

STANDING COMMITTEE ON RURAL DEVELOPMENT

(2020-2021)



SEVENTEENTH LOK SABHA

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

*[Action taken on the recommendations contained in the First Report (Seventeenth Lok Sabha)
on 'Demands for Grants (2019-20) of the Ministry of Rural Development (Department of Rural Development).']*

SEVENTH REPORT



LOK SABHA SECRETARIAT

NEW DELHI

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*[Action taken on the recommendations contained in the First Report (Seventeenth Lok Sabha)
on 'Demands for Grants (2019-20) 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
(2019-2020)**

Shri Prataprao Jadhav -- Chairperson

**MEMBERS
Lok Sabha**

2. Shri Sisir Kumar Adhikari
3. Shri A.K.P Chinraj
4. Shri Rajveer Diler
5. Shri Sukhbir Singh Jaunapuria
6. Dr. Mohammad Jawed
7. Prof. Rita Bahuguna Joshi
8. Shri Nalin Kumar Kateel
9. Shri Mohammad Azam Khan
10. Shri Narendra Kumar
11. -Vacant- *
12. Shri Janardan Mishra
13. Shri Kinjarapu Ram Mohan Naidu
14. Shri B.Y. Raghavendra
15. Shri Talari Rangaiah
16. Smt. Gitaben Vajesingbhai Rathva
17. Smt. Mala Rajya Laxmi Shah
18. Shri Vivek Narayan Shejwalkar
19. Shri Brijbhushan Sharan Singh
20. Shri Indra Hang Subba
21. Shri K. Sudhakaran

Rajya Sabha

22. Shri Iranna Kadadi[#]
23. Shri Manas Ranjan Bhunia
24. Shri Shamsher Singh Dullo
25. Shri Nazir Ahmed Laway
26. Shri Naranbhai J. Rathwa
27. -
28. Shri Ram Shakal
29. Shri Ajay Pratap Singh
30. Shri Sujeet Kumar[@]
31. Shri K. P. Munusamy^{\$}

Secretariat

- | | | | |
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| 2. | Shri S. Chatterjee | - | Director |
| 3. | Smt. Emma C. Barwa | - | Additional Director |
| 4. | Shri Inam Ahmed | - | Assistant Executive Officer |

* Vacancy created due to sad demise of Shri Baidyanath Prasad Mahto on 28.02.2020

Nominated to the Committee w.e.f. 22.07.2020.

@ Nominated to the Committee w.e.f. 22.07.2020.

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

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Lok Sabha**

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3. Shri C. N. Annadurai
4. Shri A.K.P Chinraj
5. Shri Rajveer Diler
6. Shri Vijay Kumar Dubey
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16. Smt. Mala Rajya Laxmi Shah
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18. Shri Brijbhushan Sharan Singh
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21. Shri Shyam Singh Yadav

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24. Shri Iranna Kadadi
25. Dr. Wanweiroy Kharlukhi
26. Shri Sujeet Kumar
27. Shri Nazir Ahmed Laway
28. Shri K. P. Munusamy
29. Shri Naranbhai J. Rathwa
30. Shri Ram Shakal
31. Shri Ajay Pratap Singh

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 7th Report on the action taken by the Government on the recommendations contained in the First Report of the Standing Committee on Rural Development (17th Lok Sabha) on 'Demands for Grants (2019-20) of the Ministry of Rural Development (Department of Rural Development).

2. The First Report was presented to the Lok Sabha on 05.12. 2019 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 23.03.2020.
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 First 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 First Report (Seventeenth Lok Sabha) on Demands for Grants of the Ministry of Rural Development (Department of Rural Development) for the year 2019-2020.

2. The First Report was presented to Lok Sabha on 05.12.2019 and was laid on the Table of Rajya Sabha on the same date. The Report contained 19 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, 4, 5, 7, 9, 10, 15, 17, 18 and 19

Total: 11
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. 3, 6, 8, 11, 13, 14

Total: 06
Chapter-IV

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

Serial No. 12, 16

Total: 02
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 and that final replies in respect of recommendations for which only interim replies have been submitted by the Government included in Chapter V of this Report be forwarded to the Committee expeditiously.

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

I. Liquidation of unspent balances-Comments.

Recommendation (Serial No. 1)

6. With regard to the Liquidation of unspent balances, the Committee had recommended as under:-

“During the examination of Demands for grants 2019-20, the Committee were taken aback to find a huge amount of Rs. 38,054.75 crore as unspent balance cumulatively accrued over from different schemes in the financial Year 2018-19. This revelation did not bore well with the committee. Large corpus remaining unutilized reflects a dismal picture of financial management by the Department of Rural Development merely seeking funds from the Government does not serve the real purpose of upliftment and development of rural populace of the country until and unless the funds are put to effective utilization for the welfare of rural inhabitants. Keeping huge unspent balance in mind, the Committee, feel that DoRD should tighten up its grip over all the agencies involved in the implementation of schemes and ensure that the unspent balance get liquidated in a faster and efficient manners. Therefore, the Committee recommend the DoRD to expedite fund utilization for the result oriented implementation of scheme on ground.”

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

“MGNREGA- MGNREGA is a demand driven wage employment programme. Fund release to the State/UTs is a continuous process and unspent balance of previous financial year, if any, is adjusted in the beginning of next financial year.

PMAY-G- As suggested by the IFD of this ministry, the releases under PMAY-G are not being made to those States/UTs where funds are

available. Funds are released to the States/UTs whose unspent balances in the single State Nodal Account (SNA) will serve their liabilities generally for not more than a month.

In order to promote utilization of funds and promote construction of houses, proactive monitoring has been adopted. Video conferences, review meetings, regular follow-up, etc. are being conducted to monitor the performance and progress of the scheme in states / UTs, understand their issues and work on their solutions.

PMGSY- Ministry is seized with the issue of unspent balances with the states and taking up the issues with the State Governments to speed up the pace of work and expenditure. Also such state which has more unspent balances are not released further fund from central government till they spend the 60 % of the available fund . Due to all these efforts, the Unspent Balance which was Rs 18,919.67 crore as on 26.08.2019 has got reduced to Rs 12693.73 crore as on date. It is pertinent to mention that Rs 11219.73 cr has been released as central and Rs 4367.91 crore as State share during the year, till date. As such the pace of expenditure has also picked up. Ministry will continue making all out efforts to liquidate Unspent Balance to a reasonable limit.

DAY-NRLM- Under DAY-NRLM unspent balance is within the limits considering the implementation process which requires fund flow from State to District and Blocks, the programme guidelines allow retention of around 40% of the allocated funds by permitting release of 2nd installment after utilization of 60% of available funds. Unspent balance as on 31/03/2019 was Rs. 1007.93 crores which also includes 2nd installment released in the last quarter.

To control the unspent balance and to regulate accumulation of unspent balances, there is already a built-in safeguard in the NRLM guidelines. According to the guidelines, any unspent balance in excess of 10% of the total allocation of previous year is adjusted against the 2nd instalment of the succeeding financial year. Further, Finance Review Meetings are held with States to review the progress of the expenditure and resolve any impediments in smooth flow of funds and pace of expenditure. Performance review meetings with the States are also held regularly at highest level under the Chairmanship of Secretary (RD) which are attended by the Additional Chief Secretaries / Principal Secretaries of all States.

DDU-GKY-The State/UT-wise unspent balance figures provided under DDU-GKY are inclusive of State Share, interest and miscellaneous receipts relating to the implementation of DDU-GKY in the respective State/UT. Under DDU-GKY funds are allocated to States/UTs for a three year period (Action Plan 2016-19/2019-22), this is to say that there is no yearly financial allocation and funds are released on demand basis. Funds are released to the States/UTs based on their past performance and future forecast for the immediate 6-8-12 months.

Once the State/UT utilizes 60% of the funds released to it, the next tranche is released after thorough scrutiny of its Utilization certificates and Audit Reports. Since 60% utilization is mandatory for any future release, it implies that a retention of 40% of the grants might be there with the States/UTs on any given date.

The Skills Division is however advising the States/UTs to improve the pace of expenditure to avoid blocking of funds and has also been doing detailed financial forecasting exercises with them.

NSAP- NSAP is a social security / social welfare programme for aged, widows, disabled persons and bereaved families on death of primary bread winner, belonging to Below Poverty Line household. NSAP at present comprises of 5 sub-schemes namely i.e. Indira Gandhi National Old Age Pension Scheme (IGNOAPS) Indira Gandhi National Widow Pension Scheme (IGNWPS). Indira Gandhi National Disability Pension Scheme (IGNDPS) National Family Benefit Scheme (NFBS) and Annapurna Scheme. The Scheme of NSAP are implemented both in urban and rural areas. The funds are released to States/UTs Governments for implementation of the schemes of NSAP.

In March, 2019, a total amount of Rs 1114.29 crore was released to States/UTs during the Financial Year 2018-19. This fund was not fully utilized in March, 2019 by States/UTs. This is the reason for unspent balance of Rs 957.38 crore as on 31st March, 2019.

SPMRM-So far, Shyama Prasad Mukherji Rurban Mission is concerned, in order to liquidate the unspent balance in a faster and effective manner, the following steps are being taken:

1. Regular followup with the States/UTs for expediting preparation of Integrated Cluster Action Plan(ICAP) and Detailed Project Reports(DPRs) of Rurban Clusters. DPRs of 115 clusters have been approved by State Level empowered Committee(SLEC) in FY 2019-20. This will speed up the execution of works on ground thereby reducing the Unspent balances.
2. Regular field visits by National Mission Management Unit (NMMU) officials to States/UTs for monitoring of works and ensuring speedy implementation of activities on ground.

Video Conferences with States Secretaries/ Nodal Officers to speed up on ground activities in Rurban Clusters.”

8. The examination of Demands for Grants 2019-20 brought before the Committee a startling fact that a huge amount of Rs. 38,054.75 crore was lying as unspent balance at the end of the financial year 2018-19. The Committee noted with pain the large unspent balance cutting across different schemes

cumulatively. The accrual of such amount indeed put a question mark over the ability of the Department of Rural Development (DoRD) to effectively utilize the financial resources at its disposal. In this context, the Committee had recommended the DoRD to ensure the liquidation of unspent balance in an expeditious manner so that an impetus may be provided to the schemes.

