



SAANSAD ADARSH GRAM YOJANA: AN INTRODUCTION

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ABSTRACT

Gram Swaraj – an Idea of the self- reliant village is a unique consent of rural reconstruction proposed by Mahatma Gandhi Much before Indian’s Independence that he developed over a period of times. His concept of Gram Swaraj is considered one of the alternative models of rural reconstruction, whose primary focus is on the holistic development of a society where individuals are placed in the economic system’s centre. There are many components of gandhian ideal village. These include revenue generation, village sanitation, village industries, high Status of Women etc. village Sanitation and village industries were integral parts of gandhi’s dream village. Village Sanitation is necessary as it is directly linked with Individual mental and physical health.

Village Industries in the gandhian ideal village find a vital place because only village Industries Could cater to unemployment in rural area. These industries which include soap – making, match making, had-grinding, hand-pounding, oil pressing, cattle, farming, farming, dairying khadi etc. are labour driven with the Involvement of less machinery.

INTRODUCTION OF SAANSAD ADARSH GRAM YOJANA

The goal of Saansad Adarsh Gram Yojana (SAGY) is to translate this comprehensive and organic vision of Mahatma Gandhi into reality, keeping in view the present context.

2. VALUES OF SAANSAD ADARSH GRAM YOJANA

Far beyond mere infrastructure development, SAGY aims at instilling certain values in the villages and their people so that they get transformed into models for others. These values include:

- i. Adopting people’s participation as an end in itself – ensuring the involvement of all sections of society in all aspects related to the life of village, especially in decision-making related to governance
- ii. Adhering to Antyodaya – enabling the



“poorest and the weakest person” in the village to achieve well-being

- iii. Affirming gender equality and ensuring respect for women
- iv. Guaranteeing social justice
- v. Instilling dignity of labour and the spirit of community service and voluntarism
- vi. Promoting a culture of cleanliness
- vii. Living in consonance with nature – ensuring a balance between development and ecology
- viii. Preserving and promoting local cultural heritage
- ix. Inculcating mutual cooperation, self-help and self-reliance
- x. Fostering peace and harmony in the village community
- xi. Bringing about transparency, accountability and probity in public life
- xii. Nurturing local self-governance
- xiii. Adhering to the values enshrined in the
Fundamental Rights and Fundamental Duties of the Indian Constitution

3. OBJECTIVES

The main objectives of SAGY are:

- i. To trigger processes which lead to holistic development of the identified Gram Panchayats
- ii. To substantially improve the standard of living and quality of life of all sections of the population through –
 - a. improved basic amenities
 - b. higher productivity
 - c. enhanced human development
 - d. better livelihood opportunities
 - e. reduced disparities
 - f. access to rights and entitlements
 - g. wider social mobilization
 - h. enriched social capital



- iii. To generate models of local level development and effective local governance which can motivate and inspire neighbouring Gram Panchayats to learn and adapt
- iv. To nurture the identified Adarsh Grams as schools of local development to train other Gram Panchayats

7. ACTIVITIES IN AN ADARSH GRAM

An Adarsh Gram should evolve out of people's shared vision, using their capacities and available resources to the best extent possible, duly facilitated by the MP, the Gram Panchayat, civil society and the government machinery. Naturally, the elements of an Adarsh Gram would be context specific. However, it is still possible to broadly identify the important activities. They would include:

a. Personal development

- i. Inculcating hygienic behaviour and practices
- ii. Fostering healthy habits including daily exercise and games
- iii. Reducing risk behaviour- alcoholism, smoking, substance abuse, etc.

b. human Development

- i. Universal access to basic health facilities consisting of health card, medical examination
- ii. Total immunization
- iii. Balancing the sex-ratio
- iv. 100% institutional delivery
- v. Improving nutrition status for all, with special focus on children, adolescent girls, pregnant women, and lactating mothers
- vi. Strong focus on the special needs of Persons With Disability (PWD), especially children and women
- vii. Universal access to education facilities up to Class X and retention



- viii. Conversion of schools into 'smart schools'. Smart schools will have IT enabled classrooms, e-libraries, web based teaching and will make all students e-literate required for providing quality education
- ix. Adult literacy
- x. E-literacy
- xi. Village libraries including e-libraries

Social development

- i. Activities for promotion of voluntarism like Bharat Nirman Volunteers
- ii. Building the capacity of the people to fully participate and contribute to local development
- iii. Activities for honouring village elders, local role models especially women, freedom fighters and martyrs
- iv. Activities for violence and crime free villages such as:
 - a. Setting up Citizen Committees
 - b. Sensitization, especially of youth
- v. Village sports and folk arts festivals
- vi. Having a village song to instil a sense of pride among the people
- vii. Celebrating 'Village Day'
- viii. Proactive steps for inclusion and integration of socially excluded groups, especially Scheduled Castes and Scheduled Tribes.

