

Pilot Centrally-sponsored Scheme of Pradhan Mantri Adarsh Gram Yojana

Preparation of Village Development Plans

GUIDELINES



Government of India
Ministry of Social Justice and Empowerment
&
National Institute of Rural Development, Hyderabad

February, 2011

Pilot Centrally-sponsored Scheme
of
Pradhan Mantri Adarsh Gram Yojana
Preparation of Village Development Plans (VDPs)
Guidelines

Contents

Sl. No.	Topic	Pg. No.
1	Introduction	1
2	Baseline Survey of Selected Villages	2
3	Village Development Plans (VDPs) : Introduction	2
4	Preparation of Village Development Plans (VDPs) : Detailed Guidelines	4
5	Preparation of VDPs : Modalities	6
6	Approval of VDPs	7
7	Implementation of VDPs	7
8	Monitoring : Implementation of VDPs	8
Annexures		
I	Important Development Needs of the Village as thrown up by the Survey	9
II	Detailed formats for Village Development Plan	13

Pradhan Mantri Adarsh Gram Yojana

Preparation of Village Development Plans (VDPs)

Guidelines

1. Introduction

In March, 2010, the Government of India approved a pilot Centrally-sponsored Scheme called "Pradhan Mantri Adarsh Gram Yojana (PMAGY)" for integrated development of 1000 selected SC-majority villages of 5 States viz. U.P.*, Rajasthan, Tamil Nadu, Bihar & Assam, into "model villages" so that, inter alia,

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

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

PMAGY aims to achieve integrated development of selected villages:

- i. Primarily, through convergent implementation of all relevant Central and State schemes in them, and

*Due to the Government of U.P. not agreeing to implement the Scheme, it has been replaced by Himachal Pradesh (H.P.) in February, 2011.

- ii. By meeting needs which cannot be met through (i) above, through provision of “gap-filling” funds for which central assistance will be provided @ Rs. 10 lakh per village, with State Government also expected to make a suitable, preferably matching, contribution.

Guidelines of PMAGY were circulated to Chief Secretaries of the five concerned States and to concerned Central Ministries vide D.O. letter dated 16.3.2010 of the Secretary, Ministry of Social Justice & Empowerment. A copy of D.O. letter dated 16.03.2010, alongwith its Annexure____, which gives salient features of PMAGY, is enclosed as App.-1.

2. Baseline Survey of selected villages:

For identification of development needs of the villages selected under the Scheme, its guidelines envisage that a baseline survey should be carried out. Para 12.5 of the Scheme guidelines is about baseline survey, and reads as follows:

“12.5 Baseline Survey of Selected Villages

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

Detailed guidelines for baseline survey have been circulated to the concerned State Governments vide D.O letter no.16015/1/2008-CC dated 6.8.10 of Joint Secretary (SCD), Ministry of SJ&E. A copy of D.O. letter dated 06.08.2010 is enclosed as App.-2.

3. Village Development Plans (VDPs): Introduction

In order to achieve integrated development of selected villages, the Scheme envisages that, after the baseline survey, a Village Development Plan would be prepared for each selected village. Para 12.6 of the Scheme guidelines is about preparation of village plans, and their approval and implementation, and reads as follows:

“12.6 Preparation of Village Plans, and their Approval and Implementation

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

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

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

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

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

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

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

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

Para 5 of D.O letter no.16015/1/2008-CC dated 6.8.10 of JS(SCD) , Ministry of SJ&E, circulating guidelines for baseline survey, had stated regarding VDPs as follows:-

"5. In the light of the baseline survey conducted as above, Village Development Plans (VDPs) have to be prepared for each selected village. Brief guidelines in this regard are already given in Section 12.6 of the PMAGY Guidelines. We are, in collaboration with NIRD, Hyderabad, developing more detailed, indicative guidelines for the preparation of VDPs also, and hope to send them to you soon. However, as State Govts. already have rich experience in micro/village-level planning, I would request that, without waiting for our VDP guidelines, you may kindly start developing, on priority, your State-specific guidelines for preparation of VDPs under PMAGY. These can be fine-tuned in due course, to the extent necessary, in the light of our guidelines which would follow. (Proformae No. XVI & XVII of the enclosed Baseline Survey Guidelines should also be of help in formulating State-specific guidelines for VDPs)".