In their action taken reply, Department of Rural Development have outlined measures taken/being taken by them to mitigate the quantum of unspent balances scheme-wise. Elaborating upon a slew of measures that are being undertaken by the Department, it has been specifically stated that “the releases under PMAY-G are not being made to those States/UTs where funds are available”, while under PMGSY, “such State which has more unspent balances are not released further fund from Central Government till they spend the 60% of the available fund.” The Committee, in this regard, acknowledge the efforts of Department of Rural Development while appreciating the approach towards handling the issue of unspent balances. The Committee hope that sooner, rather than later, such measures would start showing results in the right direction. However, the Committee are still of the view that the approach of Department of Rural Development need to be maintained in serious earnest for a sustained basis without any laxity and thus, expect that the Department will keep an hawkish eye on this aspect while keeping a strict tab upon the State Governments for the full utilization of unspent balances across the schemes.

II. Disparity of wages - Reiterated

Recommendation (Serial No. 3)

9. In regard to the issue of Disparity of Wages, the Committee had recommended as under:-

“One of the most important issue regarding MGNREGA that has remained unresolved is the disparity in the wages guaranteed under MGNREGA and the minimum wages fixed by the State. The Committee noted with utmost concern that the wage rate under MGNREGA is much less as compared to the corresponding minimum wage rate in the States which is a cause of huge resentment amidst the disgruntled beneficiaries under MGNREGA. It was strongly felt by the Committee that increase in wages under MGNREGA is the need of the hour and an extremely justified requirement as the cost of basic amenities required for sustenance of an individual keeps on rising while the wage in comparison is very meagre. Moreover, the difference in wage also discourages the unskilled labours to opt for works under MGNREGA. Moreover, areas such as hilly terrains, having unique geographical challenges, need to be taken into consideration for fixing wages specific to that locale. Therefore, the Committee is of the view that the wages under MGRNEGA may be linked to such index which is more realistic and pragmatic enough to take into account the rising inflation/hilly areas work and reasonable hike of wage may be made accordingly taking all parameters under consideration. Hence, the Committee strongly implore upon the DoRD to take this matter in right earnest and consider the hike in wages under MGNREGA promptly.”

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

“Wage rate provisions under Mahatma Gandhi NREGA, 2005 are notified and revised annually as per Section 6 of Mahatma Gandhi NREGA Act, 2005. The Act provides that

1. “Notwithstanding anything contained in the Minimum Wages Act, 1948 (11 of 1948), the Central Government may, by notification, specify the wage rate for the purposes of this Act:
2. Provided that different rates of wages may be specified for different areas:

Provided further that the wage rate specified from time to time under any such notification shall not be at a rate less than sixty rupees per day.

(2) Until such time as a wage rate is fixed by the Central Government in respect of any area in a State, the minimum wage fixed by the State Government under section 3 of the Minimum Wages Act, 1948 (11 of 1948) for agricultural labourers, shall be considered as the wage rate applicable to that area.

Thus, the Mahatma Gandhi NREGA provides for notification of wage rates which could be different from Minimum Wages for Agricultural Labour.

The State Government shall link the wages, without any gender bias, with the quantity of work done and it shall be paid according to the rural Schedule of Rates (SoR) (Schedule-I, para 17).

Wage rate under Mahatma Gandhi NREGA has already been linked with Consumer Price Index- Agricultural Labour (CPI-AL) and the wage rate for States/ UTs is revised annually based on this index.”

11. The Committee noted that one of the pertinent issues that had plagued the flagship scheme of MGNREGA and has been for long, a matter of debate, was concerning with the disparity of wages guaranteed under MGNREGA and the minimum wage rates in the States. Delving into the issue with serious concern, the Committee felt that it was high time that for the welfare of the beneficiaries of MGNREGA and keeping in consideration the ever-increasing cost of living, a semblance of equity was required to be immediately brought between the different wage rates, and hike in wages under MGNREGA be made accordingly. Thus, the Committee had strongly implored upon the Department of Rural Development to consider the hike in wages under MGNREGA promptly.

However, to the utter dismay of the Committee, the reply of the Department in this regard reflects a very casual and stereotypical approach towards an issue of such enormity. The Department of Rural Development have merely quoted the Section 6 of the MGNREGA Act, 2005 by virtue of which the Central Government may notify the wages under MGNREGA. Highlighting the aspect of the legislation which “provides for notification of wage rates which could be different from minimum wage for agricultural labour” in itself vindicates the claim that the Department of Rural Development can notify such wage rates under MGNREGA which are more or at the least be at par with the minimum wages for agricultural labour. Thus, the Committee feel that instead of enlightening the Committee with the wordings of Section 6, the Department of Rural Development is expected to devise an effective

mechanism to resolve the issue of disparity of wages and hence, the Committee strongly reiterate its recommendation regarding the hike in wages to resolve disparity under MGNREGA promptly.

III. Unemployment Allowance-Reiterated

Recommendation (Serial No. 6)

12. Regarding the implementation of the Provision of Unemployment Allowance, the Committee had recommended as mentioned below:-

“Section 7(1), Mahatma Gandhi NREGA: “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.

The daily unemployment allowance will be at a rate not less than one fourth of the wage rate for the first thirty days during the financial year and not less than one half of the wage rate for the remaining period of the financial year. The Committee were also enlightened about the role of State Government to specify the rate of unemployment allowance payable, framing of rules governing the procedure for payment of unemployment allowance and making necessary budgetary provision for payment of unemployment allowance. However, the Committee found that at several places the demand for work is not met in the stipulated time-frame and such cases warrant the usage of this specific provision. The role of States is extremely important in the implementation of this provision, hence the Committee strongly recommend the DoRD to issue strict guidelines to the States and have mandatory monitoring over the actual enforcement of their provision at ground level.”

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

“Though the payment of unemployment allowance is the responsibility of the concerned State/ UT, this is being accorded priority by the Department of Rural Development and being monitored on regular basis through review meetings, video conferences, Mid Term Review, Labour Budget meeting, Empowered Committee meetings etc.

An advisory has been issued to all States for strict compliance of the provisions of the Act with respect to unemployment allowance and guidelines thereon. The States have also been advised to deal with any complaint on non-release of unemployment allowance on priority basis.”

14. The Committee took note of the relevant section 7(1) of the Mahatma Gandhi NREGA which categorically entails the provision of daily unemployment allowance to such labourers under MGNREGA who do not get work within fifteen days of his/her applications' receipt. Having taken into account of extremely non-satisfactory implementation of this provision and also taking cognizance of the role of State in this regard, the Committee had recommended the DoRD to ensure the actual enforcement of this provision at ground level.

In their action taken reply, the Department of Rural Development have submitted that advisories have been issued to the States for compliance with the provisions of the Act. The Committee find this response of the Department of Rural Development extremely jaded and 'run of the mill' nature. The Committee are of the firm opinion that MGNREGA being a Centrally Sponsored scheme with Department of Rural Development as the nodal agency, simply shrugging off the non-implementation of the provisions by shifting the entire onus upon the States is perhaps not a pragmatic approach reflected by the Department. Much more is expected from the Department of Rural Development to pro-actively ensure the *in-toto* application of the provision of the unemployment allowance and make it applicable in reality by ensuring stricter mechanism of monitoring and supervision. Thus, the Committee reiterate its recommendation regarding the actual enforcement of this provision at the ground level.

IV. Widening the Ambit of works to be undertaken under MGNREGA-Reiterated

Recommendation (Serial No. 8)

15. On a major issue regarding the widening of ambit of works that can be undertaken under MGNREGA, the Committee had recommended as below:-

“While undergoing the analysis of works that can be taken under MGNREGA, the Committee are of the view that there was ample scope to enhance the ambit of the work to be done under the scheme. The Committee utilizing its in-depth experience of ground reality, were of the uniform view that works pertaining to agriculture, fencing of farms, sanitation and other contemporarily relevant nature may also be included in the list of sanctioned works under MGNREGA. Such works will not only help in the creation of more assets but will also rope in more beneficiaries who require such jobs. Thus, the Committee recommend DoRD to review the sanctioned list of works to be done under MGNREGA and widen its ambit by including newer areas of work.”

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

- i. “There are 261 works that are permissible under Mahatma Gandhi NREGA, out of which 164 works related to Agriculture and allied activities and 26 works are related to sanitation like composting structure, soak pit, stabilization pond, grey water drains, IHHL, solid and liquid waste management etc.
- ii. Mahatma Gandhi NREGS already lays emphasis that 60% of works at the districts level in terms of cost shall be for the creation of productive assets directly linked to Agriculture and Allied activities which include works related to water security like the construction of farm ponds, wells, earthen check dams, field channels, and other water harvesting structures.
- iii. The implementation of Mahatma Gandhi NREGA Scheme is reviewed on a regular basis and based on the inputs received from the stakeholders, the Ministry considers amending the list of permissible works in the Schedule (I) of the Act, which fulfil the following core objectives of the Scheme as per Schedule I, Para (3)
 - a. Providing not less than one hundred days of unskilled manual work as a guaranteed employment in financial year to every household in rural areas as per demand, resulting in creation of productive assets of prescribed quality and durability;
 - b. Strengthening the livelihood resource base of the poor
 - c. Proactively ensuring social inclusion; and
 - d. Strengthening Panchayat Raj Institutions

Recently, the rooftop rainwater harvesting structures on Government/Panchayat building has been added as a permissible work under Mahatma Gandhi NREGA.”

17. Need for widening the ambit of the work that can be done under MGNREGA was felt by the Committee through its ground inspection and the sentiments raised by the concerned Members of Parliament so as to include fencing of farms, agriculture related works and other works as per local demands under the permissible mandate of MGNREGA. Keeping this in view, the Committee had recommended the Department of Rural Development to review the sanctioned list of works and include new areas of works. Through their action taken notes, the Department have submitted that the Ministry considers amending the list of permissible works in the Schedule (I) of the Act, which fulfil the core objective of the scheme. The Committee find the action taken reply furnished by the Department of Rural Development is unsatisfactory and incomplete as the issue raised by the Committee specifically has not been answered to. The Committee have undoubtedly conveyed the stakeholders' views for widening the ambit of MGNREGA works which would be highly beneficial in terms of requirement of local areas and the increase in number of workers too. Thus, the Committee, while reiterating its recommendation further implore Department of Rural Development to seriously consider widening the ambit of works that are permissible under MGNREGA.

