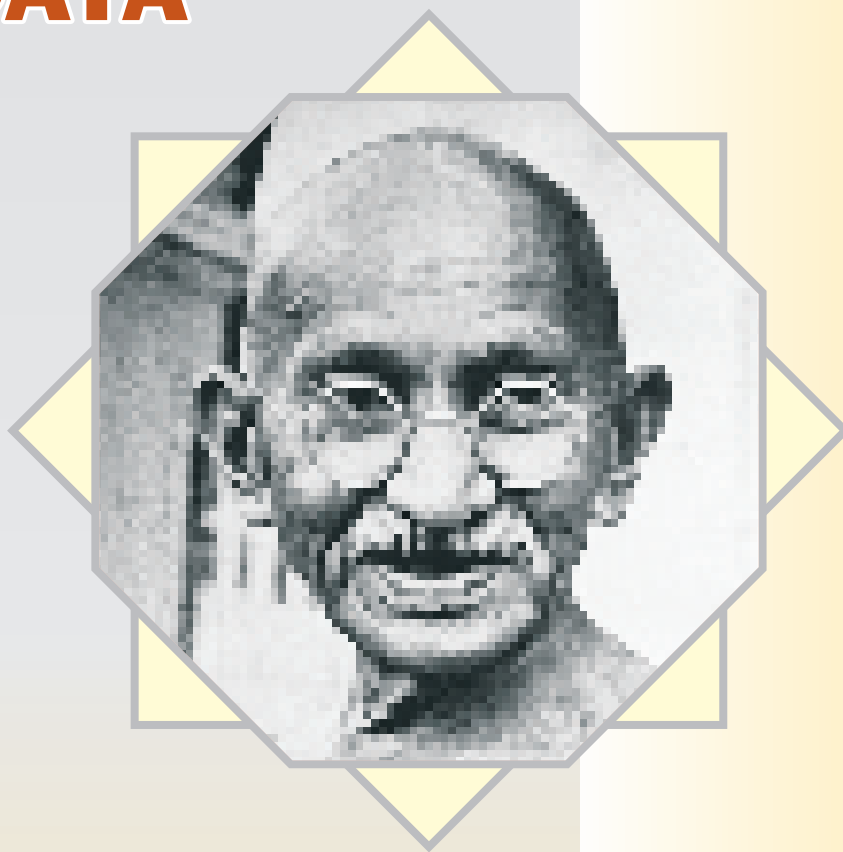




Ministry of Rural Development  
Government of India



# MISSION ANTYODAYA



## Framework for Implementation

October, 2017





एक कदम स्वच्छता की ओर



सत्यमेव जयते

Ministry of Rural Development  
Government of India



# MISSION ANTYODAYA

A State-led Partnership for Rural Transformation

Transforming lives and livelihoods through measurable outcomes

## Framework for Implementation

October, 2017





# MISSION ANTYODAYA

## A State-led Partnership for Rural Transformation

On 9<sup>th</sup> August, 2017, Hon'ble Prime Minister placed a challenge of eliminating poverty by the time of India's 75<sup>th</sup> Independence Day Anniversary in 2022. In partnership with Local and State Governments, the Ministry of Rural Development embarked on a journey to understand the social and economic transformation with a thrust on measurable outcomes in a given time frame, required for poverty elimination.

'Mission Antyodaya' Framework for Implementation is a product of this partnership for change and transformation. Villagers, Members of Woman Self Help Groups, Panchayat leaders, Academics, Administrators, Civil Society Organisations, Idealist Youth working for change, Young CEOs and Start-ups and many other professionals have been consulted in putting together this Framework. It is a State-led Framework for rapid Rural Transformation to bring households out of poverty through diversification and development of multiple livelihoods.

A Gram Panchayat is the basic unit for monitoring transformation and for ranking on the basis of objective criteria. Given the diverse size of Gram Panchayats, 5,000 Clusters comprising of nearly 50,000 Gram Panchayats have been selected by the States purposively for implementing this 'Mission Antyodaya' Framework. These Gram Panchayats display high level of social capital and have the ability to implement rapid Rural Transformation for poverty elimination. The final consultation for this framework was held on 10<sup>th</sup> October, 2017 on the Birth Centenary of Nanaji Deshmukh. Team Rural Development at local, State and National levels have all worked together to develop the framework for rapid transformation. The success of this Framework would be measured through specific outcomes. It is an effort to address the multidimensionality of poverty in a time-bound manner, through a convergence of resources, both financial and human. Professionals, Institutions and enterprises hold the key to rapid transformation and the framework has attempted to provide an opportunity for transformational change.

# ABBREVIATIONS

|          |  |
|----------|--|
| ANM      | Auxiliary Nurse Midwife  |
| API      | Application Programming Interface                                  |
| ASHA     | Accredited Social Health Activist                                  |
| BI       | Business Intelligence  |
| CGF      | Critical Gap Funding   |
| CIF      | Community Investment Fund  |
| CLF      | Cluster Level Federation   |
| CEO      | Chief Executive Officer  |
| CRP      | Community Resource Person  |
| CSO      | Civil Society Organisation   |
| CSR      | Corporate Social Responsibility                                    |
| DAY NRLM | Deen Dayal Antyodaya Yojana-<br>National Rural Livelihoods Mission |
| DDUGKY   | Deen Dayal Upadhyaya Grameen<br>Kaushalya Yojana                   |
| EoI      | Expression of Interest   |
| FFC      | Fourteenth Finance Commission                                      |
| GDP      | Gross Domestic Product   |
| GIS      | Geographical Information System                                    |
| GP       | Gram Panchayat   |
| GPDP     | Gram Panchayat Development Plan                                    |
| GS       | Gram Sabha   |
| HH       | Household  |
| ICAP     | Integrated Cluster Action Plan                                     |
| IIM      | Indian Institute of Management                                     |
| ICT      | Information and Communication<br>Technology                        |
| IIT      | Indian Institute of Technology                                     |
| IRMA     | Indian Rural Management Academy,<br>Anand                          |
| IWMP     | Integrated Watershed Management<br>Programme                       |
| KVIC     | Khadi and Village Industries<br>Commission                         |
| LGD      | Local Government Directory   |
| MGNREGA  | Mahatma Gandhi National Rural<br>Employment Guarantee Act          |

|         |  |
|---------|--|
| MoRD    | Ministry of Rural Development                                  |
| MP      | Member of Parliament   |
| MPR     | Monthly Progress Report  |
| MIS     | Management Information System                                  |
| MSME    | Micro, Small, Medium Enterprise                                |
| MTEF    | Medium-Term Expenditure<br>Framework                           |
| NIRD&PR | National Institute for Rural<br>Development and Panchayati Raj |
| NGO     | Non-Governmental Organisation                                  |
| NHM     | National Health Mission  |
| NITI    | National Institute for Transforming<br>India                   |
| NIT     | National Institute of Technology                               |
| NSAP    | National Social Assistance Programme                           |
| ODF     | Open Defecation Free   |
| PHC     | Primary Health Centre  |
| PMAY-G  | Pradhan Mantri Awas Yojana-Gramin                              |
| PMU     | Project Management Unit  |
| RF      | Revolving Fund   |
| RSETI   | Rural Self Employment Training<br>Institute                    |
| SAGY    | Saansad Adarsh Gram Yojana                                     |
| SBM     | Swachh Bharat Mission  |
| SC      | Scheduled Castes   |
| SDG     | Sustainable Development Goals                                  |
| SECC    | Socio Economic Caste Census (Rural),<br>2011                   |
| SHG     | Self Help Group  |
| SLWM    | Solid and Liquid Waste Management                              |
| SPMRM   | Shyama Prasad Mukherjee Rurban<br>Mission                      |
| ST      | Scheduled Tribes   |
| UT      | Union Territories  |
| VO      | Village Organisations  |

# CONTENTS

|   |           |
|---|-----------|
| <b>Abbreviations</b>  | <b>2</b>  |
| <b>Executive Summary</b>  | <b>5</b>  |
| <b>‘Mission Antyodaya’: A snapshot</b>  | <b>7</b>  |
| <b>1. ‘Mission Antyodaya’ context</b>   | <b>14</b> |
| <b>2. Convergence of Resources</b>  | <b>17</b> |
| <b>3. Methodology</b>   | <b>23</b> |
| <b>4. Participating Ministries/Departments</b>  | <b>29</b> |
| <b>5. Parameters for measuring GP/Cluster development</b>   | <b>32</b> |
| <b>6. Robust MIS and Web-based Reporting System</b>   | <b>33</b> |
| <b>7. Coordination Arrangements</b>   | <b>34</b> |
| <b>8. Human Resource support</b>  | <b>36</b> |
| <b>9. Funding</b>   | <b>37</b> |
| <b>10. Information Education and Communication (IEC) Activities</b>   | <b>38</b> |
| <b>11. Incentives to Gram Panchayats</b>  | <b>39</b> |
| <b>12. Monitoring and Evaluation</b>  | <b>40</b> |
| <b>ANNEXURES</b>  | <b>41</b> |
| <b>Annex-1: Deprivation indicators identified from SECC 2011</b>  | <b>42</b> |
| <b>Annex-2: Allocation of GPs to States/UTs under ‘Mission Antyodaya’</b>   | <b>43</b> |
| <b>Annex 3: Measuring Gram Panchayat Performance and Wellbeing of Households</b>  | <b>44</b> |
| <b>Annex 4: Summary of Recommendations by Performance Based Payments Committee for better outcomes in Rural Development Programmes</b>          | <b>48</b> |
| <b>Annex 5: Guidelines for preparation of Gram Panchayat level Development Plans</b>  | <b>56</b> |
| <b>Annex 6: Summary of recommendations of National Level Consultation on Rural Technology and Rural Development held on 10-11 October, 2017</b> | <b>71</b> |

## LIST OF FIGURES

|           |   |    |
|-----------|---|----|
| Figure 1: | Multidimensional approach under ‘Mission Antyodaya’                                 | 15 |
| Figure 2: | Creating value in the Gram Panchayats/Clusters and raising household income by 2022 | 18 |
| Figure 3: | Representational diagram of ‘Mission Antyodaya’ MIS                                 | 33 |

## LIST OF TABLES

|          |   |    |
|----------|---|----|
| Table 1: | Performance indicators under ‘Mission Antyodaya’              | 22 |
| Table 2: | Participating Ministries/Department under ‘Mission Antyodaya’ | 29 |

## LIST OF BOXES

|        |   |    |
|--------|---|----|
| Box 1: | DISHA, An integrated platform to monitor real time progress of developmental schemes      | 17 |
| Box 2: | Gram Samvaad App  | 19 |
| Box 3: | Examples of convergence of schemes  | 25 |
| Box 4: | SAGY, convergence for holistic development  | 26 |
| Box 5: | Engaging public-spirited organisations through non-financial Expression of Interest (Eoi) | 27 |

## EXECUTIVE SUMMARY

In India, 8.88 crore households are found to be deprived as per Socio Economic Caste Census (SECC) of 2011 from the perspective of multi-dimensional deprivations such as landlessness, households headed by single women, SC/ST household or disabled member in the family. These households require targeted interventions under government's various schemes and programmes in areas such as wage employment, skill development, social security, education, health, nutrition and livelihood creation. Already, financial resources to the tune of about Rupees four lakh crore are allocated annually to impact the lives of rural poor by various government ministries/ departments including Ministry of Rural Development in schemes spanning rural wages, rural roads, skill development, health, education, sanitation, drinking water, electricity, environment, etc.

In this context, 'Mission Antyodaya' seeks to converge government interventions with Gram Panchayats as the basic unit for planning by following a saturation approach by pooling resources – human and financial – to ensure sustainable livelihoods. It is a State-led initiative for rural transformation to make a real difference based on measurable outcomes in the lives of 1,00,00,000 households in 5,000 rural clusters including 50,000 Gram Panchayats in 1,000 days.

'Mission Antyodaya' encourages partnerships with network of professionals, institutions and enterprises to further accelerate the transformation of rural livelihoods. Self-Help Groups (SHG) may be enablers to convergence approach due to their proven capacity for social mobilisation. The thrust is not only on physical infrastructure but also on social infrastructure with strengthening of agriculture, horticulture, animal husbandry activities with utmost priority given to SHG expansion in Antyodaya clusters. Capacity for financial and social audit would also be built at grassroot level. This would be accomplished by convergence of frontline worker teams, cluster resource persons (CRPs) and professionals at the Gram Panchayats/ Cluster level. Cluster facilitation team would also be provided at the block level.

'Mission Antyodaya' is thus, based on convergence, accountability and measureable outcomes to ensure that resources are effectively managed in providing sustainable livelihoods for every deprived household based on SECC, 2011.

The framework makes use of information and communication technology to ensure that benefits reach those who are most deserving as per SECC data. Backed by a robust MIS linked to schemes' data bases using a common Local Governance Directory (LGD) code, it would be possible to ensure end-to-end targeting against defined set of indicators to measure progress against the baseline. Periodic monitoring of such indicators and course correction is expected to lead the households to a threshold level of development trajectory. Over 25 departments and ministries of Central and State Governments will be participating in this mission through their specific programmes and schemes. The data from different schemes will also share Application Programming Interfaces (APIs) which would be put in public domain for complete transparency.

Wide range of consultations were held on the framework for 'Mission Antyodaya' with Panchayat representatives, SHGs, NGOs, corporates, State Government representatives, Niti Aayog, start-ups and young CEOs apart from field visits. All these efforts culminated in a National-level Consultations on 10th October, 2017 in which thematic suggestions were made for 'Mission Antyodaya'. Based on these consultations, experiences, field visits and studies such as that by IRMA which shows that convergence reduces poverty and raises incomes of the households, the framework indicates the roadmap for implementing 'Mission Antyodaya'.


The states have selected Gram Panchayats/ Clusters under 'Mission Antyodaya' which are either GPs with achievements like ODF, crime / dispute free GPs, Award Winning GPs or are covered under schemes such as DAY NRLM, Mission Water Conservation, SAGY/ Rurban Cluster or specific purpose GPs. Most of these GPs are also in the backward districts of the country.

'Mission Antyodaya' is expected to unleash the latent potential of participating GPs through convergence and concerted actions of all the stakeholders and propel these GPs to a virtuous cycle of development.

# MISSION ANTYODAYA

A snapshot

1



## MISSION ANTYODAYA

A State-led initiative for Rural Transformation

***Making a Real Difference to the lives of 1 Crore households in 5,000 Rural Clusters (50,000 Gram Panchayats) in 1,000 days***

2

### What is Mission Antyodaya?

Mission Antyodaya is an accountability and convergence framework for transforming lives and livelihoods on measurable outcomes.

|                                 |  |
|---------------------------------|--|
| Convergence & Saturation        | <ul style="list-style-type: none"><li>• Convergence of programmes/schemes with HH/GP as unit</li><li>• Simultaneous interventions to tackle multidimensionality of poverty</li><li>• Saturation approach – REGION &amp; NEED SPECIFIC</li><li>• Many departments working together, improved access to infrastructure and public services</li></ul> |
| Focus on raising income         | <ul style="list-style-type: none"><li>• Thrust on raising income of deprived households through sustainable economic activity and diversified livelihoods</li><li>• Organize women and youth – social capital</li><li>• Linking micro-enterprises to markets - scale</li></ul>   |
| Institutional strengthening     | <ul style="list-style-type: none"><li>• Platform for Community, PRIs, Civil Society, Corporates</li><li>• Professionals, Institutions and Enterprise as drivers of major transformation.</li></ul>   |
| Integrated monitoring dashboard | <ul style="list-style-type: none"><li>• Measuring Outcomes against baseline for defined indicators</li><li>• Data shared through APIs for integrated view to stakeholders</li></ul>  |



3

## WHY MISSION ANTYODAYA?

Government of India's social sector expenditure amounts to almost Rs. 4 lakh crore annually under various schemes. The budgeted expenditure of Rural Development Department itself is projected at Rs.1,05,448 crore ( 2017-18). Inter-sectoral and convergent approach would optimise outcomes.

- Convergence reduces poverty, raises incomes\*
- Women SHGs assist to improve education, health, nutrition
- 'Islands of Excellence' by saturation-more *Hivre Bazaars*
- Leveraging bank loans – promotes enterprise model
- Speeds up diversification of livelihoods – skilling ladder
- Targeted coverage – UJJWALA, SBM, PMAY, Skills, Power, Roads, internet
- Driving Economic Enterprise with Physical and Social Infrastructure
- 5,000 thriving Rural Clusters - will trigger similar action for Poverty Free India- 2022
- Region specific, need-based livelihoods for transformation

\*as per the study by IRMA

4

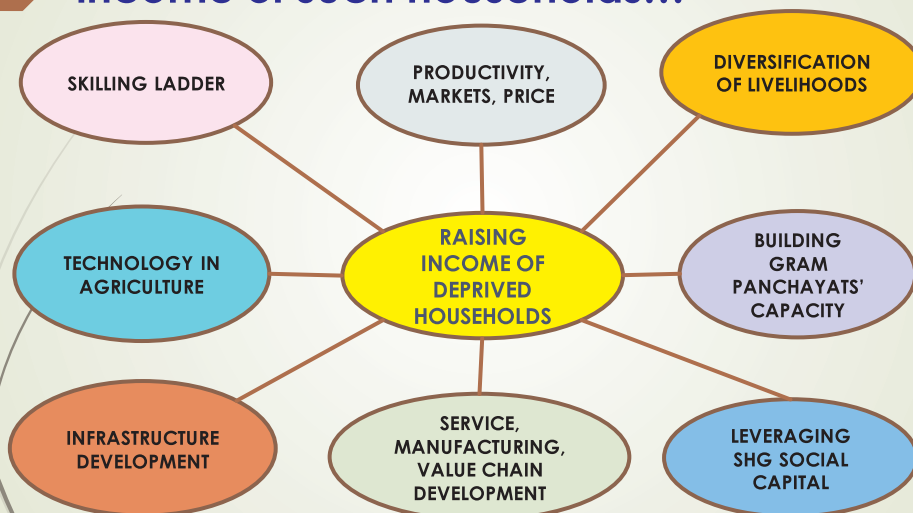
## SECC 2011- urges focused efforts on most deprived sections at HouseHold level...

| Particular   | Deprived Households | Interventions Required |
|--|---------------------|------------------------|
| Only zero room or one room with kucha walls and kucha roof (D1)              | 2,37,31,674         | - PMAY Gramin          |
| No adult member between 16 to 59 (D2)  | 65,15,205           | - DAY-NRLM             |
| Female headed households with no adult male member between age 16 to 59 (D3) | 68,96,014           | - MGNREGS              |
| Disabled member and no able bodied adult member (D4)                         | 7,16,045            | - DDUGKY/RSETI         |
| SC/ST households (D5)  | 3,85,82,225         | - NSAP                 |
| No literate adult above 25 years (D6)  | 4,21,47,568         | - Livelihoods          |
| Landless households as manual casual labour (D7)                             | 5,37,01,383         | - Education/Skills     |
| TRANSFORMING LIVES AND LIVELIHOODS<br>MEASURING OUTCOMES                     |                     | - Animal Resources     |
|  |                     | - Non-Farm option      |
|  |                     | - Markets/Value        |
|  |                     | - Social Capital       |
|  |                     | - Bank Linkage         |
|  |                     | - Enterprise           |
|  |                     | - Professionals        |
|  |                     | - Horticulture         |
|  |                     | - Organic              |
|  |                     | - Health               |
|  |                     | - Nutrition            |
|  |                     | - SBM                  |



5

...involving convergence of schemes to raise income of such households...



