

**STANDING COMMITTEE ON RURAL DEVELOPMENT**

**(2020-2021)**

**13**

**SEVENTEENTH LOK SABHA**

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

**DEMANDS FOR GRANTS  
(2021-22)**

**THIRTEENTH REPORT**



**LOK SABHA SECRETARIAT**

**NEW DELHI**

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(2021-22)

Presented to Lok Sabha on 09.03.2021

Laid in Rajya Sabha on 09.03.2021



LOK SABHA SECRETARIAT

NEW DELHI

*March, 2021/Phalguna, 1942 (Saka)*

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

**Shri Prataprao Jadhav -- Chairperson**

**MEMBERS  
Lok Sabha**

2. Shri Sisir Kumar Adhikari
3. Shri C. N. Annadurai
4. Shri A.K.P Chinraj
5. Shri Rajveer Diler
6. Shri Vijay Kumar Dubey
7. Shri Sukhbir Singh Jaunapuria
8. Dr. Mohammad Jawed
9. Prof. Rita Bahuguna Joshi
10. Shri Nalin Kumar Kateel
11. Shri Narendra Kumar
12. Shri Janardan Mishra
13. Shri B.Y. Raghavendra
14. Shri Talari Rangaiah
15. Smt. Gitaben Vajesingbhai Rathva
16. Smt. Mala Rajya Laxmi Shah
17. Shri Vivek Narayan Shejwalkar
18. Shri Brijbhushan Sharan Singh
19. Shri K. Sudhakaran
20. Dr. Alok Kumar Suman
21. Shri Shyam Singh Yadav

**Rajya Sabha**

22. Shri Manas Ranjan Bhunia
23. Shri Shamsheer Singh Dullo
24. Shri Iranna Kadadi
25. Dr. Wanweiroy Kharlukhi
26. Shri Sujeet Kumar
27. -vacant-\*
28. Shri K. P. Munusamy
29. Shri Naranbhai J. Rathwa
30. Shri Ram Shakal
31. Shri Ajay Pratap Singh

1. Shri D. R. Shekhar - Joint Secretary
2. Shri A. K. Shah - Director
3. Smt. Emma C. Barwa - Additional Director
4. Shri Inam Ahmed - Assistant Executive Officer

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\* Vacancy created due to retirement of MP (RS), Shri Nazir Ahmed Laway w.e.f. 15.02.2021.

## **INTRODUCTION**

I, the Chairperson of the Standing Committee on Rural Development (2020-2021) having been authorised by the Committee to submit the Report on their behalf, present the Thirteenth Report on Demands for Grants (2021-22) of the Ministry of Rural Development (Department of Rural Development).

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

3. The Committee took evidence of the representatives of the Department of Rural Development (Ministry of Rural Development) on 15 February, 2021.

4. The Report was considered and adopted by the Committee at their sitting held on 08 March, 2021.

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

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

**NEW DELHI;**  
**08 March, 2021**  
**17 Phalguna, 1942 (Saka)**

**PRATAPRAO JADHAV**  
**Chairperson,**  
**Standing Committee on Rural Development**

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

**I. INTRODUCTION**

**A. Ministry of Rural Development - An Overview**

Ministry of Rural Development plays a pivotal role in the welfare and development of rural citizens; the main aims of the Ministry are classified as:

- (i) Uplifting the deprived rural households through multidimensional support including for assets, livelihoods, infrastructure and services. Adopting a saturation approach and ensuring resilience to the families and communities.
- (ii) Convergence of programmes and schemes.
- (iii) Raising institutions of poor and forging partnerships with PRIs and other drivers of transformation.
- (iv) Integrated and sustained monitoring of measurable outcomes.

The vision and mission of the Ministry is sustainable and inclusive growth of rural India through a multipronged strategy for eradication of poverty by increasing livelihoods opportunities, providing social safety net and developing infrastructure for growth. This is expected to improve quality of life in rural India and to correct the developmental imbalances, aiming in the process, to reach out to most disadvantaged sections of the society.

At present, the Ministry of Rural Development consists of two Departments, namely, (I) Department of Rural Development, and (II) Department of Land Resources.



**B. Department of Rural Development**

The Department of Rural Development implements schemes for generation of employment both self employment and wage employment, social assistance to the destitute, provision of rural housing, rural roads, and natural resource management activities.

**C. Important Schemes of Department of Rural Development**

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

**II. Demand No. 86 - Budgetary Allocation (2021-22) of the Department of Rural Development**

The Department of Rural Development (Ministry of Rural Development) *vide* Demand No. 86, laid on the table of Lok Sabha on 09<sup>th</sup> February, 2021, a demand of Rs. 1,31,519.08 crores for the financial year 2021-22. The Scheme-wise break-up of funds earmarked for the year 2021-22 as compared to financial year 2020-21 is produced as under:-

Statement A(Revised)							
Brief summary of the Demand for Grants of the Department of Rural Development							
(Rs. in crore)							
Sl. No.	Name of the Scheme	Major Head of Account	Budget Estimates, 2020-2021	Revised Estimates, 2020-2021	Budget Estimates 2021-2022		
					Revenue	Capital/ Loan	Total
1	2	3	4	5	6	7	8
	<b>SCHEMES</b>						
	<b>SPECIAL PROGRAMMES FOR RURAL DEVELOPMENT</b>						
1	<b>Aajeevika-National Rural Livelihood Mission(NRLM)</b>	2501	1867.33	1867.88	2119.67	..	2119.67
		3601	6422.44	6321.10	9994.22	..	9994.22
		3602	42.27	143.06	273.34	..	273.34
	<b>TOTAL - SPECIAL PROGRAMMES FOR RURAL DEVELOPMENT</b>		<b>8332.04</b>	<b>8332.04</b>	<b>12387.23</b>	<b>...</b>	<b>12387.23</b>
	<b>RURAL EMPLOYMENT</b>						
2	<b>Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS)</b>	2505	43255.29	82255.29	51980.30	..	51980.30
		3601	17644.71	28644.71	20798.15	..	20798.15
		3602	600.00	600.00	221.55	..	221.55
	<b>TOTAL - Rural Employment</b>		<b>61500.00</b>	<b>111500.00</b>	<b>73000.00</b>	<b>..</b>	<b>73000.00</b>
	<b>HOUSING</b>						
3	<b>Rural Housing (PMAY)</b>	2216	2921.00	2679.00	2599.85	..	2599.85
		3601	14529.00	14438.29	14761.14	..	14761.14
		3602	0.00	427.71	189.00	..	189.00
	<b>Interest Subsidy</b>	2216	100.00	5.00	0.01	..	0.01
	<b>TOTAL - PMAY</b>		<b>17550.00</b>	<b>17550.00</b>	<b>17550.00</b>	<b>..</b>	<b>17550.00</b>
	<b>OTHER RURAL DEVELOPMENT PROGRAMMES:</b>						
4	<b>Grants to National Institute of Rural Development (NIRD)</b>	2515	113.65	72.59	111.60	..	111.60
5	<b>Management Support to RD Programme &amp; strengthening district planning process</b>	2515	357.46	335.44	354.38	..	354.38
6	<b>BPL Survey</b>	2515	0.01	0.01	0.01	..	0.01
7	<b>RURBAN Mission</b>	2515	37.00	11.51	95.02	..	95.02
		3601	476.00	320.99	409.98	..	409.98
		3602	27.00	0.00	30.00	..	30.00
	<b>TOTAL - OTHER RURAL DEVELOPMENT PROGRAMMES</b>		<b>1011.12</b>	<b>740.54</b>	<b>1000.99</b>	<b>..</b>	<b>1000.99</b>
	<b>ROAD &amp; BRIDGES</b>						
8	<b>Pradhan Mantri Gram Sadak Yojana</b>	3054	135.72	150.18	197.82	..	197.82
		3601	16884.28	10426.05	12302.18	..	12302.18
		3602	700.00	1350.00	1000.00	..	1000.00
	<b>(PMGSY) - Rural Roads</b>		<b>17720.00</b>	<b>11926.23</b>	<b>13500.00</b>	<b>..</b>	<b>13500.00</b>
9	<b>National Social Assistance Programme</b>	2235	21.48	30977.07	24.56	..	24.56
		3601	8190.00	10901.49	8189.99	..	8189.99
		3602	65.44	160.05	65.45	..	65.45
	<b>TOTAL- NSAP</b>		<b>8276.92</b>	<b>42038.61</b>	<b>8280.00</b>	<b>..</b>	<b>8280.00</b>

Statement A(contd.)							
(Rs. In crore)							
Sl. No.	Name of the Scheme	Major Head of Account	Budget Estimates, 2020-2021	Revised Estimates, 2020-2021	Budget Estimates 2021-2022		
					Revenue	Capital/ Loan	Total
1	2	3	4	5	6	7	8
10	Provision for North Eastern Region and Sikkim						
	1. Aajeevika-National Rural Livelihood Mission (NRLM)	2552	878.00	878.00	1290.38	..	1290.38
	2. Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS)	2552	0.00	0.00	0.00	..	0.00
	3. Rural Housing (PMAY)	2552	1950.00	1950.00	1950.00	..	1950.00
	4. Grants to National Institute of Rural Development (NIRD)	2552	10.35	7.91	12.40	..	12.40
	5. Management Support to RD Programme & strengthening district planning process	2552	10.00	6.00	10.00	..	10.00
	6. BPL Survey	2552	0.00	0.00	0.00	..	0.00
	7. Pradhan Mantri Gram Sadak Yojana (PMGSY) - Rural Roads	2552	1780.00	1780.00	1500.00	..	1500.00
	8. National Social Assistance Programme	2552	920.00	578.61	920.00	..	920.00
	9. RURBAN Mission	2552	60.00	39.83	65.00	..	65.00
	<b>TOTAL - NE Region</b>		<b>5608.35</b>	<b>5240.35</b>	<b>5747.78</b>	<b>..</b>	<b>5747.78</b>
11	Grameen Vikas Bhawan		100.00	0.00	0.00	0.00	0.00
	<b>TOTAL - SCHEME EXPENDITURE</b>		<b>120098.43</b>	<b>197327.77</b>	<b>131466.00</b>	<b>0.00</b>	<b>131466.00</b>
	<b>NON-SCHEME EXPENDITURE **</b>						
	1. Headquarter's Establishment of Department of Rural Development	3451	48.76	48.76	53.08	..	53.08
	<b>TOTAL - NON-SCHEME</b>		<b>48.76</b>	<b>48.76</b>	<b>53.08</b>	<b>..</b>	<b>53.08</b>
	<b>GRAND TOTAL(SCHEME + NON-SCHEME)</b>		<b>120147.19</b>	<b>197376.53</b>	<b>131519.08</b>	<b>..</b>	<b>131519.08</b>
** w.e.f. 2017-18 the distinguish between Plan and Non Plan has been done away.							

### III. Revisiting Financial Allocation (2020-21) of Department of Rural Development

The details of BE, RE and Actuals of Schemes in a comparative analysis for the financial years 2018-19, 2019-20 and 2020-21 upto 31.01.2021 are produced as under:-

Department of Rural Development											Statement-C (Revised)
Statement showing Budget Estimates, Revised Estimates and Actual Expenditure from 2018-19 to 2019-2020 and BE 2020-2021											(Rs. In crores)
Sl. No.	Name of the Scheme	Annual Plan 2018-19			Annual Plan 2019-20			Annual Plan 2020-21			B.E. 2021-22
		B.E.	R.E.	Actual Expenditure	B.E.	R.E.	Actual Expenditure	B.E.	R.E.	Actual Expenditure Upto 31.01.2021 with Authorization	
1	2	3	4	5	6	7	8	9	10	11	12
<b>Centrally Sponsored Schemes</b>											
1	Mahatma Gandhi National Rural Employment Guarantee Scheme	55000.00	61830.09	61829.55	60000.00	71001.81	71679.31	61500.00	111500.00	89287.63	73000.00
2	National Rural Livelihood Mission- Aajeevika	5750.00	5783.50	5783.48	9024.00	9024.00	8989.56	9210.04	9210.04	6906.69	13677.61
3	Pradhan Mantri Awaas Yojana -Grameen	21000.00	19600.00	19307.95	19000.00	18475.00	18116.02	19500.00	19500.00	18313.52	19500.00
4	Pradhan Mantri Gram Sadak Yojana	19000.00	15500.00	15417.55	19000.00	14070.07	14017.48	19500.00	13706.23	11431.15	15000.00
5	National Social Assistance Programme	9975.00	8467.46	8418.47	9200.00	9200.00	8692.42	9200.00	42617.22	41278.26	9200.00
6	Shyama Prasad Mukherjee RURBAN Mission	1200.00	451.03	432.61	800.00	300.00	303.75	600.00	372.33	365.09	600.00
<b>Central Sector Schemes</b>											
7	Grants to National Institute of Rural Dev.	75.00	75.00	72.17	100.00	100.00	80.42	124.00	80.50	58.00	124.00
8	Assistance to C.A.P.A.R.T.	24.00	20.41	16.34	24.00	19.07	19.07	0.00	0.00	0.00	0.00
9	Management support to RD Programmes and strengthening district planning process	254.40	238.52	200.23	350.62	350.62	139.86	364.38	341.44	66.08	364.38
10	SECC Census	75.70	386.95	375.01	1.00	1.00	0.00	0.01	0.01	0.00	0.01
<b>Total</b>		<b>112354.10</b>	<b>112352.96</b>	<b>111853.36</b>	<b>117499.62</b>	<b>122541.57</b>	<b>122037.89</b>	<b>119998.43</b>	<b>197327.77</b>	<b>167706.42</b>	<b>131466.00</b>

Department of Rural Development											Statement-C(cont.)(Revised)
Statement showing Budget Estimates, Revised Estimates and Actual Expenditure from 2018-19 to 2019-2020 and BE 2020-2021											(Rs. In crores)
Sl. No.	Name of the Scheme	Annual Plan 2018-19			Annual Plan 2019-20			Annual Plan 2020-21			B.E. 2021-2022
		B.E.	R.E.	Actual Expenditure	B.E.	R.E.	Actual Expenditure	B.E.	R.E.	Actual Expenditure Upto 31.01.2021 with Authorization	
1	2	3	4	5	6	7	8	9	10	11	12
<b>NON SCHEME EXPENDITURE</b>											
1	Headquarter's Establishment of Department of Rural Development	44.57	45.71	45.01	47.57	52.53	47.78	48.76	48.76	50.64	53.08
<b>Total (Non Scheme Expenditure) (RD)</b>		<b>44.57</b>	<b>45.71</b>	<b>45.01</b>	<b>47.57</b>	<b>52.53</b>	<b>47.78</b>	<b>48.76</b>	<b>48.76</b>	<b>50.64</b>	<b>53.08</b>
2	Grameen Vikas Bhawan ( Capital Section)	5.25	5.25	5.00	100.00	54.90	12.52	100.00	0.00	0.00	0.00
<b>Total (Capital Section) (RD)</b>		<b>5.25</b>	<b>5.25</b>	<b>5.00</b>	<b>100.00</b>	<b>54.90</b>	<b>12.52</b>	<b>100.00</b>	<b>0.00</b>	<b>0.00</b>	<b>0.00</b>
<b>TOTAL - RURAL DEVELOPMENT</b>		<b>112403.92</b>	<b>112403.92</b>	<b>111903.37</b>	<b>117647.19</b>	<b>122649.00</b>	<b>122098.19</b>	<b>120147.19</b>	<b>197376.53</b>	<b>167757.06</b>	<b>131519.08</b>

### SCHEME - WISE BUDGET (2020-21)

S. N.	SCHEME	BE 2020-21	RE 2020-21	EXCESS (+)/ SAVING(-)	EXPENDITURE (AS ON 31.01.2021)	% of Expenditure w.r.t. RE
(1)	(2)	(3)	(4)	(5) = (4) – (3)	(6)	(7)=(6)/(4)*100
<b>REVENUE</b>						
1	MGNREGA	61500.00	111500.00	50000.00	89287.63	80.08%
2	PMAY-G	19500.00	19500.00	0.00	18313.52	93.92%
3	PMGSY	19500.00	13706.23	-5793.77	11431.15	83.40%
4	NSAP	9200.00	42617.22	33417.22	41278.26	96.86%
5	DAY- NRLM	9210.04	9210.04	0.00	6906.69	74.99%
6	SPMRM	600.00	372.33	-227.67	365.09	98.06%
7	MSRDP	364.38	321.19	-43.19	66.08	20.57%
8	SECC	0.01	0.01	0.00	0.00	0.00%
9	NIRD-PR	124.00	80.50	-43.50	58.00	72.05%
10	SECTT. SERVICE	48.76	69.01	20.25	50.64	73.38%
<b>CAPITAL</b>						
11	GR. VIKAS BHAWAN	100.00	0.00	-100.00	0.00	0.00%
<b>TOTAL</b>		<b>120147.19</b>	<b>197376.53</b>	<b>77229.34</b>	<b>167757.06</b>	<b>84.99%</b>

From the above tables, it is evident that Rs. 1,20,147.19 crore was allocated to the Department of Rural Development at the BE stage which saw an unprecedented hike to Rs. 1,97,376.53 crore at the RE stage, while expenditure till 31.01.2021 has been reported to be in tune of Rs. 1,67,757.06 crore i.e. 85%.

3.2 Responding to the specific query of the Committee in connection with the reason for the steep increase in the funds at the RE stage in 2020-21, the Department of Rural Development (DoRD) have submitted in its written reply as under:

**"MGNREGA:-**Mahatma Gandhi NREGS is a demand driven program. The BE of FY 2020-21 for Mahatma Gandhi NREGS is Rs. 61,500 crore. An additional funds of Rs.50,000 crore has been provided under Atma Nirbhar Bharat package for dealing with a reduction in economic activity following lockdown and return of migrants to rural areas. It increases the total allocation to Rs.1,11,500 crore. Out of which, Rs.89,287.63 crore has been utilized till 31.01.2021 (80%).

During current financial year, due to COVID-19 Pandemic, the demand has been more than the previous FY. During current financial year(as on 28.1.21) a total of 317 crore Persondays generated,which is 31.6% more than the previous Financial year.

**PMAY-G:-**PMAY-G aims to provide 'Housing for all' covering the target of 2.95 crore by the year 2022. At present (as on 28.01.2021), 1,88,64,072 houses have been sanctioned and 1,26,97,531 have been completed by the States/UTs. There is steep demand from the States/UTs in the current year towards completion of targets at a high pace to ensure timely achievements.

**PMGSY:-** In so as PMGSY is concerned there is no hike in RE vis a vis BE. Rather allocation has been reduced in RE. Figures of BE & RE(2020-21) and actual expenditure as on 31.01.20 and BE(21-22) are as under:

(Rs. In crore)

Sl. No.	Scheme	BE 2020-21	RE 2020-21	Exp. Up 31.01.2021	BE 2021-22
1	PMGSY	19500.00	13706.23	11,431.14	15000.00

**NSAP:-** Due to spread of Pandemic COVID 19 and subsequent lockdown, Rs. 2814.50crore was released under Pradhan Mantri Garib Kalyan Yojana Package (PMGKYP) to the States/UTs for payment of ex-gratia of Rs.1000 in two monthly installments (Rs. 500 each- April & May, 2020) to the existing old aged, widow and disabled beneficiaries of NSAP. The total number of 282 lakh beneficiaries covered under PMGKYP.

As part of PM Grabi Kalyan Yojana, a sum of Rs. 30,956.98 Crores were disbursed to 20.65 crore women PMJDY beneficiaries in 3 instalments of Rs. 500 each totaling Rs. 1500 for the months of April to June, 2020. On above account, the RE for NSAP is Rs. 42,617.22 crore.

**DAY-NRLM:-** As far as DAY-NRLM is concerned, no additional amount has been proposed in the RE over and above the BE provision of Rs.9210.04 Crore for the current year.

**SPMRM :-**The funds under Shyama Prasad Mukherji Rurban Mission (SPMRM) for FY 2020-21 has been decreased from Rs.600 crore (BE) to Rs.372.33 crore at RE Stage.

**NIRD-PR:-**There is no increase in funds at RE stage in 2020-21 in respect of Grants-in-aid to NIRD&PR and Strengthening/Establishment of SIRDs/ETCs/OTC (MSRDP).

3.3 To a query raised by the Committee as to how does DoRD plan to utilize their remaining amount of funds for the financial year 2020-21 within the time and also meet the set targets, the Department have stated as below:-

**"MGNREGA :-**Mahatma Gandhi NREGS is a demand driven program and release of funds to the States/UTs is a continuous process. Out of a total allocation of Rs. 1,11,500 crore, a sum of Rs.89799 crore has been utilized so far , which is 80% of the total allocation. Remaining funds may be utilized in the remaining period. However, Mahatma Gandhi NREGS is a demand driven program. Ministry seeks additional funds for implementation of Mahatma Gandhi NREGS from the Ministry of Finance as and when required for meeting the demand for works on the ground.

During current financial year, due to COVID-19 Pandemic, the demand has been more than the previous FY. During previous financial year 2019-20, a

total of 265 crore Persondays generated. During current financial year(as on 28.1.21) a total of 317 crore Persondays generated ,which is 31.6% more than the previous Financial year.

**PMAY-G:-**Gross Budgetary Support of Rs 19,500 crore was approved for 2020-21 for PMAY-G. To meet the additional requirement of funds for meeting the targets of the scheme, MoF has approved Rs 20,000 crore as Extra Budgetary Resource (EBR) through loan to be raised by NABARD for FY 2020-21. Out of the approved EBR, Rs 8133.62 crore has been utilized so far. Upcoming fund requirements will be met through available GBS and approved amount of EBR for the year 2020-21.

**PMGSY:-** As on 31-01-2021, Rs.11,431.14 crore have been utilized against RE of Rs.13,706.23 crore and it is expected that the entire amount of Rs. 13706.23 crore which have been allocated in RE(20-21) would be utilized at the end of the financial year.

**NSAP:-**The actual expenditure under NSAP schemes (as on 31.01.2021) is Rs.10318.76 crore (Rs.7504.26 crore + Rs 2814.50 crore under PMGKYP) which is 88.49 % of the RE allocation. The remaining funds will be utilized by the end of financial year 2020-21.

**DAY-NRLM:-**The provision for DAY-NRLM in RE 2020-21 is kept at the same level as in BE 2020-21. Further, under DAY-NRLM, the expenditure upto 28.01.2020 was Rs.6883.93 Crore which is 74.74% of the budget allocation.

**DDU-GKY:-**Adequate funds are available. Excess funds, if any, will be utilised for other components of NRLM.

**RSETI:-** Adequate funds are available.

**SPMRM :-**Yes, the remaining amount is sufficient. More than 98% funds as against the revised RE have been utilized under SPMRM (as on 27.01.2021).

**NIRD-PR :-**An amount of Rs. 43.50 Cr has already been surrendered under Grants-in-aids to NIRD&PR and Rs. 54.00 Cr of Strengthening/Establishment of SIRDs/ETCs/OTC as permission not received from DoE therefore RE comes to Rs. 80.50 Cr and Rs. 46.00 Cr respectively which is sufficient to meet the targets in the remaining period of current financial year."

#### **Status of Matching State Share Releases(2020-21)**

SI No.	Scheme	Central Share released	State share due	Stateshare released
1	MGNREGA	21,328.61	7,107.45	4,085.64 (as per MIS)
2	PMAY-G	24,689.03	15,165.85	9890.25
3	PMGSY	11,350.00	3,744.21	1,393.34
4	DAY-NRLM <sup>#</sup>	4224.14	2273.23	1623.36
5	SPMRM	363.10	204.94	156.42

# Pertains to DAY-NRLM schemes where Central and State share is involved (NRLM+NRETP+DDU-GKY)

3.4 Replying to the question raised by the Committee on the role of the States in release of their share of funds and the steps taken by Department in ensuring timely release of funds, DoRD have stated that:-

"Central shares are released to States only after ensuring that previous pending State shares are credited to State Nodal Account of the scheme. In order to ensure that funds to the State are released just in time, Ministry of Finance has issued guidelines to issue Central share to States in tranches. Second tranche is released only when both Central and State share are credited by the State government to the State nodal account of the scheme. In special cases and also considering the weak financial conditions of the States due to prevailing Covid situation, the condition has been relaxed in some cases on case to case basis. However, it is ensured that pending State share are released by the State government at the earliest possible time. The issue of timely release of funds is also followed up at every interaction with the States at all levels. Further, official communication at multiple levels also follow. Secretary, RD had also written to the Chief Secretaries of the States a letter in December 2020 aggregating all the pending releases of all the RD Programmes.

The Scheme specific situation is as under-mentioned:-

**MGNREGA:-**The wage payments are released direct in to the accounts of the beneficiaries in 25 states and 3 UTs, through the NeFMS. It is only the material releases that are made through State Accounts. In other States/UTs, all the releases are routed through the State Consolidated Fund. Normally states release state's share on time. Ministry regularly reviews the situation. In case of any delayed release, Ministry issues appropriate advisory to the States.

**PMAY-G:-**In order to ensure smooth implementation of the scheme, the timely release of state share is crucial. In order to ensure the same MoRD has been regularly following up with states through state review meetings organized for timely release of funds. Further, it is being ensured that states are released next instalment of funds post deposit of the state share in SNA. Status of release of state share to SNA is being regularly monitored by MoRD.

**PMGSY:-**Most of the States except of few release their corresponding State Share on time after release of Central Share. In case of non-release of State Share by the States, the matter is constantly reviewed at all levels to ensure the release of the same. Letters have been written to the State governments from the level of Minister and Secretary to Chief Minister and Chief secretary respectively. The details of pending State share as on 31.01.2021 is as under:



**State-wise details of State share pending to be released  
as on till 31-01-2021**

<b>State Name</b>	<b>Pending State share (Rs. In Crore)}</b>
Andaman & Nicobar Islands	0.00
Andhra Pradesh	162.09
Andhra Pradesh-RCPLWE	146.03
Arunachal Pradesh	80.20
Assam	108.01
Bihar-RCPLWE	27.08
Bihar	0.00
Chhattisgarh	551.84
Chhattisgarh-RCPLWE	0.00
Gujarat	52.72
Haryana	0.00
Himachal Pradesh	29.60
Jammu And Kashmir	109.02
Jharkhand	0.00
Karnataka	375.32
Kerala	58.00
Ladakh	-
Madhya Pradesh	921.08
Maharashtra	0.00
Maharashtra-RCPLWE	57.98
Manipur	35.88
Meghalaya	36.36
Mizoram	0.00
Nagaland	13.93
Odisha-RCPLWE	0.55
Odisha	0.00
Punjab	279.21
Rajasthan	168.16
Sikkim	22.36
Tamilnadu	72.36
Telangana	122.81
Telangana-RCPLWE	106.28
Tripura	0.00
Uttar Pradesh	82.60
Uttarakhand	129.39
West Bengal	257.27
<b>Total</b>	<b>4,005.12</b>

**NSAP:-**The situation is similar to other schemes.

**DAY-NRLM:-**The State share for the DAY-NRLM is in the prescribed ratio 90:10 for NE, Himalayan States and UT of J&K, 100% for UTs (excluding UT of J&K) and 60:40 ratio for remaining States.

There are some delays in release of State share by few States. The progress in this regard is constantly monitored in finance review meetings regularly held and quarterly Performance Review Meetings convened at the national level with senior officials of the state.

**DDUGKY & RSETI:-**The States are releasing due share and the matter is pursued at highest level in State wherever there is delay in release.

**SPMRM :-**As Shyama Prasad Mukherji Rurban Mission is a Centrally Sponsored scheme, funds are being released to Uttarakhand, Himachal Pradesh and 8 North-Eastern States including Sikkim in the ratio of 90:10 and remaining states in the ratio of 60:40. The States have been clearly directed to release the corresponding state share within 15 days

from receipt of the Central share in State Treasury. Further, subsequent installments are being released by the Ministry to States based on 60% UC of both the Central share and corresponding state share.

3.5 During the course of evidence of the representatives of the Department of Rural Development (Ministry of Rural Development), replying to a query regarding under strength of human resources at ground level which hampers the implementation of programmes, the Secretary DoRD, responded as below:-

"पंचायतों में या प्रखंडों में जो मानव संसाधन है, वह रखना राज्य सरकारों की जिम्मेदारी है और हमारे पास राज्यों का कोई तुलनात्मक अध्ययन अभी तत्काल उपलब्ध नहीं है, जिसके आधार पर मैं इस संबंध में कुछ कमेंट कर सकूँ। ऐसा प्रतीत होता है कि कई राज्यों में स्थिति अलग-अलग तरह की है। जहाँ कुछ राज्यों में अच्छी स्थिति है, वहीं कुछ राज्यों में स्थिति उतनी अच्छी नहीं है। मैं इसके बारे में बता पाने में अभी असमर्थ हूँ।

मैं आपको यह भी अवगत कराना चाहता हूँ कि वर्ष 2016 में सुमित बोस जी व्यय सचिव थे। उनकी अध्यक्षता में एक समिति गठित हुई थी, जिसमें इनको कैसे सुदृढ़ किया जाएगा, उस संबंध में सुझाव दिए गए थे। उस समिति के सुझावों को मानकर राज्यों को उसके आधार पर अपने प्रखंडों को, पंचायतों को पुनर्गठित करने का भी सुझाव दिया गया था। जैसा कि मैंने आपको बताया कि इसके बारे में राज्यों ने क्या किया, मैं तत्काल में उसके संबंध में बता पाने में असमर्थ हूँ, लेकिन ऐसा प्रतीत होता है कि कुछ राज्यों ने अपनी संस्थाओं को ज्यादा बेहतर ढंग से रखा है और कुछ राज्य उतने तत्पर नहीं हैं, जिसके चलते उनकी स्थिति में उस तरीके की तत्परता नहीं देखी जा रही है।"

#### IV. An insight into Demands for Grants (2021-22)

Statement showing percentage increase in various Schemes/Programmes during three years:-

Statement showing percentage increase in various Schemes / Programmes during 3 years										
Statement-B(Revised)										
(Rs. in crores)										
Sl. No.	Name of the Scheme	2017-18	2018-2019		2019-2020		2020-2021		2021-22	
		Outlay	Outlay	% increase over 2017-2018	Outlay	% increase over 2018-2019	Outlay	% increase over 2019-2020	Outlay	% increase over 2020-2021
1	2	3	4	5	6	7	8	9	10	11
1	Aajeevika-National Rural Livelihood Mission (NRLM)	4500.00	5750.00	27.78%	9024.00	56.94%	9210.04	2.06%	13677.61	48.51%
2	Mahatma Gandhi National for Rural Employment Guarantee Scheme	48000.00	55000.00	14.58%	60000.00	9.09%	61500.00	2.50%	73000.00	18.70%
3	Pradhan Mantri Awaas Yojana- Grameen	23000.00	21000.00	-8.70%	19000.00	-9.52%	19500.00	2.63%	19500.00	0.00%
4	Pradhan Mantri Gram Sadak Yojana	19000.00	19000.00	0.00%	19000.00	0.00%	19500.00	2.63%	15000.00	-23.08%
5	National Institute of Rural Development (NIRD)	50.00	75.00	50.00%	100.00	33.33%	124.00	24.00%	124.00	0.00%
6	Council for Advancement of People's Action & Rural Technology (CAPART)	20.00	24.00	20.00%	24.00	0.00%	0.00	-100.00%	0.00	0.00%
7	Management support to RD programmes and strengthening district planning process*	250.00	254.40	1.76%	350.62	37.82%	367.46	4.80%	364.38	-0.84%
8	BPL Survey	80.18	75.70	-5.59%	1.00	-98.68%	0.01	-99.00%	0.01	0.00%
9	National Social Assistance Programme	9500.00	9975.00	5.00%	9200.00	-7.77%	9196.92	-0.03%	9200.00	0.03%
10	RURBAN Mission	1000.00	1200.00	20.00%	800.00	-33.33%	600.00	-25.00%	600.00	0.00%
11	Non Schemes Sectt.	42.45	44.57	4.99%	47.57	6.73%	48.76	2.50%	53.08	8.86%
12	Grameen Vikas Bhawan	5.25	5.25	0.00%	100.00	1804.76%	100.00	0.00%	0.00	-100.00%
	TOTAL - RURAL DEVELOPMENT	105447.88	112403.92	6.60%	117647.19	4.66%	120147.19	2.12%	131519.08	9.46%

## Department of Rural Development

Statement-C (Revised)

Statement showing Budget Estimates, Revised Estimates and Actual Expenditure from 2018-19 to 2019-2020 and BE 2020-2021

(Rs. In crores)

Sl. No.	Name of the Scheme	Annual Plan 2018-19			Annual Plan 2019-20			Annual Plan 2020-21			B.E. 2021-22
		B.E.	R.E.	Actual Expenditure	B.E.	R.E.	Actual Expenditure	B.E.	R.E.	Actual Expenditure Upto 31.01.2021 with Authorization	
1	2	3	4	5	6	7	8	9	10	11	12
	<b>Centrally Sponsored Schemes</b>										
1	Mahatma Gandhi National Rural Employment Guarantee Scheme	55000.00	61830.09	61829.55	60000.00	71001.81	71679.31	61500.00	111500.00	89287.63	73000.00
2	National Rural Livelihood Mission- Aajeevika	5750.00	5783.50	5783.48	9024.00	9024.00	8989.56	9210.04	9210.04	6906.69	13677.61
3	Pradhan Mantri Awaas Yojana -Grameen	21000.00	19600.00	19307.95	19000.00	18475.00	18116.02	19500.00	19500.00	18313.52	19500.00
4	Pradhan Mantri Gram Sadak Yojana	19000.00	15500.00	15417.55	19000.00	14070.07	14017.48	19500.00	13706.23	11431.15	15000.00
5	National Social Assistance Programme	9975.00	8467.46	8418.47	9200.00	9200.00	8692.42	9200.00	42617.22	41278.26	9200.00
6	Shyama Prasad Mukherjee RURBAN Mission	1200.00	451.03	432.61	800.00	300.00	303.75	600.00	372.33	365.09	600.00
	<b>Central Sector Schemes</b>										
7	Grants to National Institute of Rural Dev.	75.00	75.00	72.17	100.00	100.00	80.42	124.00	80.50	58.00	124.00
8	Assistance to C.A.P.A.R.T.	24.00	20.41	16.34	24.00	19.07	19.07	0.00	0.00	0.00	0.00
9	Management support to RD Programmes and strengthening district planning process	254.40	238.52	200.23	350.62	350.62	139.86	364.38	341.44	66.08	364.38
10	SECC Census	75.70	386.95	375.01	1.00	1.00	0.00	0.01	0.01	0.00	0.01
	<b>Total</b>	<b>112354.10</b>	<b>112352.96</b>	<b>111853.36</b>	<b>117499.62</b>	<b>122541.57</b>	<b>122037.89</b>	<b>119998.43</b>	<b>197327.77</b>	<b>167706.42</b>	<b>131466.00</b>

## Department of Rural Development

Statement-C(cont.)(Revised)

Statement showing Budget Estimates, Revised Estimates and Actual Expenditure from 2018-19 to 2019-2020 and BE 2020-2021

(Rs. In crores)

Sl. No.	Name of the Scheme	Annual Plan 2018-19			Annual Plan 2019-20			Annual Plan 2020-21			B.E. 2021-2022
		B.E.	R.E.	Actual Expenditure	B.E.	R.E.	Actual Expenditure	B.E.	R.E.	Actual Expenditure Upto 31.01.2021 with Authorization	
1	2	3	4	5	6	7	8	9	10	11	12
	<b>NON SCHEME EXPENDITURE</b>										
1	Headquarter's Establishment of Department of Rural Development	44.57	45.71	45.01	47.57	52.53	47.78	48.76	48.76	50.64	53.08
	<b>Total (Non Scheme Expenditure) (RD)</b>	<b>44.57</b>	<b>45.71</b>	<b>45.01</b>	<b>47.57</b>	<b>52.53</b>	<b>47.78</b>	<b>48.76</b>	<b>48.76</b>	<b>50.64</b>	<b>53.08</b>
2	Grameen Vikas Bhawan ( Capital Section)	5.25	5.25	5.00	100.00	54.90	12.52	100.00	0.00	0.00	0.00
	<b>Total (Capital Section) (RD)</b>	<b>5.25</b>	<b>5.25</b>	<b>5.00</b>	<b>100.00</b>	<b>54.90</b>	<b>12.52</b>	<b>100.00</b>	<b>0.00</b>	<b>0.00</b>	<b>0.00</b>
	<b>TOTAL - RURAL DEVELOPMENT</b>	<b>112403.92</b>	<b>112403.92</b>	<b>111903.37</b>	<b>117647.19</b>	<b>122649.00</b>	<b>122098.19</b>	<b>120147.19</b>	<b>197376.53</b>	<b>167757.06</b>	<b>131519.08</b>

### SCHEME -WISE BE 2021-22

S. N.	NAME OF THE SCHEME	BE 2020-21	BE 2021-22	% Increase/ Decrease
(1)	(2)	(3)	(4)	(5)={((4)-(3))/(3)*100
<b>REVENUE</b>				
1	MGNREGA	61500.00	73000.00	18.70%
2	PMAY-G	19500.00	19500.00	0.00%
3	PMGSY	19500.00	15000.00	-23.08%
4	NSAP	9200.00	9200.00	0.00%
5	DAY- NRLM	9210.04	13677.61	48.51%
6	SPMRM	600.00	600.00	0.00%
7	MSRDP	364.38	364.38	0.00%
8	SECC	0.01	0.01	0.00%
9	NIRD-PR	124.00	124.00	0.00%
10	SECTT. SERVICE	48.76	53.08	8.86%
<b>CAPITAL</b>				
11	GR. VIKAS BHAWAN	100.00	0.00	-100.00%
	<b>TOTAL</b>	<b>120147.19</b>	<b>131519.08</b>	<b>9.46%</b>

The above data bring to fore only 9.46% hike in total BE for 2021-22 in comparison to BE 2020-21, i.e. from Rs. 1,20,147.19 crore to Rs. 1,31,519.08 crores. Among the major Centrally Sponsored Schemes, DAY-NRLM sees a substantial hike of 48.51% budgetary allocation, MGNREGA witnesses 18.70% increase, while other schemes such as PMAY-G, NSAP & SPMRM do not witness any increased fund allocation for Financial Year 2021-22. However, a major programme like PMGSY witnesses a major reduction of 23.08% in its funds.

