

STANDING COMMITTEE ON RURAL DEVELOPMENT

(2020-2021)

10

SEVENTEENTH LOK SABHA

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

*[Action taken on the recommendations contained in the Fourth Report (Seventeenth Lok Sabha)
on 'Demands for Grants (2020-21) of the Ministry of Rural Development (Department of Rural Development)'.]*

TENTH REPORT



LOK SABHA SECRETARIAT

NEW DELHI

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(2020-2021)

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MINISTRY OF RURAL DEVELOPMENT (DEPARTMENT OF RURAL DEVELOPMENT)

[Action taken on the recommendations contained in the Fourth Report (Seventeenth Lok Sabha) on 'Demands for Grants (2020-21) of the Ministry of Rural Development (Department of Rural Development)'.]

Presented to Lok Sabha on 12.02.2021

Laid in Rajya Sabha on 12.02.2021



LOK SABHA SECRETARIAT

NEW DELHI

February, 2021/Magha, 1942 (Saka)

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**COMPOSITION OF THE STANDING COMMITTEE ON RURAL DEVELOPMENT
(2020-2021)**

Shri Prataprao Jadhav -- Chairperson

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3. Shri C. N. Annadurai
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| 3. | Smt. Emma C. Barwa | - | Additional Director |
| 4. | Shri Inam Ahmed | - | Assistant Executive Officer |

INTRODUCTION

I, the Chairperson of the Standing Committee on Rural Development (2020-2021) having been authorised by the Committee to present the Report on their behalf, present the 10th Report on the action taken by the Government on the recommendations contained in the Fourth Report of the Standing Committee on Rural Development (17th Lok Sabha) on 'Demands for Grants (2020-21) of the Ministry of Rural Development (Department of Rural Development).

2. The Fourth Report was presented to the Lok Sabha on 03.03.2020 and was laid on the Table of Rajya Sabha on the same date. Replies of the Government to all the recommendations contained in the Report were received on 15.06.2020.

3. The Report was considered and adopted by the Committee at their sitting held on 27.10.2020.

4. An analysis of the action taken by the Government on the recommendations contained in the Fourth Report (17th Lok Sabha) of the Committee is given in **Appendix-II**.

NEW DELHI;
10 February, 2021
21 Magha, 1942 (Saka)

PRATAPRAO JADHAV
Chairperson,
Standing Committee on Rural Development

CHAPTER I

REPORT

This Report of the Standing Committee on Rural Development (2020-21) deals with the action taken by the Government on the Observations/Recommendations contained in their Fourth Report (Seventeenth Lok Sabha) on Demands for Grants of the Ministry of Rural Development (Department of Rural Development) for the year 2020-2021.

2. The Fourth Report was presented to Lok Sabha on 03.03.2020 and was laid on the Table of Rajya Sabha on the same date. The Report contained 23 Observations/Recommendations.

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

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

Serial Nos. 1, 2, 3, 5, 9, 10, 11, 12, 14, 15, 17, 18, 19, 20, 21, 22, 23

Total:17
Chapter-II

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

Serial No. NIL

Total: NIL
Chapter-III

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

Serial No. 4, 6, 7, 8, 13, 16

Total: 06
Chapter-IV

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

Serial No. NIL

Total: NIL
Chapter-V

4. The Committee desire that Action Taken Notes on the Observations/ recommendations contained in Chapter I of this Report may be furnished to the Committee within three months of the presentation of this Report.

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

I. **Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) Scope of new works to be taken under MGNREGA - Comments.**

Recommendation (Serial No. 4)

6. With regard to the Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) Scope of new works to be taken under MGNREGA, the Committee had recommended as under:-

“The Committee note that Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) is a demand driven scheme which creates wage employment opportunities through creation of durable assets aimed at promoting livelihoods of the rural people on sustained basis. The Committee have taken into consideration the approach of the DoRD to ensure that at least 60% expenditure is done on water conservation works yearly under the Natural Resource Management. On the similar lines it has been observed by the Committee that the ambit of work that can be taken up under MGNREGA should be amply widened so that works like fencing around the cropland to protect it from wild animals, construction of check dam and protection wall to prevent land erosion, erection of barbed wire around agricultural fields etc. may also be taken up as per the requirement of the specific areas. Thus, the Committee recommend DoRD to review the list of works that can be taken up under MGNREGA and modify it suitably by incorporating new works as per requirement.”

7. The DoRD in thier action taken reply have stated as under:-

“Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) : The Ministry regularly reviews the permissible list of works under the programme as per the provisions of the Act. Such review is done after due consultation with States/UTs. Recently, roof top rain water harvesting on Government/ Panchayat buildings has been included in the Scheme in November 2019. Copy of the notification dated 27.11.2019 is at below:-



भारत का राजपत्र The Gazette of India

असाधारण
EXTRAORDINARY

भाग II—खण्ड 3—उप-खण्ड (ii)
PART II—Section 3—Sub-section (ii)

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ग्रामीण विकास मंत्रालय

अधिसूचना

नई दिल्ली, 27 नवम्बर, 2019

का.आ. 4274(अ).—केंद्रीय सरकार, महात्मा गांधी राष्ट्रीय ग्रामीण रोजगार गारंटी अधिनियम, 2005 (2005 का 42) की धारा 29 की उपधारा (1) द्वारा प्रदत्त शक्तियों का प्रयोग करते हुए, यह समाधान होने पर कि ऐसा करना आवश्यक और समीचीन है, उक्त अधिनियम की अनुसूची I में निम्नलिखित और संशोधन करती है, अर्थात:-

2. महात्मा गांधी राष्ट्रीय ग्रामीण रोजगार गारंटी अधिनियम, 2005 की अनुसूची I में, पैरा 4 में, उप-पैरा 1 में, मद (1) में उप-मद (i) के स्थान पर निम्नलिखित उप-मद रखी जाएगी, अर्थात:-

"(i) पेयजल स्रोत सहित परिष्कृत भूजल पर विशेष ध्यान के साथ भूमिगत बांध, मिट्टी के बांध, ठहराव बांध, रोक बांध और सरकारी या पंचायत भवनों में छत पर वर्षा जल संचयन संरचनाओं जैसी भूजल की वृद्धि और सुधार के लिए जल संरक्षण तथा जल संचयन संरचनाएं।"

[फा. सं. एल-12053/04/2019-आरई-1]

रोहित कुमार, संयुक्त सचिव

टिप्पणी : महात्मा गांधी राष्ट्रीय ग्रामीण रोजगार गारंटी अधिनियम, 2005 (2005 का 42) की अनुसूची I का पहला संशोधन अधिसूचना सं. का.आ. 323(अ), तारीख 6 मार्च, 2007 द्वारा किया गया था और अंतिम रूप से संशोधन सं. का.आ. 403(अ), तारीख 25 जनवरी, 2018 द्वारा किया गया।

MINISTRY OF RURAL DEVELOPMENT
NOTIFICATION

New Delhi, the 27th November, 2019

S.O. 4274(E).—In exercise of the powers conferred by sub-section (1) of section 29 of the Mahatma Gandhi National Rural Employment Guarantee Act, 2005 (42 of 2005), the Central Government, being satisfied that it is necessary and expedient to do so, hereby makes the following further amendments to Schedule I of the said Act, namely:—

2. In the Mahatma Gandhi National Rural Employment Guarantee Act, 2005, in the SCHEDULE I, in paragraph 4, in sub-paragraph 1, in item (I), for sub-item (i), the following sub-item shall be substituted, namely:—

“(i) Water conservation and water harvesting structures to augment and improve ground water like underground dykes, earthen dams, stop dams, check dams and **rooftop rain water harvesting structures in Government or Panchayat buildings** with special focus on recharging ground water including drinking water sources.”

[F. No. L-12053/04/2019-RE-I]

ROHIT KUMAR, Jt. Secy.

Note : The SCHEDULE I of the Mahatma Gandhi National Rural Employment Guarantee Act, 2005 (42 of 2005) was first amended *vide* notification number S.O. 323(E), dated 6th March, 2007 and last amended *vide* notification number S.O. 403(E), dated the 25th January, 2018.

8. The Committee had noted that Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) aimed at creating wage employment opportunities through creation of durable assets. Such approach was quite evident in the taking up of water conservation works under Natural-Resource Management by the Department of Rural Development through MGNREGA. In this regard, the Committee, had recommended that scope of work under MGNREGA may be suitably widened so as to also include essentially required works like fencing around the cropland, construction of check dams, protection wall to prevent land erosion, construction of barbed wire around agricultural fields, etc. In their action taken reply, the Department of Rural Development (DoRD) have stated that the Ministry regularly reviews the permissible list of works and *vide* notification dated 27.11.2019, has incorporated, among other things, creation of check dams and rooftop rain water harvesting structures in Government or Panchayat buildings under the permissible works of MGNREGA. The Committee while noting these significant additions to permissible works under MGNREGA are still of the view that fencing around the cropland and construction of barbed wires around agricultural fields to protect the crops from damage due to animals also need to be included under the permissible works as these will not only save crops of poor and marginal farmers, but will also create new job avenues. Thus, the Committee reiterate its recommendation to increase the range of permissible works under MGNREGA to suitably include the stated works also.

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

Recommendation (Serial No. 6)

9. With regard to the Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) Scope of new works to be taken under MGNREGA, the Committee had recommended as under:-

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

10. The DoRD in thier action taken reply have stated as under:-

"Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) : The Mahatma Gandhi National Rural Employment Guarantee Act, 2005 (Mahatma Gandhi NREGA) provides at least 100 days of wage employment in a financial year to every rural household whose adult member volunteers to do unskilled manual work. It is a demand driven wage employment Scheme which provides livelihood security i.e., fall back option for livelihood for the rural households against their demand.

As per section 6(1) of Mahatma Gandhi National Rural Employment Guarantee Act, 2005 (Mahatma Gandhi NREGA), the Ministry of Rural Development notifies Mahatma Gandhi NREGA wage rate every year for States/UTs. To compensate the Mahatma Gandhi NREGA workers against inflation, the Ministry of Rural Development revises the wage rate every year based on change in Consumer Price Index for Agricultural Labour (CPI-AL). The wage rate is made applicable from 1st April of each Financial Year. During current financial year, the national average wage rate has been increased by Rs. 20 than the last financial year."

11. Taking serious view of existing inequalities in wages between the wages under different States and MGNREGA wage, the Committee had recommended to resolve the issue and increase the wages under MGNREGA. Department of Rural Development (DoRD) in their action taken reply while outlining the statutory provision under Section 6(1) of MGNREGA Act, 2005, by virtue of which, the Ministry of Rural Development notifies MGNREGA wage rate every year for State/UTs have also informed that during the current financial year, the National average wage rate has been increased by Rs. 20/- than the last financial year. The Committee find the action taken by the Government as a step in right direction, however, the Committee feels that increase of Rs. 20/- is insufficient and does not fill the existing gap between the minimum wages ensured by State Government/agricultural wages and the wages under MGNREGA. The Committee feels that there is a need for increase in the wages under MGNREGA in such a manner which is in consonance with providing much needed assistance to rural economy . In view of the existing situation, the Committee, strongly reiterate its recommendation for increasing the wage rates under MGNREGA in accordance with the inflation and also take measures to ensure uniformity in the wages paid under MGNREGA across States/UTs.

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

Recommendation (Serial No. 7)

12. With regard to the Poor implementation of the provision of unemployment allowance under Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA), the Committee had recommended as under:-

"While scrutinizing the performance of the scheme in wake of the demands for grants (2020-21), the Committee are concerned about the non-adherence to the provision of payment of unemployment allowance. The facts presented before the Committee revealed that only few States to the tune of only Rs. 12,000 cumulatively have paid unemployment allowance to those who could not be provided job under MGNREGA

within the stipulated time frame. This reflects doubts that all job seekers have been given jobs within the time period. This is, however, not the case at all as the Committee feel that on the ground level inordinate delay in providing jobs under MGNREGA at many places have become an acceptable norm. The Committee are given to understand that as per the provision of MGNREGA, providing unemployment allowance is the responsibility of States, however, the Committee are still of the opinion that the Department cannot absolve itself of the responsibility of non-adherence to this provision by the States. Hence, the Committee recommend DoRD to devise measures in order to see a full fledged implementation of the provision of payment of unemployment allowance under MGNREGA."