6

...through cluster approach



7

## Measuring GP performance : (Census 2011) Household's well-being : (SECC 2011)

| INFRASTRUCTURE AND ACCESS TO SERVICES                        | SOCIAL DEVELOPMENT AND PROTECTION   | ECONOMIC DEVELOPMENT AND DIVERSIFICATION OF LIVELIHOODS                |
|--|---|--|
| All Weather Road   | % of children fully immunized   | % of HHs with Bank loans for diversified livelihood                    |
| Internet Connectivity with Bank/Banking Correspondent        | % of 0-3 yrs. old children underweight, stunted, wasted   | % of HHs earning through dairy & animal resources.                     |
| % of Households (HHs) with safe housing                      | % Deprived HHs with maternity benefits/health Protection, access to basic medicines & primary care. | % of HHs with placement /settlement in wage/self-employment.           |
| % of HHs getting power for 12 hours daily                    | % of HHs with food security and clean water   | % of HHs with over Rs. 10,000 in Savings account.                      |
| % of HHs cooking on LPG                                      | % of girls completing Secondary Education/ Skill Certificate Course                                 | % of HHs in non farm employment with skills, markets and Bank linkage. |
| % of Agricultural Land giving 2 crops/protective irrigation. | % of needy old, widows, disabled under social protection  | % of HHs in Farmers' Producer Organizations/ PACS                      |
| ODF village<br>Village with community waste disposal system  | % of 18-24 year covered under Skills/Higher Education   | % of women in paid/self-employment                                     |

8

## Participating Ministries and Monitoring

- Over 25 Ministries/Departments through specific programmes
- Resources on priority for GPs/Clusters under the Mission
- Following common Local Government Directory (LGD) code for tracking progress
- Mission Antyodaya Dashboard: Sharing APIs – to make monitoring easier
- SECC & Census 2011 as Baseline with yearly field surveys in Mission GPs/Clusters
- Providing progress updates to elected Representatives/people through web-based platform in public domain
- Improved efficiency, effectiveness, outcomes

MEASURABLE OUTCOMES, TRANSFORMING LIVES and LIVELIHOODS

9

## Focus on Most Backward Districts

- Many GPs/Clusters in backward districts
- Young Professionals in backward districts
- Cluster Facilitation Teams at the block level
- Priority in SHG expansion in backward districts
- Thrust on physical and social infrastructure
- Strengthening agriculture, horticulture, animal husbandry
- Technical Institutions assigned with specific responsibilities

10

## Selected GPs/Clusters to grow as per potential

GPs/Cluster selected by States based on potential and promise...

- Open Defecation Free GPs
- DAY NRLM SHG GPs
- Mission Water Conservation GPs
- Sansad Adarsh Gram Yojana GPs
- Rurban Cluster GPs
- Crime free/Dispute free GPs
- Any other GPs selected by State for special coverage.
- Award winning GP Pradhans

...And these GPs/Cluster may develop as

- Agriculture Cluster
- Animal Husbandry Cluster
- Education/Health Cluster
- Fisheries Cluster
- Horticulture Cluster
- Manufacturing Hub
- Organic farming Cluster
- Services Cluster
- Tourism Cluster
- Warehousing hub

11

## Financing Livelihood Development and Diversification at GP/ Cluster level

- Budgetary Resources of Centre and States
- Resources from all concerned Departments
- Bank linkage for SHGs, other programmes
- Fourteenth Finance Commission Grants
- State specific special financing arrangements
- Extra – budgetary resources
- Corporate Social Responsibility – bring in Professionals
- Household savings
- Start Ups and Private Sector Enterprise

12

## Support Institutions and professionals

- Krishi Vigyan Kendras/ICAR/NDDDB/Veterinary Institutions
- IITs/Central/State Universities/IIMs/NITs
- Technical Private Universities, Start Ups, Entrepreneurs
- Tourism, Textiles, Manufacturing/MSME Support Institutions
- KVIC/ Silk/Coir/Marine Development/Fisheries/Dairy/Poultry Boards/Cooperatives
- CSOs/NGOs/Foundations/CSR
- Start Ups/Young CEOs

GENERATING ECONOMIC ACTIVITY ON SCALE

PROFESSIONALS, INSTITUTIONS, ENTERPRISES TRANSFORMING  
CLUSTERS WITH PHYSICAL/SOCIAL INFRASTRUCTURE

13

## Institutional Strengthening of Clusters

- Reforming Human Resource – structure so as to deliver outcomes
- Convergence of frontline workers at GP/Cluster level
- Community Resource Persons as community cadre
- Partners/Cluster Facilitation Team/ Young Professionals
- Professionalization of management – Technical, Financial, Managerial, IT- enabled
- Addressing IT challenges – connectivity, transparency
- Building capacity for Internal and Social Audit
- Assessing outcomes of professionals
- Performance-based payment arrangements

14

## Coordination Arrangements

- Steering and coordination with concerned ministries at national-level by Department of Rural Development
- State-level leadership: Chief Ministers
- Steering Committee under Chief Secretary
- DISHA Committee at District level
- Block level Panchayat Samiti
- Gram Panchayat level Standing Committees
- Ranking of GPs/monitoring well-being of households
- 20% GPs in 2017-20, 30% in 2018-21, remaining 2019-22

# 1. 'MISSION ANTYODAYA' CONTEXT

**1.1** Social sector expenditure accounts for a major share of the government expenditure. If all the financial resources currently allocated under different thematic areas such as Rural Development, Health and Family Welfare, School Education and Literacy, Food and Public Distribution, Women and Child Development, grants from the Fourteenth Finance Commission and State shares for Centrally Sponsored Schemes are combined; the amount being spent is more than Rs. four lakh crore annually. Budgeted expenditure on Rural Development itself has been enhanced by 62%, from Rs. 58,630 crore in the year 2013-14 to Rs. 95,099 crore in the year 2016-17. It is projected at Rs. 1,05,448 crore for the year 2017-18.

**1.2** Although substantial public investments are being made for strengthening rural economy and livelihoods base of the poor; due to multidimensionality of poverty, there is a need to optimize efforts through inter-sectoral approach. There is a growing realisation that the phenomenon of poverty is more complex than mere mismatch in income and expenditure of a particular household.

**1.3** Hence, it is necessary to develop a model framework—along with enhanced financial allocation—to address this multidimensionality of poverty, which is based on convergence, accountability and measurable outcomes to ensure that the resources are effectively spent in providing 'sustainable livelihoods for every deprived household'. It means that while we 'utilise existing resources more effectively along with annual increases'; we also monitor progress

on the basis of an agreed set of indicators employed by different central and state departments. A 'composite index', thus, besides ensuring accountability and convergence would also indicate progress on measureable outcomes at the Gram Panchayat (GP) and household (HH) level.

**1.4** The Ministry of Rural Development (MoRD) conducted Socio Economic Caste Census in 2011. The SECC data allows us to understand the socio-economic conditions of a household from the perspective of multidimensional deprivations (e.g. Landlessness, households headed by single woman, SC/ST households etc.). Multidimensionality of deprivation would thus mean that a household could be deprived not only due to absence of assets, poor quality of housing, lack of access to sanitation and clean water but also due to social inequality, lack of education, absence of sustainable livelihoods, inadequate income, inadequate skills or/and health care. This deprivation itself could be further compounded due to say, disability or absence of an earning member in the women-headed household, which could throw specific challenges (Annex 1).

**1.5** After the 73rd Amendment to the Constitution, three-tier Panchayat system is increasingly spearheading the development efforts at the grassroots. However, due to multiple layers of planning, administration and resource allocation to tackle deprivations, the efforts are often dispersed in time and space, leading to suboptimal results. Thus, convergent planning with the Gram Panchayat as its basic unit

<sup>1</sup>Excerpts from Budget speech (2017-18) of Finance Minister on 1 February 2017, para 33, p.10



provides the key to address multidimensionality of poverty by synergizing all resources - financial and human - in saturation mode, across different governments, departments and schemes, to

target these deprivations simultaneously (Figure-1) and it has to be a state-led partnership for rural transformation.

Figure 1: Multidimensional approach under ‘Mission Antyodaya’



1.6 Most of the government interventions are increasingly using technology to support last mile delivery of public services. While improving accountability, the use of technology ensures that benefits reach those who are most deserving. With GP as the basic unit of planning, and employing household data of SECC, backed by a robust MIS linked to departmental schemes' databases, it would be possible to ensure end-to-end tracking, against defined set of indicators, to measure progress against the baseline. Periodic monitoring of such indicators, and course correction as required, are expected to lead the households to a threshold level of development trajectory.

1.7 The overarching global commitment on Sustainable Development Goals (SDGs) adopted

in September, 2015 seeks to address the inequalities across the countries and disparities of opportunity, wealth and power. The 2030 Agenda for SDGs advocates sustained, inclusive and sustainable economic growth as an outcome. MoRD is the nodal Ministry of Government of India for SDG Goal 1: 'End poverty in all its forms everywhere'. Achievement of such an outcome requires convergence of plans, efforts and constant monitoring of progress for remedial measures. MoRD is striving to work on a sustainable and inclusive growth of rural India through a multi-pronged strategy by diversification and enhancement of livelihoods opportunities, providing social safety net, and developing quality infrastructure

**1.8** It is within this context that it is proposed to take up 'Mission Antyodaya' as a pilot in 5,000 Clusters/50,000 GPs with respective state governments taking the leadership in implementation of development programs in convergence mode against identified indicators. This document provides a framework for implementation of the Mission.

**1.9** The Framework for Implementation of 'Mission Antyodaya' (henceforth called 'Framework') recommends to the state governments the process by which baseline data

of important indicators of GPs in identified clusters would be prepared and the manner in which human and financial resources available would be converged in a time-bound manner to implement the GP/cluster level development plan. It also recommends updating the progress periodically through a robust MIS to be developed for this purpose. This framework is expected to address multidimensional deprivations simultaneously within the existing resources through convergence and saturation in such GPs/clusters.



## 2. CONVERGENCE OF RESOURCES

### 2.1. Need for convergence

2.1.1 Substantial public investments are being made for strengthening rural economy and livelihood base of the poor. The present approach falls short of addressing multidimensional aspects of poverty. Variance in selection criteria across schemes as well as spatial and temporal mismatch in supporting the same individual/household through government schemes results in different schemes targeting different individuals/households. The functionaries delivering the programmes on the ground tend to work in silos, resulting in under-utilisation of capacity and sub-optimal outcomes. This often results in the efforts falling short of bringing these individuals out of the cycle of poverty.

2.1.2 Therefore, there is a need to bring in synergies between different government programmes and schemes in terms of planning, processes and implementation to achieve the goals under SDG. The planning should consider the household and the village as the basic unit of planning that facilitates household level micro-plan and Gram Panchayat Development Plan (GPDP). Harmonising selection criteria, implementation processes and guidelines, and availability of funds at the same time same time is thus critical for implementation. This would need pooling of financial and human resources in different schemes of government and their rationalisation in implementing the plans at HH level and GPDP. This requires alignment of interventions towards convergence at all levels of government.

### 2.2. Saturation approach through convergence

'Mission Antyodaya' encourages addressing all identified deprivations in a time-bound manner through intensifying coverage of government schemes to address individual, household and community-level deprivations in saturation mode. Therefore, interventions such as connectivity, housing, power, sanitation, clean drinking water, agriculture and water

#### **Box 1: DISHA, An integrated platform to monitor real time progress of developmental schemes**

Through one-step comprehensive dashboard, DISHA provides real-time data pertaining to progress of implementation of schemes/programmes of different departments to District Development Coordination and Monitoring Committee chaired by Members of Parliament (MPs). The Information is presented in various form such as data, graph, map for easy readability and comprehension.

The portal allows the MPs to locate their constituency district on development trajectory vis-a-vis other districts of the State. The Dashboard also allows intra-district analysis and comparison on performance of difference schemes in the district.

Data relating to 41 Identified programmes/schemes of 20 ministries/departments would converge on the DISHA platform (consisting of Aggregator, Analytics user interface views) on a standard locational mapping entity (States/Districts/Blocks) that is derived from LGD (Local Government Directory of Ministry of Panchayati Raj) and which would be common across all schemes and programmes.

conservation, wage employment, skill development, education, primary health, nutrition, formation of women SHGs, access to formal credit institutions, livelihood including non-farm livelihoods with all relevant

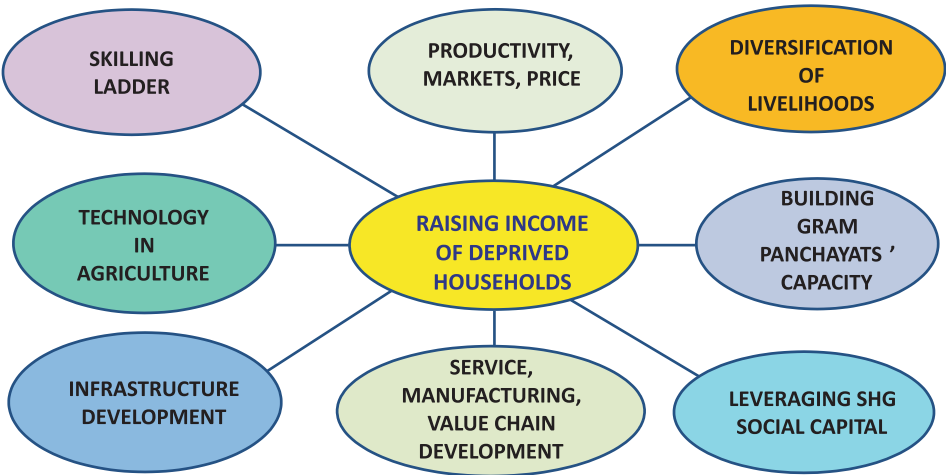
departments working together will be enhanced and converged in selected Gram Panchayats/Clusters. Shift from subsistence to market-oriented value-addition with adaptation of better production systems and building links and synergies with remunerative markets needs to be prioritized. This envisages the situation as achieved in the case of Hiware Bazar village in Maharashtra.

### 2.3 Convergence of resources and information

Provisions of public services and improving access are necessary but not sufficient to address multiple deprivations. It is also imperative to enlarge economic activities and diversify livelihood opportunities through education and skilling of women and youth,

improvement in health and nutritional status of the individuals and the communities, improving productivity, and building market linkages through convergence of resources available under different departments. Partnerships with network of professionals, institutions and enterprises would further accelerate these transformations (Figure-2). In this endeavour, over 25 Departments/Ministries of the Government are expected to provide resources to the Antyodaya GPs/Clusters on a priority basis through their programmes with a thrust on pooling of resources and delivery in saturation mode. Corresponding MISs would be seeded with LGD codes and APIs would be shared to bring an integrated view of these programmes at the GP/Cluster level. It would enable monitoring of progress on selected indicators against baseline data.

Figure 2: Creating value in the Gram Panchayats/Clusters and raising household income by 2022



### 2.4 SHG Institution as the key enabler

SHG as an enabler is central to this approach due to their social capital and their proven capacity for social mobilisation. Under Deen Dayal Upadhyaya - National Rural Livelihoods Mission (DAY-NRLM), more than five crore women have been organized in 37 lakh SHGs. Institutions like SHGs federations are

noted for mobilisation and social inclusion. However, livelihood promotion needs specialized capacity and focus. There is a need to promote poor owned producer enterprises with strong governance and self-reliance systems for livelihood promotion. Such institutions will have multiple roles in delivery of extension services, provisioning of input supply and linkages for financial services. Evaluation of these SHGs

indicates that a large number of SHGs have a strong presence in the villages where they are located and these are playing an active role in securing women of their entitlements, enhancing economic activities and preventing social abuses. As per study by Indian Rural Management Academy (IRMA), Anand, women organised in SHGs have been found to do better on education, health and nutrition. The support to SHGs would be further strengthened through bank and market linkages and by building sustainable livelihood value chains.

## 2.5 Inputs from Consultations within the government and with the stakeholders

2.5.1 Consultations were held with a range of stakeholders in central and state governments, civil society, technical institutions, practitioners and academia to arrive at the modalities of the convergence approach in 'Mission Antyodaya'. These consultations are enriched by incorporating lessons from good practices of the states, academia, practitioners and institutions to develop the 'Mission Antyodaya' framework. The key recommendations from the National Level Consultations held on 10<sup>th</sup> October, 2017 are at Annex 6.

2.5.2 The key themes that emerged from the consultations were: diversifying livelihoods based on geo-climatic needs and enhancement of income of rural households through livelihood interventions, delivery of public services, and participatory planning at the GP level supported by vibrant public information services. Making use of evidence-based interventions against measurable outcomes, importance of social capital to catalyse village level planning through SHGs, and establishment of organic linkages between community-based organisations and local governance machinery were endorsed by the state representatives. It was also advised

that the states may customise the indicators under 'Mission Antyodaya' as per locally prevailing conditions.

2.5.3 The representatives of the Civil Services Organisations (CSOs) suggested diversification of agriculture towards high-value products (including organic farming) with value chain promotion, use of post-harvest technology, value-addition (including marketing) along the production cycle, skill training, establishment of warehouses, application of advanced science and technology in the farm sector, and special attention towards non-farm sector like weaving, spinning by engaging sector-specific professionals. The overall process should follow Natural Resource Management approach. It was also suggested to engage students from higher educational institutions at various stages of Mission Antyodaya.

2.5.4 The National Level Consultations emphasised adoption of people-centric technology to ensure a two-way communication between citizens and the Government, supported by appropriate medium, e.g., helpline. It also emphasised realignment of roles and responsibilities of grassroots level institutions and the functionaries of various departments to

### Box 2: Gram Samvaad App

Through 'Gram Samvaad' app rural citizens can access all information regarding schemes of Department of Rural Development, at the Gram Panchayat level.

Supplemented by call centre supported help desk, the app would provide two-way flow of information and feedback between government and citizens.

The app would, thus, contribute to the planning process at Cluster/GP-level and monitoring in terms of outcomes.

The 'Gram Samvaad' architecture can be scaled up to provide a dynamic view of key indicators of Mission Antyodaya at the GP level by basing the GPDP on the APIs of 35 schemes being implemented by different departments/ministries.

enable community-centred and convergent action particularly with regards to health, sanitation and education activities in the selected GPs. While recommending incorporation of sub-skills in the curriculum, the consultations underlined the need to link skilling programs with entrepreneurship development by adopting a cluster approach to design skilling programs.

2.5.5 In addition to the above, inputs were taken from the report on National Rural Livelihood Mission by IRMA, Anand. In the report, IRMA has mentioned that there is evidence of convergence raising incomes and reducing incidence of poverty.