V. **Completion of Houses under PMAY-G - Reiterated**

Recommendation (Serial No. 11)

18. In context of the speedier completion of Houses under PMAY-G, the Committee had recommended as below:-

“The Vision "Housing for All" by 2022 is a noble and welfare measure aimed at providing houses to the homeless rural population. However, the Committee were extremely anguished to note that still there are areas of the country wherein the sanctioned beneficiaries' houses are

incomplete/yet to start. This is a major obstacle in the achievement of a great vision as there is dearth of time for the actual realization of the target. While moving forward with the construction of new houses, there is also need to complete the houses left behind in right earnest. Thus, the Committee were of strong view that the target of PMAY-G needs to be completed on war footing and DoRD is recommended to leave no stone unturned in the completion of houses targeted under PMAY-G while also ensuring the completion of pending houses.”

Reply of the Government

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

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

Year	PMAY-G Target	PMAY-G houses constructed as on 16.3.2020#
2016-17	42,77,969	2,116
2017-18	32,01,217	38,16,116
2018-19	25,20,814	44,72,517
2019-20	59,90,000	16,15,684
Total	1,59,90,000	99,06,433

#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.

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

- i. Regular Video Conference (VC) meeting with States / UTs at the level of Secretary / Special Secretary to review the progress and address the issues cropping up during implementation
- ii. Regular VC by Ministry’s technical team with the technical team of States/UTs
- iii. States/UTs to prepare and the strategy for completion of houses and regular follow-up on the same
- iv. District-wise review in the States with larger targets
- v. Visits to the States by Rural Housing teams to understand and address issues at the ground level

- vi. Release of funds to the States/UTs as per their demand
- vii. State-wise analysis of delayed houses and regular follow-up
- viii. Awards to the best performing States/UTs, Districts based on performance index dashboard, thereby creating healthy competition and motivation among the States/ UTs for achieving the set targets.

(DoRD) O.M. No. H-11020/01/2020-GC(P) dated 23.03.2020

20. “Housing for All” by 2022 is such an enormous noble exercise, the achievement of which would mark a huge upliftment in the living condition of the rural populace of this country. The Committee are very well aware of the ethos of PMAY-G scheme and were thus taken aback to notice the lethargic approach of the Department in completing the targets fixed within the desired period of time. The paucity of time left, warranted an expeditious and war-footing effort for the realization of targets in terms of houses constructed, thus, the Committee had recommended to increase the pace of work for the completion of houses targeted under PMAY-G within stipulated time-frame. However, the Committee are extremely pained to observe from the action taken notes of the Department of Rural Development that against the PMAY-G target of 59,90,000 houses in 2019-20, only 16,15,684 houses have been constructed as on 16.03.2020. This is an abysmally low figure which is completely unfathomable at a time when there should have been a rush to complete the target. The need of the hour is for the Department to take stock of the situations and come out with remedial measures. In wake of such existing scenario, with extreme seriousness, the Committee strongly reiterate its recommendation for hastening the pace of work under PMAY-G and urge DoRD to take all measures required for providing desired impetus to the Scheme so that target is achieved within the stipulated time-frame.

VI. Inclusion of left over beneficiaries under PMAY-G- Final Reply Sought

Recommendation (Serial No. 12)

21. The Committee, on the issue of Inclusion of left over beneficiaries under PMAY-G recommended as under:-

“Taking cognizance of the issue of still remaining leftover beneficiaries from the universe of PMAY-G, the Committee were perturbed to note this slackness in the approach of the DoRD. This has been a contentious issue riddling the scheme for a long period of time and has still not reached a conclusion. The matter not only needs to be dealt with expeditiously but with all caution to ensure that no genuine homeless rural person is left from the list of bonafide beneficiary. Therefore, the Committee vehemently urges upon DoRD to expedite its approach and ensure such remedial measure for the speedy inclusion of leftover beneficiaries from PMAY-G.”

22. 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 SECC 2011 data, an exercise was conducted across the country for identifying such households and capturing their details through the mobile application “Awaas+”. A total of 3.67 crore households have been uploaded by the States / UTs on Awaas+ from across the country. The Ministry has constituted an Expert Committee for analysis of “Awaas+” data. The committee has submitted its report. The report is submitted before the Competent Authority for decision on recommendations of the Committee.”

23. The Committee had noted that the issue of inclusion of leftover beneficiaries under PMAY-G was a long standing one and required urgent redressal without any further delay. Therefore, the Committee had recommended the Department of Rural Development to ensure taking of timely measures speedily, so that the leftover beneficiaries maybe included under the ambit of PMAY-G at the earliest. In their action taken reply, the Department of Rural Development have submitted that the Ministry had constituted an expert Committee in this regard which has already submitted its report before the competent authority for its decision.

The Committee appreciate that the Department of Rural Development have moved forward with the recommendation which is a laudable step in a positive direction. However, the Committee still feel that till the decision of competent authority has been reached and the issue reaches its logical conclusion, the matter is still alive and require expediency. The Committee, therefore, desire that the Department of Rural Development pursue the matter of inclusion of leftover beneficiaries from PMAY-G at the concerned level more vigorously for an earliest remedy and apprise the Committee of the outcome of the final decision of the competent authority.

VII. Sustainability of houses built under PMAY-G/Quality Control Lab- Reiterated

Recommendation (Serial No. 13)

24. In the context of the sustainability of Houses built under PMAY-G and the opening of Quality Control Lab in each District, The Committee had recommended as mentioned below:-

“Providing Houses alone is not the real motive behind the vision of PMAY-G. The idea of providing houses for homeless beneficiaries is defeated if the quality of house do not meet the standard requisite norms and the houses built under the scheme get damaged in short time due to poor quality of construction material in use. It needs to be ensured that the quality of house built under PMAY-G is durable and have sustainability. The Committee are of strong opinion that the scheme should focus equally on quantitative and qualitative aspect of the houses built under PMAY-G and also feel that there should be a provision of quality control labs which checks the quality of the construction periodically and ensure the usage of quality raw materials. Therefore, the Committee strongly recommends DoRD to maintain the quality of the houses built under PMAY-G and also explore the feasibility of opening quality control labs in each district.”

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

“As per the Framework for Implementation (FFI) of Pradhan Mantri Awaas Yojana- Gramin (PMAY-G), the house shall be constructed by the beneficiary himself/herself under PMAY-G or shall get the house constructed under his/her supervision. However, to ensure the quality of houses built under PMAY-G, the Ministry has launched the Rural

Mason Training in partnership with the Construction Skill Development Council of India and National Skill Development Corporation.

Other steps taken by the Ministry to ensure the quality of houses built under PMAY-G are as below:

- i. The States / UTs are advised to engage Technical Expert in the field of house construction, including alternate technologies, in the Programme Management Units (PMUs) at the State and District level who are also supposed to monitor the quality of houses constructed.
- ii. For scheme implementation and quality supervision at different levels, the Framework for Implementation of PMAY-G has provisions for inspection of, as far as possible, 10% houses by Block level officers, 2% by District level officers during construction.
- iii. Geo-tagged photographs of PMAY-G houses at different stages of constructions are uploaded on the MIS Aawaasoft. The Ministry has developed a "House Quality Review application" in AwaasSoft to review the quality of houses constructed using geo-tagged photographs captured on MIS.
- iv. Ministry, in collaboration with Indian Institute of Technology, Delhi (IIT-D), United Nations Development Programme (UNDP) and Council of Scientific and Industrial Research-Central Building Research Institute (CSIR-CBRI), Roorkee had undertaken state-specific studies in 18 States for the development of house design typologies appropriate to local geo-climatic conditions with disaster-resilient features. The Ministry has published a compendium of these region-specific house design Typologies, namely 'PAHAL', which has been circulated to States / UTs

At present, there is no proposal in the Ministry for opening quality control labs in each district."

26. The Committee were of strong opinion that the houses built under PMAY-G should not only attain the quantifiable target but should also ensure that the houses are of good quality and can be sustained for quality living. Thus, the quality of construction of houses warranted utmost priority. In this regard, the Committee had recommended that not only the quality of construction be maintained for the durability/sustainability of houses but also quality control labs should be opened for periodic checking of the construction. In their action taken notes, the Department of Rural Development have outlined a plethora of measures taken by them to ensure the quality of

houses built under PMAY-G, but have also categorically stated that there is no proposal in the Ministry for opening quality control labs in each district. The Committee, while taking note of the steps being undertaken by the Department of Rural Development to ensure quality of houses constructed under PMAY-G, still are of the concerned view that such steps would only be vindicated by the utilization of a quality control check done by the quality control labs. Such labs would only augment and help Department of Rural Development in ascertaining the ground reality of quality control. In this context, therefore, the Committee strongly reiterate its recommendation of ensuring the quality of houses built under PMAY-G and that the opening of quality control labs maybe taken under consideration by the Department of Rural Development with greater pragmatism.

VIII. Increase in unit assistance under PMAY-G - Reiterated

Recommendation (Serial No. 14)

27. On the issue of increase in the unit assistance under PMAY-G, the Committee had made the following recommendation:-

“The Committee during the course of examination felt that the unit assistance provided under PMAY-G is not commensurate with the rising inflationary cost of the construction/material and other aspects of houses building. The unit assistance of 1.2 lakh in plain areas and 1.3 lakh in hilly areas need to be reviewed and recalibrated taking into account all the relevant escalating cost issues. In this aspect, the Committee recommend DoRD to review the unit assistance under PMAY-G and increase it accordingly in a pragmatic manner”

28. 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) 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 through convergence with Swachh Bharat Mission – Gramin (SBM-G), MGNREGS or any other dedicated source of funding. At present, there is no proposal under consideration of the Ministry for enhancing the unit assistance under PMAY-G.”

