



सत्यमेव जयते



# VIBRANT VILLAGES PROGRAMME –II

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## IMPLEMENTATION GUIDELINES





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## **VIBRANT VILLAGES PROGRAMME-II**

**(2024-25 to 2028-29)**

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# **IMPLEMENTATION GUIDELINES**

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## CHAPTER - I

### INTRODUCTION

#### 1. BRIEF BACKGROUND OF THE PROGRAMME

1.1 Union cabinet vide their decision dated 19.01.2022 had approved continuation of BADP upto 30<sup>th</sup> September, 2022 and fresh appraisal of the scheme on the basis of 'Zero Base Budget' review thereafter, with a view to identify whether these schemes need to be merged or closed or allowed to be continued with such modification in their design, architecture and financial outlays as may be needed to optimize the use of public fund and produce optimal benefits to the public.

1.2 The BADP was launched in the year 1986-87 during the 7th Five Year Plan for giving impetus to development activities in such border areas, initially in the States bordering Pakistan and later extended to all States and UTs having international land border

1.3 The focus of BADP was primarily on filling critical gaps in the social and economic infrastructure in habitations situated within 0-10 km from the first habitation on international land borders including semi-urban and urban areas. Under this programme, several works/projects have been approved and completed. **However, strategic villages close to the border areas needed a focused and comprehensive approach from the border security perspective.**

1.4 The border villages are typically considered the last villages of the country. These villages face development deficit, poor accessibility and lack diverse and sustainable livelihood opportunities as compared to the other interior villages of the country. Moreover, the States and Union Territories sharing land borders frequently lack the financial resources to prioritize the development of these border villages.

1.5 In consequence, the residents of the border villages may resort to illicit activities, petty crimes and connive in trans-border crimes. Additionally, they are prone to migrating to urban areas and larger cities in search of better employment opportunities, creating a vacuum that leads to demographic changes, illegal migration, etc. These can pose various

challenges impacting national security in border areas including strain on resources, increasing security risks, and altering social and cultural dynamics.

1.6 However, these issues cannot be solely addressed by enforcement of law and order or by construction of border fence and security infrastructure. Comprehensive development of these border villages along with the promotion of diverse livelihood opportunities in and around these villages will ensure economic and cultural assimilation with the nation's overall growth story. Modern formal education in the border areas enhances opportunities for professional growth, fosters social cohesion and national integration, ensuring that border regions are not left behind in the country's development journey.

1.7 The people living in the border areas are eyes and ears of the BGFs and it is important that they do not migrate from the borders or engage in trans-border criminal activities. Accordingly, the VVP was envisaged for comprehensive development in select/strategic villages of the blocks abutting the northern border with an objective to reverse outmigration and create incentives for the people to stay on in these villages.

**The Union Cabinet approved the VVP, (renamed as VVP-I) for the northern border on 15.02.2023 and is under implementation.**

1.1 Needless to state that the villages in the blocks abutting the other ILBs also face development deficit and trans-border crimes. Each border, viz. Indo-Pak, Indo-Nepal, Indo- Bhutan, Indo-Myanmar and Indo-Bangladesh borders, face unique and specific challenges warranting area-specific strategies on basis the extension of the VVP to other land borders had been envisaged.

1.2 The Central Government had approved the VVP - II as a **Central Sector Scheme** to be implemented during financial years 2024-25 to 2025-26 in blocks abutting International Land Borders (ILBs) (other than northern border) of 15 States and 2 UTs, namely Arunachal Pradesh, Assam, Bihar, Gujarat, Jammu & Kashmir (UT), Ladakh (UT), Manipur, Meghalaya, Mizoram, Nagaland, Punjab, Rajasthan, Sikkim, Tripura, Uttar Pradesh, Uttarakhand and West Bengal.

## **2. OBJECTIVES AND VISION**

### **2.1 Objectives of VVP-II**

2.1.1 The main objective of the VVP-II is to meet the developmental needs and well-being of the people living in areas situated near the ILBs by addressing the unique and specific challenges of the border areas in blocks abutting the ILBs warranting area-specific strategies. The programme envisages ensuring assimilation of the border population with the nation and inculcate them as eyes and ears of the Border Guarding Forces (BGFs), create better living conditions and adequate livelihood opportunities, and wean away the border population from inimical activities.

### **2.2 Vision of VVP - II**

2.2.1 The programme envisages comprehensive development of these border villages along with the promotion of diverse livelihood opportunities in and around these villages to ensure economic and cultural assimilation with the nation's overall growth story. In these villages opportunities for professional growth, social cohesion and national integration would be enhanced to ensure that border regions are not left behind in the country's development journey and would be developed as growth centres.

The programme envisages three-pronged strategy:

- I. Saturation of existing schemes of Government of India to eligible individual beneficiaries & households.
- II. Strengthen basic infrastructure.
- III. Create enabling infrastructure and capacities to increase livelihood opportunities.



## CHAPTER - II

### PROGRAMME COMPONENTS

There are 4 primary components under the programme:

#### 1. Saturation of 4 basic infrastructure components in all villages located in border blocks:

1.1 As per approval accorded, focus of the programme would be to saturate all villages (including the select/strategic 1954 villages) located in the blocks abutting ILBs in 15 States & 2 UTs, other than those blocks covered under VVP – I, with essential and enabling infrastructure in the following 4 thematic areas under convergence through existing Central Government schemes as per scheme norms by the domain Ministry/Department:

	Thematic areas	Existing central scheme	Ministry/ Department
(i)	All-weather road connectivity	PMGSY - IV	Department of Rural Development
(ii)	Telecom connectivity	Digital Bharat Nidhi (DBN)	Department of Telecommunications
(iii)	Television connectivity	Broadcasting Infrastructure & Network Development (BIND)	Ministry of Information & Broadcasting
(iv)	On-grid electrification	Revamped Distribution Sector Scheme (RDSS)	Ministry of Power







1.2 The District administration will make plan as per schematic guidelines of above-mentioned schemes in consultation with the concerned nodal departments in the State and submit it to concerned departments/agency for coverage/saturation of all villages of blocks abutting ILBs. Information on this regard will also be uploaded in the concerned module available in the Digital-VVP.





## **2. Saturation of schemes of Government of India in select strategic villages:**

2.1 Central Government has identified 1954 strategic villages in 334 blocks in 100 districts abutting ILBs in above referred States/UTs. **List of identified villages has been shared with States/UTs on 29.04.2025 [Border wise abstract in Chapter – III].**

2.2 District administration would verify the village LGD code as per revenue records for mapping of villages on the online portal - Digital VVP. This will be helpful in mapping of data available with other Ministries/Departments and organisations for a complete analysis of saturation of schemes in the villages during a fixed time-frame.

2.3 The identified 1954 villages would be saturated with all ongoing Central/UT/State schemes for village/households and individual beneficiary as per scheme norms by domain Ministries/Departments. (An illustrative list of schemes is listed at **Annexure- I**)

1	Livelihood Generations	
2	Road Connectivity	
3	Village infrastructure including health facilities	
4	Energization	
5	Television and Telecom Connectivity	
6	Promotion of tourism, culture and outreach activities	

7	Financial Inclusion	
8	Empowerment of youth & skill development	
9	Development of cooperatives, SHGs & FPOs for managing opportunities and maintenance of assets created under the	
10	Education infrastructure	

#### **4. BORDER SPECIFIC OUTREACH ACTIVITIES**

4.2 Border-specific outreach activities would focus on engaging with communities living near international borders to build trust, provide information, and encourage cooperation in maintaining border security. These activities will foster a positive relationship between border guarding agencies and local population, and promoting a sense of shared responsibility in border management. [Outreach activities should be culturally sensitive, based on partnership with local community, sustainable and accessible].

4.2 The purpose of outreach activities would be to:

- build trust between border control agencies and local communities by fostering open communication and understanding for a more secure and stable border environment.
- provide clear and accurate information about border security procedures, immigration laws, encourage active participation from border communities in reporting suspicious activities and contributing to overall security efforts,
- address local concerns related to border management, such as potential impacts on livelihoods or cultural practices

4.3 The outreach activities may include the following components:

- Cultural programme aimed at promoting cultural exchange and fostering a sense of national integration.
- Community meetings with residents to discuss border-related concerns and gather feedback for designing community-led initiatives that address security and development challenges.
- Awareness campaigns conducted in schools and community centers to educate citizens on border security, civic responsibilities and related subjects.
- Training sessions on emergency preparedness and response mechanisms tailored for border regions.
- Field visits by senior officers to engage with communities and assess on-ground conditions.

- Multi-sectoral service delivery camps including medical, veterinary and welfare services.
- Tourism related events to promote local heritage, attract visitors, and support livelihood opportunities.

4.5 Audio-visual materials that are tailored to specific audiences and cultures may be developed leveraging digital platforms like social media.

4.6 Facebook posts of Ministry of Home Affairs may be referred to have a glimpse on border-specific outreach activities done in VVP – I as part of its broader development initiatives.

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## CHAPTER - III

### SELECTION OF VILLAGES

3.1 1954 villages located in the blocks abutting ILBs in 15 States & 2 UTs have been identified initially based on their strategic importance have been identified for coverage.

3.2 Border wise distribution of identified villages are as follows:

Border	States/UT	Villages
Indo-Pak	Ladakh	470
	J&K	
	Punjab	
	Rajasthan	
	Gujarat	
Indo-Nepal	Uttarakhand	452
	Uttar Pradesh	
	Bihar	
	West Bengal	
	Sikkim	
Indo-Bhutan	Sikkim	163
	West Bengal	
	Assam	
	Arunachal Pradesh	
Indo-Bangladesh	West Bengal	537
	Assam	
	Meghalaya	
	Tripura	
	Mizoram	
Indo-Myanmar	Arunachal Pradesh	332
	Nagaland	
	Manipur	
	Mizoram	



## CHAPTER - IV

### INSTITUTIONAL FRAMEWORK – ROLE & RESPONSIBILITIES

#### 4.1 CENTRAL GOVERNMENT – DOBM, MHA

4.1.1 DoBM, MHA would be the nodal department for implementation of the programme. DoBM, MHA would be the authority for approval of works/projects, review and monitoring of the programme.

4.1.2 **Project Screening Committee (PSC):** A Project Screening Committee shall be constituted under the Chairmanship of Joint Secretary in charge of the Division. This Committee shall have representatives from concerned ministry/department of the Central Government as members

4.1.3 **ToR of the PSC would be as follows:**

- i. To screen/examine the action plans and projects received from the States/UTs in respect of their impact, feasibility, reasonability and operational viability etc. of the projects.
- ii. To examine the projects in consultation with the ministries/departments of Central Government for feasibility of taking up under convergence, based on the schematic guidelines with modification (as deemed necessary).
- iii. To recommend suitable modifications in the proposed action plan including consolidation of civil works based on financial and operational viability.
- iv. To recommend the action plan based on certain criterion such as existing household, proximity to the district headquarter, potential to be developed as a tourist cluster and attract tourist and increased vibrancy, creation of infrastructure for undertaking various activities by the communities under a single roof.
- v. To forward the action plan with recommendation to Project Approval & Monitoring Committee (PA&MC).

4.1.4 **Project Approval & Monitoring Committee (PA&MC):** The PA&MC shall be constituted under the Chairmanship of Secretary (Border Management) with the following composition:

a.	Secretary (Border Management), DoBM, MHA	Chairperson
b.	AS &FA, MHA	Member
c.	Joint Secretary (BM-I), DoBM, MHA	Member
d.	Joint Secretary (BM-II), DoBM, MHA	Member

The Committee can co-opt any member, as required. The Committee shall meet as & when required.

4.1.5 The **ToR of PA&MC** will be to consider and approve:

- i. Convergence plans as recommended by SLSC with modifications (as deemed necessary) to the concerned ministry/department and States/UTs for taking up under their relevant scheme.
- ii. Village Action Plan (VAP) along with the projects to be funded under VVP – II.
- iii. Any gap funding identified in the recommended works/projects.
- iv. Niche projects, projects for value chain development, capacity building & formation of cooperatives, SHGs, FPOs including providing (seed money, working capital) of select villages, border specific outreach programme, SMART classes, development of tourist circuits, livelihood creation, etc.
- v. To formulate and sanction such projects, which in its opinion, are better suited to achieve the outcomes of the schemes or such projects which may involve a cluster of villages, villages situated across two or more districts, villages across two states.
- vi. PA&MC, subject to its' satisfaction, will have power to approve financial outlay for a village exceeding the per village cost (as referred in Chapter – V).
- vii. Allocate/bring on board any Central implementation agency for specific projects to meet the objective of the programme.
- viii. Propose changes/amendments in the implementation guidelines for approval of competent authority.

