

MINISTRY OF FINANCE

(DEPARTMENT OF ECONOMIC AFFAIRS)

RATIONALIZATION OF DEMANDS FOR GRANTS

[Action taken by the Government on the recommendations contained in the 12th Report (Sixteenth Lok Sabha) of the Committee on Estimates]

**COMMITTEE ON ESTIMATES
(2020-21)**

TENTH REPORT

(SEVENTEENTH LOK SABHA)



**LOK SABHA SECRETARIAT
NEW DELHI**

TENTH REPORT
COMMITTEE ON ESTIMATES
(2020-21)
(SEVENTEENTH LOK SABHA)

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(DEPARTMENT OF ECONOMIC AFFAIRS)

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(Presented to Lok Sabha on 24.03.2021)



LOK SABHA SECRETARIAT
NEW DELHI

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COMPOSITION OF THE COMMITTEE ON ESTIMATES (2020-2021)

Shri Girish Bhalchandra Bapat - **Chairperson**

Members

2. Shri Kunwar Danish Ali
3. Shri Kalyan Banerjee
4. Shri Pradan Baruah
5. Shri Sudharshan Bhagat
6. Shri Ajay Bhatt
7. Shri P.P. Chaudhary
- *8. Vacant
9. Shri Nihal Chand Chauhan
10. Shri Parvatagouda Chandanagouda Gaddigoudar
11. Dr. Sanjay Jaiswal
12. Shri Dharmendra Kumar Kashyap
13. Shri Srinivas Kesineni
14. Shri Mohanbhai Kalyanji Kundariya
15. Thiru Dayanidhi Maran
16. Shri K. Muraleedharan
17. Shri S.S. Palanimanickam
18. Shri Kamlesh Paswan
19. Dr. K.C. Patel
20. Shri Pinaki Misra
21. Col. Rajyavardhan Singh Rathore
22. Shri Vinayak Bhaurao Raut
23. Shri Ashok Kumar Rawat
24. Shri Magunta Srinivasulu Reddy
25. Shri Rajiv Pratap Rudy
26. Shri Francisco Cosme Sardinha
27. Shri Jugal Kishore Sharma
28. Shri Prathap Simha
29. Smt. Sangeeta Kumari Singh Deo
30. Shri Parvesh Sahib Singh

*Consequent upon the sad demise of Shri Nand Kumar Singh Chauhan, MP on 02 March, 2021 *vide* Bulletin Part- II Para no. 2269 dated 04 March, 2021.

SECRETARIAT

- 1. Smt. B. Visala - Director
- 2. Shri R. S. Negi - Deputy Secretary

INTRODUCTION

I, The Chairperson of the Committee on Estimates (2020-21), having been authorized by the Committee to submit the Report on their behalf, do present this Tenth Report of Estimates Committee (Seventeenth Lok Sabha) on the subject 'Rationalisation of Demands for Grants' pertaining to the Ministry of Finance (Department of Economic Affairs).

2. The Twelfth Report (16th Lok Sabha) of the Committee on Estimates was presented to Hon'ble Speaker, Lok Sabha on 28 January, 2016 and Lok Sabha on 24 February, 2016. Action Taken Notes on the Observations/Recommendations were received from the Ministry of Finance (Department of Economic Affairs) on 19 September, 2020. The draft Report was considered and adopted by the Committee (2020-2021) at their sitting held on 22nd March, 2021.

3. An analysis of the action taken by the Government on the Observations/Recommendations contained in the Twelfth Report of the Committee is given in Appendix-I.

New Delhi;
22 March, 2021
1 Chaitra, 1942 (Saka)

GIRISH BHALCHANDRA BAPAT
CHAIRPERSON,
COMMITTEE ON ESTIMATES

REPORT

CHAPTER- I

This Report of the Committee deals with the action taken by the Government on the recommendations contained in the 12th Report of the Committee on Estimates (16th Lok Sabha) on the subject 'Rationalisation of Demands for Grants pertaining to the Ministry of Finance (Department of Economic Affairs)

1.2 The Committee 12th Report was presented to Speaker Lok Sabha on 28 January, 2016 and Lok Sabha on 24 February, 2016. It contained 6 observations/Recommendations. Action Taken Notes in respect of all the Observations/Recommendations were received from the Department of Economic Affairs on 19 September, 2020.