13. The DoRD in their action taken reply have stated as under:-

"The Department is monitoring its implementation in Mid-term Review meetings and Labour Budget Meetings every year. Further, an advisory has been issued on 07.02.2020 to all States/UTs to adhere to the provisions of unemployment allowances are **given below**.

The Ministry has made the provision for automatic computation of payment of unemployment allowances as per the Unemployment Allowance Rules notified by the States.

The Ministry also does periodic revision of the "Agreed to Labour Budget" in consultation with States/UTs as per their demand and performance so as to provide work in time to every wage seeker on demand for work."

File No. J-11060/C/4/2016-RE.VI (352245)
 Government of India
 Ministry of Rural Development
 Department of Rural Development
 (Mahatma Gandhi NREGA Division)

Annexure -3

Krishi Bhavan, New Delhi
 Dated: February 7, 2020

To
 The Commissioner-Cum-Secretary/ Pr. Secretary/ Secretary,
 Department of Rural Development/ Panchayati Raj
 (In Charge of MGNREGA),
 All States

Subject: Unemployment allowances- reg.

Madam/ Sir,

As you are aware that Section 7(1), Mahatma Gandhi NREGA entitles every beneficiary for an unemployment allowance. According to the Act, "If an applicant for employment under the Scheme is not provided such employment within fifteen days of receipt of his application seeking employment or from the date on which the employment has been sought in the case of an advance application, whichever is later, he shall be entitled to a daily unemployment allowance in accordance with this section."

Further, as per para 7(6), the State Governments are required to prescribe a procedure for payment of unemployment allowance. Accordingly, the State Government are required to ensure the following:

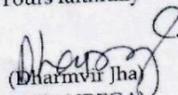
1. Specify the rate of unemployment allowance payable, which will not be less than one-fourth of the wage rate for the first thirty days and not less than one-half of the wage rate for the remaining period of the financial year.
2. Frame Rules governing the procedure for payment of Unemployment Allowance.
3. Make necessary budgetary provision for payment of Unemployment Allowance.

In this regard, a detailed guideline may kindly be referred to vide Annual Master Circular 2019-20. It is reiterated that strict compliance of the provisions of the Act with respect unemployment allowance and guidelines thereof, on this specific provision must be strictly adhered to.

Any complaint, if any, on non-release of unemployment allowance must be dealt on priority.

This issues with the approval of competent authority.

Yours faithfully


 (Dharmvir Jha)
 Director (Mahatma Gandhi NREGA)

14. The Committee were concerned to note the fact that there is poor implementation of the provision of unemployment allowance under MGNREGA and recommended Department of Rural Development (DoRD) to ensure a full fledged implementation of the provision at ground level. In their response, the DoRD have submitted that an advisory has been issued to all States/UTs for the adherence to the provision and that periodic revision of the 'agreed to labour budget' in consultation with the States/UTs is undertaken by the Ministry so as to provide work in time to every wage seeker . The Committee find the action taken reply of the DoRD being routine in nature and lacking any real vigour to find concrete remedy wherein the States/UTs fail to implement providing of unemployment allowance within stipulated time frame to the job-deprived workers. The Committee, therefore, strongly reiterate its recommendation and implore upon DoRD to come out with a strong mechanism for ensuring the stricter compliance of the payment of unemployment allowance under MGNREGA.

IV. Opening of Postal Accounts for receiving payment under MGNREGA -

Recommendation (Serial No. 8)

15. With regard to opening of Postal Accounts for receiving payment under MGNREGA, the Committee had recommended as under:-

"The Committee note with concern the issue of rural inhabitants from farflung isolated locations requiring to travel long distances sometimes upto 15-20 kilometers to reach the branch of Nationalised banks for receiving payment under MGNREGA. After going into the merits of the existing situation and exploring viable alternative, the Committee are of the opinion that post offices in each villages can also be utilized for this purpose. The Committee feel that the DoRD should suitably amend its operational protocol regarding the payment to labourers and the feasibility of opening accounts in post offices might be looked into pragmatically. Therefore, the Committee call upon the Department to look into this aspect in a practical and realistic manner to come up with a beneficial solution."

16. The DoRD in their action taken reply have stated as under:-

Mahatma Gandhi National Rural Employment Guarantee Act MGNREGA" Payment of wages to the beneficiaries under Mahatma Gandhi NREGA is currently being made into the Bank/Post office accounts of beneficiaries as made available by the beneficiaries. As on 4th June 2020, a total of 1.15 crore Post Office accounts are registered under Mahatma Gandhi NREGS in all States/UTs."

17. **Having taken into account the hardships being faced by the rural inhabitants in remote areas requiring to travel up to 15-20 kilometres to reach the branch of Nationalised banks for receiving payment under MGNREGA, the Committee had recommended Department of Rural Development (DoRD) to explore the feasibility of opening accounts in post offices present in each area to avoid the challenges of travelling to banks at a larger distance. The DoRD in its submission have stated that a total of 1.15 crore post office accounts are registered under MGNREGA in all States/UTs and payments are made in the accounts made available by the beneficiaries. In this regard, the Committee observed the dynamics of the situation and the relief it might eventually bring to the MGNREGA beneficiaries in remote areas. The Committee, therefore, recommends that DoRD should suitably amend its operational protocol so that more far flung and remote area beneficiaries are encouraged to open more post office accounts nearer to their homes for having easier access to their remuneration.**

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

Recommendation (Serial No. 11)

18. With regard to upgradation of permanent wait list of Pradhan Mantri Awaas Yojana - Gramin (PMAY-G), the Committee had recommended as under:-

"The timeline for the achievement of desired goal of PMAY-G is approaching day by day. However, the Committee have been apprised that the issue of inclusion of left-over beneficiaries from the universe of PMAY-G is still not resolved. The Committee were, however, informed that DoRD have developed a separate mobile application (Awaas+) for

compilation of data in respect of left-over beneficiaries and a report is expected soon. Taking note of the development, the Committee are of the view that it is high time that the DoRD should expedite the pace and ensure the earliest resolution of this issue so that the permanent wait list of PMAY-G is suitably modified to the extent that the eligible left-over beneficiaries are included without any further delay. The Committee, therefore, urge DoRD to expedite its process regarding the compilation of data of left-over beneficiaries on top priority to ensure that the needy ones are not left behind."

19. The DoRD in their action taken reply have stated as under:-

"For households, who though eligible as per the provisions of the scheme, could not be included in the Permanent Wait List (PWL) of PMAY-G prepared on the basis of Socio Economic and Caste Census (SECC), 2011 data, an exercise was conducted across the country for identifying such households and capturing their details through a mobile application "Awaas+". A total of 3.67 crore households have been uploaded on AwaasSoft through Awaas+ from across the country. The Ministry had constituted an Expert Committee for analysis of "Awaas+" data. The Committee has submitted its report and it has been accepted by the Ministry. The allocation of targets to the eligible States/UTs would be done in consultation with the Ministry of Finance. A request has been made to the Ministry of Finance for their consideration and approval."

20. **In view of the fact that the timeline for achieving desired goal of Pradhan Mantri Awaas Yojana - Gramin (PMAY-G) is approaching and the issue of inclusion of leftover beneficiaries from the ambit of PMAY-G is still unresolved, the Committee had urged Department of Rural Development (DoRD) to expedite its process for the speedier inclusion of leftover beneficiaries. Department of Rural Development (DoRD) in their reply have submitted that identification of leftover beneficiaries, totalling to 3.67 crore households, have been done using 'Awaas+' mobile application and that the expert Committee constituted in this regard had submitted its report which was accepted by the Ministry. Regarding the allocation of targets to the eligible States/UTs, a request has been made to the Ministry of Finance for their consideration and approval. The Committee after going through the action taken reply of the DoRD find the steps in right direction and acknowledges their effort. However, it is still felt by the Committee that any further delay in the final settlement of this issue and the allocation of targets to**

the eligible States/UTs would only lead to collateral delay in the achievement of the vision 'Housing for All' by 2022. Thus, the Committee urges DoRD to increase its momentum without any reduction in its efforts and impress upon Ministry of Finance to give their approval for allocations of targets to the eligible States/UTs expeditiously. Also for the prompt completion of 'due formalities' so that the huge number of leftover beneficiaries are also included in the domain of PMAY-G at the earliest.

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

Recommendation (Serial No. 13)

21. With regard to Increasing Unit Assistance under Pradhan Mantri Awaas Yojana (PMAY-G), the Committee had recommended as under:-

"The Committee note that at present, the unit assistance under PMAY-G for plain areas is Rs. 1,20,000/- and Rs. 1,30,000/- in hilly States/difficult areas/IAP districts respectively with a provision for toilets at Rs. 12,000/-. The Committee do not find any palatable reason for keeping the per unit assistance in rural areas at the above-mentioned level while for urban areas, the per unit assistance is much higher, to the tune of about Rs. 2,50,000/-. The Committee feel that the disparity seems to be irrational considering the difficulties faced logistically in the rural areas in constructing a house. Various impediments, unknown in the urban areas come to fore during the house construction in a village, but inexplicably, such parameters were not taken into consideration while deciding upon the amount of unit assistance in rural and urban areas. Therefore, the situation merits a re-look and thus, the Committee strongly recommend DoRD to increase the per unit assistance under PMAY-G in such a way to bring parity between the unit assistance in rural and urban areas."

22. The DoRD in their action taken reply have stated as under:-

"Under PMAY-G, beneficiaries are provided an enhanced unit assistance of Rs. 1.20 lakh in plains (which was Rs. 70,000 under the erstwhile Indira Awaas Yojana till 2015-16) and Rs. 1.30 lakh in hilly states, difficult areas and Integrated Action Plan (IAP) districts (which was Rs. 75,000 under the erstwhile Indira Awaas Yojana) for construction of pucca house. In addition, there is provision of 90/95 persondays of unskilled labour wages through convergence with Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS) and Rs. 12,000 for construction of toilets by eligible PMAY-G beneficiaries through convergence with Swachh Bharat Mission – Gramin (SBM-G), MGNREGS or any other dedicated source of funding. At present, Ministry is not considering any proposal for enhancing the unit assistance under PMAY-G."

Further, as per Framework for Implementation of PMAY-G, if the beneficiary so chooses, he/she will be facilitated to avail loan of upto Rs.70,000/- from Financial Institutions. However, on the recommendation of the Committee, the Ministry may look into case for increase in the unit assistance."

23. **The Committee was not able to grasp the reasons behind keeping the per unit assistance under Pradhan Mantri Awaas Yojana-Gramin (PMAY-G) in rural areas at Rs. 1,20,000/- and Rs. 1,30,000/- per unit for plain areas/hilly States respectively while for urban areas, per unit assistance was much higher per unit. Considering the obstacles faced and cost incurred in the construction of a house in rural areas, the Committee had recommended the Department of Rural Development (DoRD) to have a re-look into the issue of increasing the assistance under PMAY-G. In their action taken reply, the DoRD, while outlining other components like convergence of houses built under PMAY-G with MGNREGA for additional 90/95 days of work to the beneficiary and Rs. 12,000/- for construction of toilets by eligible PMAY-G beneficiaries through convergence of scheme with Swachh Bharat Mission – Gramin (SBM-G), have stated that at presently Ministry is not considering any proposal for enhancing the unit assistance under PMAY-G. In this regard, the Committee feels that the action taken reply is without any empathy towards the beneficiaries'. The Committee also feels that considerable help can be brought in the life of houseless beneficiaries by increasing the per unit assistance. The Committee are therefore, of the view that DoRD should re-visit the issue of enhancing the amount of per-unit assistance keeping in view the difficulties faced by the beneficiaries in rural areas both logistically/cost-wise. Therefore, the Committee strongly reiterate its recommendation of increasing the per unit assistance under PMAY-G in rural areas in such a manner which may give a sense of equity with the per unit assistance in the Urban areas.**

VII. Tender issues and poor maintenance -

Recommendation (Serial No. 16)

24. With regard to Tender issues and poor maintenance, the Committee had recommended as under:-

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

25. The DoRD in thier action taken reply have stated as under:-

"Pradhan Mantri Gram Sadak Yojana (PMGSY) : There is a three tier quality control and quality assurance mechanism already in place to deal with the issue of construction of poor quality of road by the contractor at PIU level, State level and National level . Further there is provisions in the Standard Bidding Document of NRIDA to Black list such contractors who do not complete works as per specifications laid down in the bid document.

