



Government of Punjab

Department of Welfare of SC's & BC's
(Minority Wing)

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Government of India
Ministry of Minority Affairs

**Multi - sectoral Development Programme
(MsDP)**

**Orientation Programme For Field Officers
-District Sangrur/ Gurdaspur**

Dated 21.11.2014/ 25.11.2014

Background

In 1987, a list of 41 minority concentration districts was prepared, based on a single criterion of minority population of 20 percent or more in a district based on the data from Census 1971, for enabling focused attention of government programmes and schemes on these districts.

The Multi-sectoral Development Programme (MsDP) was conceived as a special initiative of the follow up action on the Sachar Committee recommendations.

- ❖ It is a Centrally Sponsored Scheme (CSS) approved by the Government in the beginning of the 11th Five Year Plan and launched in the year 2008-09 in 90 Minority Concentrations Districts (MCDs).
- ❖ It is an area development initiative to address the development deficits of minority concentration areas by creating socio-economic infrastructure and providing basic amenities.

Objectives

The programme aims at:

Improving the socio-economic conditions of minorities;

Providing basic amenities to them for improving the quality of life of the people; and

Reduce imbalances in the identified minority concentration areas during the 12th Five Year Plan.

The projects to be taken up under MsDP would be related to the provision of better infrastructure for:

- Education**
- Skill development**
- Health**
- Sanitation**
- Pucca housing**
- Roads**
- Drinking water**
- In addition, schemes for creating income generating opportunities.**

To fill the gaps in the existing schemes of the Govt. of India by providing additional resources and to take up non-gap filling projects (innovative projects) for the welfare of the minorities.

This initiative will be a joint effort of the Centre and the States/UTs for inclusive growth accelerate development process and improve the quality of life of the people.

The scheme aims at focused development programmes for backward minority concentration areas to help reduce imbalances and speed up development.

The gap filling projects would be implemented with the same guidelines as applicable under the existing scheme of the Govt. of India.

The non-gap filling innovative projects would be implemented as per the project design submitted and approved.

Minorities

Minority communities notified under Section 2 (c) of the National Commission for Minorities Act, 1992;

- **Muslims**
- **Sikhs**
- **Christians**
- **Buddhists**
- **Zoroastrians (Parsis)**

- ❖ **Jains have also been notified as minority community, subsequently and added in the list for this programme.**
- ❖ **Since Sikhs in Punjab are in majority, they shall not constitute a minority community in Punjab.**
- ❖ **Census 2011 data on Religion is yet to be released. As per Census 2001, the percentage of minorities in the country is about 18.4% of the total population of the country; Muslims (13.4%), Christians (2.3%), Sikhs (1.9%), Buddhists (0.8%), Jains (0.4%) and Parsis (0.007%).**

Area for the implementation of the programme:

Block as the unit of planning:

- ❖ **The unit of planning for implementation of MsDP would be Block instead of district as at present.**
- ❖ **This would sharpen the focus of the programme on the minority concentration areas as district became a big unit for this purpose.**

- ❖ **Blocks with a minimum of 25% minority population falling in the backward districts selected on the basis of backwardness parameters adopted during 11th Five Year Plan, were identified as the backward Minority Concentration Blocks (MCBs).**
- ❖ **In case of 6 States (Lakshadweep, Punjab, Nagaland, Meghalaya, Mizoram and Jammu & Kashmir), where a minority community is in majority, a lower cut-off of 15% of minority population, other than that of the minority community in majority in that State/UT, would be adopted.**

The backwardness parameters adopted for identification of the backward districts (same as the one adopted during 11th Five Year Plan) are:

a) religion-specific socio-economic indicators at the district level-

(i) literacy rate;

(ii) female literacy rate;

(iii) work participation rate; and

(iv) female work participation rate

(b) basic amenities indicators at the district level-

- i) percentage of households with pucca walls;**
- ii) percentage of households with safe drinking water;**
- iii) percentage of households with electricity;**

In selected blocks, the villages having higher minority population would be given priority for creation of the village level infrastructures/assets.

