

Thus, the crucial finding of the physical verification is that a significant percentage of people are not living in the *Pucca* houses constructed under the scheme (31.02 *per cent*). This points to a lack of behavioral change among the people as well as failure of the State Government to ensure desired change in social behavior through IEC<sup>18</sup> activities.

**Recommendation 5:**

*As the deficiencies pointed out during Audit are illustrative and based on test check of records of selected units, there is a need for the Government to check for such deficiencies across the State and ensure that all landless beneficiaries are provided houses as envisaged in the scheme.*

**2.1.8 Convergence with other Schemes**

To provide basic amenities, in addition to the assistance for house construction, convergence of existing schemes of both Centre and State needs to be ensured which includes construction of a toilet, support of 90 person-days under MGNREGS, drinking water, electricity connection, clean and more efficient cooking fuel etc.

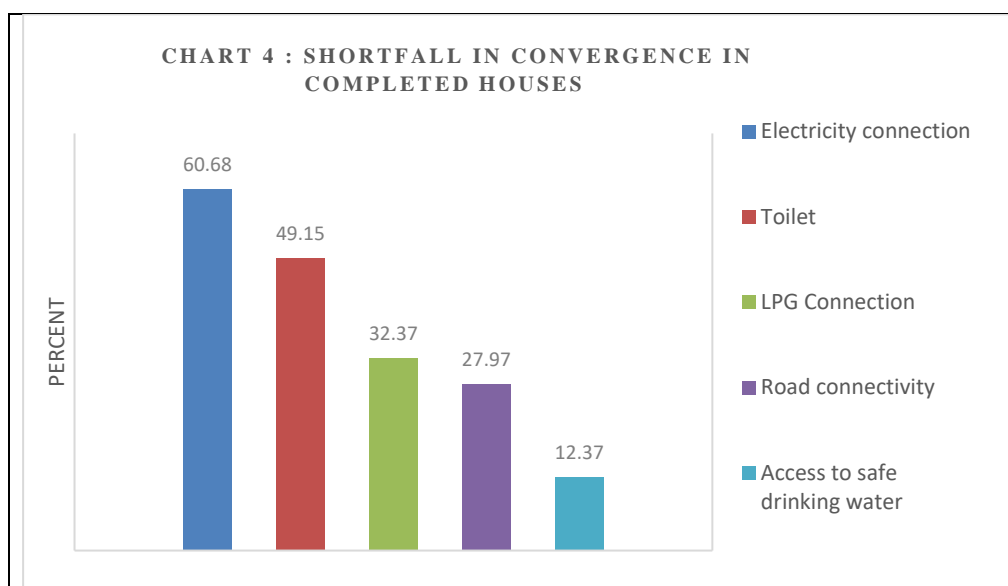
The status of various basic amenities found available in completed houses during joint physical verification is given in the **Table 5**.

**Table 5: Status of Convergence in Test Checked Completed Houses**

District	Blocks	No. of GPs	No. of Completed HHs surveyed	HHs with Toilet	Access to safe drinking water	Electricity connection	LPG Connection	Other Amenities (Road connectivity) in convergence with other schemes
Baran	Baran	5	50	40	42	17	33	48
Bikaner	Nokha	7	70	22	63	32	49	40
Bharatpur	Kumher	7	70	41	68	33	50	68
Dausa	Dausa	6	60	36	60	27	50	34
Jodhpur	Phalodi	6	60	10	42	25	43	33
	Mandore	7	70	17	59	21	39	42
Tonk	Niwai	8	80	65	67	28	58	71
Udaipur	Girwa	7	70	40	61	33	47	50
	Salumber	6	60	29	55	16	30	39
<b>Total</b>		59	590	300	517	232	399	425
<b>Requirement</b>				590	590	590	590	590
<b>Shortfall (in %)</b>				<b>49.15</b>	<b>12.37</b>	<b>60.68</b>	<b>32.37</b>	<b>27.97</b>

Source: Information collected through Survey formats

<sup>18</sup> Information, Education and Communication



The issues related to convergence of PMAY-G with other schemes are discussed in the succeeding paragraphs.

#### **2.1.8.1 Non-Construction of toilet**

Construction of a toilet has been made an integral part of the PMAY-G house. The toilet shall be provided to beneficiaries through funding from *Swachh Bharat Mission-Gramin* (SBM-G), MGNREGS or any other dedicated financing source.

The Department informed (July 2019) that out of 6,36,192 houses completed, only 36,794 (5.78 per cent) beneficiaries were provided assistance under SBM or MGNREGS for construction of toilets.

