

F.No. 01(01)/PFC-I/2022
Ministry of Finance
Department of Expenditure
Public Finance (Central) Division

North Block, New Delhi

Dated: 30th March, 2022

OFFICE MEMORANDUM

Subject: Approval of schemes – Centrally Sponsored Schemes (CSSs) and Central Sector Schemes (CSs) to be continued over the 15th Finance Commission cycle – Guidelines.

This is with reference to DoE's OM of even number dated 01-02-2022 (copy enclosed) vide which approval for the schemes of scientific Ministries / Departments to be continued till 31-03-2023 was conveyed. As per the Cabinet decision dated 19-01-2022 conveyed vide Cabinet Secretariat No. 2/CM/2022(i) dated 28th January, 2022, fresh appraisal of the approved schemes as listed in the Annexure of ibid OM by EFC chaired by Secretary (Expenditure) in accordance with the appraisal guidelines applicable to other Ministries/Departments is to be completed at the earliest by 30-09-2022 for further continuation beyond 31-03-2023.

2. In view of the same, the undersigned is directed to convey the following guidelines for sending proposals to DoE:

- i) The proposals should be sent in terms of relevant general guidelines given in DoE's OM No. 42(02)/PF-II/2014 dated 8th December, 2020 (copy enclosed) along with the format as per Annexure-A. The copy of third party evaluation report of the scheme should also be attached.
- ii) For timely completion of appraisal and approval process, scientific Ministries/Departments should send consolidated information indicating the details of all the schemes (SFC/EFC/already approved beyond 2026) as per the format given in the Annexure B.
- iii) The Ministries/Departments may send proposal for a period from 01-04-2023 to 31-03-2026. However, it is reiterated that the total projected outlay of the schemes for Ministries/Departments for 5 years starting from financial year 2021-22 to 2025-26 should not be more than 5.5 times of the total scheme expenditure of financial year 2019-20. Therefore, the expenditure for the period 01-04-2021 to 31-03-2023 should be detailed out in the proposal and factored in while preparing total outlay for three years beyond 31-03-2023. Re-allocation within the ceiling of Ministry/Department may be proposed wherever appropriate and will be given due weight. Specific reasons in terms of enhancement of support to a particular scheme and cost escalation be provided in such cases.

- iv) Due appraisal of all schemes of Ministries/Departments will be undertaken simultaneously in one composite EFC scheduled on a single or multiple days as required in order to undertake the review in an integrated, comprehensive and timely manner.
- v) Department may propose a panel of three experts related to the subject area (not working in the concerned Ministry or its Autonomous Bodies) out of which one will be co-opted in the EFC for the expert advice as per their availability.
3. This issues with the approval of Finance Secretary & Secretary (Expenditure).

H. Jaiswal
30/03/2022

(Hema Jaiswal)
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Secretaries to the Scientific Ministries/ Departments (**except Department of Atomic Energy and Department of Space.**)
Financial Advisers to Scientific Ministries/ Departments
Cabinet Secretariat
Prime Minister's Office
NITI Aayog
Internal circulation

FORMAT FOR APPRAISAL OF CONTINUATION OF SCHEMES

Note:

1. For the schemes which have sub-schemes the details for both Part A and Part B of the format should be provided. In such cases, Part B should be filled for each sub-scheme separately for the scheme.
2. For schemes (with no sub-schemes) details for Part B is only required.

Part A

1. Name of the scheme to be continued
2. Total outlay of the scheme; Sub-Scheme-wise and year-wise (for 2023-24 to 2025-26) (In case of CSS, specify the overall Central Govt. and State Govt. shares)
3. In case of Centrally Sponsored Scheme, specify central components (100% funded for central government) and state components (shared between centre/state/UTs)

Part B *(In case of schemes falling in the category described in Note-1, the term "scheme" may be read as "sub-scheme")*

1. Name of the scheme
2. Objectives of the scheme
3. Background of the scheme
4. Whether Central Sector (CS) Scheme/Centrally Sponsored Scheme (CSS)
5. Total Proposed outlay (Component-wise and Year-wise for FY 2023-24 to FY 2025-26)
6. Actual Expenditure of the ongoing scheme in last 3 years
7. Approved output/outcome of ongoing scheme year wise and achievements (in a tabular form)
8. Existing and proposed funding pattern (in a tabular form) along with rationale.