29. Need for an increase in the unit assistance under PMAY-G was brought to the notice of the Committee during the examination of Demands for Grants (2019-20). The Committee found merit in the issue keeping in view the increasing cost of material and other logistics. Therefore, the Committee had recommended the Department of Rural Development to review the unit assistance under PMAY-G and increase it accordingly. The Department of Rural Development in their action taken notes have submitted that besides unit assistance of Rs. 1.20 lakh in plains and Rs. 1.30 lakh in hilly states/difficult areas and Integrated Action Plan Districts, there is a provision of 90/95 persondays of unskilled labour wages through MGNREGA and Rs. 12,000/- for construction of toilets through Swachh Bharat Mission-Gramin (SBM(G). It has further been stated that at present, there is no proposal under consideration of the Ministry for enhancing the unit assistance under PMAY-G. The Committee, while taking into consideration the reply of Department of Rural Development, are still of the firm opinion that the need of the hour is to increase the per unit assistance in accordance with the inflation criteria in the economy, increase in the price of raw materials for construction of a house and other logistic issues. Increasing to a rational figure will perhaps act as a boost to the quality of construction of houses under PMAY-G and will go a long way in extending benefits to the beneficiaries under PMAY-G. Thus, the Committee, reiterate its recommendation, urging the Department of Rural Development to revisit the issue of enhancement of unit assistance and increase it in accordance with the inflation.

IX. Increase in assistance amount under National Social Assistance Programme (NSAP) - Final Reply Sought

Recommendation (Serial No. 16)

30. Pertaining to the issue of increase in assistance amount under NSAP, the Committee had recommended as below:-

“While having in-depth analysis of National Social Assistance Programme, the Committee found that the assistance amount under the different components of the scheme such as Indira Gandhi National Old Age Pension Scheme, Rs.200/- p.m. in the age group of 60-79 years and Rs.500/- p.m. to the persons of 80 years and above, Indira Gandhi National Widow Pension Scheme wherein Rs.300/- p.m. is provided to widows in the age group of 40-79 and similar lesser figure in other components of NSAP too, was very less in today’s life and require urgent upward revision. The Committee, therefore, implores upon DoRD to take a rational view and review the assistance amount of each component under NSAP for its due upward revision.”

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

“The revamping of NSAP schemes including revision of rate and eligibility criteria for identification of beneficiaries is already under examination in the Ministry. In this context, an evaluation study of NSAP is being conducted by third party. The decision on revamping of NSAP schemes, including revision of rate and eligibility criteria for identification of beneficiaries, is contingent on the outcomes of report and consultation with States/UTs.”

32. The Committee were of the informed opinion that the assistance amount under the different components of National Social Assistance Programme (NSAP) was meagre and required immediate increase as it catered to the needy sections of the society. Hence, the Committee had recommended the Department of Rural Development to review the assistance amount of each component under National Social Assistance Programme and increase it accordingly. The Department of Rural Development in their reply have submitted that the revamping of National Social Assistance Programme schemes is already under examination in the Ministry and an evaluation study of National Social Assistance Programme is being conducted by third party

and that the final outcome is dependent on the report and views of States/UTs. The Committee have noted this response and have also acknowledged the effort of the Department in right direction. However, the response of the Department of Rural Development does not mention any specific time-frame or target. The Committee, therefore, feel that the Department of Rural Development should ensure that the evaluation and other consultation with States/UTs do not keep on going for a long period and so the Department should expedite the matter in right earnest for the speedier revision of norms under National Social Assistance Programme. The Committee maybe apprised at the earliest of the outcome of the efforts of the Department in this regard.

CHAPTER II

RECOMMENDATIONS WHICH HAVE BEEN ACCEPTED BY THE GOVERNMENT

Recommendation (Serial No. 1, Para No. 1)

During the examination of Demands for grants 2019-20, the Committee were taken aback to find a huge amount of Rs. 38,054.75 crore as unspent balance cumulatively accrued over from different schemes in the financial Year 2018-19. This revelation did not bore well with the committee. Large corpus remaining unutilized reflects a dismal picture of financial management by the Department of Rural Development merely seeking funds from the Government does not serve the real purpose of upliftment and development of rural populace of the country until and unless the funds are put to effective utilization for the welfare of rural inhabitants. Keeping huge unspent balance in mind, the Committee, feel that DoRD should tighten up its grip over all the agencies involved in the implementation of schemes and ensure that the unspent balance get liquidated in a faster and efficient manners. Therefore, the Committee recommend the DoRD to expedite fund utilization for the result oriented implementation of scheme on ground.

Reply of the Government

MGNREGA- MGNREGA is a demand driven wage employment programme. Fund release to the State/UTs is a continuous process and unspent balance of previous financial year, if any, is adjusted in the beginning of next financial year.

PMAY-G- As suggested by the IFD of this ministry, the releases under PMAY-G are not being made to those States/UTs where funds are available. Funds are released to the States/UTs whose unspent balances in the single State Nodal Account (SNA) will serve their liabilities generally for not more than a month.

In order to promote utilization of funds and promote construction of houses, proactive monitoring has been adopted. Video conferences, review meetings, regular follow-up, etc. are being conducted to monitor the performance and progress of the scheme in states / UTs, understand their issues and work on their solutions.

PMGSY- Ministry is seized with the issue of unspent balances with the states and taking up the issues with the State Governments to speed up the pace of work and expenditure. Also such state which has more unspent balances are not released further fund from central government till they spend the 60 % of the available fund . Due to all these efforts, the Unspent Balance which was Rs 18,919.67 crore as on 26.08.2019 has got reduced to Rs 12693.73 crore as on date. It is pertinent to mention that Rs 11219.73 cr has been released as central and Rs 4367.91 crore as State share during the year, till date. As such the pace of expenditure has also picked up. Ministry will continue making all out efforts to liquidate Unspent Balance to a reasonable limit.

DAY-NRLM- Under DAY-NRLM unspent balance is within the limits considering the implementation process which requires fund flow from State to District and Blocks, the programme guidelines allow retention of around 40% of the allocated funds by permitting release of 2nd installment after utilization of 60% of available funds. Unspent balance as on 31/03/2019 was Rs. 1007.93 crores which also includes 2nd installment released in the last quarter.

To control the unspent balance and to regulate accumulation of unspent balances, there is already a built-in safeguard in the NRLM guidelines. According to the guidelines, any unspent balance in excess of 10% of the total allocation of previous year is adjusted against the 2nd installment of the succeeding financial year. Further, Finance Review Meetings are held with States to review the progress of the expenditure and resolve any impediments in smooth flow of funds and pace of expenditure. Performance review meetings with the States are also held regularly at highest level under the Chairmanship of Secretary (RD) which are attended by the Additional Chief Secretaries / Principal Secretaries of all States.

DDU-GKY-The State/UT-wise unspent balance figures provided under DDU-GKY are inclusive of State Share, interest and miscellaneous receipts relating to the implementation of DDU-GKY in the respective State/UT. Under DDU-GKY funds are allocated to States/UTs for a three year period (Action Plan 2016-19/2019-22), this is to say that there is no yearly financial allocation and funds are released on demand basis. Funds are released to the States/UTs based on their past performance and future forecast for the immediate 6-8-12 months. Once the State/UT utilizes 60% of the funds released to it, the next tranche is released after thorough scrutiny of its Utilization certificates and Audit Reports. Since 60% utilization is mandatory for any future release, it implies that a retention of 40% of the grants might be there with the States/UTs on any given date.

The Skills Division is however advising the States/UTs to improve the pace of expenditure to avoid blocking of funds and has also been doing detailed financial forecasting exercises with them.

NSAP- NSAP is a social security / social welfare programme for aged, widows, disabled persons and bereaved families on death of primary bread winner, belonging to Below Poverty Line household. NSAP at present comprises of 5 sub-schemes namely i.e. Indira Gandhi National Old Age Pension Scheme (IGNOAPS) Indira Gandhi National Widow Pension Scheme (IGNWPS). Indira Gandhi National Disability Pension Scheme (IGNDPS) National Family Benefit Scheme (NFBS) and Annapurna Scheme. The Scheme of NSAP are implemented both in urban and rural areas. The funds are released to States/UTs Governments for implementation of the schemes of NSAP.

In March, 2019, a total amount of Rs 1114.29 crore was released to States/UTs during the Financial Year 2018-19. This fund was not fully utilized in March, 2019 by States/UTs. This is the reason for unspent balance of Rs 957.38 crore as on 31st March, 2019.

SPMRM-So far, Shyama Prasad Mukherji Rurban Mission is concerned, in order to liquidate the unspent balance in a faster and effective manner, the following steps are being taken:

1. Regular followup with the States/UTs for expediting preparation of Integrated Cluster Action Plan(ICAP) and Detailed Project Reports(DPRs) of Rurban Clusters. DPRs of 115 clusters have been approved by State Level empowered Committee(SLEC) in FY 2019-20. This will speed up the execution of works on ground thereby reducing the Unspent balances.
2. Regular field visits by National Mission Management Unit (NMMU) officials to States/UTs for monitoring of works and ensuring speedy implementation of activities on ground.

Video Conferences with States Secretaries/ Nodal Officers to speed up on ground activities in Rurban Clusters.

(DoRD) O.M. No. H-11020/01/2020-GC(P) dated 23.03.2020

Recommendation (Serial No. 2, Para No. 2)

The Committee find that "Mission Water Conservation" is being undertaken by the Department of Rural Development by focussing on the water related work under the Natural Resource Management component of MGNREGA. It is commendable that of such work being done under the aegis of DoRD. The Committee feel that a streamlined and strategic approach is, however, required to produce effective result in this aspect. The Committee strongly feel that besides creating new water resources, the human assets and funds under MGNREGA, can be more effectively utilized if the recharging work of already existing traditional waterbodies, clogged due to garbage or requiring proper dredging etc. is taken up more vigorously. Such exercise of opening up and clearing water flow in the traditional water bodies would add up in availability of water resources in the country. Thus, the Committee urge the DoRD to positively modify its approach while taking up the water related work under MGNREGS so that the traditional water bodies may also be revitalized and restored.

