

**Centrally-sponsored Pilot Scheme of**  
**PRADHAN MANTRI**  
**ADARSH GRAM YOJANA**  
**(PMAGY)**

**GUIDELINES**



**MINISTRY OF SOCIAL JUSTICE AND EMPOWERMENT**

**Government of India**

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# Centrally-sponsored Pilot Scheme of “Pradhan Mantri Adarsh Gram Yojana”

## GUIDELINES

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# Centrally-sponsored Pilot Scheme of “Pradhan Mantri Adarsh Gram Yojana”

## GUIDELINES

### 1. Background

1.1 Scheduled Castes, who constitute 16.2% of our population as per last (2001) Census, have historically suffered social disabilities and educational and economic deprivation arising out of them. Accordingly, special provisions have been enshrined in the Constitution for advancement of their interests. These provisions range from measures to remove any kind of social disabilities imposed on them to ensure equality of opportunity in every sphere, to measures of positive discrimination to bring them on par with rest of the population.

1.2 Securing "**to all its citizens, JUSTICE, social, economic and political**" is the first goal mentioned in the Preamble to the Constitution of India. Article 46 of Part IV ("Directive Principles of State Policy") of the Constitution enjoins upon the State to promote with special care the educational and economic interests of the weaker sections of the people, in particular, of the Scheduled Castes and the Scheduled Tribes. Article 38 (2) in the same Part also enjoins upon the State to minimise inequities in income, and to endeavour to eliminate inequalities in status, facilities and opportunities, not only amongst individuals but also amongst groups of people residing in different areas or engaged in different vocations.

1.3 Special safeguards provided in the Constitution for Scheduled Castes are listed at [Annexure I](#).

### 1.4 Areas of SC concentration

1.4.1 Population of SCs according to the Census 2001 was 16.67 crores which constituted 16.2% of the total population. About 80% of the SC population is in rural areas. The highest proportion of SC population is in Punjab. Four States –Punjab (28.9%), Himachal Pradesh (24.7%), West Bengal (23%) and Uttar Pradesh (21.2%) - have more than 20% population belonging to SCs. [Annexure II](#) gives, in descending order, State/UT-wise percentage of SC popn.

1.4.2 According to Census, 2001, Cooch Bihar in West Bengal is the only District in the country with >50% SC population. Two more Districts, namely Sonbhadra in Uttar Pradesh, and Nawanshahar in Punjab, have >40% SC population. No. of Blocks in the country with >40% SC population is 135, out of which 34 have >50% SC population. In 71,419 villages SCs constitute >40% of the total population, which includes 44,080 villages with >50% SC population. The State/UT-wise break up of Districts, Blocks and Villages with >50% and >40% SC population, with States arranged in descending order in terms of no. of villages with over 40% SC population, is at [Annexure III](#).

1.4.3 The Govt. has taken a no. of initiatives for development of SCs, which have yielded positive outcomes, and have also resulted in narrowing the gap between the Scheduled Castes and rest of the population. However, the objective of bringing SCs at par with the general population is still far from being achieved. The gap between SCs and the total population, measured in terms of indicators of socio-economic and educational development as well as in access to basic amenities, is summarized in a statement at [Annexure IV](#).

## 1.5 Development of Scheduled Castes: Efforts so far

1.5.1 In view of the disabilities suffered by the Scheduled Castes and serious social and economic disparities between Scheduled Castes and the general population, a large no. of initiatives have been taken by the Government, some of which are mentioned below.

### 1.5.2 Special Component Plan (SCP) for SCs/Scheduled Castes Sub-Plan (SCSP)

1.5.2.1 The strategy of **Special Component Plan (SCP) for Scheduled Castes** was evolved in 1979, with objectives similar to the Tribal Sub Plan, i.e. to expedite socio-economic development of the Scheduled Castes. However, in contrast to the Tribal Sub Plan which focused on the area development approach to provide necessary facilities in areas of tribal concentration, SCP was envisaged to help poor SC families through composite economic development programmes to cover all the major occupational groups amongst SCs such as agricultural labourers, marginal and small farmers, share-croppers, fishermen, sweepers, and scavengers and urban unorganised labourers below the poverty line. In addition, SCP also sought to improve the living condition of SCs through provision of drinking water supply, link roads, house sites, establishment of services such as primary schools, health centres, veterinary centres, panchayat ghars, nutrition centres, rural electrification, common work places, common facility centres etc. in the "SC bastis". Though the term "SC bastis" was not defined in terms of concentration of SC population, it was envisaged that community investments in infrastructure, located in SC bastis/mohallas/localities, may be included in SCP. It was suggested that wherever 51% of the beneficiaries are of the Scheduled Castes and not less than 50% of the benefits go to SC, the entire outlay could be shown under SCP.