While preparation of VDP, would presumably be underway in States in the light of the above, detailed indicative guidelines for preparing Village Development Plans, as from The Central Government, and are now being given below.

4. Preparation of Village Development Plans (VDPs): Detailed Guidelines

4.1 The purpose of VDP is to prepare a comprehensive, realistic, and practical blueprint for development of the village into a model village in a time-frame of about three years. It would be recalled that the vision of a "model village" has been spelt out in section 2 of the PMAGY guidelines circulated by the Ministry in March, 2010.

4.2 The starting point for the preparation of a VDP is Part XVII ("Important Development Needs of the Village as thrown up by the Survey") of the format prescribed for the conduct of Baseline Survey, in the relevant guidelines circulated by the Ministry in August, 2010. A copy of this Part XVII is again enclosed as [Annex-I](#), for ready reference. It would be recalled that this format identifies important development needs of the village in the following two broad categories, viz

1. Infrastructural/ Collective Needs, and

2. Family/Individual Needs

4.3 The VDP is essentially a blueprint for doing the following in a time span of about three years :-

(i) Meet the above needs, to the maximum possible extent.

(ii) Also, otherwise improve the physical, human and social indicators of the village, in accordance with section 2 of the PMAGY guidelines mentioned in para 4.1 above

4.4 The means of achieving the above goals would be :-

(i) Convergent implementation of ongoing Schemes of Central & State Govts and Panchayati Raj bodies,

(ii) Use of "gap-filling" funds available under PMAGY,

(iii) and, above all, the initiative and enterprise of the village community to find local, low-cost solutions to local problems, with locally mobilised resources (including CSR activities of nearby industries and business), and its commitment to develop the village into an 'adarsh gram'. [Some of the interventions under (iii) may require financial resources, while other may require only time, mobilisation, etc]

4.5 A VDP document will essentially consist of the following

Part I : A Vision Statement for the Village (as articulated by the Village Community)

Part II : Broad goals and targets for the village to be achieved in a roughly 3 year time frame, so as to develop the village into a model one, split into two parts :

A. Infrastructural/Other Collective needs- related targets.

B. Individual/Family-related targets

Part III : Proposed Schematic & other interventions and outlays :

(i) to meet identified needs, and

(ii) otherwise develop the village-

in the three ways mentioned in para 4.4 above, also specifying the agency responsible for each intervention.

Part -III will consist of: -

III A Detailed Plan to meet identified Social/Community/Individual family needs of the village through Convergent Implementation of existing Schemes

III A.1 Plan to Meet Social/Community Needs

III A. 2 Plan to meet Individual Family needs for Economic/ Income generation activities

III B Plan to meet identified Social/Community need of the village through 'gap-filling' component of PMAGY as they cannot be met from other existing Schemes

III C Interventions proposed, other than Scheme-related ones, for the development of the Village into a Model Village.

Part IV : Summary of Village Development Plan (Abstract of Part III)

Part V : Proposed Mechanism for Monitoring, Review and Mid-course Correction.

Suggestive Formats of Parts II, III & IV of the VDP are enclosed at [Annexure-II](#). Parts I & V should be prepared locally, in accordance with guidelines laid down at the State & Distt. levels.

4.6 It would be noticed that the enclosed format for Part II lists nearly all Central/Centrally-sponsored schemes for each Sector, and leaves space for adding some more Schemes. While formulating State-specific VDP guidelines, the State Govt. should add, below the listed Central/Centrally sponsored Schemes : - (i) any other Central/Centrally-sponsored Schemes in the sector which may have got left out, and, particularly, (ii) the State Plan Schemes in each sector.