1.3 Replies to the Observations/Recommendations contained in the Report have broadly been categorized as under:

- | | | |
|-------|---|---------------------------|
| (i) | Observations/Recommendations which have been accepted by the Government | |
| | 1,2,3,4,5 and 6 | Total = 6
(Chapter II) |
| (ii) | Observations/Recommendations which the Committee do not desire to pursue | |
| | N I L | (Chapter III) |
| (iii) | Observations/Recommendations in respect of which the Government's replies have not been accepted by the Committee | |
| | N I L | (Chapter IV) |
| (iv) | Observations/Recommendations in respect of which final replies of the Government are still awaited | |
| | N I L | (Chapter V) |

1.4 The Committee desire that response to comments contained in Chapter I of this Report should be furnished expeditiously.

1.5 The Committee will now deal with the action taken by the Government on some of the recommendations in the succeeding paragraphs.

Observations/Recommendations (Sl. No.1)

1.6 One of the principal functions of the Estimates Committee is to suggest the form in which the estimates shall be presented to Parliament. The Committee in their Twenty-Fourth Report, 5th Lok Sabha, had made certain recommendation of far reaching import on the form and contents of the Demands for Grants which were accepted by the Government. The Ministry of Finance, Department of Economic Affairs vide their letter dated 21 December, 2015 sought the approval of the Committee to reduce the number of DFGs which are extantly 109. In their submission before the Committee, the Ministry stated that the merger of some of DFGs would reduce the total number of DFGs, bring greater budgetary coherence, remove departmental overlaps and duplication in their functioning, avoid too thin spread of resources and provide greater flexibility in re-appropriation of allocation within the DFG, present a more holistic budgetary picture to Parliament and help overcome the difficulties encountered in monitoring the implementation of various programmes by the Ministries concerned.

1.7 The Ministry of Finance (Department of Economic Affairs) in their action taken reply has stated that the observation of the Committee on Estimates has been noted.

They further stated that the objective for rationalization of number of Demands for Grants is to facilitate the administrative Ministries/Departments to utilize the Government resources in a focussed manner and also towards avoiding increase in Appropriations due to technical reasons and surrendering them at the close of the financial year. The appropriations obtained through combined demands for grants help, in many cases, utilisation of resources in allocation or re-allocations among various services within the delegated powers.

1.8 The Committee are glad to note that the objective for rationalization of number of Demands for Grants is to facilitate the administrative Ministries/Departments to utilize the Government resources in a focussed manner and also towards avoiding increase in Appropriations due to technical reasons and surrendering them at the close of the financial year. However, during the course of examination of another subject viz."Recent budgetary reforms for better financial Management of Government expenditure' the Ministry furnished the details of Demands/Appropriations where surrender/saving occurred in 2017-2020 which are in Committee's view still very. The Committee, therefore, recommend to review and strengthen the planning of proposals for Budget Estimates by various Ministries/Departments so that the trend of surrendering/appropriations may be checked and real time Budget Estimates are prepared to meet the objective for rationalization of number of Demands for Grants and presented to Parliament.

Observation/Recommendation (Sl. No. 6)

1.9 The Committee in their 1st report (16th LS) on the subject 'Occurrence of High Arsenic Content in Ground Water' pertaining to Ministry of Water Resources, River Development and Ganga Rejuvenation (M/o WR, RD & GR), in view of the absence of separate budgetary allocation for Arsenic related issues or for that matter for any water quality issues, had strongly recommended that there should be a separate budgetary head of expenditure for water quality with a subhead for Arsenic contamination in order to adequately meet the fund requirements. Taking note of no specific budget allocation for arsenic related diseases by the Ministry of Health and Family Welfare (M/o H & FW), the Committee had also recommended that there should be a separate budgetary head for the proposed National Programme for Ground Water related Health Problems with sufficient funding. Regrettably, the M/o WR, RD & GR have not accepted the recommendation on the ground that it would require changes in the extant National Rural Drinking Water Programme (NRDWP) guidelines. When the attention of the Secretary, Department of Economic Affairs was drawn to such a vital matter, he

assured the Committee that the position would be enquired from the concerned Ministries. The Committee, therefore reiterate that the Ministry of Finance in consultation with the M/o WR, RD & GR and M/o H & FW should revisit the issue and implement the Committees' recommendation for separate budgetary head for arsenic related water issues and apprise the Committee in due course.

