकि कम हो जाता है और पानी बिटुमैन का दुश्मन है, हमने उसका वाटर ऐब्जॉर्प्शन कैपेसिटी वगैरह टेस्ट की थी। वह टेस्टेड है and it is proven कि उनकी लॉजिविटी थोड़ी बेटर हो जाती है।"

## **6. Road Connectivity Project in LWE Areas**

The Cabinet Committee on Economic Affairs in its meeting held on 28th December, 2016 approved Cabinet Note on "Road Connectivity Project in LWE affected areas" for construction of all weather roads in 9 LWE States in 44 worst affected LWE districts and adjoining districts with an estimated cost of Rs. 11,725 crores (to be shared in the ratio of 60:40).

5.2 The Committee wanted to know about the new project in the LWE areas and the roadmap devised by the DoRD. Responding through the written notes, DoRD have stated as under:-

"This is a new project under PMGSY and would be implemented from 2016-17 to 2019-20 as a vertical under PMGSY. Under this project, it is proposed to construct/upgrade 5411.81 km of road & 126 bridges/CD works at an estimated cost of Rs. 11,724.53 crore in 44 worst affected

LWE districts and adjoining districts critical from security and communication point of view. Unlike the existing PMGSY guidelines for consideration of only those habitations in LWE areas where there is population of 100 and above, this project has no such criteria. However, bridge span of 100 meter in this project has been kept in line with the existing PMGSY guidelines. The projected physical and financial phasing of this project is given in the table below:

<b>Year</b>	<b>Physical Phasing in Km (%)</b>	<b>Phasing of Total Project Cost in Rs. Crore (%)</b>	<b>Phasing of Govt. of India Allocation in Rs. Crore (%)</b>
2016-17	250	500	300
2017-18	1,583	2,617	1,570.2
2018-19	1,789	4,303	2,581.8
2019-20	1,790	4,305	2,583
<b>Total</b>	<b>5,412</b>	<b>11,725</b>	<b>7,035</b>

Ministry of Finance has been requested to allocate the above funds to the scheme over and above the existing annual allocation of the scheme and the States have been requested to prepare DPRs and submit them to the Ministry on a priority basis."

## **E. NATIONAL SOCIAL ASSISTANCE PROGRAMME**

### **1. Brief of the Scheme and its components**

National Social Assistance Programme (NSAP) is a Centrally Sponsored Scheme of Ministry of Rural Development. NSAP is a social security / social welfare programme applicable to old aged, widows, disabled persons and bereaved families on death of primary bread winner, belonging to below poverty line household. NSAP at present comprises of five sub-schemes namely i.e. Indira Gandhi National Old Age Pension Scheme (IGNOAPS) Indira Gandhi National Widow Pension Scheme (IGNWPS). Indira Gandhi National Disability Pension Scheme (IGNDPS) National

Family Benefit Scheme (NFBS) and Annapurna Scheme. The Scheme of NSAP are implemented both in urban and rural areas.

Schemes under NSAP were under State Plan from 2002-03 to 2013-14. Allocation of funds for implementation of the scheme of NSAP is made under the budget heads of Ministry of Finance and Ministry of Home Affairs till 2013-14. Funds were released in a combine manner for all the schemes under NSAP to the States and UT's by Ministry of Finance and Ministry of Home Affairs respectively from their respective budget heads.

The scheme of NSAP has been converted into Centrally Sponsored Scheme of Ministry of Rural Development from the financial year 2014-15 w.e.f 1st April, 2014. Allocation of funds for implementation of the scheme of NSAP is made under the budget head of Ministry of Ministry of Rural Development. Funds are now being released scheme-wise by Ministry of Rural Development to the States /UT Governments.

## 2. Financial Progress

Details of last three years is as under:-

(Rs. In Crore)			
Year	BE	RE	Actual Expenditure
2014-15	10635.00	7241.00	7086.62
2015-16	9082.00	9082.00**	8616.40
2016-17	9500.00	9500.00	7245.58*
2017-18	9500.00	-	

\*Amount spent as on 06.01.2017

\*\* Out of Total R.E. Rs.9082.00 Crore , Rs.8616.40 Crore released , Rs. 462.41 Crore transfer to MGNREGA & IAY for use in NE state and Rs. 3.19 Crore surrender."

### 3. Physical Progress of sub-schemes

"As far as physical progress is concerned, the estimated number of beneficiaries vis-à-vis, the number of beneficiaries covered during, 2013-14, 2014-15 and 2015-16 is as follows:-

Schemes	2014-15		2015-16		2016-17	
	Estimated	Reported	Estimated	Reported	Estimated	Reported
IGNOAPS	22117493	22981127	22117493	22912696	22117493	20546645
IGNWPS	6573323	6333196	6573323	6008123	6573323	5822198
IGNDPS	1058970	1087361	1058970	832760	1058970	753003
NFBS	358840	293977	358840	361148	358840	160241
Annapurna	812335	928333	812335	388764	812335	205924
<b>Total</b>	<b>30920961</b>	<b>31623994</b>	<b>30920961</b>	<b>30503491</b>	<b>30920961</b>	<b>27488011</b>

The DoRD in their written note also informed that :-

**National Social Assistance Programme (NSAP)** : States /UTs have been advised to ensure that payment of pension is on DBT mode. The Budget allocation is sufficient on the basis of existing criteria"

### 4. Issues before the Scheme

4.2 Regarding the Pension Schemes under NSAP and primarily concerning with the issue related with the Universal Coverage of Beneficiary under the Indira Gandhi National Disability Pension Scheme (IGNDPS), the Committee wanted to

know about the current scenario, the Secretary, DoRD during the course of evidence stated that:-

" एक तो सीलिंग का मुद्दा था, कई राज्यों ने अपने साधन से उन्होंने इसको यूनिवर्सलाइज करने की कोशिश की है दो तरह से, एक तो जो आच्छादित नहीं होते थे केन्द्र सरकार की योजना से, उसके लिए वे अलग से पेंशन देते हैं और दूसरा, जो केन्द्र सरकार दो सौ या तीन सौ की पेंशन देती है, उसको वे टॉप अप करते हैं राज्य सरकार की ओर से साधन देकर। माननीय सांसदों को मैं बताना चाहूंगा कि इस विषय पर सामाजिक, आर्थिक जनगणना के आंकड़ों में साठ साल से ज्यादा उम्र के लोगों का भी उल्लेख है, परिवारों का भी उल्लेख है, विधवाओं का भी है और जो निःशक्त हैं, उनका भी उल्लेख है। सुमित बोस की अध्यक्षता में हम लोगों ने समिति बनाई थी कि सामाजिक, आर्थिक जनगणना का उपयोग हम कैसे करें? जिस प्रकार से प्रधानमंत्री आवास योजना ग्रामीण में किया गया है, उसी प्रक्रिया से ग्रामीण विकास मंत्रालय इसका उपयोग करे और समिति की रिकमेंडेशन भी हमारे पास आई है कि पेंशन की जो योजना है, हम यूनिवर्स को एसईसीसी के माध्यम से लें। उसको पूरा करने में कितने साधन की आवश्यकता है, उसे देखें। उसमें कुछ त्रुटियां भी हैं। एक त्रुटि यह है कि जैसे निःशक्त को पेंशन देते हैं, राज्य सरकारों ने तो चालीस पर्सेंट की निशक्तता पर पेंशन अनुमोदित की है, लेकिन केन्द्र सरकार की योजना में आज भी निःशक्तों के लिए अस्सी प्रतिशत निःशक्तता का प्रमाण चाहिए। यह जो विरोधाभास है, इसे दूर करना चाहिए। जो ईएफसी की नोट बनाई है, सुमित बोस कमेटी की रिकमेंडेशन के अनुरूप एसईसीसी का उपयोग हम बेहतर कैसे करें, ताकि जो वास्तव में गरीब है, जिनको पेंशन मिलनी चाहिए, उन तक पेंशन पहुंचे।"

## **F. SHYAMA PRASAD MUKHERJEE RURBAN MISSION (SPRM)**

### **1. Background**

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

creating a cluster of “Rurban villages”. The objective of the Mission is to stimulate local economic development, enhance basic services, and create well planned Rurban clusters.