In the joint physical verification of 590 completed houses under PMAY-G, Audit observed that 290 houses (49.15 per cent) were without toilet even when these houses were shown as ‘completed’ (see **Table 5**).

As per the Framework, the house shall be treated as ‘complete’ only after the toilet has been constructed. Incidentally, Rajasthan was declared an ‘Open Defecation Free’ (ODF) State on 12 April 2018. A significant percentage of ‘completed’ *pucca* houses lacking toilets raises doubts over the ODF status of the State as well as the accuracy of the data. During the exit conference the Department informed that toilet coverage is being increased through SBM.

#### **2.1.8.2 Access to safe drinking water**

The beneficiary of PMAY-G should be provided access to safe drinking water in convergence with the National Rural Drinking Water Programme (NRDWP) of the Ministry of Drinking Water and Sanitation or any other similar schemes.

As per the information provided by the department, out of 6,52,619 completed houses, only 2,26,031 (34.63 per cent) beneficiaries were provided access to safe drinking water as of November 2019.

A joint physical verification of 590 completed houses also revealed that 517 houses (87.63 per cent) had access to safe drinking water either from convergence or by their own arrangement<sup>19</sup>, of which only 26 houses had piped water supply. Remaining 73 houses (12.37 per cent) were facing difficulty in accessing clean drinking water (see **Table 5**).

### 2.1.8.3 Electricity connection to beneficiary houses

Convergence with Deendayal Upadhyaya Gram Jyoti Yojana (DDUGJY) of Ministry of Power and other related schemes<sup>20</sup> was proposed in the framework to provide electricity connection to the beneficiary houses under PMAY-G.

As per the information provided by the department, out of 6,52,619 completed houses, only 2,98,361 (45.72 per cent) beneficiaries were provided electricity connection as of November 2019.

However, a joint physical verification of 590 completed houses revealed that only 232 houses (39.32 per cent) had electricity connection either through convergence or through their own arrangement<sup>21</sup>. Thus, 358 houses (60.68 per cent) constructed remained without electricity connection. (see **Table 5**)

Thus, a huge percentage of *pucca* houses being without electricity connection shows a lack of convergence and the need for better implementation of the Rural electrification schemes.

### 2.1.8.4 Clean and Efficient cooking fuel to the beneficiaries

To provide clean and more efficient cooking fuel to the beneficiaries of PMAY-G, the State should strive to get LPG connections for them under *Pradhan Mantri Ujjwala Yojana* (PMUY) of Ministry of Petroleum and Natural Gas.

As per AwaasSoft data 6,82,495 houses completed above Lintel Level were eligible for LPG connection out of which 3,12,029 beneficiaries (45.72 per cent) had LPG connection and remaining 3,70,456 beneficiaries (54.28 per cent) were yet to get LPG connections.

The joint physical verification of 590 completed houses also confirmed that only 399 houses (67.63 per cent) were provided with LPG connections and 191 (32.37 per cent) houses did not have LPG connections (see **Table 5**).

Provision of clean and efficient cooking fuel for the remaining households is imperative from the point of view of women empowerment and to avoid the

<sup>19</sup> Tube well, Hand pump, Public Stand post (PSP), Water tankers and Tanka etc.

<sup>20</sup> Schemes implemented by Ministry of New and Renewable Energy (MNRE) including for Solar Lanterns, Solar Home Lighting Systems, Solar Street-lighting Systems, the benefits from National Bio-Mass Cook stoves Programme (NBCP) for cleaner cooking energy solutions for the beneficiary family and bio gas unit under National Biogas and Manure Management Programme.

<sup>21</sup> Electrical connections taken without availing benefit under Government schemes like DDUGJY/Saubhagya scheme.

health and environmental hazards associated with burning of wood, cow dung cakes, fossil fuels, etc. and thus should be given due priority.

#### 2.1.8.5 Development of group/individual amenities

States may, through convergence with MGNREGS, develop group/individual amenities like development of house sites, bio-fencing, paved pathways, approach roads or steps to the house, soil conservation and protection works etc., for the beneficiaries of PMAY-G.

The joint physical verification of 590 completed houses revealed that 425 houses (72.03 per cent) had road connectivity however, 165 houses (27.97 per cent) still required road connectivity as of November 2019 (see Table 5).

The State Government stated (May 2020) that benefits under convergence were being given on the basis of entitlement under the schemes concerned and the districts have been directed from time to time in this regard.

The reply of State Government needs to be viewed from the fact that convergence is an important feature of PMAY-G and significant shortcomings of convergence were observed during the audit.