The Ministry of Finance (Department of Economic Affairs) in their action taken reply has stated that the observation of the Committee on Estimates has been noted.

They further added that the recommendation of the Committee for opening a budget head for arsenic related water issues has been taken up with Ministry of Jal Shakti, Department of Water Resources, River Development and Ganga Rejuvenation and the matter is being actively pursued with them. Now, Ministry of Jal Shakti, Department of Drinking Water & Sanitation vide their OM No. G-11011/2/2020-JJM.I-DDWS dated 17th September, 2020 has intimated their inputs as under: -

'That the Government of India has launched *Jal Jeevan Mission (JJM) 'Har Ghar Jal'* in August, 2019 which aims at universal coverage for providing drinking water of prescribed quality to every household, including Water Quality affected areas/habitations, by 2024 with an estimated outlay of Rs. 3.60 lakh crore. The earlier four-year programme National Water Quality Sub-Mission (NWQSM) to provide safe drinking water to 13,819 Arsenic-affected and 13,725 Fluoride-affected rural habitations in the country has also now been subsumed under *Jal Jeevan Mission (JJM) 'Har Ghar Jal'*. Under the Scheme 'JJM', provisions have been made to ensure that the water-quality provided to the inhabitants residing in areas is free of chemical contaminants including arsenic. Funds have also been provided to States to ensure up gradation and maintenance of drinking water quality as well cover the Arsenic and Fluoride affected habitations on priority'.

The Ministry has intimated that with the launch of Jal Jeevan Mission, sufficient provision of funds have been made available to States/UTs for addressing the water quality problem including arsenic. As such, it has been intimated that there is no

requirement of a separate budget head for dealing with Arsenic related problem in so far as drinking water supply in rural areas is concerned.

The Committee appreciate that the Ministry of Finance (Department of Economic Affairs) has taken the issue of opening of a budget head for arsenic related water issues with the Ministry of Jal Shakti and is happy to note that they have made provisions to ensure the water-quality is provided to the inhabitants residing in areas is free of chemical contaminants including arsenic. The Committee, however, desires the Department of Economic Affairs while allocations of Budget Estimates under Jal Jeevan Mission (JJM) to ensure that 13,819 Arsenic-affected and 13,725 Fluoride-affected rural habitations in the country are provided safe drinking water expeditiously in a time bound manner.

CHAPTER-II

Observations/Recommendations which have been accepted by the Government

Observation/Recommendation (Sl. No.1)

One of the principal functions of the Estimates Committee is to suggest the form in which the estimates shall be presented to Parliament. The Committee in their Twenty-Fourth Report, 5th Lok Sabha, had made certain recommendation of far reaching import on the form and contents of the Demands for Grants which were accepted by the Government. The Ministry of Finance, Department of Economic Affairs vide their letter dated 21 December, 2015 sought the approval of the Committee to reduce the number of DFGs which are extantly 109. In their submission before the Committee, the Ministry stated that the merger of some of DFGs would reduce the total number of DFGs, bring greater budgetary coherence, remove departmental overlaps and duplication in their functioning, avoid too thin spread of resources and provide greater flexibility in re-appropriation of allocation within the DFG, present a more holistic budgetary picture to Parliament and help overcome the difficulties encountered in monitoring the implementation of various programmes by the Ministries concerned.

Reply of the Government

This observation of the Committee on Estimates has been noted.

The objective for rationalization of number of Demands for Grants is to facilitate the administrative Ministries/Departments to utilize the Government resources in a focussed manner and also towards avoiding increase in Appropriations due to technical reasons and surrendering them at the close of the financial year. The appropriations obtained through combined demands for grants help, in many cases, utilisation of resources in allocation or re-allocations among various services within the delegated powers.