4.1.6 **High-Powered Committee (HPC):** Setting up of HPC has been approved by Central Government with the following composition:

a.	Union Cabinet Secretary	Chairman
b..	Union Home Secretary	Member
c.	Secretary (Border Management)	Member
d.	Secretary (Expenditure)	Member
e.	Secretary (of concerned ministry/department whose scheme guidelines needs relaxation)	Member

4.1.7 The HPC will have authority to undertake relaxations in schematic guidelines of Central Sector and Centrally Sponsored schemes of various ministries, including PMGSY-IV, for effective implementation in these border villages. The Terms of Reference (ToR) of the HPC are at **Annexure II**.

## **4.2 STATE GOVERNMENT/UT ADMINISTRATION**

4.2.1. State Government/UT Administration shall ensure availability of land for the proposed projects. Any costs involved for acquisition of such lands, including Forest Clearance, or any other incidental costs shall be borne by the State Government/UT Administration.

4.2.2 State Government/UT Administration shall ensure that operating costs, maintenance and necessary & appropriate manpower shall be made available for the proposed projects.

4.2.3 State Government/UT Administration would constitute State Level Screening Committee (SLSC)/UT Level Screening Committee (UTLSC) with the following composition:

a.	Chief Secretary/Advisor	Chairman
b..	Representative of Road Construction Agency/CPWD/PWD	Member
c.	Representative of Department of Health	Member
d.	Representative of Department of Education	Member
e.	Representative of Department of Women & Child Welfare	Member
f.	Representative of Department of Industry	Member
g.	Representative of Department of Power	Member
h.	Representative of Department of Tourism	Member
i.	Representative of Department of Skill Development	Member
j.	Representative of Department of Cooperation	Member
k.	Representative of Department of Animal Husbandry/fishing	Member
m.	Representative of Department of Agriculture	Member
n.	Representative of Department of Rural Development	Member

4.2.4 Beside above, the SLSC/UTLSC will bring on board representative of a department concerned with the works/projects proposed in VAP, as & when required.

4.2.5 SLSC/UTLSC would also co-opt representatives from concerned BGFs to ensure that the strategic objectives of VVP-II are ensured.

4.2.6 SLSC/UTLSC shall meet at least once in 3 months or in lesser interval, as needed.

**4.2.7 Terms of Reference (ToR) for SLSC/UTLSC:** ToR of SLSC/UTLSC are as follows:

- i. Nominating a Nodal department within the existing administrative arrangement for implementation of VVP-II.
- ii. Nominating the Head of the nominated department as Nodal Officer and an Assistant Nodal Officer for VVP - II.
- iii. Monitoring & Handholding of District Administration in the planning process.
- iv. Ensuring coordination of district administration with nodal departments implementing CS/CSS/State/UT Schemes and availability of operational/schematic guidelines of these schemes to the district administration for robust planning.
- v. Examination of comprehensive Village Action Plan (VAP) or cluster level plans as per these implementation guidelines.
- vi. Preparation of plan(s) for a cluster of villages for value chain development (seed money, working capital for FPOs/SHGs) of select villages, border specific outreach projects, development of tourist circuits, SMART classes, infrastructure gap filling especially internal roads, livelihood creation or any other public purpose in line with objective of VVP – II.
- vii. Recommendation of VAP or cluster level plans for approval by PA&MC.
- viii. Physical & financial monitoring of the approved works/projects.
- ix. To take note of policy and other bottlenecks in physical & financial progress of approved projects.
- x. Ensure real time updation of the progress by the district teams.
- xi. Ensure availability of human resources (doctors/para-medics/teachers/ASHA/Anganwadi Sevika etc.) for optimum utilization of existing/created infrastructure in identified villages.
- xii. Shall certify technical feasibility and cost appropriateness of the projects proposed.

### **4.3 DISTRICT ADMINISTRATION**

4.3.1 The DM/DC shall be the Nodal Officer (DNO) and shall appoint an Additional Nodal Officer (ANO) for the programme. The Additional Nodal Officer shall be the convenor of the DLC.

4.3.2 District administration would verify the village LGD code as per revenue records for mapping of villages on the Digital VVP. This will be helpful in mapping of data available with other Ministries/Departments and organisations for a complete analysis of saturation of schemes in the villages during a fixed time-frame.

4.3.3 The DNO shall ensure documentation of the village profile including demographic details, social and economic infrastructure, details of on-going programmes, potential tourists sites, footfall, etc. (**Annexure III**) (Refer chapter V.).

4.3.4 The District NO shall update the details under various schemes of the Government of India under implementation in the village and identify gaps and prepare a plan for its saturation.

4.3.5 The District NO shall carry out baseline survey and gap analysis for the preparation of VAP to meet the specific objectives of the programme. (Details of gap analysis in Chapter- V).

4.3.6 It shall be the responsibility of the District NO to plan, organise and undertake outreach activities, cultural programme, fairs, festivals, etc. to promote the local culture and heritage.

4.3.7 Apart from regular monitoring of the programme, the District NO shall be responsible for ensuring timely submission of UCs and Project Completion Certificate. The entire workflow shall be on a digital platform.

4.3.8 The District NO shall take efforts to organize cultural programmes, events, fairs, festivals to promote local culture and heritage.

### **4.4 DISTRICT LEVEL COMMITTEE (DLC)**

4.4.1 At the district level there would be a DLC headed by District Magistrate/Deputy Commissioner with representation of concerned line agencies viz. Road construction agency, Women & Child development, Panchayati Raj, Rural Development, Skill Development, power, tourism etc. for planning & implementation of VVP-II.

4.4.2 The DLC will also co-opt representative nominated by concerned BGFs to incorporate the strategic needs of developmental projects in respect of identified villages.

#### 4.4.3 TERMS OF REFERENCE (TOR) FOR DLC

- i. Responsible for preparation and recommendation of VAP with the DPRs for the works/projects.
- ii. Shall ensure all proposed works/projects –
  - (a) comply with scheme norms if proposed under any existing Scheme (Convergence)
  - (b) recommended with remarks, reason for proposing works under VVP in spite of fitting into an existing Scheme.
- iii. Shall certify the technical viability, reasonability of cost (with clarity on norms/rules used to make such proposals) and economic/social viability of a proposed projects.
- iv. Ensure geo-tagged location of all proposed projects.
- v. Monitor the timely completion of the projects.
- vi. Propose cluster projects and works to the SL/UT Committee.
- vii. The DLC shall meet once a month.

4.4.4 The DLC shall in its meeting monitor the timely completion of projects. It shall ensure maintenance of all projects and recommend/approve levy of user-charges on the assets and infrastructure created under the programme.

#### 4.5 BORDER GUARDING FORCE (BGF)

4.5.1 The BGFs/DGMO would appoint a nodal officer to fulcrum the programme. The said officer shall attend the meetings of DLC/SLSC/UTLSC. The representative shall ensure that the works/projects projected by DLC and recommended by SLSC/UTLSC confirm the

overall objectives of comprehensive development of strategic villages.

4.5.2 Such officers shall proactively engage with the DLC to prepare VAP and suggest projects to meet the objectives of the programme.

4.5.3 BGFs shall actively organize activities like Seema Darshan, celebration of Republic Day, Independence Day, medical check-up camps, veterinary health camps etc. in the identified villages.

#### **4.6 PROGRAMME REVIEW FRAMEWORK**

4.6.1 The District Nodal Officer may review the programme in its monthly DLC meeting.

4.6.2 The State Nodal Officer shall review the programme in a regular meeting scheduled at least once in a quarter.

4.6.3 At the Central Government level, the Union Home Secretary shall review the implementation of the programme at least once every 6 months.

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## CHAPTER - V

### PLANNING PROCESS

#### 5.1 PREPARATION OF VILLAGE PROFILE AND BASELINE SURVEY

5.1.1 For an effective planning exercise, the profile of every village must be prepared. The district administration shall take necessary steps to ensure that the information on the profile is reliable and accurate. The exercise must be completed in 3 months after the launch and conduct of state level workshop on the programme. The data shall be mandatorily uploaded on the digital VVP portal. The profile template is annexed.

5.1.2 The profile shall include the demographic details, geographic information, existing socio-economic infrastructure details, cultural traits of the village, livelihood sources, economic opportunities like tourism possibilities, etc.

5.1.3 The district shall update the status of implementation of various schemes under GoI under implementation in the identified village. It shall identify and list the gaps for coverage of individual/HH level benefit schemes.

#### 5.2 GAP ASSESSMENT

5.2.1 Based on the Village Profile, the district administration shall carry out **baseline survey for existing projects and schemes in the identified village** in order to identify gaps in existing basic physical and social infrastructure and coverage under individual/household/community benefit schemes. Existing data bases from vetted sources of Government of India and the State/UT Government may be used for the said purpose.

5.2.3 As an illustration, the district will compile the demographic details and data recorded under various government registries such as health / PDS / Immunization cards etc which will be helpful in ascertaining the present socio-economic indicators and later assessing the outcome of the programme. District will ensure uploading the data on the digital portal.

5.2.4 The gap identification exercise should involve all relevant stakeholders including the reps from BGFs. A suggestive list is as follows:

- Socio-economic infrastructure like health centers
- Basic infrastructure like roads and telecom
- Enabling infrastructure like banks, post offices

### **5.3 PREPARATION OF THE VILLAGE ACTION PLAN (VAP)**

5.3.1 Village Action Plan (VAP) is a comprehensive, collectively prepared plan that outlines the developmental needs, priorities, and actionable steps for transforming a remote border village into a self-sustaining, vibrant community.

5.3.2 The plan shall be prepared by the district administration in a collaborative and participatory approach along with the BGFs, community, domain departments in the State and Government of India Departments. A tentative format is illustrated below. The exercise shall be undertaken on the digital VVP portal.

## ACTION PLAN MATRIX (ILLUSTRATIVE)

Sector	Project	Term	Tentative Timeline	Implementing Agency (Dept in State)	Scheme/Ministry (GoI)	Ownership and maintenance (OPEX)	Expected Outcome
Education	Renovate primary school	Medium	1 year	State Education Department	SSA	NHM	Improved learning environment
Connectivity	Build approach road to village	Medium	2 years	State PWD	PMGSY	State PWD	Better access to services
Livelihood	Skill training for youth (tourism)	Long	3 months	District Skill Centre	VVP	Tourism dept of the State	Local employment generation

5.3.4 During the preparation of the plan, the sustainability of the project should be considered. For example, in a livelihood project, the supply chain, the possibility of value-addition and its market should be explored, analysed and considered. Similarly, in infrastructure projects, maintenance and operating cost should be clearly indicated and figured in. The availability of encumbrance free land should be clearly indicated.

5.3.5 The OPEX, maintenance and operating cost shall be the responsibility of the State/UT Government. In case land acquisition would be required, the same shall be undertaken by the State/UT Government with their own cost and the State/UT administration shall ensure such land is made available.

5.3.6 The District Collector being the **Nodal Officer** for the programme, is expected to

have a comprehensive approach of the plans and hence, a consolidated statement by the District Collector shall be filled and uploaded (Annex). This statement shall elaborate on the short-term, medium-term and long-term development priorities and objectives for the border blocks. For example, repairing roads, installing solar lights would be short-term, while setting up a health sub-center, training youth in digital literacy would be medium term and Eco- tourism development, establishing agro-processing units would be long-term.

5.3.7 The VAP shall be uploaded on the portal and visible to all the nodal departments of the State/UT. Once cleared by the departments, the same shall be placed before the State Level Screening Committee chaired by the Chief Secretary for his concurrence. The VAP shall then be submitted to the Project Sanctioning and Monitoring Committee, MHA for sanction.

5.3.8 Once the plans are received, the works/proposals which fall in the purview of any existing scheme would be considered by the said Ministry under their existing scheme. If the same cannot be considered under then the same may be considered under the VVP programme.

5.3.9 A well-prepared **Village Action Plan** becomes the foundation for implementing VVP initiatives effectively, ensuring that development is tailored to the village's specific needs and is both sustainable and impactful.