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

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

## **2. Outlay vis-a-vis Expenditure**

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

**(Rs in crore)**

	Annual Plan 2014-15			Annual Plan 2015-2016			Annual Plan 2016-17			A.P. 2017-18		
	BE	RE	Actual Expenditure	BE	RE	Actual Expenditure	BE	RE	Actual Exp.	BE	RE	Exp.
2	6	7	8	9	10	11	12	13	14	15	16	17

SPMRM (Plan)	1 0 0	2	2	300	60	32.05	300	600	420.29 Till 31 dec. 2016	1000	-	-
-----------------	-------------	---	---	-----	----	-------	-----	-----	-----------------------------------	------	---	---

The details of actual expenditure, revised estimates and amount surrendered during 2014-15 and 2015-16 and 2016-17 are as follows:-

(Rs. In crores)

2014-15			2015-16				2016-17			
BE	RE	Actual Expenditure	BE	RE	Actual Expenditure	Amount surrendered	BE	RE	Actual Expenditure	Amount surrendered
100	2	2	300	60	32.05	27.95	300	600	420.29	-

2.2 On being asked by the Committee about the ground reality of the scheme at present alongwith project details, the Department of Rural Development have submitted as under:

"Shyama Prasad Mukherji Rurban Mission or the National Rurban Mission (NRuM) with an outlay of Rs. 5142.08 crores was approved by the Union Cabinet on 16th September, 2016. The Mission was launched by the Honorable Prime Minister on February 21st, 2016. The Mission aims at development of 300 rural growth clusters, which have latent potential for growth, in all States and UTs, which would trigger overall development in the region. These clusters are being developed by provisioning of economic, basic, social and digital amenities.

Integrated Cluster Action Plans (ICAPs), are the blue prints of development of these clusters in which, as per MoRD prescribed guidelines, the States are identifying the critical gaps in basic, social, economic and digital amenities in each approved cluster.

Status of the Mission at present

Under Phase 1-

- 98 clusters under Phase 1 of this Mission, have been identified and approved in 28 States.
- ICAPs have been prepared and submitted by 25 States for 82 clusters and approved by the Ministry. Work is ongoing in these clusters for investments of more than Rs 2600 crores.
- DPR preparation is ongoing in these approved ICAPs.



- Remaining 3 States are preparing their plans and by February, 2017 all 98 clusters under Phase 1 of this Mission, would have approved plans and would be ready for implementation.

Under Phase 2-

- 62 clusters from 17 States under Phase -2 have been approved by the Ministry. Remaining States are also now identifying clusters under Phase 2 of the Mission and the Ministry aims to approve the list of 100 more clusters, by end of February 2017.

Financial Progress-

- Rs. 288.23 crores of the allocated Rs 300 crores in BE for FY 2016-17, has been released and work in these clusters have already commenced on the ground. Additional supplementary grant of Rs 300 crores has been approved on 28.12.2016 of which Rs.118.90 crores has already been released towards all pending liabilities. Remaining 181.10 crores will be released before March 2017."

2.3 The Committee wanted to know about the status of the 100 clusters taken up under SPRM during the last year. Secretary, DoRD during the course of evidence replied as mentioned below:-

“अरबन कलस्टर की बात है, 100 में से 86 कलस्टर का अनुमोदन दिया, 86 में से अधिकांशतः कलस्टर में वर्क आर्डर इत्यादि राज्यों ने निर्गत किए हैं और कुछ जगहों पर जमीन पर भी काम दिखना प्रारंभ हुआ है। इसमें समय लगने का कारण यह था कि इसके लिए एक इंटीग्रेटेड कलस्टर एक्शन प्लॉन बनाना था। इसके लिए जिन चीजों की आवश्यकता थी, कलस्टर में पर्यटन को प्राथमिकता दी गई है, कई कलस्टर में एग्रीकल्चर प्रोसेसिंग को प्राथमिकता दी गई है। उस आवश्यकता के अनुरूप ही इंटरवेन्शन डिजाइन किए गए हैं। इसमें आईआईटी और एनआईटी संस्थानों का सहयोग लिया है।

### 3. **Impetus to the Scheme**

In the wake of much higher allocation to the Scheme in the Financial Year 2017-2018, the Committee wanted to know about the strategy of DoRD regarding the utilization of the fund. DoRD in its written notes have replied as under:-

**"The utilization plan for Rs 1000 crores is as below:**

Reply :-Upon submission of DPRs States are eligible to draw the second installment of funds. Most States are in the process of DPR preparation and likely to complete within June 2017. **-Hence Rs 419 crores** has been estimated as the requirement for **second installment of funds for Phase 1** which is on an average @ Rs 5 crores per cluster across categories ( Hilly, Tribal, Non Tribal)

Further, the **Phase 2 clusters** which are already being approved will be ready with the ICAPs by June 2017, which makes the clusters eligible for **first installment of CGF** to the tune of **Rs 446 crores**.

Further, with the ease of implementation and greater acceptability of the UTs to this Mission it is expected that **6 of the Phase 2 clusters will complete the DPRs within 2017-18 and hence Rs 54 crores**, is estimated for this.

Further, **Phase 3 cluster approvals** is scheduled to be completed by January 2018 and hence **Rs 35 lacs** towards administrative funding is set apart for this as per the eligibility defined in the framework of implementation of the Mission

As per the Cabinet Note 5% of the CGF is to be set apart for innovation fund which is intended to promote best practices, technologies and processes in States and UTs under this Mission. Hence, **Rs 46 crores** has been estimated for this. Further as per Cabinet Note approval, a **National Mission Management Unit** is to be set up for implementation support to the Mission with an allocation of **Rs 2.5 crores** annually"

**G. SAANSAD ADARSH GRAM YOJANA (SAGY)**

**1. CONCEPT OF THE YOJANA**

Saansad Adarsh Gram Yojana (SAGY) has been launched by the Hon'ble Prime Minister on 11th October, 2014. This programme is based on Mahatma Gandhi's concept of Rural Development which revolves around creating model villages for transforming 'swaraj' into 'su-raj'. The goal of Saansad Adarsh Gram Yojana (SAGY) is to translate this comprehensive and organic vision of Mahatma Gandhi into reality, keeping in view the present context.

Far beyond mere infrastructure development, SAGY aims at instilling certain values in the villages and their people so that they get transformed into models for others. Under SAGY, people's participation is an end in itself - ensuring the involvement of all sections of society in all aspects related to the life of village, especially in decision-making related to governance. The holistic development of the Identified Gram Panchayats and substantial improvement in the standards of living and quality of life of all sections of the society generates models of local level development and effective local governance which can motivate and inspire neighbouring Gram Panchayats to learn and adapt.

The aim is to develop three Adarsh Grams chosen by MPs, by March 2019. Thereafter, five such Adarsh Grams (one per year) will be selected and developed by 2024.

## **2. APPROACH**

SAGY would be guided by the following approach;

- Leveraging the leadership, capacity, commitment and energy of the Members of Parliament (MP) to develop model Gram Panchayats.
- Engaging with and mobilizing the community for participatory local level development.
- Converging different government programmes and private and voluntary initiatives to achieve comprehensive development in tune with people's aspirations and local potential.
- Building partnerships with voluntary -organisations, co-operatives and academic and research institutions.
- Focusing on outcomes and sustainability

The Programme is primarily about unleashing people's power, converging & implementing existing Government Schemes/Programmes and adopting bottom-up approach in planning and execution. While the Members of Parliament will guide and lead the initiative, the District Magistrate will be the Nodal Officer for the programme at the district level. There is provision for mid-term assessment and post programme period assessment by an independent agency. It is aimed at creating sustainable and replicable models of Gram Panchayats all across the country.