Comments of the Committee

(Please see Para No. 1.8 of Chapter-I)

Observation/Recommendation (Sl. No.2)

Notably, the Ministry of Finance, Department of Economic Affairs, sought the approval of the Committee to merge DFG No. 56 (other expenditure of MHA) with DFG No. 53, DFG Nos. 105 (Public Works) and 106 (Stationery and Printing) with DFG No. 104 (Department of Urban Development); DFG No. 50 (Department of AIDS Control) with DFG No. 48 (Department of Health and Family Welfare); DFG No. 05 (Nuclear

Power Scheme) with DFG No. 04 (Atomic Energy); DFG No.38 (Loan to Government Servants) with DFG No. 34 (Department of Economic Affairs); Merger of DFG Nos. 23 (Army), 24 (Navy) and 25 (Air Force) into one single consolidated DFG under the nomenclature Defence Services (Revenue) and merger of DFG No. 26 (Defence Ordnance Factories) and DFG No. 27 (Defence Service, Research and Development) in the revised DFG—Ministry of Defence (Miscellaneous); and merger of DFG No. 70 (Ministry of Overseas Indian Affairs with DFG No. 33 (Ministry of External Affairs). The Ministry of Finance also sought approval for slight amendment in the nomenclature of DFG No. 37 from "Transfer to State and Union Territory Governments" to "Transfer to States" and in the Demand No. 57 "Transfer to Union Territory Governments" to "Transfer to Union Territory with Legislature". The representatives adduced the grounds for affecting the proposed rationalization. Responding to the concern of the Committee that the proposed merger of the Demands for Grants may, while granting greater flexibility to the Ministries concerned, dilute or affect the financial control and oversight by the Parliament which cannot be sacrificed or abdicated on the ground of administrative flexibility. The Committee also raised concern about the apprehended de-departmentalization of the "Printing and Stationery Organization" of the Ministry of Urban Development and the unrest among the workers. The representative of the Ministry of Finance testified before the Committee that there was "no such proposal now with the Government" and assured that any such move would be 'always subject to parliamentary oversight'. The representative also clarified that merger of the proposed DFGs was mostly salary related revenue expenditure and explained the benefits that would accrue. He further deposed that the proposals also had the approval of the Minister(s) in charge but submitted that they would be guided by the decision of the Committee. Having regard to the multiple advantages like removal of departmental overlaps and duplication of works, greater operational flexibility in re-appropriation within a DFG, better allocation of resources and holistic budgetary picture, the Committee approve of the proposed merger and rationalization subject to the condition that merger of the DFGs does not in any way whittle down Parliamentary scrutiny or erode financial control by Parliament. The Committee would however like to be apprised in due course of the impact of the merger and rationalization on excess expenditure, surrender of unspent provisions and major re-appropriations.

Reply of the Government

The approval of the Committee on Estimates for merger and rationalisation of Demands for Grants has been noted.

With the merger and rationalisation of Demands for Grants, it may be submitted that there is no change in the procedure for Parliamentary oversight. The procedure for (i) examination of the Detailed Demands for Grants by Parliamentary Committees (ii)

discussion, consideration and voting on Demands for Grants and (iii) approval of Appropriation Bills of the Union Government would continue to be followed.

While the merger of demands for grants and rationalisation has provided greater flexibility to the Ministries/Departments in managing their budget allocations, the process of reducing the number of demands for grants has facilitated timely finalisation of Union Government Finance/ Appropriation Accounts for the year 2016-2017, which was presented to Parliament on 19.12.2017.

Observation/Recommendation (Sl. No.3)

The Committee note that the Ministry of Finance (Department of Economic Affairs) in their background note submitted to the Committee sought the Committees' approval not only for the merger of the Demands indicated but also to merge some of the Demands for Grants on the same rationale in future too. The Committee take a session note of the request made by the Ministry for blanket approval for future merger of the demands on the same rationale. Since such a proposal is fraught with the serious implications of affecting financial control of Parliament, the Committee outright reject such a proposal. They, therefore, reiterate that as, the extant practice, the Ministry of Finance should obtain the Committee's prior approval in future as well in case of any proposed change in the form in which Demands for Grants are to be presented to Parliament.

Reply of the Government

The observation of the Committee on Estimates has been noted for compliance with regard to the requirement of the Committee's prior approval for merger of Demands as well as for any proposed change in the form in which Demand for Grants are to be presented to Parliament in future.

Observation/Recommendation (Sl. No.4)

The Committee would also like to caution that the rationalisation of Demands should not be initiated as a precursor to making fundamental changes such as outsourcing the services, retrenchment of the existing labour force and to monetise the land as is being apprehended in respect of the merger of Demand No. 106 (Stationery and Printing) with Demand No. 104 (Department of Urban Development). The Committee however note the assurance of the Ministry of Finance that any such move in future, if any, will be subject to Parliamentary oversight.