## 2.6. What is 'Mission Antyodaya'?

'Mission Antyodaya' is an accountability and convergence framework for transforming lives and livelihoods on measurable outcomes.

## 2.7 Evidence-based Identification and Ensuring Eligibility and Accountability

It is possible through the use of technology and digital platforms to seamlessly connect various stages of implementation of government schemes to ensure that the benefits reach the targeted population and that the whole process is monitored by the community. MoRD is already using space technology to geo-tag the assets created under different programmes like Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA), Prime Minister Awas Yojana-Gramin (PMAY-G), and Prime Minister Gram Sadak Yojana (PMGSY). Social audits and robust public information systems (like DISHA and Gram Samvaad Apps) are being used to create awareness of the government schemes and programmes. Based on the learning from the implementation of these programs, it is suggested to use the following to ensure that the benefits reach the

marginalised and deprived in society in an effective, transparent and time-bound manner:

- Eligibility through SECC and its validation by the Gram Sabha
- Identification through mechanisms such as ADHAAR
- Tracking of delivery through integrated MIS
- Accountability through
  - a) Use of information technology/ direct benefit transfer;
  - b) Use of space technology and
  - c) Social audit by women collectives and youth as community cadre.

## 2.8 Measuring performance of GPs and wellbeing of households

The monitoring indicators based on Census and SECC data can be grouped into three sets of parameters -

- i) Infrastructure and access to services;
- ii) Social development and protection; and
- iii) Economic development and diversification of livelihoods.

The baseline data of SECC has been updated in the survey during the Gram Samridhi and Swachhata Pakhwada, from 1<sup>st</sup> to 15<sup>th</sup> October 2017. During this fortnight, the GPDP has been prepared/ updated through a participatory exercise. This baseline data would not only be used for ranking of the GP/Cluster but also for measuring their progress against the baseline.

## 2.9 Key processes under 'Mission Antyodaya'

The key processes under 'Mission Antyodaya' are as follows:

- A. Carry out the baseline survey of



- households and monitor the progress periodically.
- B. Ensure convergence of programmes / schemes targeted towards development of rural areas.
- C. Institutionalise partnerships at Gram Panchayats/Clusters between PRIs, community organisations, NGOs, SHGs institutions and field-level functionaries of different departments (e.g., ASHA Workers, Aanganwadi Workers, ANMs, etc.).
- D. Promote enterprise through partnership with institutions and professionals.
- 4. Strengthened democratic processes through capacity building of PRIs, public disclosures, GP level formal and social accountability measures such as social audit.

## 2.11 Measuring outcomes

‘Mission Antyodaya’ framework aims at facilitating sustainable development through convergence approach towards ensuring better delivery of public services like health, education, sanitation, connectivity and enhanced capacity of the rural citizens. Under ‘Mission Antyodaya’, the outcomes on selected parameters would be measured against the baseline data pertaining to the selected GP as illustrated in Table 1.

For data collection information is needed to be sourced from multiple ministries and departments. In the event of certain information pertaining to a parameter not being available in the existing MIS/database of concerned ministry, the Department of Rural Development would take up with the concerned ministry/department concerned to ensure that the data as required is reflected in the MIS of ‘Mission Antyodaya’. There will be annual surveys on lines of Swachhhta Pakhwada to validate progress vis-a-vis baseline through Gram Sabha and field surveys. The performance of professionals engaged in implementation of ‘Mission Antyodaya’ shall be measured against benchmarks which include achievement on the given indicators.

## 2.10 Key outcomes

The outcomes envisioned through ‘Mission Antyodaya’ are as follows:

1. Strong infrastructural base for the selected GPs/Clusters through prioritised implementation of schemes in line with the GPDs/Cluster development plans.
2. Effective social capital promoting participatory planning and implementation of the schemes engaging wide range of stakeholders at GP/Cluster.
3. Enhanced economic opportunities through diversified livelihoods including non-farm sector, skilling of rural youth and women, development of value chains and promotion of enterprise.

Table 1: Performance indicators under ‘Mission Antyodaya’

| INFRASTRUCTURE AND ACCESS TO SERVICES                        | SOCIAL DEVELOPMENT AND PROTECTION   | ECONOMIC DEVELOPMENT AND DIVERSIFICATION OF LIVELIHOODS                 |
|--|---|---|
| All-weather road   | % of children fully immunised   | % of HHs with bank loans for diversified livelihood                     |
| Internet connectivity with Bank/Banking Correspondent        | % of 0-3 children under weight, stunted, wasted   | % of HHs earning through dairy and animal resources.                    |
| % of HH with safe housing                                    | % deprived HHs with maternity benefits/health protection, access to basic medicines and primary care. | % of HHs with placement/settlement in wage/self-employment              |
| % of HHs getting power for 12 hours daily                    | % of HHs with food security and clean water   | % of HHs with over Rs. 10,000 in savings account.                       |
| % of HHs cooking on LPG                                      | Availability of secondary school  | % of SHGs in non-farm employment with skills, markets and bank linkage. |
| % of agricultural land giving 2 crops/protective irrigation. | % of needy old, widows, disabled under social protection  | % of HHs in Farmers’ Producer Organisations/ PACS                       |
| ODF village/<br>Village with community waste disposal system | % of 18-24 year covered under Skills/Higher Education   | % of women in paid/self-employment                                      |

### 3. METHODOLOGY

The 'Mission Antyodaya' framework would be implemented in 5,000 rural Clusters/ 50,000 GPs through state-led partnership.

#### 3.1 Selection of Clusters/GPs

MoRD has been working on the concept since the announcement of the Finance Minister on Mission Antyodaya in the Budget Speech of 2017-18. The State Governments were advised to select only those GPs and Clusters in 1<sup>st</sup> Phase of 'Mission Antyodaya' which have demonstrated potential social capital and community action in different forms.

The States have selected the GPs/ Clusters on criteria as indicated below:

- Open Defecation Free (ODF) villages
- Deen Dayal Antyodaya National Rural Livelihoods Mission (DAY-NRLM) GPs
- Mission Water Conservation GPs
- Sansad Adarsh Gram Yojana GPs
- GPs under Rurban Clusters
- Crime free/dispute free GPs
- GPs with Motivated and Dedicated Gram Pradhans
- GPs having large SC/ST population
- GPs selected by State Governments for special coverage/action

The state-wise summary of selected GPs is at Annex 2. The detailed list of GPs can be accessed on the website of MoRD ([www.rural.nic.in](http://www.rural.nic.in)).

#### 3.2 Development of selected Clusters

The states were further encouraged to adopt cluster approach as far as practicable while selecting GPs. The cluster approach may aid greater positive externalities. It is further likely

that once villages in a cluster move up on important indicators, they may attain a new growth trajectory of sustainable development. These selected clusters could be further developed according to their potential as:

- Agriculture cluster
- Animal husbandry cluster
- Education cluster
- Fisheries cluster
- Health cluster
- Horticulture cluster
- Manufacturing Hub
- Organic farming cluster
- Services cluster
- Tourism cluster
- Warehousing hub

#### 3.3 Gram Panchayat Development Plan

##### 3.3.1 Participatory Planning for 'Mission Antyodaya'

The Ministry of Panchayati Raj in partnership with State Governments has promoted the concept of Gram Panchayat Development Plans (GPDPs). This plan is prepared every year by the GPs. Many States have identified specific dates for the meeting of Gram Sabhas and preparation of GPDPs. Participatory planning exercise was carried out during 'Gram Uday Se Bharat Uday Abhiyan' conducted in 2016. In 2,569 selected blocks, Intensive Participatory Planning Exercise was carried out under aegis of MGNREGA in 2015-16. A major criticism of the GPDPs prepared in the past has been that many GPDPs were merely a wish-list without any correspondence to the resources available to the GP as also to priorities of the people in the villages. It is imperative to have

information on likely availability of resources to the Panchayat functionaries and Gram Sabhas members for a realistic GPDP/Cluster level planning.

**3.3.2** The 'Gram Samridhi Evam Swachhta Pakhwada' organised by the Department of Rural Development from 1<sup>st</sup> to 15<sup>th</sup> October, 2017 placed strong emphasis on providing a clear picture on resources available for GPs under different programmes including Fourteenth Finance Commission Grants. Pakhwada has been used as a preparatory activity for 'Mission Antyodaya' and baseline data has been collected.

### **3.3.3 The Resource envelope for GPDP**

The success of GPDP depends upon the resources available for planning available to the GP. It is necessary that the resources pertaining to different programmes/ schemes are not only estimated with GP as a unit, but are also aggregated and made known to the GP well in advance. The resource envelope for GPDP may consist of the following:

- Budgetary resources of centre and states
- Bank linkages for SHGs, other programmes
- Extra-budgetary resources
- State-specific special financing arrangements
- Corporate Social Responsibility-engaging professionals
- Resources of all concerned departments
- Household savings
- Finance Commission grants
- State Finance Commission grants

This is an illustrative list and it can be expanded depending upon local resource base.

### **3.3.4 Planning at the Cluster Level**

As indicated in the preceding paragraphs, the population size and the geographical spread of GPs differ significantly across the States. Allocation of GPs to States has been made on the basis of deprivation and population size. Many of the clusters would coincide with boundaries of a Gram Panchayat in many states like Kerala and West Bengal. The planning for the clusters in these States would be easier as the GP area would be almost coterminous with the clusters. In most other States, particularly where GPs are smaller in size, the integration of the GP Plans into a cluster plan could be a challenge. Further, there is no institutional arrangement at the cluster level to take up this activity. It should be possible to entrust the integration of GPDP plans into cluster plans by the States to Block Development Officers. Alternatively, States could devise a mechanism for coordination across GPs located in a cluster based on their specific conditions.

## **3.4 Orienting GPDP for a holistic plan for GPs**

### **3.4.1 Pooling resources**

With the Fourteenth Finance Commission (FFC) award and shift to preparation of a single GPDP, converging all the resources over which GP is responsible is possible. This will ensure efficiency in budgeting, increased accountability in performance and better delivery of development.

In addition to the FFC Grant, which can be used only for basic services like sanitation, water supply, roads, street lights, play grounds, parks, burial grounds/crematoria, and other services devolved to the GPs; resource envelop of GPDP could be integrated with following priority.



### Box 3: Examples of convergence of schemes

#### 1. Convergence between MGNREGA and DAY-NRLM of Department of Rural Development

DAY-NRLM focuses on social inclusion through formation of the institutions of poor for micro-enterprise development. MGNREGA, a right-based legislation, aims at creating durable community and individual assets and providing wage employment to rural households, on demand. DAY-NRLM strives to build social capital for livelihood promotion while MGNREGA strives for building physical assets. Through the Integrated Participatory Planning Exercise (IPPE) framework for need assessment, demand generation and appropriate targeting for asset creation, provided by Government of India, States prepared MGNREGA labour budget, with SHG institutions taking a role in IPPE by incorporating relevant portions of SHG/household level micro-plans in MGNREGA shelf of works. Thus, women collectives under DAY-NRLM have leveraged upon the assets created under MGNREGA like compost pits, cattle sheds, poultry sheds, etc to augment incomes.

#### 2. Convergence between MGNREGA-DDUGKY of Department of Rural Development

The project aims at promoting self-reliance and improving skill base of youths in MGNREGA households in convergence with DDU-GKY and RSETI. The project, inter-alia, provides for convergence with DDU-GKY for imparting placement linked skilling courses to members of MGNREGA households who have completed at least 15 days of work under MGNREGA in the financial year 2014-15, 2015-16 or 2016-17. Youth in the age group of 18-35 are covered under the programme. For women, Primitive Tribal groups, SCs/STs, Transgender, persons with disabilities and other special groups, the upper age limit is 45 years.

#### 3. Convergence between DAY-NRLM and Ministry of Tribal Affairs

The Non-Timber Forest Produce (NTFP) collectors, most of them from tribal community, have very poor access to market and fair price for their collections, which can primarily be attributed to remoteness as well as the small volume of the collection with low economy of scale. TRIFED, Ministry of Tribal Affairs, has been operating minimum support price (MSP) for NTFP and DAY-NRLM could forge a convergence with them where the village-level Producers Groups (PG) took up the responsibility of collection of the NTFP at the village itself as procurement agents and also made spot payment to the NTFP collectors. Subsequently, the stocks could be transferred to TRIFED and payments collected by the PGs.

#### 4. Convergence between DAY-NRLM and Department of Animal Husbandry

Under livestock, DAY-NRLM have established convergence with Animal Husbandry Department specially at the state level, where the SHG and Pashu Sakhi (livestock extension worker) organizes animal health camp at village level under the supervision of the block-level Veterinary Officer of the department, where SHG members bring their animals for inoculation/vaccination and treatment to such camps. De-worming and vaccination is been done by Pashu Sakhi along with the Veterinary doctors. Necessary technical inputs are provided during these animal camps, mainly on feed, health and nutrition management and cleanliness to large number of households. This convergence has improved access to the veterinary services and necessary treatment measures for cattle and livestock owned by SHG households. These camps are a regular feature in states like Jharkhand, Rajasthan etc. Pashu Sakhis provide basic veterinary extension services including de-worming, inoculation, feed management, growth management and market.

### 3.4.2 Poverty reduction

GPDP should have a strong poverty reduction focus by identifying nature of poverty in the GP. It should try to converge different schemes and programmes along with prioritising the basic services for poor groups and localities. It would ensure that the entitlements provided under different laws, programmes and schemes are accessed (PESA rights, forest rights, social security, food security, education, health, nutrition) towards improving livelihoods particularly through the instruments of MGNREGA and the institutions created under DAY-NRLM.

### 3.4.3 Human Development

GPDP should have definite focus on education including skill development, health, especially public health, and food and nutrition, child sex ratio, etc. The focus should be on improving quality of human development services particularly through aanganwadi centres, schools, public health facilities thus enhancing access to them and upgrading related infrastructure to achieve clear outcomes in line with the benchmarks set under the 'Mission Antyodaya'.

### 3.4.4 Social Development

GPDP should be aimed at improving the

**Box 4: SAGY, convergence for holistic development**

'Saansad Adarsh Gram Yojana' (SAGY) was launched by the Ministry of Rural Development on 11th October 2014. It is based on the framework of convergence and saturation within a specified time.

The Gram Panchayats adopted under SAGY prepare Village Development Plans (VDP) through a participatory process involving Gram Sabhas under the guidance of Hon'ble Members of Parliament. The VDPs contain prioritized time-bound activities to achieve holistic progress of the village through convergence of resources available from a range of central/state schemes besides private and voluntary initiatives. The Ministry has published a compilation titled 'Samanvay' containing 223 central sector centrally sponsored, and 1,806 state schemes available for village development for the benefit of SAGY Gram Panchayats.

For saturation, guidelines of 21 schemes of various ministries/departments of the Government of India have been amended and appropriate advisories have been issued to accord priority to SAGY in respective schemes. The Ministry of Rural Development has been coordinating with the relevant departments for 100% saturation of key basic amenities viz. power, drinking water, roads and education in all SAGY Gram Panchayats.

Since inception, 833 Gram Panchayats have prepared VDPs out of 1199 identified GPs so far, and 19,522 works out of 46,084 have been completed while 7229 works are in progress (as on 07.11.2017)

wellbeing of vulnerable and marginalised groups comprising of SCs, STs, particularly vulnerable Tribal Groups, Minorities, Persons with Disabilities, Elderly Persons, Women and Children, bonded labourers, child labourers, denotified tribes and nomads, distress-migrants, manual scavengers, transgenders, victims of trafficking etc.

### 3.4.5 Economic Development

Gram Panchayats could be encouraged to take up activities which would increase local production and productivity, increase employment and employability, improve market access and marketability of the local produce, promote value addition, create productive infrastructure like markets, ponds, fisheries, livestock development, horticulture development, land development, minor

irrigation facilities, dug wells, irrigation tanks, etc. While the focus would largely be on agriculture and allied sectors, attention may be given to non-farm activities like local manufacturing especially traditional industries and services, as also financial inclusion.

### 3.4.6 Ecological Development

It should include the ways of maintenance and up-gradation of various eco-systems like water bodies, pastures, grasslands, catchments and local forests and conservation of biological resources and their sustainable use like minor forest produce, firewood, fodder, medicinal plants, etc. Integrated watershed management would be the basic approach for this. All the activities taken up under GPDP should be environment friendly and bio-diversity enhancing.

### 3.4.7 Public Service Delivery

Improvement of governance services like issuance of certificates, registration of birth and death, issue of licences/permits and welfare services like social security pensions should be given special priority with emphasis on electronic delivery of services. GPDP should give greater emphasis to the quality of service delivery and proper upkeep and use of existing assets. More importantly, GPs should give particular emphasis to maximizing local development through measures which require zero or minimal investment. The State governments may consider providing advice to GPs on this.

### 3.4.8 Working within set timelines

Each of the activities of the GPDP and Cluster Level Plan–environment generation, participatory planning, Gram Sabha meetings, preparation and approval of the plans–should be executed in a time-bound manner. It is desirable

that the planning process for a particular year's plan is completed by March of the previous financial year. It is also desirable that the process synchronises with the cycle of various schemes (like labour budget planning of MGNREGA) so that the Gram Sabha processes do not have to be repeated, and, consequently single consolidated/ convergent plans are made. For a cluster of various GPs, the GPDs should feed into Cluster Level Plan. Where GPs and Clusters are not co-terminous, Block Panchayat should finalise the cluster plan.

### 3.5 Supporting Institutions and Professionals

3.5.1 The 'Mission Antyodaya' strategy provides an important role to institutions in working with village communities for social and economic development. While the resources for infrastructure would come from the Government, knowledge inputs and hand holdings, especially for creation of economic activities and diversification of livelihoods, would require institutional support. These institutions would be expected to support GPs/Clusters located in their vicinity in initiatives under 'Mission Antyodaya'.

3.5.2 Some of these institutions could be:

- Krishi Vigyan Kendra / Veterinary Institutions
- Indian Institute of Technology/State Universities/Indian Institute of Management/National Institute of Technology
- Technical Private Universities, Start-Ups, Entrepreneurs
- Tourism, Textiles, Manufacturing/ MSME Support Institutions
- KVIC / Silk / Coir / Marine development / Fisheries/Dairy cooperative/Poultry Boards

#### Box 5 : Engaging public-spirited organisations through non-financial Expression of Interest (Eoi)

MoRD has formulated in respect of Rurban clusters, a non-financial Expression of Interest (Eoi) from the public-spirited private companies, foundations promoted by corporate houses, non-governmental organisations, High Net-worth Individuals, NRI/PIOs and any other entity with financial and implementation capacity to collaborate with the government(s) in the economic and social development of such clusters.

These organisations or individuals could collaborate with the government to satisfy their own sense of idealism, public spirit and desire to be a part of nation-building. These can contribute in multiple ways such as by providing mentorship support, by incubating businesses, by helping the producer groups move up the value chain in supply chain management or branding and marketing. These can bring in sectoral expertise in monitoring the processes, technology upgradation and by dovetailing CSR funding for backward-forward linkages to approved projects.