Works are tendered as according to Standard Bidding Document based on principles of General Financial Rules and CVC guidelines. The tendering/ procurement process is done by the states. Many states have provision of asking for increased performance guarantee if the bids received are below a certain threshold. Moreover, it is the responsibility of the contractor to maintain road for a period of 5 years. The Ministry is implementing an online system (e-Marg) for monitoring of maintenance works, wherein all the payments have to be done through this system. This will further improve the maintenance work during the defect liability period."

26. **The Committee observed that poor quality and maintenance of roads constructed under Pradhan Mantri Gram Sadak Yojana (PMGSY) and having acquainted itself of the rampant practice prevalent in the bidding of low quotation by 20%-30% initially, there seemed to be evident nexus between contractors and**

erring officials. Therefore, the Committee had earlier recommended the Department of Rural Development (DoRD) to explore the possibility of fixing a minimum tender amount and also to take corrective measures/strategies for curbing unscrupulous contractors and ensuring good quality of roads. In their response, DoRD in their Action taken Reply have casually explained about the existing three tier quality control mechanism and the provisions already in place in these regard. The Committee find the reply extremely disappointing and unsatisfactory. The Committee feel that such a serious issue involving the unscrupulous contractors and their criminal intent for obtaining tenders by quoting lesser bids and later compromising on road quality for profiteering, should have been examined seriously by the Department. The blatant flouting of guidelines of PMGSY in respect of maintenance of the roads was highlighted by the Committee while also bringing to fore the connivance of such rogue contractors with erring officials as a probable cause for such poor quality of roads. The entire practice has adverse impact on the quality of construction and maintenance and thereby hampering the growth of rural economy. The Committee in this regard expects much more from the DoRD in terms of robust and strict supervision and such half-hearted approach is completely uncalled for. Therefore, the Committee strongly reiterates its recommendation that the DoRD should take all possible measures to resolve the issues around tendering process and poor maintenance of roads under PMGSY.

VIII. National Social Assistance Programme (NSAP) Revision/Relaxation of Guidelines for increase in assistance amount under NSAP -

Recommendation (Serial No. 19)

27. With regard to National Social Assistance Programme (NSAP) Revision/Relaxation of Guidelines for increase in assistance amount under NSAP, the Committee had recommended as under:-

"National Social Assistance Programme (NSAP) is a social security / social welfare programme applicable to old, widows, disabled persons and

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

28. The DoRD in thier action taken reply have stated as under:-

"National Social Assistance Programme (NSAP): The matter relating to change in the eligibility criteria as well as the rate of assistance under the schemes of NSAP are being considered. Accordingly, a comprehensive third party evaluation study has been initiated wherein the final outcome of the study is awaited. The final road-map for the scheme is contingent on the outcomes of the evaluation study and discussions with States/UTs."

29. The Committee noted the importance of the National Social Assistance Programme (NSAP) and its impact on the social security of poor and destitute of the society. However, the Committee was quite concerned over the existing meagre amount of assistance ranging from 200/- to Rs. 500/- under different sub-schemes of the programme. Finding the amount too little, the Committee had recommended the Department of Rural Development (DoRD) to increase the assistance amount adequately under NSAP as early as possible. From the response of the DoRD, the Committee find that the Department has positively taken the matter and change in the eligibility criteria as well as the rate of assistance under NSAP are being considered through the initiation of a third party evaluation – the final outcome, although, dependent upon the results of the evaluation study and discussion with the States is a step in right direction. The Committee appreciate the effort of the DoRD, but are also apprehensive of inordinate delays such third party evaluation usually take. Hence, the Committee persuade DoRD to maintain its resolve and hasten all the due processes involved so that the beneficiaries of the programme reap the benefit of increased assistance soon.

CHAPTER II

RECOMMENDATIONS WHICH HAVE BEEN ACCEPTED BY THE GOVERNMENT

Recommendation (Serial No. 1)

Department of Rural Development implements flagship schemes which are aimed at nourishing the root of development of the rural populace. Schemes such as Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA), Pradhan Mantri Awaas Yojana - Gramin (PMAY-G), Pradhan Mantri Gram Sadak Yojana (PMGSY), Deendayal Antyodaya Yojana - National Rural Livelihood Mission DAY-NRLM etc. champion the cause of poor and downtrodden class of rural India and are in true sense, the harbingers of hope for the needy and deprived sections of the society. The Committee strongly feel that the progress of the nation is directly proportional to the progress of rural masses. With this sentiment in mind, while examining the performance of various schemes such as Pradhan Mantri Awaas Yojana - Gramin (PMAY-G), Pradhan Mantri Gram Sadak Yojana (PMGSY), Shyama Prasad Mukherjee Rurban Mission (SPMRM), the Committee observe the slow pace of progress in such schemes which needs immediate attention and action. In wake of such situation, the Committee firmly urge upon the Department of Rural Development (DoRD) to take efficacious steps to yield desired results in the remaining period of financial year 2019-20.

Reply of the Government

Pradhan Mantri Awaas Yojana-Grameen (PMAY-G):

- i. Initiatives taken towards completion of delayed houses are as follows:
 - a. State-wise analysis of delayed houses and regular follow-up.
 - b. Regular alerts through emails and SMSs to all levels in the State Govt. on delayed houses
 - c. Allowing completion of delayed houses upto June, 2020.
 - d. Negative marking in Performance Index for those houses which are delayed beyond 12 months time
- ii. Ministry is continuously reviewing the issue of landlessness and requesting States /UTs to accord top priority and allocate land to landless beneficiaries. The matter has been taken up at highest level in the States/ UTs. Hon'ble Minister, RD also reviewed this issue through VC meetings with State/UT RD Ministers held in the month of May, 2020. Continuous persuasion has led to State specific actions to provide land to the landless, e.g. in Bihar, Assam, Jharkhand, Maharashtra etc.

- iii. With respect to migration / death/ unwilling beneficiaries the Ministry has issued guidelines, in consultation with States / UTs, for necessary action.
- iv. The Hon'ble MRD has requested Hon'ble Chief Ministers of States and LG/Administrators to review of progress of PMAY-G at their level.
- v. Review of progress through monthly VC at the level of Secretary/Special Secretary/Deputy DG, Rural Development.
- vi. Review at the level of Dy. DG/Joint Secretary with technical teams of the states to resolve the technical issues faced.
- vii. To ensure the faster completion of houses, States/ UTs have been requested to do the following :-
 - a. Focus on completion of those houses where 2nd or 3rd installment of funds has been released to beneficiaries.
 - b. Prepare a month-wise target for completion of houses for monitoring and convey the same to MoRD
 - c. Review the low performing districts separately.
 - i. Separate review of States/UTs with high target, poor performing States/UTs and delayed houses in States/ UTs.
- viii. Timely availability and release of fund to the States/UTs.
- ix. Bringing on board Associations of construction material manufacturers / suppliers to ensure sustained availability of the same.

Further, keeping in view the current scenario, advisory to carry out house construction activities during COVID-19 crisis has been issued to all States/UTs to start the work with due care and maintaining social distance.

Pradhan Mantri Gram Sadak Yojana (PMGSY): The status of progress of work under the various interventions/verticals of PMGSY, except PMGSY-III, which has been launched very recently is as under:-

Name of Intervention	Sanctioned length	Completed length	Balance length
PMGSY-I	6,46,356	5,90,101	41,407
PMGSY-II	49,826	35,130	14,331
RCPLWEA	9,338	1,935	7,395
Total	7,05,520	6,27,166	63,133

Thus, it could be seen that out of total sanctioned length of 7,05,520 Km, around 89% i.e., 6,27,166 Km road length has already been completed. Out of balance 63,133 Km of work, 54,838 Km road length has been sanctioned in the last two years. It is also relevant to mention that out of the total balance work, 38,804 Km (more than 60% of total balance length) are in North-Eastern and Himalayan States where the working season is very limited and topography is such that pace of construction is slower than plains. Due to unfavorable weather conditions during 2019-20, the pace of work was not as per expectation. The Ministry is making all out

efforts to complete the pending works at the earliest. However, keeping in view the difficulty being faced by the States in providing last mile connectivity, the Ministry has moved a proposal for extension of time for completion of these schemes upto March, 2022 for PMGSY-I and PMGSY-II and March, 2023 for RCPLWEA.

Shyama Prasad Mukherjee Rurban Mission:- Shyama Prasad Mukherjee Rurban Mission (SPMRM) was a relatively new program for all the States/ UTs. It involves participation of multiple stakeholders as well as sensitization and involvement of Gram Panchayats from planning till implementation. The Mission was formally launched on 21st Feb.2016, therefore first year was effectively consumed in framing Mission policy and cluster identification. Commencement of Mission activities required intensive exercise of preparation of Integrated Cluster Action Plan (ICAP) for each cluster which typically took around 4-8 months by States for various clusters, followed by preparation and approval of Detailed Project Reports for each approved project before implementation. This task again required around 4-6 months time before works were initiated on-ground. Therefore, almost one (1) year per cluster was invested in planning and initiation of activities, resulting in slow initial progress. Since the DPR approval process has been completed for 242 clusters, significantly better progress has been made since FY 2019-20. It may be noted that approval of DPRs increased from 94 to 242 clusters out of 288 clusters for which ICAP have been prepared till FY 2019-20. Further target for completion of works/projects has exceeded the registered target-trend of 20% and reached almost 30% of total works. The physical and financial progress achieved during FY 2019-20 and Plan for FY 2020-21 is tabulated below:-

Table-1 SPMRM – Physical Progress during FY 2019-20 and Plan for FY 2020-21

SPMRM - Physical					
	2019-20				2020-21 Target
Physical Target	Status at start of FY 2019-20	Target	Performance	Shortfall	
Approval of ICAPs	272 / 300	All remaining 28	16 Status – 288 / 300	No progress - West Bengal (7), NCT of Delhi (1) ICAPs ready for Ministry's approval post lockdown - Arunachal Pradesh, Goa, Maharashtra, Telangana (1 each)	Remaining 12
Approval of DPRs	94 / 272	87 more DPRs approved	148 Status – 242 / 288	Target achieved	Remaining 58
Completion of Works	NA	20%	30%	Target achieved	60%

Table-2 SPMRM – Financial Progress during FY 2019-20 and Plan for FY 2020-21

SPMRM - Financial					
Financial Target	2019-20				2020-21 Target
	Status at start of FY 2019-20	Target	Performance	Shortfall	
Release of CGF (Central Share)	Rs. 1585.26 cr.	Rs. 300 cr.	Rs. 303.59 cr.	Target achieved	1. Rs. 600 cr (BE) out of which Rs. 200 cr. exp. planned in Q1 2. Use of unspent balance with States/UTs 3. States/UTs have demanded Rs. 1,862 cr. Central Share in Annual Action Plan
On-ground Expenditure	CGF - Rs 680 cr. exp. / Rs. 6,882 cr. approved (9.8%) Conv - Rs. 4,365 cr. exp. / Rs. 21,194 cr. approved (20.6%)	CGF - Achieve Rs. 1,200 cr. exp.	CGF - Rs. 1,285 cr. (18.6%) Conv. - Rs. 7,174 cr. (33.85%)	Target achieved	60% exp. In both CGF & Convergence

Deendayal Antyodaya Yojana- National Rural Livelihood Mission (DAY-NRLM) is being implemented in phased manner since 2011 and till March 2020, 6093 blocks are covered and plan is in place to enter all blocks by the year 2022-23. Till March 2020, Mission is working with 678.82 lakh rural poor households brought under 61.38 lakh Self Help Groups (SHGs).

