

GOVERNMENT OF INDIA
MINISTRY OF RURAL DEVELOPMENT
DEPARTMENT OF RURAL DEVELOPMENT

RAJYA SABHA
UNSTARRED QUESTION NO. 759
TO BE ANSWERED ON 08/02/2023

CASE STUDY AND AUDITING OF CENTRAL GOVERNMENT SCHEMES

759 SHRI RAKESH SINHA:

Will the Minister of RURAL DEVELOPMENT be pleased to state:

- (a) whether Government has done any case studies of various regions of the country to know the limitations of the important programmes i.e. MGNREGA, PMAY, NSAP, PMGSY, SPMRM, which ensure holistic rural development and make them more effective;
- (b) if so, details of regions selected and when such studies have been done; and
- (c) if not, whether Government will do case studies and also organise social auditing of such programmes to understand their effectiveness and weaknesses at various stages?

ANSWER

MINISTER OF STATE IN THE MINISTRY OF RURAL DEVELOPMENT
(SADHVI NIRANJAN JYOTI)

(a) to (c): Ministry of Rural Development (MoRD) accords emphasis for proper implementation of its schemes/projects. Each Scheme/project has its specific monitoring mechanism, and its implementation is reviewed periodically to ensure holistic rural development and make them more effective. The programme-wise factors affecting performance are analysed, and tailored actions are taken accordingly, including the schemes of Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS), Pradhan Mantri Awaas Yojana – Gramin (PMAY-G), Pradhan Mantri Gram Sadak Yojana (PMGSY), National Social Assistance Programme (NSAP) and Shyama Prasad Mukherji Rurban Mission (SPMRM). Some of the major strategies in this regard are:

- i. In order to ensure that the schemes reach closure, the Ministry has evolved a comprehensive multi-level and multi-format system of monitoring and evaluation of the implementation of rural development schemes, including Performance Review Committee Meetings, District Development Co-ordination and Monitoring Committee (“DISHA”) meetings, National Level Monitors (NLMs), Area Officers Schemes, Common Review Mission, Concurrent Evaluation and Impact Assessment Studies. State-specific reviews of States/UTs are also undertaken from time to time, and action is taken based on their findings.
- ii. The schemes of Rural Development have been brought upon end-to-end transaction-based MIS, which enables all the stakeholders to monitor the status of schemes on a real-time basis. The works are photographed with geo-tags and time stamps. All the data of RD schemes are available in the public domain.
- iii. In addition to the above, the Ministry arranges for sufficient funds for the completion of works, facilitates forest clearances, and coordinates convergence with related Ministries/Agencies for manpower, technical support etc.

- iv. Social Audits are also conducted for some Schemes like Mahatma Gandhi NREGS and PMAY-G. Appointment of Ombudsman is also made for attending to any grievances regarding MGNREGA works. In addition, grievance redressal is being given due attention in all schemes of the Rural Development.
- v. States are advised to recruit adequate staff to implement the programme. Norms have been laid for staffing, and funds are provided for supporting the hiring of manpower and other administrative expenditure. The training and orientation of programme manpower are also arranged from time to time.
- vi. Norms for administrative and technical oversight and audit have been laid down. Mobile application for inspection viz. Area Officer App has been developed. Similar apps have been developed or are under development in other areas too. The performance of officials is monitored against them.
- vii. Regular coordination with the State Govt. for preparation of the fund release proposals and documentation is made, and timely advice is given to them. In cases of delay, the matter is escalated to higher levels for seeking the release of funds.
- viii. Women networks, community-based organisations and civil society organisations are mobilised to create demand from below for proper implementation of the schemes.

In addition, details of studies conducted by this Ministry under NSAP, PMGSY and SPMRM are given in **Annexure**.

Annexure referred to in reply to part (a) to (c) of the Rajya Sabha Unstarred Question No.759 to be answered on 8.02.2023.

i. Study under National Social Assistance Programme (NSAP):

Ministry of Rural Development has conducted a study through the Centre for Market Research & Social Development on “Evaluation of NSAP”.

The study had a Pan-India coverage. The sample comprises of ten states, including two states from each of the five zones, 20 districts, 60 blocks, 600 gram panchayats, 6000 beneficiaries and 600 Focus Group Discussions (FGDs). The data collection from various stakeholders was done from October 2020 to June 2021. The reference period for the study included FY 2015-16, 2016-17 and 2017-18 for selecting the beneficiaries and collecting field data. The secondary data was also utilised.

ii. Study under Pradhan Mantri Gram Sadak Yojana (PMGSY):

Under PMGSY, Impact Evaluation studies have been done by NITI Aayog, World Bank, ILO, IIM Ahmedabad etc.