9. Major findings of evaluation / outcome review and comments of the Ministry / Department on each observation of the scheme (Attach evaluation report)
10. Major changes / departure proposed from the ongoing/approved scheme along with justification
11. Major changes in costing norms, if any
12. Convergence architecture with other central government schemes
13. Rationale for continuation
14. Proposed output/outcomes year-wise
15. Sunset date
16. Details of posts created for the Scheme (Regular/Contractual separately) and the number of persons engaged against them with annual financial implications
17. Any additional posts proposed to be created with annual financial implication.
18. Comments of other stakeholders including Ministries/Departments/NITI Aayog and response thereon (in a tabular form)

Annexure-B

(Rs. in crore)

SCHEMES TO BE APPRAISED BY EFC					
S.No.	Scheme	Actual expenditure FY 2019-20	Total proposed outlay for 5 years (FY 2021-22 to 2025-26)*	5.5 times of actual of FY 2019-20	Remarks (if any)
CONTINUING SCHEMES APPRAISED / APPROVED BY SFC					
S.No.	Scheme	Actual expenditure FY 2019-20	Total proposed outlay for 5 years (FY 2021-22 to 2025-26)*	5.5 times of actual of FY 2019-20	Remarks (if any)
OTHER SCHEMES OF MINISTRY/DEPARTMENT WHICH ARE NOT TO BE RE-APPRAISED/APPRAISED ALONG WITH REASONS THEREOF					
S.No.	Scheme	Actual expenditure FY 2019-20	Total proposed outlay for 5 years *	5.5 times of actual of FY 2019-20	Remarks
		Actual expenditure FY 2019-20	Total proposed and approved outlay and period *	5.5 times of actual of FY 2019-20	Remarks (if any)
Total scheme outlay of the Ministry/ Department					

*The outlay may be provided including:-

- Expenditure in FY 2021-22
- BE for FY 2022-23

F.No. 01(01)/PFC-I/2022
Ministry of Finance
Department of Expenditure
PFC-I Division

North Block, New Delhi
Dated: 1st February, 2022

OFFICE MEMORANDUM

Subject: Approval of schemes for Scientific Ministries / Departments – Centrally Sponsored Schemes (CSSs) and Central Sector Schemes (CSs) to be continued over the 15th Finance Commission cycle.

This is with reference to approval of Centrally Sponsored Schemes (CSSs) and Central Sector Schemes (CSs) to be continued over the 15th Finance Commission cycle. In this regard the undersigned is directed to convey that the Cabinet vide its decision dated 19-01-2022 conveyed vide Cabinet Secretariat No. 2/CM/2022(i) dated 28th January, 2022 has approved the following:

- i) In supersession of delegation made in this regard and in previous cabinet decisions, the schemes of Scientific Ministries/ Departments listed in annexure may be continued till 31-3-2023 subject to an appraisal by EFC chaired by Secretary (Expenditure) in accordance with the appraisal guidelines applicable to other Ministries. DoE may co-opt appropriate members as necessary to assist in such appraisal keeping in view the nature of the Scientific Ministries/ Departments. Such appraisal shall, as far as possible, be completed by 30-9-2022.
 - ii) The pace of expenditure shall be reasonable for the time period and broadly proportionate to the overall outlay recommended by the EFC (approximately 1/5th of the outlay envisaged over the 5 years).
2. For appraisal and further approval for continuation of these schemes, suitable guidelines will be issued by Department of Expenditure (DoE) separately. Any Draft Cabinet Note (DCN) or proposal for approval of the Finance Minister sent by Ministries/ Departments related to these schemes may be considered as disposed of.
3. This issues with the approval of Finance Secretary & Secretary (Expenditure).

Encl: As Above.