Reply of the Government

To ensure effective planning and systematic development of land and harnessing of rainwater, following watershed principles (ridge to valley approach),

has become the central focus of Mahatma Gandhi NREGS work. The planning of works under Mahatma Gandhi NREGS is being piloted in 2 GPs per block using advanced technologies viz. Geographical Information System (GIS) and Remote Sensing (RS) tools.

Further, as per MGNREGA Schedule-1, Section 4(3), Para 4 (1) Category: A: Public works relating to Natural Resource Management para (iv) renovation of traditional water bodies including desilting of irrigation tanks and other water bodies and conservation of old step wells or Baolis are permissible activity.

Physical and Financial progress on works related to the renovation of traditional water bodies (from FY 2014-15 till date) is as under:

Renovation of Traditional Water Bodies under Mahatma Gandhi NREGA			
Completed		Ongoing	
No. of works	Expenditure (In lakhs)	No. of works	Expenditure (In lakhs)
7,38,288	24,89,391	9,32,634	4,82,399

(DoRD) O.M. No. H-11020/01/2020-GC(P) dated 23.03.2020

Recommendation (Serial No. 4, Para No. 4)

The sole purpose of providing employment under MGNREGA to unskilled labourers is to create a source of income for unemployed class of population so that not only the unemployment issue is duly dealt with at ground level but also a labour force is made for creating assets through different works sanctioned under MGNREGA. The Act mandates the payment of due wages to the workers within fifteen days of completion of work and that any laxity in payment needs to be dealt with strongly and efficiently by the nodal agencies. Despite such clear cut guidelines, the Committee observed that there is still inordinate delay in payment of wages in various quarters of the country which requires to be resolved at the earliest. Although, the steps taken by the DoRD for the electronic payment mechanisms through PFMS is appreciated, yet much more is required to be done to ensure that the pendency in wage payment is mitigated. The Committee, therefore, strongly recommend the DoRD to create mechanism for timely payment of wages under MGNREGA.

Reply of the Government

Efforts have been made by the Ministry to reduce the delay in payment of wages to Mahatma Gandhi NREGA workers viz. timely release of funds, payment through National Electronic Fund Management System (NeFMS) for direct payment

of wages into workers account, issued guidelines for monitoring of timely payment and payment of delay compensation, enabling appropriate provisions in NREGASoft to monitor timely payment of wages and payment of delay compensation. The Ministry is in constant engagement with the State Governments/UTs and other stake holders through review meetings, video conferences, Mid Term Review, etc.

A consolidated dashboard to track the Fund Transfer Order (FTO) has been developed which enables all the stake holders to monitor the status of timely payment.

(DoRD) O.M. No. H-11020/01/2020-GC(P) dated 23.03.2020

Recommendation (Serial No. 5, Para No. 5)

The Committee took into cognizance the operational guidelines of MGNREGA which mandates that the ratio of wages costs to material costs should not be less than the minimum stipulated 60:40 ratio and that this ratio should be strictly maintained at all levels. However, the Committee have been apprised of the numerous instances wherein there is rampant violation of this norm and fraudulent practices for the embezzlement of funds is prevalent at most of the places. JCB machines are being used instead of employing manual labourers. Such bending of norms is simply not acceptable and despite showing a positive impact on the rural population, the scheme cannot be allowed to wander in a wrong direction which would bring disrepute to such a populist scheme for the welfare of people. The Committee have taken extra serious view of the matter and strongly recommend DoRD to issue stricter directions for stricter compliance of the norms in letter and spirit so that the real beneficiaries do not suffer in any form.

Reply of the Government

As per Mahatma Gandhi NREGA, Schedule I, para 20 “For all works taken up under the Scheme, by the Gram Panchayat and other implementing agencies, the cost of material component including the wages of the skilled and semi-skilled workers, shall not exceed forty percent at the district level” and the same is being strictly monitored.

Para 22 of Schedule-I, Mahatma Gandhi NREGA, lays down that “As far as practicable, works executed by the programme implementing agencies shall be performed by using manual labour and no labour displacing machines shall be used.”

However, there may be activities in executing works which cannot be carried out by manual labour, where use of machine may become essential for maintaining the quality and durability of works. A suggested list of machines which can be used under Mahatma Gandhi NREGA, mentioned in Annual Master Circular (AMC)2019-20 is shown below:

S. No.	Name of work as per para 4.(1) of Schedule-1, MGNREGA	Name of Activity	Name of Machine(s) that can be used
1.	II. Category B: (i) Improving productivity of lands, dug wells	i) The excavation/ deepening of dug well	i) Pump set for dewatering, ii) Tractor mounted Compressor hammer for rocky strata, iii) Lifting device/ Chain pulley (motorized)
2.	IV. Category D: (ii) Road connectivity	i) Compaction of earthen embankment in 15 to 23 cm layers, at optimum moisture content	i) Power Roller ii) Trailer mounted water browser
		ii) Compaction of morum/ gravel in 15 to 20 cm layers at optimum moisture content	i) Static smooth wheeled roller of 8 - 20 ton weight. ii) Trailer mounted water browser
		iii) Mixing of cement concrete.	i) Mechanical Mixer
		iv) Compaction of cement concrete	i) Mechanical Vibrator
		v) Cutting of joint in Cement Concrete	i) Concrete joint cutter
3	IV. Category D: (v) Construction of building	i) RCC Footing, Column, Beam and Roof	i) Mechanical mixer and Mechanical vibrator.
4.	IV. Category D: (vii) Production of building materials	i) For compressing Compressed Stabilised Earthen Blocks (CSEB)	i) Machine for CSEB, such as Aurum Press, Cinvaram, Terstara, Mardini, TARA-Balram, etc.
		ii) For production of fly ash bricks/ blocks	ii) Pan mixer & Brick/ block making machine (Vibratory table/ Hydraulic press)
5.	I. Category A: (v) Afforestation, tree plantation in common and forest lands	i) Digging pits for plantation, which cannot be done manually in Usar areas, where there is Kankar pan and soil is alkaline with pH more than 8.5.	i) Mechanical Auger

Further, whenever the Ministry receives complaints regarding the use of labour replacing machines in States/UTs, the same is being enquired and necessary actions are being taken.

The States have been directed to adhere to the provisions wage material ratio (60:40) as prescribed under the Act and strictly deal with any complaints regarding use of labour replacing machines.

(DoRD) O.M. No. H-11020/01/2020-GC(P) dated 23.03.2020

Recommendation (Serial No. 7, Para No. 7)

One of the major impediments in the success of social welfare scheme such as MGNREGA, which is meant to provide benefit to rural populace suffering from unemployment, is fake job cards. The Committee have taken serious note of this issue as it undermines the sole crux of the scheme. Fake Job Cards instead of benefiting the real beneficiaries, and creates an air of distrust among the real needy population. The matter needs sustained monitoring and fixing of accountability in correct perspective so that the guilty are brought to book and the credibility of the scheme is maintained. The Committee, therefore, calls upon the DoRD to pull up its socks and have a hawkish mode of surveillance to cull out the issuance of fake job cards.

Reply of the Government

The Ministry has made persistent efforts to ensure the authenticity of the Job Cards issued to the households. An Indicative Framework has been issued to all States to maintain uniformity and recording of minimum, necessary details of wage employment under Mahatma Gandhi NREGA, in the Job Card.

The Ministry has issued directions to the States/UTs to hold time-bound campaigns to verify/ update Job Cards given to the beneficiaries. District Programme Coordinator/ Collector and the State Government are to ensure that these verification campaigns are conducted in a time-bound manner. For verification/ update of a Job Card, the following may be looked into:

- i. SECC TIN number, if any, bank account/ Post Office account number must be verified and entered into the Job Card.
- ii. Either family photo or photos of workers or individual photos (preferably) of that family, duly attested by the competent authority is mandatory.
- iv. Demand, allocation, work done and payment details must be updated in the Job Card.

The States are required to periodically verify the details entered in the physical Job Card and update the same on the MIS. In addition to this, 9.85 crore workers' Aadhaar (79 % of total active workers) has been seeded in Mahatma Gandhi NREGA MIS.

(DoRD) O.M. No. H-11020/01/2020-GC(P) dated 23.03.2020

Recommendation (Serial No. 9, Para No. 9)

One of the flagship programme of DoRD, Pradhan Mantri Gram Sadak Yojana (PMGSY) often remains in the discussion owing to the concern regarding the quality of materials used in the projects of PMGSY. Time and again, the attention of Committee have been drawn towards the usage of poor quality materials for road construction causing early deterioration and poor upkeeps. The Committee have taken serious view about such issues and feel that the quality of raw material to be used for the projects of PMGSY need to be taken utmost care of and any want in its quality needs to be dealt with seriously. All and sundry involved in the projects of PMGSY should be on the same wavelength regarding the non compromise in the quality of material used. The roads should also be constructed considering the terrain and climate of the location and as such the Committee strongly recommends DoRD to ensure that the quality of roads constructed under PMGSY is not compromised and high standards are followed.

Reply of the Government

The Ministry had taken a note of the concern of the Standing Committee on the quality of raw material to be used for construction of PMGSY projects. The Ministry, through support of Indian Road Congress (IRC) had already issued detailed Specifications (revised in 2014) for the quality of material & workmanship to be strictly followed in construction of PMGSY projects. The revised Specification also contained detailed specifications for the locally available new construction materials such as fly ash, steel & copper metallic slag, mining and stone processing wastes etc. for use in PMGSY projects. Further, Ministry has also revised Quality Assurance Handbook vol-I & II (revised edition 2016) containing quality control test requirements and detailed procedure for each testing.

The Ministry while sharing the concern of the Standing Committee with all States/ UTs shall further reiterate and ensure the provisions of strict compliance of the laid down Specifications and quality control testing procedures of materials being adopted in construction of PMGSY projects.

(DoRD) O.M. No. H-11020/01/2020-GC(P) dated 23.03.2020

Recommendation (Serial No. 10, Para No. 10)

A robust monitoring system is the backbone for the success of implementation of any scheme. Callous approach towards the monitoring mechanism is a sure shot recipe for the failure of any scheme. Having such view, the Committee feel that the need of the hour is to urgently fix accountability for the poor maintenance of roads built under PMGSY. It has been observed that the roads start breaking too early after few seasons only and its condition only worsens day by day. More often than not, there is extremely poor maintenance and upkeep of roads after the completion while the provisions of the scheme mandate the requirement of maintenance. The Committee, therefore, beseeches DoRD to hold the erring contractors/agencies/officials accountable for their negligence and ensure the stricter compliance of norms of the scheme so that the roads built under PMGSY are durable.