The baseline data of 50,000 GPs/clusters on selected indicators of Mission Antyodaya collected during 'Gram Samridhi and Swachta Pakhwada' (1-15 October 2017) would be made available by Government of India, in partnership with the state governments. Further, the identified developmental gaps, current resource envelop, methodology for convergence would also be made available for the participating organisations/entities. All these would serve to encourage private parties to partner with the government in livelihood creation in Antyodaya clusters.

- CSOs/NGOs/Foundations/ Organisations with CSR
- Start-ups/Young CEOs

3.5.3 Major Centrally sponsored and State Schemes implemented in the GPs do not have dedicated staff for each of the schemes at the GP Level. The complement of staff available at GP level in most states comprises of a Panchayat Secretary, Grameen Rozgar Sewak for MGNREGA, Aanganwadi worker and an ASHA worker. However, most programmes have staff at cluster and block level for technical support, accounting functions and data entry requirements. MoRD has set up a Committee under Chairmanship of Shri Sumit Bose, Former Secretary, Ministry of Finance, Government of India to look at the HR requirements at Panchayat level and make recommendations on recruitment, training and deployment of

Panchayat functionaries. MoRD would work with the State Governments to implement major recommendations of this Committee that are accepted by the Government for accelerated implementation in 'Mission Antyodaya' GPs/Clusters.

#### **3.5.4 Following supporting professionals under the Mission are suggested:**

- Frontline workers with well re-defined job responsibilities under various schemes
- Team at GP level
- Community Resource Persons (CRP)
- Young Professionals
- Professionals through Corporate Social Responsibility (CSR)

#### **3.5.5 Capacity-building of professionals**

Capacity development of the professionals involved in implementation of 'Mission Antyodaya' is essential. National Institute for Rural Development and Panchayati Raj (NIRD&PR) will be the nodal organisation for imparting the capacity development for the select professionals for achieving the desired outcomes. Following this frequent events will also be organised to reinforce motivation and continuous development of the social capital in selected GPs/Clusters.

## 4. PARTICIPATING MINISTRIES/DEPARTMENTS

'Mission Antyodaya' is premised on the convergence of resources under different departments/ministries with GP as the unit of planning. The needs of the GP as identified in the GPDP are mapped to various development schemes. The resources/support from the

schemes is an input to implementation of GPDP leading to outcomes that are linked to the indicators of 'Mission Antyodaya'. It is expected that participating ministries/ departments will take up the activities as indicated below in the selected GPs/Clusters (Table-2).

Table 2: Participating Ministries/Department under 'Mission Antyodaya'

| Sl. No | Ministry/Department                       | Deliverable(s) by 2022   |
|--------|---|--|
| 1.     | Department of Rural Development           | <ul style="list-style-type: none"> <li>-All eligible habitations connected by all-weather roads</li> <li>-Housing for all</li> <li>-All deprived households as members of SHGs with bank linkage</li> <li>-Mission Water Conservation under MGNREGA</li> <li>-Pension for old, widow and disabled</li> <li>-Placement based and self-employment skills for all eligible youths</li> <li>-Village roads with MGNREGA</li> <li>-Solid and Liquid Waste Management</li> </ul> |
| 2.     | Ministry of Panchayati Raj                | <ul style="list-style-type: none"> <li>-Gram Panchayat Development Plan (GPDP)</li> <li>-Capacity development of elected Panchayat representatives and GP Functionaries</li> </ul>   |
| 3.     | Department of Land Resources              | <ul style="list-style-type: none"> <li>-Integrated Watershed Management Programme (IWMP)</li> </ul>  |
| 4.     | Ministry of Health and Family Welfare     | <ul style="list-style-type: none"> <li>-Health sub-centre as Wellness Centre</li> <li>-Coverage under Health Protection Scheme</li> <li>-Emergency ambulance facility</li> <li>-100% immunisation</li> <li>-100% institutional delivery</li> <li>-100% treatment for Malaria, Tuberculosis, Filariasis, Kala Azar</li> </ul>   |
| 5.     | Ministry of Drinking Water and Sanitation | <ul style="list-style-type: none"> <li>-Piped drinking water for all households</li> <li>-IHHLs for all households</li> <li>- Sanitation including Solid and Liquid Waste Management</li> </ul>  |



|     |  |   |
|-----|--|---|
| 6.  | Ministry of Women and Child Development                  | -Pucca aanganwadi buildings for all 0–6 children with all services<br>-All women-led deprived households as per SECC to be provided adequate livelihood options or social security  |
| 7.  | Department of School Education and Literacy              | -100% student attendance and learning outcomes<br>-Higher Secondary facility for girls.<br>-Adequate school infrastructure with Sports facility.  |
| 8.  | Ministry of Skill Development & Entrepreneurship         | -Placement based and self-employment skill facility for all eligible youths   |
| 9.  | Ministry of Agriculture Cooperation and Farmers Welfare  | -Soil Health Card for all and optimal fertilizer use.<br>-Timely and quality inputs – seeds, fertilizers, pesticides<br>-Organic agriculture<br>-Horticulture potential use<br>-Crop insurance coverage<br>-Value chain development |
| 10. | Department of Animal Husbandry                           | -Full potential use in dairy, goatery, poultry<br>-Full potential use in fisheries<br>-Immunisation services for animal resources and veterinary care<br>-Breed improvement<br>-Value chain development                             |
| 11. | Department of Telecommunications                         | -Uninterrupted Internet connectivity.<br>-Post Offices with Postal Bank with Micro ATMs   |
| 12. | Ministry of Electronics & Information Technology (MeitY) | -Functional Common Service Centres<br>-All households with Aadhaar linked Bank Accounts   |
| 13. | Ministry of Social Justice & Empowerment                 | -Scholarships for SCs/STs/ OBCs/ Minorities   |
| 14. | Department of Empowerment of Persons with Disabilities   | -Skill Training or Social Security for all differently-abled persons<br>-Aids and Appliances<br>-Unisex toilets for differently-abled   |
| 15. | Ministry of Finance                                      | -Full coverage under <i>Pradhan Mantri Suraksha Bima Yojana</i><br>-Full coverage under <i>Atal Pension Yojana</i><br>-Full coverage under <i>Pradhan Mantri Jeevan Jyoti Bima Yojana</i><br>-Banking Correspondent with micro ATMs |

|     |  |   |
|-----|--|---|
| 16. | Ministry of Water Resources                    | -Community-led water security plans prepared as in Hiwre Bazaar<br>-Improved ground water monitoring and disclosure of ground water data  |
| 17. | Ministry of Power                              | -Electricity connection for all deprived households<br>-Minimum 12-hour power supply  |
| 18. | Ministry of Petroleum & Natural Gas            | -LPG Gas under Pradhan Mantri Ujjwala Yojana for all deprived households  |
| 19. | Department of Food & Public Distribution       | -Food security through PDS<br>-POS machine with bio-metric reader   |
| 20. | Ministry of New and Renewable Energy           | -Households using Solar Energy/Biogas/other renewable sources   |
| 21. | Ministry of Micro Small and Medium Enterprises | - Non-farm employment opportunities created<br>- Bank linkage for clustered economic activity   |
| 22. | Ministry of Textiles                           | - Development of Handloom and Handicraft clusters   |
| 23. | Ministry of Culture and Ministry of Tourism    | - Development of Tourism clusters<br>- Cultural activities at Gram Panchayat level  |
| 24. | Department of Youth Affairs                    | - Youth clubs for creative and constructive activities  |
| 25. | Department of Sports                           | - Sports activities at Gram Panchayat level   |
| 26. | Ministry of Tribal Affairs                     | - Provide focused resource support to tribal Gram Panchayats covered under 'Mission Antyodaya'  |
| 27. | Ministry of Food Processing                    | -Development of Agro-Processing Clusters under Pradhan Mantri Kisan SAMPADA Yojana<br>-Backward and forward linkages<br>-Cold chain development<br>-Creation/Expansion of Food Processing/Preservation Capacities |

## 5. PARAMETERS FOR MEASURING GP/CLUSTER DEVELOPMENT

### 5.1 Indicators for tracking progress of 'Mission Antyodaya'

Framework envisages progress on infrastructure, human development and economic development. Tracking of progress requires selection of indicators for which data is collected at all India level. MoRD has identified a set of indicators on which the performance of GPs / Clusters will be tracked through periodic surveys. The list of indicators and the scoring pattern on different parameters is indicated in Annex 3. A baseline survey on these indicators has been carried out by the State Governments in 5,000 Clusters/50,000 GPs during Gram Samridhi Evam Swachhta Pakhwada from 1<sup>st</sup> to 15<sup>th</sup> October, 2017. This baseline data would be used to monitor the progress of the GPs/Cluster against the identified indicators, besides ranking the GPs. MoRD would be uploading this baseline data on 'Mission Antyodaya' website ([www.missionantyodaya.nic.in](http://www.missionantyodaya.nic.in)).

### 5.2 Assessing performance of GPs under 'Mission Antyodaya'

A minimum benchmark has been proposed under each of the indicators. GPs attaining the minimum benchmark for each indicator will be marked as having achieved success in that dimension and would be marked accordingly as per pre-defined scores. Weightage is given for each parameter. The aggregate weight calculated on the basis of the baseline data will determine the present status of the village. Progress on these indicators will be measured periodically to devise further interventions in the GPs/Clusters.

5.3 Performance of the professionals engaged with implementation of 'Mission Antyodaya' shall be measured against the achievements in the implementation.

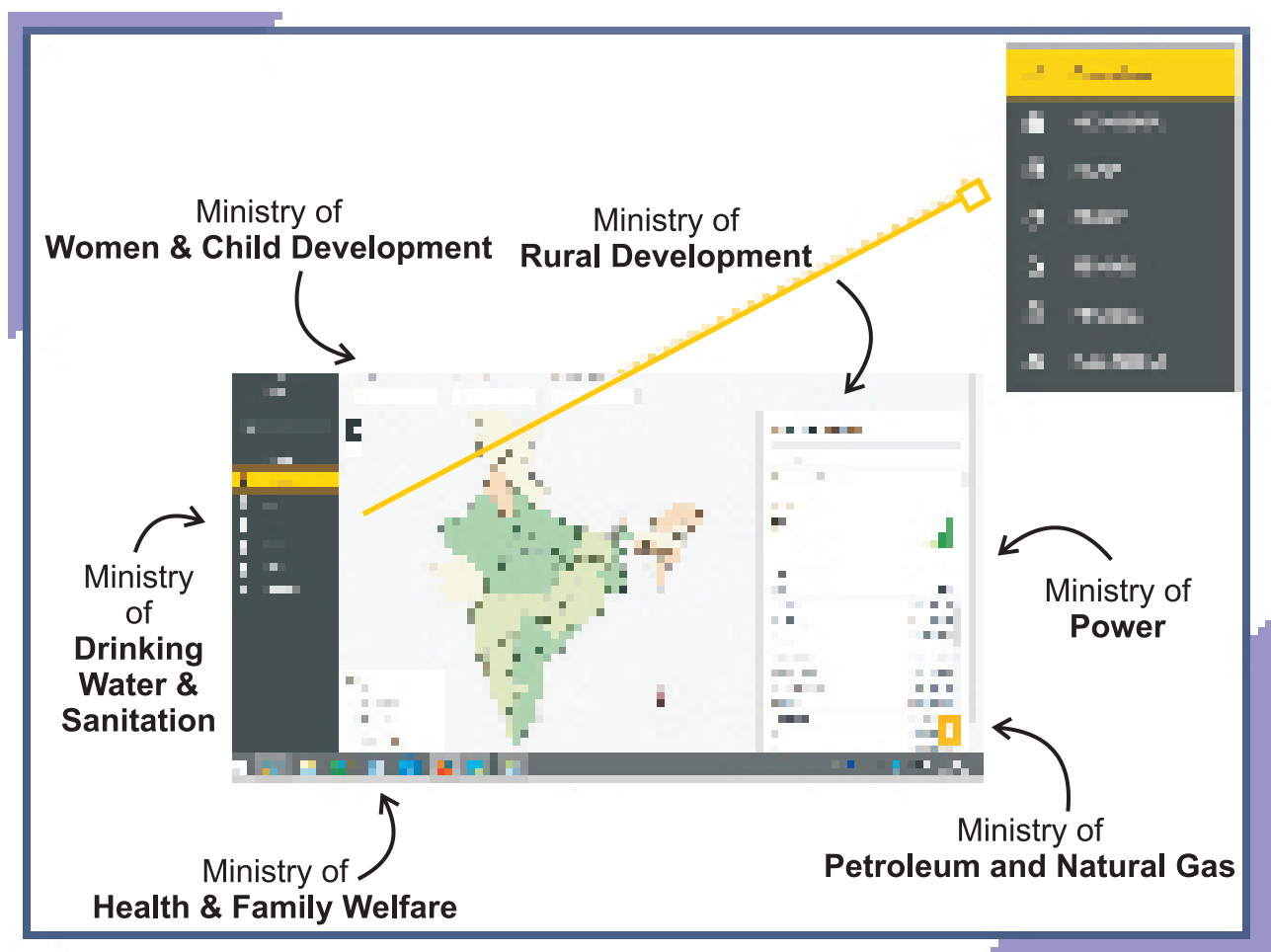


# 6. ROBUST MIS AND WEB-BASED REPORTING SYSTEM

The progress will be measured through a robust web-based MIS. Corresponding MISs of participating ministries/departments would be seeded with LGD codes, and APIs would be shared to bring an integrated view of these programmes at the GP/Cluster level. A beginning

in this regard has been made in respect of DISHA and Gram Samvaad apps and dashboards. In addition, it is also proposed to carry out a survey of GPs every year to measure progress on indicators which are not covered in the databases of schemes at present.

Figure 3: Representational diagram of 'Mission Antyodaya' MIS



## 7. COORDINATION ARRANGEMENTS

### 7.1 Coordination Structures

The coordination structures proposed for ensuring smooth implementation of 'Mission Antyodaya' entails the following:

1. National-level Steering Committee by Department of Rural Development with representation from various ministries/departments
2. State-level Coordination committee headed by Chief Ministers of the States
3. Steering Committee under Chief Secretary
4. DISHA Committee at district-level
5. Block-level Panchayat Samiti
6. Gram Panchayat-level Standing Committees

#### 7.2.2 Flexibility at the state level

'Mission Antyodaya' will require appropriate flexibility in the implementation of various programmes in a convergent and saturation mode by the respective State governments. Several issues that are thrown up periodically from the field with respect to implementation of the 'Mission Antyodaya' should be resolved through appropriate mechanism.

#### 7.2.3 Framing of detailed Guidelines for GP level Planning

Based on the general guidelines of the Ministry of Finance and the Ministry of Panchayati Raj and by adopting best practices in the country, States may develop detailed guidelines for GPDP under 'Mission Antyodaya' if required. While framing such guidelines focus may be given on timelines, resource envelope, integration of GP to cluster plans and

development of a perspective plan, and coordination mechanism for cluster-level development activities.

#### 7.2.4 State level Steering Committee

A Steering Committee at the State-level will monitor the programme and plan for its successful implementation. Suggested composition of Steering Committee is as follows:

- Chief Secretary - Chairperson
- Secretary/Commissioner - Panchayati Raj and Rural Development (Convener)
- Secretaries in charge of following departments:
  - Agriculture/Animal Husbandry/ Fisheries
  - Director, SIRD
  - Drinking Water & Sanitation
  - Finance
  - Food and Public Distribution
  - Forest
  - Health and Family Planning
  - Industries
  - Land Resources
  - Planning
  - Power
  - Public Relations
  - Renewable Energy Authority
  - SC/ST development
  - School Education
  - Skill Development and Entrepreneurship
  - SMD, SRLM
  - Social Justice and Empowerment
  - Telecommunication
  - Tourism
  - Tribal affairs

- Women & Child development
- Youth Affairs and Sports
- Secretary/Head of any other department as approved by the Chairperson

### 7.2.5 Functions of state level Steering Committee.

The following is the illustrative list of functions of Steering Committee:

- To prepare master Government Orders/ Resolutions detailing different processes and procedures.
- To ensure inter-departmental coordination at all levels.
- To issue instructions on convergence of schemes and resources including detailing of human resources and technical support at all levels.
- To take decisions as needed for mid-course corrections, trouble-shooting etc.
- To respond to issues from the field and come out with circulars/clarifications.
- Identify bottlenecks, and the technical and administrative support required and issue necessary instructions/ Government Orders from time-to-time.
- Coordinate with the committee at the national level as required.
- To monitor and steer the entire process.
- The Steering Committee should decide the resource envelope which will be available to GPs/clusters, keeping in

view the objective of 'Mission Antyodaya' and ensure that the State Government communicates the same to each GP in form of a Government Order (by developing appropriate MIS). It should mandatorily include the following:

- o FFC grant
- o SFC grants
- o Own Source Revenue (OSR)- to be projected based on actuals of the last three years
- o MGNREGA as per approved Labour Budget
- o PMAY-G
- o RKVY
- o PMKSY/IWMP
- o Horticulture Technology Mission
- o PMFBY
- o NSAP
- o DDUGKY
- o NRLM
- o Other CSS and State Schemes entrusted to GPs
- o Schemes for which GP takes the decision even when the fund is not transferred
- o Voluntary contributions (cash, kind and labour)-States may fix as appropriate
- o CSR funds, if assured and available to GPs

## 8. HUMAN RESOURCES SUPPORT

**8.1** The GPs carry out both core as well as agency functions. While the Finance Commission grants devolve to GPs towards core functions, the GPs are also assigned agency functions under various centrally sponsored schemes. While the human resources available to GPs for core functions widely differ across the States, in case of centrally sponsored schemes, except MGNREGA, there is no designated functionary at the GPs level. For IT functions, accounting and data entry, various staff is available for a cluster of villages or it is obtained on outsourced basis.

**8.2** The Sumit Bose Committee is of the view that only if core functions of the Panchayats are properly carried out, that the agency functions of Panchayats could be exercised more effectively. The summary of recommendations can be accessed at Annex 4. The Committee has suggested that larger Panchayats with a population of 20,000 and above should have one Panchayat Secretary, one Technical Assistant, and support staff for IT and accounting functions. For a smaller Panchayat, the IT and accounting support could be procured through outsourcing Common Service Centres (CSCs) or Community Resource Persons (CRPs) drawn from SHG networks. The Committee has further recommended that all personnel working in Panchayat, in core as well as agency, functional areas, should invariably be under the administrative control of the GP. It has also made recommendations consisting of eligibility, recruitment process, specified career growth plan and training framework.

**8.3** For Antyodaya Gram Panchayats/Clusters, the HR structure at Gram Panchayats/Cluster-level needs roll rationalisation, capacity augmentation and convergence on a fast-track mode. All human resource engaged at or below the GP level should be pooled into a multi-disciplinary team. Such resources could be members of Village Organisations (VOs) and Cluster-level Federations (CLFs) under DAY-NRLM, ANMs and Asha workers under Health, Community Resource Centre (CRC) Coordinators under SSA, Rojgar Sewaks under MGNREGA, Aanganwadi Workers, Aajeevika Krishak Mitra etc. A system of blended payments for functionaries including wage and performance-based incentives may be followed based on specified outputs of such functionaries. Core functionaries under MGNREGA and other programmes such as Sahayak should be trained as barefoot engineer. Similarly, data entry operators under different schemes should be trained to enter the data regarding all schemes in their relevant MISs.