1.5.2.2 The name SCP was changed to "**Scheduled Castes Sub Plan**" (SCSP) in 2006. Consolidated guidelines on formulation, implementation and monitoring of SCSP were issued by the Planning Commission to State Govts. and Central Ministries in October, 2005 and December, 2006, respectively. These guidelines, inter alia, envisage the following:

- (i) Kind of outlays which can be categorized as SCSP
  - Only schemes which ensure direct benefit to individuals or families belonging to Scheduled Castes may be included
  - Outlay on area oriented schemes directly benefiting Scheduled Castes hamlets/villages having a majority of SC population may be included

- Priority to be given for providing basic minimum services like primary education, health, drinking water, nutrition, rural housing, rural electrification and rural link road
  - Schemes to develop agriculture and allied activities like animal husbandry, dairy etc. that provide a source of livelihood to the SC population should be included
  - Innovative projects that draw upon institutional finance to supplement plan allocations may be drawn up
  - Wage component, especially under rural employment schemes, should not be included
- (ii) Earmarking of funds for SCSP in the total Plan at least in proportion to SC population
  - (iii) Placing the earmarked funds under a separate budget-head
  - (iv) Making the Deptt. concerned with SC Welfare in States the nodal Deptt. and constituting a dedicated unit in every Central Ministry/Deptt. for formulation and implementation of SCSP
  - (v) Making the SCSP funds non-divertible and non-lapsable.

### 1.5.3 Schemes of the Ministry of Social Justice and Empowerment

In addition to the overall strategy of SCSP, a number of schemes are being implemented for the welfare and development of SCs, including schemes by the Ministry of SJ&E, which can be broadly categorized into following groups:

- ❖ Schemes of Educational Development
- ❖ Schemes of Economic Development
- ❖ Social Empowerment and Other Schemes

List of programmes of the Ministry of SJ&E in the above three categories is given in [Annexure V](#).

### 1.5.4 Important Programmes of Other Ministries

There are many other programmes of the Government which, though covering all social groups, are specially relevant for SCs. Some of these programmes form part of "Bharat Nirman", and include other flagship programmes like Integrated Child Development Services, Sarva Shiksha Abhiyan, Mid Day Meal, National Rural Health Mission etc. Major programmes of the Central Govt., other than of the Ministry of SJ&E, which are specially relevant for SCs, have been summarized in [Annexure VI](#).

1.5.5 Schemes listed in Annexures V and VI, and other relevant schemes of Central and State Govts. should be implemented in a convergent manner in the villages selected under PMAGY .

## 1.6 Lack of area approach so far in SC Development

Except for the SCSP to a certain extent, most of the schemes/ programmes for SCs have centered on individual beneficiaries. This strategy has been largely dictated by the fact that the SC population is relatively scattered - in contrast to the

Scheduled Tribes, who generally live in contiguous, identifiable pockets. While it is true that SC population is not as geographically concentrated as the ST, they also do have pockets of concentration which need special attention in terms of integrated development, as mentioned in section 1.4 above.

## **1.7 Announcement in the Budget Speech, 2009-10**

The Finance Minister, in his Budget Speech, 2009-10, delivered on 6.7.2009, announced launching of a new scheme, namely “Pradhan Mantri Adarsh Gram Yojana”, on pilot basis, to cover 1000 villages with more than 50% SC population. The relevant para of the speech reads as under:

*“Pradhan Mantri Adarsh Gram Yojana (PMAGY)*

46 (v) There are about 44,000 villages in which the population of Scheduled castes is above 50 percent. A new scheme called Pradhan Mantri Adarsh Gram Yojana (PMAGY) is being launched this year on a pilot basis, for the integrated development of 1000 such villages. I propose an allocation of Rs. 100 crore for this scheme. Each village would be able to avail gap funding of Rs. 10 lakh over and above the allocations under Rural Development and Poverty Alleviation Schemes. On successful implementation of the pilot phase, the Yojana would be extended in coming years.”

The pilot PMAGY scheme is being launched in 2009-10 in pursuance of the above announcement.

## **2. Vision of an “Adarsh Gram” (Model Village)**

2.1 A Model village is one which has adequate physical and institutional infrastructure, in which minimum needs of all sections of the society are fully met, they live in harmony with each other, as also with the environment, and a village which is progressive and dynamic. These villages should be covered with all the facilities necessary for dignified living, creating thereby an environment in which all its residents are enabled to utilise their potential to the fullest. These villages should, inter alia, satisfy the following norms:

### **I. Physical Infrastructure**

- i. Should be connected to the nearest major road by an all-weather road. Likewise, in case of a multi-hamlet village, all hamlets should be connected with each other by an all-weather road.
- ii. Access for all to safe drinking water on a sustainable basis.
- iii. All houses should have electricity.
- iv. The village should have slush-free internal roads, and adequate street lighting.
- v. Village should have adequate communication facilities, such as post-office, telephones, and, if possible, internet, and Bharat Nirman Common Service Centre (being established by the Deptt. of Information Technology).
- vi. Availability of adequate banking facilities through regular (brick and mortar) branches in the village or in close proximity, and through Business Correspondent/Business Facilitator Model.

- vii. All residents should have adequate housing, and there should be no homeless family.

## **II. Sanitation and Environment**

- viii. The village should have a high degree of sanitation- it should be free from dry latrines, and open defecation, and should have sanitary toilets, drains and an efficient waste disposal system. It should, as far as possible, fulfil "Nirmal Gram Puraskar" norms.
- ix. The Village should take care of its environment through (1) planting trees, (2) water harvestation and maintenance of water bodies (3) use of renewable sources of energy, such as biogas, solar energy, wind energy, (4) use of smokeless chulhas, etc.