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Secretaries to the Scientific Ministries/ Departments
Financial Advisers to Scientific Ministries/ Departments
Cabinet Secretariat
Prime Minister's Office
NITI Aayog
Railway Board

Annexure

Scientific Ministries				
S.No	Ministry/Deptt	List of Central Sector Schemes	List of Centrally Sponsored Schemes	Expected Financial Outlay 2021-22 to 2025-26 (₹ in Crore)
1	Department of Agricultural Research and Education	Basic and strategic Research and Education		1,368
2	Department of Agricultural Research and Education	Genetic improvement for food and fodder crops		633
3	Department of Agricultural Research and Education	Animal Health Management and Veterinary Education		628
4	Department of Agricultural Research and Education	Strengthening of KVKs		1,156
5	Department of Agricultural Research and Education	Strengthening and Development of Higher Agricultural in India		2,184
6	Department of Biotechnology	Biotechnology Research and Development		7,103
7	Department of Biotechnology	Industrial and Entrepreneurship Development		1,344
8	Department of Science and Technology	Science and Technology Institutional and Human Capacity Building		5,885
9	Department of Science and Technology	Innovation, Technology Development and Deployment		3,160
10	Department of Science and Technology	Research and Development		1,535

11	Department of Scientific and Industrial Research (a CSIR Scheme)	Capacity Building and Human Resource Development		2,322
12	Department of Telecommunications	Optical Fibre Cable based network for Defence Services		25,878
13	Department of Telecommunications	Compensation to Service Providers for creation and augmentation of telecom infrastructure		16,091
14	Environment, Forestry and Wildlife		Integrated Development of Wildlife Habitats	2,603
15	Environment, Forestry and Wildlife		National Mission for a Green India	1,323
16	Ministry of Earth Sciences	Ocean services, Modelling, Application, Resources and Technology (O-SMART)		2,177
17	Ministry of Earth Sciences	Atmosphere and Climate Research - Modelling Observing Systems and Services (ACROSS)		2,135
18	Ministry of Earth Sciences	Polar Science and Cryosphere (PACER)		714
19	Ministry of Earth Sciences	Seismological and Geoscience (SAGE)		535
20	Ministry of Electronics and Information Technology	Promotion of Digital payment		1,500
21	Ministry of Electronics and Information Technology	Promotion of Electronics and IT HW Manufacturing (MSIPS, EDF and Manufacturing Clusters)		628
22	Ministry of Electronics and Information Technology	R and D in IT/Electronics/CCBT		2,855

23	Ministry of Electronics and Information Technology	Electronic Governance		1,924
24	Ministry of Electronics and Information Technology	Pradhan Mantri Gramin Digital Saksharta Abhiyan (PMGDISHA)		2,200
25	Ministry of Electronics and Information Technology	Manpower Development		1,858
26	Ministry of Electronics and Information Technology	Digital India Infoway/National Knowledge Network		3,395
27	Ministry of Electronics and Information Technology	Cyber Security Projects (NCCC & Others)		1,065
28	Ministry of Electronics and Information Technology	Promotion of IT and ITES		828
29	Ministry of Environment, Forests and Climate Change	Control of Pollution		3,803
30	Ministry of Environment, Forests and Climate Change	Environmental Protection, Management and Sustainable Development		592.05

F.No. 42(02)/PF-II/2014
Government of India
Ministry of Finance
Department of Expenditure
[PFC-I Division]

North Block, New Delhi
Dated: 8th December, 2020

OFFICE MEMORANDUM

Subject: Continuation of schemes beyond 31st March, 2021 – instructions regarding.

Reference is invited to this Department's OM No. 42(02)/PF-II/2014 dated 23rd February, 2017 on the subject of continuation of schemes beyond 12th Five Year Plan. In order to align the public funded schemes with the financial resource cycle of Central and State Governments, schemes have been made co-terminous with the Finance Commission cycles since then. The 14th Finance Commission period came to an end on 31-03-2020; however, as the final report of the 15th Finance Commission was awaited at that time, DoE vide its OM No. 42(02)/PF-II/2014 dated 10th January, 2020 approved an interim extension to all ongoing schemes till 31-03-2021 or till the date of recommendations of 15th Finance Commission come into effect whichever is earlier. Proposals for continuation of ongoing schemes beyond 31.03.2021 may be sent now, to reach this Department at the earliest, but at any rate not later than 15-01-2021.