In Punjab, following 6 blocks have been selected

Multi-sectoral Development Plan (MsD Plan)

Blocks selected in Punjab

DISTRICT SANGRUR
Malerkotla-I CD
Malerkotla-II CD
DISTRICT GURDASPUR
Gurdaspur CD
Dhariwal CD
Kalanaur CD
Dera Babba Nanak CD

Multi-sectoral Development Plan (MsD Plan)

- State Govt. to notify a department with clear responsibility to deal with MsDP

While preparing the Plan for MsDP, the State Govt would undertake both the gap filling (covered under the existing Centrally Sponsored Schemes) and non-gap filling projects (innovative projects) for the welfare of the minorities.

State Govt. would give priority to education, health and skill development including skill training to the minorities.

At least 10% of the allocation given to the State would be earmarked for the activities related to skill training to minority youth.

Further, to facilitate and motivate education amongst girls of minority communities, free bicycles can be given to the minority girl students of class 9th under MsDP.

While preparing the Plan for MsDP, the State Govts./UTs would undertake both the gap filling (covered under the existing Centrally Sponsored Schemes) and non-gap filling projects (innovative projects) for the welfare of the minorities.

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Preparation of MsD Plan

- ❖ **Implementation of the MsDP and Prime Minister's New 15 Point Programme is the responsibility of the same department.**
- ❖ **While preparing the Plan for MsDP, the State Govts./UTs would undertake both the gap filling (covered under the existing Centrally Sponsored Schemes) and non-gap filling projects (innovative projects) for the welfare of the minorities.**

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- ❖ **Further, to facilitate and motivate education amongst girls of minority communities, free bicycles can be given to the minority girl students of class 9th under MsDP.**
- ❖ **The student should have passed prescribed examination of class 8th and continue the studies in class 9th and such girl student should belong to the family “Below Poverty Line”.**

Preparation of MsD Plan

- ❖ **This Committee would then recommend the plan to the District Level Committee for Prime Minister's New 15 Point Programme.**
- ❖ **The District Level Committee would scrutinize the plan proposal and recommend it to the State Level Committee for 15**

Plan Approval:

- ❖ **The plan under this programme would be prepared at the level of Blocks/Towns/Clusters identified.**
- ❖ **For the Blocks identified as MCBs, the Block Level Committee constituted for MsDP will prepare the plan and send it to the District level Committee for Prime Minister's New 15 Point Programme.**

- ❖ **In case of towns/cities, the plan will be prepared by the local body of the urban area identified for the implementation of this programme and submitted to the District Level Committee.**
- ❖ **Block Level Committee will also be constituted for those blocks whose cluster of minority concentration villages have been approved by the EC. The plan for such cluster will be prepared by the Block level Committee and sent to District Level Committee**

District Level Committee:

- ❖ **District Level Committee would scrutinize the plan proposal and recommend it to the State Level Committee for 15 Point Programme.**
- ❖ **The committees shall ensure that the MsD Plan for the blocks/villages/towns/cities has been prepared keeping in view, among other things contained in this programme, the following:**
 - (a) To propose projects for improvement of the socio-economic conditions of the minorities and basic amenities parameters of the district concerned to bring it at par with the national average.**

- (b) To propose projects that are deficit/gap filling and not for substituting a budgeted ongoing scheme with similar objectives.**

- c) Ensure that the funds provided for the MCBs/towns/cities/villages are additional resources for these districts do not substitute State Government funds already flowing to the districts. To prevent diversion of funds from MCBs/towns/cities/villages, the flow of funds to the district concerned in the previous year will be taken as a benchmark.**

- (d) To propose projects for the selected sectors which are not covered by the work programmes for the Annual Plans and the 12th Five Year Plan of the State/UT concerned and the schemes/programmes of the Central Government but considered critical for the development of the minorities.**

- (e) To ensure that there is no duplication of work with similar objectives implemented or proposed to be implemented under the State and Central schemes and programmes.**

- (f) To select the projects in the villages/localities having substantial minority population.**

- (g) To judiciously distribute resources for the sector concerned to bring the relevant parameters above the national average.**
- (h) To involve the Panchayati raj institutions/local bodies in the implementation of the MsD Plan wherever the mechanism is established.**

- (i) To ensure that the MsD Plan of the district concerned is prepared keeping in view the scope and availability of resources for the district concerned.**

- j) To ensure that the MsD Plan is prepared in consonance with the overall planning process within the district covering Annual Plans and 12th Five Year Plan.**

The Deputy Commissioner shall assist in facilitating the preparation and implementation of the district plan and ensure effective monitoring.

