DO # P-16018/4/2016-P&P(351050)

March 9, 2017

Subject: Selection of Gram Panchayats to be taken up under Mission Antyodaya

Dear Shri Sethi,

At the outset I would like to thank each one of you for the suggestions given to improve the Framework for Implementation of Mission Antyodaya. We assure you that the initiative is a State led one and will only succeed if it has full ownership of State in the entire process. Mission Antyodaya is a partnership of Central and State/UT Governments to improve the well-being of one crore households and 50,000 Gram Panchayats by addressing all the dimensions of poverty through convergent action and a saturation approach under existing schemes by 2nd October 2019 - Mahatma Gandhi’s 150th Birth Anniversary.

2. Clearly we will have to purposively select Gram Panchayats in order to ensure that we achieve the objectives stated above. PowerPoint Presentation on the revised Mission Antyodaya is enclosed for your ready reference. This incorporates suggestions received so far from States.

3. As the presentation indicates, we want State Governments to identify the Gram Panchayats to be taken up under Mission Antyodaya. While doing so, it is suggested that priority may be given to the following 8 categories:

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

4. As is clear from the criteria, the objective is to select Gram Panchayats which have demonstrated social capital or which are receiving special funds and attention under Government programmes.

5. We propose to undertake 50,000 Gram Panchayats from 1st April 2017 to be made poverty-free by 2nd October 2019. For determining the number of Gram Panchayats in a State, we have taken into account the demography and the deprivation in the State. State-wise number of Gram Panchayats to be taken up is enclosed at Annex.
6. I would like to urge the States to complete the process of selection at the earliest to enable interventions through a Gram Panchayat Development Plan (GPDP). It is also important that priority be assigned to these Gram Panchayats in all States’ Schemes and Central Government Schemes to ensure adequate investments for improvement.

7. It would be important to develop a baseline of indicators for every Gram Panchayat early so as to work towards the removal of deprivation and backwardness. We are in the process of further refining the development indicators and developing a web based system of reporting and monitoring.

8. While selecting Gram Panchayats, it is important to ensure the Gram Panchayats' commitment towards becoming poverty-free. The elected representatives must take responsibility for working towards it. The following 7 elements would be critical for ensuring Gram Panchayat commitment.

- GP must resolve to become Poverty Free.
- Gram Sabha must deliberate process.
- SHGs must resolve with Micro plan for every HH.
- GPDP must be prepared in participatory way.
- Identify HR and capacity institutions.
- Demonstrate idealism - IEC activities.
- State commitment.

9. This is to request you for selection of Gram Panchayats by the end of March 2017 to enable a saturation approach programme implementation starting from 1st April 2017.

With regards,

Yours sincerely,

[Signature]

[9 March 2017]

encl: as above

Shri Sudarshan Sethi
Principal Secretary
Rural Development & Panchayati Raj Department
Government of Rajasthan
Jaipur - 302 005
MISSION ANTYODAYA

"With a clear focus on improving accountability, outcomes and convergence, we will undertake a Mission Antyodaya to bring one crore households out of poverty and to make 50,000 gram panchayats poverty free by 2019, the 150th birth anniversary of Gandhiji."

Poverty Free Gram Panchayat

- Social Protection for old, widows, disabled
- Connectivity, Roads, Internet, LPG, Adhaar, IT/DBT, Transport
- Power, Housing, ODF, Waste Management
- Sports
- Youth Clubs
- Culture
- Non Farm Livelihoods, Multiple Livelihoods
- Well being of the vulnerable
- Women SHGs
- Economic Activity
- Education
- Skill Development
- Health and Nutrition
- Water Conservation
- Bank/Credit/Financial Inclusion

GPDP
# Main Running Theme of Deprivation: Landless Manual & Casual Workers

<table>
<thead>
<tr>
<th>Particular</th>
<th>Deprived Households</th>
<th>Landless and manual casual labour (D7)</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Only zero room or one room with kucha walls and kucha roof (D1)</td>
<td>2,37,31,674</td>
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<td>No adult member between age 16 to 59 (D2)</td>
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<td>5,37,01,383</td>
<td>100%</td>
</tr>
</tbody>
</table>

Insecure & Uncertain Income
Unsafe and Poor quality Houses
Low on Skill & Education
Assetless

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![Diagram](image)
Selecting Gram Panchayats

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

Ensuring Gram Panchayat Commitment

- GP must resolve to become Poverty Free.
- Gram Sabha must deliberate process.
- SHGs must resolve with Micro plan for every HH.
- GPDP must be prepared in participatory way.
- Identify HR and capacity institutions.
- Demonstrate idealism – IEC activities.
- State commitment
Financing Poverty Free Gram Panchayat

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

Support Institutions for GPs

- Krishi Vigyan Kendras
- ICAR Institutions
- IITs/Agriculture Universities/Veterinary Institutions
- Central/State Universities
- Commissioner Handloom and Handicrafts
- Technical Private Universities.
- Tourism, Manufacturing/MSME Support Institutions
- KVIC/ Silk Board/Coir Board/Marine development/Fisheries
- NDDB/ other Animal Resources.
Role Clarity of Pradhan Mantri Gram Mitra

- Demonstrating idealism on scale.
- A change agent putting available resources to better use.
- Making a difference in 5 villages over 2 years.
- Interface with other Gram Panchayats for capacity development.
- Thrust on livelihood diversification.