#### 5.4 GUIDELINES FOR PREPARING THE VAP ARE AS FOLLOWS

- i. Formulation of proposals/detailed estimates/Detailed Project Report (DPR) shall aim to attain saturation in terms of infrastructure or coverage of schemes
- ii. Effort to be taken to submit a comprehensive action plan duly considering the gaps rather than sending proposals in intervals. Care should be taken to ensure that the proposals should attempt to meet the objective of the programme.
- iii. Projects/works should be proposed as per scheme norms if the works/project falls broadly within existing schemes of Central Ministries/Departments.
- iv. If the works/projects broadly fit for coverage under existing schemes of Central Ministries/Departments then DLC would obtain necessary technical & cost inputs in coordination with the concerned Departments or regional offices of Central Govt. to ensure its consideration
- v. DLC for the purpose of identification of schemes, which may fall under convergence, may refer to the illustrative list of CS/CSS is given at **Annexure I**, and for reference purpose, the table illustrating the broad features of some of the schemes is given below:
- vi. If the works/projects broadly fit for coverage under existing schemes of Central Ministries/Departments and still DLC recommends for taking up it under VVP-II, a detailed justification indicating the reasons for its non-consideration by concerned departments at State level under the existing scheme(s).
- vii. While preparing the DPR, DLC would take care that funding under the VVP-II would not be meant for individuals. Formation of group of individuals like SHGs/FPOs would be a pre-requisite for taking advantage available for livelihood generation projects under VVP – II or other such schemes of Central Ministries/Departments as per their schematic norms
- viii. DLC would ensure about 100% availability of land and all requisite statutory clearances for the works/projects before finalizing the projects. This will ensure timely completion of the works/projects. No part of funds allocated is to be used for land acquisition under any circumstances.

- ix. DPR would ensure that the work implementation plan has invariably taken into consideration about the availability of requisite human resources, prevailing weather conditions and OPEX, including user charges, for maintenance of assets created under the programme.
- x. DLC would ensure that the proposed works/projects have been correctly photographed at pre-execution stage with geo-tagging of the site indicating the longitude/latitude at the time of identification of infra works/projects.
- xi. While planning the works/projects, DLC will ensure leverage of modern technologies like drones, GIS based decision making, BIM, 3D printing, precast / prefabricated construction technology, precision agriculture etc. to ensure quality and rapid project conceptualization.
- xii. Keeping above in consideration DLC will prepare the VAP and submit the same on online portal – Digital VVP through GeoSnap-APP. A template for the GeoSnap-App is at **Annexure V**.
- xiii. DLC will ensure that works/proposed under the programme should be checked and approved by competent Technical Authority. The “Abstract of cost” of each work / project duly signed by the appropriate Technical Authority must be uploaded on the Digital VVP while submitting the plan.
- xiv. Escalation in cost estimates would not be generally agreed by Project Approval & Monitoring Committee (PA&MC) except in very rare circumstances.
- xv. Religious works/projects will not be permitted under the programme.
- xvi. No repairs and maintenance works of either new works or existing works will be permitted under the programme.

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## CHAPTER - VI

### FUNDING & FINANCIAL GUIDELINES

#### 6.1 SOURCES OF FUNDING

6.1.1. As per approval of Central Government, funding for saturation of all villages of all border blocks abutting ILBs will be through the respective schemes as mentioned in Chapter – II.

6.1.2 Funding for the works/projects sanctioned under the VVP-II will be as per the norms of Central Sector Schemes.

6.1.3 Financial outlay under VVP-II will ensure that the resources are equitably distributed to all identified villages ensure that each village does achieve the development / livelihood targets envisaged under the programme.

6.1.3 The financial outlay for each of 1954 villages will be broadly upto ₹3.00 crore. The DLC & SLSC/UTLSC should ensure that the works/projects planned/recommended under VAP for a particular village must include the earmarked financial requirement in a composite manner. Piecemeal planning may be avoided.

6.1.4 State/District may augment fund flow for works/projects by inclusion of Corporate Social Responsibility (CSR) components/funds, District Mineral Fund (DMF) and any other funds available with them as per the guidelines regulating such funds.

6.1.6 A normative provision of ₹2 lakh per village will be separately earmarked for administrative expenses like stationary, payment for Data Entry Operator, other office expenditure, related to the programme for the entire programme period i.e. 2024-25 to 2028-

29. This shall be released on pro-rata basis annually. However, the fund for this purpose shall not be used by the State/District administration for purchase of IT related equipments (Desktop, Laptop, Printer, toner etc.)

## **6.2 FUND FLOW MECHANISM**

6.2.1 Fund will flow to the implementing agencies through PFMS.

6.2.2 DoE, MoF has issued a “Master Circular – Procedure for release of funds under the Central Sector Schemes (CS) and monitoring utilization of funds released” vide their O.M. No. 3/(06)/PFMS/2023 dated 21<sup>st</sup> May, 2024, a copy of which is annexed at **Annexure V**. All implementing agencies have to adhere to the guidelines of this O.M. and any changes/amendments made in the guidelines in future for release and utilization of funds.

6.2.3 VVP - II may be implemented as per instructions given in Model – I or Model – IA for implementation through TSA as per the above referred guidelines.

6.2.4 All implementing agencies will have to ensure that they are properly boarded to PFMS and open CNA account in the RBI in e-Kuber as per the guidelines for fund sanction under PFMS and for fund release of DoE.

6.2.5 For the approved works/projects, sanction of funds will be through PFMS. A communication in this regard will be available on Digital-VVP which would be accessed by concerned implementing agency.

6.2.6 A copy of fund sanction will be sent to the Office of C&AG.

## **6.3 UTILIZATION GUIDELINES**

6.3.1 SLSC/UTLSC and DLC will ensure that the funds are utilised only for the works/projects which are approved by PA&MC.

6.3.2 The funds will be utilised by implementing agencies on the principle of “just-in-time” to the extent required for meeting the expenditure related to works/projects.

6.3.3 Guidelines of the O.M. referred to in para 6.2.2 (**Annexure – V**) above may be referred to for utilization of fund.

6.3.4 Under no circumstances, request from SLSC/UTLSC for change in the scope or estimated/approved cost of works/projects would be considered by Central Government.

6.3.5 State Govt./UT Administration/Implementing Agency will be required to submit UC on the digital VVP and as per guidelines of DoE for Central Sector Scheme, for the funds released in earlier tranche to be enabled to receive 2<sup>nd</sup> tranche of fund in a financial year and likewise.

6.3.6 An amount equivalent to the pending UC will be deducted from the funds to be released in later tranche.

#### **6.4 AUDIT OF FUNDS**

6.4.1 Regular audit of the works taken up under this programme in the States/UTs shall be done through C&AG and the implementing agency shall furnish their comments/compliance report on the observations to C&AG. Implementing agency shall furnish an Audit Certificate along with the observations raised in Auditor's report and compliance report of the implementing agency to the MHA by 31<sup>st</sup> December each year.

6.4.2 MHA may carry out sample checking of the expenditure account being maintained by the implementing agency to address any problems to the release of VVP – II funds, including reconciliation of accounts and to review the impact of utilisation of funds, as and when found necessary.

6.4.3 The implementing agency shall ensure that interest/other earnings, if any, accrued against the amount released the same shall be mandatorily remitted to the Consolidated Fund of India (CFI) as per Rule 230(8) of GFR-2017.

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## CHAPTER - VII

### IMPLEMENTATION ROADMAP

#### 7.1 IMPLEMENTATION AGENCY

7.1.1 As VVP-II is a Central Sector Scheme, DoBM, MHA will have the authority to designate a Central Govt. Agency viz. Central Ministry/Department/CPSU/Central Autonomous Body/Central Government Organisation or a State Government Agency viz. Department/SPSU/State Autonomous Body/State Government Organisation as the implementing agency for execution of works or projects.

7.2.1 DoBM, MHA may seek necessary coordination from State Government/UT Administration for deciding the implementing agency.

#### 7.2 APPROVAL MECHANISM

7.2.1 As stated earlier, the PA&MC will approve the works/projects screened and recommended by PSC.

7.2.2 An end-to-end workflow for VAP approval is illustrated at **Annexure VI**.

7.2.3 As illustrated in the workflow, the works/projects projected under convergence will be approved by Nodal Ministry after their scrutiny/examination as per their schematic guidelines for implementation by the Nodal departments at State/UT level.

7.2.4 The works/projects projected for niche projects OR such projects which cannot be undertaken by nodal ministry/department due to unavailability of fund OR will be funded by nodal ministry/department but will still require gap-funding will be approved by PAMC.

#### 7.3 CONVERGENCE

7.3.1 As mentioned in Chapter V, DLC for the purpose of identification of schemes, which may fall under convergence, may refer to the illustrative list of CSs/CSSs as given in **Annexure VII**.

7.3.2 For reference purpose, the table below illustrates the broad features of some of the schemes and the framework for convergence:

Sl. No	Component of convergence	Funding source	Role of / Funding from State/UT Govt.	Implementation agency	Suggestive scheme guidelines	OPEX/ maintenance
<b>I.</b>	<b>Livelihood generation</b>					
	Providing micro – finance to CBOs, FPOs, Cooperatives	DFS/ NABARD	Beneficiary selection, Dovetailing, gap funding	State Govt.	Guidelines of existing scheme under various ministries	CBOs, FPOs, Cooperatives
	Procurement of daily ration/food items by BGFs from local residents/cooperatives/CB	BGFs	--	BGFs	As per the powers delegated by MHA for	NA

Sl. No	Component of convergence	Funding source	Role of / Funding from State/UT Govt.	Implementation agency	Suggestive scheme guidelines	OPEX/ maintenance
	Os cooperatives				local units of BGFs	
<b>II.</b>	<b>Road connectivity</b>	PMGSY-IV	Land acquisition & compensation if any; land use change	SRRDA	PMGSY - IV	As per PMGSY -IV norms
<b>III.</b>	<b>Energization</b>					
	A. Conventional	RDSS	LA, etc as per RDSS norms	MoP	RDSS	As per RDSS norms

	B. Non – conventional	MNRE/VVP-II/CSR	Land acquisition & compensation  if any	IREDA	MNRE's schemes	State Govt.
<b>IV.</b>	<b>Village infrastructure including health facility</b>					
	New health facility	NHM	Financial assistance as per NHM norms	State/District Health Society created under NHM	IPHS / NHM	As per NHM norms
	Upgradation of existing health facility	NHM & VVP-II	-do-	As above & Identified agency (if funding under VVP-II)	IPHS / NHM	-do-
	Rural Mobile Clinic	NHM & VVP-II	-do-	Executing agencies selected by State/District Health Society	NHM	State Govt.
	House to eligible households	PMAY – G	As per norms of PMAY-G	As per MoRD's norms	PMAY – G	Individual beneficiary
	Safe drinking water & Sanitation	Ministry of Jal Shakti/VVP-II for gap funding	Land acquisition & compensation if any; Gap funding	Agency chosen by MJS/MHA	JJM	State Govt.
<b>V.</b>	<b>Financial inclusion</b>					

Access to banking facility including post office banking						
Appointment of Bank Mitra						
Access to credit linkages for MSME	As per norms of DFS, DoPost, MSME	Beneficiary selection, Dovetailing, gap funding	Lead Rural Bank in the district	Schemes of DFS, DoPOST, MSME	Individual beneficiary	

Sl. No	Component of convergence	Funding source	Role of / Funding from State/UT Govt.	Implementation agency	Suggestive scheme guidelines	OPEX/ maintenance
<b>VI.</b>	<b>Empowerment of youth &amp; skill development</b>					
	Skilling & capacity building for livelihood	MSDE/ MSME/VVP-II	Beneficiary selection, Dovetailing, gap funding	State Govt. / Central agency	As per norms under PMKVY 4.0, PM-NAPS, JSS MoT's norms	Agency as per norms of the scheme/State Govt.
	Capacity Building of Service Providers (CBSP) in tourism industry	MOT/VVP-II	Beneficiary selection, Dovetailing, gap funding	Institute recognised under the CBSP schemes	CBSP (Hunar se Rozgar Tak, Skill Testing & Certification, Guide training, other sectoral programme)	NA

	Marketing Development Assistance Scheme for approved / classified Bed & Breakfast Units, Home Stays, Guest Houses and Tented accommodation	MoT/VVP-II	Beneficiary selection, Dovetailing, gap funding	State Govt. / Central agency	MDA of MoT	Individual beneficiary
<b>VI I.</b>	<b>Development of Co-operatives, SHGs &amp; FPOs for managing livelihood opportunities and maintenance of assets created under the programme</b>					
	Formation & handholding of CBOs – Cooperatives, SHGs, FPOs	Seed money by PACS (Ministry of Cooperation), NRLM (MoRD)/ VVP - II/DFS	Beneficiary selection, Dovetailing, gap funding	State Govt./ Central agency	NRLM (MoRD)/ MoA&FW/ MoAH&D/ Min. of Cooperation	CBOs
	Providing micro – finance to CBOs, FPOs, Cooperatives	DFS/ NABARD	Beneficiary selection, Dovetailing, gap funding	State Govt.	Guidelines of existing scheme under various ministries	-do -
	Procurement of daily ration/food items by BGFs from local residents/cooperatives/CBOs cooperatives	BGFs	Formation of marketing co-operatives or FPOs by State / District admn. and facilitating MoUs with BGFs	BGFs	As per the powers delegated by MHA for local units of BGFs	NA
<b>VI II</b>	<b>Promotion of tourism, culture</b>					
	Infrastructure	Ministry of Tourism (MoT) (Swadesh)	Land acquisition & compensation	Agency selected by MoT for their Swadesh	Swadesh Darshan Scheme	As per guidelines of Swadesh