Reply of the Government

The observation of the Committee on Estimates has been noted.

It may be submitted that Government has no objectives such as outsourcing the services, retrenchment of the existing labour force and monetising the land on merger of Demands for 'Stationery and Printing' and 'Department of Urban Development'.

Observation/Recommendation (Sl. No.5)

The Committee note that apart from undertaking rationalisation of the Demands for Grants, the Ministry of Finance (Department of Economic Affairs), proposes to carry out an exercise in the Budget (2016-17) to rationalise Plan and Non-Plan schemes of all Ministries and Departments to avoid duplication of resource application and to avoid too thin spread of resources. Such an exercise, from the view point of continuity and depiction of the historical data of Actual (2014-15), BE (2015-16), and RE (2015-16), the old schematic structure has to be retained in the Expenditure Budget Volume II. This, the Ministry stated, would result in Expenditure Budget document becoming too voluminous and therefore sought the concurrence of the Committee to print Expenditure Budget Volume-II in two parts: Part A for Demand Nos. 1—50 and Part B for Demand Nos. 51 to the last Demand. The Committee do not have any objection to the said proposal. The Committee would also like to know the rationale for continuing with the old classification of Plan and Non-plan schemes/expenditure after the formation of NITI Aayog and also the justification of the word 'Aayog' with NITI, which is the National Institution for Transformation of India.

Reply of the Government

The observations/recommendation of the Committee on Estimates has been noted.

It may be submitted that the Plan and Non Plan Classification in budget and accounts was done away from Budget for 2017-2018. This Ministry apprised the Committee on Estimates on the subject and the Report No.21 of Committee on Estimates (2016-2017) (16th Lok Sabha) on Structural Changes in Union Budget refers in this regard. After merger of Plan and Non Plan classification in budget and accounts from 2017-2018, General Financial Rules, 2005 have been comprehensively reviewed with the aim of promoting simplicity and transparency in the Government financial system and procedures. The revised General Financial Rules viz. General Financial Rules, 2017 have been published on 11.2.2017.

Observation/Recommendation (Sl. No.6)

The Committee in their 1st report (16th LS) on the subject 'Occurrence of High Arsenic Content in Ground Water' pertaining to Ministry of Water Resources, River Development and Ganga Rejuvenation (M/o WR, RD & GR), in view of the absence of

separate budgetary allocation for Arsenic related issues or for that matter for any water quality issues, had strongly recommended that there should be a separate budgetary head of expenditure for water quality with a subhead for Arsenic contamination in order to adequately meet the fund requirements. Taking note of no specific budget allocation for arsenic related diseases by the Ministry of Health and Family Welfare (M/o H & FW), the Committee had also recommended that there should be a separate budgetary head for the proposed National Programme for Ground Water related Health Problems with sufficient funding. Regrettably, the M/o WR, RD & GR have not accepted the recommendation on the ground that it would require changes in the extant National Rural Drinking Water Programme (NRDWP) guidelines. When the attention of the Secretary, Department of Economic Affairs was drawn to such a vital matter, he assured the Committee that the position would be enquired from the concerned Ministries. The Committee, therefore reiterate that the Ministry of Finance in consultation with the M/o WR, RD & GR and M/o H & FW should revisit the issue and implement the Committees' recommendation for separate budgetary head for arsenic related water issues and apprise the Committee in due course.

Reply of the Government

The observation of the Committee on Estimates has been noted.

The recommendation of the Committee for opening a budget head for arsenic related water issues has been taken up with Ministry of Jal Shakti, Department of Water Resources, River Development and Ganga Rejuvenation and the matter is being actively pursued with them. Now, Ministry of Jal Shakti, Department of Drinking Water & Sanitation vide their OM No. G-11011/2/2020-JJM.I-DDWS dated 17th September, 2020 has intimated their inputs as under: -

'That the Government of India has launched *Jal Jeevan Mission (JJM) 'Har Ghar Jal'* in August, 2019 which aims at universal coverage for providing drinking water of prescribed quality to every household, including Water Quality affected areas/habitations, by 2024 with an estimated outlay of Rs. 3.60 lakh crore. The earlier four-year programme National Water Quality Sub-Mission (NWQSM) to provide safe drinking water to 13,819 Arsenic-affected and 13,725 Fluoride-affected rural habitations in the country has also now been subsumed under *Jal Jeevan Mission (JJM) 'Har Ghar Jal'*. Under the Scheme 'JJM', provisions have been made to ensure that the water-quality provided to the inhabitants residing in areas is free of chemical contaminants including arsenic. Funds have also been provided to States to ensure up gradation and maintenance of drinking water quality as well cover the Arsenic and Fluoride affected habitations on priority'.