HR Issues in Improving Efficiency of Public Programmes

- Performance-based Payments for Women CRPs
- Blended (wage plus performance based) payments for functionaries
- Horizontal Integration of functionaries at GP level
- Redefining Job Responsibilities, Specifying Outputs
- Social Audit Feedback loop for functionaries
- SHGs as community cadres – Bank Sakhis, Book Keepers, Pashu Sakhi, Kisan Sakhi, Social Auditors.
Awaasapp - Mobile inspection

Geo-tagging of MGNREGS assets

- Convergence with Indian Space Research Organisation (ISRO) and National Informatics Centre (NIC).
- Assets created under MGNREGS are being geotagged and displayed on web GIS with information relating to the assets.
- Greater visibility and enhanced transparency in implementation of the Programme.
Coordination Arrangements

- Hon’ble PM with Chief Ministers of States reviewing in NITI Aayog Governing Council – MRD as Special Invitee.
- Steering Group – Cabinet Secretary/Finance Secretary.
- State Level Coordination Committee under Chief Ministers.
- Steering Committee under Chief Secretary.
- DISHA Committee at District level.
- Block level Panchayat Samiti.
- Gram Panchayat level Standing Committees.

Participating Ministries/Departments

<table>
<thead>
<tr>
<th>Sl.No</th>
<th>Ministry/Department</th>
<th>Deliverable(s) by 2019</th>
</tr>
</thead>
</table>
| 1.    | Department of Rural Development | - All eligible habitations connected by all weather roads.  
- Housing for All.  
- All deprived households as members of SHGs with bank linkage.  
- Mission Water Conservation under MGNREGS.  
- Pension for old, widow and disabled.  
- Placement based and self-employment skills for all eligible youths.  
- Village roads with MGNREGS.  
- Solid & Liquid Waste Management. |
- Capacity development of elected Panchayat representatives. |
| 4.    | Ministry of Health and Family Welfare | - Health Sub Centre as Wellness Centre.  
- Coverage under Health Protection Scheme.  
- Emergency Ambulance facility.  
- 100% immunisation.  
- 100% institutional delivery.  
- 100% treatment for Malaria, Tuberculosis, Filaria, Kala Azar. |
## Participating Ministries/Departments..contd

<table>
<thead>
<tr>
<th>Sl. No</th>
<th>Ministry/Department</th>
<th>Deliverable(s) by 2019</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>- Improved ground water monitoring and disclosure of ground water data.</td>
</tr>
<tr>
<td>15.</td>
<td>Ministry of Power</td>
<td>- Electricity connection for all deprived households.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- Minimum 12 hour power supply.</td>
</tr>
<tr>
<td>17.</td>
<td>Department of Food &amp; Public Distribution</td>
<td>- Food security through PDS.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- POS machine with Bio-metric reader.</td>
</tr>
<tr>
<td>19.</td>
<td>Ministry of Micro Small and Medium Enterprises</td>
<td>- Non-farm employment opportunities created.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- Bank linkage for clustered economic activity.</td>
</tr>
</tbody>
</table>

## Participating Ministries/Departments..contd

<table>
<thead>
<tr>
<th>Sl. No</th>
<th>Ministry/Department</th>
<th>Deliverable(s) by 2019</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>- Cultural activities at Gram Panchayat level.</td>
</tr>
<tr>
<td>22.</td>
<td>Department of Youth Affairs</td>
<td>- Youth clubs for creative and constructive activities.</td>
</tr>
<tr>
<td>23.</td>
<td>Department of Sports</td>
<td>- Sports activities at Gram Panchayat level.</td>
</tr>
<tr>
<td>24.</td>
<td>Ministry of Tribal Affairs</td>
<td>- Provide focussed resource support to tribal Gram Panchayats covered under Mission Atyudaya.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- All households with Aadhaar link Bank Accounts.</td>
</tr>
</tbody>
</table>
Incentivizing Poverty Free GPs