### **3. ROLE OF MEMBERS OF PARLIAMENT**

The role of Members of Parliament is that of a catalyst. They will Identify the Gram Panchayat to be developed into Adarsh Gram Panchayat, engage with the community, help propagate the values of the scheme, enable the initiation of start-up activities to build up the right environment and facilitate the planning process. The basic approach of the Scheme is to leverage the leadership, capacity, commitment and energy of the Members of Parliament (MPs) to develop model Gram Panchayats. The Role of Members of Parliament is to:-

- Identify and select the Gram Panchayat to develop as Adarsh Gram
- Engage with the community in the village and motivate them to take up development activities on their own according to their capacity
- Propagate the values of the scheme
- Initiate start-up activities to build up the right environment
- Facilitate the planning process
- Mobilise additional resources to the extent possible, particularly from CSR and philanthropies
- Fill up critical gaps in the plan using MPLADs funds

- Monitor the progress periodically and take the lead in sorting out issues and problems
- Proactively facilitate transparency and accountability in the programme implementation and help sort out public grievances
- Coordinate with the community to achieve the desired, non-tangible outcomes, particularly the social ones.

#### **4. FUNDING**

There is no provision of funding in the Scheme. It is primarily about unleashing the power of people who are expected to inculcate pride in village, encourage societal change/ Behavioural changes, take collective responsibility and initiate People projects. The achievement of this is intended through the convergence and implementation of existing Government Schemes and Programmes without allocating additional funds or starting new infrastructure or construction schemes. With this aim, as approved by the Union Cabinet, Secretaries of 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. For ensuring convergence, till now 21 schemes of various Departments of the Government of India have been amended / appropriate advisories were issued to accord priority to SAGY in respective schemes. However, a sum of Rs. 50,000 has been allocated by Ministry of Rural Development for each identified Gram Panchayat for administrative expenses.

## **5. ADOPTION BY MEMBERS OF PARLIAMENT**

As on 17th February, 2017 the Hon'ble MPs have adopted 703 Gram Panchayats under Phase-I and 203 GPs under Phase-II of the programme.

## **6. CONCERN OF THE MEMBERS OF PARLIAMENT**

6.2 Amidst apprehensions over the success envisioned under the SAGY and the difficulties being faced by the Members of Parliament, the Committee enquired about the approach of DoRD regarding SAGY and the strategy being employed. The Secretary, DoRD, during the evidence replied as stated below:-

" सांसद आदर्श ग्राम योजना के बारे में माननीय सांसदों की जो अभिव्यक्ति रही है, बताया गया है कि कैसे है। यह परिलक्षित प्रतिवेदनों से भी होता है। जब हमारे अपर सचिव महोदय में प्रैजेंट किया था, 40,951 योजनाओं की स्वीकृति आप लोगों ने विलेज डेवलपमेंट प्लान में दी थी। अगर हम राष्ट्रीय स्तर पर देखें तो उनमें केवल 14,692 पूरी हुई हैं और 7,527 कार्यान्वित हो रही हैं। कहने का मतलब है कि अगर हम टेकन-अप स्कीम भी लें तो माननीय सांसदों ने विलेज डेवलपमेंट प्लान में योजनाएं दी हैं, उनके 50 प्रतिशत से कम ही टेक-अप हो पाए हैं। यह इस बात का द्योतक है कि कहीं न कहीं हमें योजनाओं में मैनडेटरी करना पड़ेगा और इसके लिए दो कदम जिनका उल्लेख हमने आपके समक्ष किया - एक, प्रधान मंत्री आवास योजना में गाइडलाइन में ही डाल दिया गया कि प्रथम चरण में ही सांसद आदर्श ग्राम योजना के जितने भी पात्र परिवार हैं, जिनका आवास बनना है, सांसद आदर्श ग्राम योजना में प्राथमिकता पर बनें।"

## **VII BROAD INSPECTION AND MONITORING OF THE SCHEMES OF DoRD**

The Committee during the course of examination of the Demands For Grants pertaining to the DoRD for the year 2017-2018 raised several issues ranging from proper implementation of Schemes at the ground-level, completion of targets, quality of work undertaken, dissemination of accurate information regarding ongoing projects of DoRD in each Member's Constituency alongwith timely and effective meetings of Disha Committee for ensuring proper supervision and accountability etc. Responding to the

concerns raised, the Secretary, DoRD, during the course of evidence replied as under:-

“माननीय सांसदों के जिले में कौन से कार्यक्रम संचालित होते हैं, बल्कि विभाग का यह प्रयास है कि दिशा समिति जिसकी आप अध्यक्षता करते हैं, अगले चंद माह में हम आपकी कौन्सटीट्यूंसी वाइज़ हरेक कार्यक्रम की प्रगति रिपोर्ट दे पाएं। अगर आपके कम्प्यूटर पर यह जानकारी मिल सके कि आपकी कौन्सटीट्यूंसी में सड़क की क्या स्थिति है, कितनी बनी कितनी नहीं बनी, आवास कितने बने कितने नहीं बने, हम इस पर काम कर रहे हैं। मुझे विश्वास है कि आने वाले 3-4 महीनों में हम इस स्थिति में पहुंच पाएंगे कि सभी माननीय सांसदों के कार्य क्षेत्र में हरेक योजना में प्रगति की स्थिति क्या है, इसकी जानकारी आपको मिल सके ताकि अनुश्रवण बेहतर हो सके जहां तक राज्यों में समन्वयक बैठाने की बात है, मैं स्पष्ट करना चाहता हूं कि संघीय ढांचा में उस संदर्भ हम लोगों की कोशिश है कि राज्यों के साथ सहभागिता बनाकर योजनाओं का कार्यान्वयन, योजनाओं की कार्य योजना और मोनिटरिंग की व्यवस्था हो, उसे मजबूत करने की कोशिश की जाएगी।

हमारी कोशिश है कि अनुश्रवण और बेहतर हो ताकि गुणवत्ता बनी रहे। पीएमजीएसवाई में नेशनल और स्टेट क्वालिटी मानिटर हैं। हम अन्य कार्यक्रमों में भी बेहतर कोशिश करेंगे।

दिशा के बारे में प्रश्न था। हमारी कोशिश है कि एक डैश बोर्ड बना सकें जिसमें सभी माननीय सांसद अपनी कांस्टीट्यूंसी की योजनाओं की अपडेट स्थिति जान सकें। सेंट्रल, स्टेट और लोकल गवर्नमेंट की सभी योजनाओं की मानिटरिंग दिशा को दी गई है ताकि माननीय सांसदों को पूरी जानकारी मिल सके कि उनके राज्यों में क्या हो रहा है, चाहे वह रेल का मामला हो, टेलीकॉम का मामला हो या नरेगा का मामला हो। इससे विस्तृत डेवलपमेंट प्लान परस्पेक्टिव बन सकेगा।

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

The Committee note that the Detailed Demands for Grants (2017-2018) of the Department of Rural Development (Ministry of Rural Development) under Demand No. 82 were presented to the Lok Sabha on 09.02.17. Budgetary Provision of Rs. 105447.88 crore has been allocated to the Department of Rural Development (Ministry of Rural Development) for the financial year 2017-2018. The Committee have examined the Demands for Grants of the Department of Rural Development (Ministry of Rural Development) for the year 2017-18 and the Observations/Recommendations of the Committee are given in the succeeding paragraphs.

**Demands For Grants (2017-18)**

1. During the scrutiny of Demands for Grants of the Department of Rural Development (Ministry of Rural Development), the Committee found that against an allocation of Rs. 3,99,926.00 crore for the 12<sup>th</sup> Five year plan, the Department was allocated Rs. 3,85,289.00 crore based on availability of funds. Out of the total allocated funds at the R.E stage, i.e. Rs.3,53,116.42 crore for the 12<sup>th</sup> Plan, an amount of Rs. 3,35,131.84 crore was spent till February, 2017 which constituted more than 94.90% of actual allocation. However, considering the very short amount of time left for the closure of XII<sup>th</sup> Plan, the Committee feel that the DoRD should go all out in bridging the gap between the allocated funds (RE) for the 12<sup>th</sup> Plan vis-a-vis



expenditure in the remaining time. The Committee, while stressing the need for the proper utilisation of funds recommend the DoRD to ensure that expenditure should meet the desired results and it is outcome oriented.

