

2020



PART I

An All India Report on the Evaluation of Backward Regions Grant Fund (BRGF)



Submitted to

The Ministry of Panchayati Raj (MoPR), Government of India



Jos Chathukulam
Centre for Rural Management (CRM), Kottayam, Kerala



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Acknowledgement

The Ministry of Panchayati Raj (MoPR), Government of India, New Delhi has assigned the responsibility for conducting a study on *the Evaluation of Backward Regions Grant Fund (BRGF)* to the Centre for Rural Management (CRM), Kottayam, Kerala. The All-India Report on the Evaluation of Backward Regions Grant Fund (BRGF) is the outcome of an independent research carried out by the CRM with the support of all States in the country, except Goa. We are extremely thankful to the States for providing the valuable support for conducting the study. We have conducted extensive field survey covering 52 districts from 28 States. The PRI sample consists of 52 District Panchayats/Zilla Parishads, 156 Block Panchayats/Intermediate Panchayats and 626 Gram Panchayats and 86 Urban Local Bodies. The ‘verified asset sample’ consists of 2910 structures from the selected 712 Gram Panchayats and Urban Local Bodies and the ‘beneficiary sample’ consists of 6671 stakeholders from the selected 712 Gram Panchayats and Urban Local Bodies. Moreover, 712 Focus Group Discussions (FGDs) were conducted as part of data collection. We acknowledge the contribution of all the stakeholders from the field who contributed to the overall success of the study.

I have to mention a special thanks to Shri Sunil Kumar, Secretary, MoPR for the deep interest and serious concern during the study. We are also indebted to Dr. C. S. Kumar, Additional Secretary, MoPR, Dr. B. K. Behera, Economic Advisor, MoPR, Smt. Malti Rawat, Deputy Secretary, MoPR and Shri Subhash Sangwan, Under Secretary, MoPR for their guidance and support. We are also thankful to Shri J. P. Mathur, former Secretary, MoPR for the support in the earlier stages of the assignment. We are also grateful to Shri B D Viridi, former Sr. Economic Advisor, MoPR, Dr. Bala Prasad, former Special Secretary, MoPR, Shri D. K. Sharma, former Joint Secretary, MoPR, Smt. Sujata Sharma, former Economic Advisor, MoPR, Shri Debasis Pal, former Director MoPR, Shri S. K. Mann, former Under Secretary, MoPR, and Shri Basudeb Das, former Deputy Director, MoPR. I do extend my thanks to the entire team of officials of the Ministry for having extended their whole hearted support in this work. I acknowledge Shri. Aditya Vikram Singh, Consultant, MoPR for his inputs and support during the entire period of the study. We also would like to acknowledge the entire team from the MoPR for the excellent comments on the first draft. Really, the comments and their inputs have made excellent value addition to the report, particularly in developing a methodology to measure the performance of the BRGF by constructing a ‘performance index’.

I wish to register the support extended by the team of researchers under the guidance of Dr. Jos Chathukulam, Director, Centre for Rural Management (CRM), Kottayam. I also express my gratitude to Shri. Shaji George, Prof. P P Pillai, Prof. K J Kurian, Dr. A M Jose, Prof. N. Sivanna, Prof. John S Moolakkattu, Dr. T M Joseph, Dr. Nisha V Nair, Prof. M Thangaraj, Prof. M Gopinath Reddy and all other faculty members and consultants from CRM. This piece of research work should not have been successful without the active co - operation and dedication of my team in the CRM, particularly Shri. VG Ramachandran Nair, Shri. C V Balamurali, Ms. Rekha V, Shri.T V Thilakan, Ms. K V Siji, Ms. Shamla Beevi, Shri. P M Joseph, Ms. Manasi Joseph, Ms. Benny K Abraham, Shri. Jacob Kuracheril Anthoney and Shri. P R Deepak. I record my heartfelt appreciation and gratefulness to all those who helped in this academic venture and hope this work will be a torchbearer in policy formulation and implementation.

Dr. S S Sreekumar
Chairman,
Centre for Rural Management (CRM)
Kottayam, Kerala

CONTENT

Executive Summary	01-39
CHAPTER 1 Introduction	40-116
CHAPTER 2 : State Wise Analysis of Assessment of the Objectives of BRGF	117-376
CHAPTER 3: Calculation of Performance Index	377-415
CHAPTER 4: Major Findings, Observations, Gaps, Recommendations and Conclusion	416-437
TABLES (Part II) State Wise Calculation Tables of Performance Index (Separate Report-Part II)	438-885
ANNEXURE I (Part II) Methodology for Calculation of Performance Index (Separate Report- Part II)	886-903

List of Tables

Table No.E.1	BRGF Districts (State wise)	04-06
Table No.E.2	Details of Schedules Covered in the Study	07-07
Table No.E.3	Weightage Scored for Each Parameter and Cumulative BRGF Index in 28 States	23-23
Table No.1.1	State Wise List of BRGF Districts	41-43
Table No.1.2	List of BRGF Districts Coming under Andhra Pradesh and Telangana	44-44
Table No. 1.3	List of BRGF Districts Additionally Included	44-44
Table No.1.4	Selected Districts from the States	51-52
Table No.1.5	Details of Districts, Blocks and Gram Panchayats from the 28 States Visited and Data Collected	52-66
Table No.1.6	Details of Urban/ Local Bodies Visited	67-69
Table No.1.7	Number of Local Bodies Visited in each State	69-69
Table No.1.8	Abstract of Field Visits in 28 States	70-70
Table No.1.9	Details of Schedules Covered in the Study	71-71
Table No.1.10	District Wise Fund Receipt and Utilization by the Four Selected Districts of Bihar (Rs. in lakhs)	79-79
Table No. 1.11	Funds Received & Utilized by Selected Districts (Rs.in lakhs)	80-80
Table No.1.12	Funds Received and Utilization by Selected Districts (Rs. In lakhs)	82-82
Table No. 1.13	Total Development Funds Received and utilized by the Selected Districts. (Rs. In lakhs)	85-85
Table No.1.14	Total Funds Received and Utilized by the selected Districts (Rs. in lakhs)	88-88
Table No. 1.15	Funds Received and Utilized by Selected Districts (Rs. in lakhs)	91-91
Table No.1.16	Total Funds Received and Utilized by Selected Districts (Rs.In lakhs)	93-93
Table No. 1.17	Total Development funds received and utilized by the selected Districts (In lakhs)	99-99
Table No.1.18	Funds Received and Utilized in Three Selected Districts (Rs. in lakhs)	101-101
Table No. 1.19	Total Funds Received and Utilized by selected Districts (Rs. in lakhs)	103-103
Table No.1.20	Development Funds Received and Utilized by the Selected Districts in Tamil Nadu (Rs. in lakhs)	106-106
Table No. 1.21	Total development fund Received and Utilized by selected Districts in Telangana (Rs. in crores)	107-107
Table No. 1.22	Total Funds Received and Utilized by Selected Districts (Rs.in crore)	110-110
Table No.1.23	Funds Received and Utilized by Selected Districts (Rs. in lakhs)	112-112
Table No.1.24	Per Capita Funds Received by the States	113-113
Table No.2.1.1	Details on the Involvement of Gram Sabha/Ward Sabha in the Planning Process and Implementation Process	118-118
Table No.2.1.2	Perception of the Local Community Regarding the Decentralized Planning and Implementation	119-119
Table No. 2.2.1	Details of Assets Created Converging BRGF Funds with Other Funds/ Schemes	150-150
Table No. 2.2.2	Details of Vetting of Plans and Consolidation of Action Plans of PRIs and Urban Local Bodies	152-152
Table No.2.2.3	Details of Perspective and District Plans	155-156
Table No.2.3.1	District Level Agencies / Functionaries Involved in Approval, Monitoring and Supervision of BRGF	159-161
Table No.2.3.2	Availability of Functionaries in the Zilla Parishad /District Panchayat for Planning, Implementation and Monitoring	162-164

TableNo.2.3.3	Availability of Administrative and Technical Functionaries in the Intermediate Panchayats	166-168
Table No.2.3.4	Availability of Functionaries in Gram Panchayats	169-170
Table No.2.3.5	Details of Additional Staff Appointed in Gram Panchayats	171-171
Table No.2.4.1	Availability of Staff for Administrative and Technical Management of BRGF in all the States	175-176
Table No.2.4.2	Availability of Functionaries to Manage BRGF by the Gram Panchayats and Urban Local Bodies	177-178
Table 2.4.3	Technical Support Received by the Gram Panchayats and Urban Local Bodies for Baseline Survey	181-181
Table No. 2.4.4	Availability of Functionaries Having Experience in the Implementation of BRGF in Selected Local Bodies	184-185
Table No. 2.4.5	Details of Local Bodies that have Uploaded Action Plan in the <i>Plan Plus</i>	187-187
Table No. 2.4.6	Usage and Quality of Assets created in Selected Local Bodies	189-189
Table No. 2.4.7	Details of Local Bodies that have Registered the Assets created in the Asset Register	192-192
Table No.2.4.8	Number of Works Verified in the Selected Local Bodies and the Time Frame Taken to Complete the Assets	195-195
Table No. 2.4.9	Details of Projects initiated and Abandoned in Selected Local Bodies	196-197
Table No. 2.4.10	Details of Social Audit Conducted in the Selected Gram Panchayats and Urban Local Bodies.	198-198
Table No. 2.5.1	Category Wise Number of Projects Undertaken by the State	202-208
Table No 2.5.2	Average Number of Projects Undertaken in Various Districts in each States	210-210
Table No.2.5.3	Category wise Investment Made Various Categories of Works (Rs.In Lakhs)	211-212
Table No. 2.5.4	Total Number of Assets Created in the Visited Local Bodies and the Number of Assets Verified	241-242
Table No. 2.5.5	Number of Local Bodies that have Prepared Plans to Bridge Gaps	244-244
Table No.2.6.1	Details of Assets Verified and Assets Created under Convergence	249-250
Table No.2.6.2	Details of Projects having Convergence with Other Funds	252-262
Table No.2.7.1	Eligibility, Release and Utilization of Capacity Building Funds (Rs.in Crores)	266-267
Table No.2.7.2	Year Wise Receipt of Capacity Building Fund (in crores)	271-271
Table No. 2.7.3	Year Wise Participation in the Trainings	294-294
Table No.2.8.1	Details of Time Frame Taken to Complete the Project	300-301
Table No.2.8.2	Percentage of Projects Completed under Various Categories of Time Frames	301-302
Table.No. 2.9.1	Allocation, Release and Utilization of Development Funds by each State(Rs. in Crores)	316-318
Table No. 2.9.2	Number of Assets towards Time frame for Completion of Assets	328-328
Table No. 2.10.1	Details of Local Bodies visited, Number of Assets Verified and the Number of Local Community Whose Opinions were collected	332-333
Table No. 2.10.2	Details of Quality of Assets Verified	333-334
Table No. 2.10.3	List of Very Poor Assets Verified	335-335
Table No. 2.10.4	Details of Assets Constructed in Best Quality	339-340
Table No. 2.10.5	Quality of Assets Created According to the Community Members /Stakeholders Interviewed	341-341
Table No. 2.11.1	Usage of Assets based on Verification of Assets	348-348
Table No.2.11.2	Details of Usage of Assets according to the Perception of the Stakeholders	353-353

Table No. 2.12.1	Number of PRIs and ULBs Maintain the Asset Register	360-361
Table No. 2.12.2	Details of Assets Requiring Maintenance and Availability of Funds for Maintenance	364-364
Table No. 2.13.1	Details of Local Bodies that have Conducted Social Audit	369-369
Table No. 2.13.2	Responses of the Stakeholders on Social Audit from Gram Panchayats	371-371
Table No. 2.13.3	Responses of Stakeholders on Social Audit from Urban Local Bodies	373-374
Table No. 3.1.5	Cumulative Performance Index of <u>Andhra Pradesh</u>	378-378
Table No. 3.2.5	Cumulative Performance Index of <u>Arunachal Pradesh</u>	379-379
Table No. 3.3.5	Cumulative Performance Index of <u>Assam</u>	380-380
Table No. 3.4.5	Cumulative Performance Index of <u>Bihar</u>	381-381
Table No. 3.5.5	Cumulative Performance Index of <u>Chhattisgarh</u>	382-382
Table No. 3.6.5	Cumulative Performance Index of <u>Gujarat</u>	383-383
Table No. 3.7.5	Cumulative Performance Index of <u>Haryana</u>	384-384
Table No. 3.8.5	Cumulative Performance Index of <u>Himachal Pradesh</u>	385-385
Table No. 3.9.5	Cumulative Performance Index of <u>Jammu & Kashmir</u>	386-386
Table No. 3.10.5	Cumulative Performance Index of <u>Jharkhand</u>	387-387
Table No. 3.11.5	Cumulative Performance Index of <u>Karnataka</u>	388-388
Table No. 3.12.5	Cumulative Performance Index of <u>Kerala</u>	389-389
Table No. 3.13.5	Cumulative Performance Index of <u>Madhya Pradesh</u>	390-390
Table No. 3.14.5	Cumulative Performance Index of <u>Maharashtra</u>	391-391
Table No. 3.15.5	Cumulative Performance Index of <u>Manipur</u>	392-392
Table No. 3.16.5	Cumulative Performance Index of <u>Meghalaya</u>	393-393
Table No. 3.17.5	Cumulative Performance Index of <u>Mizoram</u>	394-394
Table No. 3.18.5	Cumulative Performance Index of <u>Nagaland</u>	395-395
Table No. 3.19.5	Cumulative Performance Index of <u>Odisha</u>	396-396
Table No. 3.20.5	Cumulative Performance Index of <u>Punjab</u>	397-397
Table No. 3.21.5	Cumulative Performance Index of <u>Rajasthan</u>	398-398
Table No. 3.22.5	Cumulative Performance Index of <u>Sikkim</u>	399-399
Table No. 3.23.5	Cumulative Performance Index of <u>Tamil Nadu</u>	400-400
Table No. 3.24.5	Cumulative Performance Index of <u>Telangana</u>	401-401
Table No. 3.25.5	Cumulative Performance Index of <u>Tripura</u>	402-402
Table No. 3.26.5	Cumulative Performance Index of <u>Uttar Pradesh</u>	403-403
Table No. 3.27.5	Cumulative Performance Index of <u>Uttarakhand</u>	404-404
Table No. 3.28.5	Cumulative Performance Index of <u>West Bengal</u>	405-405
Table No.3.29	Weightage Scored for Each Parameter and Cumulative BRGF Index in 28 States	406-406

List of Figures

Figure No. E.1	Assessment of whether BRGF Helped to Bridge Critical Gaps in Local Infrastructure and other Development Requirements which are Not Being Adequately Addressed the Existing Inflows	24-24
Figure No. E.2	Assessment of whether BRGF Strengthened PRIs& ULBs Level Governance with Appropriate CV and Facilitated Participatory Planning decision making Implementation Monitoring	25-25
Figure No. E.3	Assessment of Professional Support provided towards Planning Implementation and Monitoring	26-26
Figure No. E.4	Assessment of improvement in Performance and Delivery of Critical Functions Assigned to Panchayats and ULBs and Centre Possible efficiency and equity to assess as account of inadequate Local Capacity	27-27
Figure No. E.5	Cumulative Performance Index (CPI) of the Extent of Fulfillment of the Objectives of BRGF	28-28
Figure No. 1.1	Location Map of the Selected Districts for Field Work	50-50
Figure No.1.2	Per Capita Development Fund Received	114-114
Figure No. 1.3	Per Capita Capacity Development Fund	116-116
Figure No.2.1.1	Sensitization of the Local Community	121-121
Figure No. 2.1.2	Conducting Base Line Survey	123-123
Figure No. 2.1.3	Consolidation of Base Line Survey	125-125
Figure No. 2.1.4	Identification of Felt Needs	127-127
Fig No.2.1.5	Prioritization of Schemes in Gram Sabhas	129-129
Figure No.2.1.6	Presentation of Annual Action Plans in the Gram/Ward Sabha	131-131
Fig No.2.1.7	Details of Special Gram Sabhas Conducted for Implementation	133-133
Figure 2.1.8	Details of Social Audit Conducted in Selected Local Bodies	135-135
Figure No.2.1.9	Community Members/Stakeholders had suggested Works in the Gram Sabha	137-137
Figure No.2.1.10	Community Members/Stakeholders Associated with the Preparation of Action Plan	139-139
Figure No.2.1.11	Community Members/Stakeholders Associated with Implementation of Works	140-140
Figure No.2.1.12	Perception of the Community Members/Stakeholders whether The Work was part of the Approved Action Plan	141-141
Figure No.2.1.13	Community Members/Stakeholders opined that “Action Plan was discussed in the Gram Sabha/Ward Sabha”	143-143
Figure No.2.1.14	Community Members/Stakeholders opined that “Social Audit has been conducted”	144-144
Figure No.2.1.15:	Eight Identified Parameters observed in the Decentralized Planning Process where Gram Sabhas had an Active Role	145-145
Figure No.2.1.16	Six Identified Reflections Obtained from the Local Community/Stakeholders towards the Planning and Implementation Process	146-146
Figure No. 2.2.1	Planning Process	153-153
Figure No.2.3.1	Institutional Structure for Quality Programme Management Strategies and Review	172-172
Figure No. 2.4.1	Status of the Adequate Functionaries in the Gram Panchayats to Administer BRGF	179-179
Figure No. 2.4.2	Status of the Adequate Functionaries in the ULBs to Administer BRGF	180-180