Mission has developed a pool of 3.05 lakh community resource persons (CRPs), and they have been supporting in the process of social mobilization of rural poor households into SHGs and various capacity building related activities towards the strengthening of livelihoods of the rural households. DAY-NRLM MIS portal captures the progress of the Mission.

Saansad Aadarsh Gram Yojana (SAGY) : The progress on SAGY is as follows:

"Under the SAGY framework, the development of Gram Panchayats is envisaged through effective convergence and implementation of existing development Schemes of Government under the administrative control of respective Ministries

without allocation of any additional fund. The Gram Panchayats adopted under SAGY prepare Village Development Plans (VDP) through a participatory process under the guidance of Hon'ble Members of Parliament. The VDP includes prioritized time-bound activities to achieve holistic and integrated development of the villages. Out of the 1,830 Gram Panchayats identified under SAGY, 1,402 Gram Panchayats have uploaded their VDPs containing 72,107 projects on SAGY website

(<http://saanji.gov.in>) and implementation of 45,150 (63%) projects has been completed as on 3 June 2020.

(DoRD O.M. No.G-20011/25/2019-B&Adated 15/06/2020)

Recommendation (Serial No. 2)

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

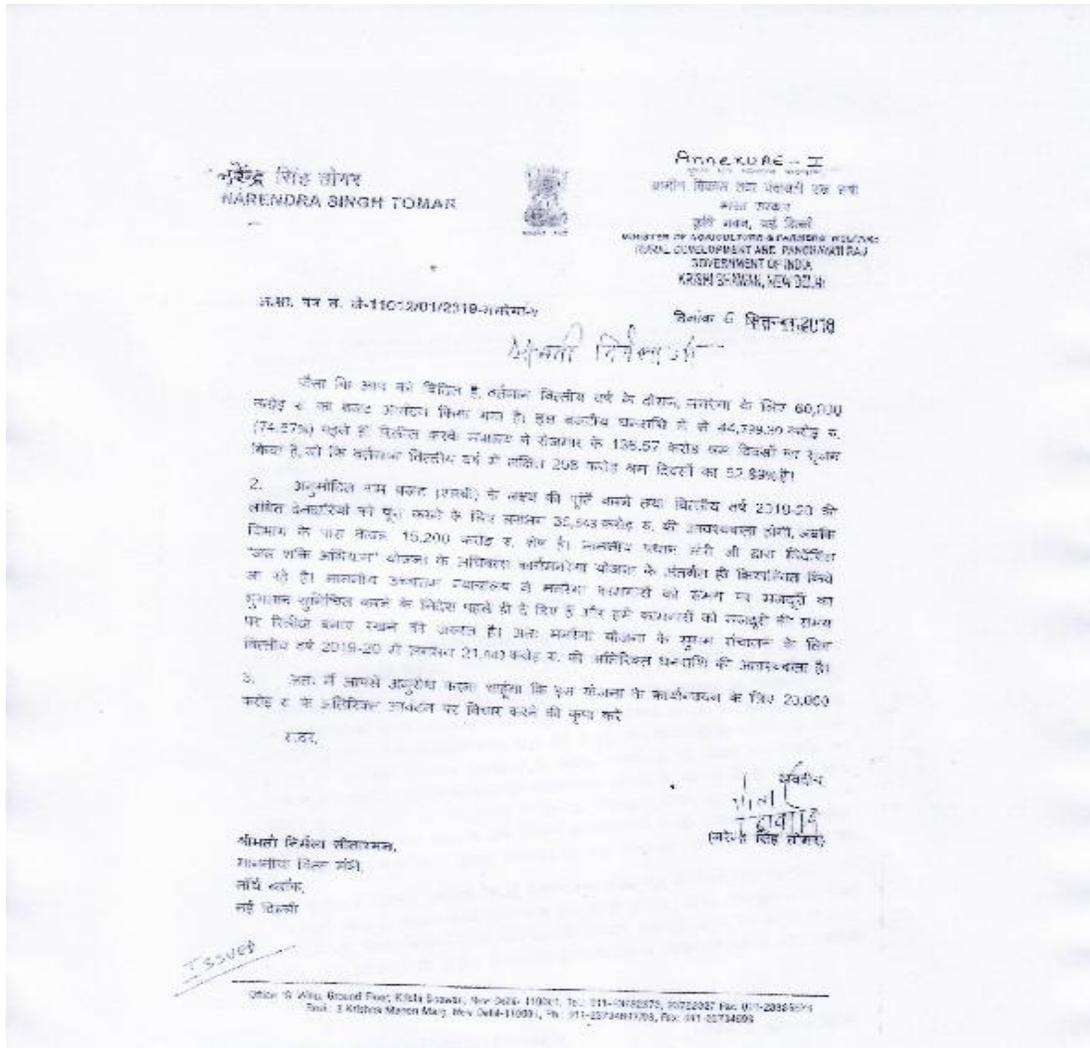
Reply of the Government

The Department of Rural Development (DoRD) has been pursuing the matter at the highest level with the Ministry of Finance for making appropriate allocations for efficacious implementation of the programmes. As a result an additional allocation of Rs. 5001.81 crores was made for DoRD at RE stage during 2019-20. The B.E. for 2020-21 is higher by Rs. 2500 crores vis-à-vis the B.E. of 2019-20. Further considering the increase in demand for work under MGNREGA during the current COVID-19 situation, the Government has proposed to increase the allocation under MGNREGA by an additional amount of INR 40,000 crores during 2020-21.

Mahatma Gandhi National Rural Employment Guarantee Scheme (Mahatma Gandhi NREGS) is a demand driven wage employment programme. Fund release to States/UTs under Mahatma Gandhi NREGS is a continuous process and Central Government is committed in making funds available to the States keeping in view the demand for work. The Ministry seeks additional fund for Mahatma Gandhi NREGS as and when required for meeting the demand for work on the ground in this regard, communication sent to the Ministry of Finance **given**

below. The Government gave priority on greater allocation and fund under Mahatma Gandhi NREGA.

The Budgetary Estimate for FY 2019-20 was Rs. 60, 000 crore and Ministry of Finance has sanctioned additional Rs. 11701.60 crore at RE stage ,thus total allocation for scheme was Rs 71701.60 crore. The Budgetary Estimate sanctioned for the year 2020-21 is Rs. 61,500 crore. An additionally of Rs. 40,000 crore has also been proposed to be made for MGNREGA during 2020-21, in the wake of COVID-19 pandemic.



अमरजीत सिन्हा
AMARJEET SINHA



सचिव
भारत सरकार
ग्रामीण विकास मंत्रालय
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DO # J-11012/01/2019-MGNREGA-V (366474)

September 16, 2019

Dear Girish,

Please refer to Hon'ble Minister of Rural Development's DO letter dated 6th September 2019 addressed to Hon'ble Finance Minister regarding additional allocation of Rs. 20,000 crore under Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS) (copy enclosed). The Scheme is demand driven and it has been consistently exceeding the targets set for it. This year against a tentative target of 258 crore persondays, the States have already achieved a progress of nearly 53%. The current outlay of Rs. 60,000 crore for FY 2019-20 is likely to fall short by more than Rs. 23,000 crore as summarized below: -

Sl.No	Particulars	Fund requirement (Rs. in crore)
1.	Funds required for remaining target of approved labour budget	24243
2.	Pending FTOs (as on 12.09.2019)	1904
3.	Funds required for meeting pending material liabilities for FY 2018-19 and FY 2019-20	10971
4.	Total requirement of funds for remaining part of current FY	37118
5.	Funds available as on 12.09.2019	13865
	Additional fund requirement	23254

2. The MGNREGS is spearheading the ambitious Jal Shakti Abhiyan being implemented under the guidance of Hon'ble Prime Minister. We also have to comply with the direction of Hon'ble Supreme Court to ensure timely payment of wages to MGNREGS workers.

3. I shall be grateful if you may consider making an instant additional allocation of Rs. 20,000 crore for implementation of the scheme as early as possible.

with best wishes,

Yours sincerely,

Amarjeet Sinha
[Amarjeet Sinha]

encl: as above

Shri Girish Chandra Murmu
Secretary
Department of Expenditure
North Block, New Delhi.

16/9/19

Pradhan Mantri Awaas Yojana-Grameen(PMAY-G): The erstwhile Indira Awaas Yojana was restructured as Pradhan Mantri Awaas Yojana w.e.f 1st April, 2016 aims to provide "Housing for All" through provision of pucca house with basic amenities to all houseless households and households living in kutcha and dilapidated house in rural areas by 2022. The overall target is to construct 2.95 Crore houses during the period 2016-17 to 2021-22, wherein 1 Crore house were set to be achieved in Phase-I (2016- 17 to 2018-19), out of which a total of 88,81,081 houses have been completed so far. Further, total funds released to States/UTs were Rs. 75,278.91 crore(including EBR of Rs. 18008 crore) during Phase- I.

Further, a target 1.95 Crore houses has been set for Phase-II i.e 2019-20 to 2021-22. The total target set for 2020-21 is 70 lakh houses, out of which 61.50 lakh houses have been allocated to the States/UTs. The financial implication of which is Rs. 57,330 crore, out of which Rs. 19,500 crore has been approved as Gross Budgetary Resources and the balance shall be met through Extra Budgetary Resources. During Phase II, a total of 16,33,089 have been completed so far. Further, total funds released to States/UTs during Phase II is Rs. 30,422.48 crore(including 2019-2020 EBR of Rs.10811crore).

In this regard, the Ministry vide its DO letter dated 5th May, 2020 had requested Ministry of Finance to increase the provision of EBR to Rs. 57155.77 crore (including pending EBR of previous years) beyond the currently provisioned amount of Rs. 10,000 crore for FY 2020-21 for providing funds to States/UTs for completion of pending houses of previous years and current year.

However, looking at the pace of construction of houses in various States/UTs and in the wake of ongoing COVID pandemic, the Ministry is requesting the Finance Ministry to keep an EBR provision of at least Rs. 25,000 crore for FY 2020-21 to ensure smooth flow of funds to the States/UTs for efficient implementation of the scheme.

Deendayal Antyodaya Yojana- National Rural Livelihood Mission (DAY-NRLM - BE for the year 2020-21 under DAY-NRLM is Rs. 9210.04 Crore. This budget provision is sufficient at present due to the special scenario prevailing in the country due to COVID-19. However, if any further increase is required, the matter will be taken up with the Ministry of Finance at the RE stage during the current year.

Pradhan Mantri Gram Sadak Yojana (PMGSY): The Budget Allocation for PMGSY has been increased to Rs. 19,500 crore for the Financial year 2020-21. PMGSY will require continuous budgetary support of Rs 19,000 crore/ year up to 2024-25 to complete all the interventions of the Scheme and this issue was brought to the notice of the Cabinet while getting approval for PMGSY-III.

(DoRD O.M. No.G-20011/25/2019-B&Adated 15/06/2020)

Recommendation (Serial No. 3)

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

Reply of the Government

Mahatma Gandhi National Employment Rozgar Guarantee Act (MGNERGA) : As on date 99.37% of the payment of the wages under the scheme is being done through eFMS/NeFMS. The Ministry rolled out NeFMS for wage payment in 24 States and 1 UT from 2016 onward, where the wages payment is being made to the bank/ post office account of beneficiaries directly by the Central Government. Therefore, no unspent balance on account of wage payment exist in these States. Further, the Ministry is expediting implementing of NeFMS in the reaming States and UTs.