State/UT Level Committee

- ❖ **State Level Committee constituted for implementation of the Prime Minister's New 15 Point Programme for the Welfare of Minorities headed by the Chief Secretary shall also serve as the State Level Committee for the implementation of Multi-sectoral Development Programme in the State/UT concerned.**
- ❖ **In addition to the existing members, secretaries from all line department concerned, secretaries of the departments of finance, planning, the member-secretary of the District Mission/Deputy Commissioner of the district concerned and head of the lead bank in the State may be included as members.**

- ❖ **Notices for the meetings must be sent to the Ministry of Minority Affairs to enable an official from the Ministry to attend the meetings.**

- ❖ **State Level Committee (SLC) would approve the projects upto Rs.10 crore. While approving the projects the SLC would ensure the following:**
 - i) It would see that the projects proposals are under the ambit of MsDP i.e. the projects conform to the objectives and guidelines of MsDP.**

 - ii) It would satisfy itself about the need and justification for the projects in the locality where it is proposed.**

iii) It would ensure that the costs of the individual projects are as per the standard cost derived by the State from the approved norm/design of corresponding schemes of Central Ministries.

iv) It will ensure that the catchment area of the assets created under MsDP have substantial minority population.

v) It would ensure that there is no duplication of the projects by other schemes of the Centre or State Government.

vi) It would ensure that the land is available for the proposed project.

vii) It would ensure that the ownership of the asset created would be with the Govt./Govt. body.

viii) It would ensure that the State Government would be able to incur recurring expenditure in future and would provide staffs required for the project.

ix) It would ensure that the sharing pattern of the fund for the projects between Centre and State Government is as per concerned Centrally Sponsored Scheme for that project.

The State Level Committee will send the block/town/cluster plan based on the projects approved for blocks/towns/clusters for consideration of Empowered Committee in the format given.

Implementation of the projects approved:

- ❖ Implementation of the programme would be the responsibility of the concerned State Government/ UT Administration. The execution of the projects would be done by the Panchayat Raj Institutions/line departments/agencies/Scheduled Area councils in accordance with the implementation mechanism in practice in the State/UT.**
- ❖ In case of gap filling projects the executing agency would normally be the same agency which executes the projects under the original scheme for which the additional resources are being provided.**

- ❖ **However, if the State proposes to execute the project through some other agency, the same should be proposed while sending the plan for the approval of the Empowered Committee.**
- ❖ **In case of innovative projects (non-gap filling projects), the executing agency must be part of the project report and plan proposal sent to Empowered Committee should also indicate the same.**

Administrative cost:

- ❖ **Upto a maximum of 3% of the total allocation under the programme would be earmarked for administrative and allied expenses.**
- ❖ **Out of this, 1% would be used for IEC activities and expenses at the Central level; 2% of the allocation can be utilised towards the administrative and allied expenses at the State, district and block level including the expenses relating to engagement of Block Level Facilitators.**
- ❖ **The Ministry of Minority Affairs will give a list of items with tentative expenditure allowable at the State, district and block level to facilitate the approval of proposals for the administrative cost.**
- ❖ **Till then the State may send proposals for administrative cost on the basis of their requirement.**

Monitoring Mechanism

- ❖ **There would be a robust mechanism for monitoring of the programme with an independent monitoring system and monitoring with the involvement of community in addition to monitoring structure of committees at different level.**
- ❖ **Monitoring of the programme would be done through the following channels:**

Monitoring through Committees at different levels:

- ❖ The Block Level Committee for MsDP would be responsible for monitoring of the programme at the block level. This committee would meet at least once in a quarter and send its report to the District Level Committee for Prime Minister's New 15 Point Programme (DLC).**
- ❖ The Block Level Committee would also be supported by the Block Level Facilitators to be engaged in each block where this programme would be implemented.**

- ❖ **The District Level Committee shall hold quarterly meeting to review the progress of implementation of the projects under MsDP and send the reports to the State Level Committee for Prime Minister’s New 15 Point Programme (SLC) by the 15th day of the next quarter.**
- ❖ **SLC should also meet at least once in a quarter to review the progress under the programme and send its report to the Ministry of Minority Affairs within one month of the end of the quarter.**
- ❖ **The Empowered Committee at the Centre shall also serve as the oversight committee and shall monitor the implementation of the programme.**

Monitoring through an independent agency or the qualified monitors.