(Recommendation SI No.1, Para No.2)

2. The Committee have been apprised of the fact that the Government has accorded highest priority to the rural development and the Finance Minister has announced in Mission Antyodaya to make 50 ,000 Gram Panchayats and 1 Crore households as poverty free. The expenditure on Rural Development including expenditure incurred by other Ministries on School Education, Health and Family Welfare, Food and Public Distribution System, Women and Child Development, grants of the 14<sup>th</sup> Finance Commission and state share for centrally sponsored schemes amount to close to Rs. 5 Lakh crore in rural areas. The Government would be moving to a convergent action plan incorporating schemes of different departments under an umbrella GP Development Plan to make 50,000 GPs and 1 Crore households poverty free by 2<sup>nd</sup> October, 2019, the 150<sup>th</sup> birth anniversary of Mahatma Gandhi.

The Committee while appreciating the vision and approach of the Government in the upliftment of rural life feel that mere convergence of funds will not suffice untill and unless it is supported with convergence of efforts, approach, purpose and intentions on the part of all the stakeholders in a synergical manner and desire that the DoRD should play

a pro-active role in realising this dream mission and work out a thorough and efficient mechanism to meet the desired objective.

(Recommendation SI No.2, Para No.3)

### **MGNREGA**

3. The Committee note that MGNREGA is a flagship demand driven programme of the Government of India with the main objective to provide for the enhancement of livelihood security to the needy through guaranteed 100 days of unskilled labour.

In this context, the Committee pointed out that Labour is one of the main component in the work done under MPLADS Funds and that there was feasibility of exploring the option of tagging the MPLADS Fund with MGNREGA so that the convergence of funds may create a wider resource pool for much more creation of work. The Committee feel that this convergence would only augment the fulfillment of objectives of providing more number of persons with work and income. The Committee, therefore, strongly recommend that the DoRD should pursue the idea of convergence of MPLADS funds with MGNREGA and concretise a holistic plan as early as possible. The Committee would like to be apprised of the action taken by DoRD in this regard.

(Recommendation SI No.3, Para No.4)

4. The Committee view with concern that the disparity in States' minimum wages and minimum wages ensured under MGNREGA still exist

in many States which creates discrepancy at ground level in the implementation of MGNREGA provisions. The Committee was informed by the DoRD that a committee under the Chairmanship of Dr. Mahendra Dev was constituted to look into the issue of difference in minimum wages under States and MGNREGA and that there was a need for concerted discussions with the different States before arriving at a logical final conclusion in the matter.

The Committee, therefore, recommend that the Ministry should expeditiously reach to a consensus regarding the parity in minimum wages under the States and MGNREGA and the Committee would also like to be apprised about the progress made in this regard.

(Recommendation SI No.4, Para No.5)

5. MGNREGA is a demand driven Welfare Scheme for the rural poor. Grievance Redressal needs to be faster and efficient so that the rural masses do not get discouraged in enrolling themselves under MGNREGA. Considering this view, the Committee note that the appointment of requisite number of Ombudsmen is a long pending issue and needs to be dealt with in an earnest manner. The Committee, thus, recommend for the faster completion of the process regarding appointment of Ombudsmen in all the States for effective grievance redressal.

(Recommendation SI No.5, Para No.6)

6. The Committee note with regret that an important aspect of linkage of Aadhar Numbers with the bank account of labourers under MGNREGA Scheme was still not complete and was lagging behind drastically in certain States. The Committee strongly emphasise and recommend for the speedier completion of the Aadhar Linkage procedure to make the system of payment to the Labourers in their bank accounts in a more transparent manner, obviating any scope of fraud/malpractices.

(Recommendation SI No.6, Para No.7)

**NRLM-(DDU-GKY)**

7. The Committee observed that under the DDU-GKY, sub-scheme of NRLM, skill development programmes to build the skills of rural youths through short training were being implemented to place the rural youths in relatively high wage employment sectors of the economy. The Committee, however, felt that much diversified set of skills, specific to the areas like Eco-Tourism, Organic Farming in Hilly areas and other skills based on the already existing practices in that geographical location needed to be encouraged and promoted for a wider coverage and success of the programme. Thus, the Committee expects the DoRD to look into the skilling component of the DDU-GKY in a much more pragmatic and practical manner to enhance the ambit and commercial utility of the Programme.

(Recommendation SI No.7, Para No.8)

**PMAY-G**

8. The Committee acknowledge that "Housing For All" by 2022 is a very noble and Welfare oriented vision of the Government. Such endeavour which aims at weeding out one of the main aspects contributing to the abject poverty of rural populace of the country, i.e. homelessness needs to be supported by a robust mechanism ensuring the success of the Scheme. However, to its utter dismay, the Committee find that there are still a large number of cases of leftover homeless families from the list of beneficiaries under PMAY-G. The non-inclusion of needy beneficiaries needs to be looked into on an urgent and judicious basis, else, the Scheme may never realise its potential.

The Committee, therefore, strongly urge DoRD to devise suitable mechanism for the assessment of datas pertaining to the list of beneficiaries so that the aggrieved leftover needy beneficiaries may also be included on priority basis.

(Recommendation SI No.8, Para No.9)

9. The Committee is of the firm view that the terrain and geographical challenges for the hilly areas are completely different from the plain areas. Tougher landscapes increases the technical aspect of constructing houses alongwith the enhancement in cost/labour factor. Parameters for house construction and other logistic requirements are completely different from land to hills and thus the hills require special attention under PMAY-G.

The Committee, therefore, strongly feels that the assistance component under PMAY-G needs to be reviewed and looked into with practical perspective considering the challenges in the hilly areas in the form of an increase in the cost of labour and materials. Thus, the Committee recommend that the DoRD may relook at the unit assistance for houses to be constructed under PMAY-G in the Plains/Hills separately and increase the assistance amount per unit, in a judicious manner accordingly.

(Recommendation SI No.9, Para No.10)

#### **PMGSY**

10. The Committee appreciated the laudable efforts of the Department of Rural Development for using 'Green Technology' for Road Construction under PMGSY. It was learnt that in 'Green Technology', Fly Ash, Plastic Waste, Nano Technology, Jute Materials were used for the construction of Roads. The use of plastic wastes is not only environment friendly but also lowers the cost of construction by about Rs. 60,000/- to 80,000/- per kilometer, so far 3000 kms of Roads have been constructed using green technology under PMGSY.

The Committee while noting this paradigm shift towards Green Technology, expect the Department of Rural Development to continue its efforts in a sustained manner in expanding the usage of Green Technology

in the entire country for road construction. (Recommendation SI No.10, Para No.11)

Thus, the Committee strongly urge the Department of Rural Development to enhance its usage of Green Technology in a much more wider manner for the construction of roads under PMGSY.

11. The Committee feel concerned to note the deplorable condition of the roads constructed under PMGSY after few years itself. The poor state of maintenance and repairs of the roads was viewed very seriously by the Committee. It was noted by the Committee that though there is provision for statutory maintenance of Roads after 5 years under the maintenance policy to be done by the state machinery yet there seems to be non-adherence to the guidelines under PMGSY resulting in the pitiable condition of the roads. The Committee, therefore, taking strong view of the non-compliance of the relevant PMGSY guidelines in this regard, implore upon the Department of Rural Development to look into the matter earnestly and spruce up the supervision/monitoring/maintenance in coordination with the State Governments so that the quality of roads constructed under PMGSY does not get diluted and defeat the very purpose of rural connectivity. (Recommendation SI No.11, Para No.12)

## 12. SAGY

The Committee observed that there is no provision of funding in the scheme, Saansad Adarsh Gram Yojana, which is a visionary Scheme for

the adoption and upliftment of villages on a model basis by the Members of Parliament. In this context, the Committee were constrained to note that despite the maximum efforts of Members of Parliament, there seems to be total absence of requisite coordination between DoRD and the State Governments about the manner to achieve the desired goals envisaged under the SAGY Scheme. Although, many projects were agreed upon under the village development plan, however, to its utter dismay, the Committee found that even after a long passage of time, there seems to be no headway in moving forward with these plans causing lot of hardships to the Members of Parliament who are answerable to their constituency. Also issues ranging from poor coordination with State machinery in priority implementation of Yojanas in the SAGY villages to the lack of monitoring of schemes in such villages are quite prominent which defeats the very purpose behind SAGY.

