

## **Pradhan Mantri Adarsh Gram Yojana**

(PMAGY) is a rural development programme launched by the Central government in India in the financial year 2009–10 for the development of villages having a higher ratio (over 50%) of people belonging to the [scheduled castes](#) through convergence of central and state schemes and allocating financial funding on a per village basis.<sup>[1]</sup>

The plan is considered ambitious as it aimed to bring a number of development programs to the villages. Some of these programs are [Bharat Nirman](#), [Pradhan Mantri Gram Sadak Yojana](#) (PMGSY) for rural roads, water supply, housing, electrification and other big-ticket schemes like [Sarva Shiksha Abhiyan](#), [Mahatma Gandhi National Rural Employment Guarantee Act](#), [Integrated Child Development Services](#), sanitation. This program would be applicable to around 44,000 villages which had a scheduled castes population above 50% and so qualified for PMAGY

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## 1. Background

Scheduled Castes (SCs), who constitute 16.6% of our population as per 2011 Census, have historically suffered social and educational disabilities and economic deprivation arising therefrom. Accordingly, special provisions have been enshrined in the Constitution for advancement of their interests.

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 minimize inequities in income, and to endeavor 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.

Over the period of time SCs have suffered social, educational disabilities and economic deprivation Initiatives taken for development of SCs have yielded positive outcomes and have narrowed the gap between the SCs and the rest of the population Most welfare Schemes for SCs focus mainly on individual beneficiaries rather than on the integrated development of SC habitations. The highest proportion of SC population is in Punjab. To enable an area based development approach, a new scheme called the Pradhan Mantri Adarsh Gram Yojana (PMAGY) was launched on a Pilot basis during 2009-10. The Scheme is envisaged to be implemented in three stages:-

### a. Pilot Phase

The Pradhan Mantri Adarsh Gram Yojana (PMAGY) was launched on a Pilot basis during 2009-10. The Scheme aims at integrated development of villages in which the population of Scheduled Castes is above 50%. A total of 1000 villages from Tamil Nadu (225), Rajasthan (225), Bihar (225), Himachal Pradesh (225) and Assam (100) were selected for the Pilot phase, out of which 819 villages were declared as Adarsh Gram.

### b. Phase-I

Phase I was Started in March 2015. PMAGY was further extended to cover another 1500 villages across 11 States namely Andhra Pradesh (7), Assam(75), Chhattisgarh (175), Jharkhand (100), Haryana (12), Karnataka (201), Madhya Pradesh (327), Odisha (175), Punjab (162), Telangana (6) and Uttar Pradesh(260),out of which 140 villages were declared as Adarsh Gram.

### c. Phase-II

Under phase-II, the Scheme revised in October, 2018 .Its aim was to Bring focus on selected development indicators.It Provides framework for need assessment, preparation of Village Development Plans including convergence, administration and monitoring .The Villages with > 50% persons belonging to Scheduled Castes, and total population  $\geq$ 500 are included in this phase and Initially up to 10 such village in descending order of their SC population from each district are taken up. Total 4484 villages (390 of Phase-I) are to be covered under this phase. Total 71 villages in 9 districts of J&K were to be covered under Phase II out of 4484 villages.

2. Vision of an 'Adarsh Gram':- An 'Adarsh Gram' is one wherein people have access to various basic services so that the minimum needs of all the sections of the society are fully

met and disparities are reduced to a minimum. These villages would have all such infrastructure and its residents will have access to all such basic services that are necessary for a dignified living, creating thereby an environment in which everyone is enabled to utilize her/his potential to the fullest.

### 3. Objectives of the Scheme

The objective of this Scheme is to ensure integrated development of the selected villages with more than 50% SC population so that, inter alia, there is:

(a) Adequate Infrastructure: All requisite infrastructure necessary for the socio-economic development needs are to be provided under the Scheme.

(b) Improvement in Socio-Economic Indicators The identified socio-economic indicators, known as Monitorable Indicators, are to be improved so that the disparity between SC and non-SC population is eliminated and the level of indicators is raised to at least that of the National average. More specifically, all BPL SC families should have food and livelihood security, all SC children should complete education at least up to the secondary level, all factors leading to maternal and infant mortality are addressed and incidence of malnutrition, especially amongst children and women, is eliminated.