- Assistance on basis of achievement
- Resources for higher order GP Projects
- Recognition at national level
- GP – Institution partnership to be nurtured.
- Gandhijee's statue in Central location after third party assessment.
- GP earning Gandhijee's statue.
- Finance Commission grants
<table>
<thead>
<tr>
<th>SNo</th>
<th>States/ UTs Name</th>
<th>GP Count</th>
<th>Allocation</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>A&amp;N ISLANDS</td>
<td>286</td>
<td>47</td>
</tr>
<tr>
<td>2</td>
<td>ANDHRA PRADESH</td>
<td>13713</td>
<td>2584</td>
</tr>
<tr>
<td>3</td>
<td>ARU. PRADESH</td>
<td>2041</td>
<td>356</td>
</tr>
<tr>
<td>4</td>
<td>ASSAM</td>
<td>3044</td>
<td>570</td>
</tr>
<tr>
<td>5</td>
<td>BIHAR</td>
<td>9106</td>
<td>1793</td>
</tr>
<tr>
<td>6</td>
<td>CHANDIGARH</td>
<td>15</td>
<td>2</td>
</tr>
<tr>
<td>7</td>
<td>CHHATTISGARH</td>
<td>11158</td>
<td>2287</td>
</tr>
<tr>
<td>8</td>
<td>D &amp; N HAVELI</td>
<td>23</td>
<td>4</td>
</tr>
<tr>
<td>9</td>
<td>DAMAN AND DIU</td>
<td>18</td>
<td>3</td>
</tr>
<tr>
<td>10</td>
<td>GOA</td>
<td>207</td>
<td>31</td>
</tr>
<tr>
<td>11</td>
<td>GUJARAT</td>
<td>14565</td>
<td>2630</td>
</tr>
<tr>
<td>12</td>
<td>HARYANA</td>
<td>6432</td>
<td>1108</td>
</tr>
<tr>
<td>13</td>
<td>HIMACHAL PRADESH</td>
<td>3371</td>
<td>541</td>
</tr>
<tr>
<td>14</td>
<td>JAMMU &amp; KASHMIR</td>
<td>4867</td>
<td>851</td>
</tr>
<tr>
<td>15</td>
<td>JHARKHAND</td>
<td>4728</td>
<td>898</td>
</tr>
<tr>
<td>16</td>
<td>KARNATAKA</td>
<td>6485</td>
<td>1126</td>
</tr>
<tr>
<td>17</td>
<td>KERALA</td>
<td>1200</td>
<td>195</td>
</tr>
<tr>
<td>18</td>
<td>LAKSHADWEEP</td>
<td>11</td>
<td>2</td>
</tr>
<tr>
<td>19</td>
<td>MADHYA PRADESH</td>
<td>23610</td>
<td>4622</td>
</tr>
<tr>
<td>20</td>
<td>MAHARASHTRA</td>
<td>28816</td>
<td>5227</td>
</tr>
<tr>
<td>21</td>
<td>MANIPUR</td>
<td>3058</td>
<td>579</td>
</tr>
<tr>
<td>22</td>
<td>MEYHALAYA</td>
<td>6260</td>
<td>1268</td>
</tr>
<tr>
<td>23</td>
<td>MIZORAM</td>
<td>935</td>
<td>183</td>
</tr>
<tr>
<td>24</td>
<td>NAGALAND</td>
<td>1238</td>
<td>247</td>
</tr>
<tr>
<td>25</td>
<td>ODISHA</td>
<td>6665</td>
<td>1342</td>
</tr>
<tr>
<td>26</td>
<td>PUDUCHERRY</td>
<td>113</td>
<td>20</td>
</tr>
<tr>
<td>27</td>
<td>PUNJAB</td>
<td>13399</td>
<td>2190</td>
</tr>
<tr>
<td>28</td>
<td>RAJASTHAN</td>
<td>10451</td>
<td>1959</td>
</tr>
<tr>
<td>29</td>
<td>SIKKIM</td>
<td>187</td>
<td>33</td>
</tr>
<tr>
<td>30</td>
<td>TAMILNADU</td>
<td>13640</td>
<td>2509</td>
</tr>
<tr>
<td>31</td>
<td>TELANGANA</td>
<td>9211</td>
<td>1622</td>
</tr>
<tr>
<td>32</td>
<td>TRIPURA</td>
<td>1284</td>
<td>249</td>
</tr>
<tr>
<td>33</td>
<td>UTTAR PRADESH</td>
<td>60618</td>
<td>10783</td>
</tr>
<tr>
<td>34</td>
<td>UTTARAKHAND</td>
<td>8170</td>
<td>1374</td>
</tr>
<tr>
<td>35</td>
<td>WEST BENGAL</td>
<td>3831</td>
<td>764</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td></td>
<td><strong>272756</strong></td>
<td><strong>50000</strong></td>
</tr>
</tbody>
</table>
Dear Chief Secretary,

As you are aware, the Hon’ble Union Minister of Finance has announced in the Budget 2017-18, introduction of ‘Mission Antyodaya’, under the Ministry of Rural Development, Government of India.

2. The central objective of ‘Mission Antyodaya’ is to bring one crore rural households out of poverty and to make 50,000 gram panchayats poverty-free by 2019, the 150th birth anniversary of Gandhiji. The Mission seeks to achieve this objective by promoting effective utilization of the Central and State allocations made to different schemes of the Department of Rural Development viz., MGNREGS, PMAY(G), DAY:NRLM, MKSP, RSETIs, SVEP, PMGSY, NSAP, SAGY and SPMMR, along with the bank loans accessed by the Self Help Groups (SHGs) of the rural poor. It is estimated that over 3 lakh crores are spent every year on these programmes. In addition, other programme resources such as SSA, RMSA, MSDE, NHM, ICDS, SBA, PMKSRY, and PMKSB as well as XIV Finance Commission Grants and PRI resources also could be dovetailed and used efficiently in a convergent mode for the larger objective of addressing multi-dimensional poverty.

3. In order to prepare for the implementation of the Mission, baseline situation of the Gram Panchayats and the households inhabiting those needs to be constructed, using inter alia SECC (2011) data and with the human resource support of field level functionaries.

4. A presentation on ‘Mission Antyodaya’ was made as part of Programme Review Committee (PRC) meeting of this Ministry on 16th February, 2017. A detailed document on the framework for implementation of ‘Mission Antyodaya’ was also circulated among the states for your insightful comments and feedback.