The Committee, therefore, strongly recommend that the villages under SAGY be given priority for the implementation of Yojanas/Schemes of the Ministry by ensuring coordination with the State Government and real time monitoring of their implementations. (Recommendation SI No.12, Para No.13)

### **NSAP**

13. The Committee took into cognizance the issues concerning with the pension schemes under the National Social Assistance Programmes. Taking into consideration specifically the situation in the Indira Gandhi National Disability Pension Scheme (IGNDPS), it came to the fore that there existed few contradictory parameters regarding the eligibility of disabled persons to be treated as beneficiary. While the State Government considers 40% Disability for the eligibility, the Central Government consider 80%. This is a peculiar situation wherein the needy are deprived off the benefits of the



Scheme. There needs to be uniform parameters for the universal coverage of beneficiaries in the Schemes.

Thus, the Committee strongly recommend the Department of Rural Development to utilise the Socio Economic and Caste Census (SECC) in a holistic and judicious manner for the determination of eligibility and coverage of beneficiaries under its different schemes and to ensure a faster remedial measure for the wider coverage of disabled person under the scheme.

(Recommendation SI No.13, Para No.14)

#### **14. INSPECTION/ MONITORING**

District Development Coordination and Monitoring Committee (DISHA) in each constituency of the Members of Parliament is supposed to convene regular meetings wherein representatives of Railway, Bank, Telecom sector, etc. alongwith District officials update the Member of Parliament regarding the ongoing schemes, its status and various related issues. The primary aim of these Committees and their meetings are monitoring and supervision by the Members of Parliament regarding development scheme of his/her constituency.

However, the Committee is aghast to know about the casual approach towards convening of DISHA meetings and the non-appearance of all concerned authorities in such meetings. This makes the entire objective redundant, and, hence the Committee taking strong view, impress upon the Department of Rural Development to ensure the effective usage of the DISHA monitoring committees at the District level.

(Recommendation SI No.14, Para No.15)

NEW DELHI;  
17 March, 2017  
26 Phalgun, 1938 (Saka)

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

## ANNEXURE I

Statement showing percentage increase in various Schemes/ Programmes during 3 years										
Sl. No.	Name of the Scheme	2013-14	2014-2015		2015-2016		2016-2017		2017-2018	
		Outlay	Outlay	% increase over 2013-14	Outlay	% increase over 2014-15	Outlay	% increase over 2015-16	Outlay	% increase over 2015-16
1	2	3	4	5	6	7	8	9	10	11
1.	Aajeevika-National Rural-Livelihood Mission (NRLM)	4000.00	4000.00	0.00	2505.00	-37.38	3000.00	19.76	4500.00	50.00
2.	Mahatma Gandhi National for Rural Employment Guarantee Scheme	33000.00	34000.00	3.03	34699.00	2.06	38500.00	10.95	48000.00	24.68
3.	Rural Housing (Indira Awaas Yojana)	15184.00	16000.00	5.37	10025.00	-37.34	15000.00	49.63	23000.00	53.33
4.	DRDA Administration	250.00	0.00	-100.00	0.00	0.00	0.00	0.00	0.00	0.00
5.	Pradhan Mantri Gram Sadak Yojana Rural Roads	21700.00	14391.00	-33.68	14291.00	-0.69	19000.00	32.95	19000.00	0.00
6.	National Institute of Rural Development (NIRD)	50.00	50.00	0.00	50.00	0.00	50.00	0.00	50.00	0.00
7.	Council for Advancement of People's Action & Rural Technology (CAPART)	15.00	10.00	-33.33	10.00	0.00	20.00	100.00	20.00	0.00
8.	PURA	50.00	50.00	0.00	0.00	-100.00	0.00	0.00	0.00	0.00
9.	Management support to RD programmes and strengthening district planning process*	120.00	130.00	8.33	130.00	0.00	255.00	96.15	250.00	-196
10	BPL Survey	59.00	577.00	877.97	350.00	-39.34	375.00	7.14	80.10	-78.62

Statement showing percentage increase in various Schemes/ Programmes during 3 years										
Sl. No.	Name of the Scheme	2013-14	2014-2015		2015-2016		2016-2017		2017-2018	
		Outlay	Outlay	% increase over 2013-14	Outlay	% increase over 2014-15	Outlay	% increase over 2015-16	Outlay	% increase over 2015-16
1	2	3	4	5	6	7	8	9	10	11
11	Flexi Fund	1.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
12	National Social Assistance Programme	0.00	10635.00	0.00	9082.00	0.00	9500.00	4.60	9500.00	0.00
13.	RURBAN Mission	0.00	100.00	0.00	300.00	0.00	300.00	0.00	1000.00	233.33
14.	Village Entrepreneurship "Start-up" Programme	0.00	100.00	0.00	200.00	0.00	0.00	-100.00	0.00	
	Total –RURAL DEVELOPMENT	74429.00	80043.00	7.54	71642.00	-10.50	86000.00	20.04	105400.18	22.56

## Annexure-II

## Financial Year: 2016-2017

Sl. No	State	Month wise Persondays Generated (In Nos)										
		April	May	June	July	August	September	October	November	December	January	February till 14 /02/2017
1	2	3	4	5	6	7	8	9	10	11	12	13
1	ANDHRA PRADESH	31139372	50600463	35323900	12460064	7445561	5835078	5753781	5072263	4307543	4811238	7040
2	ARUNACHAL PRADESH	676616	892926	756324	733822	703194	738786	573772	245289	334313	267973	3654
3	ASSAM	3184325	5354657	3981827	2577419	3116620	4460099	3184115	2911930	4210080	3029907	181917
4	BIHAR	7265796	7934112	6218262	3602525	2793581	2968787	4298744	5683200	10496538	11504496	311670
5	CHHATTISGARH	14081754	25658940	18973681	2198878	1403100	1402925	1411161	1051121	2690682	3556305	295477
6	GOA	5079	8814	15883	10559	18047	7092	7585	9205	5934	4284	43
7	GUJARAT	2523041	7997287	5935570	1440711	895621	901079	983572	614698	818371	1082773	26918
8	HARYANA	366159	935423	1363651	906739	741326	716400	551902	326788	503336	323807	3930
9	HIMACHAL PRADESH	1025499	1867859	420126	2350855	2132764	1854890	1609432	2366449	2869312	1853914	685
10	JAMMU AND KASHMIR	703988	900166	846495	764966	1137720	1539445	2442154	2723008	3481845	2546341	75818
11	JHARKHAND	9188257	15269378	14009023	4703094	2439907	1751625	1614568	1302616	3129942	5200524	406350
12	KARNATAKA	8750304	12574487	11590458	7998225	5977060	3914983	4441666	3765961	5132813	4220139	220472
13	KERALA	523981	2433059	4525685	6250626	8697224	4043275	5860250	6753770	7430137	6113332	418635
14	MADHYA PRADESH	11155158	14922696	17865804	4088358	2587012	2815441	2603437	4759937	9087705	9721721	524039
15	MAHARASHTRA	12858744	17689298	12099097	2802099	1932873	2021111	1876314	1637937	2985370	3808655	119045
16	MANIPUR	657476	668649	124975	3196183	2355223	1725476	796594	318763	682	2358	3
17	MEGHALAYA	326968	674938	1426853	2283177	2850696	3355769	3204996	2327150	1663527	1015900	6512
18	MIZORAM	2562572	2454029	1644417	1946095	1652933	1467263	1050981	1052998	520265	370594	0
19	NAGALAND	3561789	3307580	3237559	2803143	2085601	2177832	1609705	1201230	631496	404256	0
20	ODISHA	9093517	16797153	11636330	5054091	5182291	4307123	1712968	1193928	2529227	2813232	210065
21	PUNJAB	761550	2473349	2320861	919328	2558470	1817721	216050	878213	1468852	609643	5431
22	RAJASTHAN	27718432	51572206	52997246	18813155	9325435	7090708	6318904	5331419	15140405	18406670	4822
23	SIKKIM	281712	294929	341265	471103	329829	305856	146870	355406	436989	418440	2131
24	TAMIL NADU	38866364	32867753	60472144	43058259	36685520	30748130	15677773	18734803	18437019	14991381	650865
25	TELANGANA	22404065	27582692	16977714	5264850	5053233	2828052	995653	1713974	2093533	1783134	28283
26	TRIPURA	939478	4393960	7342996	6102522	8053702	4698335	236225	54792	840879	1950531	167631
27	UTTAR PRADESH	10750230	34716134	46386311	21556741	11310298	4298020	1831895	1038933	2268911	2514977	54446
28	UTTARAKHAND	1402170	1684686	1973941	3006504	2721071	2358315	1655244	862390	1524232	1520699	9115
29	WEST BENGAL	3551483	12889671	34932256	34131967	26101964	16460458	9395032	9514716	12104038	11745885	630672
30	ANDAMAN AND NICOBAR	33481	43234	39766	19262	33984	14687	7769	10004	15718	8332	0
31	DADRA & NAGAR HAVELI	0	0	0	0	0	0	0	0	0	0	0
32	DAMAN & DIU	0	0	0	0	0	0	0	0	0	0	0
33	LAKSHADWEEP	40	0	0	0	0	0	70	0	0	0	0
34	PUDUCHERRY	0	0	60786	219021	189772	48938	13933	2180	506	439	0
	Total	226359400	357460528	375841206	201734341	158511632	118673699	82083115	83815071	117160200	116601880	4365669