The funds for material & admin component are being released by Central Government to the States/UTs and thereafter these funds are being released to programme implementing agencies. Normally unspent balance has been observed against the release of funds towards the March end. However, due to its delayed availability either on account of delay in transfer of fund to the State Government through RBI, subsequent delay in release by State Finance Department to the Implementation Agency at State, or on account of lack of demand by Mahatma Gandhi NREGA workers or other such issue relating to implementation e.g. strike by implementation machinery in the State Government or administrative issues at field level, many a times, the entire funds placed at the disposal of the States aren't fully spent. Ministry adjusts such unspent balance at the time of subsequent release.

Pradhan Mantri Awaas Yojana-Grameen (PMAY-G):-

Unspent Balance under PMAY-G during last 4 years:

As on	Unspent Balance (Rs. in lakhs)
As on 31st March, 2017	1733435.06
As on 31st March, 2018	972466.97
As on 31st March, 2019	898971.34
As on 31st March, 2020	898000.00
As on 10 June, 2020	785675.69 (as per AwaasSoft as on 10.6.2020)

As evident from above table , the unspent balance with States/UTs over the years is reducing considerably which shows a marked improvement on the part of States/UTs in efficient and timely utilization of funds.

However, as per the direction of Finance Division, it has been communicated to the States/UTs that releases of further funds shall be subject to the utilisation of unspent balance. Further, the Ministry in a continuous effort through conducting of regular meeting/VCs and through communications to Chief Secretaries & other senior persons of the States/UTs is persuading them to liquidate the unspent balance at the earliest through proper implementation of the scheme.

Shyama Prasad Mukherjee Rurban Mission (SPMRM) : Commencement of activities under SPMRM required intensive exercise of preparation of Integrated Cluster Action Plan (ICAP) and Detailed Project Reports (DPRs). First instalment of funds (30%) is released on approval of ICAP as per the conditions stipulated in Framework of Implementation, which led to higher unspent balance till first half of FY 2019-20.

Since the DPR approval process has been completed for 242 clusters, significantly better progress has been made since FY 2019-20 in fund utilization. It may be noted that approval of DPRs increased from 94 to 242 clusters out of 288 clusters during FY 2019-20. The Ministry is holding regular follow-up, video-conference meetings with States/UTs to review progress of works and to speed up utilization of funds. The unspent balance as on 01.04.2020 is reduced to Rs. 1369.56 crore, which is further planned to be utilized in FY 2020-21.

Deendayal Antyodaya Yojana-National Rural Livelihood Mission (DAY-NRLM)- Considering the implementation process which requires fund flow from State to District and Blocks, the Deendayal Antyodaya Yojana – National Rural Livelihoods Mission (DAY-NRLM) programme guidelines allow release of second installment after utilization of 60% of funds available with the State Rural Livelihoods Missions (SRLMs). In addition, DAY-NRLM has also set up an online Monthly Progress Report system where the SRLMs report Opening balance, Receipts, Expenditure and Balances on a monthly basis. This tool is useful to monitor the progress and to guide the lagging SRLMs to ensure timely expenditure.

Deendayal Upadhyay – Grameen Kaushal Yojana (DDU-GKY) -With regard to large amount of unspent balance with the States under DDU-GKY, it is informed that Funds are released to the States on demand (against their approved three year Action Plan), based on their past performance and future forecast for the immediate 6-12 months. Once the State utilizes 60% of the funds released to it (which includes both Central and State Share as per CSS), the next tranche is released after thorough scrutiny of its Utilization certificate and Audit Reports. Provisional UCs are allowed only for the period from the immediately preceding financial year end to the date of fund request. This implies that at any given point upto 40% (or less) of funds released to the States may be shown as unspent balances. To improve the fund release and its utilisation, States are asked to submit annual financial forecasts. Further, the funds under DDU-GKY are now being released in two tranches. The States have also been advised to improve the pace of expenditure to avoid blocking of funds.

Pradhan Mantri Gram Sadak Yojana (PMGSY)- Budget allocation to the states under PMGSY depends on Action Plan drawn by the Ministry in consultation with the State Government which is based upon their absorption capacity, balance works in hand, unspent balance available. The actual release of funds to the State Governments for the projects sanctioned, however, is based on the actual physical and financial progress, performance in tendering of works and fulfilling of certain conditions laid down as per the programme guidelines.

Many a times, the States do not perform as per the action plan due to reasons beyond their control such as unpredictable adverse weather condition, unavailability of raw materials etc resulting in under-utilization of funds vis-a-vis the allocation. It

may also not be out of place to mention that road construction progresses in stages and expenditure on length constructed would vary according to the stage at which the road is being constructed.

The following steps have been taken by the Division to liquidate unspent balances:-

- (i) The unspent balances with the States are taken into consideration while considering proposals of further release of funds to avoid parking of funds.
- (ii) Funds are released to only those States which are having capacity to utilize balances from previous year and releases made during current year.
- (iii) Further, the States are advised to increase the pace of construction of PMGSY roads and liquidate the available unspent balance.
- (iv) The progress of the programme is reviewed regularly at the level of Hon'ble Minister/Secretary/Other Senior Officials, wherein the States are advised to increase the pace of construction of PMGSY roads and liquidate the available unspent balance.

(DoRD O.M. No.G-20011/25/2019-B&A dated 15/06/2020)

Recommendation (Serial No. 5)

One of the noble foundation upon which stands the objective and vision of MGNREGA is to provide wage security, i.e. providing not less than one hundred days of guaranteed wage employment in a financial year to every household whose adult members volunteer to do unskilled manual work. However, the entire purpose stands defeated if timely payment of wages is not made to the rural masses involved in MGNREGA works. The Committee have been apprised on umpteen occasion about the malaise and deprivation that has crept in the implementation of MGNREGA concerning with the delay in the payment of wages owing to plethora of reasons such as delay in muster roll creation etc. It is unfortunate and totally unacceptable that rural poor performing unskilled manual works are not paid their dues timely. The Committee view this very seriously and strongly recommend the DoRD to take proactive measures in order to curb and rectify the delay in the payment of wages so that purpose of MGNREGA can be achieved as conceived by the Government.

Reply of the Government

Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA): Fund release under Mahatma Gandhi NREGA is a continuous process and the Ministry is committed to ensure payment of wages of the beneficiaries. Release of wage is a continuous process and is being done on real time basis. As on 03.06.2020, no wage payment is pending for release with the Central Government.

With sustained effort by the Ministry, The timely generation of wages within the stipulated 15 days, which was 43.43% in the Financial Year 2016-17, has now been increased to 99.7% as on 03.06.2020 in the current Financial Year. The timely payment of wages has been increasing considerably and as per the information

uploaded by the States/UTs in the MIS of this Ministry, in the Financial Year 2020-21 (As on 03-06-2020) 99.78% workers have got their dues within the stipulated timeline. This is due to the efforts made by the Ministry with constant interaction with the stakeholders, viz. Banks, PFMS, State Governments/UT Administrations etc. All States/UTs have been encouraged to constantly interact with their nodal banks and to engage a dedicated official of the nodal bank in this regard. It was encouraged to have a dash-board for monitoring the status of payment wages on real-time basis.

For monitoring and tracking FTOs, a dynamic report /Dashboard have also been made available on NREGAssoft. Further, the Ministry has issued Standard Operating Procedure (SoP) on timely payment process for direct payment into the account of beneficiaries.

(DoRD O.M. No.G-20011/25/2019-B&Adated 15/06/2020)

Recommendation (Serial No. 9)

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

Reply of the Government

The physical progress of completion of PMAY-G houses against the target are given as under:

Year	PMAY-G Target	PMAY-G houses constructed as on 4.6.2020#
2016-17	4275695	2115
2017-18	3203836	3816107
2018-19	2516481	4472499
2019-20	6000000	2130251
2020-21	6150000	18184
Total	22146012	10439156

#The houses completed in a given year is against the target of given year and previous years as the time given for completion of a PMAY-G house is 12 months from the date of sanction.

Reasons for slow progress:

The 1st and 4th quarter of a Financial Year are considered as peak construction period. In 2019-20, Model Code of Conduct came into effect from the 2nd week of March, 2019 and continued till the end of May, 2019. Similarly, the last quarter of 2019-20 witnessed outbreak of COVID 19, bringing construction work to a halt. Moreover, unprecedented rains and flood like situation in many States further adversely affected house construction. Other factors which caused slow progress are as follows:

- (a) Landlessness among beneficiaries and responsibility of providing land to the landless resting with the State Governments.
- (b) Assembly/ Panchayat elections in States
- (c) Delay in release of State's share by the State Govt.
- (d) Migration-both temporary and permanent
- (e) death of beneficiaries
- (f) Delayed houses: exceeding 12 months due to
 - i. Non availability of construction material, specially sand
 - ii. Constructing larger house than the resources available to house holds
 - iii. Land dispute
 - iv. Natural calamity
 - v. Diversion of funds by beneficiaries due to competing demands
- (g) Beneficiaries unwilling to construct the houses

However, in order to achieve the objective of "Housing for All" by year 2022 and to ensure faster pace of completion, the Government has taken following measures:

- i. Initiatives taken towards completion of delayed houses are as follows:
 - a. State-wise analysis of delayed houses and regular follow-up.
 - b. Regular alerts through emails and SMSs to all levels in the State Govt. on delayed houses
 - c. Allowing completion of delayed houses upto June 2020.
 - d. Negative marking in Performance Index for those houses which are delayed beyond 12 months time
- ii. Ministry is continuously reviewing the issue of landlessness and requesting States / UTs to accord top priority and allocate land to landless beneficiaries. The matter has been taken up at highest level in the States/ UTs. Hon'ble Minister, RD also reviewed this issue through VC meetings with State/UT RD Ministers held in the month of May 2020. Continuous persuasion has led to State specific schemes to provide land to the landless, e.g. in Bihar, Assam, Maharashtra etc.
- iii. With respect to migration / death/ unwilling beneficiaries the Ministry has issued guidelines, in consultation with States / UTs, for necessary action.
- iv. The Hon'ble MRD has requested Hon'ble Chief Ministers of States and LG/ Administrators to review of progress of PMAY-G at their level.
- v. Review of progress through monthly VC at the level of Secretary / Special Secretary/Deputy DG, Rural Development. Review at the level of Dy. DG/Joint Secretary with technical teams of the states to resolve the technical issues faced.
- vi. To ensure the faster completion houses, States/ UTs have been requested:-

- a. to focus on completion of those houses where 3rd or 2nd installment of funds has been released to beneficiaries.
- b. prepare a month-wise target for completion of houses for monitoring and convey the same to MoRD
- c. review the low performing districts separately.
- vii. Separate review of States /UTs with high target, poor performing States/UTs and delayed houses in States/ UTs.
- viii. Timely availability and release of funds to the States/UTs
- ix. Bringing on board Associations of construction material manufacturers / suppliers to ensure sustained availability of the same.

Further, keeping in view the current scenario, advisory to carry out house construction activities during **COVID-19 crisis** has been issued to all States/UTs to start the work with due care while maintaining social distance, etc.

(DoRD O.M. No.G-20011/25/2019-B&A dated 15/06/2020)

Recommendation (Serial No. 10)

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

Reply of the Government

The Ministry has the following mechanism in place to ensure timely releases of funds:

- i. The fund allocation to States/UTs is based on target allocated to States/UTs in a particular year. The fund is released in two equal installments of 50%. The first instalment of current FY is released only if the 2nd instalment of previous year has been availed by the States/UTs. The funds are transferred to the Single Nodal Account (SNA) of States through their treasury.
- ii. Further, the second instalment is released on submission of complete proposal by States/UTs as per the guidelines of PMAY-G. The proposal should be based on achievement of prescribed physical and financial progress on AwaasSoft enclosing the copy of the report from AwaasSoft on criteria like district-wise target fixation at 100% of previous years

target, Issue of sanction of 100% of previous year target, and completion criteria at 80% of sanction of previous year which are duly signed by the Competent Authority along with other documents like utilisation certificate, audit report etc. However, many times States/UTs submit incomplete proposal leading to delay in release of funds from the Centre.