5. I would request you to kindly review the document (copy enclosed) and send your valuable comments and suggestions on the framework of implementation of the ‘Mission Antyodaya’. Based on your feedback, the implementation framework will be refined and finalized.

6. As the Mission is to be launched from 1st April, 2017, I would request you to provide your feedback by 10th of February, 2017.

With regards,

[Signature]

encl: a/a

Shri O P Meena
Chief Secretary
Government of Rajasthan
Jaipur - 302 005
Draft Framework for Implementation

Poverty Free
Gram Panchayats
(PFPGP)

Department of Rural Development
Ministry of Rural Development
Government of India
January 2017
10. A summary of the efforts of Rural Development programmes for Doubling Income of Households by leveraging existing resources in indicated in the table below:

**SHGs - Social Capital for**
- Solid & Liquid Waste Management
- Livelihood Planning
- Participation in Panchayats

**Water Conservation**
- Distressed regions
- Scientific DPR approach under MGNREGS

**Thrust on Animal Resources**
- Pashu Sakhi
- Dairy Producer Company/Coop.
- Goatery / Poultry
- Fisheries

**Leveraging of RD Programmes for Doubling Income**

**Improving Credit Linkage**
- SHG – Individual member account link
- On-lending Institutions
- Multiple Dose
- Community cadre – Bank Sakhi

**Agriculture Livelihoods**
- MKSP – 34 lakh Women Farmers
- Custom Hiring Centre
- Processing & Value Chain
- Farm Ponds, Wells, Composting
- Markets – sustainable agriculture

**Community Resource Persons as Performance Based Cadre – Like ASHAs**

**Skills & Livelihoods**
- Placement based wage employment
- Self-Employment
- Convergence – Textiles (MSME, KVIC, Processing)
III - PFGP - role of identifying the poor

1. Since PFGP is about eliminating poverty from our villages we need to have a clear strategy to identify the poor and track their status. Though India has a long history of efforts to estimate the number of people who are poor, these have been in terms of fixing the consumption expenditure required to meet the basic minimum required for survival and estimating the number of people who are unable to achieve this. Over time this has seen some changes, but the basic approach has remained unchanged i.e. estimate the number of people whose consumption expenditure is below one that is required to purchase a set of agreed upon basket of goods and services using National Sample Survey data. It is this basket that has been subject to change over time. What began as calories for survival (Planning Commission working group & Dandekar and Rath) was gradually expanded to healthcare, education, and clothing (Tendulkar) and later to other food and non-food items such as protein and fat requirements, transport, rent etc. (Rangarajan).

2. These efforts at estimating the poor is though useful at the aggregate level, its use for PFGP is only in terms of setting boundary conditions - the numbers within which any effort to identify the poor have to be limited. To be able to reach out to the poor and begin to address the problems they face, program managers need to know who are the poor, where do they live and what are they vulnerable to i.e. their names, addresses and socio-economic attributes. DoRD has been working on this by preparing a national list of all residents and facilitating states to mark out those who are poor. This list is broken down for each state, sub-division, block and panchayat and is popularly known as the BPL list. Efforts while preparing the BPL list were to identify a list of proxy indicators for poverty and enumerate how each person living in India stood viz-a-viz these indicators. In that sense it was not a list of only the poor. Over the years, the indicators used in the BPL survey were further revised and a new list was canvassed. This resulted in the Socio Economic Caste Census (SECC). As can be imagined this is a massive exercise that takes many years to complete and although tablet computers were used for the SECC, updating it each year is going to be extremely costly and its results unsure. This is because the SECC was canvassed by asking each household to answer a set of questions regarding themselves i.e. they are self-declared. Once the respondents know that their answers are going to determine their eligibility for government benefits one is not sure about the kind of biases that could creep in. In the current round, efforts have been made to mitigate the impact of these incentives by getting the list of responses validated by the Gram Sabha. As the SECC list is used by more and more schemes for program implementation one will get a better understanding about its ability to withstand local scrutiny and pressures. Efforts to check the current SECC list against aggregate numbers for different geographies and some field testing seems to indicate that the current SECC data is fairly representative of the population it sought to represent.

3. Efforts to track panchayat level progress on poverty alleviation under PFGP can be mapped either by following changes in consumption expenditure that is measured by the National Sample Survey Organisation or by what happens to indicators in the SECC. Unfortunately both of these are not possible. NSS - because

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1PMAY, DDU-GKY, National Food Security Act in many states and Ujjwala – the LPG connection scheme are some of the schemes that are already using SECC for beneficiary identification.
5. The Ministry of Rural Development conducted Socio-Economic Caste Census (SECC), 2011 (Rural) which throws light on the multidimensionality of poverty in rural areas. The SECC 2011 data offer an opportunity to understand the socio-economic condition of a household from the perspective of multi-dimensional deprivation. A family could be deprived due to lack of assets, inadequate income, lack of education, skills, or health care, gender, social inequality, absence of sustainable livelihoods, poor quality housing, sanitation and clean water, etc. Disability or absence of an earning member in women headed households or households with no adult members, could throw up specific challenges in making households poverty free. The SECC thus offers an opportunity for evidence based interventions which could be helpful in addressing multidimensional poverty in rural areas of the country. The SECC data on households facing deprivation is summarised below:

<table>
<thead>
<tr>
<th>Nature of deprivation</th>
<th>Households</th>
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The table above shows that D7 i.e. the category of landless households who derive major part of their income from manual casual labour while being 5.37 crores families also constitute over 50% of all other categories as well. Therefore any strategy to deal with household deprivation would do well to target this group in the first instance.
a convergent mode to address different dimensions of rural poverty. The 14th Finance Commission award has also provided an opportunity for responsive local governance of the Gram Panchayat and the financial resources to take it forward.