Reply of the Government

Maintenance of roads is a State's subject. As per paragraph 17 of PMGSY Guidelines, State Governments are required to undertake the maintenance of the entire Core Network, particularly the road works constructed/upgraded under the PMGSY. In respect of roads constructed/upgraded under the PMGSY, as per Standard Bidding Document, 5-year routine maintenance is contracted out along with the construction itself to the same contractor who is constructing the road. State Governments are required to develop sustainable sources of funding for undertaking the maintenance functions, even after the five year guarantee period.

From the year 2016-17, Ministry has started financial incentive to the best performing states that achieve the targets allocated to them, within the prescribed time frame, and are providing adequate budget for maintenance and develop systems for ensuring maintenance of roads. This incentive is used for periodic maintenance of the road constructed under PMGSY.

As a measure of further enhancing the focus on maintenance of roads during the defect liability period and also stream line the delivery of routine maintenance of PMGSY roads, the Ministry has implemented the Electronic Maintenance of PMGSY roads (eMARG) in all the States.

The eMARG is a GIS-based Enterprise e-Governance solution which entails performance based evaluation of roads for making maintenance related payments of these roads being implemented in all states, 11 out of 29 states, namely Andhra Pradesh, Chhattisgarh, Haryana, Himachal Pradesh, Jharkhand, Karnataka, Kerala, Rajasthan, Tamil Nadu, Telangana and Uttar Pradesh, are already using eMARG for such maintenance related payments to contractors/agencies, amounting to Rs. 168.35 lakhs as on 13.03.2020. w.e.f. 1st April, 2020, all the states would start using eMARG portal for making maintenance related payments.

Regarding holding contractor /agencies/officials accountable for their negligence and ensuring stricter compliance of norms of the scheme, it is submitted that a detailed guidelines have already been issued to the states for formulating their bidding documents based on that guidelines and states are supposed to take necessary action against the erring contractors/ agencies for violation of any norms of SBD. Also states have to take necessary departmental action against any erring officials. Moreover the recommendations of the Committee will again be circulated to all the state government for taking appropriate necessary action.

(DoRD) O.M. No. H-11020/01/2020-GC(P) dated 23.03.2020

Recommendation (Serial No. 15, Para No. 15)

The skilling component of DDU-GKY scheme is a highly commendable effort of the DoRD and the scheme has all the right ingredients for the welfare of youth. With this view, the Committee, while analyzing the performance of the scheme, were of the view that mere skilling would not suffice and provide success to the unemployed rural youths. Going forward and providing mandatory placement for jobs also needs to be undertaken for the holistic success of the scheme. Thus, in fitness of the things, the Committee strongly recommends DoRD to spruce up its measures and devise mechanism for the placement/ job appointment to the rural youth skilled under DDU-GKY.

Reply of the Government

Deen Dayal Upadhyaya Grameen Kaushalya Yojana (DDU-GKY), is a placement linked Skill Development Program, which mandates skilling of Rural Youth in a PPP mode and assures placements in Organizations/Industries. Under DDU-GKY, a total of 10.29 lakh candidates have been trained and 6.30 lakh candidates have been placed so far. The DDU-GKY primarily targets skilling of Unemployed Rural Youth to improve their skills which thereby increase their employability. The employment is not generated in DDU-GKY but the candidates skilled under DDU-GKY are provided job opportunities through market force and or other interventions by Government. While every effort is made to ensure that all the trained candidates get jobs that match their aspirations and aptitude, a minimum placement of 70% of trained candidates is non-negotiable. As per the Guidelines and relevant notifications of DDU-GKY, the payments of Project Implementing Agencies are linked to the 70% placement of trained candidates.

Also, as per notification 20/2017 dated 3rd April 2017 PIAs are required to provide the placement tie ups in advance and one of the scoring for the selection of PIAs is based on these placement tie-ups. Apart from the mandatory placement at PIA level, DDU-GKY is in continuous process of sourcing employers from the market

and link them with skilled manpower. DDU-GKY is also exploring the opportunity to on board the empanelment of corporate houses, placement agencies and other relevant stakeholders for linking the skilled manpower to the job requirement in the market.

Apart from the above mentioned mandates, the following are other initiatives for ensuring placement to the trained candidates:

1. States/UTs are guided to conduct CXO Meets for involving the industries and PIAs for providing the opportunities to the DDU-GKY trained candidates
2. As Sector Skill Councils (SSCs) are bodies mandated to connect with Industry / Employer for generating employment opportunities, Rural Skills Division also associates with SSCs in various forums to seek support for placement opportunities for DDU-GKY trained candidates
3. Rural Skills Division has also planned to set up Placement Cell under NRETP to support the placements under DDU-GKY
4. DDU-GKY Guidelines also provide for organization of Job Melas by States/UTs thereby inviting employers for placing the skilled candidates.

(DoRD) O.M. No. H-11020/01/2020-GC(P) dated 23.03.2020

Recommendation (Serial No. 17, Para No. 17)

The Committee note with serious concern the lackadaisical approach towards the non holding of regular/mandatory meetings of DISHA Committees in various districts of the country. Such apathy shown towards a platform of utmost importance for overseeing the implementation of schemes in the country is not at all acceptable and the Committee deplores the approach of DoRD in this regard. The Committee chaired by Hon'ble Members of Parliament in each district to monitor, evaluate and to make suggestions about the betterment of each schemes being implemented in the district need to be held with utmost respect and sincerity. Non-appearance of officials of state departments, collectors and other nodal agencies marks disrespect towards the DISHA Committees. The, Committee, therefore, strongly recommends DoRD to rectify the erroneous approach immediately and go all out in ensuring that the DISHA Committee meetings are held regularly with all serious earnest.

Reply of the Government

DISHA Guidelines provides that meetings of District Level DISHA Committees should be held at least once in every quarter. The Ministry of Rural Development is vigorously pursuing with State Governments for holding DISHA meetings as

stipulated in the Guidelines. Special Secretary, Ministry of Rural Development vide his letter No. H-11013/02/2017 –DISHA dated 3rd March 2020 addressed to Chief Secretaries of States has brought to their Notice the provisions contained in DISHA Guidelines for convening of the meetings and requested them to ensure that DISHA meetings are held as per Guidelines.

Further, in order to address the issue related to conducting regular DISHA meetings in State, submission of proceeding of meetings and follow up action on the decision taken in the meeting, State Nodal Officers have been designated. Secretary, Rural Development, vide his letter No. Q-13016/01/2017-DISHA dated 21st October 2019, requested States to designate Principal Secretary/Secretary, Rural Development Department of the State as State Nodal Officer for DISHA related matters. Recognition system for better performing states has been instituted and three best performing States in conducting DISHA meetings i.e. Kerala (1st), Uttarakhand (2nd) and Mizoram(3rd) in the year 2018-19 have been felicitated for their performance in a award function held on 19.12.2019.

Furthermore, to make this committee more robust, result oriented 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 Districts of Tamil Nadu i.e. Erode, Tiruppur and Namakkal during 25-27 February, 2020. It is planned to fully implement it soon for the management of DISHA Meetings.

It is anticipated that these interventions, combined with consistent persuasions, will certainly help in sensitizing the District authorities to convene DISHA Committee meetings regularly.

(DoRD) O.M. No. H-11020/01/2020-GC(P) dated 23.03.2020

Recommendation (Serial No. 18, Para No. 18)

The Committee was enlightened during the examination that the SAGY villages adopted by the Hon'ble Members of Parliament which needed prioritization of schemes' implementation were not being given due recognition and the Members were left high and dry with their suggestions falling on deaf ears. The vision behind the evolution of SAGY villages was to create model villages by ensuring convergence and dovetailing of schemes and its proper implementation on priority basis. However, the seriousness required to achieve the motto is lacking as faced by the Members of Parliament. The Committee, therefore, recommends DoRD to

ensure that the SAGY villages are dealt with the vision envisaged under the scheme and are not left behind.

Reply of the Government

The following initiatives have been taken for better implementation of the Scheme:

- i. 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).
- ii. An orientation programme on SAGY for the newly elected Hon'ble MPs was organised on 3 December 2019.
- iii. The Programme Management Unit of SAGY is meeting personally with the Hon'ble MPs during their field visits to have first-hand feedback.
- iv. The States/UTs have been requested to organise State-level workshops on SAGY involving Hon'ble MPs, State Nodal Officers, District Officers and Charge Officers, PRI leaders and other stakeholders.
- v. 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.
- vi. The progress of the Scheme is reviewed at the level of Joint Secretary on a monthly basis with all States/UTs over Video Conference.
- vii. The Hon'ble Minister of Corporate Affairs has been requested to look into the possibility of according appropriate priority for SAGY under CSR.

(DoRD) O.M. No. H-11020/01/2020-GC(P) dated 23.03.2020

Recommendation (Serial No. 19, Para No. 19)

The Committee unanimously are of the view that the Member of Parliament of each district need to be kept in right loop and be informed duly at appropriate time regarding the inspection/ initiation of any scheme in the district. The Members' advice/ suggestions should be taken at opportune moment and all necessary information regarding the development in his/ her district be imparted to the Member in right earnest. The Committee, therefore, recommended the DoRD to review its approach towards dissemination of information to the Members and ensure slew of

measure so that the Members of Parliament are kept abreast of the development in their districts.

Reply of the Government

MGNREGA- MGNREGA has a dedicated website which disseminates all the relevant information relating to implementation of scheme upto the Gram Panchayat level. The website is being updated on real-time basis.

PMAY-G- The end to end execution of the scheme from the selection of beneficiaries, disbursement of assistance to beneficiaries, verification of progress in construction, release of funds etc. is conducted through workflow enabled transaction based MIS – AwaasSoft. The MIS is in public domain through which progress can be viewed on real time basis.