The particulars of the 50 Monitorable Indicators for various domains are listed in the next para. As such the Monitorable Indicators pertain to the following 10 domains:

- i) Drinking water and Sanitation
- ii) Education
- iii) Health and Nutrition
- iv) Social Security
- v) Rural Roads and Housing
- vi) Electricity and Clean Fuel
- vii) Agricultural Practices etc.
- viii) Financial Inclusion
- ix) Digitization
- x) Livelihood and Skill Development

The Monitorable Indicators will be taken into account while collecting the baseline data, monitoring the progress and declaring the selected villages as 'Adarsh Gram'. Each of the Monitorable Indicator is expected to be above the benchmark in order to obtain a Score of 2. A village can thus achieve a maximum Score of 100.

### 4. Approach and Strategy

Integrated development through implementation of existing schemes of Central and State Governments in a convergent manner Multiple round of funding introduced for villages selected during earlier phases (Phase-I) to enable further improvements Specifically identified developmental requirements of selected villages which cannot be met under any existing scheme of the Central and State Govts, to be undertaken from 'Gap-filling' fund. Expectation of convergence of at least 3 to 4 times of 'Gap-filling' fund from existing Central/State Schemes or with matching grants from State Governments While funds released under PMAGY are to be utilized within the one/two year of the Phase, the

Monitorable Indicators will be reviewed for a total of 5 years.

## 5. Components of the Scheme:

The Scheme will thus have two components as under:

- a. **Convergence of Schemes:** The twin objectives of providing adequate infrastructure and improving socio-economic indicators will be sought to be achieved by convergence of Schemes. The development deficit of the selected village arising out of the baseline data vis- Pradhan Mantri Adarsh Gram Yojana 11 à-vis the Monitorable Indicators will form the basis of convergence between the various existing Central as well as State Government Schemes.
- b. **'Gap-filling':** The specifically identified developmental requirements of the selected villages which cannot be met under any of the existing schemes of the Central and State Governments, would be undertaken from 'Gap-filling' fund under this Scheme. Activities only of nonrecurring nature would be funded through the gap-filling component. An indicative list of the purposes for which fund under the 'Gap-filling' component may be utilized is as under: 1. Development of Drinking Water and Sanitation Infrastructure 2. Setting up of Solid and Liquid waste disposal facilities 3. Construction and major Repairs of toilets in Schools and Anganwadis 4. Construction of Anganwadis 5. Construction of all-weather roads 6. Installation of Solar Lights and Street Lights

## 6. Preparation of Village Development Plan (VDP):

The purpose of the VDP is to prepare a comprehensive, realistic and practical blueprint for development of the selected Village into an 'Adarsh Gram' in a time-frame of about five years. The starting point for preparation of the VDP will be to carry out Needs Assessment of the important developmental needs for the village as a whole and for all the families/ individuals and for whom household survey will have to be carried out.

The Needs Assessment will get reflected in Format I, II, III-A and III-B. While Format I captures the Village level Data and Format II captures the Village level Infrastructural needs, Format IIIA captures the Family/Individual needs. Format III-B is a consolidation of Format III-A and thus captures the Family/Individual needs at the village level. As such Format II and Format III together capture information for each of the Monitorable Indicators listed in para 4. Format II and Format III-B also together capture the Action Plan proposed for fulfilling the Infrastructure and Family/Individual needs (gaps) for each of the Monitorable Indicators.

The Village Development Plan (VDP) is to be prepared as per Format IV, V and VI. Format IV and V are a consolidation of the Action Plans already captured in Format II and III-B and hence reflect the VDP for Infrastructure and Family/Individual needs respectively. Format IV and V also serve to monitor monthly progress of fulfilling the needs.

While planning for infrastructure it is to be noted that funds can be accessed from Central Schemes, State Schemes, PMAGY and also from SCA to SCSP Scheme and the same have to be specified in Format IV. Also, in the case of four Monitorable Indicators listed at 3.4, 3.5, 3.8 and 3.9 under para 4.1, only reasons for such gaps can be captured in Format III-A, III-B and V.

Format VI reflects the status of Monitorable Indicators. If this is based on the initial needs assessment, Format VI will be a reflection of the baseline position of the Monitorable Indicators. As and when needs are addressed, the socio-economic indicators will improve and Pradhan Mantri Adarsh Gram Yojana 12 hence Format VI can be accordingly updated. If

needs assessment is carried out every year, Format VI can then be comprehensively updated but in the meanwhile it can be updated monthly based on monthly progress captured in Format IV and V.