**8.4** As 'Mission Antyodaya' would require constant coordination, follow up and monitoring at the central government, it is expected that a dedicated cell with qualified manpower would be created in the Department of Rural Development. It is recommended that similar cells are created in the States at appropriate level.

## 9. FUNDING

**9.1** Medium-term Expenditure Framework (MTEF) Statement has been laid out by Hon'ble Finance Minister in August, 2017 underscoring that Indian economy grew by 7.1% in real terms in 2016-17. There is a projection of an increase of 7%-11% in budget of Department of Rural Development over the next two financial years with an augmented allocation for MGNREGA, NSAP, DAY-NRLM, PMGSY, PMAY-G, SPMRM, etc. Pooling the funds from other ministries and departments like health, education, drinking water and sanitation, agriculture, MSME, power would provide resources under convergent mode under 'Mission Antyodaya'. Substantial and additional funding for livelihood will come under DAY-NRLM budget. Additional funding for Aajeevika will be provided to saturate funding

requirement of eligible SHGs towards Revolving Fund (RF) and Community Investment Fund (CIF). All these would augment resources for livelihood through enhanced bank linkages.

**9.2** In addition, State/UTs can utilise provision of 'Flexi-funds' guidelines issued by Department of Expenditure in 2016, which allows States to use 25% of the allocation under a centrally sponsored scheme as flexi-fund, following laid down procedure to provide additional funding for GPs under 'Mission.

**9.3** 'Mission Antyodaya' does not envisage a separate budget head as it is a novel framework to harmonise the delivery mechanisms so that development needs of selected GPs/Clusters are saturated in a predefined timeframe.

## 10. INFORMATION EDUCATION AND COMMUNICATION (IEC) ACTIVITIES

It would be necessary to give wide publicity on 'Mission Antyodaya' and preparation of GPDP so that enthusiasm is generated and participation at the grass root is motivated. Based on good practices across the country, the following suggestions are given:

- Ideally an appealing and meaningful local name may be given to the programme
- Campaign approach on the lines of the literacy campaign, national immunisation campaign, etc. could be followed.
- Formal communications including letters from the Chief Minister/Minister to elected heads of GPs and members could be sent.
- Formal launch of the programme should be done at multiple levels.
- Explanatory meetings could be held at the State, district, block, and GP/cluster covering:
  - Elected representatives including MPs and MLAs
  - Officials of all departments
  - Resource persons and trainers
  - Organisations working with Panchayats
  - Community/citizens
  - Local opinion makers, religious leaders, traditional leaders
  - Political parties, SHGs, cooperatives
  - Educational institutions
  - Media
  - Village level Committees
- Develop a media plan focusing on newspapers, radio, TV, local cable operators, cinema halls, social media, GP website, etc.
- Conventional and non-conventional methods like folk campaigns and street plays, poster campaigns, brochures/pamphlets may be used.



## 11. INCENTIVES TO GRAM PANCHAYATS

**11.1** The Gram Panchayat/Clusters which attain complete saturation as envisaged in GPDP, would continue to receive the flow of funds as it was happening during the Mission period. Such GPs will be further incentivised for such an achievement over and above the continued flow of funds through higher order projects for which the Government proposes to make a reference to the 15<sup>th</sup> Finance Commission to reward such Gram Panchayats by putting them on a new growth trajectory. The focus would be to enhance income of those GP from non-farm sectors.

**11.2** To ensure the virtuous cycle of prosperity attained through the Mission, as a mark of recognition for making an effort towards attaining this status, a statue of Mahatma Gandhi will be installed at the Gram Panchayat.

**11.3** It is proposed to constitute 'Antyodaya Awards' for well-performing GPs/Clusters under 'Mission Antyodaya'.

## 12. MONITORING AND EVALUATION

**12.1** A four-layer monitoring framework is envisaged:

- a) 'Mission Antyodaya' requires measuring the progress on important indicators against baseline data through a robust MIS developed for this purpose. The data on this web portal will be uploaded through designated nodal offices of the State. It will be possible to generate analytical reports for targeted interventions in the GPs/Clusters.
- b) MoRD may carry out third party assessment of 'Mission Antyodaya' with pre-defined Terms of Reference in the selected GPs/Clusters.
- c) While social audit is undertaken for various schemes of the Department of Rural Development, GPs/Clusters under 'Mission Antyodaya' will also be brought under this exercise.
- d) At the district level, the web portal of 'Mission Antyodaya' will also be inter-linked with DISHA portal to provide focused intervention and resource convergence in respect of 'Mission Antyodaya' GPs/Clusters.

**12.2** The achievements made will be evaluated in detail by a reputed third-party agency in 500 days (during the progress of the scheme) and once after 1,000 days. The reports on these evaluations would enable scaling up of interventions in next cohort of GPs/Clusters under next phase of 'Mission Antyodaya'.

# ANNEXURES

## Annex-1

Deprivation indicators identified from SECC 2011 of the 8.85 crore deprived/ automatically included poor households

| Particular   | Deprived Households | Interventions Required  |
|--|---------------------|---|
| Only zero room or one room with ku tcha walls and kutcha roof (D1)           | 2,37,31,674         | <ul style="list-style-type: none"> <li>• PMAY Gramin</li> <li>• DAY-NRLM</li> <li>• MGNREGS</li> <li>• DDUGKY/RSETI</li> <li>• NSAP</li> <li>• Livelihoods</li> <li>• Education/Skills</li> <li>• Animal Resources</li> <li>• Non-Farm option</li> <li>• Markets/Value</li> <li>• Social Capital</li> <li>• Bank Linkage</li> <li>• Enterprise</li> <li>• Professionals</li> <li>• Horticulture</li> <li>• Organic Farming</li> <li>• Health</li> <li>• Nutrition</li> <li>• SBM</li> </ul> |
| No adult member between 16 to 59 (D2)  | 65,15,205           |   |
| Female headed households with no adult male member between age 16 to 59 (D3) | 68,96,014           |   |
| Disabled member and no able-bodied adult member (D4)                         | 7,16,045            |   |
| SC/ST households (D5)  | 3,85,82,225         |   |
| No literate adult above 25 years (D6)  | 4,21,47,568         |   |
| Landless households as manual casual labour (D7)                             | 5,37,01,383         |   |

## Annex-2

### Allocation of GPs to States/UTs under 'Mission Antyodaya'

| Sl.No | States/UTs Name   | Total number of Gram Panchayats | GP Allocation |
|-------|-------------------|---------------------------------|---------------|
| 1     | A&N ISLANDS       | 286                             | 47            |
| 2     | ANDHRA PRADESH    | 13713                           | 2584          |
| 3     | ARUNACHAL PRADESH | 2041                            | 356           |
| 4     | ASSAM             | 3044                            | 570           |
| 5     | BIHAR             | 9106                            | 1793          |
| 6     | CHANDIGARH        | 15                              | 2             |
| 7     | CHHATTISGARH      | 11158                           | 2287          |
| 8     | D & N HAVELI      | 23                              | 4             |
| 9     | DAMAN AND DIU     | 18                              | 3             |
| 10    | GOA               | 207                             | 31            |
| 11    | GUJARAT           | 14565                           | 2630          |
| 12    | HARYANA           | 6432                            | 1108          |
| 13    | HIMACHAL PRADESH  | 3371                            | 541           |
| 14    | JAMMU & KASHMIR   | 4867                            | 851           |
| 15    | JHARKHAND         | 4728                            | 898           |
| 16    | KARNATAKA         | 6485                            | 1126          |
| 17    | KERALA            | 1200                            | 195           |
| 18    | LAKSHADWEEP       | 11                              | 2             |
| 19    | MADHYA PRADESH    | 23610                           | 4622          |
| 20    | MAHARASHTRA       | 28816                           | 5227          |
| 21    | MANIPUR           | 3058                            | 579           |
| 22    | MEGHALAYA         | 6260                            | 1268          |
| 23    | MIZORAM           | 935                             | 183           |
| 24    | NAGALAND          | 1238                            | 247           |
| 25    | ODISHA            | 6665                            | 1342          |
| 26    | PUDUCHERRY        | 113                             | 20            |
| 27    | PUNJAB            | 13399                           | 2190          |
| 28    | RAJASTHAN         | 10451                           | 1959          |
| 29    | SIKKIM            | 187                             | 33            |
| 30    | TAMILNADU         | 13640                           | 2509          |
| 31    | TELANGANA         | 9211                            | 1622          |
| 32    | TRIPURA           | 1284                            | 249           |
| 33    | UTTAR PRADESH     | 60618                           | 10783         |
| 34    | UTTARAKHAND       | 8170                            | 1374          |
| 35    | WEST BENGAL       | 3831                            | 764           |
|       | <b>TOTAL</b>      | <b>2,72,756</b>                 | <b>50,000</b> |

# Annex-3

## Allocation of GPs to States/UTs under 'Mission Antyodaya'

### 1. Basic Parameters:

|                     |                     |                  |
|---------------------|---------------------|------------------|
| State Code          | State Name          |                  |
| District Code       | District name       |                  |
| CD Block code       | CD Block Name       |                  |
| Gram Panchayat Code | Gram Panchayat Name |                  |
| Village Code        | Village Name        | Village Pin Code |

|  |   |
|--|---|
|  | Weightage   |
| Total Population   |   |
| Male   |   |
| Female   |   |
| Total Household  |   |
| Total number of SHGs promoted  |   |
| Total Area (in hectares)   |   |
| Net sown Area (In hectares)  |   |
| Total Un irrigated land area (in hectare)                              |   |
| Area irrigated (in hectare)<br>0%, <20%, 20 -40%, 40 -60%,60 -80%,>80% | >80%=4, 60-80%=3, 40 -60%=2, 20 -40%=1,<br><20%=0 |



## 2. Key Infrastructure Parameters:

| SI No | Key parameters   | Weightage | Remarks  |   |
|-------|--|-----------|--|---|
|       | <b>Infrastructure parameters</b>   |           |  |   |
| 1.    | % households engaged exclusively in  |           |  |   |
|       | A. Farm activities   |           |  |   |
|       | B. Non-farm activities   | 5         | >50%   |   |
| 2.    | Is there bank in the village? (Yes = 1, No = 2)  | 5         | 5  | If yes then 5                                     |
|       | If not in the village; the distance range code of the nearest place where facility is available; (<3km-1; 3-5km-2; 5-10 km-3, > 10Km-4)  |           |  | For option 1 -4; for 2-3; for 3-2, for option 4-0 |
| 3.    | If there is no bank in the village; is there Banking/Business Correspondent with internet connectivity?  |           | 2  | If yes and answer of question 5 is 'None'         |
| 4.    | Is there ATM in the village? (yes-1;No-2)  | 1         | If yes   |   |
| 5.    | Whether the village is connected to All weather road? (Yes-1;No-2)   | 5         | If yes   |   |
| 6.    | Whether village has an internal CC/ Brick road (Yes-1;No-2)  | 4         | If yes   |   |
| 7.    | Is Public Transport system available in the village? (Bus-1;Van-2;Auto-3;None-4)   | 3         | For option 4=0   |   |
| 8.    | Is there internet Café/Common Service Centre in the village? (Yes-1;No-2)  | 2         |  |   |
| 9.    | Does the village have electricity supply for domestic use? (1-4 hrs-1; 5-8 hrs-2; 9-12 hrs-3; > 12 hrs-4; No electricity-5)  | 4         | For option 1 = 1;<br>2 = 2;<br>3 = 3;<br>4 = 4;<br>5 = 0                           |   |
| 10.   | Whether the village has Public Distribution System (PDS)? (Yes-1;No-2)   | 1         | If yes   |   |
| 11.   | Markets (Mandis-1; Regular market-2; weekly haat-3; none-4)  | 3         |  |   |
| 13    | If not in the village; the distance range code of the nearest place where facility is available is given; (<5km-1; 5-10 km-2; > 10 km-3)   |           |  |   |
| 12.   | Piped tap water in the village<br><b>(1) 100% habitations covered (2) 50 to 100% habitations covered (3) &lt;50% habitation covered (4) only one habitation is covered (5) Not Covered</b> | 4         | Option 1 = 4<br>Option 2 = 3<br>Option 3 = 2<br>Option 4 = 1<br>Option 5 = 0       |   |
| 13.   | Telephone Services in village (Landline-1; Mobile-2; Both-3;None-4)  | 2         |  |   |
| 14.   | Total no of household using clean energy for cooking (LPG/Bio gas)   | 4         | <25% = 1<br>25%-50%=2<br>50%-75%=3<br>>75% = 4<br>No Household with Clean Fuel = 0 |   |

|   |   |   |  |
|---|---|---|--|
| 15.   | No of household with kuccha wall and kuccha roof<br><b>Kuccha Wall is ...</b> 1 Grass/thatch/bamboo etc.<br>2 Plastic/polythene<br>3 Mud/unburnt brick<br>4 Wood<br>5 Stone not packed with mortar<br><br><b>Kuccha Roof is...</b> 1<br>Grass/thatch/bamboo/wood/mud etc.<br>2 Plastic/polythene<br>3 Hand-made tiles | 5 | <20% = 5<br>20%-40%=4<br>40%-60%=3<br>60-80%=2<br>>80% = 1               |
| 16.   | Post office/Sub-Post office in village (Yes -1;No-2)  | 1 |  |
| 17.   | School in village(Primary-1; Middle School-2;<br>High School-3; Senior Secondary School-4;No<br>School-5)   | 4 | Option 4 = 4<br>Option 3=3<br>Option 2=2<br>Option 1 = 1<br>Option 5 = 0 |
| 18.   | Is there Vocational Education<br>Centre/ITI/RSETI/DDU-GKY in the village? (Yes -<br>1;No-2)   | 2 | If yes   |
| 19.   | Sub Centre /PHC/CHC in the village (PHC-1; CHC-<br>2; Sub Centre-3)   | 3 |  |
| 20.   | If not in the village; the distance range code of the<br>nearest place where facility is available is given;<br>( <5km-1; 5-10 km-2; > 10 km-3)   |   | <5km- 2<br>5-10 km-1<br>> 10 km-0  |
| 21.   | Is there Veterinary Clinic/ Hospital in the village?<br>(Yes-1;No-2)  | 2 |  |
| 22.   | If not available in the village; the distance range<br>code of the nearest place where facility is available<br>is given; (<5km-1; 5-10 km-2; > 10 km-3)  |   | <5km- 1<br>>5 km-0   |
| 23.   | Does the village has drainage facilities (Closed<br>drainage-1; open pucca drainage covered with<br>tiles slab-2; open pucca drainage uncovered-3;<br>open kuccha drainage-4; no drainage-5)  | 4 | Option 1=4<br>Option 2 = 3,<br>Option 3 =2,<br>Option 4=1<br>Option 5 =0 |
| <b>Economic development and livelihoods</b> |   |   |  |
| 24.   | Does the village have Soil Testing Centres? (Yes -<br>1;No-2)   | 2 | If yes   |
| 25.   | Does village has government Seed Centres? (Yes -<br>1;No-2)   | 1 | If yes   |
| 26.   | Does the village have Fertilizer Shop? (Yes-1;No-<br>2)   | 1 | If yes   |
| <b>Health, nutrition and sanitation</b>     |   |   |  |
| 27.   | Community waste disposal system in the village<br>(Yes-1;No-2)  | 2 | If yes   |
| 28.   | Community bio gas or recycle of waste for<br>production use in the village (yes-1;No-2)   | 3 | If yes   |
| 29.   | Is the village Open Defecation Free(ODF) (Yes -<br>1;No-2)  | 3 | If yes   |

|                                |   |            |  |
|--------------------------------|---|------------|--|
| 30.                            | Does the village have Aanganwadi Centre? (Yes - 1;No-2)                     | 1          | If Yes   |
| 31.                            | No of total children in the age group of 0-3 years                          |            |  |
| 32.                            | No of children aged 0-3 years registered under Aanganwadi                   | 2          | If >80%=2<br>60%-80%=1<br><60%=0                                     |
| 33.                            | No of children aged 0-3 years immunized                                     | 3          | If >95% =3(MCTS)<br>90-95%=2<br>80-90%=1<br>Else 0                   |
| 34.                            | No of children categorized as Non-Stunted as per ICDS record                | 4          | >90% = 4,80-90%=3<br>70-80%=2,60-70%=1<br><60%=0                     |
| <b>Women empowerment</b>       |   |            |  |
| 35.                            | No. of households mobilized into SHGs                                       | 3          | If >= 80% = 3, If 50% to 80% =2, If 25% to 50% = 1, Less than 25%= 0 |
| 36.                            | No. of households mobilized into Producer Groups (PGs)                      | 2          | If >= 25% = 2 ; 10%-25% = 1, Else 0                                  |
| 37.                            | No. of households supported by village based Agricultural Extension Workers | 1          | If >= 25% = 1; Else 0  |
| 38.                            | No. of households supported by village based Livestock Extension Workers    | 1          | If >= 25%; Else 0  |
| <b>39. Financial Inclusion</b> |   |            |  |
| 40.                            | No. of SHGs accessed bank loans   | 3          | If >= 80% = 3, If 50% to 80% =2, If 25% to 50% = 1, Less than 25%= 0 |
| <b>TOTAL</b>                   |   | <b>100</b> |  |

## Annex-4

### Summary of Recommendations by Performance Based Payments Committee for better outcomes in Rural Development Programmes

1. Every Gram Panchayat should have a full time Secretary who is a regular employee. For larger Panchayats having a population of 10,000 or more, a Panchayat Development Officer of Gazetted rank/Group-B is recommended.
2. Every Gram Panchayat should have a Technical Assistant. The existing Gram Rojgar Sahayak should be formally trained as Barefoot Technicians to carry out essential engineering functions including those related to water supply and sanitation. These functionaries should support the Secretary in development administration as well. This arrangement is recommended for Panchayats with population less than 10,000 and for those more than 10,000 a qualified employee with Diploma or Degree is required. However for viability, in the case of small sized Panchayats the states may cluster the GPs to ensure that the Technical Assistant has adequate workload.
3. Regarding support staff for IT and accounting, for smaller panchayats (population less than 10,000), outsourcing to CSCs or trained CRPs from SHG networks is advocated. For larger Panchayats there may be regular staff or more formal outsourcing, giving preference to trained CRPs.
4. All employees should mandatorily possess the knowledge of using computers for their work and existing employees should be enabled to acquire the required proficiency within a fixed period with the help of support from the State.
5. In States with smaller Panchayats having population of less than 10,000, positions may be created for permanent staff with adequate qualifications, particularly in respect of engineering, accounting and IT, for a cluster of Village Panchayats. If this is not feasible, the positions could be created at least at the level of the Block exclusively for providing service to the Village Panchayats with clear norms relating to the kind of service, frequency of visits, certification of performance, accountability etc. The Committee is of the opinion that clustering of Panchayats is very critical in States having Panchayats of small size and population, to achieve the optimum scale for human resource support. In PESA and hill areas depending on the geographical size, lower population thresholds could be worked out by the States. (Para 3.2, sub-para 1)
6. MoRD and MoPR may facilitate States to develop a comprehensive competency framework for all existing staff at different positions. (Para 3.2, sub-para 2)
7. The qualification for fresh recruitment of Secretaries should be at least graduation with knowledge of handling computers which needs to be appropriately tested. The Secretaries should undergo an induction training of at least sixteen weeks in two phases. (Para 3.2, sub-para 3)