4.2 Keeping in view a hike of only 9.46% in the BE of Department of Rural Development (DoRD) for 2021-22, the Committee needed to be apprised as to whether such hike was sufficient to meet the challenging demands of keeping the schemes progressing well and was adequate for meeting the target under each scheme. DoRD in their response have submitted in their written replies as mentioned below:-

**"MGNREGA:-** Initially, an amount of Rs.80,000 crore was allocated at BE stage for Mahatma Gandhi NREGA for FY 2021-2022 but finally, an amount of Rs. 73,000 crore has been allocated at BE 2021-2022. Mahatma Gandhi NREGA is a demand driven program and release of funds to the States/UTs is a continuous process. Ministry seeks additional funds for implementation of Mahatma Gandhi NREGS from the Ministry of Finance as and when required for meeting the demand for work on the ground.

**PMAY-G:-**PMAY-G aims to provide 'Housing for all' covering the target of 2.95 crore by the year 2022. At present (as on 28.01.2021), 1,88,64,072 houses have been sanctioned and 1,26,97,531 have been completed by the States/UTs. There is steep demand from the States/UTs in the current year towards completion of targets at a high pace to ensure timely achievements.

**DAY-NRLM:-**The provision for DAY-NRLM in RE 2020-21 is kept at the same level as in BE 2020-21 of Rs.9210.04 Crore. The provision of Rs.13677.61 Crore in BE 2021-22 is considered to be adequate to meet the programme requirement of the DAY-NRLM for the year 2021-22. However, for implementing the budget announcement for interest subvention scheme, more funds will be required in addition to BE once necessary approvals are obtained. Under DAY-NRLM, the expenditure upto 28.01.2020 was Rs.6883.93 Crore which is 74.74% of the budget allocation.

**SPMRM :-**Funds has been reduced from Rs.600 crore (BE) to 372.33 (RE) under SPMRM.

**NIRD-PR and SIRD/ETC/OTC:-**There is no increase in funds at RE stage in 2020-21 in respect of Grants-in-aid to NIRD&PR and Strengthening/Establishment of SIRDs/ETCs (MSRDP)."

4.3 Responding to the query of the Committee on the aspect that there was a substantial hike to the tune of Rs. 77,229.34 crore at RE stage from BE during 2020-21, still the BE hike is only to the tune of Rs. 11,371.89 crore for Financial year 2021-22, the Department have stated as under:-

**"MGNREGA:-** Mahatma Gandhi NREGA is a demand driven program and release of funds to the States/UTs is a continuous process. During current financial year, due to COVID-19 Pandemic, the demand has been more than the previous FY. At the time of BE for F.Y.21-22 estimation, it has been taken into consideration that financial year 2021-22 might be a normal year. However, Ministry seeks additional funds for implementation of Mahatma Gandhi NREGS from the Ministry of Finance as and when required for meeting the demand for work on the ground.

**PMAY-G:-**The BE for 2020-21 is 19500 crore, against which as total of Rs. 18,088.69 crore. Further, additional funds were sought at the RE Stage keeping in view the demand for funds from various States/UTs. Further, during the projected RE stage, approval of Ministry of Rural Development for additional EBR was awaited. However, the Misnistry has now receievd additional EBR of Rs. 10,000 crore for FY 2020-21, leading to total availablity of EBR of Rs. 20,000 crore. Therefore, additional fund requirement can now be met through EBR.

Further, for the FY 2021-22, the Ministry had sought Rs. 20,000 crore under PMAY-G. However, Rs. 19,500 crore have been approved. In addition, EBR of Rs. 17, 867 Cr. has been earmarked.

**PMGSY:-**BE of PMGSY for 2020-21 was Rs. 19,500 crore which has been reduced to Rs. 13,706.23 crore at RE stage. Further, BE for 2021-22 is Rs. 15,000 crore. Considering the fact that unspent balances are available with the States, this amount will be able to meet the expenditure for next year.

**NSAP:- for both Point No. 13 and 14:-** There is no hike in allocation of BE 201-22 for NSAP schemes. The BE for 2020-21 and 2021-12 are same i.e. 9200.00 crore.

**DAY-NRLM:-** As far as DAY-NRLM is concerned there is no hike in RE for the year 2020-21 and kept at the same level of Rs.9210.04 Crore as in BE. The provision of Rs.13677.61 Crore in BE 2021-22 is considered to be adequate to meet the programme requirement of the DAY-NRLM for the year 2021-22.

**SPMRM :-** In the FY 2020-21, the Budget Estimated (BE) under SPMRM was Rs. 600.00 cr which has decreased to Rs. 372.33 crore at RE stage. A total of Rs. 365.09 crore (98%of RE) has been released to States/UTs by the end of the third quarter of FY 2020-21. At the initial stage of Covid-19 pandemic, the works on ground were partially stopped leading to delay in demand of subsequent instalments from the Ministry. Now, works on ground have started and States/UTs have started utilizing funds and in process of demand of subsequent instalments. 40 Detailed Project Reports(DPRs) have been approved by States/UTs in this FY. This will quicken the pace of on ground expenditure. For FY 2021-22, the budget estimated under SPMRM is Rs. 600.00 cr but Rs.1127 crore is required under SPMRM during the financial year 2021-22 as per Output-Outcome Monitoring Framework (OOMF) target set by NITI Aayog.

**NIRD-PR:-**There is no increase in funds at RE stage in 2020-21 in respect of Grants-in-aid to NIRD&PR. Further, it is submitted that the situation due to COVID pandemic is gradually returning to normal and during 2021-22 all activities will be taken up as per targets. Hence, RE 2020-21 of Rs.80.50 crores has risen to BE 2021-22 Rs.124.00 crores."

4.4 To a further query of the Committee regarding the details of the schemes/sub-schemes of the DoRD which require extra budgetary resources from other financial institutions, the Department in their written note have submitted as below:-

**"PMAY-G :-**PMAY-G incorporates Extra Budgetary Resources from NABARD for scheme implementation. Details of EBR raised by PMAYG for 2018-19, 2019-20 & 2020-21 are as below:

(in Rs crores)

Year	BE	RE	Release from GBS	EBR Approved	EBR Aailed	Total central release (GBS +EBR)
2018-19	21,000	19,600	19,307.94	12975	10678.80	29,986.74
2019-20	19,000	18,455	18,119.63	20000	10811.00	28,930.63
2020-21*	19,500	19,500	18,088.69	20000	8133.62	26,222.31

\*As on 28<sup>th</sup> Jan 2021

As per the Cabinet Approval, additional funds under PMAY-G may be met through EBR as raising loan from NABARD.

**PMGSY:-**World Bank(WB) and Asian Development Bank(ADB) have been providing financial assistance to Pradhan Mantri Gram Sadak Yojana (PMSGY). In so far as ADB is concerned, five states are covered and World Bank is being implemented in 9 states. Apart from financial assistance WB and ADB have been providing support in the form of improvement of institutional arrangements , business processes and associated capacity building especially in relation to design, operation, safeguards, financial management, road safety, asset management, sustainability green and climate resilient, road innovations etc. Collaboration with them also provides exposure to International practices. BE for World Bank and ADB for FY 2020-21 was Rs. 1000 crore and Rs. 200 crore respectively. At RE stage, allocation for World Bank and ADB was revised to Rs. 1000 crore and 0.01 crore respectively. However, these are routed to us through budgetary route only."

## **V. Scheme-Wise Analysis - A Critical Study**

### **(A) Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA)**

#### **1. Mandate and Objective**

The Mahatma Gandhi National Rural Employment Guarantee Act, 2005 (MGNREGA) was notified on 7, September 2005. Mahatma Gandhi National Rural Employment Guarantee Scheme (Mahatma Gandhi NREGS), provides for enhancement of livelihood security of rural households by providing at least one hundred days of guaranteed wage employment in a financial year to every household whose adult members volunteer to do unskilled manual work. The scheme covers the entire country except for districts that have a hundred percent urban population.

In the first phase, the programme was implemented in 200 most backward districts with effect from February 2nd, 2006 and was extended subsequently to additional 113 and 17 districts with effect from April 1<sup>st</sup>, 2007 and May 15<sup>th</sup>, 2007, respectively. The remaining districts were included under the Act with effect from April 1<sup>st</sup>, 2008. Thus, the Act now covers all the rural districts of the country.

#### **Objectives:**

- Providing atleast 100 days of unskilled manual work in a financial year to every household in rural areas as per demand resulting in creation of productive assets of prescribed quality and durability;
- Strengthening the livelihood resource base of the poor;
- Proactively ensuring social inclusion and
- Strengthening Panchayati Raj Institutions (PRIs)

**Funding Pattern:**

Section 22(1) & (2) of the Mahatma Gandhi National Rural Employment Guarantee Act says about the funding pattern of the Schemes taken up under the Act. As per Section 22(1), the Central Government shall meet the cost of following namely:-

- (a) The amount required for payment of wages for unskilled manual work under the Scheme;
- (b) Up to three-fourths of the material cost of the Scheme including payment of wages to skilled and semi-skilled workers subject to the provisions of Schedule II;
- (c) Six percentage of the total cost of the Scheme towards the administrative expenses.

As per Section 22(2), the State Government shall meet the cost of the following, namely:-

- (a) The cost of unemployment allowance payable under the Scheme.
- (b) one-fourth of the material cost of the Scheme including payment of wages to skilled and semi-skilled workers subject to the provisions of Schedule II.
- (c) The administrative expenses of the State Council.

**2. Analysis of Financial Performance****MGNREGS – Last 5 Years' and Current Year's Achievement**

	2015-16	2016-17	2017-18	2018-19	2019-20	2020-21 (As on 13/02/2021)
Person-days Generated [In Cr]	235.15	235.65	233.74	267.96	265.36	333.66
Central release (In cr)	36644.79	48387.16*	55706.06**	61829.56	71687.71	92,173.08
Total Expenditure (in cr)	44,002.59	58,062.92	63,649.48	69,618.59	68,261.22	93,224.21
Total Households worked (in crore)	4.81	5.12	5.12	5.27	5.48	7.13
New Job Cards issued (in lakh)	54.46	77.32	77.02	62.37	69.00	165.03
GPs with NIL expenditure (in thousand)	39.46	19.4	11.7	10.9	10.5	6.7

\*Including Rs.56268.00 lakh of failed FTOs of all NeFMS State/UT during financial year 2016-17.

\*\*including Rs.136890.498 lakh deducted against wage expenditure on account of rejected transaction amount credited back during financial year 2017-18.



Budget Estimate/Revised Estimate and expenditure by States during last three years and the current year under Mahatma Gandhi NREGS are as under:

(Rs. in crore)

Sl. No.	Year	Budget Estimate	Revised Estimate	Fund released	Expenditure by States
1	2017-18	48000.00	55167.06	55166.06	63649.48
2	2018-2019	55000.00	61830.09	61829.55	69618.59
3	2019-2020	60000.00	71001.81	71687.71	68278.45
4	2020-21	61500.00	111500.00	84938.71	83675.40

\* as on 07.01.2021

Financial Progress (as on 07.01.2021)					
	FY 2020-21	FY 2019-20	FY 2018-19	FY 2017-18	FY 2016-17
Total Exp[In Cr]	83,675.40	68,278.45	69,618.45	63,649.48	58,062.92
Wages[In Cr]	60,369.02	48,854.58	47,172.55	43,128.49	40,750.72

Central funds released to Mahatma Gandhi NREGS States during 2018-19 to 2020-21 (as on 28.01.2021) (Rs. in lakh)				
S.No	States/UTs	2018-19	2019-20	2020-21 (As on 28.01.21)
1	Andhra Pradesh	657110.67	720472.46	787347.21
2	Arunachal Pradesh	19800.64	21020.01	27015.07
3	Assam	103097.37	168752.49	182510.06
4	Bihar	281936.01	325093.78	552237.25
5	Chhattisgarh	289476.07	264031.92	315141.38
6	Gujarat	102449.67	74758.23	121487.28
7	Haryana	34829.10	33812.58	58292.44
8	Himachal Pradesh	75090.72	59748.12	89798.49
9	Jammu and Kashmir	79334.12	118370.31	85150.78
10	Jharkhand	149989.63	127292.89	256487.55
11	Karnataka	297813.10	546271.17	485934.09
12	Kerala	234048.78	352016.95	333909.11
13	Madhya Pradesh	452909.74	471894.15	737358.86
14	Maharashtra	194892.31	167066.42	123455.85
15	Manipur	28698.66	61074.66	73756.92
16	Meghalaya	78903.38	102443.59	111543.64
17	Mizoram	39783.58	52507.57	53983.09
18	Nagaland	19322.98	33044.70	48382.14
19	Odisha	216328.30	243278.38	443369.44
20	Punjab	57826.49	74886.26	98403.99

21	Rajasthan	524471.10	726747.87	732133.73
22	Sikkim	9586.17	8269.34	8786.70
23	Tamil Nadu	488286.16	555969.31	726375.12
24	Telangana	295817.48	222132.13	320024.69
25	Tripura	43543.49	73113.77	104302.93
26	Uttar Pradesh	530494.79	601701.90	989308.73
27	Uttarakhand	59004.61	45580.30	76763.38
28	West Bengal	718525.61	850761.08	976742.66
29	A and N Islands	761.93	583.78	485.89
30	Dadra and Nagar Haveli	484.00	0.00	0.00
31	Daman & Diu	0.00	0.00	0.00
32	Lakshadweep	15.97	23.82	0.00
33	Puducherry	1461.29	1691.87	2573.80
34	Goa	48.83	216.76	91.34
<b>Total</b>		<b>6086142.75</b>	<b>7104628.56</b>	<b>8923153.61</b>
		<i>* Including Rs.56268.00 lakh of failed FTOs of all NeFMS State/UT during financial year 2016-17.</i>		
		<i># including Rs.136890.498 lakh deducted against wage expenditure on account of rejected transaction amount credited back during financial year 2017-18.</i>		

<b>Central funds released to Mahatma Gandhi NREGA North Eastern States during 2017-18 to 2019-20 &amp; 2020-21 (as on 05.01.2021) (Rs. in lakh)</b>					
<b>S.No</b>	<b>States/UTs</b>	<b>2017-18</b>	<b>2018-19</b>	<b>2019-20</b>	<b>2020-21 (As on 05.01.2021)</b>
1	Arunachal Pradesh	20679.65	19800.64	21020.01	24730.40
2	Assam	112366.54	103097.37	168752.49	152600.49
3	Manipur	15778.89	28698.66	61074.66	73756.92
4	Meghalaya	87060.44	78903.38	102443.59	105578.11
5	Mizoram	20081.04	39783.58	52507.57	50617.44
6	Nagaland	110492.88	19322.98	33044.70	48382.14
7	Sikkim	10571.15	9586.17	8269.34	8501.46
8	Tripura	40440.50	43543.49	73113.77	99740.79

2.2 When enquired about the increase by Rs. 50,000 crore at RE stage to Rs. 1,11,500 crores under MGNREGA, DoRD in their written reply have stated that:-

"Mahatma Gandhi NREGS is a demand driven program and release of funds to the States/UTs is a continuous process. During current financial year, due to COVID-19 Pandemic, the demand has been more than the previous FY. During previous financial year 2019-20, a total of 265 crore Persondays generated. During current financial year(as on 28.1.21) a total of 317 crore Persondays generated, which is 31.6% more than the previous Financial year. Out of a total allocation of Rs. 1,11,500 crore, a sum of Rs.89799 crore has been utilized so far, which is 80% of the allocation. Remaining funds may be utilized in the

remaining period. However, Mahatma Gandhi NREGS is a demand driven program."

2.3 The Committee wanted to know whether the huge remaining amount under MGNREGA can be utilized during the small period of remaining time. In this regard, DoRD replied that:-

"Mahatma Gandhi NREGS is a demand driven program and release of funds to the States/UTs is a continuous process. Out of a total allocation of Rs. 1,11,500 crore , a sum of Rs.89799 crore has been utilized so far, which is 80% of the allocation. Remaining funds may be utilized in the remaining period. However, Mahatma Gandhi NREGS is a demand driven program. Ministry seeks additional funds for implementation of Mahatma Gandhi NREGS from the Ministry of Finance as and when required for meeting the demand for work on the ground.

During current financial year, due to COVID-19 Pandemic, the demand has been more than the previous FY. During previous financial year 2019-20, a total of 265 crore Persondays generated. During current financial year(as on 28.1.21) a total of 317 crore Persondays generated,which is 31.6% more than the previous Financial year."

2.4 Query was also raised by the Committee on the sufficiency of funds under MGNREGA particularly when 2020-21 witnessed steep increase at RE stage but only Rs. 11,500 crore increase is noticed in the BE of MGNREGA for 2021-22. Responding in their written replies, the Department havestated as under:-

"Mahatma Gandhi NREGS is a demand driven program and release of funds to the States/UTs is a continuous process. During current financial year, due to COVID-19 Pandemic, the demand has been more than the previous FY. During financial year 2019-20 Persondays generated 265 crore. During current financial year Persondays generated 317 crore which is 31.6% more than the previous year.

At the time of BE for F.Y. 21-22 estimation, it has been taken into consideration that financial year 2021-22 might be a normal year. Ministry seeks additional funds for implementation of Mahatma Gandhi NREGS from the Ministry of Finance as and when required for meeting the demand for works on the ground. "

### 3. Physical Performance of the Scheme

#### Physical progress (as on 07.01.2021)

	FY 2020-21	FY 2019-20	FY 2018-19	FY 2017-18	FY 2016-17
Approved Labour Budget[In Cr]	333.09	277.63	256.56	231.31	220.9274
Persondays Generated so far[In Cr]	299.30	265.39	267.96	233.74	235.6458
% of Total LB	89.86	95.59	104.44	101.05	106.66
Women Persondays out of Total (%)	52.63	54.77	54.59	53.53	56.16
Average days of employment provided per Household	43.77	48.39	50.88	45.69	46.00
Average Wage rate per day per person(Rs.)	200.27	182.09	179.13	169.44	161.65
Total No of HHs completed 100 Days of Wage Employment	27,01,006	40,60,788	52,59,502	29,55,152	39,91,202
Total Households Worked[In Cr]	6.84	5.48	5.27	5.12	5.1224

#### Physical Progress FY 2020-21 (as on 28.01.2021)

S No.	States	Person-days Generated (in lakh)
1	ANDHRA PRADESH	2,235.46
2	ARUNACHAL PRADESH	90.55
3	ASSAM	637.29
4	BIHAR	1,755.21
5	CHHATTISGARH	1,225.06
6	GOA	0.86
7	GUJARAT	400.29
8	HARYANA	152.07
9	HIMACHAL PRADESH	298.97
10	JAMMU AND KASHMIR	250.89
11	JHARKHAND	954.52
12	KARNATAKA	1,215.65
13	KERALA	784.25
14	LADAKH	18.69
15	MADHYA PRADESH	2,870.29
16	MAHARASHTRA	493.74
17	MANIPUR	280.53
18	MEGHALAYA	281.69
19	MIZORAM	182.68
20	NAGALAND	155.33
21	ODISHA	1,719.76
22	PUNJAB	296.28
23	RAJASTHAN	3,719.01
24	SIKKIM	29.97
25	TAMIL NADU	2,702.96
26	TELANGANA	1,379.50

27	TRIPURA	361.99
28	UTTAR PRADESH	3,418.96
29	UTTARAKHAND	236.51
30	WEST BENGAL	3,586.70
31	ANDAMAN AND NICOBAR	2.09
32	DADRA & NAGAR HAVELI	0
33	DAMAN & DIU	0
34	LAKSHADWEEP	0.02
35	PUDUCHERRY	10.52
	<b>Total</b>	<b>31,748.29</b>

3.2 On asked about the details pertaining to issue of job cards, completion of 100 days of work, etc. the Committee were provided with the details as mentioned below by the Department:-

State/UT-wise data of issue of job cards, total person receiving jobs out of job cards issued, persons completing 100 days of mandatory work													
S No.	States	FY 2017-18			FY 2018-19			FY 2019-20			FY 2020-21 (till 28.01.2021)		
		Cumulative No. of HH issued job cards (in lakh)	Persons Employment Provided (in lakh)	No. of Households Completed 100 days (in lakh)	Cumulative No. of HH issued job cards (in lakh)	Persons Employment Provided (in lakh)	No. of Households Completed 100 days (in lakh)	Cumulative No. of HH issued job cards (in lakh)	Persons Employment Provided (in lakh)	No. of Households Completed 100 days (in lakh)	Cumulative No. of HH issued job cards (in lakh)	Persons Employment Provided (in lakh)	No. of Households Completed 100 days (in lakh)
1	ANDHRA PRADESH	86.39	65.12	5.94	88.14	69.11	8.67	89.65	65.01	5.82	94.18	77.70	4.112
2	ARUNACHAL PRADESH	2.2	1.48	0	2.29	1.69	0	2.43	1.83	0	2.52	2.24	0.008
3	ASSAM	44.26	26.04	0.11	46.54	24.6	0.18	49.63	27.73	0.3	51.04	28.67	0.32
4	BIHAR	148.33	27.02	0.16	158.65	33.82	0.25	171.12	38.63	0.2	181.16	50.25	0.157
5	CHHATTISGARH	37.04	42.77	3.24	38.01	45.69	4.28	38.92	45.44	4.18	40.13	53.53	2.2
6	GOA	0.33	0.07	0	0.33	0.01	0	0.34	0.02	0	0.34	0.04	0
7	GUJARAT	35.33	13.94	0.11	37.27	15.17	0.34	39.21	13.26	0.13	40.52	17.77	0.095
8	HARYANA	8.86	3.96	0.04	9.28	3.27	0.04	9.9	3.64	0.05	11.18	6.03	0.091
9	HIMACHAL PRADESH	12.11	6.71	0.14	12.44	7.36	0.7	12.8	7.16	0.61	13.20	8.19	0.68
10	JAMMU AND KASHMIR	11.86	10.11	0.36	12.25	9.81	0.38	12.61	9.22	0.13	12.27	7.96	0.086
11	JHARKHAND	41.2	19.08	0.58	43.98	16.24	0.26	47.6	17.63	0.31	53.91	28.37	0.483
12	KARNATAKA	55.24	38.91	0.3	59.57	39.34	2.11	63.56	41.1	1.87	69.09	51.80	0.678
13	KERALA	33.36	14.71	1.17	35.12	17.08	4.42	36.39	16.54	2.51	38.09	17.48	1.403
14	LADAKH	NA	NA	NA	NA	NA	NA	0.36	0.37	0.01	0.36	0.35	0.005
15	MADHYA PRADESH	67.02	60.98	1.35	69.82	66.74	0.77	74.67	61.72	0.91	77.14	95.21	2.137
16	MAHARASHTRA	83.99	31.4	2.01	84.9	32.76	1.92	87.57	27.46	1.24	88.46	25.14	0.904
17	MANIPUR	5.48	5.27	0	5.67	5.7	0	5.72	5.9	0.01	5.77	5.80	0.007
18	MEGHALAYA	5.34	5.91	1.15	5.64	6.8	1.61	5.9	7.15	1.81	6.06	6.67	0.75

19	MIZORAM	1.91	2.07	0	1.94	2.03	0.82	2.01	2.09	1.58	2.05	2.21	0
20	NAGALAND	4.31	4.54	0	4.34	4.17	0	4.37	4.26	0	4.41	4.13	0
21	ODISHA	63.27	37.55	0.68	64.78	33.67	0.47	68.45	37.34	1.61	73.36	56.49	2.666
22	PUNJAB	14.64	8.1	0.1	15.9	8.24	0.07	17.22	9.08	0.08	18.43	10.59	0.127
23	RAJASTHAN	97.53	65.31	2.28	101.27	75.37	5.88	105.62	80.59	8.49	111.16	101.64	4.48
24	SIKKIM	0.81	0.74	0.04	0.82	0.72	0.05	0.84	0.68	0.04	0.85	0.72	0.032
25	TAMIL NADU	79.65	68.29	1.5	81.73	65.25	2.6	84.35	64.89	1.21	86.90	75.78	0.501
26	TELANGANA	53.01	43.44	2.04	54.44	42.52	2.27	55.69	40.75	1.76	54.93	52.37	2.185
27	TRIPURA	6.11	7.07	0.04	6.25	7.39	0.15	6.31	7.84	0.55	6.38	7.98	0.662
28	UTTAR PRADESH	154.68	60.4	0.43	161.93	61.51	0.72	171.87	64.54	1.33	192.41	108.85	3.642
29	UTTARAKHAND	10.43	6.63	0.22	10.65	6.38	0.26	11	6.61	0.22	11.58	8.17	0.218
30	WEST BENGAL	117.18	81.01	5.58	119.85	74.42	13.37	125.85	79.69	3.66	132.09	110.60	4.605
31	ANDAMAN AND NICOBAR	0.35	0.08	0	0.35	0.07	0	0.33	0.07	0	0.33	0.09	0.001
32	DADRA & NAGAR HAVELI	0.04	0	0	0.04	0	0	0.04	0	0	0.04	0.00	0
33	DAMAN & DIU	0	0	0	0	0	0	0	0	0	0.00	0.00	0
34	LAKSHADWEEP	0.08	0	0	0.08	0	0	0.08	0	0	0.08	0.00	0
35	PUDUCHERRY	0.64	0.41	0	0.66	0.36	0	0.69	0.43	0	0.72	0.53	0
	<b>Total</b>	<b>1282.97</b>	<b>759.13</b>	<b>29.55</b>	<b>1334.91</b>	<b>777.32</b>	<b>52.6</b>	<b>1403.09</b>	<b>788.68</b>	<b>40.61</b>	<b>1481.11</b>	<b>1023.36</b>	<b>33.24</b>

#### 4. About Wages - Material Ratio

During the course of evidence, on being quizzed, the Secretary, DoRD stated about the above subject as mentioned below:-

"सर, नरेगा के अंतर्गत 60:40 का अनुपात किस स्तर पर मन्टेन किया जाता है, आपने उसके बारे में हमसे पूछा है। यह जिला स्तर पर मन्टेन किया जाता है। हमारे सामने प्रश्न यह नहीं है कि 60:40 का अनुपात क्यों नहीं रखा जाता है, इन्फेक्ट समस्या यह है कि 40 का अनुपात भी नहीं आ रहा है। वह कहीं पर 30, कहीं पर 25, कहीं पर 20 और दक्षिण के राज्यों में तो यह अनुपात और भी कम आता है। यह हमारे सामने एक निरंतर समस्या है और हम लोग उस पर जूझ रहे हैं। हमने राज्यों से यह भी कहा है कि अगर हम सामग्री मूलक थोड़े काम करना चाहते हैं तो कुछ राज्य, जो 40 का अनुपात है, उसके अतिरिक्त कुछ राशि अपनी भी लगाए। अगर बढ़िया काम होने हैं, पक्के काम होने हैं तो अपना पैसा भी राज्यों को लगाने के लिए तैयार होना चाहिए। हम उनको इसके संबंध में सलाह दे रहे हैं। आपने जैसा हमारा मार्गदर्शन किया है, हमारा यह प्रयत्न रहेगा कि हम कम से कम 40 का अनुपात तो अवश्य प्राप्त करें। अगर ज्यादा भी बढ़े तो अच्छा है।

माननीय सभापति महोदय ने इससे जुड़ा हुआ एक प्रश्न पूछा था कि जो स्किल्ड वर्कर्स हैं, उनको हम पैसा सामग्री मद से देते हैं। इस कारण से उनको टाइम पर पैसा नहीं मिलता है और एक दूसरा जुड़ा हुआ मुद्दा है कि सामग्री का भी भुगतान इससे होता है, तो बहुत सारे सप्लायर्स इसमें नहीं आ पाते हैं। यह एक कठिनाई है और हम लोग इससे जूझ रहे हैं। इसका एक समाधान यह अवश्य है कि राज्यों को भी मटेरियल के लिए अपनी तरफ से कुछ पैसा इसमें जोड़ने के लिए फ्लेक्सिबल होना पड़ेगा। उनकी तरफ से वह पैसे अभी आ नहीं रहे हैं, इसके चलते जो थोड़े पक्के काम और इससे हो सकते हैं, उसको करने की सम्भावना अभी नहीं बन रही है। जो स्किल्ड वर्कर्स हैं, उनका पेमेंट हम इस मजदूरी मद से कर सकते हैं या नहीं कर सकते हैं, इस बात को माननीय मंत्री जी की निगाह में लाएंगे। अगर इस पर कुछ नीति परिवर्तन की गुंजाइश बनती है तो वह जरूर हम करेंगे।"

सर, हम तो टाइम पर भेजते हैं। हमारी तरफ से पैसे की तंगी नहीं है। हम यह कह रहे हैं कि 60:40 का अनुपात आप मन्टेन करिए। आज भी हमारा पैसा कई राज्यों में है और कई राज्यों में अभी नहीं है। हमारी फाइनेंशियल एडवाइजर से बात चल रही है, हम इनसे बात करके वह पैसा भी जल्द ही रिलीज करा देंगे। मतलब इसको इस बात पर भी देखा जाना चाहिए कि स्टेट को जो भी राशि मिल रही है, उस राशि में थोड़ा पैसा अपनी तरफ से भी जोड़ना चाहिए। अभी 40 तक का अनुपात देखकर वह संतुष्ट हो रहे हैं। मतलब इसको ऐसे देखें कि सामग्री का जो 40 परसेंट का अंश है, उसका 75 प्रतिशत केन्द्र देता है और 25 परसेंट राज्य देता है। मान लीजिए 20 परसेंट अंश और बढ़ा देते हैं तो सामग्री मद में और ज्यादा राशि उपलब्ध हो जाएगी।

## 5. Wage - Disparity

About the issue related to disparity in wages, the Department have furnished the following reply:-

"As per section 6(1) of Mahatma Gandhi National Rural Employment Guarantee Act, 2005 (Mahatma Gandhi NREGA), the Central Government may, by notification, specify the wage rate for its beneficiaries. Accordingly, the Ministry of Rural Development notified Mahatma Gandhi NREGA wage rate every year for States/UTs. To compensate the Mahatma Gandhi NREGA workers against inflation, the Ministry of Rural Development revises the wage rate every year based on change in Consumer Price Index for Agricultural Labour (CPI-AL). The wage rate is made applicable from 1st April of each Financial Year. However, each State/UT can provide over and above the wage-rate notified by the Central Government. The wage rate for the States/UTs for the FY 2020-21, notified on 23.3.2020. There is an average increase of Rs.18 wage rate per day per person from Rs.182 of last Financial year to Rs.200 in the current financial year."

5.2 Responding about the current wage-rates, DoRD have stated that:-

"As per section 6(1) of Mahatma Gandhi National Rural Employment Guarantee Act, 2005 (Mahatma Gandhi NREGA), the Central Government may, by notification, specify the wage rate for its beneficiaries. Accordingly, the Ministry of Rural Development notified Mahatma Gandhi NREGA wage rate every year for States/UTs. To compensate the Mahatma Gandhi NREGA workers against inflation, the Ministry of rural Development revises the wage rate every year based on change in Consumer Price Index for Agricultural Labour (CPI-AL). The wage rate is made applicable from 1st April of each Financial Year. This Ministry does not maintain agricultural minimum wage rates in respect of States/UTs. However, each State/UT can provide over and above the wage-rate notified by the Central Government. The wage rate for the States/UTs for the FY 2020-21, notified on 23.3.2020. There is an average increase of Rs.18 in wage rate per day per person from Rs.182 of last Financial year to Rs.200 in the current financial year."

5.3 Further clarifying about the pertinent issue of disparity in wages, during the course of evidence, the Secretary, DoRD stated as below:-

“यह अलग-अलग समय से चलता आया है। हर राज्य में जो वेजेज थी, उस राज्य में उस समय जो वेज की स्थिति थी, वह उसके आधार पर निर्धारित की गई। जो सीपीआई एग्रीकल्चरल लेबर है, उससे इंडेक्स होकर वह धीरे-धीरे बदलती रहती है। उस राज्य की स्थिति के हिसाब से महात्मा गाँधी नरेगा कार्यक्रम के अंतर्गत मजदूरी निर्धारित होती है। वह सब जगह एक समान नहीं है और सब जगह एक समान ढंग से वृद्धि भी नहीं होती है। वह राज्य के हिसाब से है।”

## 6. Delay in payment of Wages

The Committee made an enquiry about the current status regarding the payment of wages under MGNREGA State/UT-wise and the pendency. In response, the Department have provided their reply in the written notes as mentioned below:-

State/UT wise Payment of wages under Mahatma Gandhi NREGA and pending wages as on 28.1.2021 are given below:-

<b>Wage payment released(in Rs. lakh) under DBT budget head</b>		
<b>(As on 28.01.2021)</b>		
<b>SI No.</b>	<b>States/UTs</b>	<b>Release under Wages</b>
<b>1</b>	<b>2</b>	<b>3</b>
1	Andhra Pradesh	561703.63222
2	Arunachal Pradesh	15476.48390
3	Assam	149907.83737
4	Bihar	378069.94099
5	Chhattisgarh	257086.90247
6	Goa	0.00000
7	Gujarat	90083.58388
8	Haryana	50726.87689
9	Himanchal Pradesh	68640.07694
10	Jammu & Kashmir	50968.11641
11	Jharkhand	180790.28498
12	Karnataka	360978.78661
13	Kerala	266653.67864
14	Madhya Pradesh	554392.10371
15	Maharashtra	101653.34924
16	Manipur	0.00000
17	Meghalaya	80623.81331
18	Mizoram	47168.21361
19	Nagaland	0.00000
20	Odisha	343760.68328
21	Punjab	83292.91988
22	Rajasthan	668833.58985
23	Sikkim	6845.05152
24	Tamil Nadu	582461.82077
25	Telangana	236997.96787
26	Tripura	77520.62714
27	Uttar Pradesh	687776.82734
28	Uttarakhand	59453.88897



29	West Bengal	849729.47913
30	Andaman & Nicobar	0.00000
31	Dadra & Nagar Haveli	0.00000
32	Daman & Diu	0.00000
33	Lakshadweep	0.00000
34	Puducherry	2433.91785
<b>Total</b>		<b>6814030.45477</b>

Note : for the states with NIL figure in the above table , the wage payment has been released through material funds budget head.

<b>Pending FTO/ Liability( in Rs.lakh) (As on 28.01.2021)</b>		
<b>SI No.</b>	<b>States</b>	<b>Pending FTO/ Liability</b>
<b>1</b>	<b>2</b>	<b>3</b>
1	Assam	11681.30066
2	Bihar	7911.69580
3	Chhattisgarh	2699.16881
4	Gujarat	825.21678
5	Haryana	2096.92365
6	Jharkhand	21628.69080
7	Kerala	3210.58078
8	Maharashtra	7830.87612
9	Odisha	36947.07943
10	Punjab	2832.47308
11	Telangana	795.69295
<b>Total</b>		<b>98459.69886</b>

6.2 Responding to the further query raised by the Committee regarding the reasons and remedial measures being taken by the DoRD to mitigate the issue of delay in the payment of wages, DoRD in their written replies have made the following submission:-

"Department is closely monitoring timely payment of wages under the scheme. Currently 98.97 % FTOs are generated within 15 days. A regular review of the progress on timely payment is being done with the stakeholders.

Department is taking every possible action to reduce the delay in payment of wages to the Mahatma Gandhi NREGS job seekers viz., continuous and timely release of funds, payment through National Electronic Fund Management System (NeFMS) for direct payment of wages into job seekers' account, issued guidelines for monitoring of timely payment and payment of delay compensation, enabling appropriate provisions in NREGS Soft to monitor timely payment of wages and payment of delay compensation. To avoid any delay in wage payment, Ministry has developed NeFMS for making direct payment into the Bank/Post Office accounts of the beneficiaries. More than 99% payment under the program is being done through electronic mode.

To ensure timely payment of wages, MoRD had issued SoP on timely payment process and delay compensation in the year 2017 and a detailed implementation framework for direct payment into the account of beneficiaries (Ne-FMS framework) in the financial year 2016-17.

The Ministry is in constant engagement with the State Governments/UTs, PFMS, NPCI, Accredited bank and State Nodal banks through review

meetings, video conferences, Mid Term Review, SMS based monitoring etc. to ensure timely wage payment."