5. Preparation of VDPs : Modalities

5.1 Preparation of VDP- requires three types of inputs, viz

(i) Local inputs from the village community, notably village elders, women and educated youth.

(ii) Scheme-related inputs from the Block/Village level functionaries of concerned Deptt., Banks, Cooperative Society, etc, and

(iv) planning inputs from persons trained in the planning exercise.

5.2 (i) As in the case of Baseline Survey, all selected villages (incl. their hamlets) belonging to a single Gram Panchyat may be constituted into one Group, for the purpose of preparation of VDP,

(ii) The Distt or Block Programme Director (vide para 12.3.4 of the PMAGY guidelines) may, for each Group as above constitute a Planning Team consisting of : -

(a) Functionaries of all relevant Departments posted in the villages comprising the Group.

(b) A suitable no. of educated Panchas and one or two educated youth volunteers belonging to the concerned villages.

(c) One or two young and enthusiastic teachers from a nearby Higher Sec. School, Degree College or other Educational Institution.

It would be useful if the above Team, as far as possible consists of the same persons as the one constituted for the baseline Survey as per para 4(ii) of the Survey guidelines circulated by the Ministry in August, 2010.

(iii) Key members of the above team, should be trained by the Distt. level Tech. Resource Support Institution.

(v) After training, the Team should prepare the VDP based on : -

- (a) Data compiled in Part XIII of the Baseline Survey format,
- (b) Interaction with the Gram Panchayat, Gram Sabha, Women & Youth of the village,
- (c) Interaction with Block-level Officers of the concerned Deptt. and the Block Program Director.
- (d) Planning to meet total identified needs, to the maximum possible extent, in a nutshell and well-prioritised manner, through existing schemes and 'gap-filling' components in a phased manner over three years.

5.3 Financial outlays and corresponding plan targets under various ongoing schemes in the VDP need to be very carefully quantified. On the one hand, they should be planned so as to meet the identified needs to the maximum extent possible. But at the same time, they should also be pegged at a realistic level, so that line departments do not experience major difficulties in providing necessary outlays for the PMAGY villages. The VDP format has columns for showing levels of expenditure under each scheme in 2009-10 and 2010-11. This information should be obtained from the concerned Departments, these levels may generally be taken as the base and realistic increases in them, in consultation with State level officers of the concerned Departments, should be projected for the next three years in the VDPs.

6. Approval of VDPs

Subject to any guidelines and procedures which the State Govt. may lay down, VDPs will be approved in the manner stated in paras 12.6.1, 12.6.4 and 12.6.5 of the PMAGY guidelines which have been quoted in section 3 above.

7. Implementation of VDPs

Once the VDPs are approved, they will be implemented as follows :-

- (i) Interventions under ongoing Schemes – by the concerned Deptts. For this purpose, extract of the approved VDP pertaining to each Deptt. must be sent to the Distt.-level Head of the Department for making suitable financial provision, **incorporation** in the Deptt's, own Plan, and implementation accordingly.
- (ii) Interventions under "gap-filling" component – by the Deptt./agencies identified for the purpose by the approving authority.
- (iii) Community interventions – by the Gram Sabha, Gram Panchayat and other concerned local groups like Mahila Mandal, Youth Club, Cooperative Society etc.
- (iv) Intervention by others e.g. by local industries, Chambers of Trade & Commerce, Philanthropic Organisations, NGOs etc.

8. Monitoring : Implementation of VDPs

Review of Implementation of VDPs may be carried out in the following manner :-

S.No.	Reviewing Agency	Minimum Frequency
1.	Gram Sabha, Gram Panchayat, Block Program Director	Every Month
2.	Block Panchayat, Distt. Program Director	Once a quarter
3.	Distt. Panchayat, SSMC	Once every six months.

The Distt. & State-level technical resource institutions should be closely associated with the review.

The reviewing agencies mentioned in Col.2 of the above table will also ensure necessary corrective steps as brought out by the review.