#### 2.1.8.6 Person-days of unskilled labour under MGNREGS

As per para 8.1(b) of Framework for implementation, it is mandatory to provide support of 90 person-days unskilled wage employment at the current rates to a PMAY-G beneficiary for construction of his/her house in convergence with MGNREGS. Server to server integration between two MIS–AwaasSoft of PMAY-G and NREGASoft of MGNREGS has been developed so that work for construction of house is generated on NREGASoft automatically once the sanction of house is issued on AwaasSoft.

The position of man-days provided and wages paid under MGNREGS during the period 2016-19, is given in Table 6.

**Table 6: Position of Man-days and Wages**

Year	Houses sanctioned	Request sent for work creation	No of Work Created	Beneficiaries whose man-days initiated	No. of Man-days to be provided as per norms	No. of Man-days actually provided	Beneficiaries whose wages initiated	Wages Paid (₹in crore)
(A)	(B)	(C)	(D)	(E)	(F)= (E)x90	(G)	(H)	(I)
2016-17	2,50,087	2,50,080	2,48,284	2,41,033	2,16,92,970	1,83,70,005	2,40,502	335.24
2017-18	2,23,081	2,23,066	2,09,559	2,12,112	1,90,90,080	1,61,21,895	2,10,888	299.75
2018-19	2,13,094	2,13,043	2,13,040	1,96,364	1,76,72,760	1,42,75,223	1,95,777	268.23
<b>Total</b>	<b>6,86,262</b>	<b>6,86,189</b>	<b>6,70,883</b>	<b>6,49,509</b>	<b>5,84,55,810</b>	<b>4,87,67,123</b>	<b>6,47,167</b>	<b>903.22</b>

Source: AwaasSoft website data dated 21 November 2019

It is evident from the above table that:

- Out of total 6,86,262 houses sanctioned to beneficiaries, request for work creation was sent in respect of 6,86,189 beneficiaries only.

- Against total 6,86,189 requests for work creation under MGNREGS, work was created for 6,70,883 beneficiaries, of which the actual work was provided to 6,49,509 beneficiaries. Thus, 36,680 (5.34 per cent) beneficiaries were not provided work through MGNREGS for the construction of PMAY-G houses.
- Further, out of total 6,49,509 beneficiaries for whom work was provided; wages were paid in respect of 6,47,167 beneficiaries. Thus, wages in respect of 2,342 beneficiaries (E-H) were yet to be initiated as of November 2019.

Audit analysed that against a provision of 90 days, on average 75.08 man-days (487.67 lakh man-days/6,49,509 beneficiaries) were provided to PMAY-G beneficiaries for construction of a house, which resulted in an average shortfall of 14.92 man-days per beneficiary. This also deprived the beneficiaries of opportunity to earn livelihood to the extent of 96.89 lakh<sup>22</sup> additional man-days.

The State Government stated (May 2020) that the BDOs and other officials concerned are now being held accountable for any shortfall in provision of the mandated man-days. Audit would examine the follow up action taken on the issue of not providing mandated man-days of MGNREGS to the beneficiaries.

The State of Rajasthan received a Certificate of Appreciation from Ministry of Rural Development for securing 2<sup>nd</sup> rank in the category **Convergence** for the year 2017-18. However, Audit is of the opinion that convergence with other Government Schemes for provision of basic amenities viz. drinking water, electricity, LPG connection etc. are the key features of the PMAY-G and also the fact that lack of convergence was one of the limiting factors for effective implementation of IAY. Further, the Department did not have consolidated information related to the lack of amenities among the beneficiaries included in the PWL and thus could not provide the necessary convergence of the schemes to the mandated extent.

**Recommendation 6:**

*The State Government may make concerted efforts to provide basic amenities in all the houses constructed under PMAY-G through convergence with other Government Schemes/Programmes.*

**2.1.9 Lack of Implementation Support Mechanism**

As per paragraph 7.3.1 of the Framework for Implementation, it is the responsibility of the State to ensure that beneficiary is provided requisite guidance in the process of construction of house and also closely monitored to ensure that the construction of houses is completed. The States / UTs shall set up a dedicated Programme Management Unit (PMU) to undertake the tasks of

<sup>22</sup> Number of beneficiaries= 6,49,509  
 Number of mandays mandated under norms per beneficiary house= 90  
 So normative mandays for 6,49,509 beneficiaries (A)= 5,84,55,810  
 Number of mandays actually provided (B) = 4,87,67,123, Difference (A-B)= 96,88,687