The whole exercise of the Need Assessment, data collection, gap analysis and preparation of VDP will be done by the Village PMAGY Convergence Committee. The VDP duly approved by the Gram Sabha of the village will be submitted to the District PMAGY Convergence Committee for further approval. While granting approval the District PMAGY Convergence Committee would ensure that the VDP is a robust plan with adequate and suitable convergence with other Schemes for saturating the infrastructure needs of the village and would lead to desired improvements in the Monitorable Indicators. Thereafter, it would be made a part of the Gram Panchayat Development Plan (GPDP).

#### 7. Selection of States and Villages

As per the Census 2011, there are 46844 villages having >50% Scheduled Castes population. These villages are spread over 570 districts of 25 States & UTs. Out of the villages having >50% SC population, only those with a total population  $\geq 500$  will be eligible for selection in descending order of their SC population in the first instance under the Scheme.

#### 8. Funding Pattern

For the New Villages Rs. 21 Lakh per village is envisaged under this scheme, Out of which Rs. 20 lakh for activities under the 'Gap filling' component and Rs. 1 Lakh for administrative & other expenses distributed amongst Centre, State, District and Village in ratio of 1:1:1:2.

#### 9. Flow of Funds

First instalment to be received from GoI on selection of villages to enable capacity building, awareness generation, need assessment, preparation of VDP & commencing infrastructure works identified.

Then the State Government to initially release funds to Districts for capacity building, administrative expenses, awareness generation & initiating non cost activities.

Then the 'Gap-filling' component to be released by State Government to Districts after approval of their VDPs by District PMAGY Convergence Committee.

Then District Administration will release funds to Gram Panchayats and line Departments for execution of works under their VDPs

Finally the Second instalment from GoI shall be released only after reasonable physical & financial Progress.

#### 10. Technical Resource Support :

At the National level, the National Institute of Rural Development & Panchayati Raj (NIRD&PR), Hyderabad, will provide technical resource support for the Scheme.

At the State and District levels, the State Institute of Rural Development (SIRD)/Extension Training Centers (ETCs) of NIRD&PR or any other reputed Institutions as identified and selected by the States/UTs, will provide technical resource support for the implementation of the Scheme.

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

1. Orientation of State Government officials and key functionaries at District Level.

2. Preparation of training modules for key functionaries at different levels.
3. Training of key functionaries involved in planning, implementation and monitoring of the Scheme at all levels.

#### 11. Training and Capacity Building

Convergent implementation of the ongoing Central and State Plan Schemes in PMAGY villages will require identification of the village needs, systematic listing of all Central & State Plan Schemes relevant for development of the PMAGY villages and preparation of the VDPs accordingly. Thus a clear understanding needs to be developed regarding the basic features of each of the above Schemes by persons and bodies responsible for planning, implementation and monitoring of PMAGY. The State Governments will take up necessary training and capacity building of the Scheme functionaries at all levels with the help of Institutes providing technical resource support.

#### 12. Awareness Generation and Publicity

Awareness generation through Information, Education and Communication (IEC) in the selected villages and in the concerned Blocks and Districts should be undertaken by the State Government /UT Administration to give wide publicity to the Scheme. Besides, social messages on aspects relating to the various socio-economic indicators of hygiene, health, nutrition etc. can be disseminated.

#### 13. Advisory Committees at the Central and State level

For over-all guidance and monitoring of the Scheme, Advisory Committees would be established at the Central and State level.

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. These Committees may have a suitable number of public representatives, besides representatives of concerned Ministries/Departments and bodies. Composition of the Central and State Advisory Committees is at Annexure VII.

The Advisory Committees may meet once every quarter but not less than twice in a year and will perform the following functions:

1. Address broad policy issues and ensure convergence in the implementation of the Scheme,
2. Monitor implementation of the Scheme,
3. Issue supplementary implementation guidelines from time to time.

#### 14. Steering-cum-Monitoring Committees at the Central and State Level

At the level of Central and State Governments Steering-cum-Monitoring Committees will be established, which will perform the following functions:

1. Address day-to-day broad policy issues and ensure convergence in implementation of the Scheme
2. Monitor implementation of the Scheme
3. Issue supplementary implementation guidelines from time to time.