Figure No. 2.4.3	Percentage of Gram Panchayats Received Technical Support	182-182
Figure No. 2.4.4	Percentage of Urban Local Bodies Received Technical Support for Baseline Survey	183-183
Figure No. 2.4.5	Percentage of Local Bodies Where Functionaries are Aware of BRGF	186-186
Figure No. 2.4.6	Percentage of Local Bodies Uploaded Action Plan in Plan Plus	188-188
Figure No. 2.4.7	Percentage of Assets in Good Quality	190-190
FigureNo.2.4.8	Percentage of the Perception of Community Members on Usage of Assets	191-191
Figure No: 2.4.9	Percentage of Local Bodies Maintained Asset Register	193-193
Figure No.2.5.1	Investment Pattern of Funds under BRGF by Selected Local Bodies across States	213-213
Figure No.2.5.2	Sector wise Investment of Local Bodies under BRGF in Andhra Pradesh	214-214
Figure No. 2.5.3	Sector wise Investment of Local Bodies under BRGF in Arunachal Pradesh	215-215
Figure No. 2.5.4	Sector wise Investment of Local Bodies under BRGF in Assam	216-216
Figure No. 2.5.5	Sector wise Investment of Local Bodies under BRGF in Bihar	217-217
Figure No. 2.5.6	Sector wise Investment of Local Bodies under BRGF in Chhattisgarh	218-218
FigureNo.2.5.7	Sector wise Investment of Local Bodies under BRGF in Gujarat	219-219
Figure No. 2.5.8	Sector wise Investment of Local Bodies under BRGF in Haryana	220-220
Figure No. 2.5.9	Sector wise Investment of Local Bodies under BRGF in Himachal Pradesh	221-221
Figure No.2.5.10	Sector wise Investment of Local Bodies under BRGF in Jammu Kashmir	222-222
Figure No.2.5.11	Sector wise Investment of Local Bodies under BRGF in Jharkhand	223-223
Figure No. 2.5.12	Sector wise Investment of Local Bodies under BRGF in Karnataka	224-224
Figure No. 2.5.13	Sector wise Investment of Local Bodies under BRGF in Kerala	225-225
Figure No.2.5.14	Sector Wise Investment of Local Bodies under BRGF in Madhya Pradesh	226-226
Figure No. 2.5.15	Sector wise Investment of Local Bodies under BRGF in Maharashtra	227-227
Figure No. 2.5.16	Sector wise Investment by the Village Councils under BRGF in Manipur	228-228
Figure No. 2.5.17	Sector wise Investment by the Village Employment Councils and ULBs under BRGF in Meghalaya	229-229
Figure No. 2.5.18	Sector wise Investment by the Village Councils in Mizoram	230-230
Figure No. 2.5.19	Sector wise Investment by the VDBs and ULBs under BRGF in Nagaland	231-231
Figure No. 2.5.20	Sector wise Investment of Local Bodies under BRGF in Odisha	232-232
Figure No. 2.5.21	Sector wise Investment of Local Bodies in Punjab	233-233
Figure No.2.5.22	Sector wise Investment of Local Bodies under BRGF in Rajasthan	234-234
Figure No. 2.5.23	Sector wise Investment of Local Bodies under BRGF in Sikkim	235-235
Figure No. 2.5.24	Sector wise Investment of Local Bodies under BRGF in Tamil Nadu	236-236
Figure No. 2.5.25	Sector wise Investment of Local Bodies under BRGF in Telangana	237-237
Figure No. 2.5.26	Sector wise Investment of Local Bodies under BRGF in Tripura	238-238
Figure No. 2.5.27	Sector wise Investment of Local Bodies under BRGF in Uttar Pradesh	239-239
Figure No. 2.5.28	Sector wise Investment of Local Bodies under BRGF in Uttarakhand	240-240
Figure No. 2.5.29	Sector wise Investment of Local Bodies under BRGF in West Bengal	241-241
Figure No. 2.5.30	Percentage of Gram Panchayats Prepared Plans to Bridge Gaps	245-245
Figure No. 2.5.31	Percentage of ULBs Prepared Plans to Bridge Gaps	246-246
Figure No.2.6.1	Assets Created Under Convergence out of the Verified Assets	251-251
Figure No. 2.7.1	Percentage of Release of Capacity Building Funds to Allocation	268-268
Figure No.2.7.2	Percentage of Utilization of Capacity Building Fund	270-270
Figure No. 2.7.3	Capacity Building Structure of Assam	275-275
Figure No. 2.7.4	Capacity Building Structure of Bihar	276-276
Figure No. 2.7.5	Capacity Building Structure of Chhattisgarh	278-278
Figure No. 2.7.6	Capacity Building Structure of Gujarat	279-279
Figure No. 2.7.7	Capacity Building Structure of Jharkhand	281-281

Figure No. 2.7.8	Capacity Building Structure of Madhya Pradesh	284-284
Figure No. 2.7.9	Capacity Building Structure of Maharashtra	286-286
Figure No. 2.7.10	Capacity Building Structure of Odisha	289-289
Figure No. 2.7.11	Capacity Building Structure of Uttar Pradesh	295-295
Figure No. 2.7.12	Capacity Building Structure of West Bengal	297-297
Figure No.2.8.1	The Status of National Average (Across the States) of Works Completed within each Time Frame after the Introduction	303-303
Figure No.2.8.2	Percentage of Assets completed within One Month	304-304
Figure No.2.8.3	Percentage of Assets Completed between More One Month and Two Months	306-306
Figure No.2.8.4	Percentage of Assets Completed between More than Two Months and Four Months	307-307
Figure No.2.8.5	Percentage of Assets Completed between More than Four Months and Eight Months	309-309
Figure No.2.8.6	Percentage of Assets Completed between More than Eight Months and One Year	310-310
Figure No.2.8.7	Percentage of Assets Taken More than One Year for Completion	312-312
Figure No. 2.9.1	Percentage of Assets Completed within One Year from the Verified Assets	329-329
Figure No. 2.10.1	Percentage of Various Categories of Assets	334-334
Figure No. 2.10.2	Percentage of Assets in 'Best' and 'Very Good' Quality	338-338
Figure No. 2.10.3	Quality of Assets according to Stakeholder's Perception	342-342
Figure No. 2.10.4	Percentage of Stakeholders Opined the Assets in 'Best' and 'Very Good' Quality.	344-344
Figure No. 2.11.1	Percentage of 'Fully Used' Assets based on the Verified Assets	352-352
Figure 2.11.2	Percentage of Stakeholders Opined the Assets are 'Fully Used'	357-357
Figure No. 2.12.1	Local Bodies Maintained Asset Register	362-362
Figure No. 2.12.2	Local Bodies Maintained Asset Register up to Date	363-363
Figure No.2.12.3	Percentage of Assets Require Maintenance Based on Verified Assets	365-365
Figure No. 2.13.1	Local Bodies that have Conducted Social Audit	370-370
Figure No 2.13.2	Percentage of Stakeholders Opined Social Audit was conducted in Selected Gram Panchayats	372-372
Figure No. 2.13.3	Percentage of Stakeholders Opined Social Audit Conducted in Selected Urban Local Bodies	374-374
Figure No. 2.13.4	Responses of GPs & ULBs and Stakeholders on the conduct of Social Audit	375-375
Figure No. 3.1	'Cumulative BRGF Performance Index' of Andhra Pradesh	379-379
Figure No. 3.2	'Cumulative BRGF Performance Index' of Arunachal Pradesh	380-380
Figure No. 3.3	'Cumulative BRGF Performance Index' of Assam	381-381
Figure No. 3.4	'Cumulative BRGF Performance Index' of Bihar	382-382
Figure No. 3.5	'Cumulative BRGF Performance Index' of Chhattisgarh	383-383
Figure No. 3.6	'Cumulative BRGF Performance Index' of Gujarat	384-384
Figure No. 3.7	'Cumulative BRGF Performance Index' of Haryana	385-385
Figure No. 3.8	'Cumulative BRGF Performance Index' of Himachal Pradesh	386-386
Figure No. 3.9	'Cumulative BRGF Performance Index' of Jammu & Kashmir	387-387
Figure No. 3.10	'Cumulative BRGF Performance Index' of Jharkhand	388-388
Figure No. 3.11	'Cumulative BRGF Performance Index' of Karnataka	389-389
Figure No. 3.12	'Cumulative BRGF Performance Index' of Kerala	390-390
Figure No. 3.13	'Cumulative BRGF Performance Index' of Madhya Pradesh	391-391
Figure No. 3.14	'Cumulative BRGF Performance Index' of Maharashtra	392-392
Figure No. 3.15	'Cumulative BRGF Performance Index' of Manipur	393-393
Figure No. 3.16	'Cumulative BRGF Performance Index' of Meghalaya	394-394
Figure No. 3.17	'Cumulative BRGF Performance Index' of Mizoram	395-395

Figure No. 3.18	‘Cumulative BRGF Performance Index’ of Nagaland	396-396
Figure No. 3.19	‘Cumulative BRGF Performance Index’ of Odisha	397-397
Figure No. 3.20	‘Cumulative BRGF Performance Index’ of Punjab	398-398
Figure No. 3.21	‘Cumulative BRGF Performance Index’ of Rajasthan	399-399
Figure No. 3.22	‘Cumulative BRGF Performance Index’ of Sikkim	400-400
Figure No. 3.23	‘Cumulative BRGF Performance Index’ of Tamil Nadu	401-401
Figure No. 3.24	‘Cumulative BRGF Performance Index’ of Telangana	402-402
Figure No. 3.25	‘Cumulative BRGF Performance Index’ of Tripura	403-403
Figure No. 3.26	Cumulative BRGF Performance Index’ of Uttar Pradesh	404-404
Figure No. 3.27	‘Cumulative BRGF Performance Index’ of Uttarakhand	405-405
Figure No. 3.28	Cumulative BRGF Performance Index’ of West Bengal	406-406
Figure No. 3.29	Assessment of whether BRGF Helped to Bridge Critical Gaps in Local Infrastructure and other Development Requirements which are Not Being Adequately Addressed the Existing Inflows	408-408
Figure No. 3.30	Assessment of whether BRGF Strengthened PRIs& ULBs Level Governance with Appropriate CV and Facilitated Participator Planning decision making Implementation Monitoring	409-409
Figure No. 3.31	Assessment of Professional Support provided towards Planning Implementation and Monitoring	410-410
Figure No. 3.32	Assessment of improvement in Performance and Delivery of Critical Functions Assigned to Panchayats and ULBs and Centre Possible efficiency and equity to assess as account of inadequate Local Capacity	411-411
Figure No. 3.33	Cumulative Performance Index (CPI) of the Extent of Fulfillment of the Objectives of BRGF	412-412
Figure No.4.1	Cumulative BRGF Performance Index of 28 States	428-428

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Executive Summary

E.1. Background

The Backward Region Fund Scheme has been launched initially in 250 backward districts in the country (later extended to 22 more districts from the year 2006-07) with the following objectives.

1. Bridge critical gaps in local infrastructure and other development requirements that are not being adequately met through existing inflows.
2. Strengthen to this end Panchayat and Municipality level governance with more appropriate capacity building, to facilitate participatory planning, decision making, implementation and monitoring to reflect local felt needs.
3. Provide professional support to local bodies for planning implementation and monitoring their plans.
4. Improve the performance and delivery of critical functions assigned to Panchayats, and counter, possible efficiency and equity losses on account of inadequate local capacity.

The majority of the BRGF districts belong to the States of Bihar, Uttar Pradesh, Madhya Pradesh, Odisha, Jharkhand and Chhattisgarh. Mostly the districts coming under the scheme are populated by the Scheduled Castes, Scheduled Tribes and Muslim minorities in large numbers. The scheme has been wound up in the year 2014-15

E.2. Main Objectives of the Study

The study commissioned by the Ministry of Panchayati Raj (MoPR) proposes to evaluate BRGF vis-à-vis its objectives, process improvement, outcomes and intended changes, shortcomings/ gaps and to provide recommendations. The objectives are

- (i) To assess the extent (on the scale of 0-10 for each state) to which objectives of BRGF including implementation of decentralized planning have been fulfilled.

- (ii) To evaluate the extent of involvement of grassroots level local governments in planning.
- (iii) To assess the quality of district plans with reference to BRGF guidelines, reasons for shortcomings/ deficiencies, assess effort made towards capacity building, planning process, role of TSI etc.
- (iv) To review the institutional structures and quality of programme management including review systems at State and district levels, and adequacy of monitoring mechanism.
- (v) To assess the administrative and technical capabilities of the agencies towards planning and executing various activities
- (vi) To assess whether the activities taken up in the annual plans by the Panchayats / ULBs helped in the mitigation of backwardness.
- (vii) To assess whether activities being implemented under BRGF are in convergence and synergistic mode with other Central/State sector schemes or are being implemented on standalone basis.
- (viii) To assess the extent to which Elected Representatives and Panchayat Functionaries have been trained under the component “capacity building of the programme”.
- (ix) To assess the time taken in completion of an activity/ work after initial funding was made to the implementing entities.
- (x) To assess whether funds allocated under the plan by the Zilla Panchayats for an activity in a particular financial year were adequate or they needed to wait for funds in subsequent years for completing the works.
- (xi) To assess the quality of various assets created.
- (xii) To assess the usage of assets created for the purpose for which they were created
- (xiii) To assess the capacity of PRIs to maintain created assets.
- (xiv) To assess the extent to which social audit has been conducted and its effectiveness as a monitoring system

(xv) To identify the gaps in the overall construct of the scheme and make recommendations for improvements for implementation of such a scheme for the backward areas.

(xvi) To assess the compliance of observations made by the ministry regarding deficiencies in annual plan proposals of the States.

E. 3. Approach and Methodology

The study is based on primary data collected from the PRIs and ULBs and secondary data. The primary data has been collected through a sample survey across 52 districts selected from 28 States. The PRI sample consists of 52 districts, 156 blocks 626 Gram Panchayats and 86 Urban Local Bodies. The verified asset sample consists of 2910 assets from the selected 712 Gram Panchayats and Urban Local Bodies and the beneficiary sample consists of 6671 stakeholders from the 712 local bodies.

E.3.1. Methodology

Both primary and secondary data were collected for the evaluation. The methodology for completing the assignment was collection of data, interaction with elected functionaries, discussions with officials of Panchayati Raj Institutions /Municipalities, Implementing officers of the line departments, focus group discussions with beneficiaries, interview of selected beneficiaries of selected assets and physical verification of assets created under the scheme.

E.3.2. Sample

As per the terms of reference four districts were selected from the States (Bihar, Madhya Pradesh and Uttar Pradesh) having more than 25 BRGF districts, three districts were selected from the States (Odisha and Jharkhand) having 16-25 BRGF Districts. Two districts were selected from the States that have more than four BRGF Districts and only one district has been selected from the States where the number of BRGF districts are four or less. The number and names of BRGF districts in each States are provided in Table No. E.1

Table No. E.1. BRGF Districts (State wise)

SI No	Name of State	Name of BRGF Districts
1.	Andhra Pradesh	1.Anantapur, 2. Chittoor, 3. Cuddapah, 4. Vizianagaram
2.	Arunachal Pradesh	1.Upper Subansiri
3.	Assam	1.Barpeta, 2.Bongaigaon, 3.Cachar, 4.Dhemaji, 5.Goalpara, 6.Hailakandi, 7.Karbi Anglong, 8.Kokarajhar, 9.Moregaon, 10.North Lakhimpur, 11.North Cachar Hills, 12.Baksa 13.Chirang
4.	Bihar	1.Araria, 2.Aurangabad, 3.Banka, 4.Begusarai, 5.Bhagalpur, 6.Bhojpur, 7.Buxar, 8.Darbhanga, 9.Gaya, 10.Gopalganj, 11.Jamui, 12.Jehanabad, 13.Kaimur, 14.Katihar, 15.Kishanganj, 16.Khagaria, 17.Lakhisarai, 18.Madhepura, 19.Madhubani, 20.Munger, 21.Muzaffarpur, 22.Nalanda, 23.Nawada, 24.Patna, 25.Paschim Champaran, 26.Purbi Champaran, 27.Purnia, 28.Rohtas, 29.Saharsa, 30.Samastipur, 31.Saran, 32.Sheikhpura, 33.Sheohar, 34.Sitamarhi, 35.Supaul, 36.Vaishali, 37.Arwal, 38. Siwan
5.	Chhattisgarh	1.Bastar, 2.Bilaspur, 3.Dantewada, 4.Dhamtari, 5.Jashpur, 6.Kanker, 7.Narayanpur 8.Korba, 9.Koriya, 10.Mahasammund, 11.Raigarh, 12.Sarguja, 13.Rajnandgaon, 14.Bijapur, 15.Kabirdham
6.	Gujarat	1.Banas Kantha, 2.Dang, 3.Dahod, 4.Narmada, 5.Panchmahal, 6.Sabar Kantha
7.	Haryana	1.Mahendragarh, 2. Sirsa
8.	Himachal Pradesh	1.Chamba, 2. Sirmaur
9.	Jammu & Kashmir	1.Doda, 2.Kishtwar, 3. Kupwara, 4.Poonch, 5.Ramban
10.	Jharkhand	1.Bokaro, 2.Chatra, 3.Deoghar, 4.Dhanbad, 5.Dumka, 6.Garhwa, 7.Giridih, 8.Godda, 9.Gumla, 10.Hazaribagh, 11.Jamtara, 12.Koderma, 13.Latehar, 14.Lohardagga, 15.Pachhim Singhbhum, 16.Pakaur, 17.Palamu, 18.Ranchi, 19.Sahebganj, 20.Saraikela Kharswan, 21.Simdega, 22.Ramgarh, 23.Khunti
11.	Karnataka	1.Bidar, 2.Chitradurga, 3.Davangere,

		4.Gulberga, 5.Raichur, 6.Yadgir
12.	Kerala	1.Palakkad, 2.Wyanad
13.	Madhya Pradesh	1.Balaghat, 2.Barwani, 3.Betul, 4.Chhattarpur, 5.Damoh, 6.Dhar, 7.Dindori, 8.Guna, 9.Jhabua, 10.Katni, 11.Khandwa, 12.Mandla, 13.Panna, 14.Rajgarh, 15.Rewa, 16.Satna, 17.Seoni, 18.Shahdol, 19.Sheopur, 20.Shivpuri, 21.Sidhi, 22.Tikamgarh, 23.Umaria, 24.Burhanpur, 25.Khargone, 26.Alirajpur, 27.Anuppur, 28.Ashoknagar, 29.Chhindwara, 30.Singraule
14.	Maharashtra	1.Ahmadnagar, 2.Amravati, 3.Aurangabad, 4.Bhandara, 5.Chandrapur, 6.Dhule, 7.Gadchiroli, 8.Gondia, 9.Hingoli, 10.Nanded, 11.Nandurbar, 12.Yavatmal
15.	Manipur	1.Chandel, 2.Churchandrapur, 3.Tamenglong
16.	Meghalaya	1.Ri-bhoi, 2.South Garo Hills, 3.West GaroHilla
17.	Mizoram	1.Lawngtali, 2. Saiha
18.	Nagaland	1.Kiphrie, 2.Longleng, 3. Mon, 4.Tuensang, 5.Wokha
19.	Odisha	1.Bolangir, 2.Boudh, 3.Bargarh, 4.Kandhamal, 5.Gajapati, 6.Ganjam, 7.Jharsuguda, 8.Kalahandi, 9.Keonjihar, 10.Koraput, 11.Malkangiri, 12.Mayurbhanj, 13.Nabrangpur, 14.Nuapada, 15.Phulbani, 16.Rayagada, 17.Sambalpur, 18.Sonapur, 19.Sundargarh, 20.Deogarh
20.	Punjab	1.Hoshiarpur
21.	Rajasthan	1.Banswara, 2.Barmer, 3.Chittaurgarh, 4.Dungarpur, 5.Jaisalmer, 6.Jalore, 7.Jhalawar, 8.Karauli, 9.Pratapgarh, 10.Sawai Madhopur, 11.Sirohi, 12. Tonk, 13. Udaipur
22.	Sikkim	1.North District
23.	Tamil Nadu	1.Cuddalore, 2.Dindigul, 3.Nagapatinam, 4.Sivaganga, 3.Tiruvannamalai, 6.Villupuram
24.	Telangana	1.Adilabad, 2.Karimnagar, 3.Khammam, 4.Mahaboobnagar, 5.Medak, 6.Nalgonda, 7.Nizamabad, 8.Rangareddy, 9.Warangal
25.	Tripura	1.Dhalai
26.	Uttarakhand	1.Chamoli, 2. Champawat, 3. TehriGarhwal

27.	Uttar Pradesh	1.Ambedkar Nagar, 2.Azamgarh, 3.Bahraich, 4.Balrampur, 5.Banda, 6.Barabanki, 7.Basti, 8.Kasganj, 9.Chandauli, 10.Chitrakoot, 11.Etah, 12.Farrukhabad, 13.Fatehpur, 14.Gonda, 15.Gorakhpur, 16.Hamirpur, 17.Hardoi, 18.Jalaun, 19.Jaunpur, 20.Kaushambi, 21.Kushinagar, 22.Lakhimpurkhiri, 23.Lalitpur, 24.Maharajganj, 25.Mahoba, 26.Mirzapur, 27.Pratapgarh, 28.Raibareilly, 29.Sant Kabir Nagar, 30.Shrawasti, 31.Siddhartha Nagar, 32.Sitapur, 33.Sonbhadra, 34.Unnao, 35.Badaun
28.	West Bengal	1. South Paraganas, 2.Bankura, 3.Birbhum, 4.Dinajpur Dakshin, 5.Dinajpur Uttar, 6.Jalpaiguri, 7.Maldah, 8.Medinipur East, 9.Medinipur West, 10.Murshidabad, 11.Purulia

Source: MoPR, Govt. of India, New Delhi

The district for field survey has been selected in such a way that at least one of the best performing districts is visited so that a comprehensible picture of the implementation of the scheme will be captured. From each district three blocks were selected out of which one being a best performed, one least performed and one medium performed. Two Urban Local Bodies from each district also were selected randomly. Further from each block four Gram Panchayats were selected randomly for data collection. From each selected Gram Panchayat and Urban Local Body five assets developed under BRGF were physically verified and two stakeholders of each verified asset were interviewed. If the number of assets created under BRGF is less than five, then the opinion of more stakeholders on the existing assets have been captured. At least one Focus Group Discussion (FGD) was conducted for each Gram Panchayat / ULB. Details of selected districts, blocks and Gram Panchayats are given in Table No. 1.4 in Chapter 1. The Urban Local Bodies visited from each State are provided in Table No.1.5 in Chapter 1.