		Darshan Scheme)/ VVP-	if any	Darshan Scheme		Darshan Scheme
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Sl. No	Component of convergence	Funding source	Role of / Funding from State/UT Govt.	Implementation agency	Suggestive scheme guidelines	OPEX/ maintenance
		II				
	Pilgrimage Rejuvenation And Spiritual Augmentation Drive	Ministry of Tourism (PRASHAD Scheme)	--	- do -	PRASAD scheme	As per guidelines of PRASAD Scheme
	IEC for promotion of tourist destination/culture & heritage	Ministry of Tourism / ITDC  (Incredible India)/ Ministry of Culture / Zonal Cultural Centre	--	--	--	--
	Home stay	State scheme VVP-II support through SHGs to be explored	Beneficiary selection, Dovetailing, loans from states under their scheme	State Govt./UT Administration	--	State Govt./ Beneficiaries
	Border specific outreach activities	VVP-II/State/UT Govt./BGFs	As per norms	State/BGF	--	--
<b>IX.</b>	<b>Education infrastructure</b>					
	SMART classes	VVP - II/SSA	HR support & manpower	Central agency/NGO		

				chosen by DoSEL	SSA	State Govt.
	Construction & upgradation of primary & secondary schools	SSA Gap funding through VVP-II involving JNV/ KV/ Eklavya School	Land acquisition & compensation if any	As per SSA norms If gap funding through VVP-II – Central agency as per SSA norms	SSA	State Govt.
	Anganwadi	MWCD/NREGS Gap funding through VVP-II	HR support & manpower	As per MoWCD norms If gap funding through VVP-II - Central agency as per MoWCD norms	SSA/ Poshan 2.0	State Govt.
<b>X.</b>	<b>4G connectivity</b>	DBN	Land acquisition, availability of power supply to towers etc. as per DBF norms of DoT	DoT	DBN	As per DoT's norms

## **7.4 CAPACITY BUILDING**

7.4.1 Capacity building of State/District officials will be conducted at national and regional level.

7.4.2 The objective of capacity building will be effective and efficient implementation of programme leading to better outcomes and better equip the stakeholders/implementation partners for efficient delivery and to achieve the objectives of the programme.

7.4.3 The capacity building will focus on targeted training tailored to the need of officials and staff involved in VVP – II for specific skill including new digital technologies, knowledge to enhance the capacity of nodal departments to plan, manage, implement, monitor and evaluate the impact of the programme.

7.4.4 The capacity building will be a continuous and need based process.

**7.5 TIMELINE WITH MILESTONE (ACTIVITY-WISE AND PHASE-WISE PLANNING)**

Sl. No.	Activity	M 0	M 1-6	M 7-12	M 12-24	M 24-60
1.	Guidelines, stakeholder engagement, workshop for capacity building					
2.	Setting up of PMU, baseline study for identification of gaps, resource mapping & preparation of DPRs, Digital OMS for VVP-II & integration with various data portal					
3.	VAP finalisation by DLC and recommendation by SLSC/UTLSC					
4..	Programme implementation					
5..	Monitoring & Evaluation					
6.	Mid-term review					
7.	MIS Reporting & documentation					
8.	Impact Assessment & documentation					



## **CHAPTER - VIII**

### **MONITORING & EVALUATION**

This chapter outlines the framework for tracking progress, assessing outcomes, and ensuring accountability in the delivery of programme objectives. A robust M&E mechanism enables timely identification of challenges, promotes data-driven decision-making, and fosters transparency at all levels. The approach integrates identification of KPIs, regular field visits, stakeholder feedback and use of technology for real-time monitoring.

#### **8.1 KEY PERFORMANCE INDICATORS (KPIs)**

8.1.1 An illustrative list of KPIs at the village level, Household level and the programme level are listed below:

i) Village level–

- Number of villages with access to all-weather roads
- Number of villages with mobile and internet connection
- Number of villages with access to potable drinking water
- Number of villages having fully functional Anganwadi centres
- Number of villages having assured energy sources
- Number of villages with access to primary education and health facilities
- Number of villages having access to a functional Public Distribution System (PDS)
- Number of villages having sewerage connections

ii) Household level –

- Number of households with access to electricity connections (in hours).

- Number of households with IHHLs
- Number of households with access to DTH.
- Number of households having access to clean energy connection.

iii) Programme level–

- Number of homestay facilities
- Number of Multi-Purpose Community Halls (MPCH) created
- Number of eligible individual beneficiaries covered by individual welfare schemes of the Government.
- SHGs/Cooperative/FPOs constituted, its membership and legal compliances
- Number of products locally produced by a village
- Number of people who have gone back and re-settled in their villages
- Number of new jobs or livelihood opportunities created through tourism, agriculture, or local entrepreneurship.
- Increase in tourist visits to the region due to improved connectivity and infrastructure.
- Improved access to strategic infrastructure
- Feedback from residents on improvements in quality of life, services

## **8.2 DIGITAL VVP**

8.2.1 The **Digital VVP Portal** is an integrated online platform developed to facilitate planning, monitoring, and implementation of the Vibrant Villages Programme. It provides a secured digital workflow, enabling real-time data management and project tracking. The key processes are listed below:

## **8.3 BASELINE DATA COLLECTION**

- i) District Nodal Officers (DNOs) shall:
  - Verify and validate the Local Government Directory (LGD) codes of the villages identified under the programme.
  - Update the village profiles, including details of ongoing and existing development projects.
  - Create login credentials for field-level officers at the village level.
- ii) State Nodal Officers (SNOs) shall map intervention areas to the respective departments of States/Union Territories (UTs) to facilitate coordination and planning.

## **8.4 GAP ANALYSIS**

Based on the collected baseline data, the system will generate a gap analysis report. This report will aid Nodal Officers in identifying developmental needs and preparing targeted action plans for each village.

## **8.5 VILLAGE ACTION PLANS**

- Village Action Plans shall comprise multiple proposed projects/works, which must be uploaded on the Digital VVP portal using a predefined template. The system also allows uploading of relevant supporting documents.
- Village-level field officers will capture geo-tagged images of proposed project sites using the GepSnap application as part of the final proposal

submission process.

## **8.6 SCRUTINY AND FINAL SUBMISSION BY STATES/UTS**

- Submitted projects/works will be made available for scrutiny by the concerned departments at the State/UT level.
- The State Nodal Officer shall review and approve the proposals and forward them to the Ministry of Home Affairs (MHA) following approval by the State Level Screening Committee (SLSC).

## **8.7 CONVERGENCE**

Projects/works received at MHA will be reviewed in consultation with the concerned Central Ministries/Departments to identify convergence with existing schemes. Projects not covered under any existing scheme may be considered for direct support under the Vibrant Villages Programme.

## **8.8 FUND FLOW MECHANISM**

- Approvals granted by the PA&MC will be uploaded to the Digital VVP portal.
- Corresponding sanction orders will also be uploaded and mapped to each approved project.
- The first instalment of funds will be released via PFMS – SNA Sparsh.
- Field officers will upload progress photographs of the project sites. Release of subsequent instalments will be based strictly on verified progress data.

## **8.9 ADDITIONAL COMPONENTS**

- **Scheme Saturation Status:** District Nodal Officers will update the saturation status of all Central Government schemes at the village level.
- **Activity Gallery:** DNOs will upload village-wise activity details and photographs after each event.
- **Officer Visits:** MHA and Central Ministries involved in convergence will upload visit details and observations. These will be accessible to District and State Nodal Officers online.
- **Action Taken Reports (ATR):** All relevant agencies including Central Ministries, States/UTs, and Districts will submit ATRs based on observations made during visits by Cabinet Ministers on the digital VVP portal.

## **8.10 ADDITIONAL FEATURES**

- **e-Communication:** All communications issued by MHA to States/UTs and Districts will be uploaded for easy access.
- **Media Coverage:** Both District and State Nodal Officers may upload records of media coverage pertaining to programme activities.
- **Trouble shooting:** All stakeholders can log technical issues through the portal. The tech team will address them, and stakeholders can track the resolution status in real time.

## **8.11 MONITORING DASHBOARD**

The Digital VVP includes a robust Monitoring Dashboard that provides real-time tracking of project implementation. It offers insights based on periodic updates from District Nodal Officers and tracks activities such as scheme saturation, visits by senior officials, and other relevant interventions.

## 8.12 IMPACT OF THE PROGRAMME ON THE TARGET POPULATION/AREA

- Improvement in access to healthcare
- Improvement in school enrolment
- Access to essential services, vital infrastructure, such as electricity, clean water, roads, and communication networks and credit and financial services
- Effect on increase in household income and economic well-being, availability and diversity of employment opportunities and livelihood in the village.
- Growth of local businesses and entrepreneurship.
- Enhanced access to technology in communication, education, and economic activities.
- Reduction in trans-border crime

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**ILLUSTRATIVE LIST OF SCHEMES FOR FOCUSED AREA OF DEVELOPMENT UNDER VVP**

Sl. No	Name of the Ministry	Name and Brief Description of the Scheme
1	Ministry of Rural Development	1.National Rural Livelihood Mission
2		2.Deen Dayal Upadhyay Grameen Kaushalya Yojna
3		3. Pradhan Mantri Awaas Yojna (Grameen)
4		4. Mahatma Gandhi NREGA
5		5. Indira Gandhi National Old Age Pension Scheme - IGNOAPS
6		6. Indira Gandhi National Widow Pension Scheme - IGNWPS
7		7. Indira Gandhi National Disability Pension Scheme - IGNDPS
8		8. National Family Benefit Scheme (NFBS)
9		9. Annapurna Scheme
10		10. PMGSY
11		1. Pradhan Mantri Fasal Bima Yojna

12	Ministry of Agriculture and Farmers Welfare	2. PM KISAN
13		3. Sub Mission on Agriculture Mechanization
14		4. Mission for Integrated Development of Horticulture
15		5. National Livestock Mission - Entrepreneurship Development and Employment Generation
16		6. Kisan Credit Card
17		7. Soil Health Card
18		8. Sub-Mission on Agroforestry
19		Ministry of Jal Shakti- Department of Drinking Water and Sanitation
20	2. Swachh Bharat Kosh (by Ministry of Finance) to attract CSR funds to construct community / individual toilets, renovation of dysfunctional toilets, construction for water supply to toilets, solid and liquid waste management.	
21	3. Jal Jeevan Mission (Har Ghar Jal)	
22	4. National Water Quality Sub-Mission	

Sl. No	Name of the Ministry	Name and Brief Description of the Scheme
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23	Ministry of Health and Family Welfare	1. National Health Mission
24		2. Janani Suraksha yojana
25		3. Janani Shishu Suraksha Karyakaram
26		4. Ayushman Bharat - Pradhan Mantri Jan Arogya Yojana (AB-PMJAY)
27		5. Rashtriya Kishor Swastha Karyakram (RKSK)
28		6. Mission Indradhanush
29		7. Intensified – National Iron Plus Initiative (I-NIPI)
30	Dept. of School Education and Literacy	1. National Means-cum-Merit Scholarship Scheme
31		2. Stipend for Disabled girls under IEDSS component of Samagra Shiksha
32		3. Samagra Shiksha (interventions of uniform/textbooks)
33		4. Mid-Day Meal Scheme
34		5. Kind Benefit under IEDSS component of Samagra Shiksha
35		6. Swachh Bharat Kosh (by Ministry of Finance) to attract CSR funds to construct toilets in schools, Anganwadis.