6.3 The Committee also wanted to know about the provision for compensation in cases of delay in the payment of wages under MGNREGA. In this context, the Department have replied as below:-

"According to Section 3(3) of Mahatma Gandhi NREGA Act, 2005 workers are entitled to being paid on a weekly basis and in any case within a fortnight of the date of closure of the muster roll. In case the payment of wages is not made within fifteen days from the date of closure of muster roll, the wage seeker, as per Para 29 of Schedule II of the Mahatma Gandhi National Rural Employment Guarantee Act is entitled to payment of compensation at the rate of 0.05% of the unpaid wages per day of delay beyond the sixteenth day of closure of muster roll. States/UTs wise detail of delay compensation paid for FY 2020-21 is as follows:-"

<b>Delay Compensation Paid during FY 2020-21</b>		
<b>S.No</b>	<b>State</b>	<b>Delayed compensation Paid [In Rs.]</b>
<b>1</b>	<b>2</b>	<b>3</b>
1	ANDAMAN AND NICOBAR	0
2	ANDHRA PRADESH	0
3	ARUNACHAL PRADESH	0
4	ASSAM	55
5	BIHAR	827919
6	CHHATTISGARH	0
7	DADRA & NAGAR HAVELI	0
8	DAMAN & DIU	0
9	GOA	2542
10	GUJARAT	12206
11	HARYANA	14134
12	HIMACHAL PRADESH	50540
13	JAMMU AND KASHMIR	0
14	JHARKHAND	39
15	KARNATAKA	23972
16	KERALA	6888
17	LADAKH	0
18	LAKSHADWEEP	0
19	MADHYA PRADESH	319341
20	MAHARASHTRA	398351
21	MANIPUR	0
22	MEGHALAYA	11
23	MIZORAM	0
24	NAGALAND	0
25	ODISHA	10225

26	PUDUCHERRY	0
27	PUNJAB	67715
28	RAJASTHAN	8343
29	SIKKIM	568
30	TAMIL NADU	0
31	TELANGANA	0
32	TRIPURA	1527
33	UTTAR PRADESH	3365
34	UTTARAKHAND	3983
35	WEST BENGAL	1067231
	<b>Total</b>	<b>2818955</b>

## 7. Provision of Unemployment Allowance

On being asked about the implementation of the provision of unemployment allowance under MGNREGA, DoRD have furnished in their written notes 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. Further, Unemployment allowance to household is the liability of the State Government, This Ministry monitoring the progress via Labour Budget meeting, Midterm review meeting and other interaction with the States/UTs. Details of unemployment Allowance during last years and till date is as under:-"

### Unemployment Allowance paid (in Lakhs)

S No.	State	Unemployment Allowance paid			
		2017-18	2018-19	2019-20	2020-21 (as on 29.1.2021)
1	ANDHRA PRADESH	0	0	0	0
2	ARUNACHAL PRADESH	0	0	0	0
3	ASSAM	0	0	0	0
4	BIHAR	0.02	0	0	0
5	CHHATTISGARH	0	0	0	0
6	GOA	0	0	0	0
7	GUJARAT	0.16	0.11	0	0
8	HARYANA	0	0	0	0
9	HIMACHAL PRADESH	0.21	0.02	0.01	0
10	JAMMU AND KASHMIR	0	0	0	0

11	JHARKHAND	0.39	0.18	0	0
12	KARNATAKA	0.31	0	0	0
13	KERALA	0.09	0.02	0	0
14	LADAKH	0	0	0	0
15	MADHYA PRADESH	0.02	0.02	0	0
16	MAHARASHTRA	0.22	0.04	0.04	0.03
17	MANIPUR	0	0	0	0
18	MEGHALAYA	0	0	0	0
19	MIZORAM	0	0	0	0
20	NAGALAND	0	0	0	0
21	ODISHA	0	0	0.01	0
22	PUNJAB	0	0	0	0
23	RAJASTHAN	1.31	0.23	0.06	0
24	SIKKIM	0	0	0	0
25	TAMIL NADU	0.03	0	0	0
26	TELANGANA	0	0	0	0
27	TRIPURA	0	0	0	0
28	UTTAR PRADESH	0	0	0	0
29	UTTARAKHAND	0.06	0	0	0
30	WEST BENGAL	0	0.01	0	0
31	ANDAMAN AND NICOBAR	0	0	0	0
32	DADRA & NAGAR HAVELI	0	0	0	0
33	DAMAN & DIU	0	0	0	0
34	LAKSHADWEEP	0	0	0	0
35	PUDUCHERRY	0	0	0	0
	<b>Total</b>	<b>2.82</b>	<b>0.63</b>	<b>0.12</b>	<b>0.03</b>

7.2 Replying further on the query of the Committee *vis-a-vis* action taken by DoRD to ensure the active implementation of the payment of unemployment allowance under MGNREGA, the Department have submitted in their written reply as mentioned below:-

"Mahatma Gandhi NREGA aims to provide at least hundred days of guaranteed wage employment in every financial year to every rural household whose adult members volunteer to do unskilled manual work. Under Mahatma Gandhi NREG Act, one of the entitlements of the worker is "Right to Unemployment Allowance" the conditions and provisions for which have been elaborated in Section 7 of the Act., As per Section 7(6) of the Act, the State Govt. may prescribe the procedure for payment of unemployment allowance under this Act. In this regard, Ministry is always in constant touch with the States to ensure the compliance of payment of unemployment allowance."

7.3 About the above mentioned provision, the Secretary, DoRD added during the course of evidence as produced here:-

"आपने बेरोजगारी भत्ते के बारे में पूछा और यह भी पूछा कि हमने बजट प्रावधान किया है या नहीं किया है। बेरोजगारी भत्ता देने की जिम्मेदारी राज्य की होती है। राज्य जो शेयर देते हैं, उससे यह खर्चा किया जाना है।"

## 8. **Monitoring of the Scheme and the issues related to Corruption**

Responding to the details asked about the current monitoring system of MGNREGA, DoRD in their written reply have submitted as below:-

"The status of implementation of Mahatma Gandhi NREGS is reviewed on a regular basis. The Ministry has a comprehensive system of monitoring and review mechanism for Mahatma Gandhi NREGS. Central Employment Guarantee Council and State Guarantee Councils periodically monitor implementation of the programme. National Level Monitors, Common Review Missions and Officers of the Ministry visit States at regular interval to review implementation of the programme. After the field visits, the findings/shortcomings and recommendations are shared with the States for appropriate action at their end. Auditing Standards have been issued and States have been advised to establish independent Social Audit Units, conduct Social Audit as per Audit of Scheme Rules, training of Village resource persons for conducting Social Audit etc. Internal Audit Teams of the Department also conduct regular audit .

This is in addition to the monitoring by the States themselves with District Program Cordinators, Program Officers and PRIs having specific responsibility for monitoring. Further, the NREGA Commissioner and their offices are also charged with specific monitoring responsibilities by the States. Some monitoring is also done by the DISHA Committees and the State Employment Guarantee Councils as well."

8.2 The Committee raised a query about the issues of corruption and action taken by the DoRD to cut its menace. In this regard, the Department have stated in written replies as below:-

"The responsibility of implementation of Mahatma Gandhi NREGS is vested with the State Govt./UTs, all complaints received in the Ministry are forwarded to the concerned State Govt./UTs for taking appropriate action including investigation, as per law. Steps have been taken to strengthen transparency and accountability which include geo-tagging, Direct Benefit Transfer (DBT), National electronic Fund Management System (NeFMS), Aadhar Based Payment System (ABPS), Software for Estimate Calculation using Rural rates for Employment(SECURE) and establishment of independent social audit units and appointment of Ombudsman in the States. State specific reviews of States are also undertaken from time to time. Officers of the Ministry and National Level Monitors also visit various districts to oversee the performance of Mahatma Gandhi NREGS and conduct enquiry of complaint."

8.3 Further, the Department have also given the details about the status of Social Audit/Internal Audit mechanism as below:-

"Social Audit Units have been established across 26 States and 1 UT. In FY 2020-21, States/UTs are conducting Regular Social Audits and Concurrent Social Audits.

During FY 2020-21, a total of 16 States/UTs have conducted Regular Social Audits. The details are as follows (as on 28.01.2021):

S. No.	State SAU	Total number of GPs	Total number of GPs planned for audit at least once in FY	Percentage of GPs planned for audit at least once in FY $5 = (4/3)*100$	Total number of GPs audited at least once in FY	Percentage of Planned GPs audited at least once in FY $7 = (6/4)*100$
1	2	3	4	5 = (4/3)*100	6	7 = (6/4)*100
1	ANDHRA PRADESH	12,914	7,260	56.22%	2,234	30.77
2	ARUNACHAL PRADESH	1,828	151	8.26%	0	0.00
3	ASSAM	2,673	7	0.26%	0	0.00
4	CHHATTISGARH	11,664	10,769	92.33%	1	0.01
5	GUJARAT	14,124	14,118	99.96%	6	0.04
6	HARYANA	6,214	1,378	22.18%	1,110	80.55
7	JAMMU AND KASHMIR	4,352	2,279	52.37%	295	12.94
8	KARNATAKA	6,018	4,088	67.93%	2,975	72.77
9	KERALA	941	0	0.00%	0	0.00
10	MAHARASHTRA	28,503	0	0.00%	1	0.00
11	MANIPUR	3,150	380	12.06%	121	31.84
12	MIZORAM	888	460	51.80%	310	67.39
13	SIKKIM	186	96	51.61%	1	1.04
14	TELANGANA	12,770	2,679	20.98%	16	0.60
15	TRIPURA	1,178	1,128	95.76%	0	0.00
16	UTTARAKHAND	7,843	1,746	22.26%	7	0.40
	<b>Total</b>	<b>1,15,246</b>	<b>46,539</b>		<b>7,077</b>	

During FY 2020-21, a total of 17 States/UTs have conducted Concurrent Social Audits. The details are as follows (as on 15.01.2021):

Sr.No.	State SAU	Total number Concurrent Social Audit planned	Total number of Concurrent Social Audits conducted
1	2	3	4
1	Andhra Pradesh	4108	3372
2	Bihar	4244	3409
3	Chhattisgarh	12553	10442
4	Himachal Pradesh	3293	3206
5	Jammu & Kashmir	1333	887
6	Jharkhand	18542	15259
7	Kerala	39420	32034
8	Madhya Pradesh	41007	20278
9	Meghalaya	6911	3084
10	Odisha	8176	7531
11	Punjab	4176	3808
12	Rajasthan	14351	5788
13	Sikkim	82	75
14	Tamil Nadu	204	102
15	Telangana	13243	13573
16	Uttar Pradesh	231481	169204
17	Uttarakhand	2546	2450
	<b>Total</b>	<b>405670</b>	<b>294502</b>

Internal Auditing Wing of the Ministry of Rural Development provides independent, objective, value-added professional assurance and advisory services to the executive authorities in the Ministry to improve implementation of RD Schemes.

IAW, MoRD conducts Risk Based Internal Audit of schemes of MoRD including Mahatma Gandhi NREGS on the basis of annual audit plan. States are selected from all the regions based on financial allocations, sanctioned strength, and performance. Sample Districts in various States are selected based on various parameters like size, population, performance of schemes, funds etc.

Individual audit party visits to District headquarters and after entry meeting visits sample blocks and GPs for physical inspection/ verification of works/ records during the course of audit.

Audit Party conducts Risk Based Audit based on major Risk identified and evidences i.e. physical, testimonial, documentary or analytical, auditing sampling, statistical sampling, field visits and other documents etc.

Approved audit report is sent to Auditee (copy to the Program Division and Pr. Secretary (RD) of the concerned State) for furnishing compliance of audit paras. Details of Internal Audit conducted under Mahatma Gandhi NREGS is as below:-"

SI. No	Year	Number of Audit conducted
1	2013-14	15
2	2014-15	20
3	2015-16	7
4	2016-17	10
5	2017-18	10
6	2018-19	21
7	2019-20	26
8	2020-21	12

#### 9. Medical Facilities / Accident Compensation to MGNREGA Workers

During the course of evidence of the representatives of the Department of Rural Development (Ministry of Rural Development), replying to a query regarding medical facilities / accident compensation to the MGNREGA workers, the Secretary DoRD, responded as below:-

"एक मुद्दा था, जिसमें उन्होंने कहा था कि प्राइवेट हॉस्पिटल में जो मनरेगा मजदूर अगर सांप आदि के काटने या किसी प्रकार की बीमारी के कारण इलाज कराता है तो उसको इलाज का खर्च नहीं दिया जाता है। मैं इसकी जांच करवा लेता हूँ कि वस्तुस्थिति क्या है और अगर ऐसा किया जाना संभव होगा, तो हम लोग जरूर करेंगे।"

मैं आपको यह बताना चाहता हूँ कि 'प्रधान मंत्री जीवन सुरक्षा बीमा योजना' इसके अंतर्गत लागू है और इसमें मृत्यु या पर्मानेंट डिसएबल होने पर पहले जो राशि 20 हजार रुपये थी, उसको बढ़ाकर 2 लाख रुपये कर दिया गया है।

#### 10. MGNREGA during COVID times

Throwing light on the effect on the implementation of MGNREGA during COVID Pandemic, the Department have apprised the Committee as mentioned below:-

"During the current FY 2020-21 about 1.57 crore new Job Cards have been issued (as on 28.01.2021). As per the provision of the Act, the adult member of every households residing in any rural areas and willing to do unskilled manual work and possessing job card can demand for the work including migrant worker. During the current FY 2020-21 (as on 28.01.2021) 317 crore persondays has been generated which is 31.6% more than the persondays generated in the previous financial year upto March 2020 (265 crore persondays)."



**(B) Pradhan Mantri Awaas Yojana - Gramin (PMAY-G)****1. Features of the Yojana**

The erstwhile rural housing scheme, Indira AwaasYojana (IAY) had been re-structured into Pradhan MantriAwaasYojana — Gramin (PMAY-G) in view of Government's commitment to provide "Housing for All" by 2022 and to address the gaps in the previous housing schemes. The re-structured scheme Pradhan MantriAwaasYojana — Gramin (PMAY-G) came into effect from 1st April 2016. The aim of PMAY-G is to provide a pucca house with basic amenities to all houseless and households living in kutchra/ dilapidated houses in rural areas by 2022.

To achieve the objective of "Housing for All" the target number of houses to be constructed by the year 2021-22, is 2.95 crore. The target set is to be achieved in phases and in the 1st phase 1.00 crore houses have been taken up for construction in 3 years i.e., 2016-17 to 2018-19. In the 2nd phase 1.95 crore houses are being taken up for construction in 3 years from 2019-20 to 2021-22.

Under PMAY-G, identification of beneficiaries is based on the housing deprivation parameters as per Socio-Economic Caste Census — 2011. Accordingly, under PMAY-G all rural houseless and households living in zero, one or two room kucha houses, subject to the exclusion process as per SECC and duly verified by Gram Sabha are provided assistance for construction of houses.

**2. Financial Achievement**

Total Funds Allocated/Released/funding pattern of all schemes State wise during the last three years and upto 05.01.2021 of the current financial year:-

(Rs. in crores)					
Financial year	Funds Allocated	Funds Released	Funding pattern(Non NE States)	Funding pattern NE States and Himalayan States and UT of J&K	Funding pattern remaining UTs
2017-18	23,000	29901.72*	60:40	90:10	100:0
2018-19	21,000	29986.91**	60:40	90:10	100:0
2019-20	19,000	28930.63***	60:40	90:10	100:0
2020-21	19,500	26222.30**** as on 11 <sup>th</sup> Jan 2021	60:40	90:10	100:0

\* It includes Rs.7329.43 crores released from Extra Budgetary Resources, i.e. NABARD Loan

- \*\* It includes Rs. 10678.80 crore released from Extra Budgetary Resources, i.e. NABARD Loan  
 \*\*\* It includes Rs 10811.02 crore released from Extra Budgetary Resources, i.e. NABARD Loan  
 \*\*\*\* It includes Rs 8133.62 crore released from Extra Budgetary Resources, i.e. NABARD Loan

On the question of full utilization of funds by the end of current fiscal year, the Department have submitted that:-

"With re-appropriation of funds from heads where funds is available to other Miscellaneous Heads such as Advertising and Publicity, Office Expenses, Domestic Travel Expenses, Rural Housing Interest Subsidy Scheme etc, this division will utilize the funds completely."

2.2 With zero percent hike in fund allocation in Financial Year 2021-22, the Committee wanted to know the opinion of the Department. In its reply, DoRD have stated as under:-

"Considering zero percentage increase in funds allocated for PMAYG through budget, As per the approved Cabinet Note dated 18th February, 2019 the total cost to the Government of India to meet the requirement of the target of houses 65 lakh houses is Rs56,228 crores . Out of which Rs 19,500 will be met through Budget and the remaining through EBR."

2.3 DoRD have also furnished the following updated details of the financial progress of the Yojana as below:-

### **PMAY-G: Financial Progress**

Year	Central Share			Funds Released		
	B.E.	EBR Approved	Total	B.E.	EBR	Total
2016-17 to 2019-20	78,000	41,975	1,19,975	76,257	28,819	1,05,348
2020-21	19,500	20,000	39,500	18,485	8,134	26,447
Total	97,500	61,975	1,59,475	94,742	36,953	1,31,695

As on 13<sup>th</sup> Feb 2021

Financial progress against funds released to state in 2020-21 is as below:

(in Rs lakhs)

S.No.	State	2020-21	
		Central Release	Fund utilised by state
1	ANDHRA PRADESH	0	0
2	ARUNACHAL PRADESH	0	260
3	ASSAM	150343	87648

4	BIHAR	426479	768724
5	CHHATTISGARH	30712	92542
6	GOA	0	33
7	GUJARAT	0	38701
8	HARYANA	0	1245
9	HIMACHAL PRADESH	535	1807
10	JAMMU AND KASHMIR	42771	44627
11	JHARKHAND	167898	291140
12	KARNATAKA	0	0
13	KERALA	0	1493
14	MADHYA PRADESH	340834	276601
15	MAHARASHTRA	129369	147359
16	MANIPUR	7943	7158
17	MEGHALAYA	15021	13897
18	MIZORAM	1091	912
19	NAGALAND	1740	0
20	ODISHA	282187	362096
21	PUNJAB	3133	5714
22	RAJASTHAN	110859	271719
23	SIKKIM	0	23
24	TAMIL NADU	0	50728
25	TELANGANA	0	0
26	TRIPURA	11362	9216
27	UTTAR PRADESH	207762	106253
28	UTTARAKHAND	0	87
29	WEST BENGAL	537176	822856
30	ANDAMAN AND NICOBAR	1688	683
31	DADRA AND NAGAR HAVELI	0	2169
32	DAMAN AND DIU	0	0
33	LAKSHADWEEP	0	1
34	PUDUCHERRY	0	0
	<b>Total</b>	<b>2468903</b>	<b>3405692</b>

As per AwaasSoft as on 28th January, 2021.

Note: Utilization is against the central share, state share and miscellaneous receipts and the unspent balances of previous years.

### 3. Physical Achievement

The target allocated to states is 2,28,38,512. As on 28.01.2021, 1,26,95,517 have been completed which is 55.58% completion. There are 1,01,42,995 which are pending for completion. Year-wise target and completion details are mentioned below:

Year	PMAY-G Target	PMAY-G houses constructed as on 27.01.2021
2016-17	42,64,470	2,115
2017-18	31,70,117	38,16,081
2018-19	25,14,493	44,72,476
2019-20	59,76,635	21,28,873
2020-21	63,76,580	22,78,087
<b>Total</b>	<b>2,28,22,379</b>	<b>1,26,95,517</b>

There are 7,35,355 pending IAY houses which are to be completed. However, out of this only, 52,886 have been completed as on 28.01.2021. The States have been communicated by MoRD that pending IAY houses need to be completed by 31.03.2021. Those IAY houses which cannot be completed due to reasons like migration of beneficiary, death of beneficiary etc. need to be written off by the states and the same need to be communicated to MoRD.

#### 3.2 Status of Performance State/UT-wise:-

S. No.	State Name	MoRD Target	Sanctions	1st Installment	2nd Installment	3rd Installment	Completed	Percentage Sanction	Percentage Completion
	<b>Total</b>	<b>2,23,02,295</b>	<b>1,88,64,072</b>	<b>1,69,83,946</b>	<b>1,45,59,672</b>	<b>1,28,54,648</b>	<b>1,26,97,531</b>	<b>84.6%</b>	<b>56.9%</b>
1	ARUNACHAL PRADESH	34,042	19,517	2,498	135	54	2,042	57.3%	6.0%
2	ASSAM	8,81,833	4,83,821	4,58,536	4,41,582	4,06,963	3,81,071	54.9%	43.2%
3	BIHAR	32,85,574	26,66,704	25,61,619	19,37,129	15,01,391	15,23,023	81.2%	46.4%
4	CHHATTISGARH	15,88,202	10,96,331	9,33,245	8,85,183	8,16,065	7,67,348	69.0%	48.3%
5	GOA	1,707	175	169	131	117	106	10.3%	6.2%
6	GUJARAT	3,28,330	3,14,017	3,08,659	2,72,684	2,20,750	2,58,621	95.6%	78.8%
7	HARYANA	21,502	20,905	20,891	20,631	20,420	20,487	97.2%	95.3%
8	HIMACHAL PRADESH	14,863	11,866	10,128	7,803	7,375	7,540	79.8%	50.7%
9	JAMMU AND KASHMIR	1,65,801	1,32,138	1,07,215	60,675	39,685	35,688	79.7%	21.5%
10	JHARKHAND	12,72,916	11,83,055	11,51,736	9,12,949	7,40,106	7,63,090	92.9%	59.9%
11	KERALA	42,431	20,269	19,732	17,742	17,118	17,227	47.8%	40.6%

12	MADHYA PRADESH	26,28,593	24,54,260	20,14,083	19,45,939	18,77,046	18,04,495	93.4%	68.6%
13	MAHARASHTRA	12,09,398	9,58,342	8,46,774	6,32,479	5,89,007	5,49,052	79.2%	45.4%
14	MANIPUR	34,482	28,586	18,440	14,416	10,872	9,940	82.9%	28.8%
15	MEGHALAYA	67,881	45,480	36,866	28,989	21,124	19,158	67.0%	28.2%
16	MIZORAM	19,681	13,424	6,597	5,461	4,458	3,985	68.2%	20.2%
17	NAGALAND	24,383	4,239	4,188	-	-	4,239	17.4%	17.4%
18	ODISHA	24,23,012	18,39,115	17,85,980	16,72,690	15,35,772	14,66,646	75.9%	60.5%
19	PUNJAB	24,000	23,944	23,694	21,053	15,176	15,556	99.8%	64.8%
20	RAJASTHAN	15,71,213	13,33,485	13,09,761	11,64,036	10,07,623	10,12,005	84.9%	64.4%
21	SIKKIM	1,079	1,079	1,079	1,071	1,061	1,061	100.0%	98.3%
22	TAMIL NADU	5,27,552	4,49,907	3,85,149	3,24,595	2,91,380	2,77,025	85.3%	52.5%
23	TRIPURA	53,827	48,491	48,441	47,716	45,172	43,800	90.1%	81.4%
24	UTTAR PRADESH	21,94,107	21,63,244	16,40,763	14,62,625	14,30,853	14,34,712	98.6%	65.4%
25	UTTARAKHAND	12,666	12,662	12,662	12,461	12,347	12,374	100.0%	97.7%
26	WEST BENGAL	34,04,467	32,83,503	30,92,825	25,13,906	20,98,661	21,31,977	96.4%	62.6%
27	ANDAMAN AND NICOBAR	1,623	1,565	1,325	697	489	492	96.4%	30.3%
28	DADRA AND NAGAR HAVELI	5,718	5,652	4,084	3,752	1,997	588	98.8%	10.3%
29	DAMAN AND DIU	15	14	13	13	13	13	93.3%	86.7%
30	LAKSHADWEEP	57	53	53	49	45	37	93.0%	64.9%
31	PUDUCHERRY	-	-	-	-	-	-	0.0%	0.0%
32	ANDHRA PRADESH	78,276	71,571	64,208	48,480	46,860	46,723	91.4%	59.7%
33	KARNATAKA	3,83,064	1,75,229	1,11,108	1,01,218	93,314	86,157	45.7%	22.5%
34	TELANGANA	-	-	-	-	-	-	0.0%	0.0%
35	LADAKH	-	1,429	1,425	1,382	1,334	1,253	0.0%	0.0%
	<b>Total</b>	<b>2,23,02,295</b>	<b>1,88,64,072</b>	<b>1,69,83,946</b>	<b>1,45,59,672</b>	<b>1,28,54,648</b>	<b>1,26,97,531</b>	<b>84.6%</b>	<b>56.9%</b>

3.3 To a query raised by the Committee regarding the performance of States/UTs based on completion percentage for the last three years, DoRD have provided the following details:-

"Performance of States/UTs based on completion percentage for last three years is provided below:

- a. FY 2018-19  
Top Performing: Uttar Pradesh (99.2%), Rajasthan (97%), Madhya Pradesh (96.9%), West Bengal (96.4%)  
Worst-Performing: DNH (3.9%), Andaman and Nicobar Islands (48.7%), Tamil Nadu (56.4%)
- b. FY 2019-20  
Top Performing: Uttar Pradesh (94%), Madhya Pradesh (75%), Jharkhand (71%), Rajasthan (70%)  
Worst Performing: Nagaland (NIL), Mizoram (NIL), Karnataka (NIL), Arunachal Pradesh (0.4%), Manipur (2.8%), Meghalaya (6.8%)
- (c) FY 2020-21  
Top Performing: Odisha (10.5%), Andaman and Nicobar (8.5%), Jharkhand (7.3%)

All other states to whom targets have been allotted are less performing."

3.4 Responding to the query of the Committee regarding the erstwhile leftover eligible beneficiaries from the ambit of PMAY-G, the Department have submitted in their written reply as under:-

"Permanent Wait List (PWL) as on 28.01.2021 is 2,18,86,289. There are 10,28,366 beneficiaries which are pending for remand. The overall target allocated is 2,28,38,512 out of which target of 7,36,789 will be surrendered. There will be no eligible beneficiary leftover from PWL as the target is more than the existing eligible beneficiaries from PWL. Moreover, the target will also be realized from eligible beneficiaries from Awaas+ survey."

3.5 Further replying in the context of above query, the Department have also furnished their submission as below:-

- i. The Union Cabinet while approving 2<sup>nd</sup> Phase of PMAY-G had given approval for inclusion of additional eligible households from the final Awaas+ list into the Permanent Wait List (PWL) of PMAY-G, with a ceiling of 1.95 Cr., To achieve the objective of "Housing for All" by 2022, the target set is construction of 2.95 crore houses. Out of this target, 1.00 crore houses were taken up under Phase – I of PMAY-G and remaining 1.95 crore houses are to be taken up under Phase – II of PMAY-G.
- ii. The Ministry of Finance vide their O.M. dated 21st July 2020 concurred the proposal for inclusion of additional eligible households from the final Awaas+ list into the Permanent Waitlist (PWL) of PMAY-G with a ceiling of 1.95 crore houses for Phase-II on priority for those States where PWL has been exhausted. Pursuant to this, the Ministry has allocated Awaas+

target of 8.5 lakh to the States for FY 2020-21 and the remaining shall be allocated in the next financial year. States / UTs, where PWL is exhausted, have been taken on priority for allocation of targets from Awaas+ data with the approval of the Minister of Rural Development.

iii. The Awaas+ targets allocated so far are as under:

S. No.	State	Awaas+ Target
1.	Uttarakhand	13,399
2.	Uttar Pradesh	7,32,591
3.	Sikkim	260
4.	Ladakh	478
5.	Gujarat	1,03,272
	<b>Total</b>	<b>8,50,000</b>

3.6 During the course of evidence of the representatives of the Department of Rural Development (Ministry of Rural Development), replying to a query regarding eligible beneficiaries under PMAY-G, the Secretary DoRD, responded as below:-

"महोदय, वर्ष 2011 के लिए हाउसलेस के लिए सोशियो इकोनोमिक कास्ट सेंसस किया गया था और उस समय जिन लोगों के पास मकान नहीं था या एक या दो कमरे का कच्चा मकान था, वैसे लोगों को परमानेंट मकानों की वेत लिस्ट की कैटेगरी में शामिल किया गया और जिस समय योजना गठित की गई, उस समय 2 करोड़ 95 लाख ऐसे लोगों के नाम निकले। शुरु में 4 करोड़ 3 लाख लोग थे। उसके बाद इस सूची को ग्राम पंचायतों के पास भेजा गया। उनके सत्यापन के बाद तो यह सूची 2 करोड़ 95 लाख पर आ गई। अब जब देख रहे हैं तो कई और लोगों के घर भी बने हुए पाए जा रहे हैं। अब हमारे अनुमान से यह सूची 2 करोड़ 8 लाख के करीब होनी चाहिए। आज भी हमें दो बार जियो टैगिंग करानी पड़ती है। पहली जियो टैगिंग उसके पहले मकान पर होती है और दूसरी जिस जगह उसने आवास बनाना है, उस पर भी जियो टैगिंग करानी पड़ती है। इसके आधार पर यह पता लगाना है कि उसका पुराना घर कैसा है और नई जगह पर जमीन है या नहीं, इसे देखा जाता है।

महोदय, जैसा कई सदस्यों ने कहा कि वर्ष 2011 के बाद कई साल बीत गए हैं, नए परिवार बने हैं और अलग भी हुए हैं तो उन्हें शामिल क्यों नहीं किया है। इस आधार पर एक आवास प्लस सर्वे कराया गया और लोगों को इस योजना में लाने का काम किया गया। कुल 3 करोड़ 53 लाख लोगों ने आवेदन दिए। आंकड़ों के आधार पर तीस लाख लोगों को छांटा गया। आज के दिन में काफी लोग उस सूची में ऐसे भी हैं, जो इसके पात्र नहीं हैं लेकिन अपना घर तोड़कर दूसरी जगह दिखाकर अपने को सूची में शामिल करना चाहते हैं। हमने निर्णय किया है कि हम सभी का सत्यापन करेंगे, इसलिए मैं कहूंगा कि हमारे पास हाउसलेस लोगों की पूरी संख्या है। आपने यह भी कहा कि लैंडलेस कितने लोग हैं, उनकी भी हमें जानकारी है। आज के समय 4 लाख 9 हजार लोग लैंडलेस थे। हमारे प्रयास से 1 लाख 80 हजार लोगों को जमीन उपलब्ध करवा दी है। 2 लाख 29 हजार लोग आज भी ऐसे हैं, जिन्हें जमीन उपलब्ध नहीं कराई जा सकी है। हम राज्य सरकार से संपर्क में हैं कि उन्हें जमीन उपलब्ध हो जाए।

माननीय सभापति जी ने भी कहा है कि आबादी क्षेत्र का विस्तार होना चाहिए। यह समस्या राज्यों को ही टेकल करनी पड़ेगी। केंद्र स्तर से हम जमीन उपलब्ध करवाने के मामले में कोई कार्यवाही नहीं कर सकते हैं और यह योजना की प्रकृति ही ऐसी है, जहां जमीन उपलब्ध करवाने का दायित्व राज्य सरकारों का है। सबसे लेटेस्ट अपडेट है कि तमिलनाडु सरकार बहुत दिन से जिद पर अड़ी थी कि हम जमीन उपलब्ध नहीं करवा सकते हैं। उनके यहां जमीन की एक श्रेणी पोराम्बो है। इस श्रेणी में जो बैठे थे, उन्हें यह कहा गया कि यह एनक्रोचमेंट है और हम इन्हें हटाएंगे। हाल में हमारे प्रयासों के कारण 20 हजार ऐसे लोग हैं, जिन्हें जमीन मिलने की संभावना बढ़ गई है।"

#### **4. Installment Releases**

About the concern of delay in installment releases under PMAY-G, the Secretary, DoRD, during the course of evidence deposited as under:-

"इंस्टालमेंट्स लेट पहुँचने की बात कही है। यह डिपेंड करता है कि फंड ट्रांसफर ऑर्डर्स कब जारी किए गए। मध्य प्रदेश में एक समस्या यह रही है कि राज्य के स्तर से वहाँ पर राज्यांश वे टाइम पर नहीं दे रहे हैं। इसके चलते बहुत सारे लोग, जिनको किस्तें मिलनी चाहिए, जो पात्र हो गए हैं, उनको भी किस्त नहीं मिल पा रही है। हम राज्य सरकार पर लगातार दवाब डाल रहे हैं और आपको जानकर खुशी होगी कि पिछले एक सप्ताह में 1167 करोड़ रुपया राज्य सरकार ने अभी रिलीज किया है, तो मोस्ट लाइक्ली मिल गया हो। हमारी तरफ से कोई कमी नहीं है। इसमें राज्य सरकारों की तरफ से थोड़ी सी कमी है।"

#### **5. Quality of Construction**

About the quality of and timely construction of houses, to meet the deadline in future, the Department have stated in their written reply as under:-

"The rural housing scheme of the central government has come long way with the PMAY-G in the quality construction of houses compare to erstwhile schemes of the central government. Different initiative under PMAY-G to ensure the better design and quality of the houses are as follows-

- i. As given in the Framework for Implementation (FFI) of the PMAY-G, the beneficiaries are being assisted in house construction with a bouquet of house design typologies inclusive of disaster resilient features that are suitable to their local geo-climatic conditions.
- ii. MoRD with the help of IIT-Delhi, United Nations Development Programme (UNDP) and CSIR-Central Building Research Institute (CSIR-CBRI) under took state-specific studies in 18 states for the development of house design typologies appropriate to local geo-climatic and cultural context with disaster-resilient feature. As an outcome of the study, MoRD published a compendium of region-specific house designs with the name 'Pahal' which includes 108 house designs for 62 housing zones in 15 States in the country.
- iii. The geotagged and time tagged photographs of the houses at different stages of construction, have been linked with the release of



subsequent installments of financial assistance leading to evidence-based monitoring. The captured photographs are further being used for reviewing the construction quality/ completion of the houses under PMAY-G.

- iv. As given in the FFI of the PMAY-G, the States have included Technical Expert in the field of house construction including alternate technologies in the Project Management Units (PMUs) at the State & District level.
- v. To avail the skilled workforce for the construction of quality houses the Ministry has launched the Rural Mason Training (RMT) program under PMAY-G in partnership with the Construction Skill Development Council of India (CSDCI) and National Skill Development Corporation (NSDC). As of 23<sup>rd</sup> December 2020, 1,76,497 candidates have enrolled, out of which 98,658 candidates have been assessed and certified.
- vi. States are being encouraged to construct demonstration houses on region-specific house design typologies for PMAY-G beneficiaries to visit, experience and opt for. In this regard guidelines also have been issued by the MoRD.
- vii. To bring about the effective collaboration among the academic / technical institutes and State government under PMAY-G for the technical support in quality construction of the houses and use of alternative construction technologies under PMAY-G, the guidelines have been issued by the MoRD. Accordingly, States are collaborating with the academic/ technical institutes.
- viii. The project proposal for the construction of demo-houses in collaboration with CSIR-CBRI in the select States is at the advanced stage of approval in the Ministry.
- ix. The IT - based portal Rural Housing Knowledge Network (RHKN) for comprehensive knowledge on house design typologies, construction technologies, costing & resources is being developed by the MoRD. National Institute of Rural Development & Panchayati Raj (NIRD-PR), IIT Delhi and NIC have been on-boarded for the same.
- x. The quality construction of the houses under PMAY-G is also being reviewed through field visits by the CRM teams, officials from the DoRD, etc.
- xi. For quality construction of the houses, the States/ UTs have been asked to take necessary steps to ensure the sustained availability of good quality construction materials. On the other hand, building materials manufacturers and suppliers' associations have been asked to keep preparedness for the supply of likely demand of the construction materials in the house construction.

The steps taken by the MoRD to expedite work to achieve target of the house construction of houses are as follows-

- i. Timely release of funds to the States/UTs in the upcoming months and follow up with them for releasing the same & state matching share from Treasury into State Nodal Accounts.
- ii. Expeditious resolution of technical issues faced by the States
- iii. Following up with the States to ensure provision of land to the landless beneficiaries for the house construction.
- iv. Review over Video Conferences with States at the level of MRD and SRD
- v. Regional/ State-wise review by the AS (RS), DDG (RH) on physical & financial progress including several identified parameters such as house sanctions, completions, delayed houses, fund release from State treasury, etc.
- vi. Focus on completion of those houses where 2<sup>nd</sup> & 3<sup>rd</sup> installment of funds has been released
- vii. Separate review of States with high target, poor performing States and delayed houses

Cleaning of the Permanent Wait List (PWL) by removing ineligible/ unwilling beneficiaries from the PWL."

## 6. **Status of Landless / Waiting Beneficiaries**

From the written replies of the Department, it is brought to the fore that:-

"Delay in provision of land to the landless beneficiaries- As on 03.12.2020, against total identified 4,09,355 landless beneficiaries in PWL of PMAY-G, 1,80,269 beneficiaries have already been provided land and 2,29,086 beneficiaries are remaining to be provided land by States/UTs."

6.2 During the course of evidence of the representatives of the Department of Rural Development (Ministry of Rural Development), replying to a query regarding remaining beneficiaries who have not yet got home under PMAY-G, the Secretary DoRD, responded as below:-

"आपने प्रश्न पूछा था कि प्रधान मंत्री आवास योजना में 2.95 करोड़ आवासों का लक्ष्य है और प्रधान मंत्री जी ने सभी आवास विहीन व्यक्तियों को घर दिलाने का लक्ष्य रखा है तो उसे हम कैसे पूरा करेंगे? आपकी यह बात बिल्कुल है कि 2.95 करोड़ आवासों का लक्ष्य हम एक-डेढ़ साल में नहीं पूरा कर सकते हैं। हम यह कोशिश जरूर करेंगे कि जो आजादी की 75वीं वर्षगांठ होगी, उसमें ज्यादा से ज्यादा लोगों को आवास उपलब्ध करा सकें। हम लोगों का अपना अनुमान है कि हम दो करोड़ दो लाख लोगों को उस समय तक घर उपलब्ध करा देंगे। जो पीडब्ल्यूएल में लोग थे, उनका लगभग शत-प्रतिशत होगा। उसके बाद से जो नए लोग जुड़े हैं, उनके लिए हमें अलग से इंतजाम करना पड़ेगा और अलग से टाइम लेना पड़ेगा।"

## 7. Unit Assistance

On a pointed query by the Committee regarding enhancing per unit assistance amount under PMAY-G, the Department have stated that:-

"There is no such proposal under consideration to increase the unit assistance under PMAY-G."