The Ministry has intimated that with the launch of Jal Jeevan Mission, sufficient provision of funds have been made available to States/UTs for addressing the water quality problem including arsenic. As such, it has been intimated that there is no requirement of a separate budget head for dealing with Arsenic related problem in so far as drinking water supply in rural areas is concerned.

Comments of the Committee

(Please see Para No. 1.11 of Chapter-I)

CHAPTER-III

Observations/Recommendations which the Committee do not desire to pursue

NIL

CHAPTER-IV

**Observations/Recommendations in respect of which the Government's replies have not
Been accepted by the Committee**

NIL

CHAPTER-V

**Observations/Recommendations in respect of which final replies of the Government are
Still awaited**

NIL

**New Delhi;
22 March, 2021
1 Chaitra, 1942 (Saka)**

**GIRISH BHALCHANDRA BAPAT
CHAIRPERSON,
COMMITTEE ON ESTIMATES**

MINUTES OF THE SIXTEENTH SITTING OF THE COMMITTEE ON ESTIMATES (2020-21)

The 16th Sitting of the Committee was held on Monday, the 22nd March 2021 from 1500 hrs. to 1530 hrs. in Room No '3', First Floor, Block-A, Parliament House Annexe, Extension Building, New Delhi.

PRESENT

Shri Girish Bhalchandra Bapat - **Chairperson**

Members

2. Shri Kunwar Danish Ali
3. Shri Sudharshan Bhagat
4. Shri P.P. Chaudhary
5. Shri Nihal Chand Chauhan
6. Shri Parvatagouda Chandanagouda Gaddigoudar
7. Dr. Sanjay Jaiswal
8. Shri Dharmendra Kumar Kashyap
9. Shri Mohanbhai Kalyanji Kundariya
10. Shri Kamlesh Paswan
11. Dr. K.C. Patel
12. Col. Rajyavardhan Singh Rathore
13. Shri Ashok Kumar Rawat
14. Shri Magunta Srinivasulu Reddy
15. Shri Rajiv Pratap Rudy
16. Shri Francisco Cosme Sardinha
17. Shri Jugal Kishore Sharma
18. Shri Prathap Simha
19. Smt. Sangeeta Kumari Singh Deo
20. Shri Ajay Bhatt

SECRETARIAT

1. Smt. B. Visala - Director
2. Shri R.S. Negi - Deputy Secretary

2. At the outset, the Hon'ble Chairperson welcomed the Members of the Committee and informed them about the agenda of the sitting. The Committee thereafter discussed the draft Action Taken Report on 'Rationalisation of Demands for Grants'. After some deliberations, the Committee adopted the Draft Action Taken Report. The Committee then authorized the Chairperson to finalise the Draft Report in the light of factual verification from the Ministry.

3. XXX XXX XXX XXX.

The Committee then adjourned.

APPENDIX

ANALYSIS OF THE ACTION TAKEN BY GOVERNMENT ON THE RECOMMENDATIONS CONTAINED IN THE TWELFTH REPORT OF THE COMMITTEE ON ESTIMATES (SIXTEENTH LOK SABHA)

(i)	Total number of Recommendations/Observations	06
(ii)	Recommendations/Observations which have been accepted by the Government (Sl. Nos. 1, 2, 3, 4, 5, and 6)	
	Percentage of total recommendations	100%
(iii)	Recommendations/Observations which the Committee do not desire to pursue in view of the Government's reply Percentage of total recommendations	Nil
	Percentage of total recommendations	0%
(iv)	Recommendations/Observations in respect of which Government's replies have not been accepted by the Committee	Nil
	Percentage of total recommendations	0%
(v)	Recommendations/Observations in respect of which final replies of Government is still awaited.	Nil
	Percentage of total recommendations	0%