36	Ministry of Micro Small and Medium Enterprises	1. PM Employment Generation Programme
37		2. Assistance to Training Institutions for Skill Development Programme
38	Ministry of Skill Development and Entrepreneurship	1. National Apprenticeship Promotion Scheme
39		2. Craftsmen Training Scheme
40		3. Pradhan Mantri Kaushal Vikas Yojana 3.0
41	Ministry of Tribal Affairs	1. Pradhan Mantri Adi Adarsh Gram Yojna
42		2. Institutional support for development and marketing of tribal products/produce
43		3. Van Dhan Vikas Karyakram (VDVK)
44		4. Ekalavya Model Residential Schools
45		5. Grants under Art. 275 (1) of the Constitution.
49	Ministry of Power	1. Saubhagya Yojana

Sl. No	Name of the Ministry	Name and Brief Description of the Scheme
50		2. Deen Dayal Upadhyay Grameen Jyoti Yojana (DDUGJY)
		1. Grid-connected Solar Rooftop Programme (RTS) - To achieve a cumulative capacity of 40,000 MW from Rooftop Solar (RTS) Projects

51		by 2022.
52	Ministry of New and Renewable Energy	2. Grid-connected Roof-top Solar Projects implemented on an individual house of the capacity of 3 kW and above.
53		3. Development of solar parks and ultra-mega solar power projects - to facilitate solar project developers to set up projects in a plug and play model.
54		Ministry of Labour and Employment
55	Ministry of AYUSH	1. National AYUSH Mission
56		2. Central Sector Scheme for AYURSWASTHYA Yojana.
57		3. Central Sector Scheme for Research and Innovation in AYUSH (Ayurgyan)
58		4. Ayurswasthya Yojana
59		5. Assistance for nurseries and cultivation
60		6. Financial support for Medicinal Plant Processing Cluster
61		1. Swadesh Darshan Scheme - Central Financial Assistance to States and UTs for infrastructure development of circuits.

62	Ministry of Tourism	2. Pilgrimage Rejuvenation and Spiritual Augmentation Drive (PRASAD) scheme - to promote pilgrimage tourism by focusing on infrastructure development, awareness, promotion of arts and culture etc.
63		3. Hunar se Rozgar tak Initiative
64		4. Scheme of Capacity Building for Service Providers.
65		5. Scheme of Homestay
66	Department of Communications	1. Bharat Net – for providing internet connectivity to Gram Panchayats
67		2. Common Service Centre Scheme

Sl. No	Name of the Ministry	Name and Brief Description of the Scheme
68	Ministry of Environment, Forests and Climate Change	1. Green Skill Development Programme
69	Ministry of Food Processing Industries	1. Pradhan Mantri Kisan SAMPADA Yojana
70		2. Production Linked Incentive Scheme for Food Processing Industry (PLISFPI)
71		PM Formalization of Micro Food Enterprises (PMFME) Scheme

72	Ministry of Information & Broadcasting	1. Broadcasting Infrastructure and Network Development (BIND) Scheme of Prasar Bharti
73	Ministry of Fisheries, Animal Husbandry & Dairy	1. National Livestock Mission
74		2. Animal Husbandry Infrastructure Development Fund
75		3. Rashtriya Gokul Mission
76		4. National Programme for Dairy Development
77		5. National Animal Disease Control Programme
78		6. Support to Dairy Cooperatives & Farmers Producers Organisation.
79		7. Dairy Infrastructure Development Fund
80		8. PM Matsya Sampada Yojna
81		9. Fisheries Infrastructure Development Fund
82	Ministry of DoNER	1. PM-DevINE
83		2. Schemes of North Eastern Council
84		3. Hill Area Development Programme
85	Ministry of Panchayati Raj	1. Gram Panchayat Development Plan (GPDP)

**TERMS OF REFERENCE OF THE HIGH-POWERED COMMITTEE ON  
VVP-II**

The Term of Reference for the High-Powered Committee on VVP – II will be as follows:

- (i) To relax the norms of coverage area of Central Sector Schemes and Centrally Sponsored Schemes for the villages covered under VVP-II;
- (ii) To relax the population criteria of Central Sector Schemes and Centrally Sponsored Schemes for the villages covered under VVP-II;
- (iii) To relax the norms of specified land or space requirements of Central Sector Schemes and Centrally Sponsored Schemes for the villages covered under VVP-II;
- (iv) To relax the cost norms of Central Sector Schemes and Centrally Sponsored Schemes in view of the specific geographical / climatic conditions for the villages covered under VVP-II;
- (v) To relax the eligibility criteria of beneficiary of Central Sector Schemes and Centrally Sponsored Schemes for the villages covered under VVP-II;
- (vi) To relax the restrictions of Inner Line Permit (ILP), Protected Area Permit (PAP) / Restricted Area Permit (RAP) to facilitate movement of locals and tourists in the villages covered under VVP-II;
- (vii) To facilitate the forest clearance, wildlife clearance, Right-of-way clearances and clearances required from defence forces / security agencies for execution of works/projects in the villages covered under VVP-II;

The High-Powered Committee will have power to co-opt members depending upon the requirements for such relaxation.

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**TEMPLATE OF VILLAGE PROFILE**

S. No.	Parameter Description	Data Type
1	<b>Cultural/Historical Significance</b>  1) Brief Cultural/ Historical Heritage of the Village, if any	Text
2	<b>Demographic Profile</b>  1) Total Population  2) Male population  3) Female population  4) ST Population  5) SC Population  6) Presence of seasonal migrant population  7) Number of Households (HH)  8) Male Literacy Rate (in %)  9) Female Literacy Rate (in %)	Nos.  Nos.  Nos.  Nos.  Nos.  Yes/No  Nos.  Percentage (%)  Percentage (%)

3	<b>Village Infrastructure Profile</b>	
	<b>A. Road connectivity</b>	
	1) Whether connected by all-weather road	Yes/No
	<b>B. Telecom connectivity</b>	
	1) Telecom connectivity- 4G and above	Yes/No
	i. If no, then	
	a) Site selection/identification	Yes/No
	b) Land acquisition for tower	Yes/No
	c) Tower foundation completed	Yes/No
	d) Tower operationalized	Yes/No
2) Telecom connectivity- 2G/3G		Yes/No
<b>C. Electrification</b>		
1) Availability of On-Grid electricity	Yes/No	
a) If yes, no. of households having electricity through On-Grid	Nos	
3) Availability of Off-Grid electricity	Yes/No	
a) If yes, no. of households having electricity through Off-Grid	Nos	

4) % of households electrified through On-grid electrification	Auto calculated <sup>1</sup>
<b>D. Piped Water Supply</b>	
1) Whether village JJM compliant	Yes/No
2) Number of HHs having piped water supply	Nos
3) Number of HHs not having piped water supply	Auto calculated <sup>2</sup>
<b>E. Sanitation</b>	
1) No. of HHs having toilets/IHSL	Nos
2) % of HHs having IHSL	Auto calculated <sup>3</sup>
<b>F. Health</b>	
1) Whether Healthcare Infrastructure is available	Yes/No
2) If yes, what type of healthcare infrastructure is available (PHC/CHC/Sub-Centre/Other)	Text
3) Number of Asha workers in the village	Nos.
4) Distance of the village from nearest available health facility (in Kms.)	Nos.
5) Availability of transportation in case of referral	Yes/No

$$^1 \text{ \% of households electrified through On-grid electrification} = \frac{3 C (2)}{2 (7)}$$

$$^2 \text{ Number of HHs not having piped water supply} = 2 (7) - 3 D (2)$$

$$^3 \text{ \% of HHs having IHSL} = \frac{3 E (1)}{2 (7)}$$

	<b>G. Education</b>	
	1) Whether educational infra-available in the village	Yes/No
	a) Primary School/ Middle School	Yes/No
	b) High School/ Higher Secondary School	Yes/No
	2) Number of Anganwadi/Balwadi/Model Anganwadi Centres	Nos.
	<b>H. Village Internal Infra</b>	
	1) Availability of Multi-purpose community hall	Yes/No
	2) Availability of Public Distribution System (PDS)	Yes/No
	3) Availability of Common Service Centre (CSC)	Yes/No
	<b>I. Market</b>	
	1) Market facility available within village (Market/mandi/Bazaar/Haat/Others)	Yes/No
	<b>J. Land Use Pattern</b>	
	1) Land use in hectare (ha)	Nos.
	2) Source of irrigation (canal/ground water/rainfed/other)	Text
	3) Availability of vacant Govt. land (ha)	Yes/No
4	<b>Enabling Infrastructure in Village</b>	
	<b>A. Financial Inclusion</b>	

	1) Is Bank branch available in the village	Yes/No
	2) Is post office available in the village	Nos.
	a) If yes, whether IPPB available	Yes/No
	3) Is Bank Mitra/Bank Sakhi is available in the village	Yes/No
	4) If Bank branch not available, distance from the nearest Bank branch (in kms)	Nos
	5) Availability of ATM facility	Yes/No
	<b>B. Cooperatives, FPOs and SHGs</b>	
	1) Is Cooperative available	Yes/No
	2) Is SHG available	Yes/No
	3) Is FPO available	Yes/No
	<b>C. Television connectivity</b>	
	1) No. of HHs having television connectivity	Nos
	2) Percentage (%) of households having television	<b>Auto calculated<sup>4</sup></b>
5	<b>Livelihood Profile</b>	
	1) Major Occupation/livelihood in the village	Text
6	<b>Tourism Profile</b>	

1) Unique Geographical features	Text
2) Tourist spots/places of historical/cultural/religious significance	Text
3) Tourist footfall (per annum)	Nos.
4) Availability of homestay, tourist centre, hotel, guesthouse etc	Yes/No
5) Tourist season (duration in months)	Nos.

---

<sup>4</sup> Percentage (%) of households having television =  $\frac{4 \text{ C (1)}}{2 \text{ (7)}}$

**TEMPLATE**  
**FOR**  
**INFRASTRUCTURE PROJECTS**

*Annexure – IV*

**1. General Details**

a. Project Title\*

b. Proposed in\*

State

District

Block

Village\*

c. Project Objectives (in brief – purpose, intended use of utility, benefits and outcome - 200-250 words)\*

Example: Motorable culvert on "abc" nallah will facilitate villagers to commute villagers and reduce time to reach their fields with their households. Approximately 800 population will be benefitted. At present wooden bridge is there which is in very fragile condition and villager are not able to cross nallah with their carts.

d. Upload Geo-tagged photo of site\*:  (50 KB, .JPG, .PNG) Delete & re-upload

i. Start location\*

(50 KB, .JPG, .PNG) Delete & re-upload

ii. End location

e. Whether covered under any scheme \*:

<Choose Option>
Yes
No/Not sure

i. if Yes

ii. If no/not sure

## 2. Project Specific Details

a. Intervention Area

<Select Intervention Area>

b. Project Category

<Select Project Category>

**Selected Project Category:** *Construction of Multipurpose Community Hall*

c. Project Scope (Describe project scope in detail i.e. broadly tasks to be completed) \*

1. Construction of multipurpose community hall in 220 Sq meter area with 3 rooms, mini kitchen, 01 hall, single storey, dimension: length 18 mtr, width 12.5 mtr. Construction includes 04 rooms, 02 washrooms (for Gents & Ladies), boundary wall, 10x 3.5-meter rigid pavement connecting to approach road.
2. 1 KW solar home lighting system

d. Other details (as applicable) \*

i. Land availability

<Choose Option>

Yes

No

<Choose Option>

Government Land

Community Land



If Community Land available\*

Upload consent letter

ii. O & M model details\*

Describe O&M model

iii. Business model

iv. Revenue generation model, if any

v. Project duration\*

Duration in week

vi. Suggestive Executing Agency\*

Govt. agency that will execute the project

e. Total Project Cost\*

0.00 (in lakhs)

Project proposal has been consulted with the line department and duly vetted by the department.

### 3. Document Upload

#### a. Upload project documents

- |                                |                                       |                                 |
|--------------------------------|---------------------------------------|---------------------------------|
| i. Detailed estimates*         | <input type="button" value="Upload"/> | (2 MB, .PDF) Delete & re-upload |
| ii. DPR (if applicable)        | <input type="button" value="Upload"/> | (5 MB, .PDF) Delete & re-upload |
| iii. Structural design doc*    | <input type="button" value="Upload"/> | (2 MB, .PDF) Delete & re-upload |
| iv. Minutes of Meeting (SLSC)* | <input type="button" value="Upload"/> | (2 MB, .PDF) Delete & re-upload |
| v. Copy of FC (if applicable)  | <input type="button" value="Upload"/> | (2 MB, .PDF) Delete & re-upload |
| vi. Non-duplicate certificate* | <input type="button" value="Upload"/> | (2 MB, .PDF) Delete & re-upload |

**TEMPLATE**  
**FOR**  
**LIVELIHOOD PROJECTS**

Annexure – V

**1. General Details**

a. Project Title\*

b. Proposed in\*

State

District

Block

Village\*

c. Project Objectives (in brief – purpose, intended use of utility, benefits and outcome - 200-250 words)\*

Example: Motorable culvert on "abc" nallah will facilitate villagers to commute villagers and reduce time to reach their fields with their households. Approximately 800 population will be benefitted. At present wooden bridge is there which is in very fragile condition and villager are not able to cross nallah with their carts.

d. Upload Geo-tagged photo of site\*:  (50 KB, .JPG, .PNG) Delete & re-upload

i. Start location\*

(50 KB, .JPG, .PNG) Delete & re-upload

ii. End location

e. Whether covered under any scheme \*:

i. if Yes

ii. If no/not sure

**2. Project Specific Details**

a. Intervention Area

b. Project Category

- 

**Selected Project Category:** *Construction of Warehouse/Hey Godown*

c. Project Scope (Describe project scope in detail i.e. broadly tasks to be completed) \*

**Construction      Procurement      Value addition      Capacity Building      Any other**

1. Construction of warehouse with dryer facility for Cardamom, Dimension: length 28 mtr, width 16 mtr , height 6 mtr, Construction of drying, cleaning, sorting and packaging facility,  
 2. Machinery: Electric Dryer, Scale and Packaging Machine

d. Other details (as applicable) \*

i. Land availability

<Choose Option>
Yes
No

Choose Option>
Government Land
Community Land



If Community Land available\*

ii. O & M model details

Describe O&M model

iii. Business model

iv. Revenue generation model, if any

v. Project duration

Duration in week

vi. Suggestive Executing Agency

Govt. agency that will execute the project

e. Total Project Cost\*

0.00 (in lakhs)

Project proposal has been consulted with the line department and duly vetted by the department.