The Ministry of Minority Affairs would set up an independent monitoring mechanism by engaging reputed external agencies or qualified monitors. This system would give State wise periodical feedback regarding implementation of the programme, which would also be shared with the State to take the necessary corrective action.

Monitoring through conferences at the national, regional, state or district levels and visits of officials to the project sites.

- ❖ **Regular conferences would be organized at the national, state and district level to monitor the progress under this programme.**
- ❖ **The Officers and staff associated with the programme would make frequent visit to the project sites to ensure speedy implementation of the programme and adherence to the quality.**
- ❖ **Regular quality test would be conducted by the State/district officials through the reputed lab facilities. State Government shall report the progress in respect of each project at the end of the quarter.**

- ❖ **The project-wise progress of implementation shall be reported on quarterly basis in the proforma of **Quarterly Progress Report (QPR)** prescribed and on-line.**
- ❖ **Any additional information may be furnished along with the format. Hard copy of the QPRs should reach the Joint Secretary of the Ministry of Minority Affairs within 15 days of the end of the quarter under report.**

Monitoring with the involvement of community through social audit mechanism

- ❖ **To involve the community in monitoring and assessment of the programme, an appropriate mechanism of Social Audit would be adopted by the Ministry of Minority Affairs.**
- ❖ **State, district and block level administration would extend their full cooperation for the successful implementation of the social audit system.**
- ❖ **A committee namely Social Audit Committee comprising of prominent members from the community would be set up in each block to monitor the works in the block.**

Block Level Committee: The District Magistrate will constitute the Block Level Committee (BLC) for each Minority Concentration Block (MCB). The constitution of block Level Committee will be as follows:

- i) Block Level Head of Panchayati raj Chairman
- ii) Block Development Officer Co-chairman
- iii) Block Level Officer of education Member
- iv) Block Level Officer of Health Member
- v) Block Level Officer of ICDS Member
- vi) Block Level Officer for welfare Member
- vii) Local lead bank officer Member
- viii) Principal of ITI, if any Member
- ix) Three representatives from reputed Nominated Member.

❖ NGO/Civil society working for minorities - by DM. Block Level Committee would be responsible for preparing the plan of the block on the basis of felt needs of the minorities in the block. This Committee would also be responsible for monitoring this programme at the block level.

Block level Facilitators

- ❖ **To function as a bridge between the minority communities and the Government programmes, a Block Level Facilitator will be engaged on contractual basis to carry out the responsibility given to him.**
- ❖ **The Facilitator would function directly under the control and supervision of the district nodal officer responsible for implementation of the programme.**
- ❖ **The Block Level Facilitator would be paid monthly remuneration of Rs.10000 to 15000 and a maximum of Rs. 5000 for TA/DA/other expenses for his operations and functions from the administrative cost of the Programme.**

- ❖ **The facilitator should be a graduate with preferably 2 years experience of working in social sector.**
- ❖ **State Government would fix the exact qualification for the Facilitators subject to the broad parameters given here and hire the Facilitators through a transparent process through open advertisement in the newspapers.**

The functions of block level facilitator would be as follows:

- ❖ to function as a bridge between the Government institutions and the minority community to ensure that the benefits of the programme reach them properly.**
- ❖ to give necessary support to a Block Level Committee in scrutinizing the plan proposal for its recommendations to District Level Committee and monitoring the implementation of the projects.**
- ❖ the facilitator would prepare the progress report and other required reports for the programme .**
- ❖ the facilitator would also render necessary support to Social Audit Committee at the Block Level.**

Transparency and Publicity of Information

In order to ensure that the information about developmental schemes being implemented reaches the ultimate beneficiaries, i.e. the targeted beneficiaries, there is a need to ensure greater transparency and publicity of information. For this purpose, the following shall be ensured:

(i) All sanctioned schemes/projects shall be given wide publicity in local media and placed in the web-site concerned.