## **III. Social Infrastructure, Human Development and Social Harmony**

- x. Should have an Anganwadi centre and schools of appropriate levels.
- xi. The village should have adequate and attractive building for its anganwadi, school, health centre, panchayat, and community hall.
- xii. The village should have adequate facility for sports and other physical activities.
- xiii. All children in the age-group of 3-6 should be enrolled in, and regularly attend the Anganwadi. Likewise, all children in the 6-14 age group should be enrolled in, and regularly attend school.
- xiv. All adults should be at least functionally literate, and should have access to facilities for continuing education.
- xv. Access for all to primary health care and Reproductive Child Health (RCH) facilities, with proper pre-natal and ante-natal care for mothers.
- xvi. 100% institutional deliveries, full immunisation of children, and observance of the small family norm.
- xvii. The village as a community should take special care of its women, children (especially girls), senior citizens, and persons with disabilities.
- xviii. There should be no public consumption of liquor or any other intoxicating substances, and their use in general should be discouraged.
- xix. The village should have an active Gram Sabha/Gram Panchayat, women's/swarozgaris' Self-help Group, youth club and mahila mandal.
- xx. There should be no caste-based discrimination, complete eradication of untouchability, and a due sense of security and dignity among the weaker sections.
- xxi. Residents of the village should be aware of and exercise their constitutional and legal rights. Likewise, they should also be aware of and discharge their fundamental and civic duties.

## **IV. Livelihood**

- xxii. All youth and adults of the village should have adequate employment and means of livelihood, and there should be adequate arrangements for development of skills among them, so that as many of them as possible are in skilled employment.



- xxiii. Progressive and efficient practices, based on new technology, should be used in all the economic activities pursued in the village, especially in agriculture, animal husbandry, fisheries etc.
- xxiv. Should have adequate access to remunerative prices for agricultural and other produce of the village.

## 2.2 Physical and socio-economic infrastructure in the Model Village

In order to develop a village into a model village, it is necessary to ensure that the village has adequate physical and socio-economic infrastructural facilities for its inhabitants. The ideal situation for a model village in terms of its physical and social infrastructural facilities can be conceived in the following framework.

### Envisaged Physical and socio-economic Infrastructure of a Model Village

PHYSICAL	SOCIO-ECONOMIC
• Road Network	• Education & Skill Development
• Water Supply	• Health care
• Sanitation	• Post Office and Bank
• Street lights	• Livelihood security
• Housing	• Physical Security
	• Services for Persons with Disabilities and Senior Citizens etc.

## 3. Objective of the Scheme

In the above background, objective of PMAGY would be:

To ensure integrated development of the selected 1000 villages with more than 50% SC population into “model villages” so that, inter alia,

- (i) They have all requisite physical and social infrastructure for their socio-economic development, and satisfy the norms mentioned in para 2.1 to the maximum possible extent.
- (ii) Disparity between SC and non-SC population in terms of common socio-economic indicators (e.g. literacy rate, completion rate of elementary education, IMR/MMR, ownership of productive assets, etc.) is eliminated, the indicators are raised to at least the level of the national average, and :
  - a. All BPL families, especially those belonging to SCs, have food and livelihood security, and are enabled to cross the poverty line and earn an adequate livelihood,
  - b. All children complete at least eight years of education, and
  - c. Incidence of malnutrition, especially among children and women, is eliminated.
- (iii) Untouchability, discrimination, segregation, and atrocities against SCs are eliminated, as are other social evils like discrimination against

girls/women, alcoholism and substance (drugs) abuse, etc., and all sections of society are able to live with dignity and equality, and in harmony with others.

The above objectives are intended to be achieved in a time span of about three years.

#### 4. Approach and Strategy

##### 4.1 Approach

Integrated development of selected villages will be primarily achieved through implementation of existing scheme of Central and State Govts. in a convergent manner. Gap-filling funding of Rs. 10.0 lakh per village on an average will be provided by the Central Government **(with expectation of a matching grant from the State Govts.)** for meeting special requirements of villages which cannot be met from existing schemes, in the short term.

Efforts will also be expected to be made to rope in Public Sector Undertakings (PSUs) and also the private corporate sector, in the development of selected villages, and to dovetail their initiatives under Corporate Social Responsibility (CSR) with PMAGY.

##### 4.2 Strategy

Main components of the strategy to achieve each of the above objectives, alongwith the indicative list of corresponding ongoing programmes, are given in tabular form below:

Sl. No.	Objectives	Strategy	Indicative list of Programmes
1.	Provision of requisite physical and social infrastructure in selected villages	Convergent implementation of various ongoing programmes, with necessary supplementation/ gap-filling	As given in <a href="#">Annexures V and VI.</a>
2.	All the BPL families, especially those belonging to SCs, are enabled to cross the poverty line and earn adequate livelihood, and have adequate social security	<b>(i)</b> Rural poverty alleviation programmes to be implemented in a manner to ensure flow of adequate benefits to SCs <b>(ii)</b> To ensure adequate access to bank loans, entrepreneurial training, and marketing support to SC farmers, artisans, craftsmen, traders	<ul style="list-style-type: none"> <li>• National Rural Employment Guarantee Programme,</li> <li>• Swarnjayanti Gram Swarozgar Yojana,</li> <li>• Prime Minister's Employment Generation Programme</li> <li>• National Social Assistance Programme               <ul style="list-style-type: none"> <li>➤ Indira Gandhi National Old Age Pension Scheme (IGNOAPS)</li> <li>➤ Indira Gandhi National Widow</li> </ul> </li> </ul>