## 8. Parity with PMAY-U

On the issue of disparity in the assistance component under PMAY-G and PMAY-U, the Secretary, DoRD submitted during the evidence meeting as mentioned below:-

"आपने पीएम आवास योजना - ग्रामीण और शहरी के बीच में फर्क पूछा था और फर्क क्यों है, इसके बारे में आपने बताया था। सर, जैसा मैंने आपको पहले बताया कि आपकी बैठक की तैयारी के लिए जो पिछला हमने कम्पलायंस दिया था, उसका और बाकी सबका अध्ययन किया तो मैं आपको यह अवगत करना चाहता हूँ कि जो प्रधान मंत्री आवास योजना, शहरी है, उसके तीन हिस्से हैं। एक हिस्सा है, जिसको स्लम रीडेवलपमेंट विद प्राइवेट पार्टनरशिप कहते हैं। उसमें एक लाख रुपये प्रति आवास दिए जाने की व्यवस्था है। सर, दूसरा है – एफॉर्डेबल हाऊसिंग इन पार्टनरशिप, उसमें डेढ़ लाख रुपये प्रति इंडब्ल्यूएस हाऊस दिए जाने की व्यवस्था है। ये जो दो हैं, वे प्रधान मंत्री आवास योजना ग्रामीण के ही समतुल्य हैं, उसमें कोई फर्क नहीं है। जहां फर्क है, उसको भी हमको समझना जरूरी है। उनके यहां पर कंस्ट्रक्शन लिंकड सब्सिडी स्कीम है, उसमें उनके यहां पर छह लाख रुपये तक की राशि पर साढ़े छह प्रतिशत के रेट से इंटेस्ट सब्वेंशन दिया जाता है और इसकी जो राशि है, एक साथ ही नेट प्रेजेंट वेल्यु निकाल कर उपलब्ध करा दिया जाता है। यह यूँकि छह लाख रुपये है, साढ़े छह लाख का इंटेस्ट सब्वेंशन है, तो यह दो लाख 66 हजार रुपये की राशि आती है।

सर, हमारे यहां पर इसके समतुल्य योजना है, जिसका नाम है – रुरल हाऊसिंग इंटेस्ट सब्वेंशन स्कीम। इसमें दो लाख रुपये तक की राशि दी है, तीन पर्सेंट के रेट से इंटेस्ट सब्वेंशन दिया जाता है और कुल मिला कर 38 हजार रुपये की राशि दी जाती है। तो यहां पर फर्क जरूर है।

उसके तीन जो खंड हैं, उनके बारे में मैंने आपको चर्चा की है। एक स्लम रीडेवलपमेंट विद प्राइवेट पार्टनरशिप स्कीम है, इसमें एक लाख रुपये प्रति आवास है। एफॉर्डेबल हाऊसिंग इन पार्टनरशिप, डेढ़ लाख रुपये प्रति आवास है और क्लस्टर लिंक सेविंग्स स्कीम, जिसके बारे में अभी मैंने थोड़ी देर पहले चर्चा की है। जो प्रथम दो मैंने बताए, उनमें जो लाभ दिया जा रहा है, वह प्रधान मंत्री आवास योजना, ग्रामीण के समतुल्य ही है। जहां पर फर्क है, वह इंटेस्ट सब्वेंशन वाली स्कीम में है और हम लोग देखेंगे कि उसके समतुल्य हम कैसे इसको ला सकेंगे।"

## 9. Monitoring

As provided by the Department of Rural Development, the monitoring of PMAY-G is done in the following manner:-

- a. 'Implementation and monitoring of the scheme is done through end to end e-Governance model using MIS-AwaasSoft, i.e. identification of beneficiary to release of assistance, capture of progress with geo-tagged photos and completion of houses.

- b. Evidence based monitoring of construction of house through uploading of geo-tagged photographs with time and date stamping at each pre-identified stage of house construction.
- c. Use of geo-tagged photographs to monitor / review of quality of PMAY-G houses constructed by using “House quality review application” in AwaasSoft.
- d. States/ UTs have also put in place a mechanism to speed up house construction. They have not only put incentives for the beneficiaries for early construction but also tagged a few houses to AwaasSahayaks, Awaas Mitra etc. who not only hand-held the PMAY-G beneficiaries but they are also given incentives for timely / early completions of houses.
- e. To encourage healthy competition among the States / UTs and to motivate them for better performance under PMAY-G, Performance Index Dashboard has been developed to monitor different aspects of implementation of the programme, both geographically and parameter-wise, wherein States / UTs, Districts and Blocks are ranked, both nationally and within the State, based on their daily performance. Annual Awards to States / UTs are also based on their performance as captured on Performance Index Dashboard.
- f. To track the flow of admin funds (activity-wise) till the end-user Administrative Fund Management System i.e. Admin Module has been developed by the Ministry on request of the States.’

9.2 An integral aspect of monitoring is brought about through Social Audit provision, the details of which provided in the notes of the Department are as under:-

"The guidelines for Social Audit in PMAY-G have been prepared in consultation with National Institute of Rural Development & Panchayati Raj (NIRD&PR). The guidelines were launched on 13th November 2019. As per the Framework for Implementation for PMAY-G, Social Audit Units (SAUs), set up by the State/UT Government under MGNREGA, to be roped in to facilitate conduct of Social Audit of PMAY-G. Resource persons identified by the SAU at different levels are to be involved with the Gram Sabha in conducting social audit. The resource persons can be drawn from primary stakeholders, civil society organizations or individuals, having knowledge and experience in working for the rights of the people.

The ‘Auditing Standards for Social Audit’ were prepared by Ministry of Rural Development in consultation with C&AG for the social audit of MGNREGA. SAU must confirm to the auditing standards as applicable to PMAY-G.

SAU should ensure that Social Audit of PMAY-G is conducted in every Gram Panchayat once in a year and accordingly prepare the annual calendar. To ensure that social audits are conducted regularly, funds are to be released to the States/UTs timely. The expenditure towards

conduct of social audits would be met from Admin component of the Programme. The funds for the social audit shall be released on the lines of the Social Audit Guidelines of MGNREGA.

National Institute of Rural Development and Panchayati Raj (NIRD&PR) along with State Institutes of Rural Development (SIRDs) is the training partner for capacity building and training of the social audit resource persons."

#### 10. Impact of COVID Pandemic

**"PMAY-G:-**Implementation of flagship schemes of the Govt. like PMAY-G was also affected at the ground level due to unavailability of construction materials, labour, delay in inspection of stages of house construction etc. Therefore, various measures have been taken towards provision of affordable housing under Pradhan Mantri Awaas Yojana – Gramin. Stringent monitoring of completion of ongoing PMAY-G houses of Phase-I and remaining houses of phase-II is being done. Letter was sent from SRD to all the States/UTs for containing the spread of COVID-19 while implementation of PMAY-G in the rural areas and strict adherence to social distancing and compulsory wearing of masks. This has helped in generation of direct employment opportunities for the migrants and indirect employment opportunities to other stakeholders owing to increased demands. Front loading of work of construction of PMAY-G houses and engagement of migrant workers in house construction activities in the rural areas was done. The initiative helped in creation of jobs for migrant workers involved in masonry and labour work in the rural sector and thereby ensuring regular income to the workers during COVID-19 crisis.

However, to expedite the work, an advisory to carry out house construction activities during COVID-19 crisis, starting 20th April, 2020, has been issued to all States/UTs to start the work with due care and maintaining social distance, etc."

#### Progress under PMAY-G in FY 2020-21-

S. No.	State Name	MoRD Target	Sanctions Out of GEO Tagged	1st Installment	2nd Installment	3rd Installment	Completed
	<b>Total</b>	<b>6376580</b>	<b>3470915</b>	<b>1889122</b>	<b>603068</b>	<b>168856</b>	<b>188733</b>
1	ARUNACHAL PRADESH	15321	6055	2	0	0	6
2	ASSAM	365976	27195	3797	0	0	0
3	BIHAR	806698	220413	162867	32128	6853	8438
4	CHHATTISGARH	648867	157002	0	0	0	0
5	GOA	1280	0	0	0	0	0
6	GUJARAT	16527	4170	2372	16	0	10
7	HARYANA	0	0	0	0	0	0

8	HIMACHAL PRADESH	6578	3839	2147	73	0	24
9	JAMMU AND KASHMIR	64097	45486	28175	5202	1276	849
10	JHARKHAND	422125	332261	304155	110046	16471	30622
11	KERALA	0	0	0	0	0	0
12	MADHYA PRADESH	625000	453105	19343	18	0	5
13	MAHARASHTRA	405077	229057	142378	7301	639	245
14	MANIPUR	15842	9992	0	0	0	0
15	MEGHALAYA	29936	7749	0	0	0	0
16	MIZORAM	11581	5324	0	0	0	0
17	NAGALAND	10002	0	0	0	0	0
18	ODISHA	689990	191078	161964	128727	83377	72561
19	PUNJAB	0	0	0	0	0	0
20	RAJASTHAN	433306	199873	182586	85209	23441	25773
21	SIKKIM	0	0	0	0	0	0
22	TAMIL NADU	0	0	0	0	0	0
23	TRIPURA	0	0	0	0	0	0
24	UTTAR PRADESH	732591	713886	192866	22813	456	1451
25	UTTARAKHAND	0	0	0	0	0	0
26	WEST BENGAL	923505	863338	686076	211424	36294	48701
27	ANDAMAN AND NICOBAR	566	517	394	111	49	48
28	DADRA AND NAGAR HAVELI	0	0	0	0	0	0
29	DAMAN AND DIU	0	0	0	0	0	0
30	LAKSHADWEEP	0	0	0	0	0	0
31	PUDUCHERRY	0	0	0	0	0	0
32	ANDHRA PRADESH	0	0	0	0	0	0
33	KARNATAKA	151715	575	0	0	0	0
34	TELANGANA	0	0	0	0	0	0
35	LADAKH	0	0	0	0	0	0
	<b>Total</b>	<b>6376580</b>	<b>3470915</b>	<b>1889122</b>	<b>603068</b>	<b>168856</b>	<b>188733</b>

**(C) Pradhan Mantri Gram Sadak Yojana (PMGSY)**

**1. Objective**

The Government of India, as the part of poverty reduction strategy, launched the Pradhan Mantri Gram Sadak Yojana (PMGSY-I) on 25th December, 2000 as a Centrally Sponsored Scheme to assist the states, though "Rural Roads" is in the State List under the Constitution.

The primary objective of the PMGSY is to provide connectivity, by way of an all-weather road with necessary culverts and cross-drainage structures, which is operable throughout the year, to eligible unconnected habitations in rural areas. Habitations with

a population of 500+ in plain areas and 250+ in North-Eastern and Himalayan states, Desert areas, Tribal (Schedule V) areas and selected tribal and backward districts as identified by the Ministry of Home Affairs/Planning Commission as per Census, 2001 were to be covered under the scheme, so that these habitations can have access to basic health services, education and markets for their produce. In the critical Left Wing Extremism (LWE) affected blocks (as identified by MHA), additional relaxation has been given to connect habitations with population of 100+ (Census 2001).

## **2. Stages and Targets**

PMGSY-II was launched in May 2013 and envisages consolidation of the existing Rural Road Network to improve its overall efficiency as a provider of transportation services for people, goods and services. A total of 50,000 km road length has been targeted for upgradation under PMGSY-II. A total of 49,714 Km road length has been sanctioned under the Scheme and 38,883 Km completed as on 31<sup>st</sup> December, 2020.

### **Road Connectivity Project for Left Wing Extremism - Areas (RCPLWEA)**

RCPLWEA was launched in the year 2016 with the approval of the CCEA with an aim to improve the road connectivity in 44 worst affected LWE districts and some adjoining districts in 9 States, viz. Andhra Pradesh, Bihar, Chhattisgarh, Jharkhand, Madhya Pradesh, Maharashtra, Odisha, Telangana and Uttar Pradesh. The scheme has twin objectives of enabling smooth and seamless anti-LWE operations by the security forces and also ensuring socio-economic development of the area. The duration for the implementation of the project was 4 years from 2016-17 to 2019-20.

### **PMGSY III**

The Government approved PMGSY-III in July, 2019 for consolidation of 1,25,000 Km Through Routes and Major Rural Links connecting habitations, inter-alia, to Gramin Agricultural Markets (GrAMs), Higher Secondary Schools and Hospitals. The implementation period of the Scheme is upto March, 2025.

### 3. Financial Progress

#### Funding of the Scheme

The PMGSY was launched as 100% Centrally Sponsored Scheme. However, subsequently, on the basis of the recommendations of the Sub-Group of Chief Ministers on Rationalization of Centrally Sponsored Schemes the fund sharing pattern of PMGSY was changed in the ratio of 60:40 between the Centre and States for all States except for 8 North Eastern and 3 Himalayan States for which it is 90:10 with effect from 2015-16.

The source of funding for the Programme has been as under:

- a. Cess on High Speed Diesel (HSD)
- b. Budgetary Support
- c. Asian Development Bank (ADB) Loan
- d. World Bank Loan

A Statement showing year-wise BE/RE and actual expenditure for the years 2018-19, 2019-20, 2020-21 and BE 2021-22 showing Plan/Non-Plan or Capital and Revenue separately and:

The details are as under:-

(Rs in crore)

Year	BE	RE	Release	Expenditure@
2018-19 [Revenue]	19,000	15,500	15417.55	23,370.02
2019-20 [Revenue]	19,000	14,070.07	14017.48	21,768.88
2020-21 [Revenue] (as on 07.01.2021)	19,500	13706.23	9645.37	13,637.60
2021-22	15,000	-	-	-

@including State share.

#### Financial expenditure :

S.No.	State/UT	Expenditure 2017-18*	Expenditure 2018-19*	Expenditure 2019-20*	Expenditure 2020-21* (as on 31.01.2021)
1	Aand N Islands	0.00	0.00	0.00	0.00
2	Andhra Pradesh	136.25	257.43	338.84	257.85
3	Arunachal Pradesh	384.68	1003.57	1270.03	987.06



4	Assam	397.26	2413.64	3628.93	1916.12
5	Bihar	1586.37	1874.77	1552.37	1614.81
6	Chattisgarh	722.41	1512.94	1159.70	1017.92
7	Dadra and Nagar Haveli	0.00	0.00	0.00	0.00
8	Goa	0.00	0.00	0.00	0.00
9	Gujarat	52.35	32.72	29.35	34.44
10	Haryana	28.97	2.28	0.48	3.13
11	Himachal Pradesh	520.82	690.59	724.34	718.91
12	Jammu & Kashmir	949.36	1082.70	1324.12	654.86
13	Jharkhand	1257.00	1211.46	1312.94	812.68
14	Karnataka	50.46	15.85	1.10	231.41
15	Kerala	206.09	225.16	122.18	48.81
16	Madhya Pradesh	1902.02	2533.07	1799.47	1406.01
17	Maharashtra	407.20	204.20	183.97	130.64
18	Manipur	264.25	286.06	490.46	361.83
19	Meghalaya	113.55	158.99	289.79	307.91
20	Mizoram	72.71	138.48	285.18	228.54
21	Nagaland	18.04	71.66	70.80	83.73
22	Odisha	2679.95	3289.38	2489.91	1409.29
23	Punjab	334.66	227.64	32.10	2.67
24	Rajasthan	536.53	857.63	289.11	133.67
25	Sikkim	205.55	222.55	175.11	119.04
26	Tamil Nadu	528.54	890.32	849.05	502.88
27	Telangana	132.66	321.02	289.46	126.03
28	Tripura	135.92	129.22	95.36	53.61
29	Uttar Pradesh	1822.20	959.98	356.63	372.40
30	Uttarakhand	608.36	698.43	1080.48	876.86
31	West Bengal	1253.13	2057.64	1512.52	1092.31
32	UT of Ladakh	0.00	0.00	0.00	486.77
	<b>Total</b>	<b>17307.29</b>	<b>23369.38</b>	<b>21753.78</b>	<b>15992.19</b>

\*including State Share

Total Funds allocated/released to North Eastern States scheme-wise during the last three years and upto 05.01.2021 of current financial year.

Details are as under:-

(Rs in Crore)

S.N.	State	Allocation for the year 2017-18	Release for the year 2017-18	Allocation for the year 2018-19	Release for the year 2018-19	Allocation for the year 2019-20	Release for the year 2019-20	Allocation for the year 2020-21	Release for the year 2020-21(as on 05.01.2021)
1	Arunachal Pradesh	700.00	700.00	1350.00	1350.00	1122.99	1122.99	968	587.96
2	Assam	575.58	575.58	2506.58	2506.58	2401.88	2401.88	2269	2222.62
3	Manipur	219.00	219.00	293.63	293.63	263.85	263.85	773	420.66
4	Meghalaya	45.68	45.68	196.42	196.42	357.00	357.00	513	354.29

5	Mizoram	200.00	200.00	51.32	51.32	576.06	576.06	50	1.59
6	Nagaland	8.80	8.80	149.63	149.63	88.89	88.89	173	36.45
7	Sikkim	337.00	337.00	199.40	199.40	4.39	4.39	200	195.50
8	Tripura	135.38	135.38	73.31	73.31	0.98	0.98	82	69.57
9	Total	2221.44	2221.44	4820.29	4820.29	4816.04	4816.04	5028.00	3888.64

3.2 The BE of PMGSY for financial year 2020-21 was Rs. 19,500 crore while its RE was reduced to Rs. 13,706.23 crore. On query for such occurrence, DoRD have submitted as below:-

"Budget allocation under PMGSY depends on Action Plan drawn by the Ministry in consultation with the State Government which is based upon their absorption capacity, balance works in hand, unspent balance available. The actual release of funds to the State Governments for the projects sanctioned however is based on the actual physical and financial progress, performance in tendering of works and fulfilling of certain conditions laid down as per the programme guidelines. Further, many a times, the States are not able to perform as per the action plan due to reasons beyond their control such as unpredictable adverse weather conditions, unavailability of raw materials etc resulting in under-utilization of funds vis-a-vis the allocation. It may also not be out of place to mention that road construction progresses in stages and expenditure on length constructed would vary according to the stage at which the road is being constructed. The progress also gets affected due to bad weather conditions like floods and snow fall."

3.3 Responding to the further query of the Committee as to how does DoRD plan to utilize full funds by the end of Financial Year 2020-21, the Department have submitted in their written reply as under:-

"Release of funds to the States is based upon their absorption capacity, balance works in hand, unspent balance available. Further the pace of road construction gets momentum post monsoon from November onwards and as such maximum road construction and fund utilization occur during the months of November onwards. As on 29-01-2021, Rs.11,297 crore have been released to States against RE of Rs.13,706.23 crore and before closure of Financial Year entire funds will be released to States."

3.4 The Committee found during the course of examination that there was 23.08% reduced fund sought for PMGSY at BE stage of 2021-22 as compared to BE of 2020-21. Seeking reasons for this, the Department furnished in its written note mentioned as below:-

"BE of PMGSY for 2020-21 was Rs. 19,500 crore which has been reduced to Rs. 13,706.23 crore at RE stage. Further, BE for 2021-22 is Rs. 15,000 crore. Considering the fact that unspent balances are available with the States, this amount will be sufficient enough to meet the expenditure targetted for the next year."

#### 4. Physical Progress

##### PMGSY-Timeline and Progress

Name of Vertical	Targets (km)	Sanctioned (km)	Completion (km)	Expenditure (₹ In cr)	Completion Timeline
PMGSY-I	-	6,44,729	6,00,017 (93.1%)	2,15,937	March 2022*
PMGSY-II	50,000	49,708**	40,032 (80.1%)	20,739	March 2022*
RCPLWEA	11,320	9,286	2,824 (30.4%)	2,921	March 2023*
PMGSY-III	1,25,000	46,949	3,798	1,495	March 2025

\*Proposed

74% of the balance works under PMGSY-I and 60% under PMGSY-II are in NE and Himalayan States  
Proposal of UTs A&N Islands and Puducherry for 228 Km under consideration

A total of 6,44,784 Km road length has been sanctioned under new connectivity and upgradation components under PMGSY-I, out of which 5,99,332 Km road length (92.95%) has been completed till 28<sup>th</sup> January, 2021 as per OMMAS.

PMGSY-II was launched in May 2013 and envisages consolidation of the existing Rural Road Network to improve its overall efficiency as a provider of transportation services for people, goods and services. A total of 50,000 km road length has been targeted for upgradation under PMGSY-II. A total of 49,703 Km road length has been sanctioned under the Scheme and 39,671 Km completed as on 28<sup>th</sup> January, 2021. The proposals submitted by the UTs of A&N Islands and Puducherry are in the process of sanction. States/UTs wise details of works sanctioned under PMGSY-I and PMGSY-II with current status are as under

##### PMGSY-I

Sr.No.	State Name	No of Roadwork Sanctioned	Road Length Sanctioned	No of Bridge Work Sanctioned	No of Road Work Completed	No of Bridge Works Completed	Road Length Completed	Balanced Road Length
1	A & N Islands	70	105.78	0	12	0	25.57	79.40
2	Andhra Pradesh	4,439	13,769.22	255	4,361	235	13,100.23	244.46
3	Arunachal Pradesh	1,309	13,836.06	231	942	50	10,466.29	3,361.40
4	Assam	8,384	26,987.90	1,347	7,523	685	26,169.70	698.73
5	Bihar	17,593	55,216.08	1,222	16,896	643	51,760.62	1,540.73

6	Chhattisgarh	7,825	34,671.88	350	7,196	287	31,663.18	1,853.69
7	Goa	70	155.85	0	70	0	155.33	0.00
8	Gujarat	4,413	11,535.32	48	4,413	47	11,397.03	0.00
9	Haryana	426	4,572.10	0	426	0	4,565.22	0.00
10	Himachal Pradesh	3,467	20,608.07	103	2,824	62	17,622.84	2,710.03
11	J & K	3,113	18,432.79	234	1,985	102	12,766.79	5,426.65
12	Jharkhand	7,281	25,724.05	507	6,754	387	24,093.39	1,019.93
13	Karnataka	3,277	16,359.37	36	3,277	36	16,357.16	0.00
14	Kerala	1,374	3,308.37	1	1,337	1	3,180.64	100.36
15	Ladakh	129	1,128.12	2	101	2	763.20	349.25
16	Madhya Pradesh	18,951	75,952.10	659	18,841	473	72,834.09	199.42
17	Maharashtra	5,610	24,782.81	685	5,512	625	23,858.34	359.78
18	Manipur	1,858	11,347.94	208	1,556	60	8,048.56	3,291.09
19	Meghalaya	1,081	4,270.23	100	649	36	2,500.51	1,764.67
20	Mizoram	345	4,288.48	0	217	0	3,633.77	641.97
21	Nagaland	343	4,154.45	48	302	0	3,899.76	254.69
22	Odisha	15,834	61,162.78	530	15,196	386	58,048.75	781.03
23	Punjab	1,050	6,937.21	0	1,050	0	6,912.44	0.00
24	Rajasthan	16,812	66,096.98	26	16,802	21	63,776.16	47.51
25	Sikkim	961	4,794.50	68	803	25	4,072.91	668.69
26	Tamilnadu	7,678	16,319.53	97	7,636	87	16,103.22	66.82
27	Telangana	2,924	10,191.86	284	2,859	263	9,728.74	251.43
28	Tripura	1,364	4,937.62	70	1,271	46	4,455.42	315.52
29	Uttar Pradesh	17,576	50,324.73	0	17,559	0	49,330.43	102.00
30	Uttarakhand	2,172	18,248.77	218	1,393	88	14,605.06	3,488.98
31	West Bengal	7,010	34,563.36	37	6,523	0	33,437.15	839.09
	Total	1,64,739	6,44,784.31	7,366	1,56,286	4647	5,99,332.48	30,457.29

## PMGSY-II

Sr.No.	State Name	No of Roadwork Sanctioned	Road Length Sanctioned	No of Bridge Work Sanctioned	No of Road Work Completed	No of Bridge Works Completed	Road Length Completed	Balanced Road Length
1	Andhra Pradesh	174	1,330.95	2	170	2	1,268.37	22.50
2	Arunachal Pradesh	80	550.91	7	0	0	19.13	531.78
3	Assam	253	1,729.61	67	5	0	630.30	1,099.31
4	Bihar	347	2,465.38	103	25	0	703.09	1,762.25
5	Chhattisgarh	179	2,240.71	0	174	0	2,138.14	62.60
6	Gujarat	109	1,180.31	40	109	28	1,171.81	0.00
7	Haryana	88	1,042.24	18	88	18	1,015.74	0.00
8	Himachal Pradesh	112	1,251.16	1	0	0	62.19	1,188.97
9	J & K	126	704.55	7	0	0	29.30	675.25
10	Jharkhand	165	1,641.81	6	13	0	914.63	727.18
11	Karnataka	314	2,241.18	11	314	11	2,218.16	0.00
12	Kerala	149	582.89	2	122	0	497.85	80.46
13	Ladakh	13	79.33	1	0	0	17.00	62.33
14	Madhya Pradesh	374	4,984.50	245	331	187	4,833.86	78.73
15	Maharashtra	385	2,618.91	108	381	108	2,583.13	4.91
16	Manipur	55	325.00	3	0	0	0.00	325.00
17	Meghalaya	94	489.96	12	0	0	52.47	437.49
18	Mizoram	6	194.25	0	0	0	0.00	194.25
19	Nagaland	13	227.60	5	0	0	0.00	227.60
20	Odisha	635	3,658.39	30	303	9	3,448.76	204.93
21	Punjab	123	1,342.82	7	123	7	1,330.80	0.00
22	Rajasthan	401	3,464.26	6	399	5	3,468.63	0.30
23	Sikkim	34	120.99	0	0	0	4.73	116.26
24	Tamilnadu	860	2,940.42	34	837	31	2,891.75	46.51
25	Telangana	114	944.08	17	113	16	894.54	2.91
26	Tripura	42	307.23	1	0	0	0.30	306.93
27	Uttar Pradesh	963	7,614.28	2	962	2	7,508.67	0.00
28	Uttarakhand	112	905.83	0	4	0	374.06	531.77
29	West Bengal	293	2,523.81	23	47	0	1,594.02	929.46
	Total	6,613	49,703.35	758	4,520	424	39,671.43	9,619.69

As could be seen that, substantial works have been completed both under PMGSY-I & II and the pending works are mainly in North Eastern and hill states. Due to difficult topography and adverse weather conditions, progress of the works has not been upto the desired level. However, States have been asked to complete all the pending works of PMGSY-I & II by march, 2022, Otherwise all search work will be frozen for carrying out future activity and making any expenditure out of the funds sanctioned under PMGSY. Regular meetings are held with States in which progress are being regularly monitored.

## **5. Major issues pertaining to Tenders/Contractors**

Responding to the query of the Committee regarding the steps taken by the Department of Rural Development to streamline the tender system and mitigate the flouting of norms under PMGSY, DoRD in their written replies have submitted as mentioned under:-

"Based on best national and international practices, a Standard Bidding Document (SBD) has been developed for procurement of works under the PMGSY. All the works under the Programme are being procured and managed on the basis of provisions of the SBD. To ensure transparency and harness various advantages of electronic tendering, entire bidding for procurement of works under the programme is being carried out only through e-procurement process. The states are advised to use [www.pmgstenders.gov.in](http://www.pmgstenders.gov.in) (GePNIC website) to streamline and create a single database for tendering of all PMGSY works. Vide circular no. P-17025/37/2013-Rc dated 22.12.2020, timeline for award of works has been downwardly revised and it has been made mandatory that all formalities starting from the publication of advertisement/NIT to the award of works (issuing to letter of intent/acceptance etc.) shall be completed within a period of 38 days. In case works are to be re-tendered, instead of 21 days initially given for submission of bids, 15 days time should be given."

The execution of Pradhan Mantri Gram Sadak Yojana (PMGSY) is responsibility of State Government. All the complaints of corruption received from individuals are referred to the State Governments for investigation and action against the erring/delinquent officers.

5.2 Explaining about the issue of lowering of tender bids, the Secretary, DoRD, during the course of evidence made the following submission:-

"टेंडर डिस्काउंट नहीं लेने पर आपने जोर दिया है। यह प्रश्न समिति द्वारा पिछली बार भी उठाया गया था और हमने अपने कम्प्लायंस में दिया था। जब मैं आपकी समिति की बैठक के लिए तैयार हो रहा था, तो मैंने

पिछली बार के कम्प्लायंस को भी देखा था। वर्ष 2019 में भारत सरकार ने जो "मैनुअल फॉर वर्क्स" निकाला है, उसमें एक पैरा में कहा है कि-

'Not advisable to fix the quotation percentage below the estimated cost, below which the bid can be treated as abnormally low bid.

यह हमारे सामने एक बंधन है, पर हमने यह जरूर कह रखा है कि जहां पर जो टेंडर एक्सेप्ट करने वाले पदाधिकारी हैं, उनको यह लगता है कि वह अबनॉर्मली लो बिड डाल रहा है और यह उनके विवेक पर लिया गया निर्णय होता है। हम इस संबंध में कोई गाइडलाइन नहीं दे सकते, क्योंकि भारत के व्यय मंत्रालय ने हमें ऐसा करने के निर्देश नहीं दिए हैं।"

### 5.3 About the issue of subletting of petty contractors, the Secretary, DoRD during the course of evidence submitted as mentioned below:-

"पेटी कान्ट्रैक्टर्स के बारे में मुद्दा उठाया था। आपने पिछली बैठक में भी यह बात उठाई थी, जो प्रधान मंत्री ग्राम सड़क योजना से संबंधित स्टैंडिंग कमेटी की बैठक हुई थी। सर, आज के दिन हमारा यह प्रोविजन है कि लगभग 25 परसेंट काम वह सब-कान्ट्रैक्ट कर सकता है। इसके लेयर्स कैसे रोके जाएं या पूरी तरह से बंद किया जाए या नहीं किया जाए, मैं इस बात को माननीय मंत्री जी की निगाह में लाऊंगा। उनका मार्गदर्शन प्राप्त करके, जो भी आवश्यक होगा, उस पर करेंगे।"

सर, एक चीज मैं आपकी निगाह में और समिति की निगाह में भी लाना आवश्यक समझता हूं कि जो सब-कॉन्ट्रैक्टर की पद्धति है या प्रथा है, वह ठेकेदारों के विकास का तरीका है। आप यह सोच लीजिए कि आज के दिन अगर हमने उसको बिल्कुल बंद कर दिया, तो जो आदमी सब-कान्ट्रैक्ट करके कुछ एक्सपीरियंस गेन करता है, वह एक्सपीरियंस गेन करने का रास्ता बिल्कुल बंद हो जाएगा। क्या हमारे लिए या इस देश के लिए बहुत एडवाइजएबल स्टेप है कि हम रास्ता बिल्कुल बंद कर दें कि कोई नया कॉन्ट्रैक्टर शामिल न हो जाए और वही कार्टेल हमेशा उस कॉन्ट्रैक्ट को ऑपरेट करता रहे।

## 6. Quality of Construction

In order to promote cost-effective, long lasting and fast construction technologies in the construction of rural roads, using New materials/Waste materials/Locally available materials, NRIDA has issued 'Guidelines on Technology Initiatives', in May 2013. The States have been asked to propose at least 10% of the length of annual proposals using any of the new technologies, for which specifications of Indian Roads Congress (IRC) are already available and an additional length of 5% of annual proposals with any of the new technologies for which specifications of Indian Roads Congress are not available, including materials accredited by IRC.

Since inception till 28.01.2021, 87,328 km road length has been sanctioned for construction using new and green technologies, out of which 50,997 km road length has been built.

With a view to achieve optimal use of non-conventional materials and cost effective environment friendly “Green Technologies” in the construction of PMGSY roads, the Ministry has fixed States specific targets for use of new Technologies in construction of PMGSY roads. A total 16,856 km target has been set to be constructed under R&D for the year 2020-21. The progress till 28.01.2021 is 6,306 kms and balance works are in progress.

SI No	Technology	Length completed as on 28.01.2021 (in km)
1	Waste Plastic	16,241
2	Cold Mix	14,230
3	Cell Filled	1,686
4	Panelled Cement Concrete	1,785
5	Roller Compacted Concrete Pavement (RCCP)	916
6	Nanotechnology	2,228
7	Cement Stabilization	4,901
8	Coir/ Jute/Geo Textiles	1,036
9	Others	7974
	<b>Total</b>	<b>50,997</b>

## 7. Maintenance of Roads

Roads are being constructed, maintained & repaired as per the specification laid down in MoRD Specifications for Roads & Bridges published by IRC 2014. As a measure of further enhancing the focus on maintenance of roads during the defect liability period and also streamlining the delivery of routine maintenance of PMGSY roads, the Ministry has decided to implement the Electronic Maintenance of Rural Roads under PMGSY (eMARG) in all the states. eMARG, Electric Maintenance of Rural Roads, came into operation on 1st February, 2019 as a simple yet an extremely effective solution to these problems. Conceptualized on Performance Based Maintenance Contracts (PBMC), eMARG sets up a blue-print on how maintenance of infrastructure can be solved across government departments with smart IT & Contract Management. PBMC is a type of contract in which payment to the contractor is made based on the minimum condition of road, its cross drainage works and traffic assets that have to be met by him/her. Payments are based on how well the contractor manages to comply with the performance standards or service levels defined in the contract, and not on piece work. eMARG is a GIS-based Enterprise e-Governance

solution to aid and assist the officials, Contractors, Banks and general public. It is an end-to-end solution, which provides restricted role-based access via internet.

eMARG focuses on upkeep of PMGSY roads in all circumstances, hence entails performance based evaluation of roads for making maintenance related payments of PMGSY roads that are under DLP. So far, all the states are onboard eMARG. eMARG is currently getting utilized by 1,375 district PIUs and 9,040 contractors all over India to perform inspections, generate and approve single click bills and make payments, thus majorly easing out the manual and tedious tasks. So far, more than 23,209 road inspections have been carried out through eMARG, 3,42,310 no. bills have been submitted by contractors on eMarg and 1,37,293 no. of bills have been paid smoothly through eMarg, amounting to a total of Rs. 268.30 crore as on 31<sup>st</sup> December, 2020.

## 8. Adverse Effects of CORONA Pandemic

Due to various review meetings and timely hand holding of the States, the government has tried to arrest the effect of progress of work under rural road sector. Targeted efforts were made specifically through Garib Kalyan Rozgar Abhiyaan (GKRA) to maximise the expenditure on the ground. Also, funds were released timely and projects were sanctioned within the minimum possible time limit. Due to all these intervention, progress under PMGSY has been satisfactory vis a vis previous financial year. Details of physical/financial achievements in this year with respect to corresponding period of the previous year are as under:

S.No.	State(s)	Length completed upto 29th Jan 2020	Length completed upto 29th Jan 2021
<b>Grand Total:</b>		<b>14,135</b>	<b>18,935</b>
1	A&N Islands	0.00	25.569
2	Andhra Pradesh	213.414	331.716
3	Arunachal Pradesh	280.185	828
4	Assam	1513.16	1,136.98
5	Bihar	391.716	1,405.17
6	Chhattisgarh	776.475	1,797.36
7	Gujarat	-	2.01
8	Haryana	-	6.5
9	Himachal Pradesh	884.334	1,600.50
10	UT of Jammu and Kashmir	1267.85	1,915.33
11	Jharkhand	456.847	1,088.85
12	Karnataka	6.00	51.51
13	Kerala	87.377	42.553
14	UT of Ladakh	-	85.23
15	Madhya Pradesh	1409.00	1,664.38
16	Maharashtra	55.826	21.98
17	Manipur	265.615	195.92



18	Meghalaya	121.307	371.718
19	Mizoram	224.07	163.422
20	Nagaland	172.60	14.2
21	Odisha	2507.11	1,376.89
22	Punjab	28.98	1.09
23	Rajasthan	56.779	307.5
24	Sikkim	33.055	51.79
25	Tamil Nadu	733.586	474.678
26	Tripura	52.203	32.459
27	Uttar Pradesh	307.73	576.422
28	Uttarakhand	1045.90	1,818.34
29	West Bengal	1104.69	1,406.77
30	Telangana	139.091	139.751

### **Financial Achievement**

S.No.	State/UT	Expenditure 2019-20* (as on 28.01.2021)	Expenditure 2020-21* (as on 27.01.2021)
1	Andaman and Nicobar Islands	0.00	0.00
2	Andhra Pradesh	194.01	257.85
3	Arunachal Pradesh	847.29	987.06
4	Assam	2576.46	1916.12
5	Bihar	825.78	1614.81
6	Chattisgarh	802.29	1017.92
7	Dadra and Nagar Haveli	-	0.00
8	Goa	-	0.00
9	Gujarat	-	34.44
10	Haryana	-	3.13
11	Himachal Pradesh	550.06	718.91
12	Jammu & Kashmir	1151.68	654.86
13	Jharkhand	966.40	812.68
14	Karnataka	1.08	231.41
15	Kerala	101.89	48.81
16	Madhya Pradesh	1429.71	1406.01
17	Maharashtra	111.37	130.64
18	Manipur	303.29	361.83
19	Meghalaya	170.57	307.91
20	Mizoram	195.76	228.54
21	Nagaland	66.76	83.73
22	Odisha	1699.58	1409.29
23	Punjab	27.09	2.67
24	Rajasthan	269.84	133.67
25	Sikkim	127.18	119.04
26	Tamil Nadu	730.62	502.88
27	Telangana	118.29	126.03
28	Tripura	68.60	53.61
29	Uttar Pradesh	247.11	372.40
30	Uttarakhand	642.34	876.86
31	West Bengal	1143.82	1092.31
32	UT of Ladakh	-	486.77
	<b>Total</b>	<b>15368.87</b>	<b>15992.19</b>

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

**1. Historical Background**

The National Rural Livelihoods Mission (NRLM), is a centrally sponsored programme of the Ministry of Rural Development. The Mission was launched in June 2011. The Mission is implemented by the Rural Livelihoods Division of the Ministry of Rural Development (MoRD), Government of India (GoI) in partnership with the State Rural Livelihoods Missions (SRLMs). The Mission has since been renamed as 'Deendayal Antyodaya Yojana'- National Rural Livelihoods Mission (DAY-NRLM). The Mission aims to "reduce poverty through promotion of diversified and gainful self-employment and skilled wage employment opportunities resulting in appreciable increase in incomes of the rural poor on sustainable basis". The Mission seeks to adopt a strategy of promoting and strengthening community institutions which are in turn expected to mediate the livelihoods of the rural poor. The Mission seeks to reach out to all rural poor households in a phased manner and impact their livelihoods significantly by 2024-25.

**2. Key Component with Features**

The Mission comprises four major components, each with strategic interventions under the programme. These components are-i. Institution Building and Capacity Building, (ICB-SISD-FNHW & Gender) ii. Financial Inclusion iii. Farm Livelihoods and Non-Farm Livelihoods iv. Convergence for Social Inclusion, Social Development, FNHW and Gender The overarching systems that are in place to support the major verticals of the programme are Financial Management, Monitoring & Evaluation, Management information System, and Knowledge Management.