### 3. Document Upload

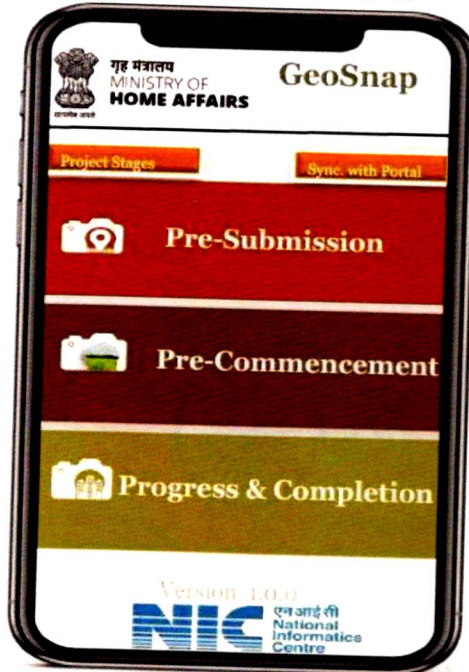
#### a. Upload project documents


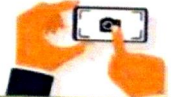

- |                                |                                       |                                 |
|--------------------------------|---------------------------------------|---------------------------------|
| i. Detailed estimates*         | <input type="button" value="Upload"/> | (2 MB, .PDF) Delete & re-upload |
| ii. DPR (if applicable)        | <input type="button" value="Upload"/> | (5 MB, .PDF) Delete & re-upload |
| iii. Structural design doc*    | <input type="button" value="Upload"/> | (2 MB, .PDF) Delete & re-upload |
| iv. Minutes of Meeting (SLSC)* | <input type="button" value="Upload"/> | (2 MB, .PDF) Delete & re-upload |
| v. Copy of FC (if applicable)  | <input type="button" value="Upload"/> | (2 MB, .PDF) Delete & re-upload |
| vi. Non-duplicate certificate* | <input type="button" value="Upload"/> | (2 MB, .PDF) Delete & re-upload |

# TEMPLATE OF GEOSNAP-APP



## GeoSnap-App



 *Realtime Geo-tagged photo capture*  *20 mts. Geo-fenced* 

### Project Progress at a Glance

Pre-Submission	Pre-Commencement	Various Stages of Progress	Completion
 Latitude: 27.564728 Longitude: 92.984668 Elevation: 530.20+29 m Accuracy: 2.5 m Time: 05.27.2024 11:39	 Latitude: 27.564728 Longitude: 92.984668 Elevation: 530.20+29 m Accuracy: 2.5 m Time: 05.27.2024 11:39	 Latitude: 27.564728 Longitude: 92.984668 Elevation: 530.20+29 m Accuracy: 2.5 m Time: 05.27.2024 11:39	 Latitude: 27.564728 Longitude: 92.984668 Elevation: 530.20+29 m Accuracy: 2.5 m Time: 05.27.2024 11:39

DEPT. OF EXPENDITURE'S GUIDELINE FOR FUND RELEASE &  
UTILISATION

Annex - A

F. No. 3/(06)/PFMS/2023  
Government of India  
Ministry of Finance  
Department of Expenditure  
PFMS Division

North Block  
New Delhi, 21<sup>st</sup> May, 2024

**OFFICE MEMORANDUM**

**Subject:** Master Circular - Procedure for release of funds under the Central Sector Schemes (CS) and monitoring utilization of the funds released.

The undersigned is directed to refer to DoE's guidelines dated 9<sup>th</sup> March, 2022, commonly known as the Central Nodal Agency (CNA) model regarding revised procedure for flow of funds under Central Sector Schemes.

2. Based on the feedback received from Ministries/Departments, various amendments/clarifications regarding the CNA model have been issued by the Department of Expenditure from time to time. Further, attention is also invited to this Department's OM of even no dated 5<sup>th</sup> February, 2024 wherein the decisions to (i) implement all Central Sector Schemes with annual outlay of Rs. 100 crore or more through Model 1 w.e.f. 01.06.2024, and to (ii) develop a hybrid TSA system to facilitate onboarding of Sub Agencies, whose account cannot be opened in RBI, on Model-1 were conveyed.

3. The enclosed Master circular is being issued in compliance of the aforesaid DoE's OM and to consolidate all the instructions / guidelines issued on the CNA guidelines till date. Instructions issued by this Department but inadvertently not included in the Master circular should also be followed by the Ministries/Departments.

4. This issues with the approval of competent authority.

*Prateek K Singh*  
21/5/24  
(Prateek Kumar Singh)  
Director  
Tel. No. 011-23094961

To,

1. All Secretaries to the Government of India
2. All Financial Advisors to the Government of India
3. All Pr. CCAs/CCAs of all Ministries/Departments

Copy to:

1. PSO to Finance Secretary & Secretary (Expenditure)
2. PPS to CGA
3. PSO to AS (PFC-II)/AS (Pers)/AS(PFS)/JS(PFC-I)
4. Addl. CGA (PFMS), O/o CGA, INA, New Delhi

**Master Circular on the 'CNA Model' - Procedure for release of funds under the Central Sector Schemes (CS) and monitoring utilization of the funds released**

**Contents**

<b>Sl No</b>	<b>Particulars</b>	<b>Page No.</b>
A	Model - 1: Implementation through Treasury Single Account (TSA)	3
B	Model - 1A: Implementation through Hybrid TSA	6
C	Model - 2: Implementation through scheduled commercial banks	8
D	Fund releases exempted from CNA model	11
E	Annexures - I & II	12-13

*Printed by S/Sri  
21/5/24*

**Master Circular on the 'CNA Model' - Procedure for release of funds under the Central Sector Schemes (CS) and monitoring utilization of the funds released**

The following procedure shall be followed by the Ministries/ Departments of Government of India for flow of funds under the Central Sector Schemes and monitoring utilization of funds released.

2. Every Ministry/ Department will designate a Central Nodal Agency (CNA) for implementing each Central Sector Scheme. CNA shall be referred to as 1<sup>st</sup> level agency of the scheme.
3. If there are other agencies involved in implementation of the scheme down the ladder, which get funds from the CNA, these Implementing Agencies (IAs) will be notified as Sub-Agencies (SAs) of the CNA.
4. SAs immediately below CNA are referred to as 2<sup>nd</sup> level agencies; SAs below 2<sup>nd</sup> level SAs are referred to as 3<sup>rd</sup> level agencies and so on.
5. Depending on (i) Budget Estimate of the scheme, (ii) number of levels of implementing agencies in the scheme, and (iii) nature of implementing agencies i.e. whether Government or private, Ministries/Departments have to select one of the following Models to implement the Central Sector scheme -

**A. Model - 1: Implementation through Treasury Single Account (TSA)**

6. This model will be applicable for schemes –
  - i. Having Budget Estimate of Rs 100 crore or more in a Financial Year (FY). and
  - ii. which are being implemented through only two level of Central/State Government agencies eligible to open account in Reserve Bank of India (RBI). Agencies may be a Central Autonomous Body or a Central Public Sector Enterprise or a State Government Agency.

**Onboarding of Government Implementing Agencies**

7. For each Central Sector Scheme, the concerned Ministry/Department will designate an Autonomous Body or a Central Public Sector Enterprise or a State Government Agency as the Central Nodal Agency (CNA) to implement the scheme.
8. The CNA will open an account with the Reserve Bank of India (RBI) in e-Kuber. Even in cases where the CNA is already registered in the TSA module and has a bank account in e-Kuber for some other grant, it will open separate account in e-Kuber for funds to be provided under each Central Sector Scheme.

*Pratap* *he 5/1*  
*21/5/24*

9. The relevant details of account of the CNA opened with RBI shall be mapped in the TSA module of PFMS as per the extant guidelines on TSA.
10. If besides CNA, there are 2<sup>nd</sup> level Central/State Government agencies involved in implementation of the scheme, these Implementing Agencies (IAs) will be known as Government Sub-Agencies (SAs) of the CNA.
11. The Government SAs will also open scheme-wise bank accounts with RBI in e-Kuber and shall be mapped in the TSA module of PFMS.
12. RBI will function as the primary banker to the Ministries/ Departments in this regard without involvement of an agency bank.
13. The CNA and SAs shall not open/operate/ park scheme funds in any other bank account except under the provisions made in these guidelines.

#### **Assignment Limits for CNA and Government SAs**

14. All accounts of CNA/Government SAs in RBI will be "Assignment Accounts". A limit up to which expenditure can be incurred by the CNA/ SAs shall be assigned to these accounts from time to time by the Pay and Accounts Office (PAO) concerned through PFMS.
15. Assignment will be based on an expenditure sanction issued by the Programme Division (PD) and the bill preferred by the Drawing and Disbursing Officer (DDO). The e-format of the assignments and Sub-assignments shall have requisite details required for accounting and reconciliation of transactions. The e-Kuber bank account details of the CNA/SAs shall be incorporated in the sanction order.
16. The assignments shall be uploaded on the TSA module and received electronically by the CNAs as per the existing protocols of TSA module. The CNA may issue e-Sub-assignments in PFMS against this assignment setting limits of expenditure for the SAs.
17. Control of limits shall be at the Standard Object Head level.
18. Consequent upon receipt of the sanction order for release of funds to the CNA along with bills from the Drawing and Disbursing Officer (DDO), the concerned Pay and Accounts Officers (PAOs) shall, through assignments, advise RBI, after exercising all necessary checks, to honor the payment instructions issued by the concerned CNA/SA up to the, "assigned limit" in the advice.
19. The PAO shall debit the concerned Head of Account for appropriation but not transfer the cash directly to the CNA. It shall be retained in an interim account in respect of the CNA listed under the parent Ministry/ Department in the public account.

20. CNAs & SAs shall adhere to all due process while incurring expenditure from the assignment limit sanctioned through PFMS. CNAs shall also ensure that sufficient limit is available in the relevant account before issue of assignment to SAs.
21. The system will be digital and fully online on PFMS with no physical flow of assignments to RBI or expenditure by CNAs/SAs on assignment basis. The electronic file containing a unique sanction ID and necessary details of the sanction order will travel directly from PAO to RBI and concerned CNAs. RBI will maintain individual ledgers in respect of the accounts of the CNAs for watching the availability of assignment.
22. PFMS Division in CGA will design requisite reports to enable all Program Division (PDs), Pay & Accounts Officers (PAOs), and other stakeholders to view details of sanction orders, summary and budget balance of assignments/sub-assignments, and expenditure details.
23. Ministries/ Departments administering the schemes concerned should strive to make realistic estimation of Budget under the Central Sector schemes and issue sanction orders according to actual requirements. The savings in the assignments should be anticipated well in advance particularly in the third quarter of Financial Year and Ministries/Departments shall ensure suitable savings/surrenders are informed to Budget Division during the pre-budget meetings.
24. Unutilized assignments will lapse to the Government at the close of the Financial Year as per the extant norms of Budget execution and will not be available to the CNAs /SAs for expenditure in the next financial year. In PFMS too, all e-assignments/e-sub assignments shall cease to exist after the close of financial years and shall be flushed out from the system as per the current practice in TSA module.
25. In respect of some transactions like payment of TDS, Income Tax and GST, Opening of Letter of Credit in favor of foreign suppliers, scholarships to foreign students not having account in India, and payment of salaries of the month of March to be paid in 1st week of April, CNAs/SAs may utilize the services of their existing account at commercial banks. They may transfer funds "just in time" to the extent required for meeting such transactions. However, in no case the money transferred under this provision will be parked in a Commercial Bank beyond a period of two weeks except in case of opening Letter of Credit in favor of foreign suppliers in which case the funds can be held in the bank account for the duration required as per purchase order/contract agreement.
26. Unutilized amount of past releases under the scheme available in the bank account of CNA & SAs shall be deposited in the Consolidated Fund of India.