5. **Human Resource Planning for Improving Efficiency of Public Programmes:** Participatory and convergent planning aimed at targeting multidimensional poverty requires dedicated human resources. Over the years many programmes have built up a large pool of human resource at the local level each having familiarity with issues in rural development. Converging these human resources and motivating them to work together for Poverty Free Gram Panchayats is recommended. The way to do this would be to pool all human resources engaged at or below the GP level into a multi-disciplinary team. Besides others these could members of VOs and CLFs under DAY-NRLM, ANMs under ICDS, ASHA workers under NHM, CRC Coordinators under SSA, MGNREGS Rozgar Sewaks, etc. These teams could also work with elected ward members of the panchayat. A system of blended payments for functionaries including wage and performance based incentives may be of great help in improving efficiency with which these programmes are being implemented and brought together for PFGP. This would entail a paradigm shift in the manner these programmes are being implemented. The performance based incentives to the functionaries would require specifying objectively the outputs and outcomes expected from each of the programme and assigning targets to each functionary. This may also require redefining the job responsibilities of these functionaries.

6. **Participatory Planning for Poverty Free Gram Panchayat:** The PFGP strategy would require an Intensive Participatory Planning Exercise to be conducted that targets different dimensions of deprivations and uses its results to build a convergent approach to the implementation of programmes. Capacity building of SHGs and elected representatives at GP level would be crucial for this. Assessing the need of households facing deprivation based on reliable data should precede the planning exercise. For this the SECC data on each family can be used as a starting point.

**Dasasutri - SHG-GP Partnership for Poverty Free Gram Panchayat:** Self Help Groups (SHGs) and their federations promoted under the Deendayal Antyodaya Yojana National Rural Livelihoods Mission (DAY-NRLM) can be instrumental in achieving the objective of Poverty Free Gram Panchayat. SHGs provide a close and long term handholing support to each of their members and enable them to access financial services from banks, diversify and stabilize their livelihoods and effectively access their entitlements. These institutions of the poor are expected to enable the community to come out of the vicious cycle of poverty by adopting the Dasasutri model which addresses the multi dimensionality of poverty. The model encourages these federations to go beyond Panchsutras (regular meeting, regular savings, regular internal lending, regular repayment and updated books of accounts) and adopt active involvements of SHGs in PRIs (Gram Sabha, Mahila Sabha and Village Ward Sabha), accessing rights and entitlements under different schemes, sustainable livelihoods (strengthening existing livelihoods sources, non-farm employment/skills), better health and sanitation habits and education.

7. **Converging all resources - Human and Financial for Poverty Free Gram Panchayat:** Planning for Poverty Free Gram Panchayats requires an effort to address the multi dimensionality of poverty in an effective manner. This requires the coming
1. Enabling 50,000 Panchayats to come out of Poverty by 2019: In the first instance the strategy would be to target 50,000 Gram Panchayats to be declared poverty free by 2019. This is expected to cover 1 crore households with deprivation. Programs of the Ministry of Rural Development and Ministry of Drinking water and sanitation itself have the potential to benefit:

   a. 45 lakh youth under skilling programmes of DDU-GKY, proposed DDU-GSY and RSETI by 2019; providing them skilled wage employment and self-employment;

   b. 5 crore women by bringing them under the SHG fold with 5 lakh producer companies to support them. Besides individual livelihood support is to be provided to 55 lakh women and bank linkages of Rs 60,000 crore every year to SHGs;

   c. all eligible habitats by connecting them with all-weather roads by 2019 through the PMGSY program;

   d. all rural households by providing them with Individual House Hold Latrine by the 2019.

   e. 1.35 crore families with pucca houses with all amenities.

   f. 50,000 GPs with Solid and Liquid Waste Management systems

2. If these resources are brought together with the resources from programs of other ministries it is felt that by 2019 it will be possible to declare 50,000 panchayats as poverty free. To facilitate the selection of these 50,000 panchayats MORD has developed a portal http://saanjhi.gov.in/pfgp on which each panchayat has been given a log in and password. By March 2017 it is expected that all panchayats in the country will have uploaded the baseline data with respect to the 35 indicators that have been chosen for monitoring the PFGP initiative. The portal also has a scoring mechanism using which it is possible to rank all panchayats in a district, state and in the country using the baseline data uploaded for each panchayat.

   It is proposed that the top 5.25 % panchayats in each district of each state be chosen for the PFGP initiative in the first phase.