### **Institution Building and Capacity Building**

Promotion of community institutions and their capacity building is one of the core components of DAY-NRLM. The community institutions provide a collective platform for the rural poor to overcome poverty through access to financial, technical and marketing resources. These institutions require continuous and intensive capacity building and training. Forming SHGs and thereafter, SHG Federations at the levels of village and cluster of villages is the second important feature of DAY-NRLM. At the village level, DAY-NRLM seeks to promote a primary federation of SHGs, known as the Village Organizations (VOs). All the village organizations located in a cluster, are then federated into cluster level federations (CLFs). The Mission seeks to promote financial and governance linkages among the SHGs and their federations. Thus, SHGs are organically linked to the VOs and VOs to cluster federations. As part of institution development, the Mission seeks to introduce and strengthen systems of democratic governance, transparent financial management and accountability systems.

### **Capacity Building**

Continuous and intensive capacity building and training of SHG members is an important feature of DAY-NRLM. As part of capacity building, pre-NRLM institutions of the poor are also identified and strengthened and brought under DAY-NRLM.

### **Funds to Community Institutions**

In order to strengthen the financial base of these institutions and enable them to undertake livelihood activities, DAY-NRLM seeks to provide capital support to all institutions of the poor such that the fund remains with them in perpetuity from which the members could borrow for their consumption and investment requirements and repay at convenient rate of interest in easy installments.

### **Universal Social Inclusion**

Universal social mobilization of rural poor households through formation of Self-Help Groups (SHGs) of women is central to DAY-NRLM. The key elements of universal social mobilization are:

- at least one woman member from each poor rural household to be mobilized into SHGs;
- all households with one or more deprivations as per SECC data are to be mobilized into SHGs. In addition, all poor households identified through a Participatory Identification Process (PIP) finally validated by the Gram Sabha also form the target group of DAY-NRLM;
- special efforts are to be made to identify and mobilize vulnerable and marginalized households, particularly, the SCs, the STs, the PVTGs, single women and women headed households, the differently-abled, the landless and migrant labour;

### **Universal Financial Inclusion**

DAY-NRLM facilitates universal access to affordable cost-effective reliable financial services to the poor. The core of the NRLM financial inclusion strategy is "making poor the preferred clients of the banking system and mobilizing bank credit". Credit and other financial services are essential to help poor smoothen their consumption, minimize shocks & vulnerabilities and undertake investments for acquisition and expansion of productive assets. DAY-NRLM has adopted Self Help Groups (SHGs) as the primary institution for leveraging credit from the formal banking system. Financial inclusion under DAY-NRLM enables each SHG to be linked to banks and access all financial services from the banks, including loans.

### **Interest Subvention**

In order to reduce the effective cost of bank credit to women SHGs, DAY-NRLM provides interest subvention and additional interest subvention to SHGs. All women SHGs whose members are from the DAY-NRLM target group, are eligible for receiving interest subvention equal to the difference between the borrowing rate of interest and 7%. In addition, in 250 districts, all women SHGs can avail loans up to Rs. 3.0 lakh each at 7% rate of interest per annum, with an additional interest subvention of 3% on repayment of loan in time, reducing the effective interest rate to 4%. Since the inception of the scheme, a cumulative amount of about Rs. 5600 crores has been provided as interest subvention.

## **Livelihoods**

DAY-NRLM Farm Livelihoods interventions are designed towards diversifying income sources, reducing fluctuation in income and assuring sustainable income along with food and nutritional security at the household level. Farm Livelihoods intervention is touching women in SHGs through one or more of its programmatic pillars, viz. — Mahila Kisan Sashaktikaran Pariyojana (MKSP), Farm livelihoods intervention under SRLM-Annual Action Plan, Farm Value Chain Interventions and Promotion of Organic Clusters.

### **Mahila Kisan Sashaktikaran Pariyojana (MKSP)**

The primary objective of the MKSP is to empower women in agriculture by strengthening community institutions of poor women farmers and leverage their strength to promote sustainable agriculture. MKSP focuses on agriculture, non-timber forest products, livestock and value chain interventions.

### **Start-up Village Entrepreneurship Programme (SVEP)**

Start-up Village Entrepreneurship Programme (SVEP), the sub-scheme under DAY-NRLM is a livelihood vertical on non-farm to strengthen the livelihoods in rural areas. The SVEP scheme helps the rural poor to come out of poverty by helping them set up enterprises and provide support till the enterprises stabilize.

### **Aajeevika Grameen Express Yojana**

A sub-scheme under DAY-NRLM for providing safe, affordable and community monitored transport services to rural areas was launched in the year 2017. The vehicles under AGEY are owned and operated by members of Self Help Group (SHG) networks. The scheme is intended to connect remote villages with services and amenities including access to markets, education and health besides providing livelihood opportunities to SHG members.

### 3. Physical Indicators

The Ministry has established a robust MIS and M&E system to track the progress made under the Mission on a regular basis. The achievements made under the Mission against select key performance indicators is furnished below:-

S. No.	Indicator	Unit	Annual Target FY 20-21	Progress in FY 20-21 (Nov'20)	% Achievement (Nov'20)	Cumulative Progress
1	No. of districts covered	No.	90	41	46%	686
2	No. of blocks covered	No.	768	226	29%	6318
3	No. of households mobilized into SHGs	Lakh	76.36	36.92	48%	722.45
4	No. of Self Help Groups promoted	Lakh	6.45	3.59	56%	65.6
5	No. of Village Organizations promoted	No.	48072	15149	32%	374533
6	No. of Cluster Level Federations promoted	No.	3578	795	22%	32899
7	Capitalization support provided	Rs. Crore	4393.63	1312.41	30%	11996.15
8	No. of SHGs accessed bank credit	Lakh	32.27	27.03	84%	
9	Amount of Bank Credit accessed	Rs. Crore	73777.6	38676.45	52%	3,36,000
10	Amount of Bank Loan outstanding	Rs. Crore	111167.5	111364.43	100%	
11	No. of mahila kisans supported	Lakh	39.4	22.13	56%	108
12	No. of custom hiring centers established*	No.	6973	1801	26%	16511
13	No. of HHs with agri-nutri garden	Lakh	17.38	12.19	70%	51.4
14	No. of entrepreneurs supported under SVEP	No.	60035	19586	31%	117922

Financial and Physical achievement under DAY-NRLM during the previous three Annual Plans are given below:

#### Financial Progress:

(Rs. in Crore)

Sl.No.	Year	Central Allocation (R.E)	Central Release	% Release
1	2017-18	4350.83	4327.82	99.92
2	2018-19	5783.50	5783.48	100.00
3	2019-20	9024.00	9023.51	100.00
4	2020-21	9210.04	6445.03	69.98

\*As on 31.12.2020

**Physical Progress under DAY-NRLM:**

Year	No. of SHGs to be promoted/ brought into NRLM fold (Target)	No. of SHGs promoted/brought into NRLM fold	%
2017-18	6.91 lakh	7.91 lakh	114.47
2018-19	9.13 lakh	9.85 lakh	107.88
2019-20	9.36 lakh	9.76 lakh	104%
2020-21	6.45	3.59 lakh (as on Nov'20)	56%

3.2 During the course of examination the dismal status of majority of indicators surfaced before the Committee. Replying on this aspect, the Department have furnished in their written reply produced as below:-

"There has been shortfall in the expansion to new blocks, promotion of Village Organisations (VO) and Cluster Level Federations (CLF) against the targets due to COVID-19 lockdown and delay in deployment of human resources to place in new blocks. There have been delays in a few states in release of funds from the state treasury to the State Rural Livelihoods Mission. This has caused delays in release of capitalized support funds to the community institutions. However, efforts have been made to achieve the set target on the promotion of VO, CLF and the release of community funds through regular follow-up with underperforming states. To address the state specific issues, review meetings on virtual platform have been conducted during the month of December- January with all states in order to discuss reasons for the shortfalls and plan for achieving the targets to the extent possible in the remaining period of the financial year. Communications are regularly sent at senior level to States for ensuring timely release of funds to the SRLMs.

Progress till December 2020 on the promotion of VO is 40%, CLF is 31% and release of Community Fund (RF & CIF) is 34%."

3.3 The Committee also wanted to be apprised of the status report on the progress made so far under DAY-NRLM in terms of its achievement of desired targets by 2023-24. Elaborating upon this aspect, DoRD have submitted in their replies as mentioned below:-

"NRLM has a vision is to expand NRLM to all blocks to establish efficient and effective community institutions of the rural poor that enable them to

seek opportunities for sustainable livelihoods interventions, improved access to financial services and entitlements to augment household incomes

The key output indicators set in order to achieve this are-

- ❖ Mobilization of more than 9 crore rural poor women into over 78 lakh SHG by end of 23-24. Cumulatively, these institutions will be provided more than Rs. 24,000 crore of capitalization support.
- ❖ The Mission aims to facilitate the Self-Help Groups in leveraging bank credit to the tune of Rs 3 Lakh Crores from formal banking system. In addition, 1 SHG member will be positioned as BCA in each GP.
- ❖ Under Farm Livelihoods Component, 56 lakh additional Mahila Kisan will be promoted under sustainable Agro-Ecological Practices; and 27 lakh additional households will have agri-nutri gardens.
- ❖ Under the Non-Farm component, it has been planned for scaling up of SVEP to support about 4.9 lakh enterprises and establish 75 clusters.

The following tables present the state-wise performance under the components mentioned.

<b>DAY-NRLM: SHG and Federation Promotion (till December'2020)</b>					
<b>SI No</b>	<b>State</b>	<b>Households</b>	<b>No. of SHG</b>	<b>No. of VO</b>	<b>No. of CLF</b>
1	Andhra Pradesh	7061098	692870	21302	656
2	Assam	3128945	290709	17180	569
3	Bihar	12044454	1025101	62549	1120
4	Chhattisgarh	2047935	189966	10926	456
5	Gujarat	2501522	243970	5850	160
6	Jharkhand	3094807	257567	18691	844
7	Karnataka	2274318	177987	22267	4392
8	Kerala	3439557	236067	15875	939
9	Madhya Pradesh	3557173	315557	28649	935
10	Maharashtra	5030097	487903	20945	841
11	Odisha	4103791	383554	33265	4151
12	Rajasthan	2150216	184994	13465	449
13	Tamil Nadu	3190462	265706	17604	12151
14	Telangana	4035317	404668	17389	543
15	Uttar Pradesh	3719415	347258	17303	832
16	West Bengal	8934099	849642	38483	3341
17	Haryana	452898	42355	2702	120
18	Himachal Pradesh	187657	23582	517	9
19	Jammu & Kashmir	385782	44354	4122	397
20	Punjab	222530	21345	1392	42
21	Uttarakhand	254827	31936	2736	141
22	Arunachal	26913	3033	297	4
23	Manipur	22661	2019	143	0
24	Meghalaya	273019	27247	1440	9
25	Mizoram	48824	5329	393	6
26	Nagaland	102665	11559	793	24
27	Sikkim	47250	5030	479	32
28	Tripura	227884	24868	1159	32



29	Andaman	9046	911	63	0
30	Goa	35318	2764	110	0
31	Ladakh	2537	307	43	3
32	Lakshadweep	1404	136	0	0
33	Puducherry	40118	3035	97	3
34	Daman DIU and NH	4039	397	0	0
	<b>Total:</b>	<b>72658578</b>	<b>6603726</b>	<b>378229</b>	<b>33201</b>

#### 4. **Financial Details**

Year wise BE/RE and actual expenditure for the years 2018-19, 2019-20, 2020-21 and BE 2021-22 (Capital and Revenue expenditure) are given below:

Sl.No.	Year	B.E		R.E		Actual Expenditure	
		Revenue	Capital	Revenue	Capital	Revenue	Capital
1	2018-19 <sup>#</sup>	5750.00	0.00	5783.50	0.00	5783.48	0.00
2	2019-20 <sup>##</sup>	9024.00	0.00	9024.00	0.00	9023.51	0.00
3	2020-21 <sup>###</sup>	9210.04	0.00	9210.04	0.00	6445.03	0.00
4	2021-22 <sup>@</sup>	13677.61	0.00				

<sup>#</sup>This includes Rs.350.00 Crore for DRDA Administration and Rs. 7.00 Crore for PMRDF.

<sup>##</sup> This includes Rs.245.00 Crore for DRDA Administration and Rs. 1.00 Crore for PMRDF.

<sup>###</sup>This includes Rs.245.00 Crore for DRDA Administration.

<sup>@</sup>This includes Rs.245.00 Crore for DRDA Administration.

Reasons for variations:-

- 2018-19
  - During 2018-19, additional amount of Rs. 33.5 crore was needed for Interest Subvention Category-II which was made available through re-appropriation of savings available under other schemes.
- 2019-20
  - During 2019-20, there is no variation in BE and RE. The budget provision will be fully utilized by the end of this financial year.
- 2020-21
  - During 2020-21, there is no variation in BE and RE. The budget provision will be fully utilized by the end of this financial year."

4.2 It could be seen that BE & RE for the financial year 2020-21 was Rs. 9,210.04 crore. However, the fund sought for 2021-22 at BE stage is Rs. 13,677.62 crore which sees a substantial hike of 48.51% over previous year. The Committee sought the reasons, upon which the Department have stated that.

"Implementation of NRLM programme is in a phased manner. Since the programme is approved upto 2023-24, the coverage of Blocks will be substantially higher during the three year period from 2020-21 onwards to complete the saturation plan by the terminal year. Further, the major outgo of funds under DAY-NRLM is in respect of financial assistance provided to community institutions in the form of Revolving Fund and Community Investment Fund which will be substantially higher in the later phase of the programme after the Self Help Groups are fully established at ground level in all the States. Accordingly, an amount of Rs.13677.61 has been sought in BE for the year 2021-22.

Till 31<sup>st</sup> December 2020, DAY-NRLM is working with 7.26 crore rural households and have promoted 66 lakh Self Help Groups (SHGs) and their federations. Till date only 53% SHGs i.e., 28.13 lakh against the target of 52.70 lakh SHGs (excluding Andhra Pradesh, Kerala and Telangana) have received the Revolving Fund (RF) even though norms are to provide all eligible SHGs and only 29% SHGs i.e., 15.25 against the target of 52.70 lakh SHGs (excluding Andhra Pradesh, Kerala and Telangana) have received Community Investment Fund (CIF) even though norms are to provide 50% of the eligible SHGs. An additional amount of Rs. 15000 crores are required to meet the current gap on RF and CIF and has been requested to Ministry of Finance (D.O. No. J-11060/23/2018-RL dated 25th August 2020) for additional fund during the FY 2020-21. A fund of Rs. 13,677.62 crores for FY 2021-22 at BE stage i.e., 48.51% of hike over previous years will support to meet the current demand on RF and CIF."

4.3 To a query of the Committee regarding the transfer of Rs. 30,945 crore benefitting 20.65 crore women PMJDY account holders under the PM Garib Kalyan Yojana (PMGKY), the Department have clarified in the written replies as mentioned below:-

"In view of the situation of economic and social distress which has arisen due to the outbreak of Novel Corona Virus – COVID-19, Union Minister for Finance, Government of India, on 26<sup>th</sup> March 2020, announced relief package under Pradhan Mantri Garib Kalyan Yojana (PMGKY) for the poor to help them fight the battle against Corona Virus. The relief package announced includes inter alia one-time ex-gratia payment of Rs 500 per month for 3 months (April, May and June 2020) to women Jan

Dhan Account holders.

Following the announcement Ministry of Rural Development (DAY-NRLM) moved a proposal and sought approval for providing the said benefit to (approximately 20.4 crore) women Jan Dhan Account Holders based on information on number of women Jan Dhan accounts provided by Department of Financial Services (DFS) vide letter dated 28 Mar 2020, with a clause that in case, any additional accounts are identified by the bank, they would also be covered under the Scheme if they meet the criteria. On 15th April 2020, the Cabinet considered the proposal submitted by DoRD and approved an amount of Rs 30,600 Crore for the same. Funds for the scheme were release to Public Sector Bank and Private Banks through SBI and to Rural Cooperative Banks (RCBs) through NABARD. Subsequently, DFS vide letter dated 22 April 2020 made an upward revision in the total number of eligible women Jan Dhan Account holders to 2065.09 lakhs based on updated reports submitted by both Commercial banks and Rural Cooperative Banks (RCBs) as on 25th Mar 2020. Approval for excess budgetary provision on account of the increase in number of beneficiaries were taken from Ministry of Finance.

As per the UC submitted by various implementing banks, a total of Rs 30944.44 Crores were credited to accounts of 20.64 crore beneficiaries."

4.4 State/UT-wise financial performance under the mentioned components are as below:-

DAY-NRLM: Disbursement of RF and CIF (till December' 2020)						
SI No	State	SHG	RF to SHG	RF Amount (in lakh)	CIF to SHG	CIF Amount (in lakh)
1	Andhra Pradesh	692870	0	0	0	0
2	Assam	290709	184541	33338.34	94190	47727.76
3	Bihar	1025101	695407	103432.7	497491	154912.7
4	Chhattisgarh	189966	100862	15133.75	34009	21427.65
5	Gujarat	243970	168130	13390.27	29693	14647.34
6	Jharkhand	257567	217750	32661.19	85458	33041.58
7	Karnataka	177987	9418	1409.27	33296	29694.63
8	Kerala	236067		1771.95	50	24.8
9	Madhya Pradesh	315557	192507	24368.42	82955	62749.04
10	Maharashtra	487903	229950	34053.85	47774	27187.21
11	Odisha	383554	102243	14148.43	141162	73903.02
12	Rajasthan	184994	140720	21062.12	90044	71225.66
13	Tamil Nadu	265706	40149	5862.47	58261	28475.59
14	Telangana	404668	0	0	0	0
15	Uttar Pradesh	347258	229688	34399.02	146405	156827.1
16	West Bengal	849642	332190	49236.1	111328	48025.75
17	Haryana	42355	31063	3238.26	15208	7346.253
18	Himachal Pradesh	23582	11279	1803.39	758	437.636
19	Jammu & Kashmir	44354	37191	5576.99	20994	8402.29
20	Punjab	21345	13914	1944.55	4400	1970.38

21	Uttarakhand	31936	25647	2635.07	11064	5606.619
22	Arunachal	3033	2525	378.65	734	541.001
23	Manipur	2019	1594	239.1	559	613.13
24	Meghalaya	27247	15982	2392.48	3700	3609.1
25	Mizoram	5329	5176	755.1	4601	5060.5
26	Nagaland	11559	8501	1275.3	3417	1330.914
27	Sikkim	5030	1717	257.33	964	518.8008
28	Tripura	24868	11203	1332.8	5154	6954.42
29	Andaman	911	656	98.4	174	87
30	Goa	2764	2111	278.62	162	52.78
31	Ladakh	307	257	38.55	178	71.2
32	Lakshadweep	136	125	18.75	0	0
33	Puducherry	3035	692	103.8	1298	392.11
34	Daman DIU and NH	397	97	15.65	0	0
	<b>Total:</b>	<b>6603726</b>	<b>2813285</b>	<b>406650.7</b>	<b>1525481</b>	<b>812863.9</b>

## 5. Self Help Groups

Universal social mobilization of rural poor households through formation of Self-Help Groups (SHGs) of women is central to DAY-NRLM. The key elements of universal social mobilization are:

- At least one-woman member from each poor rural household to be mobilized into SHGs;
- All households with one or more deprivations as per SECC data are to be mobilized into SHGs and identification of households should be validated by a participatory identification process finally approved by the Gram Sabha; and
- Special efforts are to be made to identify and mobilize vulnerable and marginalized households, particularly, the SCs, the STs, the PVTGs, single women and women heads of households, the disabled, the landless, migrant labour and people inhabiting isolated and remote villages.

### 5.2 Universal Social Mobilization through creation of Self Help Groups-

Universal social mobilization of rural poor households through formation of Self-Help Groups (SHGs) of women is the central point of the DAY-NRLM. The key elements of universal social mobilization are:

- At least one-woman member from each poor rural household to be mobilized into SHGs;
- All households with one or more deprivations as per SECC data are to be mobilized into SHGs and identification of households should be validated by a participatory identification process finally approved by the Gram Sabha; and

- Special efforts are to be made to identify and mobilize vulnerable and marginalized households, particularly, the SCs, the STs, the PVTGs, single women and women heads of households, the disabled, the landless, migrant labour and people inhabiting isolated and remote villages.

Achievement till December 2020, a total of 7.26 crore rural households are mobilized (80% achievement) into 66 lakh SHGs against the target of 9 crore rural households.

5.3 Responding to the query of the Committee pertaining to SHG federations, the Department have given the following details:-

DAY-NRLM: SHG and Federation Promotion (till December'2020)					
SI No	State	Households	No. of SHG	No. of VO	No. of CLF
1	Andhra Pradesh	7061098	692870	21302	656
2	Assam	3128945	290709	17180	569
3	Bihar	12044454	1025101	62549	1120
4	Chhattisgarh	2047935	189966	10926	456
5	Gujarat	2501522	243970	5850	160
6	Jharkhand	3094807	257567	18691	844
7	Karnataka	2274318	177987	22267	4392
8	Kerala	3439557	236067	15875	939
9	Madhya Pradesh	3557173	315557	28649	935
10	Maharashtra	5030097	487903	20945	841
11	Odisha	4103791	383554	33265	4151
12	Rajasthan	2150216	184994	13465	449
13	Tamil Nadu	3190462	265706	17604	12151
14	Telangana	4035317	404668	17389	543
15	Uttar Pradesh	3719415	347258	17303	832
16	West Bengal	8934099	849642	38483	3341
17	Haryana	452898	42355	2702	120
18	Himachal Pradesh	187657	23582	517	9
19	Jammu & Kashmir	385782	44354	4122	397
20	Punjab	222530	21345	1392	42
21	Uttarakhand	254827	31936	2736	141
22	Arunachal	26913	3033	297	4
23	Manipur	22661	2019	143	0
24	Meghalaya	273019	27247	1440	9
25	Mizoram	48824	5329	393	6
26	Nagaland	102665	11559	793	24
27	Sikkim	47250	5030	479	32
28	Tripura	227884	24868	1159	32
29	Andaman	9046	911	63	0
30	Goa	35318	2764	110	0
31	Ladakh	2537	307	43	3
32	Lakshadweep	1404	136	0	0
33	Puducherry	40118	3035	97	3
34	Daman DIU and NH	4039	397	0	0
	<b>Total:</b>	<b>72658578</b>	<b>6603726</b>	<b>378229</b>	<b>33201</b>

Till December 2020, 7.26 crore rural households are mobilized into 66 lakh SHGs and further federated into 3.78 lakh Village organizations (50% SHGs are federated into VO) and 33,201 Cluster Level Federation/Block Level Federation (64% VOs are federated into CLFs).

Major area of skill for SHG members are on the promotion of community institutions, financial literacy, livelihoods planning, entrepreneurship development, social SafetyNet, awareness on rights and entitlements, etc."

## **6. Rural Self Employment Training Institutes (RSETIs)**

RSETIs is a Bank's led initiative of Ministry of Rural Development, set up with dedicated infrastructure in each district of the country with the objective of identifying, motivating, imparting training for skill development and skill up gradation and facilitating the unemployed rural poor youth in the age group of 18-45 to take up self-employment entrepreneurial ventures. RSETIs are sponsored, managed and run by Banks with active co-operation from the Government of India and State Governments. RSETIs provide short term residential training with long term handholding support to the youth, some RSETIs also offer off-site training to the youth depending upon the ground situation and feasibility. At present RSETIs offer Training in 61 vocations classified under four major areas viz. Agriculture, processing, product manufacture and general entrepreneurship development. Presently, 585 RSETIs are functioning across the country. The RSETIs have trained 37.23 lakh and settled 26.17 lakh till December, 2020. At present, post training handholding support is provided to the RSETI trained candidates for a period of two years after completion of the training.

6.2 The Department of Rural Development have given the following details in context with the financial modalities involved in RSETIs:-

"Rural Self Employment Training Institutes (RSETIs) are not-for-profit Organizations sponsored by the Banks. As the services of RSETI to the end users are free of costs, it is very important for the RSETIs to get funding support for their sustenance. The sponsoring Banks of RSETIs are primarily responsible for arranging funding to RSETIs. As the RSETIs contribute for achieving the objectives of the Government, specifically implementing the NRLM, the MoRD extends funding support to RSETIs in the following manner:-

A. Towards one-time capital investment up to Rs.100 lakhs for one institute in each district for creation of training infrastructure.

B. Reimbursing Training cost towards training of rural poor category of candidates.

Funds allocated to States and UTs on the basis of their demand for reimbursement of training costs to RSETIS. The funds released in 3 financial years are given below -

Sl.No.	Year	Amount release (Rs, Crores)
1	2017-18	55.75
2	2018-19	67.84
3	2019-20	61.84
4	2020-21	75.64

## 7. **Banks - Key Player**

Banks are actively involved in offering credit to Self Help Groups under DAY-NRLM and other financial services i.e. Insurance & pension. The specific roles performed by banks are

- (a) Opening of savings bank account
- (b) Extending credit facility to SHGs.

Banks role in DAY-NRLM is specified in the Master Circular issued annually by Reserve Bank of India and NABARD.

Banks are also involved in providing training under RSETIs, the details of which are as below:-





7.2 In the context of the active role of banks in providing credit facilities, the Committee enquired about the details of SHGs who have been able to link to bank and access credit facilities. The Department have submitted the following details as under:-

"Loans to SHG during the last three financial is as follows:-"

Year Wise Bank Linkage progress report									
								Amount in Rs Crores	
S.No	States & UTs	2017-18		2018-19		2019-20		2020-21 (Upto December)	
		Total SHGs	Total Loan Amount	Total SHGs	Total Loan Amount	Total SHGs	Total Loan Amount	Total SHGs	Total Loan Amount
1	ANDHRA PRADESH	573276	12498.31	622816	18063.24	688626	20239.39	832426	18765.23
2	ARUNACHAL PRADESH	33	0.06	21	0.18	44	0.81	51	0.43
3	ASSAM	17933	155.62	19793	170.20	30978	332.57	42364	418.21
4	BIHAR	347575	2709.88	401113	2881.11	433601	3649.82	294733	1980.36
5	CHATTISGARH	30061	213.55	44616	372.85	46243	449.26	42116	357.23
6	GOA	508	13.54	758	20.42	910	25.84	544	11.79
7	GUJARAT	32452	250.52	28001	234.74	25821	228.84	24230	149.95
8	HARYANA	6175	42.01	6159	50.06	7358	75.52	7577	77.17
9	HIMACHAL PRADESH	4407	49.90	4505	57.78	5117	80.90	3272	52.78
10	JAMMU & KASHMIR	5280	49.70	7538	120.73	8590	161.05	7229	116.37
11	JHARKHAND	37660	224.22	46584	243.78	72891	510.98	70935	545.60
12	KARNATAKA	386117	7301.98	488277	11113.00	530779	12771.91	530038	7752.74
13	KERALA	82451	2534.08	87225	3099.91	80429	2936.32	129908	2371.32
14	MADHYA PRADESH	36437	318.67	36052	212.51	43775	300.12	49238	300.54
15	MAHARASHTRA	73342	1113.39	92816	1396.83	113628	1795.69	73429	1001.08
16	MANIPUR	181	1.17	403	3.40	778	7.33	519	2.77
17	MEGHALAYA	452	2.77	1742	11.16	2426	20.08	2218	22.82
18	MIZORAM	142	0.45	1005	14.79	1464	19.93	1923	29.02
19	NAGALAND	83	0.78	757	13.77	515	8.42	691	11.76
20	ODISHA	117862	1230.87	163004	1787.29	205686	2389.43	145495	1507.16
21	PUNJAB	3365	16.62	3535	16.58	3393	18.81	3805	16.33
22	RAJASTHAN	34578	295.82	42180	434.58	50528	599.33	44796	356.02
23	SIKKIM	732	6.37	1190	11.16	919	12.43	708	9.73
24	TAMIL NADU	141009	4280.86	144345	4986.09	145919	5249.37	116095	3167.05
25	TELANGANA	332967	5774.79	336212	7613.77	254859	7734.03	299442	6212.56
26	TRIPURA	823	3.90	4147	27.93	7221	70.52	5851	68.24
28	UTTARAKHAND	2020	9.59	3167	17.75	4665	29.79	4478	29.19
27	UTTAR PRADESH	25120	125.77	23497	115.47	35287	158.27	35019	137.45
29	WEST BENGAL	379396	3785.14	475047	7041.07	540563	9225.01	537679	6328.28
	<b>Sub Total</b>	<b>2672437</b>	<b>43010.34</b>	<b>3086505</b>	<b>60132.13</b>	<b>3343013</b>	<b>69101.77</b>	<b>3306809</b>	<b>51799.18</b>
	<b>All India Total (Including Uts)</b>	<b>2755675</b>	<b>44193.27</b>	<b>3125978</b>	<b>60925.46</b>	<b>3407347</b>	<b>70261.55</b>	<b>3333089</b>	<b>52255.04</b>

## 8. Deendayal Upadhyay Grameen Kaushalya Yojana (DDU-GKY)

Deendayal Upadhyaya Grameen Kaushalya Yojana (DDU-GKY), the skill training and placement program of the Ministry of Rural Development (MoRD)

launched on the 25th September, 2014, aims to provide wage placement linked programs of global standards. The program contributes to the Prime Minister's 'Make in India' campaign to position India as the globally preferred manufacturing hub, while dovetailing its efforts to significantly contribute in other flagship programs of the nation. DDU-GKY is critical to the national skills agenda and to the 430 million young people in the country in the age group of 15-35 years, close to 70% of whom live in rural areas. The scheme has a great potential to transforming the nation's demographic surplus to the much needed "demographic dividend" through building the productive capabilities of the rural youth. DDU-GKY is designed to not only provide high quality skill training opportunities to the rural poor, but also to establish a larger ecosystem that supports trained candidates secure a better future. DDU-GKY is currently being implemented in 27 States and 3 UTs. As on 11th January 2021, DDU-GKY has over 1787 Training Centres in 1634 projects, in partnership with over 757 Project Implementing Agencies conducting training across 56 sectors, and over 576 job-roles. Due to lock down upto 20th Sep 2020 as Training Centers were closed. The training activity has resumed and currently 520 Training Centres of 337 PIAs are operational and a total 21770 candidates are under training A total of 10.63 lakhs candidates have been trained and 6.8 lakhs have been placed till December 2020.

## 8.2 Funding Pattern

### Funding Pattern:-

Sl. No.	States/UTs	Central Share (%)	State Share (%)
1.	North Eastern States (Arunachal Pradesh, Assam, Manipur, Meghalaya, Mizoram, Nagaland, Tripura and Sikkim), Himachal Pradesh, and Uttarakhand.	90	10
2.	Union Territories *	100	0
3.	All Other States	60	40

\*Himayat scheme is being implemented under DDU-GKY in J&K, hence it is 100% Centrally funded.

### Details of amount allocated and utilized under DDU-GKY

Sl.No.	Year	Central Allocation (Rs in Crore) (R.E)	Central Release (Rs in Crore)
1	2017-18	811.5526	803.4105
2	2018-19	1215.3064	1215.2864
3	2019-20	1872.17	1871.98

8.3 State/UT-wise detail of DDU-GKY in terms of utilization of finances and achievement as provided by the Department are produced below:-

"Funds are not allocated State/UT-wise in the budget under DDU-GKY. It is a demand driven scheme and funds are allocated to States/UTs on the basis of approved Action Plan of the State. The State/UT-wise target and achievement under DDU-GKY during the last three Financial years is given below:"

Year wise DDUGKY Physical achievement							
Sl. No.	State	FY 17-18		FY 18-19		FY 19-20	
		Trained	Placed	Trained	Placed	Trained	Placed
1	Andhra Pradesh	17341	10954	26384	24894	15111	10795
2	Arunachal Pradesh	0	0	0	0	84	0
3	Assam	9936	3464	16755	7397	11941	13873
4	Bihar	6972	4859	10763	5851	13591	5861
5	Chhattisgarh	3111	539	6939	2583	9705	3842
6	Gujarat	528	160	5147	1482	3020	2249
7	Haryana	2281	5832	1734	3548	1964	6200
8	Himachal Pradesh	350	0	2845	504	1980	933
9	Jammu and Kashmir	1137	1424	4283	631	10026	1288
10	Jharkhand	5526	2375	9765	3585	12746	8235
11	Karnataka	8871	4752	7597	5411	5378	7226
12	Kerala	10587	4175	13736	9656	12011	8456
13	Madhya Pradesh	5353	1823	9412	4936	10241	7305
14	Maharashtra	7082	7390	19177	4500	12490	12756
15	Manipur	0	0	598	0	1644	573
16	Meghalaya	0	0	829	253	1518	686
17	Mizoram	0	0	157	0	554	359
18	Nagaland	0	0	301	0	1220	403
19	Odisha	23520	14035	41761	31455	43156	30595
20	Punjab	4987	563	2787	1443	1938	1311
21	Rajasthan	2599	693	10291	3381	13395	4692
22	Sikkim	0	0	64	64	437	32
23	Tamil Nadu	519	765	3151	185	9578	3324
24	Telangana	12470	9048	16757	15604	8160	6839
25	Tripura	1530	526	1816	2093	1407	524
26	Uttar Pradesh	4795	892	18260	4839	24343	7341
27	Uttarakhand	0	0	1145	253	1474	672
28	West Bengal	2032	1518	8626	3700	9224	3829
29	A & N Island						
30	Puducherry						
	<b>Total</b>	<b>131527</b>	<b>75787</b>	<b>241080</b>	<b>138248</b>	<b>238336</b>	<b>150199</b>

8.4 A total of 6,80,008 candidates have been provided placement under DDU-GKY.

The yearly breakup is as below-

Year-wise performance of DDUGKY		
Year	Total no. of candidates trained under DDU-GKY	Total no. of candidates placed under DDU-GKY
2014-15	43,038	21,446

2015-16	2,36,471	1,09,512
2016-17	1,62,586	1,47,883
2017-18	1,31,527	75,787
2018-19	2,41,080	1,38,248
2019-20	2,38,336	1,50,199
2020-21(Till December 2020)	9,986	36,933

## 9. **Provision of Livelihoods**

Farm Livelihoods focuses on promotion of Agro Ecological Practices, improved livestock practices, scientific NTFP collection and cultivation and value chain development. As part of the farm livelihoods interventions around 1.10 Crores women farmers have been supported for promotion of Agro Ecological Practices, improved livestock practices and NTFPs. To provide these women farmers around 70,000 livelihoods community cadres have been trained and deployed. To ensure the availability of nutrition at the household level around 52.49 lakhs mahila kisan have been supported for promotion of Agri Nutri Garden. To support the women farmers to get marketing access producers' collectives are being promoted for aggregation, value addition and marketing. Till date around 175 Producers' Enterprises have already been promoted under DAY-NRLM.

### 9.2 Mahila Kisan Sashaktikaran Pariyojana (MKSP)

Under MKSP, a total of 38.05 lakhs mahila kisan have been supported for promotion of Agro Ecological Practices, livestock, NTFPs and value chain development under the 85 projects sanctioned to 25 States/UTs. A state wise progress under MKSP is as follows:-

#### **State wise coverage of mahila kisan under MKSP**

Sr.	State name	No. of Mahila Kisan covered (till Dec'20)
1	Andhra Pradesh	13,01,107
2	Arunachal Pradesh	17,536
3	Assam	14,595
4	Bihar	1,35,232

5	Chhattisgarh	62,460
6	Gujarat	25,494
7	Haryana	10,255
8	Himachal Pradesh	3,010
9	JAMMU AND KASHMIR	8,982
10	Jharkhand	1,12,450
11	Karnataka	19,000
12	Kerala	4,01,118
13	Maharashtra	2,73,643
14	Meghalaya	4,114
15	Mizoram	5,000
16	Madhya Pradesh	65,086
17	Nagaland	7,695
18	Odisha	78,623
19	Rajasthan	81,396
20	Tamilnadu	16,800
21	Telangana	10,22,291
22	Uttar Pradesh	97,711
23	West Bengal	64,041
24	Puducherry	1,645
	<b>Total</b>	<b>38,29,284</b>

9.3 To a query of the Committee regarding activities under value chains and market linkage intervention, the DoRD have replied in their written notes as under:-

"As part of value chain and marketing linkage interventions, producers' collectives such as large sized Producer Enterprises and Producer Groups are being promoted. To scale up the interventions following different initiatives have been taken so far by the department for value chain development activities.

- The Ministry of Rural Development in collaboration with TATA Trusts has established FDRVC (Foundation for Development of Rural Value Chain), a Sec 8 Company to support States in value chain development activities. Till date FDRVC has already supported 10 States to development value chain development proposals. The FDRVC will support these producers enterprises for market linkages.
- Advisories on promotion of the Producers Enterprises, development of project proposal and fund release to Producers Enterprises are issued to States.
- Under the world bank supported NRETP (National Rural Economic Transformation Project) another 40 large sized producers' enterprise and 12000 producers groups are going to be promoted.
- Under the modifications plan for the Deendayal Antyodaya Yojana-National Rural Livelihoods Mission (DAY-NRLM) and its continuation beyond March, 2021 and up to March, 2025, it has been proposed to promote additional 25000 Producers Groups by 2024-25.
- Scope of MKSP, a sub-component of NRLM has been extended to promote value chain development.

- As part of the convergence with Ministry of Agriculture 100 FPOs, are allotted to be promoted under the scheme "Promotion of 10,000 FPOs".

## **E. National Social Assistance Programme (NSAP)**

### **1. All About**

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

NSAP has been converted into Centrally Sponsored Scheme of Ministry of Rural Development from the financial year 2014-15 i.e. w.e.f 1st April, 2014. Allocation of funds for implementation of the scheme of NSAP is made under the budget head of Ministry of Rural Development. Scheme-wise funds are released by Ministry of Rural Development to the States/UTs in two six monthly installments as an advance payment. Identification of beneficiaries within prescribed norms, sanction and disbursement of benefit to identified beneficiaries, is done by the States/UTs.

### **2. Key Components**

The eligibility criteria, details of assistance provided under each of the sub-schemes is as follows:

- I. **Indira Gandhi National Old Age Pension Scheme (IGNOAPS):**  
Under the scheme, assistance is provided to persons of 60 years and above and belonging to family living below poverty line as per the criteria prescribed by Government of India. Central assistance of Rs. 200/- per month is provided to person in the age group of 60-79 years and Rs. 500/- per month to persons of 80 years and above.