Composition of the Central and State Steering-cum-Monitoring Committees is at Annexure VIII. These may meet once every quarter but not less than twice in a year.

#### 15. PMAGY Convergence Committees at the State, District and Village level

The PMAGY Convergence Committees will play a key role in the successful implementation of the Scheme. These Committees will ensure that PMAGY funds serve the purpose of gap filling while saturation in infrastructure and improvement of socio-economic indicators is achieved by way of convergence with various Central and State Schemes.

The Convergence Committees will also ensure that Need Assessment is carried out as per Formats I, II, III-A and III-B and that Action Plan and Progress Reports are monitored as per Formats IV, V and VI as well as Formats VII and VIII. The Convergence Committees, in short, will be responsible for both implementation of the Scheme and its monitoring.

The State PMAGY Convergence Committee will be headed by Principal Secretary, Social Welfare Department and would have Members from other concerned departments with which convergence would be required under the Scheme. Similarly, the District PMAGY Convergence Committee will be headed by the District Collector and would have Members from the other concerned Departments.

The Village PMAGY Convergence Committees will be headed by the Sarpanch of the village and will have all SC members of the Panchayat and concerned line officials viz. AWWs, Asha workers etc. This Committee would be responsible for conducting Need Assessment, baseline data, preparation of the VDP as well as implementation and monitoring of the Scheme in the village. The Committee will be assisted by one of the SC member of Panchayat from the village, who will be the Member Secretary for the Committee.

The Composition of the three convergence Committees will be as per Annexure-IX. While the State level Convergence Committee will meet once a quarter, the District and Village level Convergence Committees need to meet once a month to ensure smooth execution of the Scheme.

#### 16. Programme Directors at various levels

The Member-Secretaries of the Central and State level Steering-cum-Monitoring Committees will act as the Programme Director, PMAGY, at the National and State levels respectively. Similarly, the District Collector will be the Programme Director at the District level and he/she will be assisted by an officer of the rank of ADM, or the CEO of the District Panchayat/ Zila Parishad. At the village level, the Programme Director will be the Sarpanch. The Programme Directors will be responsible for successful implementation of the Scheme and its implementation as per the time frame prescribed in the next para at 17.

#### 17. Time Frame

The time limit for utilizing PMAGY funds will be two years from the date of release of funds for new villages and one year for villages under additional round of funding. Convergent implementation, however, will continue for another 3 years at least in all the selected villages in order to ensure maintenance of the basic 'Adarsh Gram' milestones, and stabilization and improvement in the Monitorable Indicators.

#### 18. Monitoring Mechanisms: Submission of Progress Reports, Monitoring, Management Information System (MIS), Evaluation and Social Audit

The Programme Director at District level will be responsible for submitting Monthly Progress Reports (MPRs) of each selected village as per formats IV, V and VI. In addition, the District PMAGY Programme Director will furnish the MPR as per Format VII while State PMAGY Programme Director will furnish the MPR as per Format VIII. All the Formats I to VIII are at Annexure-X.

The performance under the Scheme will be reviewed by the various Committees at different levels from time to time.

An effective & centralized MIS would be put in place, which would capture computerized database of the selected villages, including baseline values of the Monitorable Indicators. Improvement in these Indicators after PMAGY interventions begin will be monitored periodically. This MIS will also be used for monitoring the progress in implementation of the action planned under various Schemes whose convergent implementation is sought to be achieved in the villages, and also the activities undertaken under the 'Gap-filling' component.

The expenditure on development and implementation of the MIS would be made from the "administrative expenses" provided for under the Scheme and will be utilized for the following items:

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

Independent evaluations of the Scheme will be undertaken through reputed Institutions working in the area of Rural Development or Social Sciences or Management etc.

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.

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

To encourage the States to implement the Scheme in a holistic manner in their States, upto 03 best performing villages from each State/UT (one village for each 50 selected villages) will be selected on the basis of defined parameters by a designated Selection Committee to be constituted by the Ministry. For this purpose the selected villages will be given an award of Rs. 5 lakh each. Further, 03 villages amongst these villages will be selected for National Awards of Rs. 10 lakh each.