2. In the following paragraphs general guidelines for sending proposals for continuation of schemes beyond 31-03-2021 are elaborated. The proposals should be submitted as per enclosed format (**Annexure**). These guidelines are equally applicable to both Central Sector (CS) Schemes and Centrally Sponsored Schemes (CSS).

- i. For continuation of schemes with estimated financial implications within the delegated financial powers of appraisal/approval of the administrative Ministry, the proposals may be appraised and approved as per the extant guidelines. However, it may be kept in mind that total financial implications for the period 2021-22 to 2025-26 should be taken into account for deciding the appraisal/approval authority. Exceptions in this regard will be available to ongoing schemes whose approved sunset date is before the completion of this 5 year period. It may also be ensured to complete such appraisal /approval before 31-03-2021 giving requisite cognizance to third party evaluation report and necessary rationalization of schemes.
- ii. As regards proposals for continuation of schemes with estimated total financial implications more than the delegated financial powers to Ministries/ Departments (i.e. more than Rs. 500 crore), the appraisal and approval will be done as per the laid down procedure through EFC. However, a list of CS and CSS schemes of the Ministry/Department with the financial implication between Rs.300 crore to Rs. 500 crore over the 5 year period should be provided to DoE for information and annexed with the continuation proposals.

- iii. Umbrella schemes¹ denote public funded programmes under which various schemes/sub-schemes exist with a view to ensure convergence of resources across schemes with same or related objectives and similar set of targeted beneficiaries. The CSS umbrella programmes were formulated to provide flexibility to states to administer the admissible components in line with state specific requirements. Wherever possible, restructuring of umbrella schemes and consolidation into fewer schemes will be a priority for the ensuing exercise.
- iv. For standalone schemes², the estimated financial outlay for each scheme will determine the appraisal /approval authority in terms of DoE OM No. 24(35)/PF-II/2012 dated 5th August, 2016.
- v. In respect of the umbrella Central Sector Schemes (CS)/ Centrally sponsored scheme (CSS) of the Ministry/Department, the overall financial implications for each umbrella pertaining to one Ministry/Department should be taken into account for determining the competent authority for appraisal and approval. Accordingly, a single proposal for an umbrella scheme may be sent to DoE for appraisal /approval.
- vi. Keeping in view the minimum critical mass required for a central government scheme to have meaningful impact across States/UTs, it may be ensured that no standalone centrally sponsored scheme or scheme under an umbrella CSS should have financial outlay for five years below Rs. 300 crore.
- vii. With regards to Umbrella Central Sector scheme, it may be ensured that the financial outlay of each scheme under the umbrella is not less than Rs.25 crore for five years and financial outlay of any standalone Central sector scheme should not be less than Rs.50 crore for five years.

¹ Examples:

Centrally Sponsored Umbrella scheme:- Green Revolution scheme of D/o Agriculture, Cooperation & Farmer's Welfare, National Social Assistance Program of MoRD, National Education Mission of MoHRD, White Revolution scheme of D/o Animal Husbandry & Dairying etc.

Central Sector Umbrella scheme:- Strengthening of AYUSH Delivery systems of M/o AYUSH, Make in India of DPIIT, Consumer Protection of D/o Consumer Affairs, Development of Khadi, Village and Coir industries of M/o MSME, Higher education & Student Financial Aid of D/o Higher Education, Infrastructure Development for Health Research of D/o Health Research etc.

² Standalone schemes are Schemes which are not under any existing umbrella and are independent with respect to their outputs and outcomes. Examples of Standalone schemes:

Centrally Sponsored scheme: Swachh Bharat Mission(Urban) of MoHUA, Pradhan Mantri Gram Sadak Yojana, National Rural Livelihood Mission of MoRD etc.

Central Sector scheme: Digital India e-learning, National Means cum Merit Scholarship scheme of D/o School Education & Literacy, Sagarmala of M/o Shipping, Namami Ganga of M/o Jal Shakti etc.