- ii. The State Government is to release the full state share corresponding to the central share within a period of 15 days from the date of the release of central share. However, in a few States the timelines prescribed are not strictly adhered to. The Ministry is constantly pursuing the States/UTs for timely release of state matching share.
- iv. Further, the States/UTs release the funds to the beneficiary directly through DBT and there is no manual intervention. Moreover, State Nodal Account at the State level ensures that there is no dearth of fund for release to the beneficiaries.
- v. The first installment is released to the beneficiary electronically to his / her registered account within a week (7 working days) from the date of issue of sanction order. A SMS is sent to the beneficiary conveying the transfer of first instalment.
- vi. In order to track the progress of construction of the house, the 2nd instalment is mandatorily to be mapped to either Foundation or Plinth Level and the 3rd instalment be mapped to either Window sill / Lintel / Roof cast level.
- vii. All these information on transfer of funds to beneficiaries in installments are updated on PMAY-G MIS, AwaasSoft, on daily basis, which is in public domain, and is also used for monitoring the progress.

(DoRD O.M. No.G-20011/25/2019-B&A dated 15/06/2020)

Recommendation (Serial No. 11)

The timeline for the achievement of desired goal of PMAY-G is approaching day by day. However, the Committee have been apprised that the issue of inclusion of left-over beneficiaries from the universe of PMAY-G is still not resolved. The Committee were, however, informed that DoRD have developed a separate mobile application (Awaas+) for compilation of data in respect of left-over beneficiaries and a report is expected soon. Taking note of the development, the Committee are of the view that it is high time that the DoRD should expedite the pace and ensure the earliest resolution of this issue so that the permanent wait list of PMAY-G is suitably modified to the extent that the eligible left-over beneficiaries are included without any further delay. The Committee, therefore, urge DoRD to expedite its process regarding the compilation of data of left-over beneficiaries on top priority to ensure that the needy ones are not left behind.

Reply of the Government

For households, who though eligible as per the provisions of the scheme, could not be included in the Permanent Wait List (PWL) of PMAY-G prepared on

the basis of Socio Economic and Caste Census (SECC), 2011 data, an exercise was conducted across the country for identifying such households and capturing their details through a mobile application "Awaas+". A total of 3.67 crore households have been uploaded on AwaasSoft through Awaas+ from across the country. The Ministry had constituted an Expert Committee for analysis of "Awaas+" data. The Committee has submitted its report and it has been accepted by the Ministry. The allocation of targets to the eligible States/UTs would be done in consultation with the Ministry of Finance. A request has been made to the Ministry of Finance for their consideration and approval.

(DoRD O.M. No.G-20011/25/2019-B&A dated 15/06/2020)

Recommendation (Serial No. 12)

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

Reply of the Government

To ensure quality construction of PMAY-G houses Rural Mason Training, leading to Certification through National Skill Development Corporation, has been started, which aims at increasing the number of trained rural masons in rural areas. As on 13th May, 2020 the number of candidates enrolled for Rural Mason Training is 1.43 lakh out of which 1.04 lakh have been assessed and 75,049 candidates have been certified as Rural Masons.

To increase choices available to beneficiaries on house designs and use of local material, Ministry undertook an exercise in collaboration with UNDP and IIT Delhi to develop house design typologies for different States based on climate, topography, cultural and traditional housing practices and vulnerability to disaster. These house designs have been compiled in a compendium called PAHAL and have been circulated to all States to provide option of design to PMAY-G beneficiaries.

Further, the Ministry has taken following steps to ensure construction of quality houses:

- i. The Ministry encourage the States to sensitize the selected beneficiaries, preferably at the block level, on a date (preferably Awaas Diwas 20th November) fixed by the State Government (which may be common for all

years) on different aspects of housing including quality aspects. This may include the quantum of assistance, stage wise instalments thereof, different options available on house type designs suitable to their area, the disaster resilient features, green housing elements, cooking unit, sanitation, water storage that need to be incorporated for houses in their locality, the need to take up construction of the core house initially, the approximate requirement of material for construction of each stage, the availability of skilled mason along with their contact details, source for procurement of the material at reasonable rate, sources of availability of institutional loan (with details of rate of interest, repayment period), sanitation of surrounding areas etc.

- i. The States are also encouraged to facilitate interaction of the beneficiaries during sensitization with the Line Departments, that are supposed to provide converged services to the beneficiary.

(DoRD O.M. No.G-20011/25/2019-B&A dated 15/06/2020)

Recommendation (Serial No. 14)

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

Reply of the Government

Pradhan Mantri Gram Sadak Yojana (PMGSY) : The status of progress of work under the various interventions/verticals of PMGSY, except PMGSY-III, which has been launched very recently is as under:-

Name of Intervention	Sanctioned length	Completed length	Balance length
PMGSY-I	6,46,356	5,90,101	41,407
PMGSY-II	49,826	35,130	14,331
RCPLWEA	9,338	1,935	7,395
Total	7,05,520	6,27,166	63,133

Thus, it could be seen that out of total sanctioned length of 7,05,520 Km, 6,27,166 Km road length has already been completed, which is 89% of the total sanctioned work. Out of balance 63,133 Km of work, 54,838 Km road length has

been sanctioned in the last two years. It is also relevant to mention that out of the total balance work 38,804 Km (more than 60% of total balance length) are in the North-Eastern and Himalayan States where the working season is very limited. The progress of work is reviewed from time to time with the State Government through Pre-Empowered Committee, Empowered Committee, Regional Review Meetings and performance Review Committee meetings, besides monthly video conference meeting with the States. The States which are having higher number of pending works have been allocated to Director level officers of NRIDA and MoRD for further follow up with SRRDA and PIU level officers including physical verification of work. The delay in preparation of DPRs had happened for stage-II works in North-Eastern States and Himalayan States due to non-completion of stage-I work. This in turn affected sanction of PMGSY-II works, because as per the guidelines, completion of road work, which were sanctioned previously was mandatory condition for transition to PMGSY-II.

There is no delay on the part of the Ministry in giving approvals and average time taken for approval of scheme in the Ministry is about 45 days from the date of receipt of a compliant proposal from the State Government.

(DoRD O.M. No.G-20011/25/2019-B&A dated 15/06/2020)

Recommendation (Serial No. 15)

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

Reply of the Government

Pradhan Mantri Gram Sadak Yojana (PMGSY) : The PMGSY work are being constructed based on the book of specification for rural roads published by IRC and Geometric Design Standard given in the Rural Road Manual (IRC: SP:20:2002) and Hill Road Manual (IRC:SP:48:1988) and other relevant IRC guidelines. Further, Ministry has issued new technology initiative guidelines in 2013 to use locally available materials/marginal materials and other IRC accredited new material and technology to accelerate the progress of works. The State Government have been advised to propose 15% of total proposed length using new technologies, such as stabilization using Cement, Lime, Fly-ash, Slag and commercial stabilizer, cold-mix technology, waste plastic, cell-filled concrete, etc. The States are also allowed to

change the conventional method of constructions to new technologies based on local and geo-climatic condition during execution of work. In order to use the locally available material/marginal material the specifications have also been relaxed. Further, as per the new technology initiative guidelines, the defect liability period also relaxed to two years instead of five years for the road constructed using IRC accredited material/technologies. Additional 2.5% of the project cost is allowed for preparation of DPR and performance evaluation of roads using IRC accredited material/technologies.

(DoRD O.M. No.G-20011/25/2019-B&A dated 15/06/2020)

Recommendation (Serial No. 17)

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

Reply of the Government

Pradhan Mantri Gram Sadak Yojana (PMGSY): The recommendation of the Committee will be followed. For the purpose of monitoring, States have been allocated to different officials in NRIDA and in the Ministry for overall implementation of the programme. Officers would be directed to visit the field more often.

(DoRD O.M. No.G-20011/25/2019-B&A dated 15/06/2020)

Recommendation (Serial No. 18)

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

expanding its horizon, increasing the number of SHGs and having an effective monitoring of the role played by the Banks in the successful expansion of this scheme.

Reply of the Government

Deendayal Antyodaya Yojana - National Rural Livelihood Mission (DAY-NRLM): aims to reach out to 9-10 crore rural poor households by including one women from each household into the SHG network. Till March 2020, DAY-NRLM has entered 6093 blocks of 653 districts in all states and UTs, except Chandigarh and Delhi. A total of 6.78 crore rural households have been mobilised into 61.38 lakh Self Help Groups (SHGs). The SHGs have been federated into 3.56 lakh Village Organizations (VOs) and 32,000 Cluster Level Federations (CLFs). During the financial year 2020-21, the target is to enter 766 new blocks and mobilize 73.53 lakh rural households into 7.28 lakh SHGs. By the FY 2023-24, programme is expected to enter all the blocks in the country.

To further strengthen NRLM, the Mission aims to leverage the foundations laid by the community institutions by initiating higher order economic interventions, in the areas of both Farm and Non-Farm sectors and interventions aimed at Food Security, Nutrition, Health, Gender and WASH (Water, Sanitation and Hygiene) in convergence with other Ministries/Departments. It is expected that the World Bank supported National Rural Economic Transformation Project (NRETP), launched in 2019, will help drive this agenda.

Facilitating access of credit to poor is an important component under DAY-NRLM. In order to ensure continued support from banks, NRLM coordinates and engages with banks in sensitizing rural bank branch officials, standardizing applications procedures for credit linkage of SHGs and creating a favorable policy environment. To accelerate flow of credit to SHGs, DAY-NRLM through Reserve Bank of India has issued a Master Circular on DAY-NRLM that outlines the procedure for SHG-bank linkage. NRLM also conducts regular orientation and sensitization programme for bank officials. Mechanism for regular interaction & review with bank officials has been established through various forums at Central, State, District and blocks levels. Annual Credit linkage targets are set for each bank on SHG-Bank Linkage in consultation with respective banks and Indian Banks Association. Monitoring performance of banks are done on regular basis through a bank linkage portal with data drawn directly from Core Banking System of banks. As a support to banks, NRLM has placed bank sakhis in over 21800 rural bank branches to assist branch managers in linkage of women SHGs. Community Based Repayment Mechanism (CBRM) has also been institutionalized in large number rural bank branches to ensure timely repayment of loans by SHGs. All these measures have yielded positive outcomes for the programme. Since the inception of the program, a total of Rs 2.92 Lakh Crores has been disbursed as credit by banks to women SHGs since 2013-14. The NPA on SHG loans as on March 2020 is 2.38%.

With regard to RSETI being implemented by banks, it is informed that RSETIs is a Bank led initiative of this Ministry set up with dedicated infrastructure in each district of the country with the objective of identifying, motivating, imparting training for skill development and skill up gradation and facilitating the unemployed rural poor youth in the age group of 18-45 to take up self-employment entrepreneurial ventures. RSETIs are sponsored, managed and run by Banks with active co-

operation from the Government of India and State Governments. Presently 585 RSETIs are functioning in the country.

Three Committees set up at National level, State level and district level provide policy guidance, monitor functioning and to assist in performance of functions to the RSETIs. Standing Operating Procedures (SOPs) for RSETIs have been formulated and circulated to all the stakeholders for adherence in implementation of the program. RSETIs courses are National Skills Qualification Framework (NSQF) aligned.

Further the RSETIs are committed to perform the role and responsibilities as per the strategies devised for NRLM.

(DoRD O.M. No.G-20011/25/2019-B&A dated 15/06/2020)

Recommendation (Serial No. 19)

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

Reply of the Government

National Social Assistance Programme (NSAP): The matter relating to change in the eligibility criteria as well as the rate of assistance under the schemes of NSAP are being considered. Accordingly, a comprehensive third party evaluation study has been initiated wherein the final outcome of the study is awaited. The final road-map for the scheme is contingent on the outcomes of the evaluation study and discussions with States/UTs.