Tools

Separate Schedules /Checklist were prepared to collect data from the different stakeholders in BRGF.

- 1) Schedule /Checklist for collecting information from the State Administration at the Headquarters
- 2) Schedule /Checklist for collecting information from the District Planning Committee (DPCs)
- 3) Schedule /Checklist for collecting information from the Zilla Parishads
- 4) Schedule /Checklist for collecting information from the Intermediate Panchayats
- 5) Schedule /Checklist for collecting information from the Gram Panchayats and Urban Local bodies
- 6) Schedule /Checklist for collecting information from the SIRDs (State Institute of Rural Developments)
- 7) Schedule/Checklist for collecting information from the Stakeholders of the Asset.
- 8) Schedule/Checklist for understanding the status of the Assets

From each selected Gram Panchayat and Urban Local Body five assets which have been constructed under BRGF were physically verified and details of the assets such as measurement, year and month of starting and completion, amount of administrative sanction, bill amount etc were documented. Two/many stakeholders of each asset were interviewed and at least one Focus Group Discussion (FGD) conducted in each Gram Panchayats and Urban Local Bodies. Separate survey forms for verification of assets and to interview the stakeholders also have been prepared. The details of questionnaires covered in the 28 States are provided in Table No. E.2

Table No.E.2: Details of Schedules Covered in the Study

Sl No	Details of Schedule Administered at Different Levels	Total Number
1.	State Administration	28
2.	SIRDs	28
3.	Districts	52
4.	Intermediate Panchayats	156
5.	Gram Panchayats	626
6.	Urban Local Bodies	86
7.	Assets	2910
8.	Local Community (Stakeholders)	6661

Source: Terms of Reference & Field Data

Methodology for Assessing the Extent (on the scale of 0-10 for each State) to which Objective of BRGF including the Implementation of Decentralized Planning

As per the terms of reference for the study a composite BRGF Index is to be prepared. To arrive at a cumulative measure from the analysis of four parameters, an overall value was assigned to each parameter and the value assigned is 2.5. To arrive at this overall value, questions from the PRI Schedules, Asset Schedules, Stakeholder Schedules and Community Schedules (FGD format) were assigned to each parameter. Questions were assigned to each parameter and classified therein as indicators, based on the specific aspect of the parameter that a question represented. Each question was then assigned a marking scale so as to analyze the performance of each PRI and Municipality (ULB).

Data from the field visits were used to mark the performance of every PRI and Municipality. However, the marks secured by a State for a particular parameter was calculated by dividing the marks obtained by that State for that parameter with the maximum marks that can be scored in that parameter and then multiplying the result with the overall value of 2.5. The overall score of a State was determined as the aggregate of the scores obtained in all the four parameters.

Parameter 1: Assessment of whether BRGF helped to bridge critical gaps in local infrastructure and other development requirements which are not being adequately addressed through existing inflows

Seven indicators are assessed and 27 questions are asked. Maximum and minimum marks that can be scored are 71 and 0, respectively. The State's score is calculated by dividing the marks obtained with the Maximum Mark (71) and then multiplying it with 2.5. (Refer Table No. A1.1 in Annexure 1)

Parameter 2: Assessment of whether the BRGF schemes strengthened Panchayat and Municipality level governance with appropriate capacity building and facilitated participatory planning, decision making implementation and monitoring that reflected local needs.

Six indicators are assessed and 19 questions are asked. Maximum and minimum marks that can be scored are 100 and 0 respectively. The score of a State is calculated by dividing the marks obtained with the Maximum Mark (100) and then multiplying the result with 2.5. (Refer Table No. A1.2 in Annexure 1)

Parameter 3: Assessment of professional support provided to local bodies towards, planning, implementation and monitoring under BRGF

Three indicators are assessed and nine questions are asked. The maximum and minimum marks that can be scored are 33 and 0, respectively. State's score is calculated by dividing the marks obtained with the Maximum Mark (33) and then multiplying the result with 2.5. (Refer Table No. A1.3 in Annexure 1)

Parameter 4: Assessment of the improvement in performance and delivery of critical functions assigned to Panchayats and Municipalities and counter possible efficiency and equity losses an account of inadequate local capacity.

Six indicators are assessed and 21 questions are asked. Maximum marks and minimum marks that can be scored are 105 and 0, respectively. The score of a State is calculated by dividing the marks obtained with Maximum Mark (105) and then multiplying the result with 2.5. (Refer Table No. A1.4 in Annexure 1)

Pilot Study

The reports of the implementation of the scheme in Uttar Pradesh and Maharashtra have been prepared (separately) by applying the above methodology and submitted to the Ministry and followed suit in 10 selected States as the first and second phase of the report.

4. Main Findings and Observations

E.4.1. Involvement of Grass Roots Level Local Governments in Planning

The scheme had been designed for preparation and implementation of plans by the Panchayati Raj Institutions and Urban Local Bodies in a participatory mode. The Gram Panchayats and Urban Local Bodies were required to convene Gram Sabha/

area Sabhas/ Ward Sabha and assess felt needs of the community. Before the conduct of Gram Sabhas sensitization of the community were to be undertaken and a baseline survey to be conducted. All the local bodies visited in Assam, Bihar, Himachal Pradesh, Maharashtra, Odisha, Tripura and West Bengal had created awareness among the community giving wide publicity of the programme through newspapers and visual media.

In the States of Arunachal Pradesh, Odisha, Tamil Nadu, Tripura and Uttarakhand Gram Panchayats had not implemented the scheme though they have participated in the plan preparation process. In the States of Arunachal Pradesh, Tripura and Jammu & Kashmir, the scheme was mainly implemented by the line departments while in Jharkhand the District Panchayat had implemented the scheme. In the State of Mizoram the district level planning and implementing committee only had implemented the scheme. In the States of Manipur, Meghalaya and Nagaland the village employment committees/ village councils / village development boards had implemented the scheme. In Assam the Kokrajhar district which comes under the 6th Schedule area the implementing agencies were block development offices and line departments. In the States of Andhra Pradesh, Bihar, Chhattisgarh, Gujarat, Haryana, Himachal Pradesh, Karnataka, Kerala, Madhya Pradesh, Punjab, Rajasthan, Telangana, Uttar Pradesh and West Bengal the three tiers of Panchayati Raj Institutions and the urban local bodies had implemented the scheme. In the State of Maharashtra the Gram Panchayats and Urban Local Bodies only had implemented the scheme. Services of the technical support institutions were obtained by only 38 districts out of the 52 districts visited. In the districts which had availed the services of TSIs, the activities were limited to the preparation of perspective plans only. .

All the local bodies in the States of Andhra Pradesh, Chhattisgarh, Haryana, Himachal Pradesh, Maharashtra and Meghalaya had conducted baseline survey. More than 90 per cent local bodies in the States of Manipur and Mizoram also had conducted baseline survey. Though baseline survey had been conducted in all the Halqua Panchayats in Jammu & Kashmir the Panchayats were not involved in the process. None of the local bodies / village level bodies in the States of Arunachal Pradesh,

Jharkhand, Nagaland and Tripura had attempted baseline survey. Below 20 per cent of the local bodies had conducted survey in the States of Bihar, Gujarat, Madhya Pradesh and Uttar Pradesh. Out of the 712 local bodies visited only 324 had conducted baseline survey.

Only 480 local bodies (67.42%) out of the 712 visited had identified felt needs in the Gram Sabha. None of the local bodies in Arunachal Pradesh and Jammu Kashmir had tried to identify the felt needs of the community and below 25 per cent local bodies in the States of Jharkhand, Punjab and Uttarakhand had undertaken the exercise.

For the effective peoples participation in planning and implementation all the local bodies in the States of Andhra Pradesh, Chhattisgarh, Meghalaya, Odisha, Telangana and West Bengal and more than 75 per cent local bodies in Assam, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Meghalaya, Nagaland, Rajasthan, Sikkim and Tamil Nadu had prioritized their schemes in the Gram Sabhas.

The annual action plans were presented for discussion in the Gram Sabha by all the local bodies in the States of Andhra Pradesh, Arunachal Pradesh, Chhattisgarh, Himachal Pradesh, Madhya Pradesh, Maharashtra, Meghalaya, Telangana, Tripura and West Bengal while in Jammu Kashmir and Mizoram action plans were not presented before the people's assembly. Yet it is seen that 538 local bodies out of the 712 visited had got their plans discussed in the Gram Sabhas and 264 out of the 712 local bodies had even convened special Gram Sabhas before starting implementation of their plans.

Nearely 47.34 per cent of the 6661 stakeholders interviewed reported that the assets were proposed by them in the Gram Sabhas. More than 75 per cent community members interviewed in the States of Andhra Pradesh, Chhattisgarh, Maharashtra and West Bengal ascertained that the assets were their proposals while none of the stakeholders in Jammu Kashmir and Arunachal Pradesh claimed so. Out of the 6671 community members it had been found that 685 had participated in the plan preparation process also. They were mainly from the States of West Bengal, Maharashtra and Andhra Pradesh. It was identified that 373 community members

interviewed had associated with the implementation of the scheme. None of the community members in Arunachal Pradesh, Chhattisgarh, Gujarat, Jammu & Kashmir, Jharkhand, Meghalaya, Mizoram, Nagaland and Tripura had associated with the implementation of the scheme.

From the above data it is seen that the grass root level government in the States of Andhra Pradesh, Chhattisgarh, Himachal Pradesh, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Odisha, Rajasthan, Sikkim, Telangana and West Bengal had very actively involved in the planning process. The village level bodies in the States of Meghalaya and Nagaland also had been active in the process.

E.4.2. District Plans

One of the objectives of the scheme was to strengthen local governance including its planning capabilities. District has been identified and accepted as the sub state level planning unit under BRGF. Moreover, as per provisions contained in article 243 ZD district planning committees has been made mandatory at the district level. Detailed guidelines on district planning process had been issued by the erstwhile planning commission also. The district planning committees have to assess the resource envelop of the district and the same were to be communicated to the planning entities, so that all Centrally and State Sponsored Schemes can be incorporated in the consolidated district plans. Though such an attempt has been seen made in the perspective plans, the annual plan prepared in every district were only a consolidation of annual action plans of PRIs and the ULBs. But the scheme has contributed to the constitution of district planning committees in all the districts. Though the district rural development agencies and the block development officers have actively involved in the monitoring and review of the scheme, even the labour budget prepared for MGNREGS and the action plans of other centrally sponsored schemes have not been included in the district plans. Though the DPCs have been constituted in almost all States it is devoid of a secretariat in majority of States and hence the role of DPC has been limited to an approving agency. The lack of awareness on the aspect of district planning and control over the line departments also have contributed to the failure formulation of district plans.

E.4.3: Institutional Structure

High Power Committee (HPC) as per the directions contained in the guidelines had been constituted in all the States. District level planning and monitoring units were constituted in the States of Gujarat, Uttarakhand and Uttar Pradesh. District planning and implementation committees were constituted in the States of Meghalaya, Mizoram and Nagaland. Taluk level plan monitoring units also has been formed in the State of Gujarat. District Rural Development agencies have played vital role in the process in almost all the States while Zilla Panchayats had played active role in the States of Karnataka, Andhra Pradesh, Telangana and Rajasthan. The only State where the District Planning Committee (DPC) had actively monitored the planning process is in West Bengal whereas in all the other States they had acted as approving agencies only. The CEOs of Zilla Parishads, in addition to their normal duties had actively monitored the scheme in the States of Chhattisgarh, Assam, Bihar, Karnataka, Madhya Pradesh, Maharashtra, Rajasthan, Telangana and Andhra Pradesh.

In all the States the block development officers were actively involved in providing guidance, technical support and monitoring of the scheme. The plans were consolidated at the block level and BDOs have conducted review and monitoring meetings regularly.

E.4.4 Administrative and Technical Capabilities

Gram Panchayats in the States of Assam, Gujarat, Karnataka, Kerala Madhya Pradesh, Maharashtra, Rajasthan, Sikkim, Telangana, Tripura and West Bengal only were having staff other than the Secretary to manage the activities of the Panchayat. In the States of Arunachal Pradesh, Jharkhand and Uttar Pradesh one Secretary was holding the charge of a number of Panchayats. The Gram Panchayats in the States of Kerala, Sikkim and West Bengal only were having their own functionary for the technical activities. But technical support had been provided to the Gram Panchayats from the Panchayat Samitis/ block development offices in all the other States. Out of the 626 Gram Panchayats visited only 27.01 per cent had reported that they have adequate functionaries for the implementation of the scheme.

Though there were provisions in the guidelines for the hiring / outsourcing of technical support most of the States had not made use of the provision and hired technical staff. The Block Resource Centres (BRCs) had been established only in the State of Maharashtra and it is seen functioned effectively. Additional staff including engineer and data entry operator had been appointed in the BRCs and they had supported the Gram Panchayats. In all other States where BRCs had been constituted it was employing the services of the existing staff in the Block Development Offices (BDOs). In the States of Maharashtra and West Bengal additional staff was appointed for the scheme.

Yet, in the survey it had been found that the assets created are in good quality and 82.20 per cent assets verified had been found to be completed within one year. Out of the 12590 projects initiated in the visited 712 local bodies 12218 are seen completed. These indicators show that all the local bodies had received technical support and can be considered as the capability of the ULBs and Panchayati Raj Institutions in planning and implementation.

E.4.5. Mitigation of Backwardness

Generally, the volume of fund received by the Panchayats, especially the Gram Panchayats was comparatively less. Yet all the planning entities had made efforts to mitigate the backwardness in infrastructure. The assets created are mainly roads, culverts, buildings for anganwadis, additional class rooms for schools, Panchayat bhawans, community halls and compound walls to community institutions. The local bodies in the States of Arunachal Pradesh, Andhra Pradesh, Chhattisgarh, Jharkhand, Kerala, Madhya Pradesh, Mizoram, Nagaland, Punjab, Sikkim, Tamil Nadu, Telangana and West Bengal had invested a considerable percentage of their allocation for drinking water projects.

It has been found that an average of 53.08 per cent funds had been invested for the improvement of road connectivity. But the local bodies in the States of Bihar, Maharashtra, Rajasthan and Uttar Pradesh had invested more than 75 per cent of their receipt in this sector. The improvements in road connectivity had provided the village

community easy accesses to institutions such as schools, health centers and to market. The local bodies in the States of Arunachal Pradesh, Assam, Haryana, Kerala, Maharashtra, Manipur, Jammu Kashmir and Sikkim had made investments in the productive sector projects such as minor irrigation, irrigation ponds, canals, fisheries ponds and markets. Out of the 626 Gram Panchayats visited 286 and out of 86 ULBs visited 37 had seen prepared plans to bridge critical gaps.

The majority of projects had been designed based on the reflections of the felt needs of the community even in States where the Gram Panchayats had not been the implementing agencies. Though the local bodies had not conducted a scientific analysis for the reasons of backwardness the assets created under the scheme had succeeded in improving social and physical infrastructure in the respective domain.

E.4.6 Convergence

The local bodies visited had implemented a total of 12590 projects. Out of the 2910 projects verified only 152 projects had been implemented in convergence with the funds for other schemes. Out of this 152 projects 48 works were converged with MGNREGS, 42 with own fund, 17 with NFC grant, 19 with the funds of other tiers of PRIs, five with State Sponsored Schemes(SSS), four with MPLAD and one each with MLALAD, SGSY and NABARD fund. Only seven works were converged with multiple sources of funds which include MPALAD, MLA fund and donation. Seven works were converged with other sources of fund. The *Rajiv Gandhi Seva Kendras* constructed in the States of Chhattisgarh, Uttarakhand, Himachal Pradesh and Karnataka and the Gram Panchayat bhawans in Jharkhand were converged with MGNREGS funds. In all the projects constructed under convergence it had been only the funding of gaps in the investment for an asset from own fund of the PRIs/ULBs or from the funds received through National Finance Commission awards. Lack of clarity among stakeholders in operationalizing the convergence and synergistic mode with other Centrally and State Sector Schemes had been observed. Lack of involvement and support of the line departments had also acted as an impediment in this direction. It had been found that attempts for convergence are seen made in selected districts and selected block areas only and this may be considered as an

indicator to the involvement of monitoring authorities which makes an impact in convergence with other schemes.

E.4.7 Capacity Building under BRGF

Separate allocations of funds at the rate of one crore per one year for each BRGF district had been earmarked for capacity building. But none of the States had shown the absorbing capacity to utilize the full potential of the resource under the capacity building funds. Among the 28 States West Bengal was able to receive 83.78 per cent of its eligible funds and the States of Sikkim, Maharashtra, Nagaland and Karnataka were able to avail more than 60 per cent of the allocation. Large States like Bihar and Uttar Pradesh were able to avail below 30 per cent of their allocation only. Out of the nine years of the scheme implementation none of the 28 States were able to receive the eligible funds every year by utilizing the received funds and furnishing the utilization certificate. Effective capacity building programmes had been undertaken in the States of Andhra Pradesh (including Telangana), Chhattisgarh, Assam, Maharashtra and West Bengal. The elected representatives and functionaries were provided no training in Jharkhand. In Bihar Capacity building activities were undertaken in the initial two years only.

Functional literacy courses were conducted in the States of Maharashtra and Meghalaya. Helplines have been established and maintained in the States of Karnataka, Kerala, Maharashtra, Nagaland and West Bengal. SATCOM facilities were established at block level in the States of Andhra Pradesh, Assam, Chhattisgarh, Jharkhand, Karnataka and Maharashtra. Trainings to SHGs and CBOs were conducted in the States of Arunachal Pradesh, Chhattisgarh, Karnataka, Maharashtra, Nagaland, Tripura and West Bengal.

It is seen that capacity building exercise was done mainly for the elected representatives in position at the time of introduction of the scheme. Commendable attempts were not made to build the capacity of the newly elected representatives. Moreover the capacity building programme had been designed by the SIRDs without conducting need assessment. The number of persons to be trained were very high

especially in the States of Bihar, Chhattisgarh, Jharkhand, Odisha, Madhya Pradesh, Rajasthan, Uttar Pradesh etc. and the training institutions lacked the capacity to impart effective training to the stakeholders in a short span of time.