NITI Aayog, in its report “Evaluation of Centrally Sponsored Schemes in Rural Development Sector Vol.2: Rural Development, December 2020”, has made the following observations about PMGSY that the scheme is well aligned with-

- i. Sustainable Development Goals (SDG) and the National Priorities
- ii. The rural context—developing rural infrastructure is a key pathway to mitigate poverty in rural areas.
- iii. India’s international goals and is seen to contribute to SDGs 2 & 9, addressing the issues of poverty, hunger and infrastructure for growth

Indian Institute of Management, Ahmedabad (IIM-A), in its study titled “Outcome Monitoring System under Pradhan Mantri Gram Sadak Yojana (PMGSY), July 2017, (Himachal Pradesh, Punjab, Rajasthan, Uttar Pradesh, Uttarakhand, Bihar, Jharkhand, Meghalaya)” concluded the following-

- i. The PMGSY roads bring about a significant and substantial gains in speed of movement in access to all administrative headquarters and facilities considered
- ii. The specifications and, most importantly, the actual construction quality of PMGSY roads are much better than those of other non-PMGSY roads
- iii. Construction of PMGSY road is able to bring about socio-economic benefits to the poor on par with the other sections of society or sometimes more than that.

World Bank India, in its study titled “Poverty and Social Impact Assessment of PMGSY, June 2014 (Jharkhand, Rajasthan and Himachal Pradesh)”, concluded the following:-

- i. Direct movement to labour market is the major advantage of the all-weather connectivity provided by PMGSY roads
- ii. Greater mobility causing people to seek employment opportunities outside their village
- iii. Trade-based occupations yielding higher returns than agriculture
- iv. Inducing an expansion of economic opportunity, incomes becoming higher
- v. Local demands are better met

- vi. Specialization of activities taking place. Where men are commuting out to look for work, women have the opportunity to take up their work locally.

International Labour Organisation (ILO), in its study titled “Impact Assessment Study of Improved Rural Road Maintenance System under PMGSY, October 2015, (Bihar, Jharkhand, Rajasthan, Uttar Pradesh)”, concluded the following:-

- i. Improved road connectivity has impacted the cultivation choices and improvements in cropping patterns
- ii. Improved information and better market access due to better connectivity have resulted in a shift in cropping patterns in some pockets
- iii. Roads have contributed to an increase in income for many households engaged in farming, trading, transport and other services
- iv. Awareness of not only consumer items from markets but also of toilets and sanitation was found better in habitations having better-maintained roads.

(iii) **Study under Shyama Prasad Mukherji Rurban Mission (SPMRM):**

SPMRM has documented some of its success stories, and a pilot social audit was conducted for 8 Clusters. Further, Third Party evaluation for 73 clusters allocated in Phase I is being carried out by 7 Central University and is in different stages of completion. The details are as under:

7 Central University is conducting an evaluation study of 73 clusters of Phase 1.

Zone	Agency	State/ Clusters
Zone 1	Guru Nanak Dev University, Amritsar	Haryana: 6 Punjab:2
Zone 2	H.N.B. Garhwal University, Uttarakhand	Himachal Pradesh: 2, J&K: 2, Uttarakhand: 2
Zone 3	Sardar Patel University, Vallabh Vidyanagar, Anand, Gujarat	Gujarat: 4 Rajasthan:5
Zone 6	Osmania University, Hyderabad	Andhra Pradesh: 5 Telangana: 4 Kerala: 4
Zone 8	RKM Vivekanand Educational and Research Institute, Ranchi, Jharkhand	Jharkhand: 3 West Bengal: 7
Zone 9	Tezpur University, Assam	Odisha: 5 Bihar: 4
Zone 10	Tezpur University, Assam	North East Zone: 8
Zone 11	University of Allahabad, Prayagraj	Uttar Pradesh:10

The sectoral evaluation study conducted by NITI Aayog in 2020-21 has indicated positive changes in the Rurban cluster. The study by NITI Aayog also states that “SPMRM, by providing urban-like amenities and better livelihood opportunities in its clusters, aims to reduce and reverse rural to urban migration.

Implementing officials have also confirmed that population in absolute numbers and in density have been increasing in the clusters, thereby revealing demographic changes in India’s rural areas”.