PMGSY-The PMGSY has an inbuilt mechanism for consultation with public representatives at various stages of implementation of the programme. Following are the main provisions in the PMGSY Guidelines for consultation with Members of Parliament: -

- i. The priorities of elected representatives including Members of Parliament and Members of Legislative Assemblies are expected to be duly taken into account and given full consideration while finalizing District Rural Roads Plan (DRRP) and Core Network (CN).
- ii. The Comprehensive New Connectivity Priority List (CNCPL) and Comprehensive Upgradation Priority List (CUPL) will be prepared after consultation with MPs and taking their suggestions.

In preparing Annual proposals for road works to be undertaken under PMGSY-III, role of Members of Parliament have been envisaged as follows:-

- CUPL should be sent to each MP with the request that their proposals on the selection of works out of the CUPL should be sent to the District Panchayat. It is suggested that at least 15 clear days may be given for the purpose.
- In order to ensure that the prioritization has some reference to the funding available, the size of proposals expected may also be indicated to the Members of Parliament while forwarding them the CUPL list. District / Block-wise allocation may be indicated to enable choice with the requisite geographical spread. It is expected that such proposals of Members of Parliament which adhere to the order of Priority would be invariably accepted subject to considerations of equitable allocation of funds.

- The proposals received from the Members of Parliament by the stipulated date should be given full consideration in the District Panchayat which should record the reason in each case of non-inclusion, and the Members of Parliament should be informed of the inclusion / non-inclusion of their proposals along with the reasons in each case in the event of non-inclusion. It would be preferable if the communication is issued from the Nodal Department at a senior level.

While Lok Sabha Members would be consulted in respect of their constituencies, Rajya Sabha Members will be consulted in respect of that District of the State they represent for which they been nominated as Co-Chairman of the District Vigilance & Monitoring Committee of the Ministry of Rural Development.

2. Further, with a view to ensure effective participation of Hon'ble Members of Parliament, the following stipulations have been made with regard to laying of foundations stone and inauguration of PMGSY works: -

- a. All elected representatives associated with the programme should be duly invited to the foundation laying and inauguration ceremonies;
- b. The function should be held in a manner befitting social functions with due regard to protocol requirements, particularly in relation to Hon'ble Union Ministers and Hon'ble Ministers from States; and
- c. The foundation stone for a PMGSY road should be laid and the road should also be inaugurated by the Hon'ble Member of Parliament (Lok Sabha) with the function presided over by the local Hon'ble Minister or other dignitary, as per the State Protocol.

3. Further, to promote transparency and effective monitoring, the Superintending Engineer concerned of the zone/region has been asked to request the concerned Member of Parliament and Zilla Panchayat Pramukh representing the zone/region, once in six months, to select any PMGSY project(s) for joint inspection.

DAY-NRLM- In view of the recommendations given by the Standing Committee, the RL-Division will be sharing district-wise information on Key Performance Indicators (KPIs) with

the Hon'ble Members of Parliament at the end of every quarter. The list of KPIs is furnished below: -

- No. of women mobilized into Self Help Groups (SHGs)
- No. of SHGs promoted
- No. of Village Organizations/Primary Level Federations promoted
- No. of Cluster Level Federations /Secondary Level Federations promoted
- Amount of Capitalization support provided to SHGs and its federations by the Mission
 - No. of SHGs accessed bank credit
 - Amount of Bank credit accessed by SHGs.

It is envisaged that this information will facilitate the Hon'ble MPs in (i) conducting reviews/inspection, (ii) providing feedback to the State Rural Livelihoods/National Rural Livelihoods Mission; and (iii) improving the quality of Mission implementation. In addition, the RL-Division will also share copies of approved guidelines to keep the Hon'ble MPs apprised of latest developments.

DDU-GKY- A communication will be issued to each State/UT advising them to intimate the Hon'ble Member of Parliament of each district about the various activities being undertaken in DDU-GKY / RSETI in their respective districts on a regular basis and also seek advice/suggestions from them to bring about positive changes in the scheme and its impact.

States/UTs will also be advised to keep district wise tracker of activities for prompt updates to the respected Members of Parliament.

NSAP- Under NSAP, funds are released to States/UTs governments. Identification of beneficiaries, sanction and disbursement of benefit under the scheme is made by the States/UTs. The district-wise specific activities are not monitored and maintained by the Ministry.

SPMRM- Development of 'Rurban Clusters' involves identification and formulation of desired interventions based on local needs identified during stakeholder consultations including Gram Sabha, finalization of projects by the District Level Committees which has officers of concerned line departments, Block Development Officer, Sarpanches and representatives of the concerned Panchayati Raj Institutions. Thus, peoples' participation is ensured by involvement of public representatives in the process of selection of proposed interventions

in a Rurban cluster. Further, State Government are ensuring the participation of local elected representatives comprising Members of Parliament (MPs), Member of Legislature Assemblies (MLAs) etc. whenever Rurban projects are inaugurated/launched.

DISHA-Hon'ble Members of Parliament representing the District are nominated as Chairperson/Co-Chairperson of DISHA Committee of the District and they preside over the DISHA Committees meetings held to review the implementation of various programmes in the District.

(DoRD) O.M. No. H-11020/01/2020-GC(P) dated 23.03.2020

CHAPTER III

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

NIL

Department of Rural Development O.M. No. H-11020/01/2020-GC(P) dated
23.03.2020

CHAPTER IV

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

Recommendation (Serial No. 3, Para No. 3)

One of the most important issue regarding MGNREGA that has remained unresolved is the disparity in the wages guaranteed under MGNREGA and the minimum wages fixed by the State. The Committee noted with utmost concern that the wage rate under MGNREGA is much less as compared to the corresponding minimum wage rate in the States which is a cause of huge resentment amidst the disgruntled beneficiaries under MGNREGA. It was strongly felt by the Committee that increase in wages under MGNREGA is the need of the hour and an extremely justified requirement as the cost of basic amenities required for sustenance of an individual keeps on rising while the wage in comparison is very meagre. Moreover, the difference in wage also discourages the unskilled labours to opt for works under MGNREGA. Moreover, areas such as hilly terrains, having unique geographical challenges, need to be taken into consideration for fixing wages specific to that locale. Therefore, the Committee is of the view that the wages under MGNREGA may be linked to such index which is more realistic and pragmatic enough to take into account the rising inflation/hilly areas work and reasonable hike of wage may be made accordingly taking all parameters under consideration. Hence, the Committee strongly implore upon the DoRD to take this matter in right earnest and consider the hike in wages under MGNREGA promptly.

REPLY OF THE GOVERNMENT

Wage rate provisions under Mahatma Gandhi NREGA, 2005 are notified and revised annually as per Section 6 of Mahatma Gandhi NREGA Act, 2005. The Act provides that

1. Notwithstanding anything contained in the Minimum Wages Act, 1948 (11 of 1948), the Central Government may, by notification, specify the wage rate for the purposes of this Act:
2. Provided that different rates of wages may be specified for different areas:

Provided further that the wage rate specified from time to time under any such notification shall not be at a rate less than sixty rupees per day.\

(2) Until such time as a wage rate is fixed by the Central Government in respect of any area in a State, the minimum wage fixed by the State Government under section 3 of the Minimum Wages Act, 1948 (11 of 1948) for agricultural labourers, shall be considered as the wage rate applicable to that area. Thus, the Mahatma Gandhi NREGA provides for notification of wage rates which could be different from Minimum Wages for Agricultural Labour.

The State Government shall link the wages, without any gender bias, with the quantity of work done and it shall be paid according to the rural Schedule of Rates (SoR) (Schedule-I, para 17).

Wage rate under Mahatma Gandhi NREGA has already been linked with Consumer Price Index- Agricultural Labour (CPI-AL) and the wage rate for States/ UTs is revised annually based on this index.”

(DoRD) O.M. No. H-11020/01/2020-GC(P) dated 23.03.2020

Comments of the Committee

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

Recommendation (Serial No. 6, Para No. 6)

Section 7(1), Mahatma Gandhi NREGA: “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.

The daily unemployment allowance will be at a rate not less than one fourth of the wage rate for the first thirty days during the financial year and not less than one half of the wage rate for the remaining period of the financial year. The Committee were also enlightened about the role of State Government to specify the rate of unemployment allowance payable, framing of rules governing the procedure for payment of unemployment allowance and making necessary budgetary provision for payment of unemployment allowance. However, the Committee found that at several places the demand for work is not met in the stipulated time-frame and such cases warrant the usage of this specific provision. The role of States is extremely important in the implementation of this provision, hence the Committee strongly recommend the DoRD to issue strict guidelines to the States and have mandatory monitoring over the actual enforcement of their provision at ground level.

REPLY OF THE GOVERNMENT

Though the payment of unemployment allowance is the responsibility of the concerned State/ UT, this is being accorded priority by the Department of Rural Development and being monitored on regular basis through review meetings, video conferences, Mid Term Review, Labour Budget meeting, Empowered Committee meetings etc.

An advisory has been issued to all States for strict compliance of the provisions of the Act with respect to unemployment allowance and guidelines thereon. The States have also been advised to deal with any complaint on non-release of unemployment allowance on priority basis.

(DoRD) O.M. No. H-11020/01/2020-GC(P) dated 23.03.2020

Comments of the Committee

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

Recommendation (Serial No. 8, Para No. 8)

While undergoing the analysis of works that can be taken under MGNREGA, the Committee are of the view that there was ample scope to enhance the ambit of the work to be done under the scheme. The Committee utilizing its in-depth experience of ground reality, were of the uniform view that works pertaining to agriculture, fencing of farms, sanitation and other contemporarily relevant nature may also be included in the list of sanctioned works under MGNREGA. Such works will not only help in the creation of more assets but will also rope in more beneficiaries who require such jobs. Thus, the Committee recommend DoRD to review the sanctioned list of works to be done under MGNREGA and widen its ambit by including newer areas of work.