- II. **Indira Gandhi National Widow Pension Scheme (IGNWPS):** Under the scheme Central assistance @ Rs.300/- per month is provided to widows in the age-group of 40-79 years and belonging to family living below poverty line as per the criteria prescribed by Government of India. After attaining the age of 80 years, the beneficiaries are shifted to IGNOAPS to get enhanced pension of Rs. 500/- per month.
- III. **Indira Gandhi National Disability Pension Scheme (IGNDPS):** Under the scheme Central assistance @ Rs.300/- per month is provided to persons aged 18-79 years with severe or multiple disabilities and belonging to family living below poverty line as per the criteria prescribed by Government of India. After attaining the age of 80 years, the beneficiaries are shifted to IGNOAPS to get enhanced pension of Rs. 500/- per month.
- IV. **National Family Benefit Scheme (NFBS):** Under this scheme a BPL household is entitled to a one time lump sum amount of money on the death of primary breadwinner aged between 18 and 59 years. The amount of assistance is Rs. 20,000/-.
- V. **Annapurna Scheme:** Under the scheme, 10kg of food grains per month are provided free of cost to those senior citizens who, though eligible, are not receiving old age pension.

## 2.2 Current Number of Beneficiaries under NSAP

### NATIONAL SOCIAL ASSISTANCE PROGRAMME (NSAP)

Year :  
2020-21

Sl. No.	States/UTs	Number of Beneficiaries under NSAP
		Total
1	Andhra Pradesh	997921
2	Bihar	3867270
3	Chhattisgarh	896519
4	Goa	2706
5	Gujarat	857543
6	Haryana	331423
7	Himachal Pradesh	115191
8	Jharkhand	1359831
9	Karnataka	1416757
10	Kerala	729591
11	Madhya Pradesh	2236789
12	Maharashtra	1338693
13	Odisha	2120601
14	Punjab	126569
15	Rajasthan	1069320
16	Tamilnadu	1899533
17	Telangana	713193
18	Uttar Pradesh	5483086
19	Uttarakhand	219917

20	West Bengal	2220205
	<b>Sub Total</b>	<b>28002658</b>
<b>NE States</b>		<b>0</b>
<b>21</b>	<b>Arunachal Pradesh</b>	<b>36325</b>
22	Assam	875563
23	Manipur	66545
24	Meghalaya	66329
25	Mizoram	28503
26	Nagaland	52345
27	Sikkim	19467
28	Tripura	135416
	<b>Sub Total</b>	<b>1280493</b>
<b>Union Territories</b>		
29	A&N Islands	1240
30	Chandigarh	3935
31	D&N Haveli and D&D	11441
32	NCT Delhi	166746
33	J&K	
34	Ladakh	
35	Lakshadweep	375
36	Puducherry	28639
	<b>Sub Total</b>	<b>212376</b>
	<b>GRAND TOTAL</b>	<b>29495527</b>

### 3. Performance of the Programme

#### Physical Achievement: (Number of beneficiaries in lakh)

Scheme	2012-13	2013-14	2014-15	2015-16	2016-17
IGNOAPS	227	222	221	201	214
IGNWPS	49.65	61.97	63.33	53.90	57.30
IGNDPS	10.58	10.58	10.58	6.49	7.02
NFBS	3.57	2.77	2.93	3.58	3.58
Annapurna	8.38	7.80	7.95	7.94	2.64

#### **Physical Targets:**

(nos of beneficiaries in lakh)

Scheme	Ceiling/estimated numbers for all years	2017-18	2018-19	2019-2020
IGNOAPS	221	212.46	212.09	214.09
IGNWPS	65.73	58.46	58.12	65.73
IGNDPS	10.58	7.12	7.46	10.59
NFBS	3.58	3.58	3.58	3.59
Annapurna	8.31	2.64	2.64	8.32



**Financial Achievement:****(Rs in crore)**

Year	Amount allocated (BE/RE)	Amount spent	% Target Achieved
2012-13	8446.97	7884.35	93.34
2013-14	9614.51	9112.47	94.78
2014-15	7241.00	7086.62	97.87
2015-16	9082.00	8616.40	94.87
2016-17	9500.00	8851.14	93.17
Total	43884.48	41551.00	94.68
2017-18	8744.57	8696.16	99.45
<b>Total</b>	<b>52629.10</b>	<b>50247.16</b>	<b>95.47</b>

The NSAP is under Plan Expenditure (Revenue Expenditure), a detail of last three years is as under:-

Rs. In Crore

Year	Allocation (BE/RE)	Actual Expenditure
2018-19	8429.69	8418.47
2019-20	BE-9200.00 RE-8692.40	8692.40
2020-21 (as on 31-12-2020)	9200.00	6332.44
2021-2022	9200.00	NA

State/UT-wise physical financial performance under NSAP schemes are as under:

NATIONAL SOCIAL ASSISTANCE PROGRAMME (NSAP)				
Year : 2020-21		Physical Progress	Financial Progress ( Rs in lakh)	
Sl. No.	States/UTs	Number of Beneficiaries under NSAP	Funds Released Under NSAP (31.01.2021)	Funds Released under PMGKYP
		Total		
1	Andhra Pradesh	997921	309.36	9326.61
2	Bihar	3867270	124783.96	36648.11
3	Chhattisgarh	896519	15790.69	8522.75
4	Goa	2706	0.00	20.61
5	Gujarat	857543	17109.62	6889.53
6	Haryana	331423	4617.14	3272.69
7	Himachal Pradesh	115191	3579.75	1118.63
8	Jharkhand	1359831	28902.03	12888.50
9	Karnataka	1416757	35080.96	13984.10
10	Kerala	729591	28859.28	6883.29
11	Madhya Pradesh	2236789	59091.68	22059.63
12	Maharashtra	1338693	16980.69	11683.85
13	Odisha	2120601	62169.75	20270.22
14	Punjab	126569	3309.83	1404.04
15	Rajasthan	1069320	11346.58	9877.81
16	Tamilnadu	1899533	32721.28	18147.00

17	Telangana	713193	32368.04	6659.56
18	Uttar Pradesh	5483086	154573.51	52573.90
19	Uttarakhand	219917	2054.19	2151.09
20	West Bengal	2220205	43991.78	21329.59
	Sub Total	28002658	708267.12	265711.51
NE States		0		
21	Arunachal Pradesh	36325	0.00	341.39
22	Assam	875563	30341.53	8409.84
23	Manipur	66545	1990.98	619.72
24	Meghalaya	66329	2069.72	541.27
25	Mizoram	28503	792.17	275.38
26	Nagaland	52345	1588.79	492.10
27	Sikkim	19467	161.61	183.32
28	Tripura	135416	1113.79	1384.73
	Sub Total	1280493	38058.59	12247.75
Union Territories				
29	A&N Islands	1240	0.00	59.28
30	Chandigarh	3935	0.00	34.15
31	D&N Haveli and D&D	11441	0.00	109.64
32	NCT Delhi	166746	2939.36	1564.36
33	J&K		549.05	1359.95
34	Ladakh		34.46	72.94
35	Lakshadweep	375	0.00	3.24
36	Puducherry	28639	577.88	287.57
	Sub Total	212376	4100.75	3491.13
	<b>GRAND TOTAL</b>	<b>29495527</b>	<b>750426.46</b>	<b>281450.39</b>

3.2 The BE of NSAP for financial year 2020-21 was Rs. 9200 crore which witnessed steep hike to Rs. 42617.22 crore. Clarifying upon this, the Department have stated that:-

"Due to spread of Pandemic COVID 19 and subsequent lockdown, Rs. 2814.50 crore was released under Pradhan Mantri Garib Kalyan Yojana Package (PMGKYP) to the States/UTs for payment of ex-gratia of Rs.1000 in two monthly installments (Rs. 500 each- April & May, 2020) to the existing old aged, widow and disabled beneficiaries of NSAP. The total number of 282 lakh beneficiaries covered under PMGKYP. The actual RE for NSAP is 11660.24 crore instead of 42,617.22 crore. Rs. 30956.98 Cr. was provided to 20.65 crore women PMJDY account holders at the rate of Rs. 500 each for the months of April to June 2020."

3.3 Further clarifying in regard to hike at RE Stage, DoRD have submitted that:-

"The increase in RE 2020-21 is due to release of funds under PMGKYP."

#### **4. Initiative due to COVID**

To mitigate the effects of conditions that arose due to spread of pandemic COVID 19 and subsequent lockdown, Rs.2814.50 crore was released to States/UTs under PMGKYP for payment of ex-gratia of Rs.1000 in two monthly installments of Rs. 500 each (in April and May, 2021) to existing 282 lakh old aged, widow and disabled beneficiaries of NSAP.

#### **5. Increase of Assistance Component**

Regarding increase of assistance component, the Ministry informed as under in it's written reply:-

"No. There is, at present, no proposal to increase the assistance under each sub-scheme to the beneficiary. As part of reforming NSAP, Government has initiated a comprehensive third party evaluation study. The broad terms of reference of the study inter-alia include documentation of best practices and to bring about uniformity in the implementation of the scheme in all States/ UTs and to suggest changes in assistance and criteria of these schemes under NSAP."

#### **6. Monitoring & Disbursal Mechanism**

System of monitoring and control over the performance of each scheme in NSAP is given below:-

- (i) The process of implementation of the schemes is monitored by the Ministry of Rural Development through Monthly Progress Reports given by the states/UTs in the prescribed formats. Non-reporting of the physical and financial progress reports is constructed as lack of progress and therefore, it may result in non-release of funds for the last quarter of the financial year. The performance of the programme is reviewed with Secretaries once in a quarter during the Performance Review Committee (PRC) meetings of the Ministry.
- (ii) NSAP Schemes are included in DBT Mission under Cabinet Secretariat which is monitoring the progress of DBT disbursement of pensions under NSAP Schemes.
- (iii) Social Audit Guidelines have been prepared and communicated to all States/UTs for adoption of the same. Similarly, for pilot social audit, work has been entrusted to NIRD & PR. NIRD&PR has completed the pilot social

audit in selected 04 States and also started the pilot in 10 more selected states.

- (iv) NSAP Schemes are also monitored country-wide by the National Level Monitors in two phases every year through field visits. Approximately, 600 districts every year are covered. Each NLM is advised to visit the district, block and village level offices and meet the Government functionaries, public representatives and the beneficiaries to get feedback on the implementation of the schemes under NSAP.
- (v) Secretary of the nodal department at the State/UT level is responsible to report the progress of implementation by coordinating with different departments concerned with the implementation of the schemes.

6.2 For accountability and transparency, NSAP schemes are included in DBT for disbursement of pensions directly to beneficiaries account. During 2019-20, 21.27 crore digital transactions were reported by States/UTs. As NSAP beneficiaries belong to most vulnerable section of the society, for people who cannot cover the distance physically, the objective is to provide door step services as far as possible. However, the preferred mode of payment is Bank Account or Post Office Savings Account. State of Gujarat and UT of Lakshadweep are 100% DBT Compliant. In all other States, except Andhra Pradesh, Odisha and Nagaland, mostly the system of account based payment is being followed. Andhra Pradesh is following account based system only in one district and cash-based system in all other districts.

#### **F. Shyama Prasad Mukherjee Rurban Mission (SPMRM)**

##### **1. Aim**

The Shyama Prasad Mukherji Rurban Mission was launched by the Honourable Prime Minister on February 21st, 2016 with an outlay of Rs. 5142.08 crores. This is a unique programme, designed to deliver catalytic interventions to rural areas on the threshold of growth. 300 Rurban clusters with thematic economic growth points, are being developed across the country under this Mission, with a funding support of upto 30% of the estimated investment for each Rurban cluster, given as Critical Gap Funding (CGF), while 70% of the funds is mobilized by the States through convergence with synergic State and Central programmes as well as private investment and institutional funding. Upon being re-classified as a Centrally

Sponsored Scheme, the CGF is now shared between the Centre and the State in a ratio of 60:40 for Plain area States and 90:10 for Himalayan and NE States.

## 2. Financial Performance

(Rs. in crore)

Unit / Sector	Annual Plan 2018-19			Annual Plan 2019-20			Annual Plan 2020-21			Annual Plan 2021-22		
	BE	RE	Actual Exp.	BE	RE	Actual Exp.	BE	RE	Actual Exp.	BE	RE	Actual Exp.
1	2	3	4	5	6	7	8	9	10	11	12	13
Shyama Prasad Mukherji Rurban Mission (SPMRM) (Plan)	1200	451.03	432.59	800	300	303.59	600	372.33	365.09	600	-	-
									As on 31 <sup>st</sup> Dec 20			

The overall budget outlay of SPMRM is Rs. 5142.08 for developing 300 Rurban Clusters in the time period of 5 years.

The reasons for variations in BE/RE and actual expenditure for the years 2018-19, 2019-20 and 2020-21 year-wise.

As the Mission hinges on both Convergence and Critical Gap Fund (CGF) component, the focus of the States initially has been preparation and approval of Integrated Cluster Action Plans (ICAPs) which outlined the requirements of the Clusters. Subsequently, First Installment of CGF was released to the States which enabled them to prepare a Detailed Project Reports (DPRs) and utilise the fund released.

While the preparation of DPR is a time taking process, States have meanwhile invested on the convergence themes of the Clusters.

With the active perusal of the Ministry through regular handholding and conduct of workshops, the mission has the picked up pace with the states actively furnishing the DPRs and effectively increased the utilisation of funds on CGF activities.

As the release of Second and Third installment of CGF depends on fund utilisation on ground and preparation of **Spatial plans**, the states/UTs have been consistent in speeding up of activities undertaken which are being monitored through

Monthly Progress Reports and timely UC submissions.

2.2 The funds at RE stage in financial year 2020-21 was drastically reduced to Rs. 372.33 crores from Rs. 600 crores at BE stage. Clarifying about this in their written replies, the Department have submitted that:-

“The revised Estimate of the Scheme is based on the performance of release of funds during the first two quarter of the financial year. Under SPMRM, Rs.163.15 crore out of Rs.600 crore (BE) was released to States/UTs as 30.09.2020. Due to COVID pandemic, fewer proposals were received from the States/UTs during the above said period. However, Rs.365.09 crore has been released to the States/UTs as on 31.12.2020.”

2.3 Despite reduction at RE stage in 2020-21, the BE for 2021-22 is maintained at Rs. 600 crores, i.e. equal to the BE of financial year 2020-21. Reasons for such occurrence have been explained by the DoRD in their reply as below:-

“The funds allocation for FY 2021-22 is based on performance of releases of funds to states/UTs in two quarters of FY 2020-21. Under SPMRM, Rs.365.09 crore out of Rs.372.33 crore (RE) has been released to States/UTs as on 27.01.2021. Now, works on ground have started and States/UTs have started utilizing funds and in process of demand of subsequent installments. 40 Detailed Project Reports (DPRs) have been approved by States/UTs in this FY. This will quicken the pace of on ground expenditure. Rs.1127 crore is required under SPMRM during the financial year 2021-22 as per Output-Outcome Monitoring Framework (OOMF) target set by NITI Aayog.”

#### Financial Progress of the Mission (Rs in crore)

SL No	State	Total CGF (both Central plus State share) with States as on 25th Jan 2021	Expenditure as on 26th Jan 2021	Unspent Balance as on 31 <sup>st</sup> Jan 2021
1	A&N Islands	9.00	1.43	7.57
2	Andhra Pradesh	189.00	121.79	67.21
3	Arunachal Pradesh	21.00	5	16.00
4	Assam	58.50	0.44	58.06
5	Bihar	99.00	11.22	87.78
6	Chhattisgarh	285.00	185.21	99.79
7	Dadra & Nagar and Daman Diu	18.00	2.65	15.35
8	Goa	9.00	0	9.00
9	Gujarat	143.80	71.67	72.13
10	Haryana	119.79	51.6	68.19
11	Himachal Pradesh	41.25	17	24.25
12	J & K	18.00	6.71	11.29
13	Jharkhand	95.65	28.46	67.19
14	Karnataka	49.50	22.61	26.89
15	Kerala	180.00	123.53	56.47
16	Ladakh	8.55	3.82	4.73
17	Lakshadweep	9.00	0	9.00
18	Madhya Pradesh	177.75	92.85	84.90

19	Maharashtra		140.67	58.42	82.25
20	Manipur		46.50	31.44	15.06
21	Meghalaya		32.25	17.8	14.45
22	Mizoram		39.00	23.81	15.19
23	Nagaland		13.50	12.3	1.20
24	Odisha		153.00	103.36	49.64
25	Pondicherry		18.00	6.51	11.49
26	Punjab		118.50	74.11	44.39
27	Rajasthan		180.00	96.39	83.61
28	Sikkim		28.50	18.79	9.71
29	Tamil Nadu		219.00	148.78	70.22
30	Telangana		220.50	144.2	76.30
31	Tripura		90.00	48.92	41.08
32	UP		398.19	234.45	163.74
33	Uttarakhand		66.75	39.73	27.02
34	West Bengal		58.50	0	58.50
<b>Total release to State</b>			<b>3354.65</b>	<b>1805.00</b>	<b>1549.65</b>

### 3. Physical Achievement

Measurable output Indicators	FY 2016-17		FY 2017-18		FY 2018-19		FY 2019-20		FY 2020-21	
	Target	Achvmt	Target	Achvmt	Target	Achvmt	Target	Achvmt	Target	Achvmt
Approval of ICAPs	100	98	100	99	103	75	28	16	12	1
Approval of DPR	100	18	100	28	151	94	160	108	52	31

Physical Progress (Amount in Numbers)																		
Milestone (300 clusters)	2015-16			2016-17			2017-18			2018-19			2019-20			2020-21 (till)		
	Target	Achievement	% of Achievement	Target	Achievement	% of Achievement	Target	Achievement	% of Achievement	Target	Achievement	% of Achievement	Target	Achievement	% of Achievement	Target	Achievement	% of Achievement
Cluster Identification and approval	100	99	99.00	100	86	86.00	100	67	67.00	48	43	89.58	5	1	20.00	4	0	0.00
Integrated Cluster Action Plans (ICAPs)	100	0	0.00	100	98	98.00	100	99	99.00	103	75	72.82	28	16	57.14	12	1	8.33
Detailed Project Reports (DPRs)	100	0	0.00	100	18	18.00	100	28	28.00	151	94	62.25	160	108	67.50	52	31	59.62

**Physical Progress :**

S.No.	State/UT Name	Overall Physical Progress(as on 27.01.2021)		
		Total approved clusters	Total ICAP Approved	Total DPR Approved
1	Andaman & Nicobar Islands	1	1	1
2	Andhra Pradesh	13 + 1	13	13
3	Arunachal Pradesh	4	3	3
4	Assam	9	9	9
5	Bihar	11	11	11
6	Chhattisgarh	18 + 1	18	18
7	Dadra & Nagar and Daman & Diu	2	2	2
8	Goa	2	1	1
9	Gujarat	16	16	16
10	Haryana	10	10	10
11	Himachal Pradesh	6	6	6
12	Jammu & Kashmir	2	2	2
13	Jharkhand	15	15	15
14	Karnataka	8	8	8
15	Kerala	12 + 1	12	12
16	Ladakh	1	1	1
17	Lakshadweep	1	1	0
18	Madhya Pradesh	19	19	18
19	Maharashtra	20	19	19
20	Manipur	3 + 1	3	3
21	Meghalaya	4	4	4
22	Mizoram	4	4	4
23	Nagaland	2	2	2
24	Odisha	14	14	14
25	Puducherry	2	2	2
26	Punjab	8	8	8
27	Rajasthan	15 + 1	15	15
28	Sikkim	3	3	3
29	Tamil Nadu	11 + 1	11	11
30	Telangana	17	17	17
31	Tripura	7	7	7
32	Uttar Pradesh	19 + 1	19	19
33	Uttarakhand	6 + 1	6	6
34	West Bengal	7	7	0
<b>Total</b>		<b>292 + 8*</b>	<b>289</b>	<b>280</b>

\* Clusters to 8 progressive States reallocated recently and are yet to be identified.

**4. Issues related with DPR**

Responding to the issue of faulty preparation of DPR under SPMRM, the Secretary, DoRD made the following submission:-

"आपने ररबन योजना के अंतर्गत रॉन्ग सिलेक्शन ऑफ वर्क्स के बारे में कहा था और पिछली बैठक में भी आपने यह बात उठायी थी। आपकी बैठक के बाद हमने माननीय मंत्री जी का निर्णय प्राप्त किया और राज्यों को अधिकार दे दिया कि अगर डीपीआर न जाने के बाद भी माननीय सदस्य अनुभव करते हैं कि इसमें चेंज की आवश्यकता है तो वे चेंज कर सकते हैं और संसद सदस्य की अध्यक्षता में जिला स्तर पर एक एडवाइजरी समिति भी गठित कर दी है, जिसमें जो भी जनप्रतिनिधि और पदाधिकारी हैं, सब मिल कर विचार कर लेंगे कि इसको और कैसे क्या करेंगे?"



## **G. Saansad Adarsh Gram Yojana (SAGY)**

### **1. Novel Initiative**

Saansad Adarsh Gram Yojana (SAGY) is a unique scheme of the Ministry of Rural Development wherein, for the first time, the leadership, capacity, commitment and energy of the Members of Parliament are being leveraged directly for development at the Gram Panchayat level. Saansad Adarsh Gram Yojana (SAGY) was launched on 11 October 2014 with the aim of creating holistically developed model Gram Panchayats across the country. Primarily, the goal was to develop three Adarsh Grams by March 2019, of which one would be achieved by 2016. Thereafter, five such Adarsh Grams (one per year) will be selected and developed by 2024. These 'Adarsh Grams' serve as 'nucleus of health, cleanliness, greenery and cordiality' within the village community and, becoming schools of local development and governance, inspiring neighboring Gram Panchayats.

The role of Members of Parliament is that of a catalyst. They identify the Gram Panchayat to be developed into Adarsh Gram Panchayat, engage with the community, help propagate the values of the scheme, enable the initiation of start-up activities to build up the right environment and facilitate the planning process. The District Collector is the nodal officer for implementing SAGY. The District collectors conduct a monthly review meeting with representatives of the participating line departments. The Hon'ble Members of Parliament concerned chair the review meetings. The heads of the Gram Panchayats concerned also are invited for these monthly meetings.

### **2. Convergence of Schemes & Progress made so far**

The Gram Panchayats adopted under SAGY prepare Village Development Plans (VDP) through a participatory process under the guidance of Hon'ble Members of Parliament. The VDP includes prioritised time-bound activities to achieve holistic and integrated development of the villages. Under the Saansad Adarsh Gram Yojana framework, the development of Gram Panchayats is envisaged through convergence and implementation of existing Government Schemes and Programmes under the administrative control of respective Ministries. The details of VDP progress during the last three Financial years is given in Table-1 and the details of VDP Projects

implemented through various schemes of the Department of Rural Development during the last three Financial Years is given in Table-2.

**Table:1;- The details of VDP progress during the last three Financial Years**

S.N No	State Name	During 2017-18			During 2018-19			During 2019-20			During 2020-21 (Upto date)		
		Total Projects	Completed Projects	Projects in progress	Total Projects	Completed Projects	Projects in progress	Total Projects	Completed Projects	Projects in progress	Total Projects	Completed Projects	Projects in progress
1	Andaman And Nicobar Islands	98	0	0	34	5	5	0	0	0	0	0	0
2	Andhra Pradesh	442	204	16	198	132	5	83	0	0	29	0	0
3	Arunachal Pradesh	0	0	0	0	0	0	0	0	0	0	0	0
4	Assam	451	147	81	1	0	0	0	0	0	0	0	0
5	Bihar	723	282	68	296	137	51	0	0	0	0	0	0
6	Chandigarh	13	1	1	0	0	0	0	0	0	0	0	0
7	Chhattisgarh	1029	686	93	513	319	36	304	16	5	0	0	0
8	Delhi	0	0	0	0	0	0	0	0	0	0	0	0
9	Goa	425	49	2	0	0	0	0	0	0	0	0	0
10	Gujarat	686	661	9	166	145	7	378	65	15	9	0	7
11	Haryana	368	170	41	214	91	11	40	0	0	0	0	0
12	Himachal Pradesh	456	357	33	301	13	2	12	0	0	0	0	0
13	Jammu And Kashmir	190	141	29	0	0	0	0	0	0	0	0	0
14	Jharkhand	1529	749	175	516	161	57	0	0	0	3	0	0
15	Karnataka	2830	2327	170	426	149	20	5	0	0	51	0	0
16	Kerala	2051	1644	174	1158	533	193	1013	28	94	0	0	0
17	Ladakh	0	0	0	0	0	0	0	0	0	0	0	0
18	Lakshadweep	0	0	0	0	0	0	0	0	0	0	0	0
19	Madhya Pradesh	492	289	18	112	17	21	216	40	16	0	0	0
20	Maharashtra	1589	362	136	149	0	0	168	10	3	0	0	0
21	Manipur	301	194	76	323	217	85	55	0	0	0	0	0
22	Meghalaya	0	0	0	0	0	0	0	0	0	0	0	0
23	Mizoram	163	144	4	93	13	4	0	0	0	0	0	0
24	Nagaland	0	0	0	0	0	0	3	0	0	0	0	0
25	Odisha	612	206	104	207	24	34	34	0	0	0	0	0
26	Puducherry	0	0	0	0	0	0	0	0	0	0	0	0
27	Punjab	55	32	4	0	0	0	37	0	0	0	0	0
28	Rajasthan	2247	1559	164	793	330	79	467	47	85	50	0	0
29	Sikkim	120	92	26	77	21	28	0	0	0	0	0	0
30	Tamil Nadu	1661	1631	21	1307	1236	71	617	292	77	0	0	0
31	Telangana	176	71	26	181	177	1	14	0	0	0	0	0
32	Tripura	0	0	0	0	0	0	0	0	0	0	0	0
33	UT of D&N Haveli and Daman and Diu	0	0	0	0	0	0	0	0	0	0	0	0
34	Uttar Pradesh	2372	2327	36	1592	1522	47	1132	579	264	81	28	37
35	Uttarakhand	284	237	21	173	80	10	172	59	36	0	0	0
36	West Bengal	0	0	0	0	0	0	0	0	0	0	0	0
		<b>21363</b>	<b>14562</b>	<b>1528</b>	<b>8830</b>	<b>5322</b>	<b>767</b>	<b>4750</b>	<b>1136</b>	<b>595</b>	<b>223</b>	<b>28</b>	<b>44</b>

Table-2:-Details of Rural Development projects proposed under VDP to implement through various Rural Development schemes

S.No	State Name	During 2017-18			During 2018-19			During 2019-20			During 2020-21 (Upto date)		
		Total Projects	Completed Projects	Projects in progress	Total Projects	Completed Projects	Projects in progress	Total Projects	Completed Projects	Projects in progress	Total Projects	Completed Projects	Projects in progress
1	Andaman And Nicobar Islands	0	0	0	0	0	0	0	0	0	0	0	0
2	Andhra Pradesh	65	14	1	0	0	0	12	0	0	0	0	0
3	Arunachal Pradesh	0	0	0	0	0	0	0	0	0	0	0	0
4	Assam	38	0	2	0	0	0	0	0	0	0	0	0
5	Bihar	125	48	47	51	18	14	0	0	0	0	0	0
6	Chandigarh	0	0	0	0	0	0	0	0	0	0	0	0
7	Chhattisgarh	112	78	16	155	134	8	109	0	1	0	0	0
8	Delhi	0	0	0	0	0	0	0	0	0	0	0	0
9	Goa	8	5	0	0	0	0	0	0	0	0	0	0
10	Gujarat	11	11	0	6	6	0	9	0	0	0	0	0
11	Haryana	41	15	6	8	3	1	3	0	0	0	0	0
12	Himachal Pradesh	141	125	9	117	1	0	2	0	0	0	0	0
13	Jammu And Kashmir	52	45	3	0	0	0	0	0	0	0	0	0
14	Jharkhand	257	153	44	47	15	4	0	0	0	0	0	0
15	Karnataka	1796	1564	99	56	27	13	5	0	0	19	0	0
16	Kerala	199	171	12	153	60	32	156	5	11	0	0	0
17	Ladakh	0	0	0	0	0	0	0	0	0	0	0	0
18	Lakshadweep	0	0	0	0	0	0	0	0	0	0	0	0
19	Madhya Pradesh	36	21	1	12	0	2	11	1	1	0	0	0
20	Maharashtra	58	6	3	1	0	0	1	0	0	0	0	0
21	Manipur	38	24	10	42	23	14	1	0	0	0	0	0
22	Meghalaya	0	0	0	0	0	0	0	0	0	0	0	0
23	Mizoram	51	45	3	6	0	1	0	0	0	0	0	0
24	Nagaland	0	0	0	0	0	0	1	0	0	0	0	0
25	Odisha	220	111	22	68	0	31	15	0	0	0	0	0
26	Puducherry	0	0	0	0	0	0	0	0	0	0	0	0
27	Punjab	10	4	2	0	0	0	7	0	0	0	0	0
28	Rajasthan	679	562	30	121	54	20	69	3	11	0	0	0
29	Sikkim	40	33	7	16	6	6	0	0	0	0	0	0
30	Tamil Nadu	329	326	2	196	180	16	235	82	37	0	0	0
31	Telangana	43	16	14	32	28	1	2	0	0	0	0	0
32	Tripura	0	0	0	0	0	0	0	0	0	0	0	0
33	UT of D&N Haveli and Daman and Diu	0	0	0	0	0	0	0	0	0	0	0	0
34	Uttar Pradesh	286	284	2	196	190	3	164	91	25	12	2	8
35	Uttarakhand	54	49	4	28	19	6	18	6	3	0	0	0
36	West Bengal	0	0	0	0	0	0	0	0	0	0	0	0
		<b>4689</b>	<b>3710</b>	<b>339</b>	<b>1311</b>	<b>764</b>	<b>172</b>	<b>820</b>	<b>188</b>	<b>89</b>	<b>31</b>	<b>2</b>	<b>8</b>

2.2 The Department have also provided the following note on the assessment of SAGY villages as under:-

"The third-party evaluation of the Gram Panchayats identified during the Phase-I of SAGY has indicated that the components covered under the scheme and the activities proposed were very much relevant in overall development of villages and it succeeded in improving the accessibility to basic amenities/institutions at Gram Panchayat and village levels. The State Government and the Hon'ble MPs have been requested to explore the possibility of availing CSR funds for supporting Village Development Plan under SAGY. Further the State Government has been requested to give priority to SAGY GPs implementing State schemes."

2.3 During the course of evidence of the representatives of the Department of Rural Development (Ministry of Rural Development), replying to a query regarding the funds under SAGY, the Secretary DoRD, responded as below:-

"आपने सांसद आदर्श ग्राम योजना के अंतर्गत अलग से राशि उपलब्ध कराने की बात कही है। यह योजना के डिजाइन में नहीं है कि इसके लिए हम अलग से राशि उपलब्ध कराएं। यह कन्वर्जेंश के माध्यम से ही की जानी है। हमारी जो 23 योजनाएं हैं, 23 योजनाओं में इसको प्राथमिकता देने की बात कही गई है।"

#### **VI. District Development Coordination and Monitoring Committees(DISHA) Committees and Overall Monitoring of Schemes**

District Development Coordination and Monitoring Committee known as 'Disha' has been formed by the Ministry in June, 2016 under the chairmanship of Member of Parliament (Lok Sabha) with a view to fulfill the objective of ensuring better coordination among all the elected representatives in Parliament, State Legislatures and Local Governments in monitoring the progress of major projects aimed at socio-economic transformation at the district level. With the dissolution of the sixteenth Lok Sabha, the district level DISHA committees were dissolved and new committees have been formed in 698 districts on the basis of the seventeenth Lok Sabha.

**Number of Meetings:** DISHA meeting provides a platform where discussion on development programmes can be held in detail and further course of actions may be decided in the meeting taking valuable views from MPs and MLAs. DISHA Guidelines stipulate that meetings of the DISHA should be held at least once in every quarter. Meetings of the Disha are required to be convened at-least once in every Quarter. The Ministry has been vigorously pursuing with the State Governments and district

administrations to convene Meetings as per guidelines. As per available reports the number of reports furnished by States is as follows:

Year	No. of Meetings				Total
	Qtr 1	Qtr 2	Qtr 3	Qtr 4	
2017-18	272	198	180	171	821
2018-19	293	180	113	97	683
2019-20	12	96	186	161	455
2020-21	22	221	167		423

\* As per report available as on 12.01.2021

6.2 Responding to the query raised by the Committee regarding holding of DISHA Committee meetings, DoRD have provided details as under:-

"States have reported 467 DISHA Committee meetings so far in financial year 2020-21. Total Meetings held in 2018-19, 2019-20 and 2020-21 is as follows:-"

#### Number of DISHA Meetings reported by States

Sl.No.	State	No. of DISHA District	Number of Meetings		
			2018-19	2019-20	2020-21
1	Andaman & Nicobar	3	1		
2	Andhra Pradesh	13	5	9	4
3	Arunachal Pradesh	25	9	15	1
4	Assam	27	29	26	13
5	Bihar	38	13	7	7
6	Chandigarh	1			
7	Chhattisgarh	27	41	19	30
8	D & N Haveli	1	1		
9	Daman & Diu	2	2		
10	Delhi	11	1	1	4
11	Goa	2	3	1	3
12	Gujarat	33	53	43	40
13	Haryana	22	23	17	28
14	Himachal Pradesh	12	6	5	14
15	Jammu & Kashmir	20	6		2
16	Jharkhand	24	33	13	12
17	Karnataka	30	55	37	34
18	Kerala	14	47	24	22
19	Madhya Pradesh	51	48	40	59
20	Maharashtra	36	29	17	10
21	Manipur	9	1	3	1
22	Meghalaya	7	2		
23	Mizoram	8	14	1	2
24	Nagaland	11	3		
25	Ladakh	2			
26	Lakshadweep	1			1
27	Odisha	30	21	16	17
28	Puducherry	2	1	2	2
29	Punjab	22	15	7	4
30	Rajasthan	33	31	12	22
31	Sikkim	4	5	3	3

32	Telangana	31	12	8	20
33	Tamil Nadu	32	26	27	24
34	Tripura	8	5	6	3
35	Uttarakhand	13	30	13	15
36	Uttar Pradesh	73	109	84	70
37	West Bengal	20	3		
	<b>Total</b>	<b>698</b>	<b>683</b>	<b>456</b>	<b>467</b>

6.3 In their written replies, Department have also enumerated steps undertaken by them to ensure timely holding of DISHA meetings as produced below:-

"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. Steps taken by Ministry in recent period areas follows:

- i. **Letter from Secretary, Ministry of Rural Development to States:** Secretary, Rural Development vide his D.O. letter No. Q-13016/01/2017-DISHA, September 30, 2020 to Chief Secretaries of States requested them to ensure that DISHA meetings are held every quarter as per DISHA Guidelines. The Secretary (RD) has also requested the to include a remark in Annual Performance Appraisal Reports of the District Collectors w.r.t. their success in timely convening the DISHA Meetings so as to motivate them to work proactively in this direction.
- ii. **Provision of meeting through Video Conferencing:** Ministry vide its letter dated 9th July 2020 has advised the States to conduct DISHA Committee meetings through Audio video mode.
- iii. **Nomination of Nodal Officers:** 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.
- iv. **Development of Meeting Management Software:** 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 MeetingManagement" 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. The Meeting Management

Software was used in four Districts of Tamil Nadu in Feb and March 2020.

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

6.4 During the course of evidence of the representatives of the Department of Rural Development (Ministry of Rural Development), replying to a query regarding the holding of DISHA meetings, the Secretary DoRD, responded as below:-

"दिशा के बारे में आपने हमसे यह पूछा था कि हम लोग टाइमली बैठक कन्वीन करने के संबंध में क्या गाइडेंस दे रहे हैं? हमने इनफैक्ट सितम्बर के महीने में एक गाइडेंस दी है कि अगर कलेक्टर टाइम पर दिशा की बैठक कन्वीन नहीं करते हैं तो जो कलेक्टर की सीआर है, उसमें चीफ सेक्रेटरी इस बात को ऑब्जर्व करें कि इन्होंने समय पर बैठक कन्वीन नहीं की। हमने अपनी तरफ से जितना मैक्सिमम हो सकता था, वह जरूर किया है।"

## VII. Unspent Balances under the Scheme and its mitigation

Statement showing Budget Estimates, Revised Estimates, Actual Expenditure and Unspent Balances for the year 2018-19, 2019-20 and 2020-2021(till date).

(Rs. in crores)													
Sl.	Name of the Scheme	2018-2019				2019-2020				2020-2021			
No.		B.E.	R.E.	Actual Expenditure	Unspent Balances	B.E.	R.E.	Actual Expenditure	Unspent Balances	B.E.	R.E.	Actual Expenditure Upto 31.01.2021 with Authorization	Unspent Balances
1	2	3	4	5	6	7	8	9	10	11	12	13	14
<b>Centrally Sponsored Schemes</b>													
1	Mahatma Gandhi National Rural Employment Guarantee Scheme	55000.00	61830.09	61829.55	2598.84	60000.00	71001.81	71679.31	2913.34	61500.00	111500.00	89287.63	3065.65
2	National Rural Livelihood Mission-Aajeevika	5750.00	5783.50	5783.48	2545.14	9024.00	9024.00	8989.56	2861.83	9210.04	9210.04	6906.69	3877.88
3	Pradhan Mantri Awaas Yojana-Gramin	21000.00	19600.00	19307.95	8989.71	19000.00	18475.00	18116.02	10843.10	19500.00	19500.00	18313.52	14227.49
4	Pradhan Mantri Gram Sadak Yojana@	19000.00	15500.00	15417.55	22884.64 <sup>†</sup>	19000.00	14070.07	14017.48	18415.5 <sup>**</sup>	19500.00	13706.23	11431.15	17348.95 <sup>***</sup>
5	National Social Assistance Programme	9975.00	8467.46	8418.47	877.06	9200.00	9200.00	8692.42	109.83	9200.00	42617.22	41278.26	177.30
6	Shyama Prasad Mukherjee RURBAN Mission	1200.00	451.03	432.61	1028.35	800.00	300.00	303.75	1387.56	600.00	372.33	365.09	1549.65
<b>Central Sector Schemes</b>													
7	Grants to National Institute of Rural Dev.	75.00	75.00	72.17	2.83	100.00	100.00	80.42	0.00	124.00	80.50	58.00	0.00
8	Assistance to C.A.P.A.R.T.	24.00	20.41	16.34	2.93	24.00	19.07	19.07	0.00	0.00	0.00	0.00	0.00
9	Management support to RD Programmes and strengthening district planning process	254.40	238.52	200.23	21.55	350.62	350.62	139.86	21.19	364.38	341.44	66.08	47.02
10	SECC Census	75.70	386.95	375.01	0.00	1.00	1.00	0.00	0.00	0.01	0.01	0.00	0.00
<b>Total</b>		<b>112354.10</b>	<b>112352.96</b>	<b>111853.36</b>	<b>38951.05</b>	<b>117499.62</b>	<b>122541.57</b>	<b>122037.89</b>	<b>36552.35</b>	<b>119998.43</b>	<b>197327.77</b>	<b>167706.42</b>	<b>40293.94</b>

@Including State Share and Deposits Repayable.