E.4.8. Time Frame for the Completion of Projects after Initial Funding

The yearly allocation received by the Panchayats, especially Gram Panchayats were very low and the projects undertaken not big in size. It is seen that the majority of projects undertaken by the local bodies were completed within a time span of two to eight months. The projects that had taken more than a year were the projects for the construction of buildings. Out of the 28 States, the Gram Panchayats had not implemented the projects in nine States. It had been found that the local bodies had initiated the projects only after the receipt of allocations and hence the projects completed in the time frame of more than one year were not due to the non receipt or delayed release of funds, but due to other administrative and technical reasons. The percentage of projects that had taken more than one year for its completion is more than 30 per cent in the States of Jharkhand, Kerala, Madhya Pradesh, Manipur, Meghalaya, Mizoram, Tripura and Uttarakhand. It is seen that the projects delayed in Kerala, Mizoram and Tripura were the projects entrusted with the line departments for implementation. It had been also noticed that the projects initiated by Gram Panchayats and Urban Local Bodies had been completed within a short span of time.

E.4.9. Fund Flow

The funds were received at the State level by the concerned finance departments and transferred to the nodal departments. At the district level the funds were received and reallocated to the PRIs and ULBs by the CEOs of Zilla Parishads in the States of Andhra Pradesh, Karnataka, Assam, Bihar, Chhattisgarh, Rajasthan and Telangana. In Himachal Pradesh the nodal officer was District Panchayat Raj Officer and CEO Zilla Parishad. In the State of Gujarat District Development Officer was in charge of receipt and reallocation of funds while in Tripura the Deputy Director Planning (DDP) had received and reallocated funds. In Uttar Pradesh, the *Apar Mukhya Adhikari* was in charge of fund reallocation. In the States of Maharashtra, Manipur, Meghalaya,

Mizoram, Nagaland, Odisha, Tamil Nadu and Haryana the District Rural Development Agencies (DRDAs) have received funds and reallocated the same to the implementing entities. Only the States of Madhya Pradesh and West Bengal have transferred the funds to the planning entities directly from the State level.

It has also been noted that no specific criteria had been followed in the States of Arunachal Pradesh, Jammu Kashmir, Kerala, Chhattisgarh, Meghalaya, Nagaland and Punjab for the vertical and horizontal allocation of funds. Delay in the transfer of funds had been noticed in almost all the States except West Bengal and Madhya Pradesh. However, it is noticed that this delay had not affected the implementation of the scheme.

E.4.10. Quality of Assets

The assets created by the local bodies are seen in good quality. The field data revealed that out of the 2910 assets verified 25 were in the best quality, 395 in very good quality and 2429 assets in good quality. Only 52 assets were found in poor (1.79%) quality and nine assets were in very poor quality. These nine assets were found in the States of Haryana, Karnataka, Telangana, Kerala and Arunachal Pradesh. The observations of the field investigators also were supported by the data collected from the community members on the quality of assets. Out of the 6671 community members interviewed 6486 opined the assets used by them are in best, very good and good quality. The implementation process had created an enabling environment which ensures participation, transparency and vigilance in the domain of public asset creation.

E.4.11 Utility of Assets

Out of the 2910 assets verified 2742 (94.23%) in 712 local bodies are fully used 139 (4.78%) are partially used. Only 29 assets (1%) are found not used. Out of this, 29 assets 5 are in Jammu Kashmir, four in Telangana, three each in Kerala, Madhya Pradesh and Uttar Pradesh two each in Haryana and Jharkhand and one each in Arunachal Pradesh, Gujarat, Maharashtra, Meghalaya, Nagaland, Uttarakhand and West Bengal. Out of the 6671 community members interviewed 6235 (93.46%)

opined that the assets created are fully used and 362 stakeholders (5.43%) are of opinion that the assets are partially used. Field evidence suggests that the assets created under the scheme are long term physical pieces of community property.

E.4.12. Capacity of PRIs to Maintain the Assets

Generally, maintenance of assets is not the main concern of the agency that has created the assets as a result of which public assets are kept in poor status of maintenance. Though the assets verified in PRIs/ ULBs are in good quality these assets will require some form of maintenance in future. Most of the assets created are in Gram Panchayat and Urban Local Body areas. Urban local Bodies generally have own sources of revenue and hence are capable to maintain the assets. But in the case of rural areas, all the three tiers of PRIs (in majority of States) had created assets in the geographical area of the Gram Panchayats and the liability of maintenance is vested with them only, whose own sources of revenue is insufficient for meeting the maintenance cost. Yet it has been noticed that the maintenance of assets has been undertaken by certain Gram Panchayats using own funds and the awards from the National and State Finance Commissions.

E.4.13. Social Audit

Social audit of the scheme had been conducted by only 196 local governments (27.53 %) out of the 712 visited. All the local bodies visited in Madhya Pradesh have conducted social audit. It is seen that 92.86 per cent of local bodies in Maharashtra have conducted social audit followed by 85.71 per cent local bodies in Chhattisgarh 53.57 per cent in Rajasthan, 50 per cent each in Assam, Telangana, Tamil Nadu, 46.15 per cent in Sikkim, and 28.57 per cent in Karnataka. No social audit has been undertaken by the local bodies in 15 States. The performance of local bodies in the conduct of social audit had a link with the performance of these institutions in convening Gram Sabhas, planning process followed and trainings imparted to them. It is seen that the message given through the guidelines were not internalized by the Gram Panchayats and Urban Local Bodies.

Calculation of Performance Index

The following themes had been quantitatively evaluated as per the mandate of MoPR.

1. Involvement of grassroot level functionaries
2. District plans
3. Institutional structure
4. Administrative and technical capabilities
5. Mitigation of backwardness
6. Convergence
7. Capacity building
8. Time frame
9. Fund flow
10. Quality of assets
11. Usage of assets
12. Capacity of the PRIS to maintain Assets
13. Social audit

The assessment of each of these themes is provided in the report. The Cumulative Performance Index, summation the following parameters for each State also has been constructed. (Refer Table Nos. A1I.1 to AII.10 in Annexure II)

1. Assessment of whether BRGF helped to bridge critical gaps in local infrastructure and other development requirements which are not being adequately addressed through existing inflows.
2. Assessment of whether the BRGF schemes strengthened Panchayat and Municipality level Local Governance with appropriate capacity building and facilitated participatory planning, decision making, implementation and monitoring the reflected local needs.
3. Assessment of professional support provided to local bodies towards planning, implementation and monitoring under BRGF.

4. Assessment of the improvement in performance and delivery of critical functions assigned to Panchayats and Municipalities and cater possible efficiency and equity losses on account of inadequate local capacity.

As per the reference for the study a Composite BRGF Index has to be prepared. To arrive at a cumulative measure from the analysis of four parameters, an overall value was assigned to each parameter and value assigned is 2.5. To arrive at this overall value, questions from the PRI/ Municipality Schedule, Assets Schedule, Stakeholder Schedule and Community Schedule (FGD format) were assigned to each parameter. Questions were assigned to each parameter and classified therein as indicators, based on the specific aspect of the parameter where it is represented by a question. Each question was then assigned a marking scale so as to analysis the performance of each PRI/Municipality (Refer Annexure I for detailed Methodology). Data from the field visits were used to mark the performance of every PRI and Municipality. However, the marks secured by a State for a particular parameter was calculated by dividing the marks obtained by that State for that parameter with the maximum marks that can be scored in that parameter and then multiplying the result with the overall value of 2.5. The overall score of a State was determined as the aggregated scores obtained on all the four parameters.

An Assessment of the Extent to which the Objectives of BRGF had been Fulfilled

The following is the calculation to assess the extent on the scale of 0-10 for the 28 States to which objectives of BRGF (including implementation of decentralized planning) had been fulfilled.

Cumulative BRGF Performance Index

Cumulative Performance Index is the summation of the following four parameters of the fulfilled objectives of BRGF, according to the respective weightage for each parameter. They are (i) Assessment of whether BRGF helped to bridge critical gaps in local infrastructure and other development requirements which are not being adequately addressed through existing inflows, (ii) Assessment of whether the BRGF schemes strengthened Panchayat and Municipality level governance with appropriate

capacity building and facilitated participatory planning, decision making implementation and monitoring that reflected local needs, (iii) Assessment of professional support provided to local bodies towards planning, implementation and monitoring under BRGF, and (iv) Assessment of the improvement in performance and delivery of critical functions assigned to Panchayats and Municipalities and counter possible efficiency and equity losses an account of inadequate local capacity. As per the methodology adopted and its measurement, the States have reached the position in the 'Cumulative BRGF performance Index' with different score value between 8.07 and 2.57 (on the scale of 0-10). The weightage scored by each State for each of the cited four parameters and the Cumulative Performance Index (CPI) are provided in Table No.E.3.

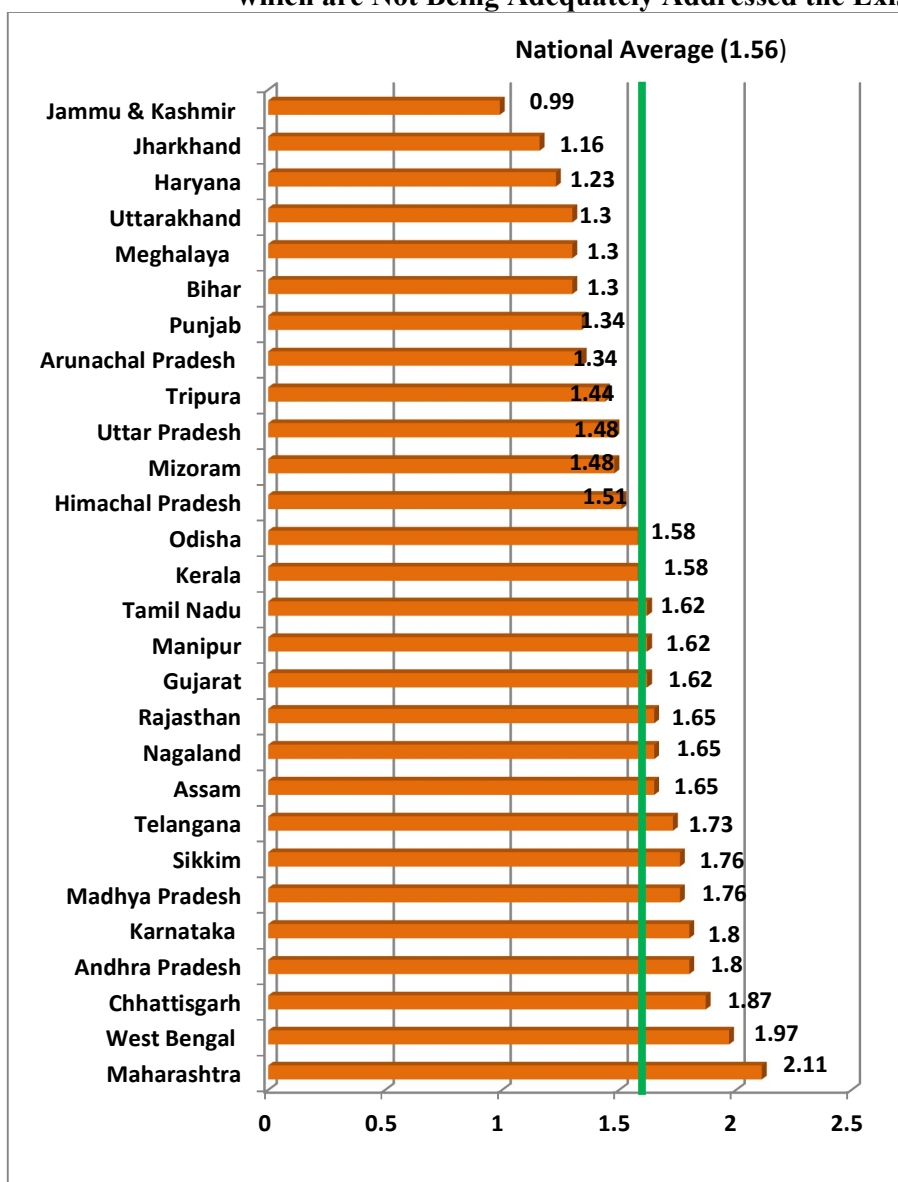
Table No.E.3: Weightage Scored for Each Parameter and Cumulative BRGF Index in 28 States

Sl. No	Name of State	Assessment of whether BRGF helped to bridge critical gaps in local infrastructure and other development requirements which are not being adequately addressed the existing inflows	Assessment of whether BRGF strengthened PRIs& ULBs level governance with appropriate capacity building and facilitated participatory planning, decision making, implementation & monitoring that reflected local needs	Assessment of Professional support provided towards planning implementation and monitoring under BRGF	Assessment of improvement in performance and delivery of critical functions assigned to Panchayats and ULBs and counter possible efficiency and equity losses on account of inadequate local capacity	Cumulative Performance Index(CPI) of the extent of fulfillment of the objectives of BRGF
1	2	3	4	5	6	7
1.	Andhra Pradesh	1.80	1.93	1.29	1.62	6.64
2.	Arunachal Pradesh	1.34	0.65	0.38	0.57	2.94
3.	Assam	1.65	1.93	0.98	1.21	5.77
4.	Bihar	1.30	1.35	0.98	1.07	4.70
5.	Chhattisgarh	1.87	1.90	1.29	1.60	6.66
6.	Gujarat	1.62	1.60	0.76	1.00	4.98
7.	Haryana	1.23	1.23	1.29	1.10	4.85
8.	Himachal Pradesh	1.51	1.45	1.29	1.48	5.73
9.	Jammu & Kashmir	0.99	0.55	1.14	0.55	3.23
10.	Jharkhand	1.16	0.73	0.30	0.38	2.57
11.	Karnataka	1.80	1.80	0.76	1.57	5.93
12.	Kerala	1.58	1.38	0.83	1.12	4.91
13.	Madhya Pradesh	1.76	1.78	0.98	1.10	5.62
14.	Maharashtra	2.11	2.18	1.97	1.81	8.07
15.	Manipur	1.62	1.35	0.76	0.98	4.71
16.	Meghalaya	1.30	1.18	1.14	1.05	4.67
17.	Mizoram	1.48	0.83	0.76	0.74	3.81
18.	Nagaland	1.65	1.08	0.38	0.95	4.06
19.	Odisha	1.58	1.70	1.21	1.50	5.99
20.	Punjab	1.34	1.03	1.14	0.88	4.39
21.	Rajasthan	1.65	1.75	0.98	1.48	5.86
22.	Sikkim	1.76	1.68	0.38	1.38	5.20
23.	Tamil Nadu	1.62	1.40	0.38	1.12	4.52
24.	Telangana	1.73	1.85	1.14	1.52	6.24
25.	Tripura	1.44	0.98	0.76	0.95	4.13
26.	Uttar Pradesh	1.48	1.38	0.76	1.00	4.62
27.	Uttarakhand	1.30	0.80	1.21	0.62	3.93
28.	West Bengal	1.97	2.13	1.44	1.67	7.21

Source: Data Computed

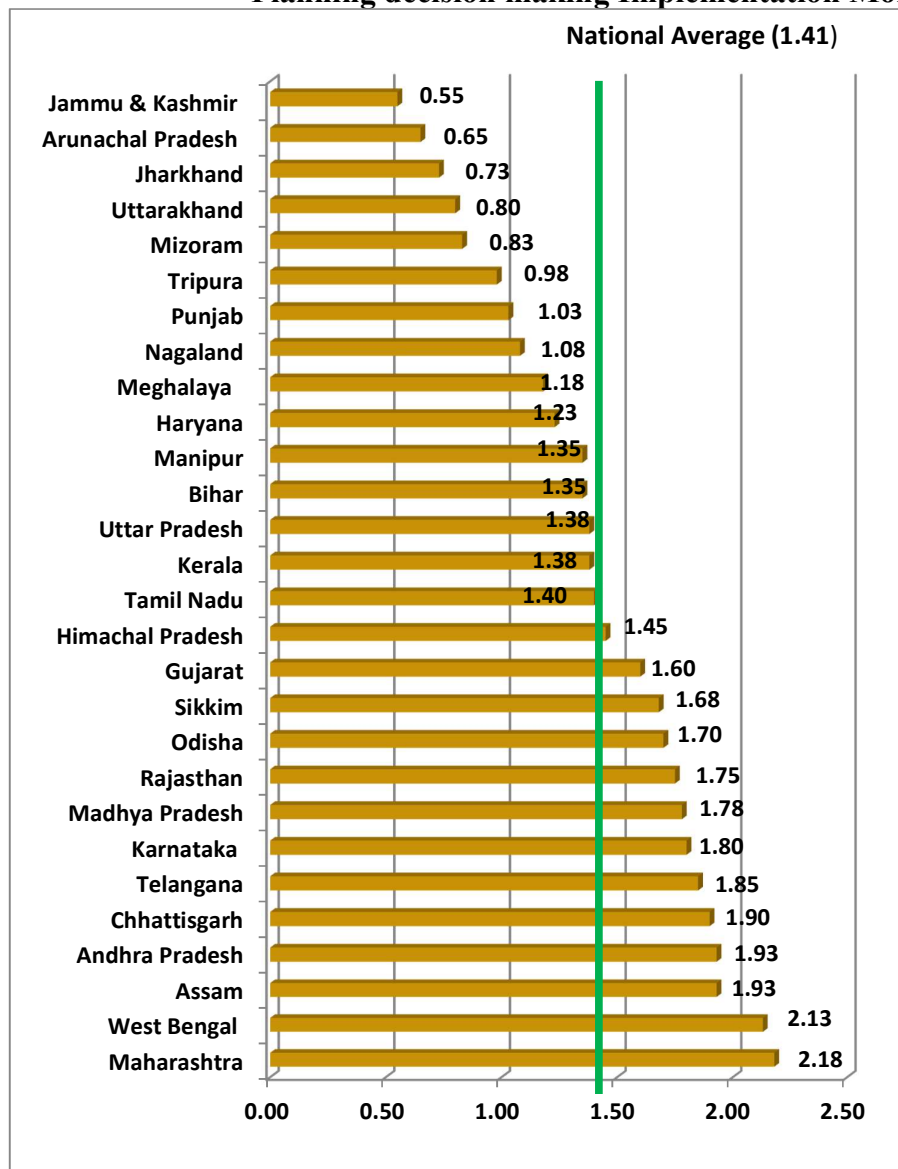
The weightage scored by each parameter and cumulative performance index of the 28 States is illustrated in Figure No. E.1 to Figure No. E.5

Figure No. E.1: Assessment of whether BRGF Helped to Bridge Critical Gaps in Local Infrastructure and other Development Requirements which are Not Being Adequately Addressed the Existing Inflows