Annexure IV					
Financial Statement (2015-2016)					
Amount in Lacs.					
S No.	State	Actual Expenditure			Total Actual Exp
		Unskilled Wage	Material	Admin	
1	ANDHRA PRADESH	261061.09	170568.97	23488.37	455118.43
2	ARUNACHAL PRADESH	3936.35	2232.83	439.81	6609.11
3	ASSAM	38278.30	20998.88	2813.74	62090.92
4	BIHAR	102840.79	49989.62	9740.23	162570.72
5	CHHATTISGARH	86424.11	34718.81	7157.13	128300.05
6	GOA	215.26	67.80	17.53	300.59
7	GUJARAT	30564.25	9291.56	3007.40	42863.21
8	HARYANA	10500.40	3056.79	685.42	14242.61
9	HIMACHAL PRADESH	28695.85	8744.17	1794.54	39234.57
10	JAMMU AND KASHMIR	34152.66	37347.42	5394.87	76894.95
11	JHARKHAND	88297.30	38930.32	5929.28	133162.10
12	KARNATAKA	112051.00	60936.89	9216.37	182204.38
13	KERALA	140219.66	3295.66	4834.44	148349.76
14	MADHYA PRADESH	145965.96	80427.72	23618.94	250013.85
15	MAHARASHTRA	130512.07	44255.94	9934.90	185067.27
16	MANIPUR	14425.33	7140.50	1554.90	23122.01
17	MEGHALAYA	18484.02	7060.41	1686.49	27230.92
18	MIZORAM	24324.12	3838.95	1695.74	29859.36
19	NAGALAND	12774.31	5508.63	1202.37	19485.31
20	ODISHA	157721.17	40746.30	6731.35	205198.88
21	PUNJAB	22713.19	5753.11	1554.14	30020.44
22	RAJASTHAN	249947.14	55865.69	21026.94	326843.99
23	SIKKIM	5601.30	3462.88	524.10	9588.28
24	TAMIL NADU	463337.37	138875.59	23197.89	625410.85
25	TELANGANA	183387.12	30112.07	24379.89	237879.08
26	TRIPURA	91949.61	39439.57	5763.55	137152.73
27	UTTAR PRADESH	232434.50	53131.80	12046.06	297612.36
28	UTTARAKHAND	32454.43	15371.42	1431.19	49257.04
29	WEST BENGAL	364317.61	103427.91	17017.30	484762.93
30	ANDAMAN AND NICOBAR	161.16	6.49	165.50	333.15
31	DADRA & NAGAR HAVELI	NR	NR	NR	NR
32	DAMAN & DIU	NR	NR	NR	NR
33	LAKSHADWEEP	7.64	3.46	18.73	29.83
34	PUDUCHERRY	824.92	5.89	87.01	917.82
	Total	3088579.99	1074614.05	228156.12	4391727.50

\* Based on data reported by states in NREGA Soft

Annexure VI					
Financial Statement (2016-2017, till January/2017)					
Amount in Lacs.					
S No.	State	Actual Expenditure			Total Actual Exp
		Unskilled Wage	Material	Admin	
1	ANDHRA PRADESH	225470.10	98231.38	15288.16	338989.64
2	ARUNACHAL PRADESH	6135.72	2856.37	317.06	9782.26
3	ASSAM	111729.20	15968.47	7003.15	134700.82
4	BIHAR	124169.40	59552.47	9960.62	193738.50
5	CHHATTISGARH	176030.70	55655.26	6338.34	238038.40
6	GOA	190.09	35.91	6.43	234.92
7	GUJARAT	41320.76	15056.64	2845.16	59224.31
8	HARYANA	18521.79	4058.36	504.25	23086.68
9	HIMACHAL PRADESH	30159.97	10659.72	1677.35	42502.66
10	JAMMU AND KASHMIR	31963.19	25673.14	3669.67	61306.00
11	JHARKHAND	94845.04	35981.37	5179.73	136202.70
12	KARNATAKA	161158.20	79033.67	7440.43	247671.60
13	KERALA	171327.20	8660.20	8361.40	188352.90
14	MADHYA PRADESH	167986.10	94332.18	21241.64	283653.70
15	MAHARASHTRA	110922.50	59382.55	10310.92	181117.60
16	MANIPUR	18547.16	9447.74	1193.27	29188.49
17	MEGHALAYA	44807.95	17374.06	1365.19	63547.20
18	MIZORAM	6194.45	397.47	288.61	6912.77
19	NAGALAND	33390.91	10371.86	841.97	44604.74
20	ODISHA	122667.90	56794.09	5640.45	185116.00
21	PUNJAB	40792.09	7061.80	1419.75	49489.06
22	RAJASTHAN	278511.00	123662.10	12683.62	414880.80
23	SIKKIM	6813.10	3876.12	379.00	11075.18
24	TAMIL NADU	411493.30	62717.21	14494.87	489090.80
25	TELANGANA	124330.30	28290.07	7027.94	159648.31
26	TRIPURA	55016.82	35665.49	4989.47	95676.62
27	UTTAR PRADESH	295081.00	61553.64	14516.06	371150.70
28	UTTARAKHAND	42763.69	15601.41	2604.60	61007.04
29	WEST BENGAL	429640.50	122568.70	15733.68	567950.30
30	ANDAMAN AND NICOBAR	65.01	1.29	NR	66.3
31	DADRA & NAGAR HAVELI	NR	NR	NR	NR
32	DAMAN & DIU	NR	NR	NR	NR
33	LAKSHADWEEP	NR	NR	22.57	22.57
34	PUDUCHERRY	782.07	34.89	81.19	898.15
	Total	3382827.21	1120555.63	183426.55	4688927.72
* Based on data reported by states in NREGA Soft					