d. Economic Development

- i. Promoting diversified agricultural and allied livelihoods, including livestock and horticulture, through-
 - a. Organic farming
 - b. Soil health cards
 - c. Crop intensification such as SRI
 - d. Setting up of seed banks
 - e. Collection and value addition to Non Timber Forest Produce, Livestock development including Gobar Bank, cattle hostel



- f. Livestock development including
Gobar Bank, cattle hostel
- g. Micro-irrigation
 - h. Agro-service centres ii. Rural industrialization like:
 - a. Post-harvest technology applications
 - b. Micro-enterprises
 - c. Dairy development and processing
 - d. Food processing
 - e. Traditional Industries
- iii. Skill Development of all eligible youth for self-employment and placement
- iv. Village Tourism including eco-tourism

All the above activities should focus particularly on lifting households out of poverty, for which organising and federating women SHGs, providing employment to all workers, and bringing about financial inclusion are very important.

e. Environmental Development

- i. Activities for a clean and green village consisting of:
 - a. Providing toilets in each household and in all public institutions and ensuring their proper use
 - b. Appropriate solid and liquid waste management
- ii. Roadside plantations
- iii. Tree plantation in accordance with local preferences in homesteads, schools and public institutions – including green walkways
- iv. Social forestry
- v. Watershed management especially renovation and revival of traditional water bodies
- vi. Rainwater harvesting- rooftop as well as others
- vii. Reducing local pollution of air, water and land

f. Basic amenities and services

- i. Pucca houses for all houseless poor/poor living in kutcha houses
- ii. Drinking water, preferably treated piped water with household taps



- iii. Internal all weather roads with covered drains
- iv. All weather road connectivity to the main road-network Electricity connection to all households and street-lights including from alternative sources of energy, especially solar
- vi. Pucca infrastructure for public institutions- Anganwadis, schools, health institutions, Gram Panchayat Office and libraries
- vii. Civic infrastructure including community halls, buildings for SHG federations, playgrounds and burial grounds/ crematoria
- viii. Village markets
- ix. Infrastructure for PDS outlets
- x. Micro mini banks /post offices/ATMs
- xi. Broadband connectivity and Common Service Centres
- xii. Telecom connectivity
- xiii. CCTVs in public places

g. Social Security

- i. Pensions for all eligible families- old age, disability and widow
- ii. Insurance schemes like Aam Aadmi Bima Yojana
- iii. Health insurance- RSBY
- iv. PDS- universal access to all eligible households

h. Good Governance

- i. Strengthening of local democracy through strong and accountable Gram Panchayats and active Gram Sabhas
- ii. E-Governance resulting in better service delivery
- iii. Provision of UIDAI cards to all
- iv. Ensuring regular and punctual attendance of government and panchayat staff
- v. Time bound service delivery in line with Department's Citizens Charter
- vi. Holding of Mahila Gram Sabhas before every Gram Sabha
- vii. Holding of a Gram Sabha at least 4 times a year
- viii. Holding of Bal Sabhas every quarter



- ix. Proactive disclosure of all information pertaining to the implementation of the programme in the public domain and through wall-writing, notice boards in the local language. This should necessarily include the list of beneficiaries, item-wise budgets and expenditure.
- x. Gram Panchayat acting as an information facilitation centre
Timely redressal of grievances filed by people, such that:
 - 1. Grievances of all nature to be submitted to the Gram Panchayat / Charge Officer and dated receipt to be given
 - 2. Grievances to be redressed within three weeks along with written reply
 - 3. Institutionalization of regular open platforms for airing of grievances and their redressal, coordinated by the Gram Panchayat
- xii. Half yearly Social Audit of the programme implementation by the Gram Sabha facilitated by the Social Audit Units set up under MGNREGA

STRATEGY

In order to convert the identified village into an Adarsh Gram through the specified activities, the following are the possible strategies:

- a. Entry point activities to energize and mobilize the community towards positive common action
- b. Participatory planning exercise for identifying peoples' needs and priorities in an integrated manner
- c. Converging resources from Central Sector and Centrally Sponsored Schemes and also other State schemes to the extent possible.
- d. Repairing and renovating existing infrastructure to the extent possible.
- e. Strengthening the Gram Panchayats and peoples' institutions within them
- f. Promoting transparency and accountability For operationalising the strategies, the suggested framework indicating the list of Centrally Sponsored Schemes which could be utilised for different activities, their outputs and outcomes, is detailed in **Annexe I**. The operational details need to be contextualised locally, expanded as required, and fleshed out with innovative ideas.