\* It includes security deposits of Rs 6,449.91 crore. Effective unspent balance for implementation of the scheme is Rs 16,434.73 cr.

\*\* It includes security deposits of Rs 7,099.17 crore. Effective unspent balance for implementation of the scheme is Rs 11,316.33 cr.

\*\*\* It includes security deposits of Rs 7,669.56 crore. Effective unspent balance for implementation of the scheme is Rs 9,679.39 crore.

**PMGSY****State/UT wise details of Fund Allocated and Fund Utilised**

(Rs. in Crore)

S.N.	State	Fund Released	Expenditure incurred*	Unspent Balance as on 01.04.2019	Fund Released	Expenditure incurred*	Unspent Balance as on 01.04.2020	Fund Released	Expenditure incurred*	Unspent Balance
		2018-19			2019-20			2020-21 (as on 31.01.2021)		
1	Andhra Pradesh	200.00	257.43	295.99	243.14	338.84	255.23	0	257.85	194.85
2	Arunachal Pradesh	1350.00	1003.57	420.30	1122.995	1270.03	116.86	952.31	987.06	375.52
3	Assam	2506.58	2413.64	835.00	2401.88	3628.93	1,125.89	2222.62	1916.12	1,320.06
4	Bihar	60.57	1874.77	5614.17	0.00	1552.37	4469.84	0	1614.81	3503.83
5	Chattisgarh	664.39	1512.94	314.49	1147.07	1159.70	1292.86	837.035	1017.92	1387.38
6	Gujarat	0.00	32.72	91.79	0.00	29.35	66.39	79.075	34.44	162.85
7	Haryana	0.00	2.28	151.75	0.36	0.48	155.52	0	3.13	156.15
8	Himachal Pradesh	677.25	690.59	168.23	1252.30	724.34	658.48	546.24	718.91	798.34
9	Jammu & Kashmir	581.46	1082.70	717.19	695.50	1324.12	41.36	1325.49	654.86	695.94
10	Jharkhand	757.32	1211.46	2097.30	0.87	1312.94	1593.21	0	812.68	1301.22
11	Karnataka	0.56	15.85	104.03	534.24	1.10	108.77	1.0860	231.41	779.02
12	Kerala	100.77	225.16	45.28	41.98	122.18	106.19	89.96	48.81	61.01
13	UT of Ladakh	0.00	0.00	-	0.00	0.00	-	50	486.77	458.52
14	Madhya Pradesh	913.30	2533.07	1,373.37	1119.26	1799.47	1,322.30	898.68	1406.01	688.13
15	Maharashtra	6.75	204.20	819.52	0.00	183.97	732.05	0	130.64	714.55
16	Manipur	293.63	286.06	266.63	263.85	490.46	121.89	420.66	361.83	1.64
17	Meghalaya	196.42	158.99	161.83	357.00	289.79	102.24	354.29	307.91	194.71
18	Mizoram	51.32	138.48	120.00	576.06	285.18	63.63	1.59	228.54	19.73
19	Nagaland	149.63	71.66	14.59	88.89	70.80	3.00	36.45	83.73	6.29
20	Odisha	2461.50	3289.38	3742.35	577.90	2489.91	2727.51	404.12	1409.29	2398.42
21	Punjab	0.00	227.64	51.67	0.00	32.10	3.96	0	2.67	0.34
22	Rajasthan	0.00	857.63	198.88	0.00	289.11	185.90	136.10	133.67	179.48
23	Sikkim	199.40	222.55	178.17	4.39	175.11	44.15	195.50	119.04	152.58
24	Tamil Nadu	589.00	890.32	1,013.51	268.39	849.05	807.44	217.05	502.88	535.83
25	Telangana	99.64	321.02	62.62	184.21	289.46	95.74	0	126.03	108.14
26	Tripura	73.31	129.22	304.24	0.98	95.36	215.83	69.57	53.61	298.98
27	Uttar Pradesh	253.54	959.98	776.06	0.00	356.63	445.84	123.89	372.40	155.72
28	Uttarakhand	988.23	698.43	759.80	554.90	1080.48	525.32	1532.035	876.86	629.33
29	West Bengal	1386.44	2057.64	2,185.90	290.55	1512.52	1,028.10	881	1092.31	987.43
30	<b>Total</b>	<b>14561.00</b>	<b>23369.38</b>	<b>22,884.64*</b>	<b>11,693.70</b>	<b>21753.78</b>	<b>18415.50**</b>	<b>11374.773</b>	<b>15992.19</b>	<b>17348.95***</b>

\*including State Share

\* It includes security deposits of Rs 6,449.91 crore. Effective unspent balance for implementation of the scheme is Rs 16,434.73 cr.

\*\* It includes security deposits of Rs 7,099.17 crore. Effective unspent balance for implementation of the scheme is Rs 11,316.33 cr.

\*\*\* It includes security deposits of Rs 7,669.56 crore. Effective unspent balance for implementation of the scheme is Rs 9,679.39 crore.



**PMAY-G**

(in Rs. lakhs)

S.No.	State	2018-19		2019-20		2020-21		Unspent balance in SNA as on 28th Jan 2021
		Central Release	Fund utilised by state	Central Release	Fund utilised by state	Central Release	Fund utilised by state	
1	ANDHRA PRADESH	18605	26455	0	0	0	0	0
2	ARUNACHAL PRADESH	0	0	0	39	0	260	2203
3	ASSAM	24408	114968	143397	204675	150343	87648	86379
4	BIHAR	444932	560296	490297	826594	426479	768724	80741
5	CHHATTISGARH	263695	387831	56255	98982	30712	92542	22323
6	GOA	0	60	0	80	0	33	701
7	GUJARAT	68220	82680	38556	79810	0	38701	4014
8	HARYANA	2840	4468	3455	6335	0	1245	2657
9	HIMACHAL PRADESH	1469	3473	0	1110	535	1807	0
10	JAMMU AND KASHMIR	22683	18614	6769	22142	42771	44627	41150
11	JHARKHAND	173352	274945	244276	339656	167898	291140	92470
12	KARNATAKA	18822	59747	30960	0	0	0	0
13	KERALA	0	4251	0	1180	0	1493	5145
14	MADHYA PRADESH	425043	729732	229198	417603	340834	276601	138054
15	MAHARASHTRA	113553	0	181533	192476	129369	147359	162049
16	MANIPUR	430	4997	1030	1283	7943	7158	1054
17	MEGHALAYA	12621	10660	2260	5797	15021	13897	0
18	MIZORAM	2924	762	0	3180	1091	912	493
19	NAGALAND	0	3903	0	1525	1740	0	2214
20	ODISHA	329032	457735	219733	546007	282187	362096	150771
21	PUNJAB	0	12859	0	3601	3133	5714	218
22	RAJASTHAN	234013	316152	293334	292441	110859	271719	185557
23	SIKKIM	0	422	65	37	0	23	51
24	TAMIL NADU	50280	135368	48752	99693	0	50728	14343
25	TELANGANA	0	0	0	0	0	0	0
26	TRIPURA	766	8256	22952	21050	11362	9216	2262
27	UTTAR PRADESH	277586	477331	114564	220735	207762	106253	285152
28	UTTARAKHAND	9598	6027	0	571	0	87	4655
29	WEST BENGAL	437285	775923	597596	885441	537176	822856	133797
30	ANDAMAN AND NICOBAR	0	0	360	112	1688	683	779
31	DADRA AND NAGAR HAVELI	947	906	5598	2333	0	2169	3505
32	DAMAN AND DIU	0	5	0	0	0	0	0

33	LAKSHADWEEP	0	23	0	35	0	1	12
34	PUDUCHERRY	0	0	0	0	0	0	0
	<b>Total</b>	<b>2933106</b>	<b>4478849</b>	<b>2730940</b>	<b>4274527</b>	<b>2468903</b>	<b>3405692</b>	<b>1422749</b>

As on 28th January 2021

Note: Utilization is against the central share, state share and miscellaneous receipts and the unspent balances of previous years.

### **MGRNREGA**

(in Rs. Crore)

Unspent balance as on 31 <sup>st</sup> March for the last 3 F.Y . and as on 22.1.21 of current F.Y.					
S.No.	State	2017-18	2018-19	2019-20*	2020-21 (as on 22.1.21)
1	ANDHRA PRADESH	43.99	48.67	1022.01	480.05
2	ARUNACHAL PRADESH	47.95	55.69	113.92	4.78
3	ASSAM	122.46	88.00	2.84	345.80
4	BIHAR	206.92	50.89	206.43	211.06
5	CHHATTISGARH	208.56	95.26	208.35	30.30
6	GUJARAT	14.56	17.24	19.35	16.04
7	HARYANA	5.39	35.70	39.76	3.02
8	HIMACHAL PRADESH	0.62	0.97	0.61	18.57
9	JAMMU AND KASHMIR	196.24	181.26	0.00	397.68
10	JHARKHAND	0.00	0.00	103.41	16.85
11	KARNATAKA	91.91	211.28	0.00	275.00
12	KERALA	10.79	14.98	27.70	6.63
13	MADHYA PRADESH	32.54	23.48	23.39	265.00
14	MAHARASHTRA	364.89	226.34	389.77	242.14
15	MANIPUR	39.85	24.25	0.00	122.52
16	MEGHALAYA	79.96	103.42	262.15	29.24
17	MIZORAM	0.17	10.13	5.06	23.43
18	NAGALAND	164.11	156.93	0.00	0.0
19	ODISHA	90.05	197.39	0.00	0.0
20	PUNJAB	29.98	92.35	65.51	38.75
21	RAJASTHAN	115.34	204.75	0.00	227.33
22	SIKKIM	3.56	6.38	6.86	0.0
23	TAMIL NADU	58.86	42.28	22.29	25.03
24	TELANGANA	38.94	132.16	217.66	48.52
25	TRIPURA	27.86	4.59	5.64	1.89
26	UTTAR PRADESH	0.54	99.65	3.15	171.05
27	UTTARAKHAND	0.91	0.92	0.24	0.32
28	WEST BENGAL	257.35	472.20	162.78	61.31
29	Andaman & Nicobar	1.57	1.53	2.87	0.21
30	DADRA & NAGAR HAVELI	0.00	0.00	0.00	2.44
31	DAMAN & DIU	0.00	0.00	0.00	0.0
32	GOA	0.64	0.00	1.57	0.0
33	LAKSHADWEEP #	0.20	0.00	0.00	0.0
34	PUDUCHERRY	1.87	0.15	0.00	0.59
	<b>Total</b>	<b>2258.55</b>	<b>2598.84</b>	<b>2913.34</b>	<b>3065.65</b>

Note: Data for States/UTs for NIL unspent balance in the table above is being collected

**NSAP**

Sl.No.	Name of States/UTs	(Rs. In lakh)		
		Unspent Balance		
		2018-2019	2019-2020	2020-21
1	Andhra Pradesh	0.00	0.00	-1.15
2	Bihar	7.26	35.81	32.01
3	Chhattisgarh	48.11	17.64	12.74
4	Goa	0.83	0.00	0.00
5	Gujarat	-177.91	-159.45	-214.38
6	Haryana	26.39	29.72	29.65
7	Himachal Pradesh	-50.03	-69.34	-75.93
8	J & K Ladakh	34.13	11.81	0.00
9	Jharkhand	128.07	37.18	118.74
10	Karnataka	-31.96	-31.96	-71.50
11	Kerala	226.49	113.66	296.90
12	Madhya Pradesh	242.21	79.97	30.13
13	Maharashtra	84.03	71.31	241.12
14	Odisha	150.66	168.09	150.09
15	Punjab	34.41	5.08	12.02
16	Rajasthan	33.32	-19.93	-119.01
17	Tamilnadu	-197.06	-326.88	-310.28
18	Telangana	167.70	38.81	146.50
19	Uttar Pradesh	155.78	60.09	-88.07
20	Uttarakhand	1.09	-85.44	-132.51
21	West Bengal	-15.75	90.23	2.35
	Sub Total	867.78	66.40	59.42
NE States				
22	Arunachal Pradesh	0.00	12.38	12.38
23	Assam	-22.51	-26.77	43.42
24	Manipur	14.65	0.00	15.08
29	Meghalaya	4.26	-0.76	4.94
26	Mizoram	0.00	0.00	2.66
27	Nagaland	5.72	24.97	24.68
28	Sikkim	0.11	-2.32	-0.70
29	Tripura	0.06	28.12	9.25
	Sub Total	2.30	35.63	111.70
	Union Territories			
30	A&N Islands	2.27	2.27	2.27
31	Chandigarh	0.23	0.23	0.23
32	D&N Haveli and D & D	2.37	2.37	2.37
34	NCT Delhi	1.59	1.59	6.10
35	Lakshadweep	0.07	0.07	0.07
36	Puducherry	0.44	1.26	-4.87
	Sub Total	6.98	7.80	6.18
	<b>GRAND TOTAL</b>	<b>877.06</b>	<b>109.83</b>	<b>177.30</b>

**DAY-NRLM****Unspent Balance:**

Sl.No.	Year	Unspent Balance (Rs. In Crore)
1	2018-19	1007.93(As on 31.03.2019)
2	2019-20	1038.33(As on 31.03.2020 )
3	2020-21	1523.71 as on 31-12-2020

**DDU-GKY:**

(in Crore Rs.)

Particulars	FY 2018-19	FY 2019-20	FY 2020-21	Unspent Balance (as on 31.12.2020)
Allotted (RE)	1215.3064	1872.17	1904.84	2354.17
Released	<b>1215.2864</b>	<b>1871.98</b>	<b>759.00*</b>	

**RSETI**

(in Crore Rs.)

Particulars	FY 2018-19	FY 2019-20	FY 20 20-21	Unspent Balance (as on 31.12.2020)
Allotted (RE)	67.84	61.85	100	RSETI is reimbursement based and hence nil unspent balance.
Released	67.84	61.84	75.64*	

\* As on 29.01.2021

**SPMRM**

(Rs. in Crore)

Milestone	2018-19	2019-20	2020-21	Total unspent balance against the Central and State share (from FY 2015-16 to FY 2020-21 (till 30.01.2021))
Budget Estimated (BE)	Rs. 1200.00	Rs. 800.00	Rs. 600.00	Rs. 1549.65*
Revised Estimate (RE)	Rs. 451.03	Rs. 300.00	Rs. 372.33	
Actual Expenditure against RE	Rs. 432.59	Rs. 303.59	365.09 (till 27.01.2021)	

\*Rurbansoft MIS portal is developed in 2020. Hence, unspent balance not available for FY 2018-19 and 2019-20 on the website.

7.2 During the course of examination, the Committee enquired regarding the reasons for the accumulation of unspent balances in each scheme and the steps

taken by DoRD to liquidate them. Department of Rural Development in their written replies have given the following details:-

**"Under Mahatma Gandhi NREGS,** Funds release to the States/UTs is a continuous process depending upon the demand on the ground. Funds released towards Material & Admin component of the programme particularly in the terminal month of the financial year becomes unspent balance in some States, due to delayed availability of funds to the State Govt. through RBI, subsequent delay in release by State Finance Department to Bank Accounts of Implementing Agency at State. At times, some technical issues come up during the fund transfer order generation at field or administrative issues at field. Ministry adjusts such unspent balance at the time of subsequent release.

**PMAY-G:-**The Unspent balances as on 28<sup>th</sup> Jan 2021 depict the funds available with the states for scheme implementation.

The reasons for unspent balance are as follows:

1. Slow pace of construction of houses due to lockdown during COVID19 Pandemic.
2. Delay in transfer of funds from State treasury to SNA.
3. Delay in construction due to miscellaneous factors like onset of Model Code of Conduct due to State Assembly or Panchayat elections, delay in provision of land to the landless beneficiaries, delay in sanction of houses by the States/UTs, Non-availability of construction material, etc.

**PMGSY:-**Following are various factors for accumulation of unspent balance:

- i Usually the States release central government share as well as state share towards the end of the year leading to higher unspent balance at the beginning of the year.
- ii Expenditure is also dependent on the season. Normally expenditure in roads construction picks up only after the second quarters.
- iii Most of the balance works are in remote areas and in difficult terrains where pace of execution is slow. This is also a factor for slow expenditure. In many states, the expenditure is less on account of pending bills due to quality inspections and compliance, etc.
- iv The unspent balance is also inclusive of interest earned and the share of tender premium given by States. However, there is

declining trend in the unspent balance, due to constant monitoring.

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

**(i)** The unspent balances with the States are taken into consideration while considering proposals of further release of funds to avoid parking of funds.

**(ii)** Funds are released to only those States which are having capacity to utilize balances from previous year and releases made during current year.

**(iii)** Further, the States are advised to increase the pace of construction of PMGSY roads and liquidate the available unspent balance.

**(iv)** The progress of the programme is reviewed regularly at the level of Hon'ble Minister/Secretary/Other Senior Officials, wherein the States are advised to increase the pace of construction of PMGSY roads and liquidate the available unspent balance.

Further, Central shares are released to States only after ensuring that previous pending State shares are credited to State Nodal Account of the scheme. In order to ensure that funds to the State are released just in time, Ministry of Finance has issued guidelines to issue Central share to States in tranches. Second tranche is released only when both Central and State share are credited by the State government to the State nodal account of the scheme. In special cases and also considering the weak financial conditions of the States due to prevailing Covid situation, the condition has been relaxed in some cases on case to case basis. However, it is ensured that pending State share are released by the State government at the earliest possible time.

The progress of the programme is reviewed regularly at the level of Minister/Secretary/Joint Secretary, wherein the States are advised to increase the pace of construction of PMSGY roads and liquidate the available unspent balance. Due to all the above efforts, the Unspent Balance which was Rs 11,316.33 crore (excluding Security Deposits of Rs 7,099.17 crore) at the end of FY 2019-20 has got reduced to Rs 9,679.39 (excluding Security Deposits of Rs.7,669.56) crore as on 27.01.2021. Efforts are on to further bring it down.

**NSAP:-**While the unspent balance of Rs.177.30 Crore as on 30.01.2021 during the current financial year 2020-21 is due to the recent release of funds during January, 2021 which will soon be released further to the beneficiaries by the States with the addition of their own top-up amount, with regard to the closing balance of previous financial years, it is stated that sometimes the proposal of the States for release of grant are received at the fag end of a financial year which remains unspent due to paucity of time and hence reflected as unspent balance for the next financial year. Non-submission of Utilization certificate by States/UTs may not reflect the exact position of closing and opening balance of that State/UT. Grants are released to States reducing unspent balance at the beginning of the financial year.

**DAY-NRLM:-** The funds are unspent in the states due to delay in release from states treasury, short interruption in the implementation of scheme in some pockets etc. To control the unspent balance, there is already a built-in safeguard in the NRLM guidelines to regulate accumulation of unspent balances. Further Bi-monthly 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.

**SPMRM :-**Under SPMRM, the following steps are being taken:  
PFMS integration with RurbanSoft (MIS Rurban)

1. Regular correspondence with the States/UTs for fund utilization and performance monitoring.

2. Fund pooling mechanism implemented from 15<sup>th</sup> January 2021 to pool funds in State Nodal Account to reduce high unspent balance with States/UTs

#### **SIRD/ETC/OTC:-**

The unspent balance lying with SIRDs/ETCs is for non-recurring grant i.e. for infrastructure work/civil work. The work for construction was also hampered due to covid-19. However, this Ministry is regularly following up with the States to return the fund or utilize at the earliest.

### **VIII. Providing Momentum to the Progress of Schemes**

During the course of evidence, questions were raised pertaining to the percolation of funds and its modalities. The Secretary, DoRD clarified as under:-

“एक नीति-मूलक मुद्दा उठाया था कि पॉलिसी परिवर्तन करके सरपंच को पैसा न देकर डीआरडीए को पैसा उपलब्ध कराया जाए। सरकार की वर्तमान में यह नीति नहीं है और मुझे नहीं लगता है कि आज के समय में इस नीति में परिवर्तन होना संभव हो। मैं आपकी बात अवश्य माननीय मंत्री जी जी के संज्ञान में लाऊंगा।”

8.2 Responding to the query of the Committee regarding the slow pace of performance of the schemes in year 2020-21, the Department have responded in their written reply mentioned as below:-

"Mahatma Gandhi NREGS is demand driven. So there is no fixed target. There was a budget allocation of Rs.61,500 crore at BE for Mahatma Gandhi NREGS and the allocation has been increased to Rs.1,11,500 crore at RE during 2020-21. Out of which, Rs.89799 crore has been utilized so far (80%). During the current FY 2020-21 (as on 28.1.21) a total of 317 crore persondays has been generated which is 31.6% more than the persondays generated in the previous financial year 2019-2020 (265 crore persondays).

**PMAY-G:-**Under PMAY-G, by 2<sup>nd</sup> February, 2021, 23.34 lac house had been completed in the current financial year. From the feedbacks received from the States, it is expected that by the end of this financial year, about 43.44 lac houses could be completed. Although, it is somewhat slower than the target for completion for the year, it is higher than that achieved during last financial year 2019-20, i.e. 21.29 lacs.

Reasons for slow progress in PMAY-G are as under:-

- i. Onset of model code of conduct due to State Assembly or Panchayat elections



ii. Delay in provision of land to the landless beneficiaries- As on 03.12.2020, against total identified 4,09,355 landless beneficiaries in PWL of PMAY-G, 1,80,269 beneficiaries have already been provided land and 2,29,086 beneficiaries are remaining to be provided land by States/UTs.

iii. Delay in sanction of houses by the States/UTs

iv. Delay in release of central share and state share from State Treasury to State Nodal Account of PMAYG

v. Non-availability of construction material

vi. Lockdown related restrictions due to COVID-19

vii. Spurt in prices of construction material esp. of steel and cement

**PMGSY:-**

Pradhan Mantri Gram Sadak Yojana (PMGSY) is progressing well despite the prevailing pandemic situation. Performance of the states in terms of physical and financial achievements in FY 2020-21 vis a vis FY 2019-20 is as under:

S.No.	State(s)	Length completed upto 29th Jan 2020	Length completed upto 29th Jan 2021
<b>Grand Total:</b>		<b>14,135</b>	<b>18,935</b>
1	A&N Islands	0.00	25.569
2	Andhra Pradesh	213.414	331.716
3	Arunachal Pradesh	280.185	828
4	Assam	1513.16	1,136.98
5	Bihar	391.716	1,405.17
6	Chhattisgarh	776.475	1,797.36
7	Gujarat	-	2.01
8	Haryana	-	6.5
9	Himachal Pradesh	884.334	1,600.50
10	UT of Jammu and Kashmir	1267.85	1,915.33
11	Jharkhand	456.847	1,088.85
12	Karnataka	6.00	51.51
13	Kerala	87.377	42.553
14	UT of Ladakh	-	85.23
15	Madhya Pradesh	1409.00	1,664.38
16	Maharashtra	55.826	21.98
17	Manipur	265.615	195.92
18	Meghalaya	121.307	371.718
19	Mizoram	224.07	163.422
20	Nagaland	172.60	14.2
21	Odisha	2507.11	1,376.89
22	Punjab	28.98	1.09
23	Rajasthan	56.779	307.5
24	Sikkim	33.055	51.79

25	Tamil Nadu	733.586	474.678
26	Tripura	52.203	32.459
27	Uttar Pradesh	307.73	576.422
28	Uttarakhand	1045.90	1,818.34
29	West Bengal	1104.69	1,406.77
30	Telangana	139.091	139.751

### Financial Achievement 2020-21

S.No.	State/UT	Expenditure 2019-20* (as on 28.01.2021)	Expenditure 2020-21* (as on 27.01.2021)
1	Andaman and Nicobar Islands	0.00	0.00
2	Andhra Pradesh	194.01	257.85
3	Arunachal Pradesh	847.29	987.06
4	Assam	2576.46	1916.12
5	Bihar	825.78	1614.81
6	Chattisgarh	802.29	1017.92
7	Dadra and Nagar Haveli	-	0.00
8	Goa	-	0.00
9	Gujarat	-	34.44
10	Haryana	-	3.13
11	Himachal Pradesh	550.06	718.91
12	Jammu & Kashmir	1151.68	654.86
13	Jharkhand	966.40	812.68
14	Karnataka	1.08	231.41
15	Kerala	101.89	48.81
16	Madhya Pradesh	1429.71	1406.01
17	Maharashtra	111.37	130.64
18	Manipur	303.29	361.83
19	Meghalaya	170.57	307.91
20	Mizoram	195.76	228.54
21	Nagaland	66.76	83.73
22	Odisha	1699.58	1409.29
23	Punjab	27.09	2.67
24	Rajasthan	269.84	133.67
25	Sikkim	127.18	119.04
26	Tamil Nadu	730.62	502.88
27	Telangana	118.29	126.03
28	Tripura	68.60	53.61
29	Uttar Pradesh	247.11	372.40
30	Uttarakhand	642.34	876.86
31	West Bengal	1143.82	1092.31
32	UT of Ladakh	-	486.77
	<b>Total</b>	<b>15368.87</b>	<b>15992.19</b>

It could thus be seen that despite the Covid pandemic, progress of the scheme both in terms of physical/financial achievements is better than the previous year.

**NSAP:-**States/UTs have adopted different rates and criteria in identifying the beneficiaries and extending top ups. Delays in submission of Monthly Progress Reports and Utilization Certificate by the State/UT Governments are some of the challenges and constraints faced by the Department of Rural Development. On consistent basis MoRD is advising the States/UTs for adoption of transaction based NSAP-MIS, however, response so far has been slow.

**DAY-NRLM:-**

S.No.	Indicator	Unit	Annual Target FY 20-21	Progress in FY 20-21 (Dec'20)	% Achievement (Dec'20)	Cumulative Progress
1	No. of districts covered	No.	90	41	46%	687
2	No. of blocks covered	No.	768	229	30%	6321
3	No. of households mobilized into SHGs	Lakh	76.36	41.88	55%	726.58
4	No. of Self-Help Groups promoted	Lakh	6.45	4.07	63%	6.6
5	No. of Village Organizations promoted	No.	48072	19134	40%	378229
6	No. of Cluster Level Federations promoted	No.	3578	1125	31%	33201
7	Capitalization support provided	Rs. Crore	4393.63	1512.47	34%	12195.14
8	No. of SHGs accessed bank credit	Lakh	32.27	33.33	103%	NA
9	Amount of Bank Credit accessed	Rs. Crore	73777.6	52255.04	71%	3,47,000
10	Amount of Bank Loan outstanding	Rs. Crore	111167.5	111364.43	100%	
11	No. of mahilakisans supported*	Lakh	39.4	24.28	62%	110
12	No. of custom hiring centers established*	No.	6973	1999	29%	16760
13	No. of HHs with agri-nutri garden*	Lakh	17.38	13.28	76%	52.5
14	No. of entrepreneurs supported under SVEP	No.	60035	27259	45%	125595

From the above table, It can be seen that there has been a shortfall in the achievement in the expansion to new blocks, promotion of Village Organisations (VO) and Cluster Level Federations (CLF) against the targets due to COVID-19 lockdown and delay in deployment of human resources in new blocks. There have been delays in a few states in release of funds from the state treasury to the State Rural Livelihoods Mission. This has caused delays in release of capital support funds to the community institutions. However, efforts have been

made to achieve the set target on the promotion of VO, CLF and the release of community funds through regular follow-up with underperforming states. To address the state specific issues, review meetings on virtual platform have been conducted during the month of December- January with all states in order to discuss reasons for the shortfalls and plan for achieving the targets to the extent possible in the remaining period of the financial year. Communications are regularly sent at senior level to States for ensuring timely release of funds to the SRLMs.

**DDU-GKY:-**All trainings were put on hold during the lock down from March 25th 2020. The training centers were allowed to open only since 21<sup>st</sup> September 2020 based on the unlock 4 guidelines which required very stringent safety norms. Our proposal for relaxation of these Guidelines under certain specific conditions to the Ministry of Health was not granted. Many PIAs have complained about unviability of rates under the Unlock 4 Guidelines of the MHA read with those issued by the MoHFW. As, a result, the pick up in training has been sub-dued.

**RSETI:-** Due to pandemic COVID19 there was lockdown all over the Country. However, in some places there was a recurrence and further spread of Covid infection due to which respective local authorities had imposed embargo on conducting training programmes. In such places, there was no training programmes conducted by RSETIs. However, subsequently the local authorities gradually given their permission for conducting the training programmes. Accordingly, RSETIs are now functioning properly. After unlock 4, since October 2020 onwards till December 20, RSETIs have trained 111367 candidates.

**SPMRM :-**Due to Covid pandemic, the physical and financial progress on the ground has been impacted during first half of this financial year due to lockdowns.

Further, spatial planning as envisaged for Rurban areas was a new concept for developing the Rural areas in planned manner and it was also one of the sanction conditions of fund release to States/UTs. As States & UTs are currently in process of preparing spatial plan for clusters, the demand for final installment release was getting delayed. Only very recently, the condition of spatial plan preparation has now been de-linked from release of final instalment of grants.

**NIRD-PR and SIRD/ETC/OTC:-**

With regard to NIRD&PR the Physical Target upto 03 2020-21 was 762 Training Programmes and 22,860 participants. The actual achievement upto 03 2020-21 was 757 Training Programmes and 79,881 participants. The overall achievement for number of participants has far exceeded the target.

With regard to SIRDs/ETCs, the Physical target for the year 2020-21 was to conduct 31,000 number of training programmes, however, 2,380 number of training programmes have been reported as on 29.01.2021 by SIRDs/ETCs. The shortfall came this year due to covid-19

as the holding of training programmes from April to July, 2020 was restricted as per the SoPs of covid-19. Some SIRDs/ETCs were used by State Govt. for Covid care places. Hence, the BE for 2020-21 of SIRDs/ETCs which was Rs. 100.00 Crore has been revised Rs. 46.00 Cr at RE stage."

8.2 Further outlining the scheme-wise steps ensured by the Department in expediting the progress of schemes, the Department have submitted that:-

"Mahatma Gandhi NREGA is a demand driven programme. There is no target. During the current FY 2020-21 so far 317 crore persondays (94%) has been generated against Agreed to Labour Budget of 336.04 crore persondays.

**PMAY-G:-**Ministry has taken following steps to speed up construction of PMAY-G houses:

- i. Review of progress of PMAY-G by Hon'ble Union Minister Rural Development with the State Rural Development Ministers
- ii. Letter from Hon'ble MRD to Hon'ble Chief Ministers for review of progress of PMAY-G at their level.
- iii. Review of progress through monthly VC at the level of Secretary / Additional Secretary, Rural Development. Review at the level of DDG with technical teams of the states to resolve the technical issues faced.
- iv. Focus on completion of those houses where 3rd or 2nd installment of funds has been released to beneficiaries.
- v. Separate review of States /UTs with high target, poor performing States/UTs and delayed houses in States/ UTs.
- vi. Dynamic performance dashboard monitoring the performance of the state and lower geographical units in the State as a whole has been operationalized. Negative marking is given to States/UTs which delay completion of houses beyond 12 months time. It is also proposed to link release of administrative funds with the delay in completion of the houses.
- vii. State-wise analysis of delayed houses and regular follow-up.
- viii. Allocation of month-wise completion targets required rate of completion and timelines
- ix. Continuous follow-up with States / UTs on providing land to landless beneficiaries of PMAY-G
- x. Timely availability and release of funds to the States/UT
- xi. AwaasDiwas was celebrated on 20th November,2020 during which the Hon'ble Minister, RD interacted with the State Rural Development Ministers to review the progress of the scheme and to discuss various issues being faced by the States/UTs.

**PMGSY:-**Pradhan Mantri gram Sadak Yojana (PMGSY) is a one-time special intervention of Government of India to provide rural connectivity, by way of a single all-weather road, to the eligible unconnected habitations in the core network. It was launched in the year 2000 as a measure towards alleviation of poverty in rural areas by providing access to basic services to the rural population by providing them good quality roads. A total of 6,44,784 Km road length has been sanctioned under new connectivity and upgradation components under PMGSY-I, out of which 5,99,573 Km road length has been completed as on 31.01.2021.

Subsequently, new intervention/verticals namely PMGSY-II, Road Connectivity Project for Left Wing Extremism Areas (RCPLWEA) and PMGSY-III were added under the ambit of PMGSY for upgradation of rural roads and construction of strategically important roads in LWE Areas.

Under PMGSY-II, a total of 50,000 Km road length has been targeted for upgradation, against which 49,703 Km road length has been sanctioned and 39,776 Km road length completed till 31.01.2021

Under RCPLWEA, a total of 9,286 km road length has been sanctioned and 2,755 km road length has been completed till 31.01.2021.

Under PMGSY-III, a total of 44,189 km road length has been sanctioned and 3,367 km road length has been completed till 31.01.2021.

As on date 6,45,470 km of road length has been built under all the verticles. Also, 99% of eligible habitation have been provided connectivity under PMSGY.

The responsibility of timely completion of these roads lies with the State Governments. State Governments are advised through various Regional Review meetings, Empowered Committee and Review meetings to take suitable necessary action to expedite timely completion of road works under PMSGY. The following steps in this regards have been taken by the Ministry:

- a. States have been requested to augment executing capacity and contracting capacity.
- b. Bidding document provisions have been rationalized.
- c. Status of tendering/work order/layer wise progress is being continuously monitored.
- d. Training is imparted to field engineers and contractors and their engineers for capacity building.
- e. Regular and structured review of physical & financial parameters is conducted and advisories issued to assist the States.

**NSAP:-**The progress of the Scheme is continuously monitored by the Ministry of Rural Development through Monthly Progress Reports required to be submitted by the states/UTs in the prescribed formats. Non-reporting of the physical and financial progress reports is construed

as lack of progress and therefore, it may result in non-release of funds for the last quarter of the financial year. The performance of the programme is reviewed with Secretaries twice a year during the Performance Review Committee (PRC) meetings of the Ministry and States where progress lag behind are advised to improve their performance. Video conferences and meetings with States are also organized to review the progress.

**DAY-NRLM:-**Progress of DAY-NRLM is by and large satisfactory.

**DDU-GKY & RSETI:-** The progress of schemes of DDUGKY, RSETI had been reasonable vis a vis target set/ availability of budget except for current FY 2020-21 in which implementation of programmes have been badly impacted due to pandemic.

**SPMRM:-**For expediting the progress of the Mission, the following steps are being taken:

- i. Regular Video Conference with the States/UTs to expedite the progress of the Mission on the ground
- ii. A consultation was held with PRI members from all clusters accompanied by District and State functionaries from 28 States and 6 Union Territories in June and July 2020 to address key challenges and bottlenecks and to get a feedback on Mission implementation. Cumulatively 1,694 people across these States participated in the VC meetings
- iii. Regular DO letters to the all States/UTs
- iv. Workshops/Seminars and lastly
- v. Change in DPR approval and fund release pattern guidelines

This has resulted in improvement in the progress of the scheme as 280 Detailed Project Reports (DPRs) have been approved by the State Level Empowered Committee(SLEC) as on date which expedited the Mission progress on the ground. Further, action has been taken based on the feedback of States and UTs to simplify the fund release processes making it more objective and transparent. This will help in expediting pace of expenditure of the Mission."

8.3 The Committee during the course of examination wanted to be apprised of the measures by DoRD to ward off challenges due to the COVID pandemic on the implementation of programmes. Responding to this regard, the Department have

made the following submission in their written replies:-

**"PMAY-G:-**

- i. Advisory to carry out house construction activities during COVID-19 crisis, starting 20th April, 2020, has been issued to all States/UTs to start the work with due care and maintaining social distance, etc.
- ii. Request was sent to Ministry of Finance to maintain steady flow of funds for PMAY-G, through Extra Budgetary Resources so that house construction activity is not adversely affected.
- iii. Stringent monitoring of completion of ongoing PMAY-G houses of phase-I and remaining houses of phase-II. Letter was sent from SRD to all the States/UTs for containing the spread of COVID-19 while implementation of PMAY-G in the rural areas and strict adherence to social distancing and compulsory wearing of masks. This has helped in generation of direct employment opportunities for the migrants and indirect employment opportunities to other stakeholders owing to increased demands
- iv. Front loading of work of construction of PMAY-G houses and engagement of migrant workers in house construction activities in the rural areas. The initiative has helped in creation of jobs for migrant workers involved in masonry and labour work in the rural sector and thereby ensuring regular income to the workers during COVID-19 crisis
- v. Target of 14.98 lakh house for sanction, 2.83 lakh house for completion and Rs.10,300.04 crore for expenditure in 116 districts of 6 states under Garib Kalyan Rozgar Abhiyaan (GKRA).