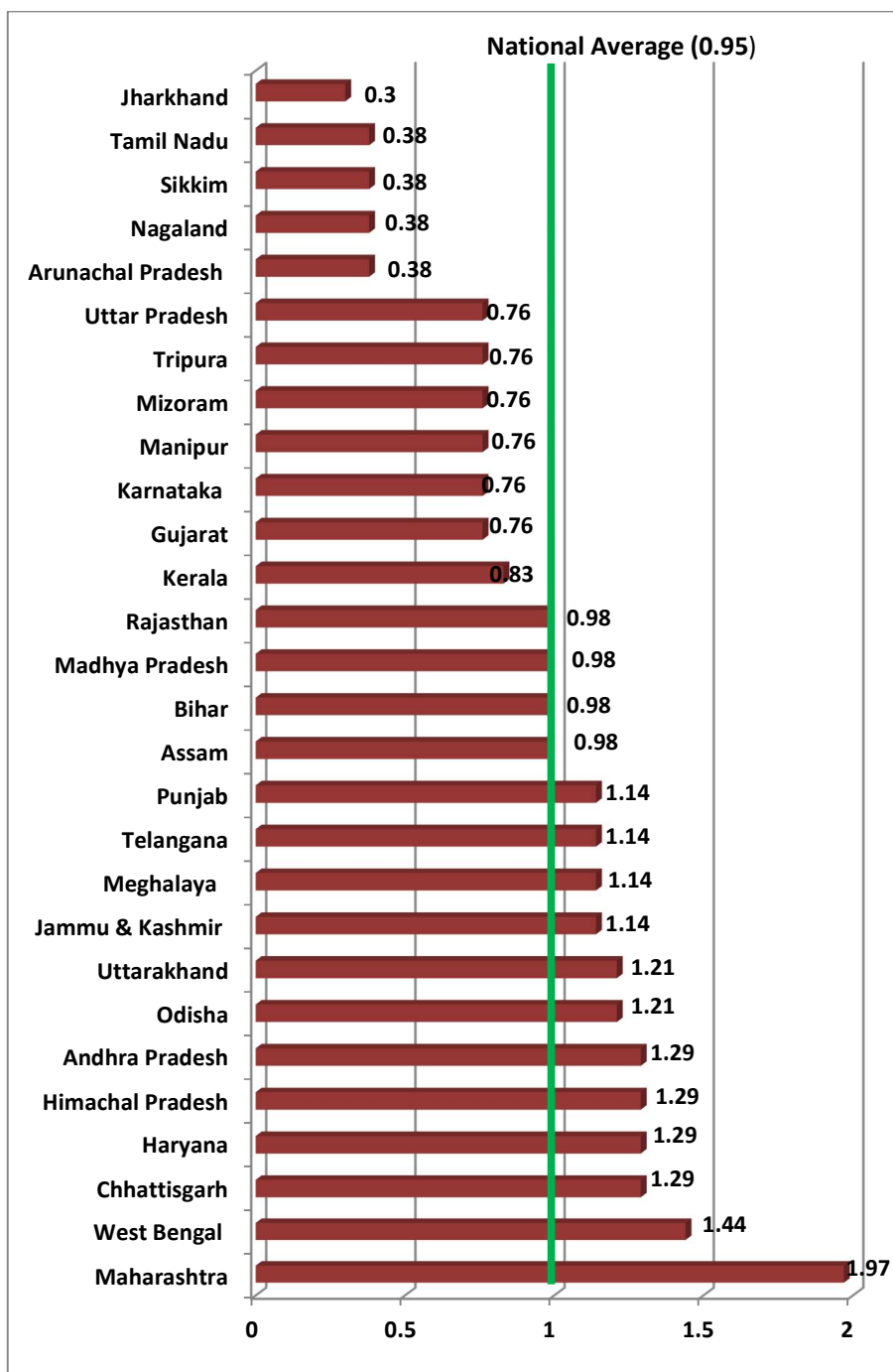
Source: Table No. E.3

Figure No. E.2: Assessment of whether BRGF Strengthened PRIs& ULBs Level Governance with Appropriate CV and Facilitated Participatory Planning decision making Implementation Monitoring



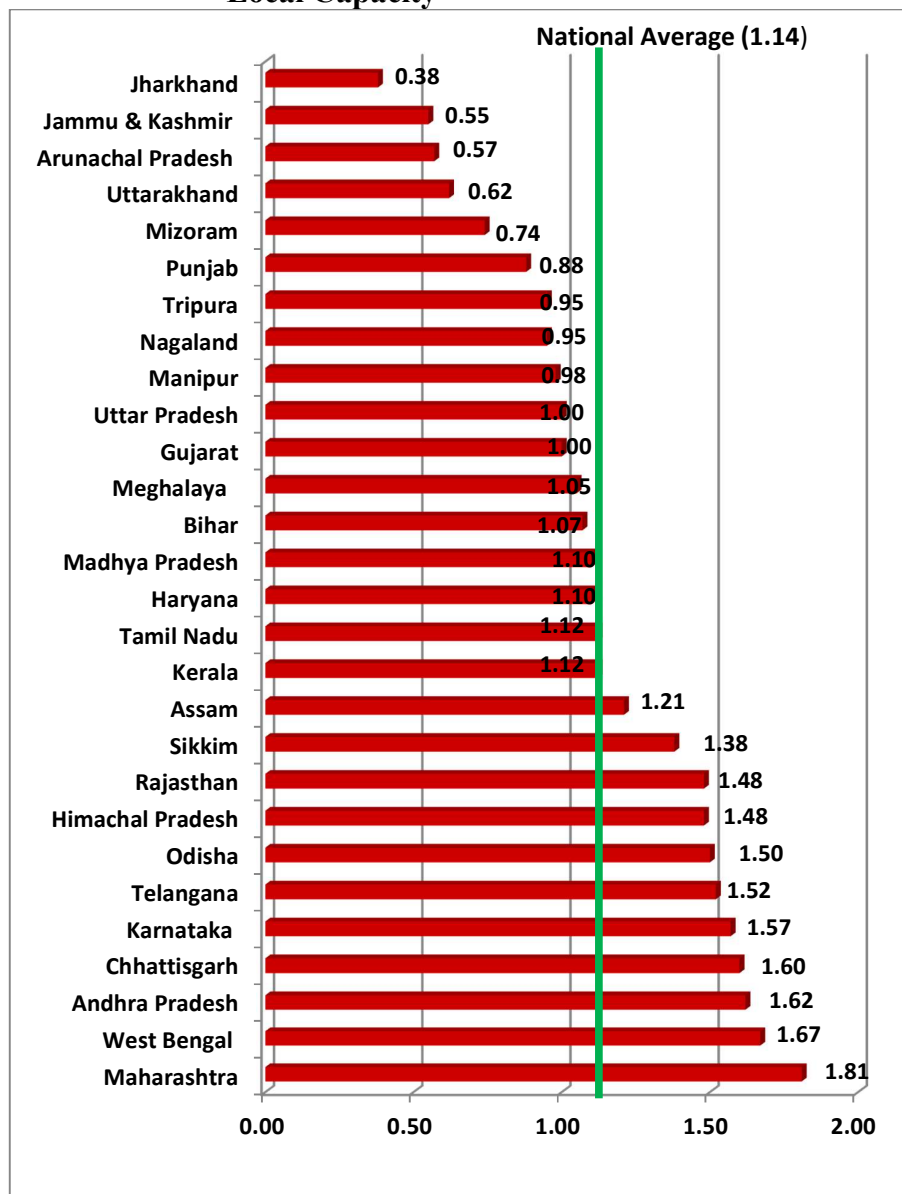
Source: Table No. E.3

Figure No. E.3: Assessment of Professional Support provided towards Planning Implementation and Monitoring



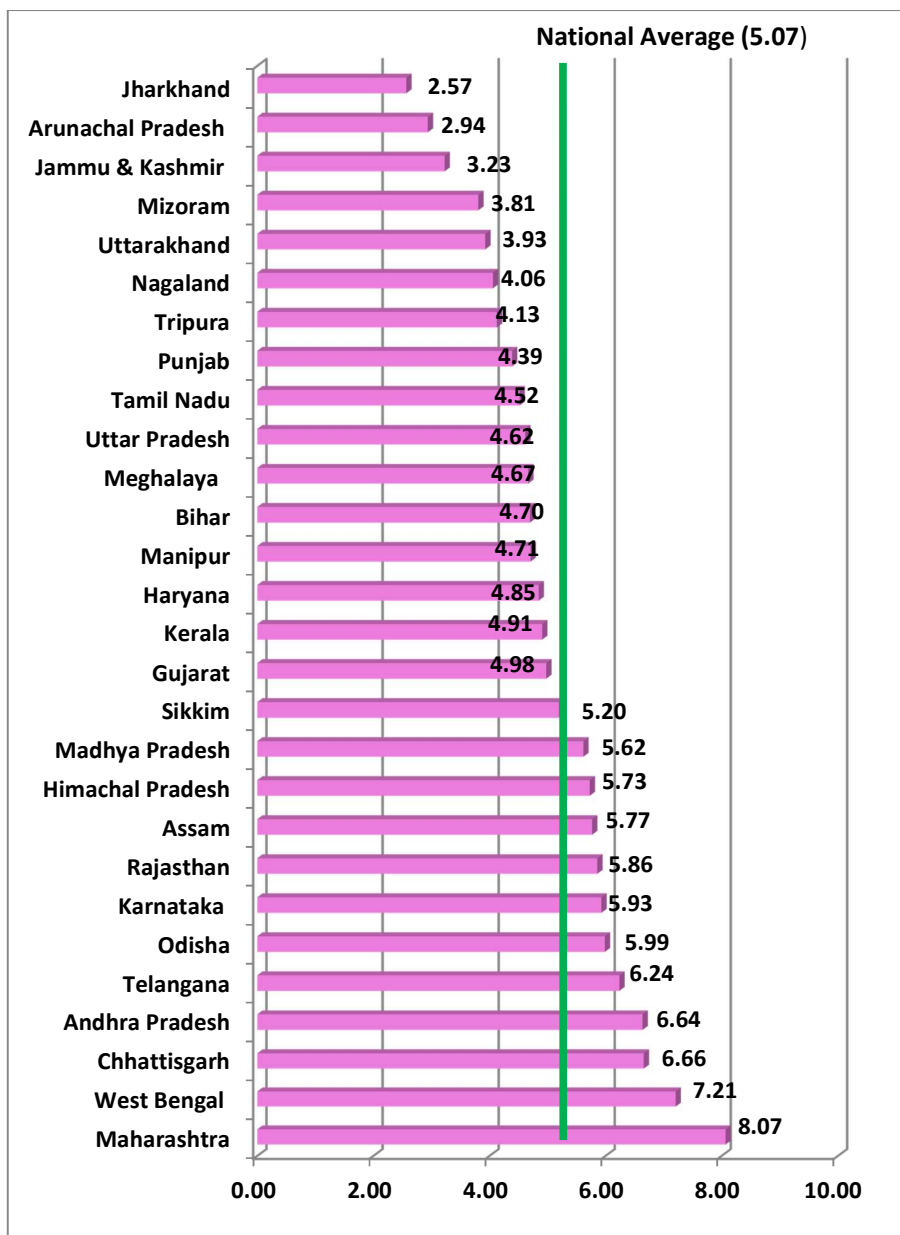
Source: Table No. E.3

Figure No. E.4: Assessment of Improvement in Performance and Delivery of Critical Functions Assigned to Panchayats and ULBs and Centre Possible efficiency and equity to assess as Account of inadequate Local Capacity



Source: Table No. E.3

Figure No. E.5: Cumulative Performance Index (CPI) of the Extent of Fulfillment of the Objectives of BRGF



Source: Table No. E.3

Parameter 1 *(It has been explained in Chapter 1 under methodology)*

Out of the four parameters assessed, the highest national average is for Parameter 1 (Assessment of whether BRGF helped to bridge critical gaps in local infrastructure and other development requirements which are not being adequately addressed through existing inflows) and the score value is 1.56 out of 2.5 and it is more than 62 per cent. The major purpose of BRGF is to bridge critical gaps in the local infrastructure. From the highest percentage (62 %) for the national average of this parameter we can appraise that the scheme had succeeded to fulfill the major objective of BRGF. In this parameter there are 16 States having the score value above the national average (Refer Figure No. E.1 and Table No. E.5). Here, Maharashtra scores the top with a value of 2.11 and followed by West Bengal (1.97) and Chhattisgarh (1.87). Total there are 12 States having score value below the national average. The least score for this parameter is for the State of Jammu & Kashmir with a score value of 0.99. There are four States, Himachal Pradesh, Mizoram, Uttar Pradesh and Tripura which has scored less by 0.05, 0.08, 0.08 and 0.12 points to reach the national average, respectively.

Parameter 2 *(It has been explained in Chapter 1 under methodology)*

The national average for Parameter 2 (Assessment of whether the BRGF schemes strengthened Panchayat and Municipality level governance with appropriate capacity building and facilitated participatory planning, decision making implementation and monitoring that reflected local needs) is 1.41 and it is 56.4 per cent. One of the major objectives of BRGF is to strengthen Panchayat and Municipality level governance with appropriate capacity building. Being attaining 56.4 per cent as the national average, one can make an inference that the scheme has succeeded to fulfill this objective to a larger extent. The highest value is scored by Maharashtra with a value of 2.18 and the lowest is scored by Jammu & Kashmir and the value is 0.55 (Refer Figure No. E.2 and Table No. E.5). Thirteen States are having the score value above the national average and these States are Maharashtra, West Bengal, Assam, Andhra Pradesh, Chhattisgarh, Telangana, Karnataka, Madhya Pradesh, Rajasthan, Odisha, Sikkim, Gujarat and Himachal Pradesh.

Parameter 3 *(It has been explained in Chapter 1 under methodology)*

Out of the four parameters, the lowest national average is for the Parameter 3 (Assessment of professional support provided to local bodies towards, planning, implementation and monitoring under BRGF) and the value is only 0.95 which comes only 38 per cent. The lowest value for this parameter is found in the State of Jharkhand with a score value of 0.3 followed by Tamil Nadu, Sikkim, Nagaland and Arunachal Pradesh with a score value of 0.38 each (Refer Figure No. E.3 and Table No. E.5). Twelve States having the score value below the national average. The highest score value for this parameter is in the State of Maharashtra and the value is 1.97 followed by West Bengal with a score value of 1.44. The lowest national average for this parameter gives an inference that the scheme would have been succeeded higher index of achievement if it could have been provided by sufficient professional support.

Parameter 4 *(It has been explained in Chapter 1 under methodology)*

National average for Parameter 4 (Assessment of the improvement in performance and delivery of critical functions assigned to Panchayats and Municipalities and counter possible efficiency and equity losses an account of inadequate local capacity) is 1.14 and it is 45.6 per cent. Eleven States are having score value higher than the national average and these States are Maharashtra, West Bengal, Andhra Pradesh, Chhattisgarh, Karnataka, Telangana, Odisha, Himachal Pradesh, Sikkim, Rajasthan and Assam (Refer Figure No. E.4 and Table No. E.5). The highest score value for this parameter is in the State of Maharashtra with a score value of 1.81 followed by West Bengal (1.67) and Andhra Pradesh (1.62). The lowest score value is 0.38 in the State of Jharkhand followed by Jammu & Kashmir (0.55) and Arunachal Pradesh (0.57).

Cumulative Performance Index *(It has been explained in Chapter 1 under methodology)*

The State of Maharashtra attains the top position with a score value of 8.07 in the Cumulative BRGF Performance Index among the 28 States in the country followed by West Bengal (7.21), Chhattisgarh (6.66), Andhra Pradesh (6.64), Telangana (6.24),

Odisha (5.99), and Karnataka (5.93). (Refer Figure No. E.5 and Table No. E.5). When converting the score value in to percentage, the State of Maharashtra has scored 8.70 per cent, West Bengal 72.10 per cent and Chhattisgarh 66.60 per cent. All the four parameters are highest in the State of Maharashtra followed by West Bengal. Out of the four parameters Chhattisgarh attains the third position in two parameters (Parameter 1 and 3). Andhra Pradesh and Assam attain the third position in one parameter each. National average of cumulative index is 5.07 and it is equivalent to 50.70 per cent. The cumulative index is below the national average in Jharkhand, Arunachal Pradesh, Jammu & Kashmir, Mizoram, Uttarakhand, Nagaland, Tripura, Punjab, Tamil Nadu, Uttar Pradesh, Meghalaya, Bihar, Manipur, Haryana, Kerala and Gujarat.

GAPS Identified and Recommendations

Sl. No	Area	Gaps	Recommendations
1.	Extent of Grass Roots Level Local Governments in Planning	i. Sensitization of the local community not conducted effectively	a) Sensitization of the local community should be conducted at the State and district level through printed and electronic media
		ii. Baseline survey for need assessment was not properly done	b) A baseline survey in a participatory manner leading to a rich data base may be stipulated in similar programmes
		iii. Baseline survey had not been consolidated and analyzed to assess the problems and possibilities	c) Prior to the initiation of such a programme sensitization of the community is a prerequisite. The Elected Representatives and functionaries are to be trained
		iv. Baseline survey in some States were conducted by the TSI without active involvement of people	d) Baseline survey by Gram Panchayat and urban local bodies with peoples participation to be made mandatory
		v. Gram Panchayat /ULB Level Perspective Plans were not seen prepared	e) The Gram Panchayat and ULBs are to be trained to prepare a Village Level/Municipal Level Perspective Plan
		vi. Only annual actions plans had been prepared based on the wish lists of the Gram Sabha / Area Sabha/ Ward Sabha and Elected Representatives	f) Annual plans shall be prepared based on the priorities fixed in the Village/Municipal level perspective plans
		vii. Participation of people in the Gram Sabha/ Area Sabha/ Ward Sabha was comparatively less	g) The proposals given by the Gram Sabha/ Area Sabha/ Ward Sabha should form the annual action plan
2.	The Quality of District Plans	i. The task of preparation of district plans were fully entrusted with the Technical Support Institutions (TSIs)	a) District plans should be prepared by the District Planning Committees (DPCs) with the support of Technical Support Institutions
		ii. PRIs and ULBs were not referring to the perspective plans prepared at the time of preparation of annual plans	b) The PRIs and ULBs are to be involved actively in the preparation of District Plans
		iii. District plans were only a consolidation of	c) Resources available with the Line Departments and

3.	Institutional Structures and Quality of Programme Management	action plans of PRIs and ULBs		the resources anticipated for Centrally and State Sponsored Schemes are to be assessed by the DPC. Resource envelopes to be informed to each planning entities in advance. All schemes implemented at the implementing agency level to be included in the district plans
		iv.	Services of TSIs were received only for the first year in most of the States	d) If the service of the TSIs are employed it should be continued for all the years or till the PRIs and ULBs demand for technical support in planning
		v.	At the district level the monitoring was done mainly by the CEO of the Zilla Parishad or the District Collector	e) A planning cell consisting of experts may be constituted under the direct control of the DPC and it should be entrusted with the task for monitoring, evaluation and providing guidance
		vi.	Lack of clarity and practical experience among major actors in district plan	f) Elected members at the District level and District level functionaries of all line departments are to be trained for district planning
		vii.	District level head of line departments had not involved in the planning process.	g) District and block level officials of the line departments are to be imparted training on district level planning
		viii.	DPCs were not having necessary technical capacity for planning	h) Technical capacity of the DPCs are to be strengthened
		i.	The frequency of meetings of the High Power Committee (HPC) was very limited. The minutes of the meetings of the HPC were not available in any of the states	a) Attempts may be made to conduct regular HPC meetings and the details of the meetings may be placed in the public domain in similar cases
		ii.	In almost all the States except in West Bengal and Maharashtra DPCs had not attempted to review the planning and implementation process	b) Since the State level heads of departments and the chief secretary are vested with numerous tasks the constitution proposed for HPC may be reconsidered. c) DPCs may be provided with a secretariat or a special planning cell to perform its responsibilities
		iii.	At the District level there are multiple institutional structures. In some States the District Collector has monitored the	d) Role clarity and responsibility may be ensured among the major actors at the district level