8. Refresher training for at least one week every year for all employees of the Gram Panchayat should be ensured.
9. The recruitment should be transparent, merit based, fair and done by the formal institutions for recruitment of staff existing in the States. (Para 3.2, sub-para 4)
10. The career path of the permanent recruits should be clearly defined. To the extent possible they should be given fair chance to be absorbed into the appropriate State cadres. (Para 3.2, sub-para 5)
11. Even for contract employees minimum qualifications and rigorous selection procedure are recommended. As an incentive for good performance, States may consider earmarking a percentage of permanent posts in Panchayats for contract employees who have completed a determined period of time, provided they have the minimum qualifications. This selection should also be through the same mode as mentioned above. (Para 3.2, sub-para 6)
12. Qualifications and experience criteria should also be laid out in the case of outsourcing. (Para 3.2, sub-para 7)
13. For historical reasons the Intermediate and District Panchayats have relatively better HR support. However, due to the increased work load in engineering and IT, especially at the level of the Village Panchayat, the Committee feels that there should be adequate supervisory posts in engineering and IT at the Intermediate level. In the case of District Panchayats, the Committee has recommended setting up of a mechanism which has been described in Chapter 7 of the report. (Para 3.2, sub-para 8)
14. Professional support for implementation of RD programmes is separately provided for. Transfer of funds has also been streamlined through the treasury system. Therefore, there is little justification for continuation of DRDAs. Merger of DRDAs with the District Panchayats should be ensured in the States where this has not been done. (Para 3.2, sub-para 9)
15. The work of all Panchayat/Village level employees of line departments in a Panchayat will be supervised and monitored by the concerned Panchayat. This would include reviewing performance, inspecting works, calling for performance reports and systematic community based monitoring to ensure inclusive and effective reach and quality of services. Complaints will be forwarded by the Panchayat to the Block or District level for disciplinary action. A functioning grievance redressal mechanism must be in place. (Para 3.2, sub-para 10)
16. The Ministry of Rural Development would issue enabling instructions to facilitate States to assign multiple tasks to the existing scheme specific staff, taking adequate precaution to ensure that the scheme implementation is not affected in any manner. (Para 3.2, sub-para 11)
17. The Ministries of Rural Development, Panchayati Raj and Drinking Water and Sanitation would jointly ensure that the funds earmarked for administrative costs are untied from the schemes and freedom given to the States to spend them for HR related costs at the Village Panchayat and Block level. (Para 3.2, sub-para 12)
18. The recommendations 1-17 may be fast tracked in the 'Mission Antyodaya' GPs/Clusters.

19. Viability in terms of size and population of Village Panchayats is critical for both efficient service delivery and sustainable HR support besides entailing substantial one time capital costs on office infrastructure. Therefore, the Committee recommends that creation of new and small Panchayats may be avoided. the Committee recommends that the States having small sized Panchayats may consider merger of such Panchayats to make them viable. (Para 3.2, sub-para 14)
20. In the eventuality of critical gap funding being necessary to operationalize these recommendations, three years support to incentivize States to strengthen HR could be included in the revised Rashtriya Gram Swaraj Abhiyan. (Para 3.4)
21. The number of JEs in each block would go up to about ten from the current level of four or five on average. This strengthening would require funds to the tune of about Rs. 1000 crore annually which would need to be provided for on a sharing basis with the States.
22. The existing HR support to Panchayats in PESA areas with one Gram Sabha mobiliser in every Gram Panchayat, one PESA Coordinator in the Intermediate, one PESA Coordinator in the District and other provisions like contracting NGOs for regular hand holding, IEC activities and the flexibility given to North Eastern and Hilly States to increase their unit cost by upto 25 percent as per need, may be continued in the years to come, with suitable upward revision in remuneration and other allowances so as to incentivize personnel working in such difficult areas. (Para 3.5).
23. Human resources of SHG network could be utilized by the Village Panchayat in the form of activity groups trained to carry out particular tasks, in the form of trained CRPs from among the SHGs for performing specific functions and increasing participation during Gram Sabhas. A Village Panchayat and Village Organisations may enter into an agreement regarding provision of Human Resources.
24. Possible general functions in which human resources of SHGs could be utilized are - conduct of Gram Sabha, Information Education Communication, Community Based Monitoring, Accessing services. (Para 4.9 – 4.12)
25. The SHG network can be used in the implementation of MGNREGS by entrusting them responsibilities such as registration of demand, identification of works, organizing the work and record keeping, semi-skilled works, first measurement as BFTs, identifying deficiencies and grievances. (Para 4.13)
26. The VOs can be used in supporting the GPs in conducting surveys, preparation of status studies on children, aged, natural resources, people with disabilities and so on, executing small public works, organizing events and campaigns, delivery of schemes of care and compassion, civic services like SWM. (Para 4.15)
27. CRPs can be trained to perform multiple tasks such as worksite supervision, work measurement, maintaining accounts, as barefoot auditors in supporting auditing works, tax and fee collectors, issue certificates, licenses etc., for technology extension in areas like agriculture and allied, behaviour change communication in areas like health, nutrition, sanitation and so on. (Para 4.16)
28. For functional and effective partnership between the VP and the SHG network - VOs may formally be given the status of functional



committees of the VP, ensure autonomy of SHG network, special training and materials like handbooks for the SHGs, identification and certification of CRPs, setting up of a coordination mechanism between VP and VO, troubleshooting measures in place to tackle conflict between GPs and VO. (Para 4.18, sub-para 1-7).

29. NGOs could support GPs - in the local planning process, in construction work, conduct of survey and studies, improving social accountability, community mobilization for paying taxes and fees, claims and legal matters under FRA and PESA, conflict resolution, forging alliances between the GP and other institutions. (Para 4.20)
30. Choosing the right NGO through an open and transparent process and norms for payment should also be laid down. The NGO would work as a partner of the Panchayat and not as a parallel body. The GPs should have enough authority to assess the performance of the NGOs and give feedback to Government. It should be the prerogative of the Gram Panchayats to work with any NGO of its choice. (Para 4.21)
31. Functional committees can support the VP in – mobilization, identification of beneficiaries, professional support, monitoring and quality assurance – for which role clarity and need based training for the functional committees should be ensured. (Para 4.23)
32. In order to improve social accountability in Panchayats, the following steps may be taken– strengthening of Gram Sabha (as per MoPR notification on organizing Gram Sabha meetings and action to be taken after the meetings), organizing mahila sabhas prior to Gram Sabhas, utilizing expertise of educational institutions in strengthening

Gram Sabhas and managing their meetings particularly in PESA areas. [Para 5.6 – 5.11 (sub-para 1-3)]

33. Participatory planning and budgeting, proactive disclosures, Junta Information System, public libraries, right to delivery of services, citizen's charter, grievance redressal, people's contact days, preparation of status studies for effective utilization of earmarked budget, participatory assessments, participatory expenditure tracking, community based monitoring, citizen's score card, citizen's juries/panels, social audit of Panchayats. (Para 5.12 – 5.28)
34. Special capacity building of social auditors, elected representatives and officials should be organized and internal audit should be streamlined with that of social audit. (Para 5.29 – 5.30)
35. For immediate operationalization in 'Mission Antyodaya' GPs, participatory planning, janta information system, citizens charter, disclosures, social audit and citizens score card may be considered. (Para 5.31).
36. The Panchayats should be encouraged to use only transaction based software, adopt double entry system of accounting; universalization of the SECURE software which should cover every aspect from proposing a work till bringing the completed work in the asset register; upgrading the PES to support transaction at the GP level and to keep provision for running the software without internet connectivity; in the context of RTI, Panchayats should be able to generate data for accountability, particularly for social audit; clearly laid protocol of exchange of data between the servers of the State and that maintained by the NIC at the national level; the core staff of the GP should have

adequate ICT capability and in case of shortage of staff, states may consider any of the models of CSCs or outsource services of individual; CRPs from SHG networks with required qualification may be trained for handling the ICT applications in the GP on an outsourcing basis; certain applications related to guarantee of delivery of services and redress of grievances should be developed locally for better ownership; promotion of m-Governance using mobile based application can help enhancing the access to the common people; NIRD&PR should function as a common platform to exchange information about all ICT applications developed by the Central and State Government on various aspects. All the States and other stake holders should be roped in to share their ICT initiatives and wherever they have worked, should be enabled to roll out in other States / Stakeholders, to begin with the ICT initiatives related to Rural Development and Panchayati Raj through NIRD&PR. (Para 6.18 – 6.26)

37. Monitoring committees of beneficiaries may be set up for a work or group of works to facilitate concurrent monitoring of the construction of public assets; the existing MIS system should facilitate regular and automatic feedback of performance to the Village Panchayats/Intermediate Panchayat; The Standing Committees of Village Panchayats need to conduct field visits, hold interactions with the Gram Sabha members, verify records and provide formal feedback to Panchayats; Gram Sabha to assess progress of works and programmes; participatory monitoring by the SHG network; fixed day block level meetings of village panchayats with officials; incentive system may be designed at the State level, providing for

variations in difficult areas; district level officials to conduct visit to Gram Panchayats to resolve issues; citizen monitoring of public works through mobile applications should be encouraged; states to develop formats and encourage self-assessment of Panchayats as well as ranking of well performing Panchayats; help-desk to the Village Panchayat in the form of a district level feedback system to Panchayats; setting up of a MIS to track vacancies; concurrent evaluation in the respect of Rural Development programmes may be re-introduced with top institutions as well as the State itself conducting such evaluations and also suggest remedies for HR issues. (Para 7.4, sub-para 1-15)

38. Setting up of a mechanism to monitor quality of works entrusted to the PRIs for execution which should cover engineering works under RD schemes, works taken up for watershed development, those related to SBM(G), grants under Tribal Welfare Department. There is a need to customise and develop quality standards for diverse categories of rural works which PRIs execute or supervises. An engineer of the Zilla Parishad may be designated as the District Quality Coordinator (DQC) with a dedicated ToR clearly laying out his/her roles and responsibilities. A task force of senior engineers at the state level, apart from compiling the quality code of rural works may also design templates for field inspection reports of different categories of rural works. A selection committee at the district level may empanel requisite number of DQMs and lay down clear roles, responsibilities and reporting lines for them. A third party quality monitoring mechanism may be institutionalized by MoRD. App based monitoring and uploading of quality of works

may be developed which can be used by citizens in the case of works implemented by GPs. MoRD may also consider developing an Android App. to be loaded on the smart phone of the DQMs so that some basic information on the assets verified, geo-tagged photograph of the assets and some basic finding are electronically reported for compilation of the broad findings. (Para 7.9, sub-para 1-14)

39. Training of engineers on all steps starting from procuring right quality of the material, following standard procedures, conducting tests in the laboratories, proper documentation by the engineers executing the works and workmanship as well as precautions to be taken in execution of works should be planned for. (Para 7.10)

40. A system of quality monitoring similar to that in the case of PMGSY to be put in place. Standards should be developed for all types of assets being created through various rural development for benchmarking. This holds true for quality of materials as well. The monitoring framework should be supported by suitable website and Android run mobile application for bringing in transparency and location specific information and generating all MIS on functioning of the monitoring framework. The Ministry of Panchayati Raj should take the lead in compiling the essential data relating to Panchayats at all levels. This should include details like area, population, staff (including their nature, qualification, mode of recruitment, remuneration, other conditions of service, etc.) and availability of essential infrastructure for the Panchayat Office, etc. For planning purposes, the State Statistics Department and the Line Departments may slice all the relevant data Panchayat-wise and

hand them over to the Panchayats. Further the Ministry of Panchayati Raj in consultation with the Ministry of Statistics and Programme Implementation revisit the Basic Statistics for Local Level Development (BSLLD) and based on its experience, redefine the data requirements and develop a method for collecting and collating them systematically by the Panchayats. The cost could be defrayed from the 10 percent fund set apart from the FFC grant for administrative expenses. (Para 7.11, sub-para 1-7)

41. All the existing Secretaries of Village Panchayats should be trained and the new Secretaries of Panchayats should be put through a rigorous induction training for at least six months. The modules developed by MoRD with the technical assistance of ILO could form the core course material for imparting additional skills to Gram Rozgar Sahayaks to enable them to work as Technical Assistants. SHGs used for outsourcing and CRPs engaged in social audit, accounting and IT related work should be strengthened in their areas of work through appropriate training. All the functionaries should be enabled with basic IT functions. Special training on convergence needs to be organised for various functionaries including PR representatives. Special capacity building on the approach to achieve SDGs should be provided for various functionaries. The quality monitors should be appropriately trained at the SIRD&PR. (Para 8.4, sub-para 1-10).

42. The capacity building framework should identify the target groups, conduct training need assessment in line with the recommendations of this committee, formulate additional themes in addition to the existing areas, organize capacity building

through cascading mode, create National Resource Persons, partner with other Institutions and ensure high quality training for effective functioning of various functionaries under the overall ambit of the Panchayat system. In order to meet this gigantic task, institutional strengthening and adequate funding arrangements are also essential. (Para 8.6)

43. The details on the component of the capacity building framework should cover – Target groups such as SHGs, members of functional and standing committees, employees on contract, citizens etc.; Additional themes such as management of local governments, personnel management, managing the interface with citizens, project management, time management, conflict management, office management, financial management, management of institutions, Enabling citizens to access different public services, Fighting social evils, extension services, regulatory functions in PESA areas, convergence of services and multi-tasking, engaging with citizens, ethics and accountability, social sensitivities in issues related to women, children, aged, differently abled, transgender, etc., climate change and sustainability of action; Improving quality with the help of e-learning tools, modules on the line of Election Manual, competency framework for staff and elected representatives, Beacon Gram Panchayats, certification of trainers by NIRD & PR, Action Research by SIRD & PRs on different areas of functioning of Panchayats; Elected Representatives as functionaries whereby an Action Research Project by Avantika Foundation has confirmed the efficacy of elected members carrying out specific tasks over and above the functions assigned by law; Strengthening Institutions whereby

NIRD & PR perform certain lead functions such as Building the capacities of SIRD&PRs, Training of the faculty of SIRD&PRs, Developing a training network at the national level, Conduct of distance education, District level training institutions can be created in a phased manner; Funding which may be sustained in the case of RGSA and budgeting of training be factored in programme funds by MoRD. (Para 8.7, sub-para 1-6).

44. Village Panchayats could converge with the human resources of different departments. For diversifying works under MGNREGS, the human resources of departments like Agriculture, Horticulture, Sericulture, Watershed Management, Fisheries, Animal Husbandry & Dairy Development, Forests, etc., could be formally used. Essentially, where there is spare capacity in a Government Department the Village Panchayat should be formally able to access that. Village Panchayats should be the deciding authority on choice of works and on payments for works. (Para 9.5, sub-para. 1)
45. Unnat Bharat Abhiyan (UBA) which envisages the country starting from IITs and IIMs going down to graduate colleges, should provide formal support to the Panchayats in the neighborhood in the field of - Conduct of surveys and status studies, Assistance in the preparation of local plans, Monitoring quality of works, Facilitating conduct of Gram Sabha, Support for conduct of social audit. framework for convergence with educational institutions may be laid down jointly by the State Departments in charge of Rural Development and Panchayati Raj and Higher Education. (Para 9.5, para 4).
46. Companies through their Corporate Social Responsibility (CSR) could support professionals directly or through the



accredited NGOs to most backward difficult areas. Convergence with institutions of excellence particularly those under the Government of India, like ICAR and CSIR may be mandated to provide technical support to Village Panchayats within the immediate hinterland of their field centres and institutionalize such support in their regular outreach programmes. (Para 9.5, sub-para 5-6).

47. Horizontal convergence among the Panchayats wherein they can group themselves into a cluster and pool resources to get professional support especially in areas of development like water supply and solid waste management where the economies of

scale can be achieved only through horizontal convergence. (Para 9.5, sub-para 7).

48. The terms and conditions of the convergence would have to be clearly laid down and issued in the form of Government Orders, formal capacity building on the nature and mode of convergence and the autonomy and decision making power of the Gram Panchayats should be ensured at all times. Transparency and social accountability should be maintained and programmes taken up on the convergence mode and the District Collectors could be empowered to supervise the arrangements and intervene where there are slippages. (Para 9.6, sub-para 1-5).

## Annex-5

### Guidelines for preparation of Gram Panchayat level Development Plans\*

#### CONTENTS

|      |   |    |
|------|---|----|
| 1.   | Context   | 57 |
| 2.   | Importance of GP Level Planning                       | 58 |
| 3.   | Steps to be taken by the State Governments            | 60 |
| 3.1  | Policy decision on operationalising GP level planning | 60 |
| 3.2. | Framing of detailed Guidelines for GP level Planning  | 63 |
| 3.3. | Environment creation at the State level               | 63 |
| 3.4. | Support Systems/arrangements                          | 64 |
| 3.5. | Capacity building                                     | 68 |
| 3.6. | Accountability systems                                | 70 |
| 3.7. | Timelines   | 70 |

\*(Excerpts from No. M-11015/249/2015-DPE dated 4<sup>th</sup> November, 2015 as available at [www.panchayat.gov.in](http://www.panchayat.gov.in) on 14<sup>th</sup> November, 2017)



# 1. CONTEXT

Article 243G of the Indian Constitution mandates preparation of plans for economic development and social justice by Panchayats and through this process Panchayats are expected to evolve into institutions of local self-governance. Over the last two decades several initiatives have been taken by the State and the Central Government to realise this mandate. However, resource constraints, inadequate facilitation and limitations of capacity have slowed down the pace of decentralisation.

MGNREGA provided a significant breakthrough by statutorily empowering Panchayats to prepare plans for the schemes. However, only in the last one year, concerted efforts have been made as part of Intensive Participatory Planning Exercise (IPPE) to bring about participatory planning for MGNREGS under the leadership of Gram Panchayats.

Now, the XIV Finance Commission has awarded a substantial grant of Rs.200292.20 crore exclusively for the Gram Panchayats to be devolved over a period of five years. Over this period, as per the existing trend, GPs are likely to get at least an equivalent amount from MGNREGS. Further, State Finance Commission (SFC) transfers, Own Source Revenues and flows from State and Centrally sponsored schemes would enlarge the financial resources of the GPs.