*Pritam K Singh*  
21/5/24

**B. Model – 1A: Implementation through Hybrid Treasury Single Account (TSA)**

27. This Model is applicable –
- i. To schemes having Budget Estimate of Rs 100 crore or more in a FY. and
  - ii. Where there is a private Sub-Agency (SA) involved in implementation of the scheme which cannot open an account in the Reserve Bank of India (RBI); and/or
  - iii. Where there are more than two level of Government/Private SAs involved in implementation of the scheme as RBI does not provide facility to open accounts for 3<sup>rd</sup> & below level agencies.

**Onboarding of Government and Private Implementing Agencies**

28. For each Central Sector Scheme, the concerned Ministry/Department will designate an Autonomous Body or a Central Public Sector Enterprise or a State Government Agency as the Central Nodal Agency (CNA) to implement the scheme. 2<sup>nd</sup> level Government agencies involved in implementation of the scheme will be designated as Government SAs.

29. CNA and 2<sup>nd</sup> level Government SAs will open assignment accounts in RBI and will be given assignments as per the procedure described in Model 1 above.

30. CNA and Government SAs may also function as 'Funding Agencies' to provide funds to Private SAs at 2<sup>nd</sup> level and to Government/Private SAs at 3<sup>rd</sup> level respectively. The Private SAs as 2<sup>nd</sup> level and Government/Private SAs at 3<sup>rd</sup> level will be referred to as Recipient SAs.

31. Each Recipient SA will open a savings bank account in a scheduled commercial bank. If there are SAs below the Recipient SA, they will open a Zero Balance Subsidiary Account (ZBSA) in the bank of the Recipient SA.

32. If Recipient SAs and SAs below it already have bank accounts as per para 31 above, same bank accounts may be used & there is no need to open new accounts subject to the condition that funds in the existing bank accounts shall be deposited in Consolidated Fund of India before onboarding.

33. The network of CNA and various types of SAs is explained in the illustrations given in Annexure I and Annexure II.

**Procedure to incur scheme related expenditure**

34. CNA and Government SAs having an account in RBI will incur expenditure directly from their RBI accounts as per the procedure in Model 1. The procedure for incurring

expenditure by Recipient SA and SAs below who have to incur expenditure from their account in scheduled commercial bank is described below.

- i. The bank account of recipient SA will be assigned a drawing limit by its concerned Funding Agency. Similarly, ZBSAs will be assigned a drawing limit by the agency immediately up the ladder. The available drawing limit will get reduced by the extent of utilization.
  - ii. When a Recipient SA/other SA down its ladder has to make payment to vendors/beneficiaries under the scheme, the SA concerned will prepare (i) a payment file in PFMS containing details of the beneficiaries and vendors to whom the payment is to be made and (ii) a demand file containing amount of funds needed to make the payments as per the payment file.
  - iii. The amount claimed in the demand file shall not exceed the drawing limits assigned to that SA.
  - iv. While the payment file will be retained by the respective SA, the demand files generated by the Recipient SA and SAs below it shall be consolidated daily in PFMS. The consolidated demand file will be sent to the concerned Funding Agency.
  - v. The demand received by the Funding Agency in PFMS till the cut-off time of 3 PM on a working day will be processed and sanction for the amount demanded will be generated on the same working day. Sanction for the consolidated demand received beyond the cut-off time of 3 PM will be generated on the next working day.
  - vi. After sanction, the sanction will be sent to RBI for debiting the assignment account in RBI of the concerned Funding Agency and crediting the sanctioned amount in the bank account of the Recipient SA concerned.
  - vii. Immediately on receipt of funds, the Recipient SA will disburse them to vendors/beneficiaries through its bank account or through ZBSA accounts as per the payment files generated by respective SAs.
35. The funds shall not be retained in any commercial bank account of Recipient SA for more than 2 working days. Interest accrued in the commercial bank accounts shall be deposited in Consolidated Fund of India as per provisions of GFR.
36. Provision in respect of transactions like payment of TDS, Income Tax and GST etc. shall be the same as described in Model 1.
37. CNA and SAs shall not open/operate/park funds in any other bank account except the bank accounts opened/operated as per these guidelines.

*Prakash K Singh*  
21/5/24

**C. Model – 2: Implementation through scheduled commercial banks**

38. This Model shall be applicable for Central Sector Schemes with Budget Estimate of less than Rs 100 crore. However, Ministries/Departments may also opt for Model 1/1A to implement such schemes.

39. Every Ministry/ Department will designate a Central Nodal Agency (CNA) for implementing each Central Sector Scheme.

40. The CNA will open a Central Nodal Account (savings bank account) for each Central Sector Scheme in a scheduled commercial bank authorized to conduct Government business by the Ministry/ Department concerned.

41. Implementing Agencies (IAs) down the ladder will be designated as Sub-Agencies (SAs). The SAs will use the CNA's accounts with clearly defined drawing limits set for that account. However, depending upon operational requirements, Zero Balance Subsidiary Accounts for each scheme may also be opened by the SAs.

42. All ZBSAs will have allocated drawing limits to be decided by the CNA concerned from time to time and will draw on real time basis from the Central Nodal Account of the scheme as and when payments are to be made to beneficiaries, vendors etc. The available drawing limit will get reduced by the extent of utilization.

43. For seamless management of funds, the main account and all zero balance subsidiary accounts should be maintained with the same bank. However, Ministry/ Department may choose different banks for opening Central Nodal Accounts of different Central Sector Schemes.

44. Only banks having a robust IT system and adequate branch network should be chosen for opening Central Nodal Account and the zero balance accounts of SAs of each Central Sector Scheme. The bank chosen should have the facility to open the required number of subsidiary zero balance accounts and a robust MIS for handling accounting and reconciliation at each level. The bank should also provide necessary reports and a user-friendly dashboard to officers at various levels to monitor utilization of funds by SAs.

45. The bank's software system should be able to monitor the drawing limits of the SAs who should be able to draw funds on real time basis from the CNA's account as and when payments are to be made. The selected bank should ensure proper training and capacity building of branch managers and other staff for smooth operation of these accounts.

46. Ministries/ Departments will release the scheme funds for each Central Sector Scheme to the account of CNA concerned strictly on the basis of requirement, keeping in view the balance funds of the scheme available with the CNA as per PFMS or scheme-specific portals fully integrated with PFMS in consonance with Rule 232(v) and 230(vii) of the General Financial Rules, 2017.

47. The Ministries/ Departments and the CNAs shall ensure that the interest earned from the funds released is mandatorily remitted to the Consolidated Fund of India in terms of Rule 230(8) of GFR, 2017. Interest amount should be deposited in CFI only through Bharatkosh (NTRP) using PFMS process flow and no other mode should be adopted.

48. The Ministries/ Departments shall release the funds as far as possible in 'Just-In-Time' manner keeping the float in CNAs account to the minimum possible and shall in no case release more than 25% of the amount earmarked for the scheme in a financial year at a time. Additional funds (not more than 25% at a time) will be released only upon utilization of at least 75% of the funds released earlier and in compliance with the conditions of previous sanction.

49. In case Ministries/Departments are unable to sanction new projects in PFMS due to availability of sufficient funds lying in the CNA's Bank Account, sanction orders for token amount not exceeding Rs. 1 (one) in each case can be generated for new project. Once the sanction order is issued, CNA can assign adequate financial limit to the new project in PFMS to enable utilization from the amount balance in the CNA's bank account.

50. The drawing limits assigned to CNA/SA for various projects/activities may be modified based on the pace of utilization of funds as per the following procedure -

- i. The redistribution of drawing limits among SAs for various projects/activities pertaining to same object head can be done through a revised sanction order issued by the Ministry/Department.
- ii. The redistribution of drawing limits among SAs for various projects/activities pertaining to different object heads can be done through a revised sanction order issued by the Ministry/Department only if the original and revised sanction orders are issued in the same financial year backed up by necessary re-appropriation/supplementary as per DFPR etc.
- iii. While doing inter object head redistribution, Program Division and IFD should ensure that the total funds released under an object head in a financial year as per original/revised sanctions should not exceed the annual budget allotted under that object head unless the budget is augmented through re-appropriation/supplementary etc.
- iv. The intra/inter object head redistribution as per (i) and (ii) above shall be accompanied by necessary transfer entries in the books of accounts and the provisions of NS/NIS limits and rule 10 of DFPR shall apply.
- v. To avoid issue of multiple revised sanction orders in a financial year, Program Division of the Department/Ministry, in consultation with IFD, may give flexibility to the CNA to redistribute drawing limits among SAs during a financial year, subject

to issue of a consolidated revised sanction order as per (i), (ii), (iii), and (iv) above at the lag end of the financial year.

- vi. Funds lying unutilized with the SAs under an object head, which the Ministry/Department is unable to redistribute to other projects/activities as per aforesaid procedure, may be returned by the CNA to the Ministry.
  - vii. Ministries/Departments should develop an internal mechanism to monitor/track revision of sanction orders and project/activity wise utilization of funds for the purpose of submitting Utilization Certificates as per GFR provisions.
  - viii. The sanction module of PFMS will enforce budgetary controls at the line item and object head level.
51. For administrative convenience and efficiency, the Program Division may obtain approval of the competent authority and concurrence of the Financial Advisor for more than 25% at a time. But release of funds shall not exceed 25% in one instalment.
52. After opening of Central Nodal Account of the scheme and before opening zero balance subsidiary account of SAs or assigning them drawing rights from CNA's account, the SAs at all levels shall return all unspent amounts of the scheme lying in their accounts to the Central Nodal Account of the CNA.
53. It will be the responsibility of the Ministry/ Department concerned to ensure that the entire unspent amount of the scheme is returned by all the SAs to the Central Nodal Account of the CNA concerned before releasing funds to CNAs.
54. Ministries/ Departments will ensure that releases under all Central Sector Schemes are made strictly as per the actual requirement on the ground, without resulting in any material float with the implementing agencies at any level.
55. Ministry/ Department will register the CNAs and all SAs on PFMS and use the unique PFMS ID assigned to the CNA and SAs for making all payments to them. Bank accounts of the CNAs, SAs, vendors and other organizations receiving funds will also be mapped in PFMS.
56. Payments will be made from the zero balance subsidiary accounts up to the drawing limit assigned to such accounts from time to time. Transactions in each Subsidiary Account will be settled with the Central Nodal Account daily through the core banking solution (CBS) on the basis of payments made during the day.
57. CNAs and SAs will mandatorily use the EAT module of PFMS or integrate their systems with the PFMS to ensure that information on PFMS is updated by each SA at least once every day.

*Pratik K Singh*  
21/11/24

58. CNAs will keep all the funds received in the Central Nodal Account only and shall not transfer the funds to any other account or not divert the same to Fixed Deposits/ Flexi-Account/ Multi-Option Deposit Account/ Corporate Liquid Term Deposit (CLTD) account etc. The funds released to CNA shall not be parked in bank account of any other agency.

59. Release of funds by the Ministries/ Departments towards the end of the financial year should be avoided to prevent accumulation of unspent balances with CNAs.