3. Admin Arrangements and training: There is a state nodal officer (SNO) for SAGY in each state. S/he will be the state nodal officer for PFGP as well. S/he will be responsible for coordinating with all districts in the state to ensure that the base line data for all panchayats are uploaded on to http://saanjhi.gov.in/pfgp the PFGP portal by 31st of March 2017. The SNO will be assisted by charge officers in each district. In districts where there is a charge officer for SAGY, s/he will be the charge officer for PFGP also. In the remaining districts the SNO will coordinate with the District Magistrates and get a suitable officer nominated as the Charge Officer for

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1 The 5.25 % has been arrived at by dividing 50,000 by the total number of panchayats in the country i.e. 2,62,251.
VI - Schemes of the Department of Rural Development

Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS) -

Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS) with its legal framework and rights-based approach (MGNREGA) was notified on September 5, 2005. It seeks to enhance livelihood security by providing up to one hundred days of guaranteed wage employment in a financial year to every rural household whose adult members volunteer to do unskilled manual work. The scheme covered 200 districts in its first phase - February 2, 2006. It was subsequently extended to all the rural districts of the country in phases. MGNREGS is a demand driven programme, hence the commitment of funds and employment generation depends on quantity of work that is demanded. The Department has launched a new initiative for skilling of MGNREGS workers in convergence with DDU-GKY and DAY-NRLM as Project Livelihoods in Full Employment (Project LIFE).

Pradhan Mantri Awaas Yojana- Gramin -

The erstwhile Indira Awaas Yojana (IAY) of the Department that provided financial support to the rural houseless to build a house, has been restructured as the Pradhan Mantri Awaas Yojana- Gramin (PMAY-G). Under the restructured scheme, financial assistance to the tune of Rs. 1,20,000 in plain areas and to Rs. 1,30,000 in hilly states/difficult areas /IAP districts is to be provided to 1 crore shelter-less households for construction of a dwelling unit over a period of 3 years (2016-17 to 2018-19). In addition to this, a PMAY beneficiary will receive Rs 12,000/- as assistance for construction of a toilet under the Swachh Bharat Mission and wage support of 90 person days in plain areas and 95 person days in hilly areas/IAP Districts under MGNREGS. There is also provision of electricity, piped drinking water facility, rain water harvesting, LPG gas connection under UJJWALA scheme, solar initiatives, backyard fruit plants, poultry, goatery, dairy shed, solid and liquid waste management etc for PMAY beneficiaries under convergence. This would ensure provision of all the basic amenities to the beneficiaries of this programme. A National Technical Support Agency is also being set up to provide technical support in achieving the target set under the project.

Deen Dayal Antyodaya Yojana- National Rural Livelihood Mission (DAY-NRLM) -

This scheme aims to reduce poverty by enabling poor rural households access gainful self-employment and skilled wage employment resulting in appreciable improvement in their livelihoods on a sustainable basis, through the building of strong and sustainable grassroots institutions of the poor. It will be ensured that each family, once it is in the SHG network for a period of 6 - 8 years, is able to achieve household food security and have 3 - 4 stabilized livelihoods.
Pradhan Mantri Gram Sadak Yojana (PMGSY) -

Pradhan Mantri Gram Sadak Yojana (PMGSY) is being implemented with the objective to provide all-weather road connectivity to all unconnected habitations, existing in the Core Network, in rural areas of the country. The programme envisages connecting all eligible unconnected habitations with a population of 500 persons and above (as per 2001 Census) in plain areas and 250 persons and above (as per 2001 Census) in Special Category States (Arunachal Pradesh, Assam, Manipur, Meghalaya, Mizoram, Nagaland, Sikkim, Tripura Himachal Pradesh, Jammu & Kashmir and Uttarakhand), Tribal (Schedule-V) areas, the Desert Areas (as identified in Desert Development Programme) and in Selected Tribal and Backward Districts (as identified by the Ministry of Home Affairs/erstwhile Planning Commission). Roads are essential for connecting households to schools, hospitals, market for produce and services, and for promoting economic activities. Increased rural connectivity reduces market imperfections and enhances economic activities thereby promoting employment opportunities reducing poverty. The Department has envisaged connecting all eligible rural habitations with all-weather road connectivity by 2019.

National Social Assistance Programme (NSAP) -

National Social Assistance Programme (NSAP) provides a pension to the aged, widows and differently abled. It also assists poor families in case of death of the primary breadwinner. This scheme has been launched keeping in view the spirit of Article 41 of the Constitution of India which directs the State to provide public assistance to its citizens in case of unemployment, old age, sickness and disablement and in other cases of undeserved want within the limit of its economic capacity and development. NSAP comprises of Indira Gandhi National Old Age Pension Scheme (IGNOAPS), Indira Gandhi National Widow Pension Scheme (IGNWPS), Indira Gandhi National Disability Pension Scheme (IGNDPS), National Family Benefit Scheme (NFBS) and Annapurna.