**PMGSY:-**Besides, the various awareness campaign, Ministry has made efforts to sanction as many projects as it can within the shortest possible time to the States. During this Covid situation, following roads and LSBs have been sanctioned under PMGSY-III:

Sr.No.	State	No. of Roads Sanctioned	Road Length Sanctioned	No. of Bridges Sanctioned
1	Andhra Pradesh	170	1,378.54	2
2	Chhattisgarh	180	1,882.45	18
3	Gujarat	304	3,015.37	0
4	Haryana	83	688.937	0
5	Karnataka	352	2,201.74	75
6	Kerala	20	104.563	0
7	Madhya Pradesh	377	4,779.21	167
8	Odisha	494	3,327.50	4
9	Punjab	98	1,045.51	16
10	Rajasthan	374	3,622.98	6
11	Tamilnadu	582	2,157.17	0



12	Uttar Pradesh	898	6,287.38	5
13	Telangana	152	1,119.94	0
	<b>Total</b>	<b>4,084</b>	<b>31,611.28</b>	<b>293</b>

Further, in Bihar, 263 Long Span Bridges (LSBs) have been sanctioned under PMGSY-I & II. Investment on account of all these works would give impetus to the rural economy.

**NSAP:-** To mitigate the effects of conditions that arose due to spread of pandemic COVID 19 and subsequent lockdown, Rs.2814.50 crore was released to States/UTs under PMGKYP for payment of ex-gratia of Rs.1000 in two monthly installments of Rs. 500 each (in April and May, 2021) to existing 282 lakh old aged, widow and disabled beneficiaries of NSAP.

**DAY-NRLM:-**Following steps were formulated to ward off challenges arising out of the slowdown

1) To create awareness on measures to be taken up for prevention of spread of Corona-19 pandemic, the Mission developed training modules, material, tools and aids and trained 20,065 Mission Staff, District and Block Resource Persons and 5.10 lakh Community Resource Persons, Gram Rozgar Sahayak, Anganwadi workers, ASHA, PRI members as resource persons. These resource persons in turn trained 5.10 crore SHG members spread across 3.24 lakh villages through home visits and during SHG meetings;

2) In view of the pandemic's impact on the rural economy, the Mission has also sent directives to the State Missions to provide capitalization support to community institutions/rural entrepreneurs/producer groups through provisioning of Revolving Fund, Community Investment Fund and Community Enterprise Fund; and

3) The community institutions were also advised to extend moratorium period on existing loans to ease the financial burden on the rural poor households.

### **Achievement during the period 2020-21**

- During this financial year (till Dec'20), an additional 41.9 lakh rural poor women were mobilized into 4.07 lakh Self Help Groups (SHGs). Further, over 19000 Village Organizations and 1125 Cluster Level Federations (CLFs) were also promoted during this year. The Mission also provided an additional capitalization support of Rs. 1512.5 crore to the SHGs and its federations.
- Over 33 lakh SHGs have been able to access bank credit to the tune of Rs. 52861.1 crore. Further, over 9500 additional SHG members have been deployed as BC Sakhi/Pay Points to provide

last mile delivery of financial services. In addition, over 76.36 lakh (life) and 1.14 crore under accidental life insurance schemes. Contributory Pension 3.61 lakh, health insurance 46.17 lakh

- As part of farm livelihoods strategy, an additional 20 lakh SHG members were covered under Agro Ecological Practices, Dairy and NTFP interventions. An additional 13 lakh mahilakisans were supported under Agri nutri garden interventions during this financial year.
- As part of its value chain interventions, proposals for setting up of an additional 7 large scale Producer Enterprises (PE) have been approved. Over 1.19 lakh mahilakisans will be mobilized in these PEs in the next three years. Further, over 4000 farm Producer Groups were supported during FY 2020-21.
- 27259 additional entrepreneurs have been supported under Start Up Village Entrepreneurship Programme (SVEP).

### **DDU-GKY:-**

#### **The following measures have been taken under DDU-GKY:-**

- Revision of Migration Support Center cost from 10 to 30 lac
- Introduced a sub scheme based on Captive Employment
- Counselling and tele-befriending initiated for Trainees
- Initiated video call based physical verification of placements.
- Rate revision done for Lodging & Boarding, To & Fro for Non-Residential Training, Post Placement Support, Uniform, Mobilization incentive for CRP.
- Additional time provided for placement of trainees.
- Annual Action Plan for 2020-2021 revised.
- Action Plan 2019-2022 extended for one year till March 2023.
- Revision of Training cost specifically for COVID-19 related measures are being taken up with Common Norms Committee of Ministry of Skill Development and Entrepreneurship.
- A committee formed under the Chairmanship of Additional Secretary and Financial Advisor for examining the common norms cost components and recommending, to MSDE for further deliberations, the average cost per trainee for items on which expenditure was incurred during lock down by Project Implementing Agencies of DDU-GKY.

### **RSETI:**

All RSETIs could not conduct training programmes during the first half of the current Financial Year 2020-21 due to lock down imposed by Central Govt., State Govt. and Local Administration this has adversely affected the performance under Annual Action Plan 2020-21. In this regard, following steps have been initiated to improve the performance of RSETIs under AAP 2020-21:

- Jan Andolan Campaign to prevent spread of COVID19 was organized by NACER and all RSETIs.
- Guidelines issued by MoRD to prevent spread of COVID19 Pandemic was circulated to all RSETIs and advised them to adopt the same.
- Performance review meetings of RSETIs along with State Directors of RSETIs, Nodal Officers of Sponsor Banks were organized and they were advised to meticulously plan for training maximum number of candidates during the remaining period of the Financial Year.
- All RSETIs advised to organize off Campus Training Programmes in places wherever candidates were reluctant to attend residential training programmes at RSETIs fearing spread of Covid-19 infection.
- All RSETIs advised to scrupulously adopt the social distancing norms, wearing masks, deep cleaning and disinfection of RSETI Premises to prevent spread of Covid-19 infection.

**SPMRM:-**The SPMRM applied the strategy to provide employment opportunity to the returnee migrant workers and similarly affected persons due to COVID-19 pandemic in 47 Rurban clusters (which fall in 42 GKRA districts) in six States of Bihar, Uttar Pradesh, Rajasthan, Madhya Pradesh, Jharkhand and Odisha. The following major steps have been taken by MoRD and Rurban Division for achievement of targets in the given time frame.

- i. Modification in existing Detail Project Report (DPR) of cluster: The Ministry had issued an advisory to the States regarding modification in existing projects/works proposed in DPR of cluster due to Covid-19 pandemic and to include more economic activities in order to reboot the rural economy.
- ii. State is the final authority for DPR approval: The State level authority, that is State Level Empowered Committee (SLEC) has been designated as final authority to approve the projects taken in DPR of cluster, which in turns speed up the progress of works on ground.
- iii. GKRA States being exempted from PFMS integration: The above all 6 States falling under GKRA have been exempted to make payments to vendors through PFMS integration in GKRA clusters till the Abhiyaan period gets over.
- iv. Ease the fund release conditions: The delinking of planning notification and spatial planning condition from the fund release checklist eased the fund release conditions for fund release to States.
- v. Regular Monitoring of all States: Program division has been regularly, in touch with Rurban functionaries at district/cluster level so that specific issues in progress of cluster can be resolved at the earliest.

**NIRD-PR:-**

As regards training programmes, online mode has been adopted and efforts are being made to achieve targets for 2020-21. Also Telangana State Govt senior officials are being pursued regularly to get hand over of NIRD-PR Guest Houses taken over by Telangana State Govt as COVID quarantine facility and to refurbish damaged furniture etc. Efforts are on to get the NIRD-PR Guest Houses fully functional from 1<sup>st</sup> April 2021 and start classroom based training programmes."

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

**Demands for Grants (2021-22) of the Department of Rural Development (Ministry of Rural Development) was tabled in the Lok Sabha *vide* Demand No. 86 wherein Rs. 131,519.08 crore was allocated to the DoRD by the Government. The Standing Committee on Rural Development examined the above Demand for Grants and have reviewed the performance of the schemes *vis-a-vis* fund allocation / utilization during 2020-21. The observations / recommendations of the Committee are enumerated in the successive paragraphs.**

**Expeditious liquidation of Unspent Balances**

**The Committee are dismayed to note that huge unspent balance of as large as Rs. 40,293.94 crore accrued over all the schemes / programmes of the DoRD that does not augur well with overall allocation *vis-a-vis* utilization of DoRD funds. In the light of difficult COVID pandemic scenario prevailing in the country, the Committee find that it is essential on the part of DoRD to tighten its mechanism for early liquidation of these unspent balances that will make its own balance sheet clean and bring it's financial health in order. Therefore, the Committee strongly recommend that it must gear up its mechanism for efficacious implementation of the scheme envisaged by the Government in the area of Rural Development.**

**(Recommendation Serial No. 1)**

**Shortage of Technical Manpower at Panchayat Level**

**During the course of examination, the Committee observed that there is huge shortage of technical manpower at the level of Panchayats for**

implementing prominent schemes like MGNREGA, PMGSY etc. therefore, adversely impacting the progress of these schemes including causing delay in day-to-day formalities required at various stages of policy implementation. Thus, sensing the need of hour for the proper maintenance of strength at grass root level, especially Gram Panchayat, the Committee urge the DoRD to look into the matter with utmost seriousness and make all out efforts to coordinate with the nodal bodies for appointment of requisite officials' strength so that delay in the implementation of policies can be avoided.

(Recommendation Serial No. 2)

#### **Release of funds**

The Committee note that the existing practice of the provision of funds allocation to the Gram Panchayat at the Sarpanch level has resulted in unilateral parking of government funds in the hands of few, who are in a position to manipulate and manoeuvre the utilization of government funds in a whimsical manner suiting their personal discretion. This is an ever-growing malaise which has defeated the entire intent behind the rationale of providing the key to expenditure of funds with the elected representatives instead of government officials like Taluka Development Officer, Block Development Officer, DRD Director or Officials in similar capacity. Finding this practice as one of the root causes for the nexus between the unscrupulous elements at ground level, the Committee strongly recommend the Department of Rural Development to find a solution or undertake a major review mechanism of the existing fund percolation so that the funds may not be misused.

(Recommendation Serial No. 3)

**Mahatma Gandhi National Rural Guarantee Act, (MGNREGA) 2005****Timely release of 40% of Skilled/Material fund shares under MGNREGA**

While evaluating the performance of MGNREGA during the last financial year, the Committee note the delay in the release of 40% component of fund meant for the wages of skilled and semi-skilled workers and materials. MGNREGA is a flagship welfare oriented programme of the Government through which willing job-less rural population get a chance to improve their life through the earnings under this programme. At the time of economic distress caused due to COVID-19 pandemic in particular, there was an increase in the demand of work under MGNREGA. However, inordinate delay in the release of funds for skilled/semi-skilled workers under MGNREGA is a huge discouraging aspect and does not go in consonance with the underlying spirit of the scheme. It has been noticed that due to such contingency, skilled/semi-skilled workers get discouraged to take up the works under MGNREGA for which not only the works suffer but also the idea behind providing works to the rural population get defeated. Therefore, the Committee are of the view that the Department should appropriately modify it's approach and ensure that the 40% part of the fund also reaches on time so that the wages are paid on time and the works get completed too. Hence, the Committee strongly urge the Department to view this lacuna seriously and entail all measures for the timely release of funds.

(Recommendation Serial No. 4)

### **Disparity in Wages**

One of the often repeated and pertinent issue that has always attracted the attention of the Committee is that of the existing disparity between the wage rate assured under MGNREGA in different States/UTs. It is still beyond comprehension as to how is it possible that a single scheme having the provision of hundred days of guaranteed work to willing person from the rural settings can have different yard-stick when it comes to the payment modalities across the length and breadth of the country. The Committee further observe that as per clause (d) of Article 39 of the Constitution directing certain principles of Policy to be followed by the State provides that there is equal pay for equal work for both man and woman. Hence under the directive there cannot be different wages for different States under the MGNREGA. In view of Article 39 of the Constitution and to have parity in wages, the Committee strongly recommend that MGNREGA beneficiaries must be paid wages without any disparity in order to bring equality in wages under MGNREGA across all States/UTs urgently.

(Recommendation Serial No. 5)

### **Issues with Job-Cards under MGNREGA**

The Committee are dismayed to note that large number of fake job cards under MGNREGA have been still prevailing in various Gram Panchayat with active connivance of officials hobnobbing the rank and file thereby depriving the legitimate poor from imperative eligible employment under MGNREGA. The Committee are of the firm view that, the precious resources of central budget are being devoted under MGNREGA, but pouring in of fake job is gradually defeating the very purpose of the scheme meant for rural unemployed persons.



The Committee, therefore, recommend that all out efforts be made to nip the malaise from root for all intent and purposes to achieve the desired results of the useful scheme.

(Recommendation Serial No. 6)

#### **Provision of Unemployment Allowance**

The Committee once again note the callous approach of the State Governments in the proper implementation of the provision of unemployment allowance as mentioned in Section 7 (1) of MGNREGA. It may be recalled here that the Committee had recommended on this aspect in its Report No. 1 and Report No. 4 of Seventeenth Lok Sabha while examining the Demands for Grants (2019-20) & (2020-21). However, the Committee still find non-adherence to this provision in letter and spirit at the grass-root level. Although, the Committee are well aware that the actual implementation of this provision rests in the hand of State Governments, however, they are still of the opinion that until and unless all concerns of the scheme are properly and meticulously addressed irrespective of the domain of the Centre or the State, purpose of the scheme would not yield desired results. Therefore, the Committee urge upon DoRD to ensure the strict compliance with this provision by the States/UTs.

(Recommendation Serial No. 7)

#### **Accidental Compensation to Workers under MGNREGA**

During the examination deliberations, the Committee were apprised about the occurrences of deaths of MGNREGA workers during on-site work due to various accidental reasons, one of them being that of snake bites. Such untimely demise of MGNREGA beneficiaries who sometimes are not even able to

get primary medical help on time needs to be looked into with compassion. The Committee feel that MGNREGA workers despite having provisions of insurance and other claim facilities still have to run helter skelter in getting due approvals and completion of formalities. For a person belonging to marginalized section of the society, a prompt and urgent redressal to accidental claims is perhaps the least that can be paid by the Government within 15 days of such accidents' occurrence. Hence, the Committee recommend DoRD to create easy mechanisms of ex-gratia payment of a fixed compensation amount for the MGNREGA workers so as to have some solace in the need of hour.

(Recommendation Serial No. 8)

**Pradhan Mantri Gram Awaas Yojana - Gramin (PMAY-G)**

**Assessment of Genuine Beneficiaries under PMAY-G**

The Committee were enlightened during their deliberations on the examination of Demands for Grants and also through their on-the-spot review of implementation of scheme in course of study visit about the widespread evidences of non-needy persons availing the benefit as beneficiaries under PMAY-G. This is a matter of serious concern that the genuine beneficiaries who are deprived of the benefits of the PMAY-G scheme. The Committee found to their dismay prima-facie instances of such beneficiaries who in no way seem to appear in shortage of funds to be worthy of this scheme. The Committee, therefore, recommend DoRD to spruce up its mechanisms so that only genuine and needy homeless persons are added as beneficiaries to the ambit of this scheme.

(Recommendation Serial No. 9)

### **Solution of Landless Beneficiaries under PMAY-G**

One of the complicated bottleneck in the implementation of PMAY-G is to provide homes to such beneficiaries who do not have lands. The essential requisite for building a home is that of the presence of land without which the dream of 'Housing for all' by 2022 would perhaps not be realized. The Committee note from the document of DoRD that as on 03.12.2020, against total identified 4.09 lakh landless beneficiaries in Permanent Waiting List of PMAY-G, 1.80 lakh beneficiaries have already been provided land and 2.29 lakh beneficiaries are remaining to be provided land by States/UTs. This is a huge number of landless beneficiaries and thus the Committee are of the view that the exercise of providing land to such beneficiaries be expedited. The Committee, therefore, in coordination with the States/UTs recommend DoRD to ensure the speedier allocation of lands to the landless beneficiaries so that they may also avail the benefit of home under PMAY-G.

(Recommendation Serial No. 10)

### **Review of List of Eligible Beneficiaries under PMAY-G**

The Committee were enlightened with a very disconcerting reality during the examination of Demands for Grants pertaining to the list of eligible beneficiaries under PMAY-G. It was witnessed that the actual compilation of figures at the grass-root level differed from the figures reflected in the portals of Ministry (DoRD) by reasons of huge reduction in the number of beneficiaries who were found to be eligible at the grass-root level but their names did not figure in the list of eligible beneficiaries at block level. Several places also were

reported with exhaustion of their quota while on the ground, eligible beneficiaries were left stranded. This is a grave deficiency in the implementation of PMAY-G and needs urgent redressal. Such errors not only undermine the efficiency of scheme but also are detrimental to the needy and deprived sections of eligible beneficiaries under PMAY-G. The Committee, therefore, strongly recommend the DoRD to review the list of eligible beneficiaries at the earliest and ensure that no eligible and bonafide beneficiary is left behind from the domain of PMAY-G.

(Recommendation Serial No. 11)

#### **Inordinate delay in the completion of houses under PMAY-G**

The Committee are dismayed to learn that as against the PMAY- (G) target of 63.76 lakh houses to be constructed by 2020-21, as low as 22.78 lakh houses were constructed as on 27.01.2021. The Committee apprehend that with this pace of house construction the target for 'Housing for All' by 2022' which is not very far is hardly achievable. The Committee feel that there is a need for proper synergy between different agencies and stakeholders to work together for achieving the intended objective. Therefore, the Committee recommend DoRD to hasten its agencies for expediting the completion of houses within the target period.

(Recommendation Serial No. 12)

#### **Status of new beneficiaries Post-SECC, 2011 Census**

One of the issue that arose before the Committee was that of the base upon which the current PMAY-G beneficiaries have been selected. At present, the beneficiaries listed under PMAY-G are on the basis of deprivation

parameters under SECC, 2011 Census. It has been observed by the Committee that a long period has since elapsed and within the same family of beneficiaries, newer generations of beneficiaries have cropped up. This development indeed merits attention as the expansion of families would definitely add in the list of eligible beneficiaries even on the existing deprivation parameters. In view of this scenario, the Committee feel that this issue acquires great relevance and hence the Committee urge DoRD to formulate or review its policy suitably in order to incorporate new emerging needy beneficiaries under PMAY-G.

(Recommendation Serial No. 13)

**Delay in Installment release under PMAY-G**

One of the sustained grievance under PMAY-G is that of the non-timely release of installments. The delay in the release of installments under PMAY-G have collateral effect on the broader picture of the non-completion of houses within the target period while also adding to the grief and hardship of eligible beneficiaries who belong to marginalized section of the society. Despite repeated observations of the Committee and the cognizance of the Department of this pertinent fact, still the issue remains and the grievances keep cropping up. In view of this, the Committee recommend DoRD to shed its lackadaisical approach towards this genuine concern and ensure a full proof robust mechanism in coordination with all involved agencies to maintain timely release of installments under PMAY-G.

(Recommendation Serial No. 14)

**Bringing Parity between PMAY-U and PMAY-G**

On several occasions, the Committee have been enlightened with the fact of glaring disparity between the assistance component under the Pradhan Mantri Awaas Yojana (Urban) and Pradhan Mantri Awaas Yojana (Gramin). The Committee in this vital aspect note the nature and quantum of assistance under both the Schemes and also take due cognizance of the submissions made in this regard by the DoRD. Taking an all-encompassing view with regard to the financial provisions cited under both the Housing Schemes, the Committee, are still not able to comprehend the simple *prima-facie* fact that building a house in a rural set-up with multi-faceted logistics and infrastructure constraints cannot be ignored. Even if one compares the purchasing power parity of the rural and urban beneficiary, it is obvious that which sector of population requires more assistance. Thus, without delving into greater details, the Committee are of strong belief that a semblance of parity be brought about between both the Housing Schemes at rural and urban levels and hence urge DoRD to take all possible means to ensure the increase in unit assistance component under PMAY (G) also at the earliest.

(Recommendation Serial No. 15)

**Pradhan Mantri Graam Sadak Yojana (PMGSY)****Delay in the projects of PMGSY**

The Committee note that the progress and development of the entire country is very much dependant on the robust connectivity to every corner of the country. This scheme is aimed at this very aspect but somehow or the other it has been witnessed over a period of time that the projects under PMGSY do

not get completed within the set time-frame. Such delays even cause the escalation in the project cost due to the inflationary aspect affecting the expenditure in the raw materials. It has been also witnessed that the nodal agencies of the projects fail to get requisite clearances from different Ministries like forests which also have a prolonging effect on the completion of PMGSY projects. In view of the above situations, the Committee with profound concern recommend DoRD to shed its casual approach towards the projects and ensure the completion of targets under PMGSY with full alacrity.

(Recommendation Serial No. 16)

#### **Issue of Down-Tendering in PMGSY**

With grave concern, the Committee note the widespread prevalence of manipulative behaviour of the contractors at the bidding stage to acquire the tender of projects under PMGSY by quoting 25-30% lower amount than the minimum bidding amount. This obnoxious approach by the seemingly unscrupulous contractors in nexus with the erring officials has a cascading detrimental effect over the quality of construction of roads under PMGSY. Such contractors who initially acquire bid at lower rates, in the garb of profiteering further decrease the quality of roads to increase their margin of profits. This is a rampant criminal strategy which does not augur well for the effectiveness of the scheme. The Committee are of the view that the DoRD should bring out a mechanism at least by which a certain quantum of amount component equivalent to the difference between bidding and actual quoting is kept aside as security and may be released only after ensuring that the constructed road satisfy the quality norms. The Committee, therefore, strongly recommend the

DoRD to entail all measures for curbing the down-tendering in PMGSY and review its provision to incorporate the security component for quality assurance of roads.

(Recommendation Serial No. 17)

**Subletting to Petty Contractors in PMGSY**

The Committee note that one of the major lapse in the implementation of the projects under PMGSY that has huge bearing upon the quality of the construction of roads is that of subletting of projects to petty contractors who were not in the initial fray at the time of bidding of the tender. While the few major names in the field of contractorship maintain their hegemony by winning the tender bids but thereafter, these contractors simply pass on the baton of actual construction work in smaller fragments to the petty/lesser equipped contractors for further cost-cutting and profiteering. This is a criminal breach of provisions as such petty contractors have no accountability and are in the project just to acquire profit. They are least bothered with the durability and quality of construction and as such have detrimental effect on the road construction. These practices cannot be possible without the officials being 'hand in gloves' with the contractors. Norms need to be tightened to ensure proper accountability of erring personnels and thus, the Committee, recommend the DoRD to keep close watch on such issues and bring things in order through greater monitoring for efficacious implementation of PMGSY.

(Recommendation Serial No. 18)



**Quality of Construction of Roads and Maintenance of Roads Post Construction under PMGSY**

The success of any welfare oriented Scheme rests firmly on the result of its implementation at grass root level and not merely through the myopic vision of data analysis. The Committee are of firm resonance with this sentiment but are disappointed on observing the performance of the projects taken up under PMGSY. The roads constructed under this Yojana at numerous sites are not at all upto the prescribed norms and standards and glaring loopholes in the construction and quality of materials are apparently visible. Not only this, the PMGSY roads are witnessing visible deterioration, even if they survive five years of the warranty period. The Committee note that the two separate issues starting initially with the quality of construction and later the maintenance aspect, both require equally strict regulation. In view of this scenario, the Committee strongly recommend DoRD to ensure that the quality norms as prescribed under the provisions of PMGSY are not at all compromised and the roads built have strong durability. Moreover, DoRD is also expected to ensure due coordination with the Nodal agencies and requisite surveillance for proper maintenance of the post constructed PMGSY roads.

(Recommendation Serial No. 19)

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

**Speedier expansion to Newer Blocks**

The Committee note that National Rural Livelihood Mission (NRLM) has set itself with the objective of mobilization of more than 9 crore rural poor women into over 78 lakh SHGs (Self Help Groups) by the end of 2023-24. This is

an appreciable goal set out by the DoRD which will go a long way in the Universal Social mobilization of rural poor households through formation of Women SHGs. The Committee learn from DoRD that NRLM is lagging behind, particularly during the current financial year, witnessing delayed release of funds in a few States from the State Treasury to the State Rural Livelihoods Mission (SRLMs) retarding the growth of NRLM. Thus, noting that with the cumulative achievement of bringing a total of 7.26 crore rural households into 66 Lakh SHGs till December 2020, the Committee recommend DoRD to expedite its approach in an earnest way so as to achieve the desired target in a time-bound manner for the upliftment of rural women.

(Recommendation Serial No. 20)

### National Social Assistance Programme (NSAP)

#### Increase in the assistance amount of pension

The relevance of a marquee Scheme like National Social Assistance Programme (NSAP) in reaching out to the poor and downtrodden section of the society does not go amiss in the eyes of the Committee. The Committee note the extremely important objective of the Programme and the target group of its beneficiaries like old aged persons, widows and disbles and are of the firm view that Social Programmes of such stature are a blessing for such sections of the society. However, the Committee are baffled to observe the meager amount of assistance ranging from Rs. 200/- to Rs. 500/- per month under the different components of this Scheme. The Committee had earlier too made recommendations to this effect through Recommendation Numbers 16 and 19 in their First and Fourth Reports (17<sup>th</sup> Lok Sabha) on Demands For Grants (2019-20

& 2020-21) respectively. However, to the utter dismay of the Committee, nothing much has been forthcoming so far. The Committee do not endorse the non-serious approach of DoRD on this issue. In view of this laxity, the Committee again vehemently recommend the DoRD to look into this issue with utmost sincerity and hasten their processes for bringing an increase in the assistance amount under NSAP.

(Recommendation Serial No. 21)

**Shyama Prasad Mukherjee Rurban Mission (SPMRM)**

**Faulty Preparation of Detailed Project Reports (DPRs)**

The Committee note that Shyama Prasad Mukherjee Rurban Mission (SPMRM) is a unique programme, designed to deliver in a manner which can catapult villages on the periphery of growth with urban facilities. Under this Mission 300 Rurban clusters are being developed across the country. The Committee are also of the firm opinion that the sole essence to the success of this vision is the preparation of a holistic DPRs which take into account the local experiences of grassroot level and the administrative acumen of the Officials/Elected representatives (ERs) present at local level. Faulty DPRs are generally prepared by the visiting companies hardly taking into consideration local sentiments and realities and become a source of resentment in the public. The Committee also take into account the submission of the Department that the States have been authorized to incorporate the changes felt by Members of Parliament even after the finalization of DPRs, if required. An advisory Committee under the Chairmanship of concerned Member of Parliament at District level has also been constituted to this effect. Thus,

acknowledging this approach of the Department, the Committee are still of the view that it is of paramount importance that the DPRs be prepared after holding proper consultations with all the stakeholders of local population, Officials and ERs. In view of this, the Committee urge upon DoRD to review its modalities pertaining to SPMRM, so that effective DPRs may be prepared at the initial stage itself and provisions for inclusion of rectification through suggestions of Members of Parliament at later stages may be followed in 'letter & spirit' for the realization of vision under the Mission.

(Recommendation Serial No. 22)

**Saansad Adarsh Gram Yojana (SAGY)**

With a view of developing 'Adarsh Grams' which would serve as models for other villages to follow, the Members of Parliament were directly involved in Saansad Adarsh Gram Yojana (SAGY) that was launched on 11 October 2014. No separate funds were allocated for SAGY, instead a new approach was mooted under which the on-going development schemes would be implemented on priority basis, through convergence, in the adopted villages under SAGY by the local MPs. However, the Committee are seriously concerned to witness the sorry state of affairs being faced by the MPs who have adopted the villages under SAGY but are not able to see any prioritized implementation of development schemes in the concerned villages. For some reason or other, the real intent and efforts of the MPs are also going in vain to see a holistic development of the villages under SAGY. Primarily, there is extreme callousness and lethargy in carrying out convergence/implementation of Schemes at ground level on priority basis. The nodal agencies not only need to be adequately cautioned for

providing desired impetus to the development of SAGY villages. Therefore, echoing the sentiments of MPs, the Committee strongly recommend the DoRD to ensure priority based implementation of Rural Development Schemes in the SAGY villages effectively.

(Recommendation Serial No. 23)

**District Development Coordination and Monitoring Committees (DISHA) Committees and Overall Monitoring of Schemes**

Time and again, the Committee have taken notice of the casual conduct of District Development Coordination and Monitoring Committee (DISHA) Meetings. With the prime objective of monitoring the progress of major social development projects at the district level, such Committees were formed by the DoRD way back in June, 2016 headed by the local MPs of Lok Sabha, the provision of quarterly Meetings of such Committees was envisioned to facilitate the ERs to have a proper interaction with the Government Officials heading the various projects. However, the purpose for holding such Meetings is defeated with the non-appearance of responsible Officials at the helm of affairs, in lieu thereof, junior officers with no knowledge of the projects attending such DISHA meetings has become the order of the day. Strict punitive action requires to be taken against the Officials deliberately excusing themselves from DISHA Meetings to ward off their accountability. Such instances have been also noted wherein strict compliance to the quarterly holding of DISHA meetings is also not complied with causing long periods without any meetings. Therefore, the Committee implore upon DoRD to take serious note of this matter and ensure

that the Meetings of DISHA Committees are held regularly as per the provision and also do not become infructuous in the absence of concerned Officials.

(Recommendation Serial No. 24)

**Timely Contribution of States**

One of the primary facet of the successful implementation of the Schemes of the Central Government under the domain of DoRD is the Key role played by the State Government. The Committee are aware of the peculiar situation as a result of the Federal Form of the Government Machinery in the country wherein the States play a key role in the ground level success of any Scheme. Majority of the Central Schemes have the Fund structure of 60:40, whereby, the State Governments need to release their matching funds timely and the progress of the Scheme hinges upon this very aspect. The Committee note this fact, but are still of the view that merely passing the onus from one to other is not at all acceptable, as in the broader picture, it is the needy citizen of the country who is at the suffering end. Instead of harping upon the bureaucratic issues, the Department cannot absolve their duty to take the Central Schemes to the doorsteps of the needy. Methodologies need to be evolved for better coordination with the State Governments and to ensure that the funds are timely released by the States' in order to have smoother operation of Schemes. Therefore, the Committee recommend the DoRD to carry out constructive and meaningful coordination with the State Governments in the larger interest and strategise prudently for resolution of such bottlenecks.

(Recommendation Serial No. 25)

### **Monitoring of the Schemes for effective implementation**

The Committee are of the firm opinion that any noble intent behind the creation of Welfare Schemes for the Country is bound to fail in the absence or lack of dedicated, robust and effective monitoring mechanism with provisions of accountability and punitive measures. DoRD is running Schemes of vital importances which are directly related to the upliftment of poor and marginalized sections of the rural populace. The Committee also note that almost all the Schemes have inbuilt mechanisms of monitoring but it is hardly used to deliver the desired results. Be it MGNREGA, which is afflicted with the unscrupulous practices of issue of fake job cards, needy beneficiaries not getting wages timely, false geo-tagging of houses for getting completion certificates, nexus between contractors and officials in PMGSY, rampant malpractices at the Gram Panchayat levels in the allotment of houses and release of funds the instances are rampant. The Committee are extremely pained at this sorry state of affairs and feel that the need of the hour is to fix the accountability against the erring officials. The Committee, therefore, vehemently urge the DoRD to sharpen its monitoring systems under each Scheme in 'letter and spirit' to reign in the menace of corruption.

(Recommendation Serial No. 26)

### **Involvement of MPs in the implementation of Schemes**

The Committee are of the view that the grass-root experience of MPs can be much better utilized in the implementation of the Schemes, if they are actively involved in the consultative capacity. Being the Elected Representatives, the MPs represent the sentiments and ethos of local population in an extremely

efficient manner. Utilising the wealth of local knowledge in various aspect of the different schemes would perhaps only help to strengthen and enrich the policy formulations. Inspecting teams, DPR preparation teams, etc. should definitely avail the benefits of the local inputs from the MPs to have a real picture of the issues concerning that locality. In view of such scenario, the Committee recommend the DoRD to review its consultative mechanisms in such a way so that MPs are mandatorily kept in the loop of advisory set-ups.

(Recommendation Serial No. 27)

**NEW DELHI;**  
**08 March, 2021**  
**17 Phalguna, 1942 (Saka)**

**PRATAPRAO JADHAV**  
***Chairperson,***  
**Standing Committee on Rural Development**



**Annexure I****STANDING COMMITTEE ON RURAL DEVELOPMENT (2020-2021)****MINUTES OF THE SEVENTH SITTING OF THE COMMITTEE HELD ON  
MONDAY, THE 15<sup>th</sup> FEBRUARY, 2021**

The Committee sat from 1100 hrs. to 1350 hrs. in Committee Room 'D', Ground Floor, Parliament House Annexe, New Delhi.

**PRESENT**

Shri Prataprao Jadhav -- *Chairperson*

2. Shri Rajveer Diler
3. Shri Vijay Kumar Dubey
4. Shri Narendra Kumar
5. Shri Janardan Mishra
6. Shri Vivek Narayan Shejwalkar
7. Dr. Alok Kumar Suman

**Rajya Sabha**

8. Shri Shamsheer Singh Dullo
9. Shri Iranna Kadadi
10. Dr. Wanweiroy Kharlukhi
11. Shri Sujeet Kumar
12. Shri Naranbhai Jemlabhai Rathwa

**Secretariat**

- |                       |   |                     |
|-----------------------|---|---------------------|
| 1. Shri D. R. Shekhar | - | Joint Secretary     |
| 2. Shri A. K. Shah    | - | Director            |
| 3. Smt. Emma C. Barwa | - | Additional Director |
| 4. Shri Nishant Mehra | - | Deputy Secretary    |

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

- |                              |  |
|------------------------------|--|
| 1. Sh. Nagendra Nath Sinha,  | Secretary                                |
| 2. Sh. V.L.V.S.S. Subba Rao, | Principal Economic Adviser               |
| 3. Sh. Ashish Upadhyaya.     | Additional Secretary & Financial Advisor |
| 4. Smt. Alka Upadhyaya       | Additional Secretary                     |
| 5. Smt. J. Kurian.           | ADG                                      |
| 6. Smt. Leena Johri          | Joint Secretary                          |
| 7. Sh. Ashish Kumar Goel     | Joint Secretary                          |
| 8. Sh. Rohit Kumar           | Joint Secretary                          |
| 9. Sh. Charanjit Singh       | Joint Secretary                          |
| 10. Sh. Biswajit Banejee     | Joint Secretary                          |
| 11. Smt. Nita Kejriwal       | Joint Secretary                          |
| 12. Smt. Supama S. Pachouri  | Joint Secretary                          |

2. At the outset, the Chairperson welcomed the Members to the sitting of the Committee convened for taking the evidence of the representatives of the Department of Rural Development (Ministry of Rural Development) in connection with the examination of Demands for Grants (2021-22) relating to Department of Rural Development. Hon'ble Chairperson also briefed about the recent initiatives taken on the behest of Hon'ble Speaker regarding the start of PRISM through which Members may avail round the clock research facilities on any desired subject.

*[Witnesses were then called in]*

3. After welcoming the witnesses, the Chairperson drew the attention of the Department that whatever the discussions held here would be treated as confidential and not to be made public till the Report of the Committee is presented to Parliament. The Chairperson then broadly mentioned about the scheme-wise funds proposed/allocated by the Department for the year 2021-22 under different rural development schemes and requested the Secretary to brief the Committee thereon. Thereafter, the Secretary, Department of Rural Development (Ministry of Rural Development) made a Power Point Presentation *inter-alia* highlighting allocations viz. utilisation of funds in different years so far alongwith the budgetary allocation for the year 2021-22 and the initiatives taken under different schemes like MGNREGA, PMGSY, DAY-NRLM, PMAY-G, etc.

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

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

*[The Witnesses then withdrew]*

A verbatim record of the proceedings has been kept.

The Committee then adjourned.

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**STANDING COMMITTEE ON RURAL DEVELOPMENT (2020-2021)****MINUTES OF THE NINTH SITTING OF THE COMMITTEE HELD ON  
MONDAY, THE 08 MARCH, 2021**

The Committee sat from 1400 hrs. to 1450 hrs. in Committee Room 'C', Ground Floor, Parliament House Annexe Building (PHA), New Delhi.

**PRESENT**

Shri Prataprao Jadhav -- *Chairperson*

**MEMBERS  
LOK SABHA**

2. Shri Sukhbir Singh Jaunapuria
3. Dr. Mohammad Jawed
4. Prof. Rita Bahuguna Joshi
5. Shri Narendra Kumar
6. Shri Janardan Mishra
7. Shri B.Y. Raghavendra
8. Shri Talari Rangaiah
9. Smt. Gitaben Vajesingbhai Rathva
10. Smt. Mala Rajya Laxmi Shah
11. Shri Vivek Narayan Shejwalkar
12. Dr. Alok Kumar Suman
13. Shri Shyam Singh Yadav

**RAJYA SABHA**

14. Shri Shamsheer Singh Dullo
15. Shri Iranna Kadadi
16. Dr. Wanweiroy Kharlukhi
17. Shri Rathwa Naranbhai Jemlabhai
18. Shri Ajay Pratap Singh

**SECRETARIAT**

- |                       |   |                     |
|-----------------------|---|---------------------|
| 1. Shri D. R. Shekhar | - | Joint Secretary     |
| 2. Shri A. K. Shah    | - | Director            |
| 3. Smt. Emma C. Barwa | - | Additional Director |
| 4. Shri Nishant Mehra | - | Deputy Secretary    |

2. At the outset, the Chairperson welcomed the Members to the sitting of the Committee convened for consideration of Draft Reports of the Committee on Demands for Grants (2021-22) in respect of Department of Rural Development (Ministry of Rural Development), XXX XXX XXX XXX.

3. The Committee then took up for consideration the following Draft Reports:-

- (i) Draft Report on Demands for Grants (2021-22) of the Department of Rural Development (Ministry of Rural Development);
- (ii) XXX XXX XXX XXX
- (iii) XXX XXX XXX XXX

4. Draft Reports were taken up for consideration one-by-one and after discussions; the Committee adopted the Draft Reports at Sl. Nos. (i), XXX XXX XXX XXX. The Committee then authorized the Chairperson to finalize the aforesaid Draft Reports and present the same to the Parliament.

*The Committee then adjourned.*

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XXX Not related to the Draft Report