- viii. Schemes which have financial outlay less than Rs.25 crore for five year period should be categorized as projects or pilots with a definite sunset date and may be classified under Other Central Expenditure in the budget rather than a scheme/sub-scheme.
- ix. The extant orders³ on the structure, categorization, architecture and funding pattern of the schemes / sub-schemes should be strictly adhered to.
- x. To eliminate overlap of activities /objectives for the same target beneficiaries, the proposal should reflect a clear convergence architecture with other similar or related schemes of Central Government. This is desirable for optimum deployment of resources. Further, the Ministries/ Departments should examine various ongoing schemes being administered by them / other Ministries to explore the possibilities of merger / dropping of schemes with overlapping objectives.
- xi. Unnecessary creation of Establishment, administrative expenses and thin spread of resources on these should be avoided. Emphasis should be on convergence of resources. As far as possible, a single monitoring body such as a PMU should be established at the Central Ministerial level/state level rather than creating multiple PMUs/monitoring agencies for different schemes in a Ministry/Department.
- xii. The Ministries/Departments should be conscious of the fact that common norms should be evolved and followed in all the Central Government schemes with similar activities / objectives in order to achieve better coordination and harmonization of effort. Approved common norms such as Skilling norms, UGC norms etc should be kept in view.
- xiii. Staff requirement for the scheme may be reviewed and indicated in the proposal with annual financial implications.
- xiv. For continued improvement in public Services delivery, the Government is placing great emphasis on identification of authentic beneficiaries, Aadhaar seeding and transfer of direct benefit to the same through Aadhaar authentication. The proposals for continuation of schemes should effect necessary modification in the implementation mechanism accordingly. Disbursement of the funds should be done through Aadhaar Enabled Payment system (AEPS) to ensure Aadhaar authentication, and not merely Aadhaar seeding.
- xv. Similarly, cashless and electronic transactions of financial resources should be incorporated suitably in the scheme design to promote the objective of digital and less-cash economy.

³ DoE's OM No.24(35)/PF-II/2012 dated 5th August, 2016 regarding Appraisal and Approval of Public Funded Schemes and Projects . NITI Aayog's OM No. O-11013/02/2015-CSS&CMC dated 17th August, 2016 regarding Rationalization of Centrally Sponsored schemes.

- xvi. The flow of funds in all the schemes should be through PFMS in order to ensure complete tracking of funds up to "last mile". The implementing agencies of the schemes at all the levels should be on-boarded on PFMS and Expenditure, Advance and Transfer (EAT) module / Receipt, Expenditure, Advance and Transfer (REAT) module should be used.
- xvii. The total projected outlay of the schemes of the Ministry/Department for five years should ordinarily be not be more than the 5.5 times the Actuals of the total scheme expenditure of FY 2019-20.
- xviii. As per this Department's OM dated 10th January, 2020 it was directed that continuation of schemes would depend upon the evaluation and outcome review as per DoE OM dated 5-8-2016. The Ministries/Departments were requested to complete the evaluation process and submit the proposal of continuation of their ongoing schemes for appraisal and approval incorporating the findings of the evaluation. Accordingly Ministries/ Departments should ensure submission of their continuation proposals (draft) along with evaluation reports at the earliest and definitely not later than 15th January, 2021 to DoE. Ministries/Departments should also circulate the draft proposals to all the stakeholders including Ministries/Departments/NITI Aayog to incorporate their comments at the time of the appraisal.
- xix. The evaluation of the Centrally Sponsored schemes (CSS) was to be done by DMEO, NITI Aayog and the evaluation of the Central sector schemes was to be organized by the Administrative Ministries/Departments. For those CSS/CS schemes, where the evaluation has not be done, appropriate budget cuts would be made in FY 2021-22.
- xx. The approval for continuation of the schemes may be sought if the evaluation report for the scheme shows positive results and brings out that though the scheme has been effective in achieving its previously laid down objectives /targets, still there is need to continue the scheme in view of its mandate, performance and/or scaling up of targets. Depending upon the findings of the outcome review of the schemes and also on resource constraints, schemes can be continued in its present form or with necessary modifications. (However, depending upon the resource constraints, fiscal space and evolving priorities of Gol, even schemes with positive evaluation reports may in some cases have to be discontinued.)
- xxi. Recommendations of 15th Finance Commissions wherever relevant to the sector would also be considered as and when it is available. This will be taken into account while deciding the expenditure allocation for schemes pertaining to a particular sector.
- xxii. It may be ensured that among schemes which are proposed for continuation, there should be no scheme where the competent authority specifically decided to terminate the scheme at the end of 14th Finance Commission cycle.
- xxiii. It has been constant endeavour of the Government to rationalize the scheme through merging, restructuring or dropping existing schemes / sub schemes that