4.		programme while in some other States the CEO of the Zilla Parishad and in majority of States District Rural Development Agencies (DRDAs). The roles of each entity is not clear in the domain of the governance of BRGF	
		iv. At the Block level though there are two institutional structures viz. the Block Development Officers and the Panchayat Samitis, the roles of each were not clear.	e) Programme management units at the block level chaired by the chairpersons of the Panchayat Samitis may be made mandatory like the Taluk Programme Management Units (TPMUs) in the State of Gujarat
		v. HPC and DPCs acted only as plan approving agencies	f) Role of DPCs and HPCs should change from approving agencies to guidance co-ordination and providing support for the decentralized planning
	Administrative and Technical Capabilities of the Agencies towards Planning and Executing Various Activities	i. The five per cent funds earmarked for strengthening the institutional infrastructures and functionaries not utilized except in Maharashtra and West Bengal	a) Clear guidelines for utilizing the five per cent funds may be issued
		ii. The real factors for backwardness of the area (economic, socio-cultural, educational and health) had not been analyzed and the projects were limited to infrastructure development though there were some exceptions in certain States.	b) The reasons for the backwardness of the district as a whole and specific areas to be assessed by the District Planning Committee and areas of intervention to be informed to the planning entities
		iii. The planning entities had not attempted the possibilities of pooling of funds from other Centrally and State Sponsored Schemes.	c) The planning entities especially the Gram Panchayats and ULBs may be made aware of the CSS and SSS implemented in their areas
		iv. The CBOs/NGOs were seen placed out of the orbit of the scheme.	d) The CBOs/NGOs may be incorporated in the planning process in future schemes.
		v. The technical and higher educational Institutions were not considered for providing technical support	e) The technical and higher educational institutions in each districts/areas may be associated with the planning process in future schemes

		vi.	There had not been any rural urban linkage in planning	f)	DPCs may be made competent to establish rural urban linkages in planning
		vii.	None of the planning entities had considered the human resources available to be utilized for development scheme	g)	The PRIs may be directed to consider human resource available as a resource for planning
		viii.	No vision document prepared at the sub district/GP/ULB level	g)	It should be made mandatory for the GPs ULBs and intermediate Panchayats to prepare vision document and perspective plans at their level.
		ix.	Annual plans were prepared for the sum allocated for the scheme	h)	The planning entities are to be directed to prepare plans without considering the allocation and after preparing the annual plan covering all sectors funds to be provided to each project from all the resources available including MGNREGS, SBM, own fund, etc.
5.	Mitigation of Backwardness	i.	The real factors for backwardness had not been assessed	a)	Factors of backwardness are to be assessed and schemes may be prepared to mitigate the same
		ii.	Mostly the plans were focused in infrastructure development	b)	It is better to fix a range with maximum and minimum for the investment in the domain of infrastructure.
6.	Convergence and Synergic Mode	i.	Actual convergence and synergistic mode was not seen applied in the implementation of projects	a)	The preparation of plans and action plans are done at various times under the CSS and SSS. Hence the planning entities may be directed to prepare their plans before the end of the previous financial year
		ii.	MGNREGS, the most potential scheme for convergence in the construction of infrastructure facilities had not been utilized except by a limited number of PRIs	b)	Special incentives may be provided for the PRIs and ULBs in proportion to the pooling of the funds from other schemes to their projects
		iii.	The possibilities of convergence with SBM funds even for toilet construction not seen explored	c)	Convergence with MGNREGS may be made mandatory for undertaking infrastructure projects like roads, drainages, platforms etc
				d)	Convergence with SBM fund may be made mandatory for construction of toilets and solid waste

7.	Training Component under Capacity Building		management projects
			e) Audit should be mandated to take the projects implemented under various schemes and the possibilities and lack of convergence.
		iv. Lack of awareness of other schemes and experience for convergence	f) The possibilities and availability of funds for Centrally and State Sponsored Schemes may be communicated to Gram Panchayats and ULBs in advance
			g) Training on different CSS and SSS and the practical side of convergence may be imparted to the Elected Representatives and functionaries
		i. All the States under this review failed to absorb the capacity building funds fully	a) After initial funding, the Capacity Building Fund is to be provided on demand
		ii. The provisions to impart functional literacy programme had been utilized in Maharashtra and Meghalaya only	b) Special allocation may be provided for the functional literacy programmes for Elected Representatives
		iii. Training was not a continuous process in most of the States	c) Basic orientation programme and refresher courses are to be conducted for Elected Representatives every year.
		iv. The number of Elected Representatives and officials were very high and the training agencies especially the State Institute of Rural Developments were not having the capacity to effectively address the training need	d) NGOs, Universities, Research Institutions and Colleges may be accredited to impart training and specific regions assigned to them
		v. Capacity Development plans were not prepared based on a need assessment	e) Need assessment may be made mandatory to approve the plans for capacity building
		vi. Trainings were limited to a few number of subjects	f) Helplines as in Maharashtra and West Bengal are to be started at the State level and District level
			g) The effectiveness of training assessment should be linked with the improvement of performance of the PRIs
		vii. The quality of capacity building not seen monitored	h) Capacity Building activities are to be monitored at the State level by HPC or the Nodal Department
		viii. Elections to the PRIs were conducted after each five year period but trainings limited to	i) After each general election to the PRIs the training programmes are to be conducted

			ix.	the initial periods of introduction of the scheme	j) Effective training on convergence to be provided
				The academic institutions not incorporated in the capacity building process	k) Academic institutions may be empanelled. The empanelled intuitions may be given space to conduct capacity building exercise as per the requirements.
8.	Time taken to Complete the Work	Frame to the	i.	Construction works such as Shopping Complexes, Buildings for Gram Panchayats and Anganwadies took more time	a) There may be a special pathway analysis to time taken under the scheme b) Intricacies of works under construction activities may be released c) There should be some incentive for expenditure within or before time.
9.	Fund Allocation		i.	The fund allocating windows (State, District/Zilla Parishad, Panchayat Samithi) caused certain delay in the allocation	a) Direct transfer of funds to the PRIs and ULBs accounts from the State as in Madhya Pradesh and West Bengal may be followed
			ii.	The allocation not informed in advance	b) Early announcement of budget figures may be ensured
			iii.	Parking of funds (at the Finance Department/ Nodal Department/ Zilla Parishads) noticed in some States	c) The time frame prescribed in the guidelines may be followed strictly
			iv.	Gram Panchayats not provided with funds in Odisha, Jharkhand and Chhattisgarh, Tripura, Jammu & Kashmir, Arunachal Pradesh and Uttarakhand	d) Funds should be provided mainly to Gram Panchayats. Implemented by Gram Panchayats and payment by Blocks(as in Chhattisgarh) may be avoided
			v.	Sub plans for SC/ST/ women as stipulated in the guidelines not prepared in majority of States	e) The monitoring agencies should monitor of the sub plans prepared and the funds allocated to the sub plans.
			vi.	There is wide variation in the per capita funds received by various States. Smaller States received more per capita funds while larger States received less per capita fund.	f) Some suitable criteria may be adopted for the fund allocation
10.	Quality of Assets		i.	Quality of assets constructed by external agencies for the Gram Panchayats (as in Jharkhand and Uttar Pradesh) are poor	a) Provisions may be made for quality management system b) Social audit to be strengthened and popularized

11.	Usage of Assets	i.	A limited number of assets are seen not used or partially used in various States	c) The services of National Level Monitors may be considered
				a) Special teams may be constituted at the Block and District level for vetting of projects
12.	Capacity to Maintain Assets	i.	All forms of assets need maintenance. Dearth of resource was the major reason for poor maintenance of assets	b) The implementing entities may be directed to pay special attention to make the assets fully used
				a) Maintenance of assets may be considered as a step in the planning process
		ii.	Deficit in capacity to maintain assets by the concerned agencies, shortage of technical personnel and over emphasis of political expediency over economic rationality is the other reasons	b) Separate allocation may be suggested for maintenance
		iii.	Non maintenance of asset register	c) The implementing entities may be properly trained to maintain assets
				d) The maintenance of assets register may be made mandatory for all PRIs and ULBs
				e) Maintenance of assets may be separate component under capacity building and training (CB & T)
13.	Social Audit			f) The PRIs and ULBs may be inspired to augment the collection of own resources by providing incentives
		i.	The social audit system was not very effective in ULBs	a) Social audit may be ensured as in MGNREGS
		ii.	Lack of awareness on social audit	b) Special training programmes on social audit may be conducted
				c) Awareness on social audit may be conducted among the general public through the medias
		iii.	Receipt, utilization of funds and the works had been monitored; but the processes of plan formulation, transparency, people's participation etc had not been monitored.	d) The monitoring agencies at the higher level should be mandated to monitor the planning process also.

Conclusion

The major four objectives of BRGF are seen fulfilled to some extent in the 28 States covered in the study. The parameters such as mitigation of backwardness, quality and utility of assets, filling of gaps in infrastructure are seen fulfilled in various degrees in all the selected States. The formation of District Planning Committees (DPCs) as per the provision of article 243 ZD may be measured as another contribution of BRGF. The Panchayati Raj Institutions and the Urban Local Bodies, for the first time, had been involved in the planning process with definite steps. The assets under the scheme are seen created within the time limit. The capacity building process had become a tool for empowering the Elected Representatives of the PRIs and ULBs. The capacity building process and training has made a long standing impact and has contributed much to the preparation of Gram Panchayat Development Plan (GPDP) in the respective States under the 14th Finance Commission. There is a good-will towards the scheme from all the stake holders. Moreover a high demand is seen for a scheme like BRGF among the functionaries of PRIs and ULBs from all the States. Therefore, it may be suggested to revive the scheme by addressing the identified gaps and incorporating the above mentioned recommendations

CHAPTER 1

Backward Regions Grant Fund (BRGF)

Introduction

1.1. Genesis of the Scheme

More than half a century planned development has not removed inter-State and disparities in development. The midterm appraisal of the Ninth Five Year Plan (1997-2002) had highlighted the problem of increasing imbalance in regional development which resulted in a special focus on the issue of balanced regional development during the Tenth Five Year Plan period. The Midterm Appraisal Report of the Ninth Five Year Plan and the approach paper for the Tenth Five Year Plan laid the idea of identifying the back ward districts based on certain indicators and then for the programme based interventions to mitigate the backwardness. The proposal was for a Centrally Sponsored Scheme (CSS) with clear guidelines and *Rashtriya Sam Vikas Yojana* was launched in 132 selected districts in 2003-2004.

The main objective of the scheme was to put in place programmes and policies, which would remove, barriers to growth, accelerate the development process and improve the quality of life of the people through the joint efforts of the Governments at different the levels (Centre and the States). This goal was targeted to be achieved through improved agriculture productivity, mitigating unemployment and filling critical gaps in social and physical infrastructure.

Later, the Inter Ministry Task Force has been constituted on redressing growing regional imbalance. The terms of reference of the task force included various measures to be taken for implementing special programmes aimed at the social and physical development of the poorest and the most backward States on a priority basis. One of the major recommendations of the Inter Ministry Task Force was the launching of the ‘Backward Regions Grant Fund’ (BRGF) for the development of backward districts. The report also pointed out the relevance of decentralized planning and involvement of Panchayati Raj Institutions (PRIs). The report has stated that to

achieve the development targets in the most backward areas will not be effective unless they are implemented through PRIs. The report recommended for the decentralized district planning in order to enable optimal utilization of all the available resources for district level planning committees. The task of consolidating and integrating the plans of the PRIs at the district level should be vested with the District Planning Committees (DPCs).

1.2. Coverage

Based on the recommendations of the Inter Ministry Task Force, the Government of India launched the Backward Region Grant Fund (BRGF) scheme on 19.2.2007. The scheme covered 250 selected backward districts in 27 States of which 232 districts fall under the purview of Parts IX and IX A of the Constitution dealing with the Panchayats and the Municipalities. The remaining 18 districts are covered by separate local governing structures such as the Autonomous District and Regional Councils. During the year 2012-13, additional 22 districts are included under BRGF programme.

The number and names of BRGF districts in each State are provided in Table. No. 1.1

Table No.1.1 : State Wise List of BRGF Districts

Sl No	Name of the State	Name of BRGF Districts	Total Number of BRGF Districts
1	Andhra Pradesh	i.Adilabad, ii.Anantapur,iii.Chittoor,iv.Cudappah,v.Karimnagar,vi.Khammam, vii.Mahbubnagar, viii.Medak, ix.Nalgonda, x.Nizamabad, xi.Rangareddy, xii.Vizianagaram, xiii.Warangal	13
2	Arunachal Pradesh	i.Upper Subansiri	1
3	Assam	i.Barpetta, ii.Bongaigam, iii.Cachar, iv.Dhemaji, v.Golpara, vi.Hailakandi, vii.Kazbi Anglong, viii.Kokrajhar, ix.Marigaon, x.North Lakshimpur, xi.North Cachar Hills.	11
4	Bihar	i.Araria, ii.Aurangabad, iii.Banka, iv.Begusarai, v.Bhaddapur, vi.Bhojpur, vii.Buxar, viii.Daribhanga, ix.Gaya, x.Gopalyanj, xi.Jamui, xii.Jehanabad, xiii.Kaimur, xiv.Katihar,	36

		xv.Kishanganj, xvi.Khagari, xvii.Lakshisara, xviii.Madhepura, xix.Madhubani, xx.Munger, xxi.Muzafarpur, xxii.Nalanda, xxiii.Nawadah, xxiv.Patna, xxv.Paschim Champaran, xxvi.Purba Champaran, xxvii.Purria, xxviii.Rohtas, xxix.Sharasa, xxx.Samastipur, xxxi.Saran, xxxii.Sheikhpura, xxxiii.Sheihar, xxxiv.Sitamarhi, xxxv.Supaul, xxxvi.Vaishali.	
5	Chhattisgarh	i.Bastar, ii.Bilaspur, iii.Dantewada, iv.Dhamtari, v.Jashpur, vi.Kankar, vii.Kawardha, viii.Korba, ix.Koriya, x.Mahasamund, xi.Raigarh, xii.Rajnandgaon, xiii.Sarguja.	13
6	Gujarat	i.Banaskantha, ii.Dangs, iii.Dahod Dantewada, iv.Narmada, v.Panch Mahals, vi.Sabarkantha,	6
7	Haryana	i.Mohindergarh, ii.Sirsa	2
8	Himachal Pradesh	i.Chamba, ii.Sirmaur	2
9	Jammu & Kashmir	i.Doda, ii.Kupwara, iii.Poonch	3
10	Jharkhand	i.Bokaro, ii.Chattra, iii.Deoghar, iv.Dhanbad, v.Dumka, vi.Garhwa, vii.Giridih, viii.Godda, ix.Gumla, x.Hazaribagh, xi.Jamtara, xii.Koderma, xiii.Latehar, xiv.Lohardagga, xv.Pachhim Singhbhum(West Singhbhum), xvi.Pakauri, xvii.Palmu, xviii.Ranchi, xix.Sahibganj, xx.Saraikela, xxi.Simdega.	21
11	Karnataka	i.Bidar, ii.Chitradurga, iii.Davengere, iv.Gulberga, v.Raichur	5
12	Kerala	i.Palakkad, ii.Wayand	2
13	Madhya Pradesh	i.Balaghar, ii.Barwani, iii.Betul, iv.Chattarpur, v.Damoh, vi.Dhar, vii.Dindori, viii.Guna, ix.Jhabua, x.Katni, xi.Khandwa, xii.Mandla, xiii.Panna, xiv.Rajgarh, xv.Rewa, xvi.Satna, xvii.Seoni, xviii.Shahdol, xix.Shepur, xx.Shivpuri, xxi.Siddhi, xxii.Tikkamgarh, xxiii.Umaria, xxiv.West Nimar	24
14	Maharashtra	i.Ahmed Nagar, ii.Amravati, iii.Aurangabad, iv.Bhandara, v.Chandrapur, vi.Dhule, vii.Gadchiroli, viii.Gondia, ix.Hingoli, x.Nanded, xi.Nandurbar, xii.Yavatmal	12
15	Manipur	i.Chandel, ii.Churachandrapur, iii.Tamenlong	3
16	Meghalaya	i.Ribhoi, ii.South Garo Hills, iii.West Garo Hills	3
17	Mizoram	i.Lawngthai, ii.Siaha	2
18	Nagaland	i.Mon, ii.Tuensang, iii.Workha	3
19	Odisha	i.Bolangir, ii.Boudh, iii.Debagarh, iv.Dhenkanal, v.Gajapati, vi.Ganjam, vii.Jharsuguda,	19

		viii.Kolahandi, ix.Keonjhar, x.Koraput, xi.Malkangiri, xii.Mayurbhang, xiii.Nabrangpur, xiv.Nuapada, xv.Phulbani, xvi.Rayagada, xvii.Sambalpur, xviii.Sonapur, xix.Sundargarh	
20	Punjab	i. Hoshiarpur	1
21	Rajasthan	i.Banaswara, ii.Barmer, iii.Chittaurgarh, iv.Dungarpur, v.Jaisalmer, vi.Jalor, vii.Jhalawar, viii.Karoli, ix.Sawai Madhopur, x.Sirohi, xi.Tonk, xii.Udaipur	12
22	Sikkim	i.Sikkim North	1
23	Tamil Nadu	i.Cuddalore, ii.Dindigul, iii.Naga Pattinam, iv.Sivagangai, v.Tiruvannamali, vi.Villupuram	6
24	Tripura	i.Dhalai	1
25	Uttar Pradesh	i.Ambedkar Nagar, ii.Azamgarh, iii.Bahraich, iv.Balrampur, v.Banda, vi.Barabanki, vii.Basti, viii.Budaun, ix.Chandauli, x.Vhitrakoot, xi.Etah, xii.Farrukhabad, xiii.Fetehpur, xiv.Gonda, xv.Gorakhpur, xvi.Hamirpur, xvii.Hardoi, xviii.Jalaun, xix.Jaunpur, xx.Kaushambi, xxi.Kushinagar, xxii.Lakshimpur, xxiii.Lalitpur, xxiv.Maharajaganj, xxv.Mahoba, xxvi.Mirzapur, xxvii.Pratapgarh, xxviii.Raebareli, xxix.Sant Kabir Nagar, xxx/Shravasti, xxxi.Sidharthanagar, xxxii.Sitapur, xxxiii.Sonebhadra, xxxiv.Unnao.	34
26	Uttarakhand	i.Chamoli, ii.Champawat, iii.Tehri Garhwal	3
27	West Bengal	i.Bankura, ii.Birbhum, iii.Dakhin Dinajpur, iv.Jalpaiguri, v.Malda, vi.Medinipur East, vii.Medinipur West, viii.Murshidabad, ix.Purulia, x.South 24 Parganas, xi.Uttar Dingajpur	11

Source: Data from MoPR

During the year 2014 Andhra Pradesh State has been bifurcated in to Andhra Pradesh and Telangana. The BRGF districts coming under each State are provided in Table No. 1.2

Table No.1.2: List of BRGF Districts Coming under Andhra Pradesh and Telangana

Sl No	State	Districts
1	Andhra Pradesh	i.Anantpur, ii.Chittoor, iii.Cudapah, iv.Vizianagarm
2	Telangana	i.Adilabad, ii.Karim Nagar, iii.Karnmam, iv.Mahbub Nagar, v.Medak, vi.Ranga reddy, vii.Nizamabad, viii. Nalgona, ix.Warangal

Source:

The name of the districts additionally included in the list from the beginning of the 10th five year plan is given in Table No. 1.3.