			<ul style="list-style-type: none"> <li>➤ Pension Scheme (IGNWPS)</li> <li>➤ Indira Gandhi National Disability Pension Scheme (IGNDPS)</li> <li>➤ National Family Benefit Scheme (NFBS) and</li> <li>➤ Annapurna.</li> </ul>
3.	The SCs are able to live with dignity and equality with the others	<p><b>(i)</b> Better enforcement of legal provisions for the protection of weaker sections, especially SCs</p> <p><b>(ii)</b> If the village has been Identified as an atrocity-prone area, taking a slew of measures to improve SCs' security therein.</p> <p><b>(iii)</b> To restore lands/houses to SC land/house-owners, who have been unlawfully dispossessed.</p>	<ul style="list-style-type: none"> <li>• Awareness building programmes- especially of the State Govt.</li> <li>• Scheme for Implementation of the Protection of Civil Right Act, 1955 and the Scheduled Castes and the Scheduled Tribes (Prevention of Atrocities) Act, 1989</li> <li>• Schemes of Assistance to NGOs working in the field of social equality</li> </ul>

## 5. Selection of States and Villages for the Pilot Scheme

5.1 As mentioned in para 1.4.2 above, there are 44,080 villages, spread across 25 States and 2 UTs, having more than 50% SC population. As per the budget announcement, only 1,000 of such villages will be covered in the first year in the pilot phase, i.e. 2.3% of the total villages with >50% SC population. In the pilot phase it is proposed to implement the scheme in five States, representing five regions of the country, as per details given below:

Sl.No.	Region	State	Total No. of villages with >50% SC Popn.	No. of villages proposed to be selected for Pilot Phase
1	North	Uttar Pradesh	10,266	225
2	East	Bihar	2,476	225
3	West	Rajasthan	2,467	225
4	South	Tamil Nadu	2,169	225
5	North East	Assam	883	100
	<b>Total</b>		<b>18,261</b>	<b>1,000</b>

5.2 States are advised to, as far as possible, select all the villages for the pilot phase from one district only. However, if a State feels strongly, it will, for sufficient reasons, be allowed to select the villages from 2-3 contiguous districts. This will ensure focused attention to the pilot scheme. States will also be advised to give preference to more backward districts while making selection under the scheme.

5.3 Number of districts in each of the above five States, each of which has more than the number of villages to be selected from the State (i.e. 100 in Assam and 225 in other four States) is given at [Annexure VII](#). It would thus be seen that each of the five States has at least one district which, by itself, has the number of villages to be selected from the State under PMAGY. States will therefore be expected to, as far as possible, select all the villages for the pilot phase from one district only. However, if a State feels strongly, it may, for sufficient reasons, select the specified no. of villages from two - or a maximum three - contiguous districts. This will ensure focused attention to the pilot scheme in a compact way.

## **6. Target Group**

While the proposed scheme will generally cover all sections of society living in the selected villages with more than 50% SC population, special focus will be on development of weaker sections like:

- Scheduled Castes,
- Scheduled Tribes,
- Women and children,
- Persons with disability, and
- the destitute.

## **7. Components of the Scheme**

The proposed scheme will have two main components. The two components and their sub-components will be as follows:

### **I. Territorial Area-related Component**

- i. Convergent implementation of existing schemes
- ii. Gap-filling

### **II. Functional Area-related Components**

- i. Strengthening of Administrative Machinery for planning, implementation and monitoring, including by training/orientation of key personnel
- ii. Technical Resource Support for the Scheme
- iii. Awareness Generation and Publicity
- iv. Management Information System (MIS)
- v. Evaluation
- vi. State and National-level Awards for Best Performing Villages

Details of the above components/sub-components are given below:

### **I. Territorial Area-related Component**

The first component of the proposed scheme is territorial in nature, and is centred on individual villages. It will have following two sub-components:

- (i) Convergence
- (ii) Gap-filling

## **i. Convergence**

A number of schemes are being implemented by the Central Government for providing physical and social infrastructure, poverty alleviation etc. While some of these aim to attain universal coverage within a stipulated time-frame, there are other major flagship programmes which are also specially relevant for SCs. A list of schemes of the Ministry of Social Justice and Empowerment for development of SCs are at [Annexure V](#), while a list of universalized and other major programmes of other Ministries/Deptts. of Central Govt. is given at [Annexure VI](#). Besides, there are a number of schemes being implemented by the State Governments also.

The integrated development of villages with SC concentration will be achieved primarily through convergent implementation of existing Central and State schemes. Based on the development deficit of the area, the role of various existing schemes in bridging these gaps will be worked out at the level of Gram Panchayat, which will prepare the village plan. In order to ensure that the benefits of all the major development programmes converge at the identified villages with SC concentration, so as to ensure availability of all the necessary services, it is proposed that:

- Necessary instructions will be issued by the concerned Ministries/Departments/State Govts. to cover the selected SC concentration villages on priority under the universalized programmes.
- In regard to non-universalised schemes also, State Govts. will ensure that all the villages selected under PMAGY are necessarily covered by them within the XI Plan.
- State Governments will also be requested to modify their schemes, to the extent necessary, to cover selected villages on priority.
- The strategy of SCSP will be effectively utilized to direct resources and associated benefits from the schemes of Central and State Governments towards the selected villages.
- All universalized programmes will be implemented in the selected villages in such a way that all eligible beneficiaries, especially SC beneficiaries, are fully covered.