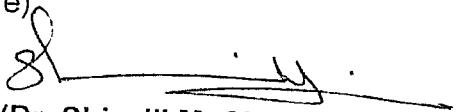
are duplicate or have become redundant or ineffective with passage of time. Before bringing the proposal for continuation of schemes, necessary rationalization of existing schemes should be ensured by administrative Ministries/ Departments. The Department of Expenditure reserves the right to merge, restructure or drop any existing scheme/sub scheme in consultation with administrative Ministry/Department to improve economy of scale for better outcomes.

xxiv. As per delegation of Financial Powers, Scientific Ministries/Departments have been delegated the powers to appraise Projects/Schemes through Departmental EFC(s) irrespective of their financial outlays (except those involving setting of new Autonomous Body, institutes of National importance, Central Universities or Deemed to be Universities, SPVs, etc.) chaired by respective Secretaries. However, the delegated powers are subject to 'in-principle' approval of DoE. Hence, these Ministries/Departments may hold EFC meeting for continuation of their schemes beyond 31.03.2021 only after 'In-Principle approval' for the outlay of their schemes for the 5 year period (2021-22 to 2025-26) is accorded by the Department of Expenditure.

xxv. With regard to the Infrastructure projects of Ministries/Departments such as Ministry of Road Transport & Highways, Ministry of Railways, Ministry of Shipping, Ministry of Power, etc., a review will be done separately for which communication will be issued subsequently.

3. The appraisal of the schemes of various Ministries/Departments is expected to be scheduled in the months of February and March, 2021. The detailed schedule will be circulated subsequently. It may be noted that no scheme will be allowed to continue beyond 31st March, 2021 if the appraisal for continuation is not completed by then. Therefore, the Ministries/Departments are requested to complete all the due process and get their scheme appraised, adhering strictly to the timelines.

4. This issues with the approval of Secretary (Expenditure)



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All Secretaries to the Government of India
All Financial Advisers to Ministries/Departments
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FORMAT FOR APPRAISAL OF CONTINUATION OF SCHEMES

Note: For the schemes which are part of an umbrella scheme the details for both Part A and Part B of the format should be provided. In such cases, Part B should be filled for each scheme separately under the Umbrella.

For Standalone schemes details for Part B is only required.

Part A

1. Name of the Umbrella scheme under which scheme is to be continued
2. Total outlay of the umbrella scheme; Scheme-wise and year-wise (In case of Umbrella CSS, specify the overall Central Govt. and State Govt. shares)
3. In case of centrally sponsored umbrella scheme, specify central components (100% funded for central government) and state components (shared between centre/state/UTs)

Part B

1. Name of the scheme
2. Objectives of the scheme
3. Background of the scheme
4. Whether Central Sector (CS) scheme/Centrally sponsored scheme
5. Total Proposed outlay (Component-wise and Year-wise)
6. Actual Expenditure of the ongoing scheme in last 3 years
7. Approved output/outcome of ongoing scheme year wise and achievements (in a tabular form)
8. Existing and proposed funding pattern (in a tabular form) along with rationale.
9. Major findings of evaluation / outcome review and comments of the Ministry / Department on each observation of the scheme (Attach evaluation report)

10. Major changes / departure proposed from earlier scheme along with justification
11. Major changes in costing norms, if any
12. Convergence architecture with other central government schemes
13. Rationale for continuation
14. Proposed output/outcomes year-wise
15. Sunset date
16. Details of posts created for the Scheme (Regular/Contractual separately) and the number of persons engaged against them with annual financial implications
17. Any additional posts proposed to be created with annual financial implication.
18. Comments of other stakeholders including Ministries/Departments/NITI Aayog and response thereon (in a tabular form)