## Annexure III

Employment Generated During The Financial Year - 2015-2016										
Figures are in Lakhs										
S.No	State	HHs with issued jobcards	HHs provided employment	Persondays generated					HHs completed 100 days	No. of Disabled beneficiary individuals
				SCs	STs	Others	Total	Women		
1	ANDHRA PRADESH	83.89	36.06	449.71	245.63	1296.67	1992.01	1151.13	588802	76683
2	ARUNACHAL PRADESH	2.08	1.81	0.02	46.11	4.13	50.46	15.97	1923	107
3	ASSAM	46.14	15.02	25.38	91.18	369.81	486.37	163.36	42233	2736
4	BIHAR	133.23	14.87	160.05	11.83	499.06	670.94	274.04	57957	2854
5	CHHATTISGARH	39.03	21.74	84.96	431.43	407.56	1013.96	407.05	243580	22377
6	GOA	0.32	0.06	0.04	0.27	0.77	1.07	0.83	21	2
7	GUJARAT	34.79	5.57	16.51	95.17	113.77	225.45	104.17	19242	7934
8	HARYANA	7.62	1.69	34.08	0.00	24.40	48.48	21.88	3597	238
9	HIMACHAL PRADESH	11.73	4.24	47.83	14.93	114.95	177.71	112.23	20384	1210
10	JAMMU AND KASHMIR	12.28	6.53	18.45	53.17	244.70	316.32	79.98	34713	6012
11	JHARKHAND	36.91	11.26	70.71	228.15	286.82	585.68	191.79	174285	5719
12	KARNATAKA	55.72	12.36	97.76	53.80	447.05	598.60	282.08	133042	5391
13	KERALA	31.92	15.06	129.05	29.15	583.54	741.74	677.02	165988	1978
14	MADHYA PRADESH	79.30	27.02	202.36	421.06	614.02	1237.43	533.90	225505	44662
15	MAHARASHTRA	78.32	12.75	70.17	147.35	545.93	763.46	339.87	218421	18730
16	MANIPUR	5.38	4.74	1.51	43.33	90.49	75.33	28.07	1	873
17	MEGHALAYA	4.88	3.68	1.10	186.83	11.78	199.71	85.73	48785	257
18	MIZORAM	1.86	1.90	0.03	190.50	0.72	191.26	49.39	0	122
19	NAGALAND	4.25	4.17	1.34	203.86	6.87	212.07	66.34	1468	124
20	ODISHA	66.67	19.97	142.32	373.28	578.86	894.46	340.09	397460	5586
21	PUNJAB	11.77	4.74	110.73	0.03	33.58	144.34	83.71	7480	777
22	RAJASTHAN	99.18	42.21	487.83	568.04	1287.38	2341.25	1616.03	468700	7167
23	SIKKIM	0.83	0.65	1.94	16.80	25.10	43.84	20.83	9732	141
24	TAMIL NADU	84.66	60.53	1042.60	44.77	2599.37	3686.75	3141.22	846347	65063
25	TELANGANA	55.58	25.65	343.11	241.48	833.12	1417.71	861.45	417846	64237
26	TRIPURA	6.12	5.70	93.32	233.36	212.07	538.75	269.97	304864	10654
27	UTTAR PRADESH	160.81	54.36	633.88	19.80	1168.76	1822.44	538.04	185782	14012
28	UTTARAKHAND	11.30	5.44	39.59	9.37	174.98	223.94	115.83	19917	918
29	WEST BENGAL	123.35	61.11	944.41	243.99	1676.58	2864.97	1325.83	410721	92212
30	ANDAMAN AND NICOBAR	0.52	0.10	0.00	0.16	2.50	2.68	1.40	204	29
31	DADRA & NAGAR HAVELI	0.04	NR	NR	NR	NR	NR	NR	NR	NR
32	DAMAN & DIU	NR	NR	NR	NR	NR	NR	NR	NR	NR
33	LAKSHADWEEP	0.08	0.00	NR	0.03	0.00	0.03	0.01	3	3
34	PUDUCHERRY	0.69	0.33	1.87	0.01	1.74	5.62	4.82	6	69
Total		1291.27	481.34	5242.64	4182.91	14089.28	23514.83	12994.98	4848009	459867

\* Based on data reported by states in NREGA Soft

Annexure V							
Employment Generated During The Financial Year - 2016-2017 (till January'2017)							
S.No	State	Figures are in Lakhs				No. of HHs completed 100 days	No. of Disabled beneficiary individual
		HHs with issued jobcards	HHs provided employment	Persondays			
				Total	Women		
1	ANDHRA PRADESH	84.24	36.93	1586.73	908.48	233110	73186
2	ARUNACHAL PRADESH	2.10	1.85	49.26	16.78	1	427
3	ASSAM	43.73	12.65	346.64	126.32	6524	3083
4	BIHAR	137.89	17.63	572.23	246.30	7132	3414
5	CHHATTISGARH	35.22	19.28	711.04	352.70	97096	20174
6	GOA	0.32	0.06	0.88	0.68	18	3
7	GUJARAT	33.66	6.01	226.44	104.12	6572	7908
8	HARYANA	8.26	2.47	65.45	29.64	1475	364
9	HIMACHAL PRADESH	11.74	4.54	175.23	109.30	4228	1422
10	JAMMU AND KASHMIR	11.60	3.96	159.03	41.22	8569	2877
11	JHARKHAND	38.72	15.24	568.25	201.13	21119	6813
12	KARNATAKA	52.00	14.91	656.92	310.23	74148	6505
13	KERALA	31.80	13.83	506.37	460.42	7986	1850
14	MADHYA PRADESH	59.50	21.28	755.75	318.03	51413	37558
15	MAHARASHTRA	79.05	12.83	578.55	259.87	122343	16927
16	MANIPUR	5.38	5.03	98.08	40.85	1	1128
17	MEGHALAYA	4.95	3.69	179.19	79.05	15590	259
18	MIZORAM	1.89	1.88	142.27	48.42	31175	111
19	NAGALAND	4.25	4.18	209.00	61.93	1	118
20	ODISHA	64.81	17.21	586.22	230.81	17567	5172
21	PUNJAB	12.42	5.10	137.64	82.31	2070	932
22	RAJASTHAN	95.33	42.05	2035.83	1363.47	180387	8688
23	SIKKIM	0.78	0.63	32.42	15.58	3292	141
24	TAMIL NADU	78.00	60.60	3010.97	2578.87	252377	62881
25	TELANGANA	56.33	23.74	854.83	508.18	86060	56071
26	TRIPURA	6.04	5.73	336.92	166.24	17117	9575
27	UTTAR PRADESH	151.75	46.38	1343.91	447.55	27801	10967
28	UTTARAKHAND	10.42	4.94	179.06	95.15	13044	863
29	WEST BENGAL	124.15	50.20	1641.46	765.33	52512	70545
30	ANDAMAN AND NICOBAR	0.35	0.07	1.39	0.80	6	19
31	DADRA & NAGAR HAVELI	0.04	NR	NR	NR	NR	NR
32	DAMAN & DIU	NR	NR	NR	NR	NR	NR
33	LAKSHADWEEP	0.08	0.00	0.00	0.00	NR	NR
34	PUDUCHERRY	0.68	0.00	0.00	0.00	NR	29
	Total	1247.58	455.34	17753.48	9974.47	1340734	410010

\* Based on data reported by states in NREGA Soft



## Annexure-VII

## MGNREGA: Status of DBT (Aadhaar seeding &amp; ABP conversion)

S No.	State Name	Active workers	Aadhaar Seeded	% of Aadhaar Seeding	Workers converted to ABP	% converted to ABP
1	2	3	4	5=4/3	6	7=6/3
1	ANDHRA PRADESH	7809698	7773921	99.54	6794078	87.00
2	ARUNACHAL PRADESH	228832	86856	37.96	10	0.00
3	ASSAM	3450607	2	0.00	0	0.00
4	BIHAR	5183404	2023980	39.05	252689	4.87
5	CHHATTISGARH	5533007	5173036	93.49	1598922	28.90
6	GOA	11542	10535	91.28	4337	37.58
7	GUJARAT	1840484	1717129	93.30	384084	20.87
8	HARYANA	693597	691864	99.75	494091	71.24
9	HIMACHAL PRADESH	1009809	991522	98.19	695038	68.83
10	JAMMU AND KASHMIR	1440461	447528	31.07	2738	0.19
11	JHARKHAND	2792642	2724135	97.55	1813345	64.93
12	KARNATAKA	6339387	5626236	88.75	2333984	36.82
13	KERALA	2294705	2258143	98.41	1787300	77.89
14	MADHYA PRADESH	7825221	7094122	90.66	1814620	23.19
15	MAHARASHTRA	4386622	4208981	95.95	1229935	28.04
16	MANIPUR	582009	229975	39.51	4954	0.85
17	MEGHALAYA	692791	385	0.06	34	0.00
18	MIZORAM	256646	58652	22.85	18687	7.28
19	NAGALAND	571026	134532	23.56	860	0.15
20	ODISHA	4926032	3528997	71.64	752988	15.29
21	PUNJAB	955230	933053	97.68	672972	70.45
22	RAJASTHAN	9123273	7786677	85.35	3723229	40.81
23	SIKKIM	93509	93144	99.61	59212	63.32
24	TAMIL NADU	8900776	8479113	95.26	5255280	59.04
25	TELANGANA	5627234	5378381	95.58	5050485	89.75
26	TRIPURA	1064082	1053072	98.97	661463	62.16
27	UTTAR PRADESH	10158945	8774220	86.37	1382848	13.61
28	UTTARAKHAND	909832	897641	98.66	373893	41.09
29	WEST BENGAL	14530827	10049100	69.16	3825405	26.33
30	ANDAMAN AND NICOBAR	26730	25345	94.82	0	0.00
31	LAKSHADWEEP	1074	1029	95.81	154	14.34
32	PUDUCHERRY	52890	52534	99.33	45355	85.75
	<b>Total</b>	<b>109312924</b>	<b>88303840</b>	<b>80.78</b>	<b>41032990</b>	<b>37.54</b>