It may, however, be noted that the list of non-universalised programmes mentioned in Annexure VI are in the nature of a **menu of schemes**. These are to be implemented in the selected villages, depending upon needs of the village, and the parameters of the Scheme.

## **ii. Gap-filling**

This component will be used for meeting specifically identified developmental requirements of selected villages which cannot be met under the existing schemes of the Central and State Governments. For this purpose,

gap-filling funds for every selected village will be provided under PMAGY at **an average rate**, of Rs. 10 lakh per village.

Only activities of a **non-recurring nature** would be funded through the gap-filling component. It will not be permissible to incur expenditure on recurring items like staff salaries, office expenses, etc. from this component. Purchase of vehicle and office equipment will also not be permissible.

An indicative list of purposes for which money may be provided through the gap-filling component is as under :

- Anganwadi and Health Sub-Centre building (where it is not likely to be built under existing schemes in the near future),
- Housing for women teachers,
- Panchayat building and Community Hall,
- Facilities for sports and physical activities,
- Paved streets, culverts, and pukka covered drains
- Information/internet Kiosk

## **II. Functional Area-wise Components**

### **i. Strengthening of Administrative Machinery**

Besides strengthening of the administrative machinery through additional manpower, this will include training to key personnel in discharging their assigned responsibilities. The capacity of the functionaries at the Gram Panchayat, Block Panchayat and District Panchayat will need to be enhanced through basic training in areas of Planning, implementation and monitoring. Besides, training of State level functionaries will also be organized. The training programmes will give priority to the competencies required for effective planning, implementation and social audit. Efforts would be made to dovetail with the existing training programmes of the Ministry of Panchayati Raj, for this purpose.

To effectively carry out planning, statistical work, implementation, coordination and **monitoring of the scheme at these levels**, administrative **machinery would need to be strengthened**. For this purpose, State Governments will be expected to provide additional manpower at the District, and Block levels on the following pattern:

- (i) For **each District with more than 100 selected villages**- A District Coordinator, and one assistant.
- (ii) For **each Block with more than 20 selected villages**- A Block Coordinator, with an assistant.

At the Gram Panchayat level, State Govt. could consider paying an honorarium to a suitable village level functionary (e.g. Secretary of the Gram Panchayat) who is given nodal responsibility for PMAGY.

Levels and pay scales of the posts suggested at the District and Block level will be decided by the State Govts., keeping local parities in view, and they would be expected to be filled by deputation or on contract, so as not to create any long-term recurring liability. Central assistance for the above posts will be given, **on re-imburement basis**, upto a maximum of 3% of the assistance released to the State under the gap-filling component. Beyond this, expenditure towards this component will have to be borne by State Govt.

## **ii. Technical Resource Support for the Scheme**

At the national level, the National Institute of Rural Development, Hyderabad, will provide technical resource support to the Scheme. At the State level, the State Govt. will be expected to identify a suitable Institution for the purpose.

These institutions will perform, inter alia, the following functions:

- help in preparing guidelines for planning, appraisal, monitoring, etc. of the Scheme,
- develop model illustrative village plans, and
- prepare training modules and train key personnel connected with the Scheme.

A final view about State level institutions to be engaged will be taken by the concerned State Govt. in consultation with the Ministry of Social Justice & Empowerment. However, a suggestive list of Institutions which could be considered for the purpose at the State level is given at [Annexure VIII](#).

At district and lower levels, technical resource support by way of planning, monitoring and training of personnel may be tapped locally from amongst :

- District Rural Development Agencies (DRDAs)
- Agricultural Technology Management Agency (ATMA) established under the scheme "Support to State Extension Programme for Extension Reforms" of Deptt. of Agri. & Coop.
- Local Colleges ( esp. faculty members from Economics and Sociology Deptts.)
- Panchayati Raj training institutions
- Any other training institution of State Govt. engaged in enhancing the planning capabilities of grass-roots level functionaries
- Reputed NGOs

## **iii. Awareness Generation and Publicity**

Awareness generation through Information, Education and Communication (IEC) in the selected 1000 villages and in the concerned Block and District, would be undertaken to give wide publicity to the scheme. Besides, social messages on various aspects relating to SCs will be disseminated. Awareness campaign to educate SCs of their rights, as also to

sensitise other sections of the society about the specific problems faced by SCs, would also be undertaken.

#### **iv. Management Information System (MIS)**

An effective MIS would be put in place under which a computerized database on selected villages, including baseline values of key indicators will be maintained, and change in these values after PMAGY intervention will be monitored. MIS will also be used for monitoring progress in implementation of various schemes whose convergent implementation is sought to be achieved in the villages, as also the activities undertaken under the “gap-filling” component.

The outlay proposed for this purpose will be utilized for the following items:

- a. Development of a suitable MIS software for the scheme
- b. Hiring of manpower, with appropriate skills, on short term contract, for operating the MIS
- c. Provision of computer facilities, where absolutely necessary, with internet connectivity

#### **v. Evaluation**

Independent evaluation of the scheme will be undertaken through reputed institutions working in the area of social sciences, management etc,. For this purpose, a baseline survey of the socio-economic development and availability of basic infrastructure in the selected villages will first be done.