60. Provision in respect of transactions like payment of TDS, Income Tax and GST etc. shall be the same as in Model I.

**D. Fund releases exempted from CNA model**

61. Following categories of fund releases by a Ministry/Department will be exempted from following these guidelines and may continue in existing mode:

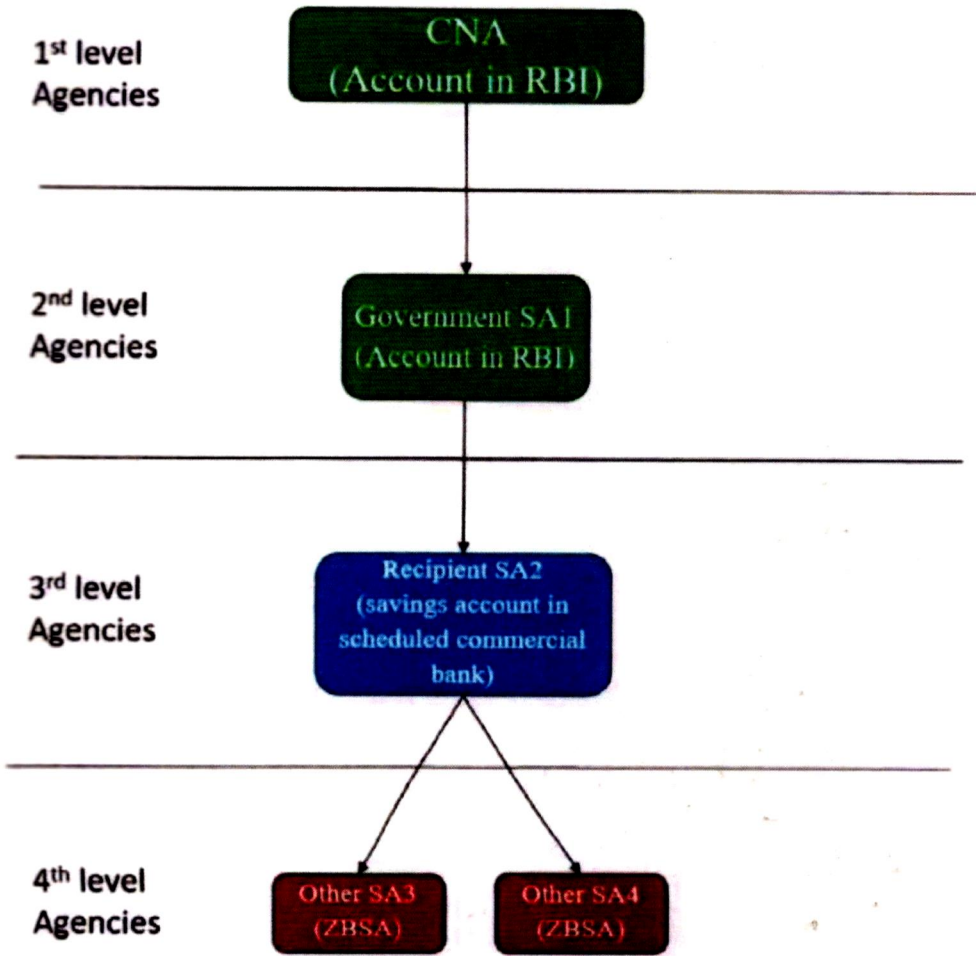
- (i) Fund released by Ministries/Departments in Direct Benefit Transfer (DBT) mode or reimbursement mode.
- (ii) Fund releases involving payment of equity share or extension of loan by the Government to a company.
- (iii) Fund releases where 100% payments are made by the Ministry/Department directly to the vendors/beneficiaries against the bills/claims raised by the vendors/beneficiaries.
- (iv) Fund releases by the Ministry/Department directly to multiple Implementing Agencies (IAs) where amount transferred to any agency does not exceed Rs. 10 lakhs per annum.
- (v) Fund releases in which funds are transferred to the Indian Missions abroad for implementation of the scheme.
- (vi) *Fund releases for a corpus/revolving fund approved by the Cabinet. [Stands Deleted]*
- (vii) Fund releases based on authorization where expenditure is incurred on real time basis with no float. However, in such cases Ministry/Department shall avoid the mode of transfer of funds through Civil Deposit and the option of Letter of Authorization should be adopted.

62. UTs without legislature work directly in PFMS and should be given Letter of Authorization (LoA). There is no need for them to open a Central Nodal Account. They will ensure that the funds are released on the basis of LoA to the vendors/ beneficiaries 'Just-In-Time'.

63. This issues with the approval of Finance Secretary & Secretary (Expenditure).

**Annexure I**

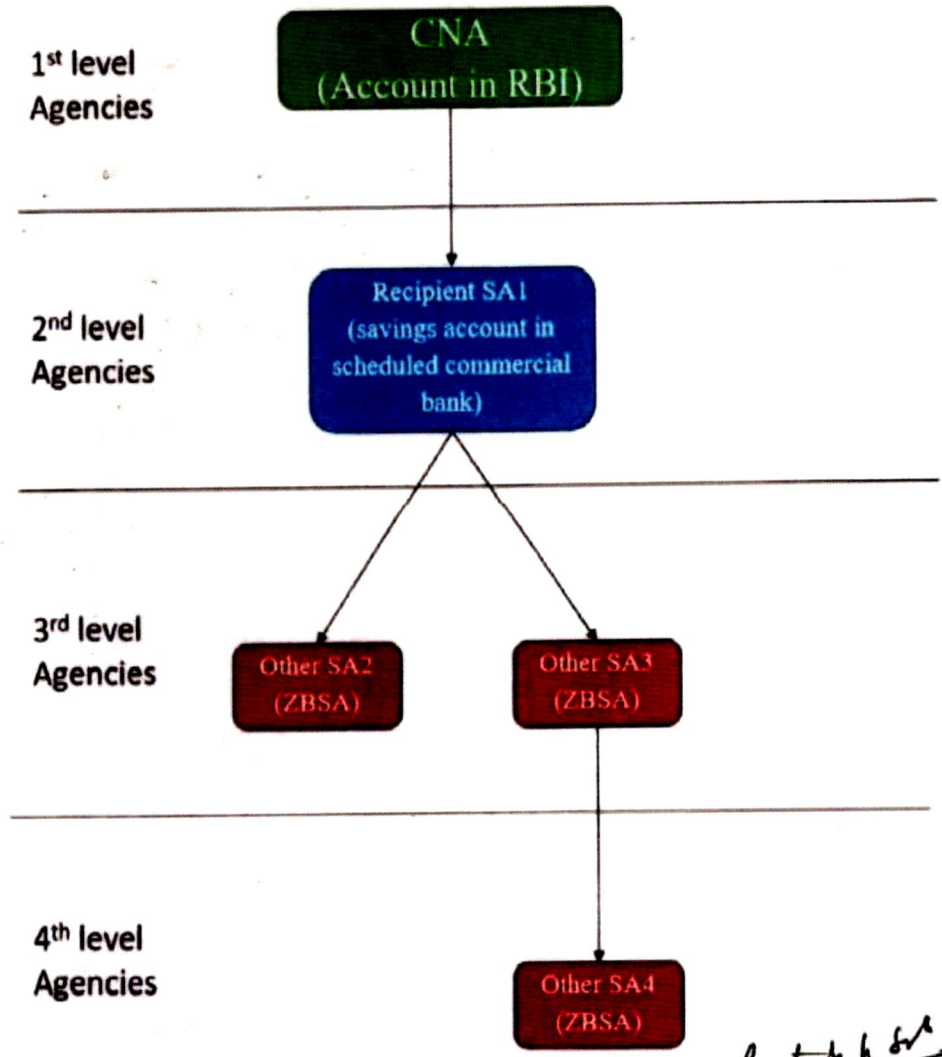
**Case where Government SA is Funding Agency for Recipient SA at 3<sup>rd</sup> level**



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Annexure II

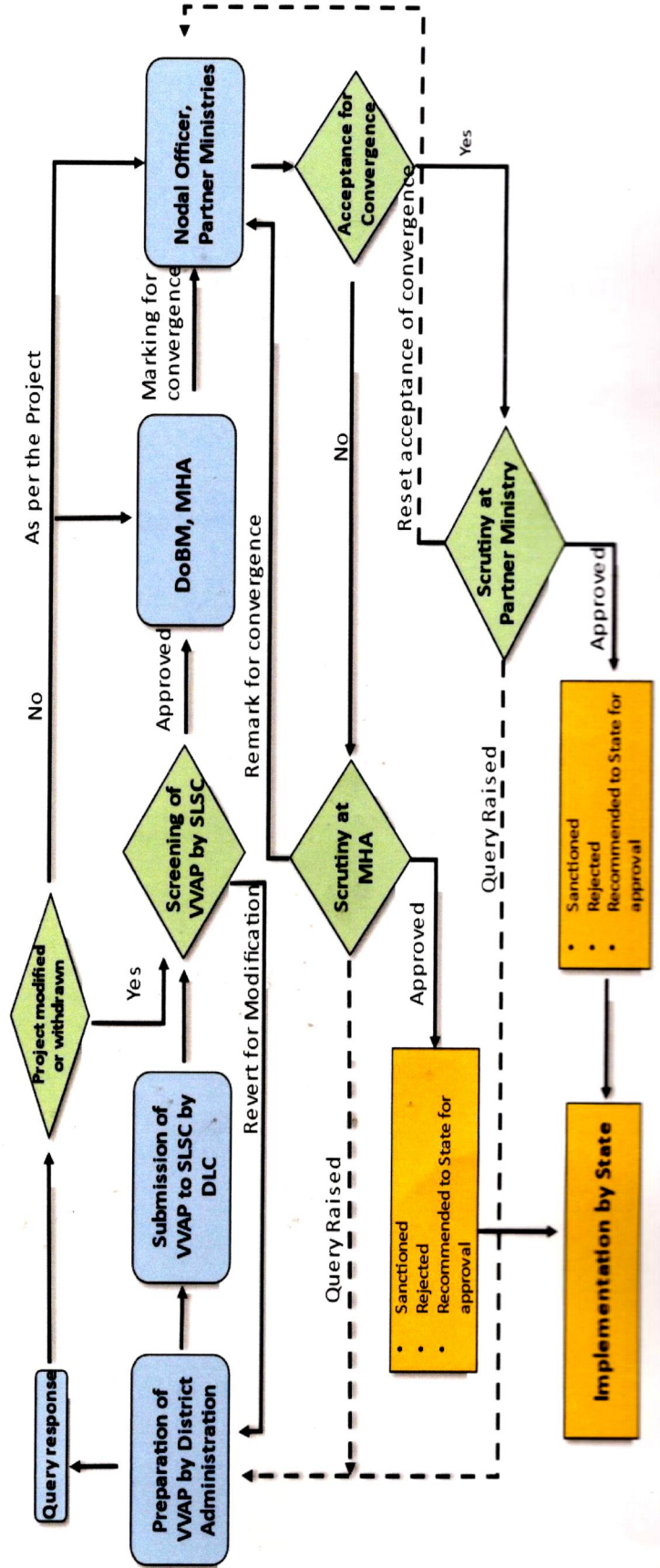
Case where CNA is Funding Agency for Recipient SA at 2<sup>nd</sup> level



*Prateek h SA*  
*21/11/24*

TEMPLATE OF END-TO-END WORKFLOW FOR VAP

Workflow for village action plans



## ABBREVIATIONS

<b>ATR</b>	:	Action Taken Report
<b>BADP</b>	:	Border Area Development Programme
<b>BGFs</b>	:	Border Guarding Forces
<b>BIND</b>	:	Broadcasting Infrastructure & Network Development
<b>CBOs</b>	:	Community Based Organizations
<b>CEC</b>	:	Central Empowered Committee
<b>CAN</b>	:	Central Nodal Agency
<b>CSCs</b>	:	Common Services Centers
<b>DBN</b>	:	Digital Bharat Nidhi (previously USOF)
<b>DLC</b>	:	District Level Committee
<b>DNO</b>	:	District Nodal Officer
<b>DoBM</b>	:	Department of Border Management
<b>DoSE&amp;L</b>	:	Department of School Education & Literacy
<b>DoT</b>	:	Department of Telecommunication
<b>DPC</b>	:	District Planning Committee
<b>GFR</b>	:	General Financial Rules
<b>FPO</b>	:	Farmers Producers Organisation
<b>GoI</b>	:	Government of India
<b>HPC</b>	:	High Powered Committee

<b>HR</b>	:	Human Resource
<b>ICT</b>	:	Information Communication Technology
<b>ILBs</b>	:	International Land Borders
<b>LGD</b>	:	Local Government Directory
<b>MHA</b>	:	Ministry of Home Affairs
<b>MIS</b>	:	Management Information System
<b>MNRE</b>	:	Ministry of New & Renewable Energy
<b>MMP</b>	:	Mission Mode Project
<b>MoH&amp;FW</b>	:	Ministry of Health & Family Welfare
<b>MoI&amp;B</b>	:	Ministry of Information & Broadcasting
<b>MoP</b>	:	Ministry of Power
<b>MoRD</b>	:	Ministry of Rural Development
<b>NPMU</b>	:	National Programme Management Unit
<b>PDS</b>	:	Public Distribution System
<b>PFMS</b>	:	Public Finance Management System
<b>PMGSY</b>	:	Pradhan Mantri Gram Sadak Yojna
<b>RDSS</b>	:	Revamped Distribution Sector Scheme
<b>SLSC</b>	:	State Level Screening Committee
<b>SHGs</b>	:	Self Help Groups
<b>VAP</b>	:	Village Action Plan
<b>VVP</b>	:	Vibrant Villages Programme
<b>UTs</b>	:	Union Territories
<b>UTLSC</b>	:	UT Level Screening Committee

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