Table No. 1.3: List of BRGF Districts Additionally Included

Sl No	State	Districts included
1	Assam	i.Baksa ii.Chirang
2	Bihar	i.Arwal ii.Siwan
3	Chhattisgarh	i.Bijapur, ii.Narayanpur
4	Jammu & Kashmir	i.Kistwar, ii.Ramban
5	Jharkhand	i.Khunti (2014-15) ii.Ramgarh
6	Karnataka	Yadgir
7	Madhya Pradesh	i.Alirajpur, ii.Anuppur, iii.Ashok Nagar iv.Burhanpur, v.Chhindwara, vi.Singrauli,
8	Nagaland	i.Kiphrie, ii.Longleng
9	Odisha	i.Bargarh
10	Rajasthan	i.Pratapgarh
11	Uttar Pradesh	i.Kashganj

Source: Field Data as per the Terms of Reference & Discussion with Officials

1.3. Objective of the Scheme

Following are the objectives of the Scheme

1. Bridge critical gaps in local infrastructure and other development requirements that are not being met adequately through existing inflows
2. Strengthen to this end and Panchayat and Municipality level governance with more appropriate capacity building, to facilitate participatory planning, decision making, implementation and monitoring to reflect local felt needs
3. Provide professional support to local bodies for planning, implementation and monitoring of their plans

4. Improve the performance and delivery of critical functions assigned to Panchayats and Municipalities and counter possible efficiency and equity losses on account of inadequate local capacity

The scheme has been envisaged to redress regional imbalances in development by way of providing financial resources for supplementing and converging existing developmental inflows in to the identified backward districts. Though the 73rd and 74th Constitution Amendment Acts has vested the local Self Government Institutions with the powers to prepare plans for economic development and social justice, the Panchayati Raj Institutions and Municipalities were not having adequate capacity to formulate, implement and monitor, local level development works in most of the States. Moreover, the lack of untied funds for their own plans was another problem faced by the PRIs and Municipalities.

The BRGF Scheme has tried to address both these problems through setting apart a capacity building fund and untied funds for developmental activities. The capacity building component emphasized on continuous training to the elected representatives and functionaries and providing basic infrastructure facilities. The development grant has to be utilized to bridge the critical gaps in infrastructure and development.

The programme was aimed to converge the BRGF funds with all other relevant centrally and State sponsored development schemes. Each district covered under the scheme was to undertake a diagnostic study of its backwardness by enlisting professional planning support. A baseline survey at the village level also was to be conducted. The programmes for implementations were to be identified through people's participation especially through Ward Sabhas and Gram Sabhas. The participatory plans, thus prepared by the Panchayats and Municipalities should be consolidated in to the district plan by the District Planning Committee (DPC).

The allocation of funds has been made under two criteria. Every district will be allocated with fixed minimum amount of Rs. 10 crore. Fifty per cent of the balance allocation will be based on the share of population of the district to the total population of all the backward districts and the remaining fifty per cent based on the

share of area of the district in proportion to the total area of all the backward districts. For the interstate allocation of funds to Panchayats and urban local bodies, the State Governments have to indicate a normative formula.

The districts are eligible to receive the first allocation under the scheme only after they have constituted the District Planning Committees (DPCs) and had prepared a district plan consolidating together a few important schemes in respect of which participatory plans have been prepared.

The anticipated outcomes of the scheme were mitigation of backwardness, contribute towards poverty alleviation in backward districts and promote accountable and responsive Panchayats and Municipalities. The scheme also has focused on provision of trained community level workers such as trained community level person for agricultural extension, gender empowerment community volunteers and trained bare foot engineers. However, the programmes has been discontinued in 2015-16

1.4. Context of the Report

The Ministry of Panchayati Raj (MoPR), Government of India, New Delhi has assigned the responsibility for the evaluation of the Programme in the 28 States to the Centre for Rural Management, (CRM), Kottayam, Kerala. Two interim reports – first, the evaluation of the scheme in the States of Maharashtra and Uttar Pradesh and the second based on the facts and findings from ten States including the former two along with Madhya Pradesh, Odisha, Chhattisgarh, Jharkhand, Bihar, West Bengal, Assam and Gujarat have already been furnished to the MoPR. This is the final report after completing the field level evaluation of the scheme in all the 28 districts. The basic objectives of the evaluation of BRGF are

1. Assessment of whether the various BRGF Schemes
 - a. Strengthened Panchayat and Municipality level Governance with appropriate capacities built and
 - b. Facilitated participatory planning, decision making implementation and monitoring that reflected local needs

2. Assessment of professional support provided to local bodies towards BRGF planning, implementation and monitoring
3. Assessment of whether BRGF helped to bridge critical gaps in local infrastructure and other development requirements which were not being adequately addressed through existing inflows
4. Assessment of whether BRGF contributed to
 - a. the improvement in performance and delivery of critical functions assigned to Panchayats/ Municipality
 - b. counter possible efficiency and equity losses owing to inadequate local capacity

In addition to the above, the evaluation agency was asked to cover the following objects

- a) To assess the extent (on the scale of 0-10 for each State) to which objectives of BRGF (including implementation of decentralized planning) have been fulfilled?
- b) To evaluate the extent of involvement of grassroots level local governments in planning
- c) To assess the quality of District plans with reference to BRGF Guidelines, reasons for shortcomings/deficiencies, assess efforts made towards capacity building, planning processes, role of TSIs, etc.
- d) To review the institutional structures and quality of programme management including review systems at State and District levels; and adequacy of the monitoring mechanism
- e) To assess the administrative and technical capabilities of the agencies towards planning and executing various activities
- f) To assess whether the activities taken up in the annual plans by the Panchayats/ULBs helped, in the mitigation of backwardness

- g) To assess whether activities being implemented under BRGF are in convergence and synergistic mode with other Central/State sector schemes or are being implemented on stand-alone basis?
- h) To assess the extent to which Elected Representatives and Panchayat Functionaries have been trained under the component “Capacity Building” of the programme
- i) To assess the time taken in completion of an activity/work after initial funding was made to the implementing entities (IEs)
- j) To assess whether funds allocated under the plan by the Zilla Panchayats for an activity in a particular financial year were adequate or they needed to wait for funds in subsequent years for competing the works?
- k) To assess the quality of various assets created
- l) To assess the usage of the assets created for the purpose for which they were/are created
- m) To assess the capacity of PRIs to maintain created assets
- n) To assess the extent to which social audit has been conducted and its effectiveness as a monitoring system
- o) To identify the gaps in the overall construct of the scheme and make recommendations for improvements for implementation of such a scheme for the backward areas
- p) To assess the compliance of observations made by the Ministry regarding deficiencies in Annual Plan proposals of the States

1.5. Methodology

Both primary and secondary data were collected for the evaluation. The methodology for completing the assignment was the collection of data, interaction with elected functionaries, discussions with officials of Panchayati Raj Institutions /Municipalities, implementing officers of the line departments, focus group discussions(FGDs) with

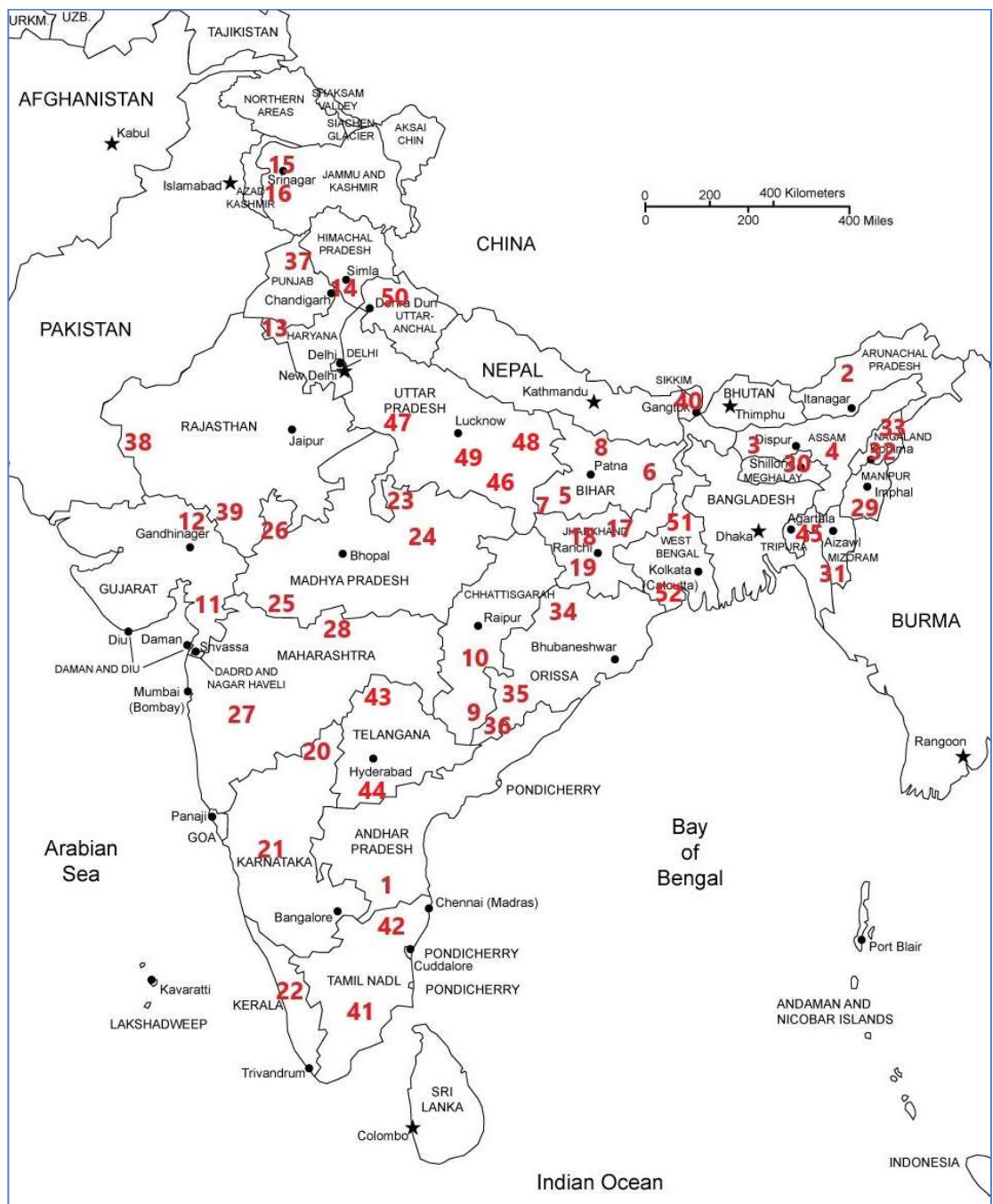
beneficiaries/stakeholders, interview of selected stakeholders/ citizens of the local community of selected assets and physical verification of assets created under the scheme.

1.5.1. Sample

As per the terms of reference, four districts were selected for the States having more than 25 BRGF districts, three districts were selected from the States having 16-25 BRGF Districts, two districts were selected from the States that have more than four BRGF Districts and only one district has been selected from the States where the number of BRGF districts are four or less.

The district for field survey has been selected in such a way that at least one best performing district one medium performing and one least performed are visited so that a comprehensible picture of the implementation of the scheme will be captured. From each district, three blocks were selected out of which one being a best performed, one least performed and one medium performed. Two Urban Local Bodies from each district also were selected, randomly. Further from each block four Gram Panchayats (GPs) were selected randomly for data collection. From each selected Gram Panchayat and Urban Local Body, five assets developed under BRGF were physically verified and two stakeholders of each verified asset were interviewed. In the case of assets less than five, opinions of more stakeholders on the existing assets have captured. At least one Focus Group Discussion (FGD) was conducted for each Gram Panchayat / ULB. The selected districts are shown in Figure No. 1.1 and Table No. 1.4. Details of visited blocks and Gram Panchayats are given in Table No. 1.5 and details of urban local bodies visited are given in Table No.1.6

Figure No. 1.1: Location Map of the Selected Districts for Field Work



Source: Table No. 1.4

Table No.1.4: Selected Districts from the States

Number	Selected Districts	Name of State
1	Chittoor	Andhra Pradesh
2	Upper Subansiri	Arunachal Pradesh
3	Kokarajhar	Assam
4	Moregaon	Assam
5	Arwal	Bihar
6	Katihar	Bihar
7	Rohtas	Bihar
8	Sitamarhi	Bihar
9	Bastar	Chhattisgarh
10	Dhamtari	Chhattisgarh
11	Narmada	Gujarat
12	Sabar Kantha	Gujarat
13	Sirsa	Haryana
14	Sirmaur	Himachal Pradesh
15	Kupwara	Jammu Kashmir
16	Poonch	Jammu Kashmir
17	Bokaro	Jharkhand
18	Ramgarh	Jharkhand
19	Ranchi	Jharkhand
20	Biddar	Karnataka
21	Davengere	Karnataka
22	Palakkad	Kerala
23	Chhatarpur	Madhya Pradesh
24	Katni	Madhya Pradesh
25	Khargone	Madhya Pradesh
26	Sheopur	Madhya Pradesh
27	Ahmednagar	Maharashtra
28	Amaravati	Maharashtra
29	Chandel	Manipur
30	Ri-Bhoi	Meghalaya
31	Lawngtlai	Mizoram
32	Kiphire	Nagaland
33	Mon	Nagaland
34	Jharsuguda	Odisha
35	Kalahandi	Odisha
36	Koraput	Odisha
37	Hoshiarpur	Punjab

38	Barmer	Rajasthan
39	Udaipur	Rajasthan
40	North Sikkim	Sikkim
41	Sivanganga	Tamil Nadu
42	Thiruvannamalai	Tamil Nadu
43	Adilabad	Telangana
44	Nalgonda	Telangana
45	Dhalai	Tripura
46	Banda	Uttar Pradesh
47	Etah	Uttar Pradesh
48	Gorakhpur	Uttar Pradesh
49	Raibareilly	Uttar Pradesh
50	Tehri Garhwal	Uttarakhand
51	Murshidabad	West Bengal
52	Purba Medinipur	West Bengal

Source: Field Data as per the Terms of Reference & Discussion with Officials

Table No.1.5: Details of Districts, Blocks and Gram Panchayats from the 28 States Visited and Data Collected

SL No	Name of States	Names of Selected Districts	Names Selected Blocks	Gram Panchayats selected
1	Andhra Pradesh	Chittoor	1.Thavanampalle	1.Durga Samudram 2. Mallamgunta 3.Padmavathipuram 4. Settipalle
			2.Thiruppathi (Rural)	1. Aragonda 2.Diguvamogam 3.Muthukuru 4.Thavanampalle
			3.V Kota	1.Krishnapuram 2.Thotakanum, 3.V Kota 4.Yallakallu
2	Arunachal Pradesh	Upper Subansiri	Dumparijo	1.Taor Tani-III 2.Tator Tani-IV 3.Topo Heche-II 4.Topo Heche-IV
			2.Nacho	1.Gingba-1 2.Kojap-II 3.Paying-II 4.Rava I
			3.Taliha	1.Eba-1

3	Assam	1. Moregaon	1. Mayong	2. Jaring-VI 3. Lable-I 4. Maying-I
				1. Goa Gaon 2. Jagi Bhagatgaon 3. Jagi Roasgaon 4. Deosn
			2. Kapila	1. Jalugudigaon 2. Charaibahi 3. Kalmonbari 4. Bazbhagia
			3. Rahuri	1. Barangahari 2. Dandua 3. Bhubandhagoan 4. Konwargaon
		2. Kokrajhar	1. Kokrajhar	1. Titaguri 2. Deborgaon 3. Karigaon Tarang 4. Tirali Chairiali
			2. Dotma	1. Segfanguri 2. Hogmabil 3. Borshigora 4. Dumraguri
			3. Kochugaon	1. Kochugaon 2. Gardinpur 3. Sapkata 4. Balagaon
			1. Kaler	1. Ismailpur 2. Sakarikhurd 3. Terri 4. Usari
		1. Arwal	2. Kurtha	1. Bara 2. Ibrahimpur 3. Kodaramar 4. Naduara
			3. Sonabhadra Banshi Sryapur	1. Kharasin 2. Mali 3. Sherpur 4. Sonbhadra
4	Bihar	2. Katihar	1. Barsoli	1. Abadpur 2. Baltar 3. Choundi 4. Karnpur
			2. Korha	1. Bhatwara 2. Madura 3. North Simiriah

5	Chattisgarh	3.Rohtas	3.Manihari	4.Pawai 1.Badmara 2.Katakara 3.Kewala 4.Neema
			1.Nokha	1.Dakshini Varab 2.Hathini 3.Sotwam 4.Sisirath
			2.Sheosagar	1.Nad 2.Mohammedpur 3.Sikraur 4.Karup
			3.Sasaram	1.Amri 2.Karwandi 3.Mokar 4.Muradabad
		4.Sitamarhi	1.Riga	1.Riga Second 2.Ganeshpur 3.Babhangama 4.Nahesia
			2.Bajpathi	1.Patdowda 2.Bajpatti 3.Ratwara 4.BajpattiNarha
			3.Dumra	1.Madhuban 2.Bishunpur 3.Rampur Parori 4.Mirzapur
			1.Bastar	1.Nadeesagar 2.Badachakuwa 3.Lanker 4.Bolanka
			2.Lohandigudi	1.Badanchi 2.Chitrakot 3.Madnar 4.Dharagav
			3.Thokpal	1.Singanpur 2.Karangi 3.Patnar 4.Davargaon
		2.Dhamtari	1.Kurud	1.Kanharpuri 2.Korra 3.Nawagaon 4.Sindhi

6	Gujarat	1.Narmada	2.Mangarload	1.Kherngit 2.Hardi 3.Birugili 4.Arod
			3.Dhamtari	1.Bhatgaon 2.Doma 3.Bondarapuri 4.Bothili
			1.Nanded	1.Bhilvashi 2.Vaghrali 3.Lindava 4.Kothi
			2.Tilakwada	1.Bhadarwa 2.Bhujelha 3.Kamsoli 4.Tilakwada
			3.Dediya pada	1.Alma wadi 2.Khokharaumar 3.Motasuka Amba 4.Sejpur
		2.Sabar Kantha	1.Himatnagar	1.Raigad 2.Rupal 3.Gambholi 4.Virpur
			2.Idar	1.Revas 2.Vadiavir 3.Sherpur 4.Gulabpur
			3.Vijaynagar	1.Parosada 2.Antarsuba 3.Kalavn 4.Kathrotty
			1.Bargudha	1.Bargudha 2.Bhiwan 3.Johrar Rohi 4.Sahuwalai
			2.Odhan	1.Jagmalwali 2.Odhan 3.Panniwala Mota 4.Rohiranwali
7	Haryana	Sirsa	3.Sirsa	1.Bajekan 2.Bharokhah 3.Bhavdin 4.Panihari