#### **vi. State and National-level Awards for Best Performing Villages**

In each State, 3 best performing villages will be selected, on the basis of performance indicators to be evolved in due course. Selected villages will be given an award of Rs. 5 lakh each. Of the 3 villages from each State, which get State awards, a further selection of 3 villages from the country as a whole, will be made for being given National Awards of Rs. 10 lakh each.

### **8. Funding for Functional Area-wise Components**

For the six functional area-wise components, described above, assistance on pro-rata basis (i.e. as % of the outlay for territorial area-wise component) will be provided, as given below:



Sl. No.	Functional Area-wise Component	Estd. reqt. as % of outlay for territorial area-wise components
1	Strengthening of Administrative Machinery	upto 3% of gap-filling component on re-imburement basis
2	Technical Resource Support for the Scheme	1%
3	Awareness Generation and Publicity	1%
4	Management Information System (MIS)	
5	Evaluation	
6	Awards to Best-performing Villages [5 lakh X 3 State awards X 5 States= 75 lakh] + [10 lakh X 3 National Awards=30 lakh]  Total 1.05 Crore	1%
	Total	6%

## 9. Time frame for completing activities under the two components of the Scheme

Activities to be undertaken under the gap-filling component will be expected to be completed within one year of the launch of scheme. Convergent implementation of the existing scheme, however, will continue in order to ensure achievement of basic “model village” milestones, as far as possible, within three years. Within the activities to be undertaken through convergent implementation, those relating to development of physical infrastructure will be expected to be completed within one to two years. Improvement in social indicators, such as infant mortality, maternal mortality, universal immunization, 100% institutional delivery, 100% retention in schools of children in the group 6-14 may be accomplished within 3 years.

## 10. Monitorable Targets

PMAGY will aim at overall development of selected villages so as to provide them with all the necessary facilities to ensure that the disparity between SC and non-SC population in terms of common socio-economic indicators is eliminated and the indicators are raised to at least the level of the national average. The performance of the scheme will be specifically monitored in terms of achievement of following targets at the end of third year of the PMAGY implementation:

- As far as possible, elimination of poverty, but reduction in its incidence by at least 50% within three years.
- Universal adult literacy
- 100% enrolment and retention of children at the elementary stage (I-VIII).
- Reduction of infant mortality rate (per thousand live births) to 30 and maternal mortality rate (per lakh) to 100, by 2012.
- Village should fulfil the Nirmal Gram Puraskar norms of the Deptt. Of Drinking Water Supply, M/o Rural Devt.

- Access to safe drinking water facility to all villagers on a sustainable basis.
- 100% institutional deliveries for pregnant women
- Full immunisation of children
- Achieving all weather road connectivity to the village
- 100% registration of deaths and births in the village
- No child marriages, and child labour
- No public consumption of liquor and other intoxicating substances
- 100% allotment of IAY houses to all eligible families

Above targets are expected to be achieved by the end of the third year of implementation of the PMAGY.

## **11. Conditions for release of Central assistance towards gap-filling component and submission of proposals by State Govts. for the purpose**

State Governments will be required to fulfill following conditions to be eligible for receiving Central assistance towards gap-filling component:

- Concurrence to implement the scheme broadly in conformity with its parameters
- Identification of requisite no. of villages in one district or in 2-3 preferably contiguous Districts
- Agreement to prepare a benchmark database in respect of each selected village, by 15<sup>th</sup> June, 2010
- Agreement to achieve scheme's objectives in a roughly three year time frame.
- Listing of State Plan schemes relevant for PMAGY (on the lines of Central schemes mentioned in Annexures V and VI) and concurrence to implement all the Central and State Govts.' schemes in selected villages in a convergent manner.
- Identification of Technical Resource Support Institution at State and District level.
- Enunciation of State Policy about matching share of gap-filling
- Constitution of State-level Steering-cum-Monitoring Committee (see para 12.3 below).
- Designation of Programme Directors at the State, District, and Block levels (see para 12.3.4 below)

State Govts., after fulfilling above conditions, will send a proposal, based on which gap-filling funds would be released by the Central Govt. Proposal of the State Govt. should also clearly indicate its policy about providing matching share. While State Govts. are expected to provide a matching share towards gap-filling, it will not be mandatory.

## **12. Implementation Modalities at the Central, State, District, Block and Village levels**

### **12.1 Advisory Committees at the Central and State levels**

For over-all guidance and monitoring of the Scheme, Advisory Committees may be established at the Central and State levels. The Central Advisory Committee would be headed by the Union Minister of Social Justice and Empowerment (SJ&E). The State Advisory Committee may be headed by the State Minister for SJ&E or co-chaired by him with the State Minister for Rural development. These Committees may have a suitable no. of public representatives, besides representatives of concerned Ministries/Deptts. and bodies, as mentioned in the context of the Steering-cum-Monitoring Committees mentioned in paras 12.2. and 12.3 below.

## **12.2 Central Steering-cum-Monitoring Committee**

At the level of Central Govt., there will be a Central Steering-cum-Monitoring Committee, which will perform following functions:

- (i) Address day-to-day broad policy issues in implementation of the scheme
- (ii) Monitor implementation of the Scheme, and
- (iii) Issue supplementary implementation guidelines from time to time.

Composition of the Central Steering-cum-Monitoring Committee is at [Annexure IX](#). It will meet once every quarter.