Saansad Adarsh Gram Yojana (SAGY) -

The Saansad Adarsh Gram Yojana (SAGY) aims to trigger processes which lead to holistic development of the identified Gram Panchayats by converging different programmes of the Government and private and voluntary initiatives to achieve comprehensive development in tune with people's aspirations and local potential. The goal of SAGY is to translate this comprehensive and organic vision of Mahatma Gandhi into reality, keeping in view the present context. The main objectives of SAGY are:

- To trigger processes which lead to holistic development of the identified Gram Panchayats
- To substantially improve the standard of living and quality of life of all sections of the population through improved basic amenities, higher productivity, enhanced human development, better livelihood opportunities, reduced disparities, access to rights and entitlements, wider social mobilization and enriched social capital
- To generate models of local level development and effective local governance which can motivate and inspire neighbouring Gram Panchayats to learn and adapt.
VII - Indicators for tracking Poverty Free Gram Panchayats (PFGP)

The multidimensionality of poverty requires us to track movement across multiple dimensions. Some of the candidates are education, health, sanitation, nutrition, social protection, livelihoods, agriculture, infrastructure... The framework to measure village development should therefore include indicators related to all these important aspects. The measurement strategy suggested in this document builds on these. The question then is what indicators could be used. Should panchayats be tracking inputs, outputs or outcomes? Though outcome indicators would be ideal, we come up against the problem of its measurement—they move slowly and are not being tracked by most government scheme tracking systems. Therefore, for practical reasons, we propose to track selected input and output indicators that are already being tracked as part of several government schemes. The advantage of such a measurement strategy is that data are available from the MIS of current government schemes.

These indicators have been chosen based on seven broad themes. Details about the aim, strategy and outputs for each theme are detailed below.

The aims and outputs expected in the seven broad areas upon which the Framework for Poverty Free Gram Panchayat is built and the strategies that can be adopted to achieve these are detailed below:

Health and Nutrition (Total Weight-15)

Aim

- Universal access to basic health facilities consisting of health card, medical examination
- Complete immunization
- Balanced nutrition irrespective of economic status, gender and age group
- Balancing the sex ratio

Strategy

- Identify and fill gaps in health infrastructure and materials.
- Identify and fill up vacancies of trained health and para-health professionals
- Identify training needs and capacitate health and para-health professionals, and handheld through follow up
- Organise immunization and deworming drives through habitation specific camps
- Issuance of health card to each and every person.
- Initiate behaviour change campaigns on hygiene and sanitation through involvement of youth groups and social communication methods like street theatre and puppetry for open defecation free villages.
- Identify appropriate solid and liquid waste management technologies for the particular GP context and roll out in a phased manner.
- Survey to identify existing and potential sources of drinking water
- Assess current and future habitation-specific needs
- Purify, rehabilitate and sustain the existing sources
- Preparation of village water security plan

Outputs

- Formation of health brigade from the youth volunteers
- House visits by health brigade
- Encouraging early adopters and follow up with defaulters
- Fulfil the norms of Nirmal Gram - Complete Saturation of IHHL and public infrastructure of toilets in the GP, Efficient solid and liquid waste management systems
- Improvement in health, reduction in water-borne diseases such as diarrhoea

Aim

- Coverage of social security schemes for all eligible persons on principles of saturation
- Universal coverage of insurance schemes
- Universal coverage of PDS

Strategy

- Door to door identification exercise to register all eligible persons under NSAP and the state social pension schemes
- Time bound sanction of pension
- Opening of bank/PO account
- Timely payment of pension through micro ATMs
- Door to door identification exercise to register all eligible persons under PMJDY,
- Time bound sanction of insurance, Systems for preparation of claims using SHG network, Door to door identification of beneficiaries and distribution of ration cards to all in accordance with the provisions of the NFSA, Timely distribution of full entitlement of grain to families according to the provisions of the NFSA
- Social audit of the PDS institutions
Agriculture & Livelihoods (Total Weight - 20)

Aim

- Sustainable Agriculture and Organic Farming

Strategy

- Transfer of technology for organic farming to the farmers’ groups, especially women
- Preparation of Soil Health Cards
- Setting up local Seed Banks
- Crop intensification such as SRI (System of Rice Intensification)
- Micro irrigation and Drip Irrigation
- Solar pumping systems
- Agro service centres

Outputs

- Soil Health Cards prepared
- Seed Banks established
- SRI Practised
- Micro Irrigation Infrastructure established and Agro Service Centres set up

Education & Skill (Total Weight - 20)

Aim

- Development of skill of the rural community to enhance their livelihoods
- Universal access to education facilities up to Class X
- Conversion of schools into ‘smart schools’ for providing quality education
- Adult literacy
- E-literacy
- Village libraries including e-libraries

Strategy

- Identify and fill gaps in education infrastructure and materials.
- Identify and fill up vacancies of trained education professionals
- Identify training needs and capacitate education professionals.
- Adults going through functional literacy campaign assessed for numeracy and literacy.
- At least one person from every family able to use the computer and the Internet.
- Trained skilled youth

**Village/Panchayat Infrastructure (Total Weight - 10)**

**Aim**

- Pucca houses for all houseless poor/poor living in kutcha houses
- Pucca Infrastructure for public institutions- Anganwadis, schools, health institutions, Gram Panchayat office and libraries
- All public buildings, especially schools, will be built using environment friendly local technologies
- Internal all weather roads with covered drains and all-weather road to the main network using local materials and will have extensive tree coverage
- Broadband, telecom connectivity and Common Service Centres
- Electricity connection to all households and street lights including from alternative sources of energy, especially solar