REPLY OF THE GOVERNMENT

- i. "There are 261 works that are permissible under Mahatma Gandhi NREGA, out of which 164 works related to Agriculture and allied activities and 26 works are related to sanitation like composting structure, soak pit, stabilization pond, grey water drains, IHHL, solid and liquid waste management etc.
- ii. Mahatma Gandhi NREGS already lays emphasis that 60% of works at the districts level in terms of cost shall be for the creation of productive assets directly linked to Agriculture and Allied activities which include works related to water security like the construction of farm ponds, wells, earthen check dams, field channels, and other water harvesting structures.
- iii. The implementation of Mahatma Gandhi NREGA Scheme is reviewed on a regular basis and based on the inputs received from the stakeholders, the Ministry considers amending the list of permissible works in the Schedule (I) of the Act, which fulfil the following core objectives of the Scheme as per Schedule I, Para (3)
 - a. Providing not less than one hundred days of unskilled manual work as a guaranteed employment in financial year to every household in rural areas as per demand, resulting in creation of productive assets of prescribed quality and durability;
 - b. Strengthening the livelihood resource base of the poor
 - c. Proactively ensuring social inclusion; and
 - d. Strengthening Panchayat Raj Institutions

Recently, the rooftop rainwater harvesting structures on Government/Panchayat building has been added as a permissible work under Mahatma Gandhi NREGA.

(DoRD) O.M. No. H-11020/01/2020-GC(P) dated 23.03.2020

Comments of the Committee

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

Recommendation (Serial No. 11, Para No. 11)

The Vision "Housing for All" by 2022 is a noble and welfare measure aimed at providing houses to the homeless rural population. However, the Committee were extremely anguished to note that still there are areas of the country wherein the sanctioned beneficiaries' houses are incomplete/yet to start. This is a major obstacle in the achievement of a great vision as there is dearth of time for the actual realization of the target. While moving forward with the construction of new houses, there is also need to complete the houses left behind in right earnest. Thus, the Committee were of strong view that the target of PMAY-G needs to be completed on war footing and DoRD is recommended to leave no stone unturned in the completion of houses targeted under PMAY-G while also ensuring the completion of pending houses.

Reply of the Government

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

Year	PMAY-G Target	PMAY-G houses constructed as on 16.3.2020#
2016-17	42,77,969	2,116
2017-18	32,01,217	38,16,116
2018-19	25,20,814	44,72,517
2019-20	59,90,000	16,15,684
Total	1,59,90,000	99,06,433

#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.

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

- ix. Regular Video Conference (VC) meeting with States / UTs at the level of Secretary / Special Secretary to review the progress and address the issues cropping up during implementation

- x. Regular VC by Ministry's technical team with the technical team of States/UTs
- xi. States/UTs to prepare and the strategy for completion of houses and regular follow-up on the same
- xii. District-wise review in the States with larger targets
- xiii. Visits to the States by Rural Housing teams to understand and address issues at the ground level
- xiv. Release of funds to the States/UTs as per their demand
- xv. State-wise analysis of delayed houses and regular follow-up
- xvi. Awards to the best performing States/UTs, Districts based on performance index dashboard, thereby creating healthy competition and motivation among the States/ UTs for achieving the set targets.

(DoRD) O.M. No. H-11020/01/2020-GC(P) dated 23.03.2020

Comments of the Committee

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

Recommendation (Serial No. 13, Para No. 13)

Providing Houses alone is not the real motive behind the vision of PMAY-G. The idea of providing houses for homeless beneficiaries is defeated if the quality of house do not meet the standard requisite norms and the houses built under the scheme get damaged in short time due to poor quality of construction material in use. It needs to be ensured that the quality of house built under PMAY-G is durable and have sustainability. The Committee are of strong opinion that the scheme should focus equally on quantitative and qualitative aspect of the houses built under PMAY-G and also feel that there should be a provision of quality control labs which checks the quality of the construction periodically and ensure the usage of quality raw materials. Therefore, the Committee strongly recommends DoRD to maintain the quality of the houses built under PMAY-G and also explore the feasibility of opening quality control labs in each district.

REPLY OF THE GOVERNMENT

As per the Framework for Implementation (FFI) of Pradhan Mantri Awaas Yojana- Gramin (PMAY-G), the house shall be constructed by the beneficiary himself/herself under PMAY-G or shall get the house constructed under his/her supervision. However, to ensure the quality of houses built under PMAY-G, the Ministry has launched the Rural Mason Training in partnership with the Construction Skill Development Council of India and National Skill Development Corporation.

Other steps taken by the Ministry to ensure the quality of houses built under PMAY-G are as below:

- i. The States / UTs are advised to engage Technical Expert in the field of house construction, including alternate technologies, in the Programme Management

Units (PMUs) at the State and District level who are also supposed to monitor the quality of houses constructed.\

- ii. For scheme implementation and quality supervision at different levels, the Framework for Implementation of PMAY-G has provisions for inspection of, as far as possible, 10% houses by Block level officers, 2% by District level officers during construction.
- iii. Geo-tagged photographs of PMAY-G houses at different stages of constructions are uploaded on the MIS Aawaasoft. The Ministry has developed a “House Quality Review application” in AwaasSoft to review the quality of houses constructed using geo-tagged photographs captured on MIS.
- iv. Ministry, in collaboration with Indian Institute of Technology, Delhi (IIT-D), United Nations Development Programme (UNDP) and Council of Scientific and Industrial Research-Central Building Research Institute (CSIR-CBRI), Roorkee had undertaken state-specific studies in 18 States for the development of house design typologies appropriate to local geo-climatic conditions with disaster-resilient features. The Ministry has published a compendium of these region-specific house design Typologies, namely ‘PAHAL’, which has been circulated to States / UTs

At present, there is no proposal in the Ministry for opening quality control labs in each district.

(DoRD) O.M. No. H-11020/01/2020-GC(P) dated 23.03.2020

Comments of the Committee

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

Recommendation (Serial No. 14, Para No. 14)

The Committee during the course of examination felt that the unit assistance provided under PMAY-G is not commensurate with the rising inflationary cost of the construction/material and other aspects of houses building. The unit assistance of 1.2 lakh in plain areas and 1.3 lakh in hilly areas need to be reviewed and recalibrated taking into account all the relevant escalating cost issues. In this aspect, the Committee recommend DoRD to review the unit assistance under PMAY-G and increase it accordingly in a pragmatic manner.

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) 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 through convergence with Swachh Bharat Mission – Gramin (SBM-G), MGNREGS or any other dedicated source of funding. At present, there is no

proposal under consideration of the Ministry for enhancing the unit assistance under PMAY-G.

(DoRD) O.M. No. H-11020/01/2020-GC(P) dated 23.03.2020

Comments of the Committee

(Please see Paragraph No. 29 of Chapter I of the Report)

CHAPTER V**RECOMMENDATIONS IN RESPECT OF WHICH FINAL REPLIES OF
THE GOVERNMENT ARE STILL AWAITED****Recommendation (Serial No. 12, Para No. 12)**

Taking cognizance of the issue of still remaining leftover beneficiaries from the universe of PMAY-G, the Committee were perturbed to note this slackness in the approach of the DoRD. This has been a contentious issue riddling the scheme for a long period of time and has still not reached a conclusion. The matter not only needs to be dealt with expeditiously but with all caution to ensure that no genuine homeless rural person is left from the list of bonafide beneficiary. Therefore, the Committee vehemently urges upon DoRD to expedite its approach and ensure such remedial measure for the speedy inclusion of leftover beneficiaries from PMAY-G.

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 SECC 2011 data, an exercise was conducted across the country for identifying such households and capturing their details through the mobile application "Awaas+". A total of 3.67 crore households have been uploaded by the States / UTs on Awaas+ from across the country. The Ministry has constituted an Expert Committee for analysis of "Awaas+" data. The committee has submitted its report. The report is submitted before the Competent Authority for decision on recommendations of the Committee.

(DoRD) O.M. No. H-11020/01/2020-GC(P) dated 23.03.2020

Comments of the Committee

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

Recommendation (Serial No. 16, Para No. 16)

While having in-depth analysis of National Social Assistance Programme, the Committee found that the assistance amount under the different components of the scheme such as Indira Gandhi National Old Age Pension Scheme, Rs.200/- p.m. in the age group of 60-79 years and Rs.500/- p.m. to the persons of 80 years and above, Indira Gandhi National Widow Pension Scheme wherein Rs.300/- p.m. is

provided to widows in the age group of 40-79 and similar lesser figure in other components of NSAP too, was very less in today's life and require urgent upward revision. The Committee, therefore, implores upon DoRD to take a rational view and review the assistance amount of each component under NSAP for its due upward revision.

Reply of the Government

The revamping of NSAP schemes including revision of rate and eligibility criteria for identification of beneficiaries is already under examination in the Ministry. In this context, an evaluation study of NSAP is being conducted by third party. The decision on revamping of NSAP schemes, including revision of rate and eligibility criteria for identification of beneficiaries, is contingent on the outcomes of report and consultation with States/UTs.

(DoRD) O.M. No. H-11020/01/2020-GC(P) dated 23.03.2020

Comments of the Committee

(Please see Paragraph No. 32 of Chapter I of the Report)

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

2. Shri Rajveer Diler
3. Shri Sukhbir Singh Jaunapuria
4. Prof. Rita Bahuguna Joshi
5. Shri Narendra Kumar
6. Shri B. Y. Raghavendra
7. 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

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

XXX 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 (2019-20) XXX XXX in respect of (i) Department of Rural Development (ii) XXX 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.

- 3. XXX XXX XXX
- 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 FIRST REPORT (17TH LOK SABHA) OF THE STANDING COMMITTEE ON RURAL DEVELOPMENT

I.	Total number of recommendations:	19
II.	Recommendations that have been accepted by the Government :	
	Serial Nos. 1, 2, 4, 5, 7, 9, 10, 15, 17, 18 and 19	
	Total:	11
	Percentage:	58%
III.	Recommendations which the Committee do not desire to pursue in view of the Government's replies : Serial Nos. NIL	
	Total:	00
	Percentage:	00
IV.	Recommendations in respect of which replies of the Government have not been accepted by the Committee : Serial No. 3, 6, 8, 11, 13, 14	
	Total:	06
	Percentage:	31.5%
V.	Recommendations in respect of which final replies of the Government are still awaited : Serial Nos. 12 and 16	
	Total:	02
	Percentage:	10.5 %