IDENTIFICATION OF ADARSH GRAM

A Gram Panchayat would be the basic unit. It will have a population of 3000-5000 in plain areas and 1000-3000 in hilly, tribal and difficult districts. In districts where the average unit size is larger, Gram Panchayats approximating the desirable population size may be chosen. Further for districts having GPs where average unit size is smaller, two to three neighboring GPs approximating the desirable population can be adopted as one unit.*

The MP would be free to identify a suitable Gram Panchayat for being developed as Adarsh Gram, other than his/her own village or that of his/her spouse.

The MP will identify one Gram Panchayat to be taken up immediately, and two others to be taken up a little later. Lok Sabha MP has to choose a Gram Panchayat from within his/her constituency and Rajya Sabha MP

a Gram Panchayat from the rural area of a district of his/her choice in the State from which he/she is elected. Nominated MPs may choose a Gram Panchayat from the rural area of any district in the country. In the case of urban constituencies, (where there are no Gram Panchayats), the MP will identify a Gram Panchayat from a nearby rural constituency.

Primarily, the goal is to develop three Adarsh Grams by March 2019, of which one would be achieved by 2016. Thereafter, five such Adarsh Grams (one per year) will be selected and developed by 2024.

PLANNING

A Village Development Plan would be prepared for every identified Gram Panchayat with special focus on enabling every poor household to come out of poverty.

Before the formal plan formulation starts, there has to be systematic environment creation and social mobilisation which will be spearheaded by the MP himself/herself. The Gram Panchayat should also be fully involved. Some of the activities which could be considered are:

- a. Interaction (charcha) with the Gram Sabha, Mahila Sabha, Bal Sabha



- b. Interaction (charcha) with occupational groups and local organisations, including youth clubs
- c. Organisation of cultural and sports events
- d. Wall writings, Shivirs, Padayatras, Nukkad naataks etc
- e. Painting and Literary Competitions on how the village could be made a model one.
- f. Demonstration of videos of best practices in village development

These activities would result in a broad collective vision of what the village should be like and kindle the enthusiasm of the villagers. There after a two stage participatory planning process is suggested in which the MP plays a lead facilitatory role , along with the Gram Panchayat and the District Collector gives the necessary professional and coordination support.

In the first stage, activities which could be implemented by the people themselves through behavioural and social changes self-help and mutual help, shramdaan, local contributions, and local resources need to be identified. These could include the following:

- a. Having the community, including all elected representatives and government functionaries, take a collective pledge that the community will work towards its economic upliftment in a time bound manner so that no family in the village will languish below poverty line.
- b. Collectively reading out and reaffirming the fundamental rights and fundamental duties of the Indian Constitution.
- c. Organising Health camps
- d. Organising cleanliness drives



- e. Conducting animal health camps
 - f. Intervention in Anganwadis to improve attendance and quality of service delivery
 - g. Intervention in local schools improving attendance, enhancing quality of education, improving the quality of mid-day meals etc. in partnership with the PTAs.
 - h. Planting of trees
 - i. Revitalizing/organising SHGs
 - j. Organising Rozgar Diwas under MGNREGA
 - k. Improving Public Distribution System (PDS)
- l. Organisation of grievance redressal camps with the participation of the District Collector and key district level officers particularly relating to civil supplies, social welfare, land revenue etc.

During this stage, as many activities as possible from all the categories, particularly those relating to personal, human, social and environmental development, and good governance should be taken up. Simultaneously, Situation Analysis, which is the first step of the second stage could also be conducted.

Through these activities, the village community would have demonstrated its willingness to undertake the scheme in its fullness, triggering implementation of the next stage.

Thereafter, the second stage of the planning process could continue with the following broad steps:

1. Situation Analysis:

This, which would have been started during the first stage itself, is a two-fold process – both being undertaken at the same time

- i. A baseline survey, which has two purposes; firstly, to identify details of the existing scenario in different areas of development so that improvements could be suitably bench-marked to this.

Secondly, to provide basic data on the deficiencies and gaps in infrastructure, amenities and services as well as the potential for future economic and human development. This should



preferably be got done through an expert agency. In the alternative, an academic institution or a group of trained experts could be assigned the task. The parameters which could be included in the baseline survey are indicated in the **Annexe -II**. Additional locally relevant items may be added.

ii. Participatory Situation Analysis: This should be got done through the local community involving trained facilitators. The training would be arranged by

the NIRD & PR. The key participatory techniques which could be used are:

* Social Map: It is a map, drawn by the local persons, particularly women, depicting households according to different categories, important institutions, physical and social infrastructure and other amenities.

* Resource mapping: This helps understand the natural and physical resources at the command of the village. This is also prepared by the local people and the map would show the following:

- ◇ Land use
- ◇ Water bodies
- ◇ Irrigation structures
- ◇ Physical layout of the land – showing slopes, undulations, drainage patterns etc.

The Resource Map would delineate the micro-watersheds and help identify the potential for agricultural development and natural resources management.