**Strategy**

- Identification of all families living in temporary structures and prioritising them based on vulnerability - due priority to the elderly and single member households
- Taking up housing on a saturation mode, as far as possible in viable clusters
- Through participatory planning methods, the order of priority of the need for public infrastructure to be determined.
- Repair and renovation of existing infrastructure to be given first priority to the extent doable
- Identification of location for construction of different physical buildings
- Technical support and supervision provided to prepare estimates, procure tenders and monitor quality of construction
- Ensuring fully functional facilities in these buildings including barrier free access in accordance with scheme guidelines
- Existing kutchha roads in and out of the village may be listed and made pucca.
- Common Service Centres may be built as part of Gram Panchayat office.
Outputs

- 100% financial inclusion of all
- 100% Aadhaar enrolment

Based on the above seven themes a set of input-output indicators encompassing various interventions of the government, targeted towards rural development, have been chosen in such a manner that they constitute the essential conditions for poverty alleviation in the context of a panchayat. A minimum benchmark has been proposed under each of the input-output indicators and panchayats attaining the minimum benchmark for each indicator is marked as achieving success in that dimension and allocated the score earmarked for it. When a panchayat achieves 75/100 in the total, the panchayat is declared to be Poverty Free. The selection of these indicators is however only the first step and we may need to refine them based on the experience of implementation. At a later stage third party assessments about the representativeness of these indicators would be required to be made as would verification through comparisons with proxy indicators for panchayat GDP such as anonymised call data records from mobile towers, night time luminosity from remote sensing and levels of household use of grid connected electricity. The table below has details of the indicators and minimum benchmarks.
<table>
<thead>
<tr>
<th></th>
<th>Description</th>
<th>Rating</th>
<th>Marks</th>
</tr>
</thead>
<tbody>
<tr>
<td>21</td>
<td>% of farmers issued soil health cards and practicing chemical/pesticide free agriculture</td>
<td>100%</td>
<td>5</td>
</tr>
<tr>
<td>22</td>
<td>% of Agricultural land brought under irrigation</td>
<td>100%</td>
<td>10</td>
</tr>
<tr>
<td>23</td>
<td>% eligible farmers having KCC with the limit of Rs 50,000 or above</td>
<td>100%</td>
<td>5</td>
</tr>
<tr>
<td>V</td>
<td>Education &amp; Skill (Total Weight - 20)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>24</td>
<td>% of children (6-14 years) attending Primary schools</td>
<td>100%</td>
<td>5</td>
</tr>
<tr>
<td>25</td>
<td>% girls completing Secondary Education/ Skill Certificate Course</td>
<td>60%</td>
<td>5</td>
</tr>
<tr>
<td>26</td>
<td>% of youth (20-35 years) completed graduation or non farm self-employed / wage employed after skill training</td>
<td>60%</td>
<td>10</td>
</tr>
<tr>
<td>VI</td>
<td>Village/Panchayat Infrastructure (Total Weight - 10)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>27</td>
<td>% HHS having pucca house</td>
<td>80%</td>
<td>2</td>
</tr>
<tr>
<td>28</td>
<td>% of Anganwadi Centres functioning in its own building</td>
<td>100%</td>
<td>1</td>
</tr>
<tr>
<td>29</td>
<td>% HHS connected with internal village road (Paved and with drainage) constructed</td>
<td>70%</td>
<td>1.5</td>
</tr>
<tr>
<td>30</td>
<td>% habitats connected with all-weather road</td>
<td>100%</td>
<td>1.5</td>
</tr>
<tr>
<td>31</td>
<td>% of HHH having internet connection</td>
<td>50%</td>
<td>1</td>
</tr>
<tr>
<td>32</td>
<td>% of HHH getting power for 12 hours daily</td>
<td>70%</td>
<td>1.5</td>
</tr>
<tr>
<td>33</td>
<td>% of HHH using LPG/ Bio gas/smokeless stove/solar energy for cooking</td>
<td>70%</td>
<td>1.5</td>
</tr>
<tr>
<td>VII</td>
<td>Financial Inclusion (Total weight 10)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>34</td>
<td>% of HHH having a bank/post office bank account - PMJDY or other</td>
<td>100%</td>
<td>5</td>
</tr>
<tr>
<td>35</td>
<td>% of persons with bank accounts seeded with AADHAAR No and aware about the TIN number</td>
<td>100%</td>
<td>5</td>
</tr>
</tbody>
</table>

being developed on to which charge officers for each panchayat nominated by the District Collector will enter the data once in a quarter. When a panchayat achieves the bench mark for an indicator it will get the full marks assigned for that indicator. If a Panchayat achieves 95% of the benchmark of an indicator, it will get marks in proportion i.e in this case 95% of the marks. For achievement less than 95% of the benchmark no mark will be allotted for that indicator. The total marks so obtained by a panchayat will be the panchayat's score for the quarter. When a panchayat achieves the 75/100 mark it would have achieved poverty free status. It is possible that the score for a panchayat will increase, decrease or remain unchanged from quarter to quarter. All panchayats, districts and States in the country as well as all MLA and MP constituencies will also be scored each quarter using the PFGP framework. Arrangements will be made to put in place a third party verification system of the data that is entered in the portal so that the credibility of the data entered in the portal and the results it give out have high credibility. Women Self Help Group Members trained to become social auditors will undertake assessments of progress from time to time. Such a Community Cadre of Social Auditors will greatly improve the outcomes. The credentials to log in and enter the data in the system can be obtained by each district from the State Informatics Officer of NIC.