(DoRD O.M. No.G-20011/25/2019-B&A dated 15/06/2020)

Recommendation (Serial No. 20)

The Committee are appalled to note during the course of examination of Demands for Grants that the budgetary allocation to SPMRM has been reduced to the tune of 25% (from BE of Rs. 800 crore in 2019-20 to BE of Rs. 600 crore for 2020-21) as compared to corresponding year 2019-20. The aim of the mission is to generate clusters of villages bordering on the cities in such a way so as to preserve the essence of rural community life but also have access to urban facilities. With such an aim, the gradual reduction in funds is quite baffling. Moreover, the Committee have also taken note of faulty preparation of DPRs concerning with the village chosen to be developed under RURBAN Mission. Preparation of DPRs which are bereft of practical ground reality will in all probability lead to non-fulfillment of the

objectives of the mission. The DPR preparing agencies need to incorporate local knowledge and acumen in finalizing the DPR so that an effective DPR can be prepared. In this regard, the Committee recommend DoRD to take stock of the existing situation so that the SPMRM does not flounder away from its objective and also ensure a rational DPR preparation.

Reply of the Government

Shyama Prasad Mukherjee Rurban Mission (SPMRM) : Preparation of Detailed Project Reports (DPRs) for individual works by concerned local department / agencies involves participation of 10-12 departments at State/ District/ Block as well as sensitization and involvement of Gram Panchayats from planning till implementation. Preparation of DPRs has been streamlined by allowing States to dynamically revise/ modify DPRs as per the needs of the area and approving them at the level of State Level Empowered Committee (SLEC). The DPRs ensure due consideration of implementation agencies, implementation, operations and maintenance strategy. The pace of DPR preparation has improved since 2019-20 with DPRs for 242 out of 288 clusters completed. This has also improved the pace of fund utilization and progress of works on ground.

(DoRD O.M. No.G-20011/25/2019-B&A dated 15/06/2020)

Recommendation (Serial No. 21)

Time and again, the Committee have taken a serious view of the neglect and apathy shown towards the villages adopted by the MPs. There is no separate fund for the development of SAGY villages. Dovetailing of various projects run by DoRD needs to be channelised in a synergistic and harmonious manner so that the adopted villages get due priority in the implementation of schemes. However, lack of coordination and intent has been experienced by the MPs in getting the schemes running into full flow in these villages. The Committee, therefore, strongly recommend DoRD to issue necessary guidelines and ensure all measures so that the villages adopted under SAGY by the MPs do not face any administrative challenge/laxity in the implementation of the schemes of the DoRD.

Reply of the Government

Saansad Aadarsh Gram Yojana (SAGY) -The following initiatives have been taken for better implementation of the Scheme:

- The guidelines of as many as 23 Central Schemes have been amended to accord priority for the SAGY Gram Panchayats. A compilation of 223 Central Sector/ Centrally Sponsored and 1,806 State Schemes for convergence under SAGY for the benefit of Members of Parliament, District and Village level officials have been prepared and shared with the States/UTs and also uploaded on the scheme portal (saanjhi.gov.in).
- The third meeting of the National Level Committee (NLC) on Saansad Aadarsh Gram Yojana (SAGY) was convened under the chairmanship of Secretary, RD on 9th December 2019. The meeting was attended by

representatives from the member Ministries of NLC. The member Ministries were requested to enable priority for SAGY Gram Panchayats in their Schemes and direct States/UTs to keep SAGY as a regular agenda item for discussion during the review meetings.

- The list of SAGY Gram Panchayats have been shared with Ministry of Social Justice and Empowerment, Rural Electrification Corporation and other Programme Divisions of MoRD, various major Ministries/Departments and it has been requested to expedite the converged implementation of their respective Schemes.
- More than 1,300 SAGY functionaries including State Team of Trainers, State Nodal Officers, Charge Officers and other stakeholders have been trained in 2019-20 on convergence process.
- An orientation programme on SAGY for the newly elected Hon'ble MPs was organized on 3 December 2019.
- The Programme Management Unit of SAGY is meeting personally with the Hon'ble MPs during their field visits to have first-hand feedback.
- The States/UTs have been requested to organize State-level workshops on SAGY involving Hon'ble MPs, State Nodal Officers, District Officers and Charge Officers, PRI leaders and other stakeholders.
- The progress of the Scheme is reviewed at the level of Joint Secretary on a monthly basis with all States/UTs over Video Conference.

(DoRD O.M. No.G-20011/25/2019-B&A dated 15/06/2020)

Recommendation (Serial No. 22)

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

Reply of the Government

District Development coordination and Monitoring committee (DISHA) :The Ministry of Rural Development vigorously pursuing with State Governments for holding DISHA meetings as stipulated in the Guidelines. Recently, Special Secretary, rural Development vide his D.O. No. H-11013/02/2017-DISHA, dated 3rd

March 2020 to Chief Secretary of States has requested them to ensure DISHA Committee meetings as envisaged in its guidelines. Furthermore, to make this committee more robust and to ensure greater compliance by the concerned officer, an end to end meeting management system called 'DISHA Meeting Management' was conceptualized and developed. This system can schedule meeting online, automatically apprise invitees, take attendance, prepare and publish meeting notice & minutes, record and assign action points and track all the task through dashboard. For the first time Meeting Management Software was used in Three District of Tamil Nadu i.e. Erode, Tiruppur and Namakkal during 25-27 February, 2020. This Meeting Management Software will be implemented in other district also.

(DoRD O.M. No.G-20011/25/2019-B&A dated 15/06/2020)

Recommendation (Serial No. 23)

Member of Parliament are elected representatives who address the concern of individual beneficiaries of each scheme of DoRD in their constituencies. It is pragmatic that the view and opinions of the concerned Member be solicited and taken into consideration while sanctioning any project or preparing any DPR for the concerned constituency. The domain knowledge of the Members will only aid and augment the effective implementation of the schemes of the Department. In view of the above, the DoRD is strongly urged to devise mechanism in such a way to ensure greater participation of the MPs in the implementation of schemes in their respective constituencies for better progress of the schemes.

Reply of the Government

District Development coordination and Monitoring committee (DISHA) : DISHA Committee is a monitoring mechanism to ensure that schemes are implemented in accordance with the programme Guidelines. **Meetings of DISHA Committee provides a platform in which implementation of development schemes in district can be discussed and taking the valuable inputs from the elected representative including Members of Parliament strategy for greater impact of the programmes may be formulated. This committee is chaired by Hon'ble Member of Parliament.**

(DoRD O.M. No.G-20011/25/2019-B&A dated 15/06/2020)

CHAPTER III

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

NIL

CHAPTER IV**RECOMMENDATIONS IN RESPECT OF WHICH REPLIES OF THE
GOVERNMENT HAVE NOT BEEN ACCEPTED BY THE COMMITTEE****Recommendation (Serial No. 4)**

The Committee note that Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) is a demand driven scheme which creates wage employment opportunities through creation of durable assets aimed at promoting livelihoods of the rural people on sustained basis. The Committee have taken into consideration the approach of the DoRD to ensure that at least 60% expenditure is done on water conservation works yearly under the Natural Resource Management. On the similar lines it has been observed by the Committee that the ambit of work that can be taken up under MGNREGA should be amply widened so that works like fencing around the cropland to protect it from wild animals, construction of check dam and protection wall to prevent land erosion, erection of barbed wire around agricultural fields etc. may also be taken up as per the requirement of the specific areas. Thus, the Committee recommend DoRD to review the list of works that can be taken up under MGNREGA and modify it suitably by incorporating new works as per requirement.

Reply of The Government

Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) : The Ministry regularly reviews the permissible list of works under the programme as per the provisions of the Act. Such review is done after due consultation with States/UTs. Recently, roof top rain water harvesting on Government/ Panchayat buildings has been included in the Scheme in November 2019. Copy of the notification dated 27.11.2019 is **given below**.


भारत का राजपत्र
The Gazette of India

असाधारण
EXTRAORDINARY

भाग II—खण्ड 3—उप-खण्ड (ii)
PART II—Section 3—Sub-section (ii)

प्राधिकार से प्रकाशित
PUBLISHED BY AUTHORITY

सं. 3843] नई दिल्ली, बुधवार, नवम्बर 27, 2019/अग्रहायण 6, 1941
No. 3843] NEW DELHI, WEDNESDAY, NOVEMBER 27, 2019/AGRAHAYANA 6, 1941

ग्रामीण विकास मंत्रालय

अधिसूचना

नई दिल्ली, 27 नवम्बर, 2019

का.आ. 4274(अ).—केंद्रीय सरकार, महात्मा गांधी राष्ट्रीय ग्रामीण रोजगार गारंटी अधिनियम, 2005 (2005 का 42) की धारा 29 की उपधारा (1) द्वारा प्रदत्त शक्तियों का प्रयोग करते हुए, यह समाधान होने पर कि ऐसा करना आवश्यक और समीचीन है, उक्त अधिनियम की अनुसूची I में निम्नलिखित और संशोधन करती है, अर्थात:-

2. महात्मा गांधी राष्ट्रीय ग्रामीण रोजगार गारंटी अधिनियम, 2005 की अनुसूची I में, पैरा 4 में, उप- पैरा 1 में, मद (1) में उप-मद (i) के स्थान पर निम्नलिखित उप-मद रखी जाएगी, अर्थात:-

"(i) पेयजल स्रोत सहित परिष्कृत भूजल पर विशेष ध्यान के साथ भूमिगत बांध, मिट्टी के बांध, ठहराव बांध, रोक बांध और सरकारी या पंचायत भवनों में छत पर वर्षा जल संचयन संरचनाओं जैसी भूजल की वृद्धि और सुधार के लिए जल संरक्षण तथा जल संचयन संरचनाएं।"

[का. सं. एल-12053/04/2019-आरई-1]

रोहित कुमार, संयुक्त सचिव

टिप्पणी : महात्मा गांधी राष्ट्रीय ग्रामीण रोजगार गारंटी अधिनियम, 2005 (2005 का 42) की अनुसूची I का पहला संशोधन अधिसूचना सं. का.आ. 323(अ), तारीख 6 मार्च, 2007 द्वारा किया गया था और अंतिम रूप से संशोधन सं. का.आ. 403(अ), तारीख 25 जनवरी, 2018 द्वारा किया गया।

**MINISTRY OF RURAL DEVELOPMENT
NOTIFICATION**

New Delhi, the 27th November, 2019

S.O. 4274(E).—In exercise of the powers conferred by sub-section (1) of section 29 of the Mahatma Gandhi National Rural Employment Guarantee Act, 2005 (42 of 2005), the Central Government, being satisfied that it is necessary and expedient to do so, hereby makes the following further amendments to Schedule I of the said Act, namely:—

2. In the Mahatma Gandhi National Rural Employment Guarantee Act, 2005, in the SCHEDULE I, in paragraph 4, in sub-paragraph 1, in item (I), for sub-item (i), the following sub-item shall be substituted, namely:—

“(i) Water conservation and water harvesting structures to augment and improve ground water like underground dykes, earthen dams, stop dams, check dams and **rooftop rain water harvesting structures in Government or Panchayat buildings** with special focus on recharging ground water including drinking water sources.”

[F. No. L-12053/04/2019-RE-I]

ROHIT KUMAR, Jt. Secy.

Note : The SCHEDULE I of the Mahatma Gandhi National Rural Employment Guarantee Act, 2005 (42 of 2005) was first amended *vide* notification number S.O. 323(E), dated 6th March, 2007 and last amended *vide* notification number S.O. 403(E), dated the 25th January, 2018.

(DoRD O.M. No.G-20011/25/2019-B&A dated 15/06/2020)

Comments of the Committee

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

Recommendation (Serial No. 6)

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

Reply of The Government

Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) : The Mahatma Gandhi National Rural Employment Guarantee Act, 2005 (Mahatma Gandhi NREGA) provides at least 100 days of wage employment in a financial year to every rural household whose adult member volunteers to do unskilled manual work. It is a demand driven wage employment Scheme which provides livelihood security i.e., fall back option for livelihood for the rural households against their demand.