## Current Status of Ombudsmen (As on 15.02.2017)

## Annexure VIII

Sl. No.	Name of the State	Number of Districts in which MGNREGS is operational	Ombudsmen selected
1	ASSAM	27	10
2	BIHAR	38	11
3	CHHATTISGARH	27	17
4	JHARKHAND	24	6 (looking after 13 districts)
5	MAHARASHTRA	33	23
6	HARYANA	21	9
7	MEGHALAYA	11	4
8	MIZORAM	8	4 (looking after 2 Districts each)
9	NAGALAND	11	11
10	ODISHA	30	06
11	SIKKIM	4	Nil
12	TRIPURA	8	4
13	UTTAR PRADESH	75	12
14	WEST BENGAL	20	7
15	J & K	22	0
16	ARUNACHAL PRADESH	20	Nil
17	PUNJAB	22	3
18	MANIPUR	9	6
19	GUJARAT	26	13
20	TAMIL NADU	31	0
21	HIMACHAL PRADESH	12	9
22	UTTRAKHAND	13	11
23	A&N ISLANDS	3	1
24	LAKSHADWEEP	1	0
25	KARNATAKA	30	14
26	RAJASTHAN	33	14
27	MADHYA PRADESH	51	19
28	PUDUCHERRY	2	0
29	KERALA	14	0
30	GOA	2	0
31	ANDHRA PRADESH	13	0
32	TELENGANA	31	0

Confidential**STANDING COMMITTEE ON RURAL DEVELOPMENT (2016-2017)****MINUTES OF THE FIFTH SITTING OF THE COMMITTEE HELD ON  
TUESDAY, THE 21st FEBRUARY, 2017**

The Committee sat from 1100 hrs. to 1330 hrs. in Committee Room 'C',  
Ground Floor, Parliament House Annexe, New Delhi.

**PRESENT**

Dr. P. Venugopal      --      *Chairperson*

**MEMBERS****Lok Sabha**

2. Shri Sisir Adhikari
3. Shri Kirti Azad
4. Shri Sanjay Dhotre
5. Shri Ajay Misra (Teni)
6. Shri Manshankar Ninama
7. Dr. Ramesh Pokhriyal "Nishank"
8. Shri Gokaraju Ganga Raju
9. Shri Jugal Kishore Sharma
10. Dr. Yashwant Singh
11. Shri Chintaman Wanaga

**Rajya Sabha**

12. Shri Samsher Singh Dullo
13. Shri Mahendra Singh Mahra
14. Shri Narayan Lal Panchariya

**Secretariat**

- |                       |   |                     |
|-----------------------|---|---------------------|
| 1. Shri Abhijit Kumar | - | Joint Secretary     |
| 2. Shri S. Chatterjee | - | Director            |
| 3. Smt. B. Visala     | - | Additional Director |
| 4. Smt. Emma C. Barwa | - | Deputy Secretary    |

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

- |    |                        |  |
|----|------------------------|--|
| 1. | Shri Amarjeet Sinha    | - Secretary                                |
| 2. | Shri Anshu Prakash     | - Additional Secretary & Financial Adviser |
| 3. | Dr. Nagesh Singh       | - Additional Secretary                     |
| 4. | Shri P. K. Sarangi     | - Joint Secretary                          |
| 5. | Shri Rajesh Bhushan    | - Joint Secretary and DG, NRRDA            |
| 6. | Shri Atal Dulloo       | - Joint Secretary                          |
| 7. | Smt. Aparajita Sarangi | - Joint Secretary                          |
| 8. | Shri Prasant Kumar     | - Joint Secretary                          |
| 9. | Smt. Alka Upadhyay     | - Joint Secretary                          |

2. At the outset, the Chairperson welcomed the Members to the sitting of the Committee convened for taking the evidence of the representatives of the Department of Rural Development (Ministry of Rural Development) in connection with the examination of Demands for Grants (2017-18) relating to Department of Rural Development.

*[Witnesses were then called in]*

3. After welcoming the witnesses, the Chairperson drew the attention to the fact that the discussions made here were to be treated as confidential and not to be made public till the Report of the Committee was presented to Parliament. The Chairperson in his opening remarks broadly explained the scheme-wise funds proposed for 2017-18 under different rural development schemes. Thereafter, the Secretary, Department of Rural Development (Ministry of Rural Development) made a Power Point Presentation *inter-alia* highlighting allocations viz. utilisation of funds in different years so far during 12th Plan (2012-17) alongwith the Plan allocation for 2017-18 and the initiatives taken under different schemes like MGNREGA, PMGSY, NRLM-Aajeevika, PMAY-G, etc.

4. Thereafter, the Members raised queries on issues ranging from adequacy of budget for different schemes/projects and its impact on the implementation of the schemes etc., which were responded to by the witnesses.

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

*[The Witnesses then withdrew]*

A verbatim record of the proceedings has been kept.

The Committee then adjourned.

\*\*\*\*\*

**STANDING COMMITTEE ON RURAL DEVELOPMENT (2016-2017)****MINUTES OF THE NINTH SITTING OF THE COMMITTEE HELD ON  
FRIDAY, THE 17 MARCH, 2017**

The Committee sat from 1030 hrs. to 1045 hrs. in Committee Room 'C', Ground Floor, Parliament House Annexe (PHA), New Delhi.

**PRESENT**

Dr. P. Venugopal      --      *Chairperson*

**MEMBERS  
LOK SABHA**

2. Shri Sanjay Dhotre
3. Shri Harishchandra Deoram Chavan
4. Shri Vijay Kumar Hansdak
5. Shri Ajay Mishra (Teni)
6. Shri Prahlad Singh Patel
7. Shri Gokaraju Ganga Raju
8. Shri Jugal Kishore Sharma
9. Dr. Yashwant Singh
10. Shri Ladu Kishore Swain
11. Shri Chintaman Wanaga

**RAJYA SABHA**

12. Shri Mahendra Singh Mahra
13. Shri Narayan Lal Panchariya
14. Shri A.K. Selvaraj
15. Shri Shiv Pratap Shukla

**SECRETARIAT**

- |                       |   |                     |
|-----------------------|---|---------------------|
| 1. Shri Abhijit Kumar | - | Joint Secretary     |
| 2. Shri S. Chatterjee | - | Director            |
| 3. Smt. B. Visala     | - | Additional Director |
| 4. Smt. Emma C. Barwa | - | Deputy Secretary    |

2. At the outset, the Hon'ble Chairperson welcomed the Members to the sitting convened for consideration and adoption of Draft Report on Demands for Grants (2017-

18) of the Department of Rural Development (Ministry of Rural Development) XXX XXX XXX.

3. Thereafter, the Committee took up for consideration the Draft Reports and adopted the Draft Reports without any modifications. The Committee also authorized the Chairperson to finalize these Draft Reports taking into consideration consequential changes arising out of factual verification, if any, by the concerned Ministry/Department and to present the same to both the Houses of Parliament.

4. XXX XXX XXX.

*The Committee then adjourned.*

-----