## **12.3 State level Steering-cum-Monitoring Committee**

12.3.1 At the State level, all policy matter pertaining to PMAGY will be decided by a State level Steering-cum-Monitoring Committee, which will also lead and monitor its implementation. While the State Govts. will decide the composition of the State-level Steering-cum-Monitoring Committee, its suggested composition is given in [Annexure X](#).

12.3.2 Main functions of the State level Steering-cum-Monitoring Committee will be as follows:

- (i) To lay down State level guidelines for implementation of PMAGY, consistent with but in amplification of the Central guidelines- in particular, spelling out the manner in which District, Block and Gram Panchayats will plan, implement and monitor the Scheme.
- (ii) Identification of State Plan schemes which are also to be implemented convergently under PMAGY.
- (iii) Laying down State level guidelines for baseline survey.
- (iv) Defining role and responsibility of implementing agencies at various levels, namely, District, Block, Gram Panchayat, and Village level.
- (v) Approval of broad District level plan, with such instructions as it may consider necessary
- (vi) Monitoring of PMAGY

12.3.3 The State level Steering-cum-Monitoring Committee will meet at least once every quarter.

#### **12.3.4 Programme Director at various levels**

The Member-Secretary of the Central and State level Steering-cum-Monitoring Committee will act as the Programme Director, PMAGY, at the national and State levels, respectively. Similarly, the State Government would also designate a Programme Director at the District and Block levels. Normally the CEO of the District and Block level Panchayat would be expected to be designated as the District and Block level Programme Directors, respectively. The Programme Director will act as the Chief Executive for the PMAGY at their respective levels.

#### **12.4 Technical Resource Support and Capacity Building of key functionaries**

12.4.1 As mentioned above, identified institutions will provide Technical Resource Support for the scheme at the/Central and State level. Key functionaries involved in implementation of PMAGY will be given training in planning, implementation and monitoring of the scheme.

12.4.2 At the national level, the National Institute for Rural Development (NIRD), Hyderabad, will be the Technical Resource Support Institution, and will play the following role:

- (i) Preparation of Model illustrative village plan
- (ii) Orientation of State Govt. officials, officials of Technical resource Support Institutions, and key functionaries at Distt. and Block levels
- (iii) Preparation of model Implementation Manual for Distt., Block and Village levels.
- (iv) Guidelines for baseline survey.

12.4.3 State level Technical Resource Support Institutions will be required to do the following:

- (i) Adapt the NIRD manual to the needs and circumstances of the States, and prepare it in State's language,
- (ii) Orientation of Distt. and Block level officials,
- (iii) Orientation of Gram Panchayat functionaries at Distt. Level, and
- (iv) Adapt the NIRD guidelines for baseline survey, and prepare it in the language of the State.

#### **12.5 Baseline Survey of Selected Villages**

State Govts. will have a baseline database prepared for each village in respect of key indicators of socio-economic and educational development of the total village and the SCs living therein, about availability of basic infrastructure, and the critical gaps to be filled through PMAGY. Changes in these values after PMAGY intervention will be monitored.

#### **12.6 Preparation of Village Plans, and their Approval and Implementation**

12.6.1 The development plans will be need based. In order to ensure this, the preparation and appraisal/approval of Village plans will be decentralized. The

development plans for selected villages will be prepared at the Gram Panchayat level after discussion in the Gram Sabha. These plans will be appraised and consolidated at the Block Panchayat level, and transmitted to the District Panchayat. Village plans will be prepared, appraised/consolidated and approved by the Panchayati Raj Institutions, as described above, in light of broad parameters set by the State-level Committee.

12.6.2 For preparation of village development plans, following steps should be taken:

- (i) Identification of development needs of the village
- (ii) Identification of existing schemes which can be used for meeting above needs,
- (iii) Identification of needs, out of (i) above, which can not be met through existing schemes
- (iv) Prioritisation of needs identified in (iii) above, for optimal use of the gap-filling fund of Rs. 10.0 lakh (+ State contribution) , to ensure that most important needs of the village are met.

12.6.3 National institute of Rural Development (NIRD) is preparing some Model Illustrative Village Plans, which will be circulated to States. Based on this, for each State model village development plans should be prepared by the State-level Technical resource Support institution, to be identified by the State Govt, with NIRD's help, to the extent necessary.

12.6.4 Consolidated Plan for the District, giving broad feature and outlays, will be sent by the District Panchayat to the State Govt. for being considered by the State level Steering-cum-Monitoring Committee, mentioned in para 12.3. The Committee will consider and approve the plans with such broad policy guidance as it may deem fit. .

12.6.5 Once the District Plans are so approved, Village level plans will be approved by the District Panchayats, based on guidelines/directions/approval of the State level Committee.

12.6.6 Gap-filling funds for the selected villages in a State will be released to State Governments by the Ministry, on the basis of receipt of a consolidated proposal from them, and subject to the State fulfilling conditions stipulated in para 11 above.

## **12.7 Convergent Implementation of Ongoing Schemes: Modalities**

12.7.1 Convergent implementation of ongoing Central and State Plan Schemes in PMAGY villages will be achieved through the following steps:

- (i) Systematic listing of all Central & State Plan Schemes relevant for development of PMAGY villages (on the lines of Annex.VI listing Central Plan Schemes).