As per section 6(1) of Mahatma Gandhi National Rural Employment Guarantee Act, 2005 (Mahatma Gandhi NREGA), the Ministry of Rural Development notifies Mahatma Gandhi NREGA wage rate every year for States/UTs. To compensate the Mahatma Gandhi NREGA workers against inflation, the Ministry of Rural Development revises the wage rate every year based on change in Consumer Price Index for Agricultural Labour (CPI-AL). The wage rate is made applicable

from 1st April of each Financial Year. During current financial year, the national average wage rate has been increased by Rs. 20 than the last financial year.

(DoRD O.M. No.G-20011/25/2019-B&A dated 15/06/2020)

Comments of the Committee

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

Recommendation (Serial No. 7)

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

Reply of the Government

"The Department is monitoring its implementation in Mid-term Review meetings and Labour Budget Meetings every year. Further, an advisory has been issued on 07.02.2020 to all States/UTs to adhere to the provisions of unemployment allowances are **given below**.

The Ministry has made the provision for automatic computation of payment of unemployment allowances as per the Unemployment Allowance Rules notified by the States.

The Ministry also does periodic revision of the "Agreed to Labour Budget" in consultation with States/UTs as per their demand and performance so as to provide work in time to every wage seeker on demand for work."

File No. J-11060/C/4/2016-RE.VI (352245)
 Government of India
 Ministry of Rural Development
 Department of Rural Development
 (Mahatma Gandhi NREGA Division)

Annexure -3

Krishi Bhavan, New Delhi
 Dated: February 7, 2020

To
 The Commissioner-Cum-Secretary/ Pr. Secretary/ Secretary,
 Department of Rural Development/ Panchayati Raj
 (In Charge of MGNREGA),
 All States

Subject: Unemployment allowances- reg.

Madam/ Sir,

As you are aware that Section 7(1), Mahatma Gandhi NREGA entitles every beneficiary for an unemployment allowance. According to the Act, "If an applicant for employment under the Scheme is not provided such employment within fifteen days of receipt of his application seeking employment or from the date on which the employment has been sought in the case of an advance application, whichever is later, he shall be entitled to a daily unemployment allowance in accordance with this section."

Further, as per para 7(6), the State Governments are required to prescribe a procedure for payment of unemployment allowance. Accordingly, the State Government are required to ensure the following:

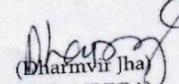
1. Specify the rate of unemployment allowance payable, which will not be less than one-fourth of the wage rate for the first thirty days and not less than one-half of the wage rate for the remaining period of the financial year.
2. Frame Rules governing the procedure for payment of Unemployment Allowance.
3. Make necessary budgetary provision for payment of Unemployment Allowance.

In this regard, a detailed guideline may kindly be referred to vide Annual Master Circular 2019-20. It is reiterated that strict compliance of the provisions of the Act with respect unemployment allowance and guidelines thereof, on this specific provision must be strictly adhered to.

Any complaint, if any, on non-release of unemployment allowance must be dealt on priority.

This issues with the approval of competent authority.

Yours faithfully


 (Dharmvir Jha)

Director (Mahatma Gandhi NREGA)

Comments of the Committee

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

Recommendation (Serial No. 8)

The Committee note with concern the issue of rural inhabitants from farflung isolated locations requiring to travel long distances sometimes upto 15-20 kilometers to reach the branch of Nationalised banks for receiving payment under MGNREGA.

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

Reply of The Government

Mahatma Gandhi National Rural Employment Guarantee Act GNREGA):

Payment of wages to the beneficiaries under Mahatma Gandhi NREGA is currently being made into the Bank/Post office accounts of beneficiaries as made available by the beneficiaries. As on 4th June 2020, a total of 1.15 crore Post Office accounts are registered under Mahatma Gandhi NREGS in all States/UTs.

(DoRD O.M. No.G-20011/25/2019-B&A dated 15/06/2020)

Comments of the Committee

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

Recommendation (Serial No. 11)

The timeline for the achievement of desired goal of PMAY-G is approaching day by day. However, the Committee have been apprised that the issue of inclusion of left-over beneficiaries from the universe of PMAY-G is still not resolved. The Committee were, however, informed that DoRD have developed a separate mobile application (Awaas+) for compilation of data in respect of left-over beneficiaries and a report is expected soon. Taking note of the development, the Committee are of the view that it is high time that the DoRD should expedite the pace and ensure the earliest resolution of this issue so that the permanent wait list of PMAY-G is suitably modified to the extent that the eligible left-over beneficiaries are included without any further delay. The Committee, therefore, urge DoRD to expedite its process regarding the compilation of data of left-over beneficiaries on top priority to ensure that the needy ones are not left behind.

Reply of The Government

For households, who though eligible as per the provisions of the scheme, could not be included in the Permanent Wait List (PWL) of PMAY-G prepared on the basis of Socio Economic and Caste Census (SECC), 2011 data, an exercise

was conducted across the country for identifying such households and capturing their details through a mobile application “Awaas+”. A total of 3.67 crore households have been uploaded on AwaasSoft through Awaas+ from across the country. The Ministry had constituted an Expert Committee for analysis of “Awaas+” data. The Committee has submitted its report and it has been accepted by the Ministry. The allocation of targets to the eligible States/UTs would be done in consultation with the Ministry of Finance. A request has been made to the Ministry of Finance for their consideration and approval.

(DoRD O.M. No.G-20011/25/2019-B&A dated 15/06/2020)

Comments of the Committee

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

Recommendation (Serial No. 13)

The Committee note that at present, the unit assistance under PMAY-G for plain areas is Rs. 1,20,000/- and Rs. 1,30,000/- in hilly States/difficult areas/IAP districts respectively with a provision for toilets at Rs. 12,000/-. The Committee do not find any palatable reason for keeping the per unit assistance in rural areas at the above-mentioned level while for urban areas, the per unit assistance is much higher, to the tune of about Rs. 2,50,000/-. The Committee feel that the disparity seems to be irrational considering the difficulties faced logistically in the rural areas in constructing a house. Various impediments, unknown in the urban areas come to fore during the house construction in a village, but inexplicably, such parameters were not taken into consideration while deciding upon the amount of unit assistance in rural and urban areas. Therefore, the situation merits a re-look and thus, the Committee strongly recommend DoRD to increase the per unit assistance under PMAY-G in such a way to bring parity between the unit assistance in rural and urban areas.

Reply of The Government

Under PMAY-G, beneficiaries are provided an enhanced unit assistance of Rs. 1.20 lakh in plains (which was Rs. 70,000 under the erstwhile Indira Awaas Yojana till 2015-16) and Rs.

1.30 lakh in hilly states, difficult areas and Integrated Action Plan (IAP) districts (which was Rs. 75,000 under the erstwhile Indira Awaas Yojana) for construction of pucca house. In addition, there is provision of 90/95 persondays of unskilled labour wages through convergence with Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS) and Rs. 12,000 for construction of toilets by eligible PMAY-G beneficiaries through convergence with Swachh Bharat

Mission – Gramin (SBM-G), MGNREGS or any other dedicated source of funding. At present, Ministry is not considering any proposal for enhancing the unit assistance under PMAY-G.

Further, as per Framework for Implementation of PMAY-G, if the beneficiary so chooses, he/she will be facilitated to avail loan of upto Rs.70,000/- from Financial Institutions. However, on the recommendation of the Committee, the Ministry may look into case for increase in the unit assistance.

(DoRD O.M. No.G-20011/25/2019-B&A dated 15/06/2020)

Comments of the Committee

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

Recommendation (Serial No. 16)

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

Reply of The Government

Pradhan Mantri Gram Sadak Yojana (PMGSY) : There is a three tier quality control and quality assurance mechanism already in place to deal with the issue of construction of poor quality of road by the contractor at PIU level, State level and National level . Further there is provisions in the Standard Bidding Document of NRIDA to Black list such contractors who do not complete works as per specifications laid down in the bid document.

Works are tendered as according to Standard Bidding Document based on principles of General Financial Rules and CVC guidelines. The tendering/ procurement process is done by the states. Many states have provision of asking for increased performance guarantee if the bids received are below a certain threshold. Moreover, it is the responsibility of the contractor to maintain road for a period of 5 years. The Ministry is implementing an online system (e-Marg) for monitoring of maintenance works, wherein all the payments have to be done through this system. This will further improve the maintenance work during the defect liability period.

(DoRD O.M. No.G-20011/25/2019-B&A dated 15/06/2020)

Comments of the Committee

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

CHAPTER V

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

NIL

NEW DELHI;
10 February, 2021
21 Magha, 1942 (Saka)

PRATAPRAO JADHAV
Chairperson,
Standing Committee on Rural Development

STANDING COMMITTEE ON RURAL DEVELOPMENT (2020-2021)
MINUTES OF THE SECOND SITTING OF THE COMMITTEE HELD ON
TUESDAY, 27 OCTOBER, 2020

The Committee sat from 1500 hrs. to 1650 hrs. in Committee Room. 'D,' Ground Floor, Parliament House Annexe (PHA), New Delhi.

Prataprao Jadhav -- Chairperson

MEMBERS

Lok Sabha

32. Shri Rajveer Diler
33. Shri Sukhbir Singh Jaunapuria
34. Prof. Rita Bahuguna Joshi
35. Shri Narendra Kumar
36. Shri B. Y. Raghavendra
37. Shri Vivek Narayan Shejwalkar

Rajya Sabha

8. Shri Shamsheer Singh Dullo
9. Shri Sujeet Kumar
10. Shri Nazir Ahmed Laway
11. Shri K. P. Munusamy
12. Shri Ram Shakal

SECRETARIAT

- | | | |
|-----------------------|---|---------------------|
| 1. Shri D. R. Shekhar | - | Joint Secretary |
| 2. Shri. A. K. Shah | - | Director |
| 3. Smt. Emma C. Barwa | - | Additional Director |

XXX XXX XXX XXX

At the outset, the Chairperson welcomed the Members to the sitting of the Committee convened for consideration and adoption of the XXX Draft Action Taken Reports on Demands for Grants XXX XXX XXX (2020-21) in respect of (i) Department of Rural Development (ii) XXX XXX XXX.

2. The Committee considered and adopted the Draft Reports without any amendment and authorised the Chairperson to present Reports to the House.

[Thereafter witnesses were called in]

3. XXX XXX XXX XXX XXX XXX

4. XXX XXX XXX XXX XXX XXX

5. XXX XXX XXX XXX XXX XXX

The Committee then adjourned.

A record of verbatim proceedings has been kept.

XXX Not related to the Draft Report

APPENDIX - V

[Vide para 4 of Introduction of Report]

**ANALYSIS OF THE ACTION TAKEN BY THE GOVERNMENT ON THE
RECOMMENDATIONS CONTAINED IN THE FOURTH REPORT (17TH LOK SABHA) OF
THE
STANDING COMMITTEE ON RURAL DEVELOPMENT**

- | | | |
|------|---|------------------|
| I. | Total number of recommendations: | 23 |
| II. | Observations/Recommendations which have been accepted by the Government: | |
| | Serial Nos. 1, 2, 3, 5, 9, 10, 11, 12, 14, 15, 17, 18, 19, 20, 21, 22, 23 | |
| | | Total: 17 |
| | | Percentage:- 74% |
| III. | Observations/Recommendations which the Committee do not desire to pursue in view of replies of the Government: | |
| | Serial No. NIL | |
| | | Total: NIL |
| | | Percentage:- 0% |
| IV. | Observations/Recommendations in respect of which replies of the Government have not been accepted by the Committee: | |
| | Serial No. 4, 6, 7, 8, 13, 16 | |
| | | Total: 06 |
| | | Percentage:- 26% |
| V. | Observations/Recommendations in respect of which final replies of the Government are still awaited: | |
| | Serial No. NIL | |
| | | Total: NIL |
| | | Percentage:- 0% |