For optimum utilisation of these massive resources for the benefit of their citizens, preparation of integrated development plans by GPs has become a necessity. Further, this is mandated by Para-4 of the Guidelines for the utilisation of the FFC grants issued by the Ministry of Finance vide O.M. No. 13(32)FFC/FCD/2015-16 dated 8th October, 2015. Also consultations with the State Governments in different for have endorsed the need for preparation of participatory local level plans by GPs in the interest of efficiency and accountability. MoRD has issued guidelines vide D.O. No. J-11016/13/2015-RL dated 5th August, 2015 for convergence of resources which are also to be kept in mind while preparing GP level plans.

***“True democracy cannot be worked by twenty men sitting at the centre. It has to be worked from below by the people of every village.”***

**- Mahatma Gandhi**

## 2. IMPORTANCE OF GP LEVEL PLANNING

“The best, quickest and most efficient way is to build up from the bottom..... Every village has to become a self-sufficient republic.”

- Mahatma Gandhi

GP development plan should ideally match peoples' needs and priorities with available resources and additionally mobilise local resources through a fair, inclusive, transparent and participatory process. The focus would be on local development issues, local perception of need and priority, local analysis of problems and solutions, local resources management all within a collective local vision-based on the principle of Antyodaya.

Why GP DP?

Both the Constitution of India and the State Panchayati Raj Acts lay emphasis on planning for local economic development and social justice by the panchayats. The process of local planning has many advantages and benefits, some of which are listed below:

- It captures felt local needs
- It provides better appreciation of local potential
- It becomes an operational methodology for convergence from below based on local need and demand
- It helps to reach the unreached/excluded within a panchayat area
- It can respond to differential needs of different groups
- It enables mobilisation of all sections and their participation in governance
- It provides space for integration of people's knowledge and wisdom into local development efforts
- It enhances understanding of development by citizens and elected representatives
- It ensures easy access to resources/entitlements/services
- It leads to better absorption and targeting of funds from different sources, especially CSSs
- It helps forge better bond between the panchayats and local citizens
- It leads to Responsive Governance
- It facilitates enhanced local resource mobilisation
- It promotes economy and efficiency
- It ensures direct accountability of the local government to its citizens
- It helps activate Gram Sabha (GS), and other local institutions and structures as functional bodies

- It activates cutting edge officials
- It promotes local democracy and local ownership

The GPDP allows for different local models and innovations that would be locally appropriate and cost effective. It helps to transform GPs into institutions of local self-governance and to cement the GP's identity as development institution. A locally generated plan would also be the only way to use untied resources efficiently and accountably. It has the added advantage of orienting Departments to local needs and inducing competition among GPs to improve performance. Overall the process of participatory planning for a gram panchayat development plan will

- o Improve service delivery
- o Enhance citizenship
- o Motivate volunteerism
- o Create space for an alliance of people's institutions and groups
- o Improve governance at the local level

### Special process for GP DP in Fifth Schedule Areas

The provisions of Panchayats Extension to Scheduled Areas Act 1996 (PESA) advocate empowerment of local communities through Gram Sabhas for the purpose of planning and implementation of all development programmes in the area. Involvement and consent of the people is also advocated in the areas of land acquisition, resettlement and rehabilitation, land restoration (in case of alienation), mining of minerals, use of intoxicants, ownership of minor forest produce, management of village markets, management of water bodies and control over money lending. Therefore, the spirit of this law should be adhered to while preparing GP DP in Fifth Schedule areas.

In the case of GPs in areas under Fifth Schedule, the participation of the citizens should be ensured at the hamlet/village level. After these plans are prepared at hamlet/village level as per the same process as followed in case of other GPs, these plans should be integrated at the GP level without making any modifications.

### 3. STEPS TO BE TAKEN BY THE STATE GOVERNMENTS

#### 3.1 Policy decision on operationalising GP level planning

##### 3.1.1 Decision on the nature and scope of the GP DP

The state may immediately take the policy decision, at the appropriate level, to operationalise GP level planning. There should be clarity on the nature and scope of GP DPs. Now, in most states plans are prepared separately at the GP level for MGNREGS, SBM and for other schemes assigned by the States. Also, GPs are the primary agencies for identification of beneficiaries for different schemes, through Gram Sabhas. Further, they are given a role in monitoring the major schemes as also the functioning of local institutions and they are involved in different programme related committees, especially those related to health, sanitation, water supply, watershed management, education, nutrition, social forestry, bio-diversity and public distribution. In addition, most GPs continue to perform their traditional civic functions particularly related to sanitation and drinking water supply.

With the FFC award, there should be shift to preparation of a single GP DP, converging all the resources over which GP has command and integrating these different functions. This is also to ensure efficiency in budgeting, increased accountability in performance and better delivery of development. In addition to the FFC grant, which can be used only for basic services like sanitation, water supply, roads, street lights, play grounds, parks, burial grounds/crematoria, and other services devolved by law to the GPs. It

is has to be integrated with elements as indicated below:

#### Poverty reduction

GP DP should have a strong poverty reduction focus by identifying patterns of poverty in the GP and converging different schemes and programmes like prioritising the basic services for poor groups and localities, ensuring that the entitlements provided under different laws, programmes and schemes are accessed (PESA rights, Forest rights, social security, food security, education, health, nutrition), improving livelihoods particularly through the instruments of MGNREGS and the institutions of the poor created under NRLM.

#### Human development

GP DP should have definite components related to literacy and education including skill development, health, especially public health, and food and nutrition, child sex ratio, etc. The focus should be on improving quality of human development services particularly through anganwadis, schools, hospitals, enhancing access to them and upgrading related infrastructure, to achieve clear outcomes in line with the targets set by State Governments.

#### Social development

GP DP should be aimed at improving the wellbeing of vulnerable and marginalised groups like

- SCs, STs, including particularly Vulnerable Tribal Groups and minorities
- Persons with disabilities

- Elderly people
- Women
- Children
- Vulnerable groups like bonded labourers, child labourers, de-notified tribes and nomads, distress-migrants, manual scavengers, transgenders, victims of trafficking etc.

In addition to poverty reduction and human development and economic development interventions for these categories, the GP DP should attempt to address the social determinants affecting the status of these groups.

### **Economic development**

GPs should be encouraged to take up activities which would increase local production and productivity, increase employment and employability, improve market access and marketability of the local produce, promote value addition, create productive infrastructure like markets, ponds, fisheries, livestock development, horticulture development, land development, minor irrigation facilities, dug wells, irrigation tanks etc. While the focus would largely be on agriculture and allied sectors, attention may be given to local manufacturing especially traditional industries and services, as also financial inclusion.

### **Ecological development**

It should include the ways of maintenance and upgradation of various eco-systems like water bodies, pastures, grass lands, catchments and local forests and conservation of biological resources and their sustainable use like minor forest produce, fire wood, fodder, medicinal plants etc. Integrated watershed management would be the basic approach for this. All the activities taken up under GP DP should be

environment friendly and bio-diversity enhancing.

### **Public service delivery**

Improvement of governance services like issuance of certificates, registration of birth and death, issue of licenses/permits and welfare services like social security pensions should be given special priority with emphasis on electronic delivery of services. GP DP should give greater emphasis to the quality of service delivery and proper upkeep and use of existing assets. More importantly, GPs should give particular emphasis to maximising local development through measures which require zero or minimal investment. Suggestions for doing this should be provided to the GPs as advisories.

### **Good Governance**

Along with effective public service delivery, the GP needs to develop processes and systems related to participation, particularly of the marginalised groups, transparency and proactive disclosures, community based monitoring and due processes in budget and expenditure. Close partnership with institutions of the poor, particularly SHGs and women is also necessary. This calls for a 'Good Governance' plan for each GP including a Citizens' charter.

#### **3.1.2. Setting up of an Empowered Committee at the State level**

**Since GP DP is new initiative** planning will be spread across all GPs simultaneously and it requires coordination of several departments at all levels. Also several issues will be thrown up incessantly based on field experience and clarifications would be sought regularly from below. Therefore, there is need for an Empowered Committee at the State level. The suggested composition of the Empowered



Committee is:

- a) Chief Secretary/ Development Commissioner-Chair Person
- b) Secretary-Panchayati Raj (Convener)
- c) Secretaries in charge of the following Departments:
  - Finance
  - Planning
  - Rural Development (if it is not part of Panchayati Raj)
  - SC development
  - ST development
  - Women & Child development
  - Drinking water & Sanitation
  - Health
  - School Education
  - Agriculture/Animal Husbandry/Fisheries
  - Industries
  - Forest
  - Public Relations
- d) SIRD

**Functions of the Empowered Committee (EC) would be:**

- i. To prepare master Government Orders/Resolutions detailing different processes and procedures
- ii. To ensure inter departmental coordination at all levels
- iii. To issue instructions on convergence of schemes and resources including detailing of human resources and technical support at all levels.
- iv. To take decisions as needed for mid-course corrections, troubleshooting etc.
- v. To respond to issues from the field and come out with circulars/clarifications
- vi. To monitor and steer the entire process

The EC may meet on a fixed time on a fixed day every week at least for the first three months and then after as required. The EC should have the powers to sort out all operational matters and issue appropriate instructions and directions to all stakeholders.

### **3.1.3 Decision on the Resource Envelope**

The EC should decide the resource envelope which will be available to GPs. It should mandatorily include the following:

- a) FFC grant
- b) SFC grants
- c) Own Source Revenue (OSR)- to be projected based on actuals of the last three years
- d) MGNREGS as per approved Labour Budget
- e) Other CSS and State Schemes entrusted to GPs
- f) Schemes for which GP takes the decision even the fund is not transferred
- g) Voluntary contributions (Cash, kind and labour)-States may fix a suggestive figure as appropriate
- h) CSR funds if assured and available to GPs to decide on

After finalising the elements of the resource envelope, the State should communicate in writing the resources available to each GP. If details of certain categories are not available, they may be broadly indicated and details communicated subsequently

Ideally this should be in form of a Government Order giving GP wise details at the State level or district level depending on the number of GPs.

### 3.2 Framing of detailed Guidelines for GP level Planning

Based on the general guidelines of the Ministry of Finance and the Ministry of Panchayati Raj and adapting best practices in the country, States may develop detailed guidelines for GP DP. States which already have some guidelines may modify them appropriately.

While preparing the State guidelines, a quick assessment of past experiences may be made through consultation with the officials involved particularly with reference to

- i. BRGF
- ii. SAGY
- iii. IPPE of MGNREGS
- iv. Any other State specific projects like UNDP/UNICEF supported decentralised planning.

States may also refer the following documents:

- Report of the Working Group on Block Level Planning (M L Dantwala Committee Report); New Delhi, Planning Commission; Government of India; 1978
- Report of Working Group on District Planning (C H Hanumantha Rao Committee Report); Part I; New Delhi, Planning Commission, Government of India; 1984
- Report of Working Group on District Planning (C H Hanumantha Rao Committee Report); Part II; New Delhi, Planning Commission, Government of India; 1985
- Planning At the Grassroots Level, Report of the Expert Group; An Action Programme
  - for the, Eleventh Five Year Plan, Planning Commission; Government of India; March 2006 ([http://planningcommission.nic.in/plans/stateplan/sp\\_scy2stat.pdf](http://planningcommission.nic.in/plans/stateplan/sp_scy2stat.pdf))
- Manual for Integrated District Planning; Planning Commission, Government of India;
- 2008; ([http://planningcommission.nic.in/reports/genrep/mlp\\_idpe.pdf](http://planningcommission.nic.in/reports/genrep/mlp_idpe.pdf))
- Saansad Adarsh Gram Yojana (SAGY) Guidelines including the document on situation
- Analysis (<http://support.saanjhi.inc/support/solutions/folders/6000070070>)

In some States, methodologies developed by the Planning Departments may be suitably incorporated.

### 3.3 Environment Creation at the State level

It is necessary to give wide publicity to the decision on preparation of GP DP so that enthusiasm is generated and participation at the grass root is motivated. Based on good practices across the country, the following suggestions are given:

- i. Ideally an appealing and meaningful local name may be given to the programme
- ii. Follow a campaign approach on the lines of the literacy campaign, national immunisation campaign, etc.
- iii. Formal communications including letters from the Chief Minister/Minister to elected heads of GPs and members
- iv. Formal launch of the programme at multiple levels
- v. Explanatory meetings at the State, district and block, GP/cluster of GPs covering
  - a. Elected Representatives including MPs and MLAs
  - b. Officials of all departments concerned
  - c. Resource persons and trainers



- d. Organisations working with Panchayats
  - e. Community/citizens
  - f. Local opinion makers, religious leaders, traditional leaders
  - g. Political parties
  - h. People's groups (SHGs), cooperatives
  - i. Educational institutions
  - j. Media
  - k. Village level Committees
- vi. Develop a media plan focusing on newspapers, radio, TV, local cable operators, Cinema halls, Social media, GP website, etc.
  - vii. Folk Campaign and street plays
  - viii. Poster Campaign
  - ix. Brochures/pamphlets

### **3.4. Support Systems/Arrangements**

#### **3.4.1. Fund Flow**

Clear fund flow mechanisms for all the categories of funds mentioned in the Resource Envelope need to be developed by the State, which would include time period within which the funds would reach the GPs. FFC grant has to be released within 15 days of receipt. All out efforts should be made by the States for universal adoption of electronic fund management system which will help in monitoring both the receipts and expenditure of funds by the GPs. Specific Orders for each category of fund flow need to be issued by the EC to streamline fund flow.

#### **3.4.2. Coordination arrangements at the District and Block levels**

State Government may constitute District level Coordination Committee with the District

Panchayat President/District Collector/CEO as Chair, with district level officials from all relevant departments and selected GP Heads as Members (by rotation). These Committees could include representation of academic institutions and /or voluntary organisations.

Similarly, Block level Coordination Committee may also be constituted with the Block Panchayat President/Block Development Officer or equivalent as chair with block level officials from line departments and selected GP heads as Members (by rotation, if required).

#### **Functions of district level Coordination Committee:**

- i. To ensure implementation of Government Orders/Resolutions related to GPDP
- ii. To ensure inter departmental coordination at the sub-district and district levels
- iii. To ensure convergence of schemes and resources- MGNREGS and SBM in particular
- iv. To decide on the demarcation of GP clusters if required as part of the master guidelines
- v. To coordinate the environment generation activities and media plan at the district level
- vi. To respond to issues from the field and undertake troubleshooting and crisis management as required
- vii. To ensure that necessary human resources required for GP DP processes are available as required in all GPs and clear cut responsibilities are fixed
- viii. To coordinate capacity building of all concerned
- ix. To ensure availability, GP-wise, of

secondary data relevant to GP DP as per the State Guidelines (GP wise)

- x. To ensure timely coordination of technical appraisal and approval of projects
- xi. To monitor and steer the entire GP DP process at the district level
- xii. To monitor the implementation of the GP DP
- xiii. To report and provide feedback to the EC on the status of GP DP in the district, on issues and on best practices

#### **Functions of Block level Coordination Committee (suggested):**

- i. To ensure inter departmental coordination at the block/cluster and GP level
- ii. To form cluster level technical support teams for GP DP process in the Block
- iii. To ensure convergence of schemes and resources-MGNREGS and SBM in particular
- iv. To respond to issues from the field and undertake troubleshooting and crisis management as required
- v. To ensure that necessary human resources required for GP DP processes are available as required in all GPs and make necessary local arrangements to fill gaps
- vi. To provide technical resources for GP DP including human resources, infrastructure and equipment
- vii. To make logistic arrangements for Capacity building at the cluster, GP and sub-GP level
- viii. To coordinate the environment generation activities and media plan at the Block and grassroots level
- ix. To ensure availability of secondary data

relevant to GP DP as per the State Guidelines

- x. To ensure timely coordination of technical appraisal and approval of projects
- xi. To monitor the entire GP DP process at the Block level
- xii. To monitor the implementation of the GP DP
- xiii. To report and provide feedback to the District Coordination Committee on the status of GP DP in the Block, on issues and on best practices

#### **3.4.3 HR Support**

HR support will be required for:

- Environment generation
- Situation analysis
- Gram Sabha processes including envisioning and prioritisation
- Projectisation
- Technical and administrative appraisal and approval
- Implementation
- Monitoring
- Training

Broad categories for deployment of HR would include:

- Charge Officers
- Members of Task forces
- Members of Mobile Teams
- Technical appraisal and support teams
- Resource persons for capacity building

Individual Charge-Officers may be identified and assigned to specific GPs or cluster of GPs who will be responsible for coordinating, reporting, troubleshooting and monitoring. Where there is significant HR constraint, the State might need to deploy these resources as

Mobile Teams. Typically there should be a Mobile Team for each Block having triple functions:

- i. To conduct training onsite on a pre-fixed schedule visiting every GP or a cluster
- ii. To act as process monitors and as observers visiting GPs at random
- iii. To respond specifically to requests from GPs for assistance—that is, on call

It is also possible to have the resource persons for training to be given specific duties related to GPDP process.

It is advised that the staff placed for these functions should have received appropriate training on GP DP and their roles and responsibilities.

Possible sources from which HR can be drawn for different tasks and processes include:

1. IPPE resource person of MGNREGS-State, district and field levels
2. Community resource persons/Cluster coordinators/CLFs and PLFs of NRLM
3. Bharat Nirman Volunteers
4. NYK volunteers
5. Young Professionals working in different schemes
6. PMRDFs
7. NSS volunteers

- General stream

- Technical stream

8. Village level staff (GP Sachiv, ASHA, ICDS worker, Gram Rozgar Sahayak)
9. Other cutting-edge officials – especially from technical department
10. Literacy (Saksharata) Staff
11. Retired officials, especially Engineers
12. Outstanding officers from various

departments on special working arrangement

13. Government Engineers of other departments on payment of incentive for additional work
14. Apprentices, interns from academic institutions
15. Barefoot Engineers
16. Professionals from CSOs/PSUs, academic institutions on voluntary basis
17. CSR placements
18. Trainers, not belonging to the above categories

States may develop policies and mechanism for mobilising HR on working arrangement, deputation, additional charge. Also, part time/full time volunteers may be identified meeting only the costs actually incurred by them.

A team of 5-6 respected and experienced elected members can be identified per cluster (5-6 GPs) to take accountability of GPDP in the cluster. This team can be given a list of empanelled resources and their skills, who the GP team can call upon as required for different phases of GP DP- such as data collection, understanding resource envelope, perspective plan preparation and annual plan preparation. Such empanelment process may be laid down by each state for different skills and steps of GPDP

#### 3.4.4. Technology/technical Support

Required technological and technical support like SATCOM facilities for capacity building, IT applications for budgeting and accounting and mobile applications for communication and monitoring will be provided by the State Government as well as Government of India.

The State may also consolidate and make available in simplified form technical information pertaining to watershed management, livelihoods, appropriate building construction, road construction, water supply and sanitation that are relevant to the State. Requisite capacity building for dissemination of these technologies may also be arranged.

In those States where pilots for application of GIS for asset mapping and spatial planning and monitoring are running, the scaling up of such pilots may be considered.