(ii) Immediately after project approval is received, the State Government shall display at project site a board indicating the date of sanction of the project, likely date of completion, estimated cost of the project, source of funding i.e. MsDP (Government of India), contractor(s) name and the physical target. After completion of projects, a permanent display shall be put up.

(iii) Ministry of Minority Affairs and the State Government/ UT Administration shall disseminate information through media – print/electronic and shall place it in their existing websites.

Data as per Census 2011

	Villages (including CTs)	Households	Population	Villages with pop < 800		
District Gurdaspur	494	97,849	531636	300		
Gurdaspur CD	149	34,634	184869	75		
Dhariwal CD	113	26340	146101	51		
Kalanour CD	102	14942	81650	64		
Dera Baba Nanak	130	21933	119016	110		
District Sangrur	200	55453	285290	63		
Malerkotla - I CD	108	28447	146643	39		
Malerkotla - II CD	92	27006	138647	24		
Grand Total	694	153392	816926	363		

Work Load

- ❖ **Total households to be covered shall be about 1.5 lac**
- ❖ **One enumerator can be assigned a workload of about 200 households or 800 population**
- ❖ **Services of nearly 875 enumerators are required for this survey**
- ❖ **One Supervisor may supervise the work of five enumerators. For this services of 135 officials are required.**
- ❖ **About 10% need to be kept as reserve**
- ❖ **Total number of enumerators/supervisors works out to about 960 and 140 respectively i.e. 1100 persons**

Source

- ❖ **AWW, by and large remain posted in their local area. Therefore, chances of their being available for this work are greater.**
- ❖ **In case of any shortfall in number, more AWW can be engaged for this survey.**
- ❖ **Since, the AW Centers working hours are from 8.00 to 12.00, they shall be willing to do field survey after duty hours on payment of honorarium**

Consultancy for Planning, Training and Supervision

- ❖ One day Training of district level officers i.e. DC/ADC (D)/SDM/DDPO/BDPO at district H/Qs i.e. Gurdaspur and Sangrur {(to be chaired by DC/ADC (D))}**
- ❖ One day training of Supervisors at Sub-division H/Qs (to be chaired by SDM/Tehsildar)**
- ❖ Two days training of Enumerators (Supervisors also). Since supervisors have already undergone one day training, they should be actively involved in imparting training. These trainings can be organized at Block H/Qs.**

Consultancy for Planning, Training and Supervision

❖ **Total number of training days required shall be;**

District H/Qs (2 days-one day each at Gurdaspur & Sangrur).

- **One day each at three Sub-division H/Qs namely, Gurdaspur Sub-division (Gurdaspur CD, Dhariwal CD, Kalanour CD), Dera Baba Nanak Sub-division (Dera Baba Nanak CD) and Malerkotla Sub-division (Malerkotla - I CD and Malerkotla-II CD)**
- **Two days each at 6 CD Block H/Qs i.e. Gurdaspur CD, Dhariwal CD, Kalanour CD Dera Baba Nanak CD, Malerkotla - I CD and Malerkotla-II CD block**

Tasks involved for house to house survey:

- 1. Work load per surveyor**
- 2. Number of days to be allotted to surveyor (total number of days allotted = 10)**
- 3. Designing the format for house to house survey**
- 4. Appointing AWW as surveyor**
- 5. Required number of copies of the questionnaire for house to house survey**
- 5. Kit (material) to be given to the surveyor**

6. Duties of surveyor

- **House numbering**
- **Make layout sketch of the village/area allotted**
- **List out all the households giving name of the head and religion**
- **Canvass questionnaire in case of minority households only**

7. Role of Block level officials/officers

- **Village level official (Sarpanch) to assist the surveyor and check the village level details collected by the surveyor in the prescribed format and submit to the BDPO, duly signed and authenticated.**
- **BDPO to compile block level details and submit to the DDPO, duly signed and authenticated.**
- **Over all responsibility of completeness and correctness lies with the DDPO.**
- **DDPO to submit records to ADC (D) duly authenticated.**

8. Required number of copies of prescribed format for submission of report at Sarpanch/ BDO / DDPO level.