* Needs matrix: This is prepared with the involvement of a cross-section of the local households to rationally assess the collective needs of the village and their priorities.

The data collected through the situation analysis should be captured on a GIS platform.

2. Review of Performance of the First Stage

This will be an exercise led by the MP jointly with the District Collector, the Gram Panchayat, and the community, to critically assess the performance in the first stage – that is, what the village has been able to achieve on its own and what it will definitely be able to complete in a reasonable period of time.

Based on this assessment, the village could move to the next step of strategy-setting



3. Strategy setting:

Based on the review of the first stage, and data from the baseline survey and the participatory assessments, a select group of stakeholders, officials and experts could suggest the strategies for development and the activities needed to operationalise the strategies. In other words, the schemes and projects required would be outlined.

4. Identifying the resource envelope:

The resources available need to be mapped. Broadly, they could be classified as follows:

- i. Resources of fully tied schemes – centrally sponsored and State- such as IAY, PMGSY etc
- ii. Resources which are partially tied and permit flexibility of use like MGNREGS, RKVY, NRLM, NHM, SSA etc.
- iii. Resources which are largely untied such as BRGF, MPLADS etc which permit a great deal of flexibility to fill in critical gaps as required. Local Area Development Scheme of MLAs may also be tapped, subject to their consent
- iv. Purely untied resources of the Gram Panchayats like own revenue, Central and State Finance Commission grants etc
- v. Resources which could be mobilised locally in cash, kind and labour CSR funds.

The above categories of resources should be used in a convergent and integrated manner to generate maximum synergy. In respect of Central Sector/Centrally Sponsored Schemes/programmes, the Ministries/Departments concerned will take appropriate action to make suitable changes in the guidelines to enable priority to be given to the Adarsh Gram

5. Finalisation of needs:

This is best done through a two part process: the first part being consultations with the different stakeholders particularly women SHGs and farmer groups and



the second part being the Gram Sabha discussions. In these fora, the summary of the results of the exercises done so far has to be presented in a simple and clear manner and the needs and priorities finalised as normatively and unanimously as possible.

6. Preparation of the draft Village Development Plan (VDP):

A Working Group will be set up by the District Collector consisting of officials and outside professionals/experts to draw up the draft Village Development Plan on the basis of the needs prioritized by the people. The VDP should also include the activities, contributions, and achievements of the first stage. It should state the expected outputs and outcomes along with the timelines.

7. Clearance of the VDP by the Gram Sabha:

The draft VDP will be presented to the Gram Sabha for discussion and clearance.

8. Approval of the VDP:

This will be done by the District level committee headed by the District Collector, in the presence of the MP duly considering his/her comments and suggestions. While approving the VDP, the committee will clearly indicate the phasing of different components with specific targets for three months, six months, nine months, one year and beyond.

9. Projectisation and sanctions:

The components of the approved plan should thereafter be projectised by the departmental officers concerned, who should then get the administrative, financial and technical approvals as may be necessary under the guidelines of the respective scheme. The District Collector will personally coordinate this exercise to make it smooth and time-bound. He will be assisted by the Charge Officer

10. Disclosure and Dissemination:

The details of all the processes and all the components of the approved plan covering the physical and financial aspects and the expected outputs and outcomes should be pro-actively disclosed and disseminated widely.

It has to be ensured that the planning process organically emerges from the environment creation and social mobilisation exercise which prepares the ground for this. Also, adequate care should be taken to prevent this from becoming either a routine or technical exercise.



Engage with the community in the village and motivate them to take up development activities on their own according to their capacity

ROLES AND RESPONSIBILITIES

The responsibility of implementing the SAGY will rest with elected representatives of Panchayats and the functionaries of the programmes' concerned at different levels. The two must work together to accurately identify the common needs of the village and the needs of vulnerable households in particular, leverage resources of different programmes, facilitate peoples participation in implementation, monitoring and maintenance of works taken up under the scheme.

Overall coordination and review mechanisms will also be laid out at different levels. In addition this scheme will also serve the purpose of demonstrating best practices for dissemination to other areas. Specific roles and responsibilities of how this will be done are outlined below:

a. Member of Parliament:

- Identify and select the Adarsh Gram

- Engage with the community in the village and motivate them to take up development activities on their own according to their capacity

- Propagate the values of the scheme

- Initiate start-up activities to build up the right environment

- Facilitate the planning process

- Mobilise additional resources to the extent possible, particularly from CSR and philanthropies

- Fill up critical gaps in the plan using



MPLADs funds

- Monitor the progress periodically and take the lead in sorting out issues and problems
- Proactively facilitate transparency and accountability in the programme implementation and help sort out public grievances
- Coordinate with the community to achieve the desired, non-tangible outcomes, particularly the social ones

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