### **3.4.5. Administrative and Technical Approval**

As per the accepted recommendation of Fourteenth Finance Commission, the Gram Panchayats choice of projects which are in accordance with the administrative and technical guidelines should not be changed by any higher authority. However, where there is violation of cost or technical norms, the Gram Panchayat can be asked to rectify the project concerned. Process for plan approval needs to be laid down by each state, technical and administrative guidelines laid down clearly and informed to the GPs, so that they can take decisions accordingly.

Projects which need detailed technical appraisal and sanction may ideally be referred to a Technical Committee for approval. There should be a queue system to ensure fairness. Gram Panchayats should clearly be informed by name and designation of officers responsible for taking estimates and issue of technical sanction for different categories of projects.

### **3.4.6. Implementation Arrangements**

Once the GPDP has been approved, there have to be necessary arrangements in place for timely and effective implementation of the Plan.

There are multiple stakeholders in the implementation of a convergent plan, and many functionaries responsible for implementation may not have an institutional interface with the GP. Many GPs would be constrained by lack of regular staff. There has to be a clear engagement of the GP with various departmental authorities at the field level. It is therefore proposed that

The roles and responsibilities of various departments, agencies and functionaries especially for implementation of Public works within fixed timelines should be clearly defined and persons may be assigned by name and designation

- The EC may indicate how the services of different officials will be availed by the GPs.
- Systems be put in place for all village level officers/functionaries to come to the GPs on fixed days as per well publicised schedule – to provide opportunity to discuss the implementation of different components of GP DP, to sort out operational problems, to listen to people and redress grievances.
- Detailed circulars may be issued jointly with the departments concerned explaining the role of GPs in vis-a vi local institutions like anganwadis, schools, health centres/hospitals etc. and in local committees related to water supply, sanitation, health, nutrition, school education, watershed, forestry etc.
- Clear role for SHGs and village organisations in implementation with special reference to community mobilisation, selection of beneficiaries and locations, operation and management of assets, community contracting, providing last mile connectivity for delivery of services may be provided

### 3.4.7. Review, Monitoring and Evaluation

- a) A good GPDG would need effective implementation, and a prerequisite for effective implementation is robust monitoring. The very nature of convergence itself calls for enhanced monitoring at multiple levels, starting from the community. It is therefore suggested that there should be a system for review at the following levels:
  - a. Gram Sabha
  - b. GP
  - c. Intermediate Panchayat
  - d. District Collector/CEO ZP/CDO
  - e. State
- b) It is also desirable that Community based monitoring may be put in place using the SHG network, facilitated by CSOs, if required.
- c) Academic institutions under Unnat Bharat Abhiyan could be associated with the monitoring of the GPDG.
- d) Field monitoring by identified officers and Quality Monitors at State/district levels is another method of monitoring that can be adopted.
- e) IT based monitoring including Geo-tagged, time stamped photographs of assets may be undertaken wherever the states are ready for the same.
- f) System of Pro-active disclosure may also be put in place, for which appropriate formats may be designed.
- g) National level monitors (NLMs) would monitor GP DP preparation and implementation as part of the field visits.
- h) States should also put in system of independent evaluation and share the findings with MoPR.
- i) Monthly Progress Reports(MPR) of physical and financial progress achieved project (work) wise needs to be prepared

by the GP in prescribed format and shared with supervisory authorities.

- j) Social Audits as a tool to ensure that the programme and the functionaries are accountable to the gram sabha may be adopted.
- k) Monitoring of the progress of plan preparation at GP level may be made an agenda item of the review conducted by State and District level Vigilance and Monitoring Committees constituted to look into RD and PR programmes.

### 3.4.8. Incentivising performance

Documentation of best performances in process as well as implementation of GP DP and wide dissemination is desirable. Best performing GPs must be identified and nurtured to function as beacon Panchayats, acting as local schools of practice. Specific incentives could include:

- a) Instituting a system of objectively ranking performance of all GPs and giving awards to best performing GPs on criteria to be developed by the State Governments
- b) Arranging exposure visits to best performing GP within the state and in neighbouring states
- c) Identifying best performing ERs and officials/functionaries and grooming them as resource persons

### 3.5. Capacity Building

Systematic capacity building is the most critical factor in this whole exercise. Each State has to develop a clear strategy and plan of action for capacity building. The basic components of the plan should include,

- i. A state level institution to coordinate and lead. Ideally it should be the SIRD/PRTI; the State is free to entrust it to any other institution.



- ii. The target group of training programmes should be identified on the basis of functions they are expected to perform. People who would perform similar functions like being Charge officers, members of similar Task forces etc. should be trained together. The general target group would include
  - a. Policy makers, heads of departments and senior officers at the State level- from the departments involved
  - b. District Collectors/CEOs/CDOs and other district level officers concerned
  - c. BDOs and block level officers concerned
  - d. All cutting edge level officers/functionaries of the departments involved- Panchayat Secretary, Junior Engineer/Technical Assistant, Gram Sevak, Gram Rojgar Sahayaks, ICDS Supervisor/ Aanganwadi Worker, PHC Doctor, ANMs/ASHAs, School Head Master / Teachers, Forest guard/worker, Agriculture/ Veterinary Officer/Assistant,
- iii. The key target group would be the Elected Heads and other elected functionaries and elected members. While the focus of training for planning and implementation has to be on the GP, the other tiers should also be covered from the point of view of facilitation and convergence.
- iv. SHG Network, local CSOs, members of the proposed task forces, key members of different GP/village level Committees, volunteers identified under different schemes, members of IPPE teams, BNVs etc. should also be suitably trained.
- v. Ideally, the resource persons for training should be only at two levels- Master Trainers at the State level and trainers at the Block level. The State level resource persons should train the block level resource persons as well as senior functionaries who in turn would train others. Resource persons would have to be identified from within and outside the Government and properly trained. While identifying resource persons preference may be given to persons having experience of conducting grass roots level training in programmes related to literacy, health, MGNREGS, sanitation, livelihood, watershed etc. Community resource persons of NRLM and elected representatives, present and past, who have shown outstanding performance should also be included as trainers/Master trainers.
- vi. It is suggested that thematic training may be conducted in phases in accordance with tasks to be performed at a point of time.
- vii. Modules need to be carefully prepared for each theme.
- viii. Simple hand-books should be prepared for the trainers, for the ERs and for the implementing officials- in the local language and wherever possible in local dialect.
- ix. The pedagogy (teaching-learning process) should be interactive and participative.
- x. Wherever possible, audio visual materials may be used to supplement.
- xi. The training plan should also build in a monitoring and feedback system to ensure quality and coverage.
- xii. Help-desk may be set up in the SIRD with a help line which the ERs, Officials and resource persons could easily access.

The resources required for training may be pooled from different sources like RGPSA, MGRNEGA, NRLM, SBM and state funds for capacity building.

### **3.6 Accountability Systems**

The following measures are suggested for ensuring accountability and transparency:

1. Widespread disclosure of the Resource Envelope at the GP level
2. Pro-active disclosure of the product of PRA exercises, situation analysis and visioning, norms adopted for prioritisation, criteria followed for identification of locations/beneficiaries
3. Disclosure of names of resource persons and members of different task forces and committees
4. Ensuring that key meetings of GP are held after wide publicity in the presence of as many citizens as possible
5. Publishing expenditure details of different stages in the planning process
6. Disclosure of the details of the approved plan and the expected outcomes
7. Wall paintings and information boards to be set up in vantage locations in GP.
8. Citizen information boards at all worksites.
9. Keeping 'works file' in GP office, having all records/documents
10. Oral reading of key information in the Gram Sabha, SHG meetings, MGNREGS work sites etc.
11. Notice of gram sabha meetings to discuss plan preparation to be intimated to concerned MPs and MLAs of the constituency
12. Keeping of copies of all documents in Panchayat Bhawan and village libraries.
13. Uploading of all above information on the websites.

The mode and form of each of these accountability measures need to be spelt out clearly. Also, there should be a grievance redressal system available to citizens and GP.

### **3.7 Timelines**

The State government (particularly the EC), may ensure that each of the activities of the GPDP – environment generation, participatory planning, concerned Gram Sabha meetings, projectisation and approval of the plans – are executed in a time bound manner. It is desirable that the planning process for a particular year's plan are completed by March of the previous financial year. It is also desirable that the process synchronises with the IPPE labour budget planning, so that the Gram Sabha processes do not have to be repeated, and single consolidated/convergent plans are made. While timelines are being fixed, it is important to bear in mind the capacity building requirements of the concerned activities and the time required to complete the same.



## Annex-6

### Summary of recommendations of National level consultation on Rural Technology and Rural Development held on 10-11 October, 2017.

A National Consultation was held on 10-11 October, 2017 at New Delhi in the backdrop of birth centenary celebration of Shri Nanaji Deshmukh who is credited with exemplary work in health, education and building self-reliance of the rural citizens. Over 500 delegates consisting of policy-makers, practitioners, activists, academia and technocrats deliberated on application of technology and rural life under five broad thematic areas of (a) Rural Livelihoods; (b) Agriculture, Innovations and New Technologies; (c) Natural Resource Management; (d) Rural Health, Sanitation and Education; and (e) Skill development. These discussions enabled participants to revisit each of these themes in the context of 'Mission Antyodaya' to make following recommendations to increase/diversify rural livelihoods:

#### Rural Livelihoods

1. Participatory process should be adopted where poor is not a mere beneficiary but an active stakeholder in the process.
2. Livelihood interventions should focus on comprehensive development of rural households through income enhancement as its core and not just as residual benefits.
3. All interventions should consciously consider and build upon locally available resources like seed, breed, organic agriculture, traditional knowledge and skill.
4. Institutions like Federations of Self Help

Groups are good for mobilization and social inclusion. However, livelihood promotion needs specialized capacity and focus. There is a need to promote poor-owned producer enterprises with strong governance and self-reliance for livelihood promotion. Such institutions will have multiple roles in delivery of extension services, provisioning of input supply and linkages for financial services.

5. Introduction of appropriate, affordable and environmentally friendly technology is critical for enhancing efficiency, productivity and value-addition for farm, non-farm and allied sectors.
6. Evolve a reliable model for financing livelihood activities and producer enterprises.
7. Establish framework for equitable rights of poor on public resources like forest, commonlands, etc.
8. As multiple schemes are being implemented and often multiple department and agencies are involved, a single window system for public dealing will ensure ease of implementation.
9. Paucity of skilled human resource is a critical gap in promoting and expanding livelihood interventions. A concerted effort is required to develop position skilled human resource for the sector. Emphasis should be laid on developing capacity of local facilitators.

## Agriculture, Innovations and New Technologies

To realize the vision of doubling farmer's income, the following strategies may be followed:

1. Adoption of appropriate technologies for efficient utilization of water. Infrastructural investments in irrigation should be prioritized.
2. Emergence of integrated value chains in major agricultural commodities across the country, and encourage the setting up of scientific storage and movement of agri-commodities.
3. Introducing innovative farming practices and technologies in cultivation of fruits and vegetables
4. Propelling the dairy sector by improving health and reproduction management of dairy animals
5. Diversification of agriculture towards high value products with promotion of value chain is essential for bringing a rich dividend to farmers
6. Development of farm machinery and equipment based on small land holding for increase in production
7. As population growth continues to soar, food security the availability of and access to food is an increasing concern. Farmers can use ICT to match cropping practices to climatic trends, use inputs and resources environmentally and sustainably, and cope with productivity threats.
8. Better seeds ensure higher crop yields and secure food supply. Superior varieties can however play an important role only when they are grown commercially on a large scale, and are

made available at affordable prices. New advances like seed germplasm techniques, biochemical engineering, hybrid technologies which match seed traits to soils and conditions, seed microbes which treat seeds to reduce fertilizer requirements, use of satellites for precise placement of seed location, and role of sensors in preventing seed overlap for sowing and ensuring uniform seed depth and emergence have opened new avenues and possibilities for yield improvement

9. GIS used to capture, store, update, and display all forms of geographically referenced information can help to visualize geographical traits and provide data for requirements about specific regions in terms of soil and land variations, which is helpful for precision agriculture
10. Efforts to be channelized in promoting and supporting 'Organic Farming'. Additionally, ensuring a fair return to the farmers of their produces. Rural clusters may be identified for producing organic composting at scale for sale in the local markets resulting an income generating activity.

## Natural Resource Management

1. Diversifying the livelihoods portfolio, integrated farming pattern may be adopted resulting in higher income
2. To prevent over exploitation of water, systemic cropping pattern may be devised.
3. PMKSY, MGNREGS and NRM components should be integral part of planning of the District Irrigation Plan.
4. MGNREGS works should be taken on

priority in areas where community forest rights have been allotted. Coordination between Forest department and MGNREGS implementing agency is important. A joint letter from two departments will help.

5. Climate resilient structures should be taken up to combat the impact of the climate change. Linkages must be established between National Adaptation Fund and Green Climate Funds.
6. Water resource literacy should be imparted at the community level.
7. Leverage Space and Remote Sensing technology in planning, monitoring, execution and management of works.
8. Social audit of NRM assets created can determine the extent of achievement of the expected outcomes.
9. IEC campaign on NRM should be aligned with the local cultural practices.

#### Rural health, Sanitation and Education

1. Adoption of people-centric technology to ensure a two-way communication is required. It would facilitate communication and information sharing from the government to people (for instance, sending voice mail about pregnancy results to mothers - telling them about facilities they can avail). At the same time, feedback and grievances should be able to be communicated to the government. Helplines which respond within a time line could be created.
2. To actualize democracy for the development of the rural people, participation of different institutions at

the grass root level (engaged in the health sector) involving community and the cutting-edge level functionaries need to be aware of the community issues and challenges and address through people-centric planning followed by resource allocation.

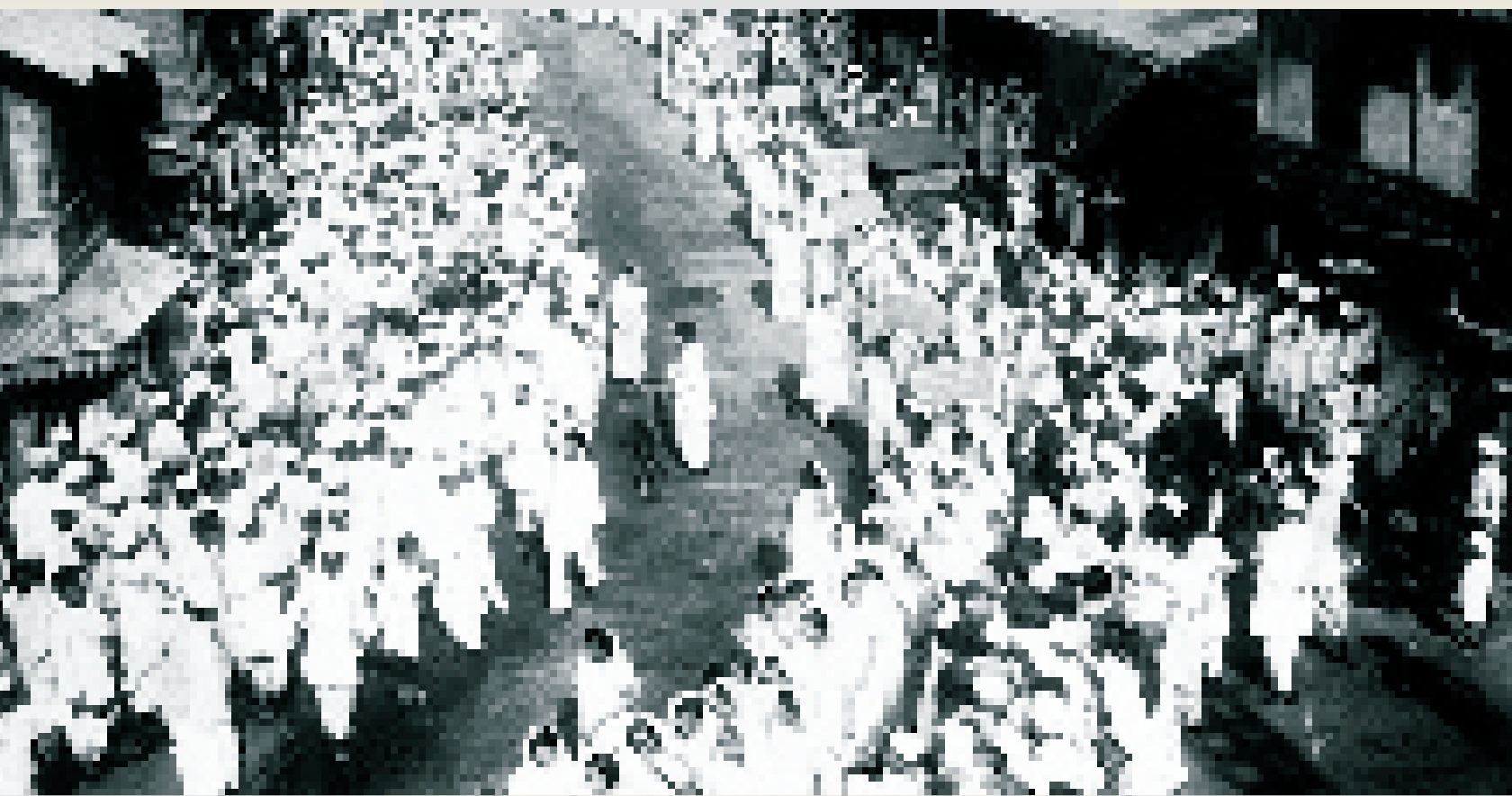
3. Swasthay/Arogya Gram Sabhas should be conducted on a periodic basis.
4. Reporting at village level—data collection on malnutrition, under-nutrition as well as growth monitoring can be facilitated by use of user-friendly technology. Results of these records should be placed for public viewing to increase accountability.
5. Positive support systems to facilitate work by PHCs should be encouraged. Performance based reports can be used to assess success of PHCs. Ensure celebration and acknowledgment of success stories in order to create motivation for others.
6. Sanitation should be treated as a priority theme under GPDP.
7. Institutional space for SHG federation in planning, implementation, monitoring and audit of health, sanitation and education activities at GP should be created.
8. Giving priority to ODF villages in providing other infrastructures like pipe water facilities, solid and liquid waste management can help improve rural sanitation.
9. Special measures for violation of norms at GP level could be laid down.
10. Improvement of sanitation facilities in schools and Aanganwadi Centres with rainwater harvesting structures need focus.

11. Sanitation, hygiene behaviour and BCC should be part of daily routine activities of children – not as part of curriculum, but as part of games and plays, and it must be cultivated as part of ethical living.
12. Enhance interaction between students and community through DTH based solutions wherein technology can be used to record classes and to transfer it to remote areas – available in all 22 scheduled languages and at all levels (primary, elementary, senior secondary).
13. Training of teachers is to be customised to their needs. In absence of trainers, this can be done through digital transmission.
14. Equally important is to remove the burden on the teachers through use of technology for doing the administrative and managerial work teachers have to do.
15. Evaluation is to be triangulated between child, teacher and school by use of technology in various ways to grade schools and to further provide remedial support.

## Skill Development

1. Cluster approach by linking villages with





Ministry of Rural Development  
Government of India  
Krishi Bhawan, New Delhi-110001