- (ii) Clear understanding of the basic features of each of the above schemes by persons and bodies responsible for planning, implementation and monitoring of PMAGY, and necessary capacity building for the purpose.
- (iii) Identification of (a) village needs, and (b) Schemes which can be utilized for satisfying those needs, and preparation of Village Dev. Plans (VDPs) on that basis.
- (iv) Clear directions by the State Govt. to all concerned Deptts., to make available adequate resources under the identified schemes to the PMAGY Villages ( and to corresponding district) in accordance with VDPs approved by the Distt. Panchayat, and time-bound implementation of the Schemes in such villages.
- (v) Officials of Deptts. responsible for the above Schemes being placed under the control of the Distt. Panchayat, to the extent not already done, so that they implement the Schemes as per Village Dev. Plan approved by the Distt. Panchayat. Also, making their officials at appropriate lower levels accountable to the concerned Block & Gram Panchayats.
- (vi) Effective coordination, monitoring and supervision of the convergent implementation process by the Gram, Block and Distt. Panchayats and the State Govt.

12.7.2 The above would, inter alia, require orders by the State Govt. to the concerned Deptts.

- a) placing them under the Distt. Panchayat, and
- b) to allocate resources under their schemes to PMAGY villages on priority in accordance with the Village Dev. Plans approved by the Distt. Panchayats, to the maximum possible extent.

12.7.3 In addition, convergent implementation would also require:

- (i) Capacity Building of Distt., Block and Gram Panchayats by the State and Distt-level technical resource support agencies.
- (ii) Adequate training to the Distt., Block and Panchayat Coordinators appointed under PMAGY.
- (iii) Nomination of a suitable Block-level Officer by the Block Panchayat for each PMAGY village, who will closely guide preparation of the Village Development Plan, and its implementation after approval by the Distt. Panchayat.

## **12.8 Review**

Performance under the Scheme will be reviewed by the Central level and State level Steering-cum-Monitoring Committees from time to time.

## 12.9 Timelines for various activities

As PMAGY seeks to develop selected villages into “model villages” in a time-bound manner, State Govts. are required to adhere to the following activity schedule, for various activities to be undertaken under the Scheme:

Sl.No.	Activity	Nodal Responsibility	Time Limit
1	Orientation meeting of State Govt. officials	M/o SJ&E and NIRD	20.3.2010
2	Receipt of proposals from State Govts.	State Govts.	25.3.2010
3	Sanction of Central assistance towards gap-filling component by the M/o SJ&E of Central assistance	M/o SJ&E	March/April, 2010
4	i) First meeting of the State-level Steering-cum-Monitoring Committee to lay down State-specific guidelines for preparation of Village Plans	State Govts.	15.4.2010
	ii) Issue of State-specific guidelines followed by orientation of District and Block level functionaries	State Govt. and State level Technical Resource Support Institutions	30.4.2010
5	Orientation of Gram Panchayat/Village level functionaries	Distt. Panchayat, DRDA and District-level Technical Resource Support Institution	15.5.2010
6	Benchmark Survey of selected Villages	State Govt.	15.6.2010
7	Preparation of Village Plan by the Gram Panchayat and its transmission to the Block Panchayat	Gram Panchayat	30.6.2010
8	Appraisal/Consolidation of Village Plan by the Block Panchayat	Block Panchayat	31.7.2010
9	Consideration of Village Plans by the District Panchayat and transmission of broad District Plan to the State level	District Panchayat	31.8.2010
10	Approval of the State-level Steering-cum-Monitoring Committee on the District level consolidated plans	State Govt.	15.9.2010
11	District Panchayat to accord final approval to the Village Plans, after incorporating advice of the State-level Steering-cum-Monitoring Committee	District Panchayat	30.9.2010
12	Implementation of gap-filling component	State Govt. and Panchayati Raj Institutions involved in implementation of the scheme	Upto 31.3.2011
13	Convergent implementation of existing schemes		From 2010-11 onwards (normally, upto 2012-13)
14	Achievement of targets under the Schemes mentioned in Sl.No. 13	-do-	By the target date laid down in the substantive scheme, or by 31.3.2013, whichever is earlier.

### 13. Monitoring

13.1 Monitoring of the scheme will be done at National, State, District, Block and Village levels, as per details given below:

<b>Level</b>	<b>Agency which will monitor</b>
National	Central Steering-cum-Monitoring Committee ( <b>Annexure IX</b> )
State	State-level Steering-cum-Monitoring Committee ( <b>Annexure X</b> )
District	District level Vigilance and Monitoring Committees constituted by the M/o RD vide its Order No. Q-13018/2/2002-A.I (RD) –Vol.II ( <b>Annexure XI</b> )
Block	Block Panchayat
Village	Gram Panchayat

Global Positioning System (GPS) based monitoring will also be used, as far as possible.

13.2 Flow of credit to PMAGY villages under Priority Sector Lending and Differential Rate of Interest Schemes will be monitored at various levels by the following existing Committees/agencies:

- i) State-level Bankers' Committee
- ii) District-level Coordination Committee of Banks, and District Lead Bank
- iii) Block-level Bankers' Committee

### 14. Social Audit

The Gram Sabha will be expected to undertake social audit of PMAGY, on the same lines as it is required to do under Section 17 of the National Rural Employment Guarantee Act, 2005.

### 15. Submission of Progress Reports

State governments are required to submit quarterly and annual progress reports on completion of activities envisaged to be undertaken under the Village Plans, in the prescribed proforma. The proforma for this purpose will be developed and circulated to the State Governments, in due course.