8	Himachal Pradesh	1.Sirmaur	1.Nahan	1.Ambwala Santwala 2.Bankala 3.Nahan 4.Nauni
			2. Pachhad	1.Bag Pashog 2.Dilman 3.Jaman Kj Ser 4.Sarahan
			3.Ponda Sahib	1.Badripur 2.Bhagani 3.Khodri 4.Sataun
9	Jammu Kashmir	1.Kupwara	1.Handwara	1.Bhadrahar 2.Kulangam B 3.Machipura 4.Shahlal
			2.Reddi	1.Chokibal 2. Hutchmarg 3.Panzgam C 4.Reddi
			3.Tangdar	1. Kandibella 2. Khorpara 3. Tangdar A 4. Tangdar B
		2.Poonch	1.Mankote	1.Chajjala Lower 2.Chajjala Upper 3.Mankotte Lower 4.Salani
			2.Mendhar	1.Bhera 2.Dharana Lower 3. Gholad Mustaffa Nagar 4.Gholald Town
			3.Poonch	1.Ajote 2.Khanater Dalera 3.Khanater Duprian 4. Mangnar
10	Jharkhand	1.Bokaro	1.Jaridih	1.Gangori 2.Tand Balidih 3.Kundri 4.Bandhdih
			2.Petarwar	1.Ordana 2.Sadmakala 3.Tenughat 4. Chalkari North

11			3.Chas	1.Pupnki 2.Kashijhari 3.Pindrajora 4.Kandra
			2.Ranchi	1.Ormanchi 1.Berwe 2.Pancha 3.Chandra 4.Karma
			2.Kanker	1.Husir 2.Manatu 3.Hochar 4.Khatanga
			3.Bero	1.Jariya 2.Kesha 3.Bero 4.Keshapurio
			3.Ramgarh	1.Patratu 1.Lapnga 2.Lambga 3.Jayanagar 4.Pallu
			2.Dulmi	1.Soso 2.Kulhi 3.Jamira 4.Usra
			3.Mandu	1.Budkalelumba 2.Orla 3.Pundi 4.Ratwe
		1.Bidar	1.Aurad (B)	1.Chanduri 2.Koutha (B) 3.Santhpur 4.Thanakushnoor
			2.Bhalki	1.Dawargaon 2.Dongapur 3.Malchapur 4.Telgaon
			3.Bidar	1.Aliamber 2.Anadur 3.Janwada 4.Mandakanalli
	Karnataka	2.Davengere	1.Channagiri	1.Garaga 2.Kabbala 3.Kariganuru 4.Rudrapura

12	Kerala	1.Palakkad	2.Harihar	1.Belludi 2.Bhanuvalli 3.Guttur 3.Kadaranayakahalli
			3.Honnali	1.Chikadadakatte 2.Chiluru 3.Kulagatte 4.Kunkova
			1.Chittur	1.Elappully 2.Perumatty 3.Polpully 4.Vadakarapathi
			2.Ottapalam	1.Ambalapara 2.Chalavara 3.Nellaya 4.Vallappuzha
			3.Palakkad	1.Keralasseri 2.Mankara 3.Mundoor 4.Parali
13	Madhya Pradesh	1.Chhatarpur	1.Bijawar	1.Bijawar 2.Motigarh 3.Nandgayavattan 4.Rajpura
			2.Chhatarpur	1.Barkoha 2.Dhadari 3.Nirwari 4.Kalapani
			3.Rajnagar	1.Bamaitha 2.Basari 3.Chobar 4.Lahari
			2.Katni	1.Bichhna 2.Kachhgaonadeoni 3.Pahadi 4.Piprouth
			2.Bahoriband	1.Chhapra 2.Padwar 3.Slieemnabad 4.Teori
			3.Vijayaraghav Garh	1.Bainswahi 2.Deorakalan 3.Harduakalan 4.Jijnodi

14	Maharashtra	3.Sheopur	1.Karahal	1.Dhengada 2.Gadhala 3.Goras 4.Piprani
			2.Sheopur	1.Chakhruliya 2.Dhiroli 3.Jainy 4.Rayapura
			3.Vijayapur	1.Balavani 2.Occha 3.Pura 4.Tarraikhund
		4.Khargone	1.Goganwa	1.Bid (Bajurg) 2.Gopalpura 3.Magariya 4.Thibgoan Bujura
			2.Khargone	1.Aghwan 2.Asangaon 3.Lehapur 4.Temala
			3.Kasarawad	1.Balsmund 2.Bamandi 3.Nimrani 4.Sailani
		1.Ahmednagar	1.Akole	1.Ghodsarwadi 2.Vithe 3.Induri 4.Samserpur
			2.Nagar	1.Pokhardi 2.Dehere 3.Nandgaon 4.Darewadi
			3.Rahuri	1.Bramhani 2.Baragaon Nandur 3.Wambori 4.Satral
		2.Amaravati	1.Amaravati	1.Mahuli Jhangir 2.Anjangaon 3.Walgaon 4.Wadgaon Jire
			2.Chikhaldara	1.Vastapur 2.Sarwarkheda 3.Telkhava 4.Badampur

15	Manipur	1.Chandel	3.Bhatkuli	1.Nimbha 2.Wathodash 3.Waygaon 4.Sayat
			1.Chandel	1.Kapaam 2.Lieishokchina 3.Penaching 4.Ziontlang
			2.Machi	1.Khangshim 2.Khunbi 3.Laiching-Minou 4.Langol Village
			3.Moreh	1.Hill Tribal Council (HTC) 2. Meites Council 3.Moreh Muslim Council 4.Nepali Basti 5.Angbarusu 6.New Shijang
16	Meghalaya	1.Ri-Bhoi	1.Jirang	1.Barigoan 2.Newjirang 3.Sonkybam Domphlong 4.Umkadhor
			2.Umling	1.Diwon 2.Jyntru 3.Mawroh 4.Umdihar
			3.Umsing	1.Kynjoinumran 2.Mawlong 3.Sohliya 4.Umran Dairy
17	Mizoram	1.Lawngtlai	1.Bungtlang	1.Bungtlang 2.Hmunnaam 3.Saibawh 4.Sekuthkai
			2.Lawantlai	1.Bazarveng 2.Chandmary 3.Sihtlangpui 4.Upper Saikah
			3.Sangau	1.Bualpui 2.Punghpher 3.Lungtian 4.Lungzarhtum

18	Nagaland	1.Kiphire	1.Kiphire	1.Amahator 2.Kesitong 3.Old Risetshi 4.Singrep
			2.Longmatra	1.Longmatra 2.Naoromi 3.Samphure 4.Tetheyu
			3.Simiti	1.Hukato 2.Natsami 3.Nitoi 4.Thazhu
		2.Mon	1.Aboi	1.Aopao 2.Longching 3.Mohung 4.Ngangching
			2.Mon	1.Chui 2.Goching 3.Totok Chingnyu 4.Totok Chingkho
			3.Phonching	1.Longwa 2.S/Tangten 3.Tangnyes 4.Yuching
19	Odisha	1.Kalahandi	1.Koksara	1.Ampani 2.Badpodagua 3.Baradanga 4.Kauldola
			2.Jungarh	1.Charbatral 2.Kalopala 3.Mudraguda 4.Raipur
			3.Bhavanipatna	1.Borbhata 2.Gurjung 3.Borda 4.Dumuri
		2.Koraput	1.Borigamma	1.Borgumma 2.Kamara 3.Jhujhari 4.Sasahanid
			2.Samiliguda	1.Sorisapadar 2.Khudi 3.Dalaiguda 4.Pakjhola

20		3.Kotpad		1.Batasana 2.Chitra 3.Damanahandi 4.Chandili
		3.Jharsuguda	1.Kirmira	1.Arda 2.Bandhapali 3.Goudpanpali 4.Naxapali
			2.Lakshanpur	1.Telnali 2.Khushraloi 3.Rambella 4.Ramenda
			3.Jharsuguda	1.Badmal 2.Gourmal 3.Lising 4.Rajpur
	Punjab	1.Hoshiarpur	1.Dasuya	1.Basoya 2.Dadial 3.Gambowal 4.Lameen
			2.Mahilpur	1.Chandeli 2.Chela 3.Dakkan 4.Dandian
			3.Mukerian	1.Dharampur 2.Khichian 3.Mirpur 4.Ranga
	Rajasthan	1.Barmer	1.Balothra	1.Asada 2.Jasol 3.Kitnod 4.Moongra
			2.Chohtan	1.Bijarad 2.Chauhata 3.Kaprau 4. Toka
			3.Gadrarod	1.Gadrarod 2.Jaisindar Station 3.Khalife Ki Bawadi 4. Shahdad Ka Par
		2.Udaipur	1.Bhinder	1.Adinda 2.Batewar 3.Dhawadiya 4.Gupadi

22	Sikkim	1.North Sikkim	2.Girwa	1.Balocha 2.Kaaya 3.Padmuna 4.Tidi
			3.Salumbar	1.Adkaliya 2.Bassisamchod 3.Kharka 4.Utharda
			1.Kabi	1.Kabi-Rongpa 2.Phengong 3.Rongong 4.Rongong Tumlong
			2.Mangan	1.Mangshila Tibuk 2.Namok-Swayem 3.Ringhim Nawpatam 4.Singhik Sentam
23	Tamil Nadu	1.Sivanganga	3.Passing Dzongu	1.Hee-Gyathang 2.Lingdong Barfok 3.Lingthem Lingdem 4.Passing Dang-Saffo
			1.Devakottai	1.Kandadevi 2.Kannankottai 3.Siruvathi 4.Thirumanavayal
			2.Kalayarkoil	1.Kattandal-Sukkaroorani 2.Kollangudi 3.Mudikkrai 4.Paruthikkanmoi
			3.Singanpunari	1.A. Kalappur 2.Eriyur 3.Erumapatty 4.Piranmatei
		2.Thiruvannamalai	1.Cheyyar	1.Mukkur 2.Nedumbirai 3.Palli 4.Thalarapadi
			2.Kilpenathum	1.Keekkalur 2.Mekkalur 2.Nariyamangalam 4.Vazhuthalangunam
			3.Thandrampetta	1.Sathanur 2.Thandrampet 3.Kalamnjanoor

24	Telangana	1.Adilabad	1.Adilabad	4.Thanipadi 1.Anukunta 2.Battiswaragaon 3.Mavala 4.Yapalguda
			2.Dandepally	1.Dandepally 2.Lingapur 3.Mamidipally 4.Thallapet
			3.Kaddam	1.Dasturabad 2.Dharamjipet 3.Kalleda 4.Peddur
		2.Nalgonda	1.Bibinagar	1.Bibinagar 2.Gudur 3.Kondamadugu 4.Venkiriya
25	Tripura	1.Dhalai	2.Bhongir	1.Bandasomararam 2.Kunoor 3.Surepaly 4.Veeravally
			3.Pochampally	1.Indriyala 2.Muktapur 3.Peddagudam 4.Pochampally
			1.Ambassa	1.Jeolcharra 2.Kakamcharra 3.Lalcheri 4.Purba Nalicharra
			2.Durga Chowmuhanai	1.Bamacharra 2.Chulubari 3.Mohanpur 4.Shyamarichera
26	Uttar Pradesh	1.Gorakhpur	3.Salema	1.Ashapuna Roaja 2.Avanga 3.East Dalucherra 4.Salema
			1.Bhramapur	1.Tenduakhura 2.Belwa 3.Rampura 4.Jungle Rasulpr
			2.Jungle Kaudia	1.Jungle Kaudia 2.Kurwa 3.Dohariya 4.Bharoya

27	Uttarakhand	3.Bhatghat		1.Hafij Nagar 2.Parsouna 3.Phool Waria 4.Pokhar Bhinda
		2.Etah	1.Sitalpur	1.Barthar 2.Jirasmi 3.Neorai 4.Wajidpur
			2.Nidhoulikaula	1.Sihori 2.Sirav 3.Samantkheda 4.Himmatpur
			3.Awagarh	1.Jalukheda 2.Rohina Mirajapur 3.Khatauta 4.Nuhkhas
		3.Banda	1.Badokar Khurd	1.Chahithara 2.Hathaira 3.Duredi 4.Tindwara
			2.Naraini	1.Lahuretta 2.Pukari 3.Parsahar 4.Khalari
			3.Tindwari	1.Piparhari 2.Mahuyi 3.Sandi 4.Khoda
		4.Raibareilly	1.Staon	1.Nakunaha 2.Khusprupur 3.Jaitipur 4.Gujari
			2.Lalganj	1.Rangaon 2.Alampur 3.Mitapur 4.Galgasur
			3.Harchandrapur	1.Dataouli 2.Para 3.Gulupur 4.Ajmatullah Ganj
		1.Tehri Garhwal	1.Chamba	1.Bagi 2.Balma 3.Dargi 4.Pangar

28	West Bengal	1. Purba Medinipur	2. Jhakridhav	1. Chipara 2. Dapoli 3. Gharakot 4. Nawakot
			3. Narendra Nagar	1. Agar 2. Binnu Bhingarki 3. Kodarna 4. Saldogi
			1. Ram Nagar I	1. Basantapur 2. Talgachhari 3. Gobra 4. Padima II
			2. Ram Nagar II	1. Balisai 2. Badalpur 3. Kalindi 4. Satilapur
			3. Mahishadal	1. Lakshya I 2. Lashya II 3. Hamogra II 4. Garkamalpur
		2. Murshidabad	1. Behampore	1. Radharghat I 2. Neallishpara Goaljoar 3. Hatinagar 4. Gurudaspur
			2. Kandi	1. Mahalandi II 2. Jasohari Anukha II 3. Kumarsanda 4. Gokarna II
			3. Nabagram	1. Rasulpur 2. Kiriteswari 3. Panchagram 4. Shibpur

Source: Field Data as per the Terms of Reference & Discussion with Officials

Table No.1.6 : Details of Urban/ Local Bodies Visited

SI No	State	District	Urban Local Bodies
1	Andhra Pradesh	Chittoor	Madanapalle Municipality Sri.Kalahasti Municipality
2	Arunachal Pradesh	Upper Subansiri	No urban Local body
3	Assam	Morigaon	Morigaon
		Kokrajhar	Kokrajhar
4	Bihar	Arwal	Arwal
		Kathihar	Kathihar
		Rogtas	Sasram
		Sitamarhi	Sitamarhi
5	Chhattisgarh	Bastar	Jagadapur
		Dhamtari	Magarlod NP Kurud NP
6	Gujarat	Narmada	Rajpipla
		Sabarkantha	Himayath Nagar Pranjti
7	Haryana	Sirsa	Ellanabad Sirsa
8	Himachal Pradesh	Sirmaur	Nahan Pondasahib
9	Jammu & Kashmir	Kupwara	Kupwara Handwara
		Poonch	Poonch
10	Karnataka	Bidar	Bidar Bhalki
		Davangere	Davangere Honnali Town Panchayat
11	Kerala	Palakkad	Chittur- Thathamangalam Shornur
12	Jharkhand	Bokaro	Chas Phusro
		Ranchi	Ranchi Bundu
		Ramnagar	No urban local body
13	Madhya Pradesh	Chhatarpur	Rajwagar Chhattarpur
		Katni	Katni Vijaya Raghavaghar
		Sheopur	Baroda Sheopur
		Khargone	Kasrawad

14	Maharashtra	Ahamed Nagar	Khargone
			Rahuri
			Deolali Pravara
			Chandur Railway
15	Manipur	Chandel	Achalpur
16	Meghalaya	Ri Bhoi	No urban local body
17	Mizoram	Lawntlai	Nongpoh Town Committee
18	Nagaland	Kiphire	No urban local body
19		Mon	Kiphire town Council
20	Odisha	Kalahandi	Mon Town Council
			Bhavanipatna
		Koraput	Junagad NAC
			Sunabeda
		Jarsuguda	Koraput
			Belpahar
21	Punjab	Hoshiarpur	Brajrajnagar
			Hoshiarpur
			Mukerian
			Balothra
22	Rajasthan	Barmer	Barmer
			Bhinder
			Salumbar
23	Sikkim	North Sikkim	Mangan Nagar Panchayat
24	Tamil Nadu	Sivaganga	Sivaganga
			Nattarasankottai Town Panchayat
			Thiruvannamalai
		Thiruvannamalai	Thiruvathipuram
			Kalambur Town Panchayat
			Manchheril
25	Telangana	Adilabad	Niraml
			Bhongir
		Nalgona	Nalgonda
			Ambassa
26	Tripura	Dhalai	Kamalpur
27	Uttarakhand	Tehri Garhwal	Narendra Nagar
			New Tehari
		Gorakhpur	Golabazar
			Bazhalganj
28	Uttar Pradesh	Etah	Etah
			Jalesar

28	West Bengal	Banda	Banda
		Raibareilly	Attar
		Purba Medinipur	Raibareilly
		Murshidabad	Lalgang
			Tamluk
			Contain
			Behampur
			Kandi

Source: Field Data as per the Terms of Reference & Discussion with Officials

The number of districts, blocks, Gram Panchayats and ULBs visited in each State are provided in Table No.1.7

Table No.1.7: Number of Local Bodies Visited in each State

Sl No	State	Districts	Blocks	Gram Panchayats	ULBs
1.	Andhra Pradesh	1	3	12	2
2.	Arunachal Pradesh	1	3	12	No ULB
3.	Assam	2	6	24	2
4.	Bihar	4	12	48	6
5.	Chhattisgarh	2	6	24	4
6.	Gujarat	2	6	24	3
7.	Haryana	1	3	12	2
8.	Himachal Pradesh	1	3	12	2
9.	Jammu & Kashmir	2	6	24	3
10.	Jharkhand	3	9	36	4
11.	Karnataka	2	6	24	4
12.	Kerala	1	3	12	2
13.	Madhya Pradesh	4	12	48	8
14.	Maharashtra	2	6	24	4
15.	Manipur	1	3	14	No ULB
16.	Meghalaya	1	3	12	1
17.	Mizoram	1	3	12	No ULB
18.	Nagaland	2	6	24	2
19.	Odisha	3	9	36	6
20.	Punjab	1	3	12	2
21.	Rajasthan	2	6	24	4
22.	Sikkim	1	3	12	1
23.	Tamil Nadu	2	6	24	4
24.	Telangana	2	6	24	4
25.	Tripura	1	3	12	2
26.	Uttar Pradesh	4	12	48	8
27.	Uttarakhand	1	3	12	2
28.	West Bengal	2	6	24	4
	Total	52	156	626	86

Source: Field Data as per the Terms of Reference & Discussion with Officials

It has been proposed to visit two urban local bodies from each district and the number of urban local bodies should have been 104. But in the selected districts visited in Arunachal Pradesh, Manipur and Mizoram no urban local bodies existed. The prescribed number of urban local bodies are not in existence in some other States and as a result the number has been reduced in to 86.

A total of 712 focus group discussions (FGDs) were conducted during the field visit. 2910 assets created under the scheme were physically verified and 6671 stakeholders of the assets created were interviewed. The abstract of physical verification of assets created and stakeholders interviewed are provided in Table No. 1.8

Table No.1.8: Abstract of Field Visits in 28 States

Sl. No	Name of State	Number of Districts Visited	Total Number of Assets Created	Assets Verified	Stakeholders Interviewed
1.	Andhra Pradesh	1	468	70	140
2.	Arunachal Pradesh	1	62	60	120
3.	Assam	2	490	130	260
4.	Bihar	4	1847	270	540
5.	Chhattisgarh	2	369	133	280
6.	Gujarat	2	92	85	270
7.	Haryana	1	112	70	140
8.	Himachal Pradesh	1	348	70	140
9.	Jammu & Kashmir	2	282	99	270
10.	Jharkhand	3	138	89	380
11.	Karnataka	2	404	140	280
12.	Kerala	1	95	59	120
13.	Madhya Pradesh	4	529	227	560
14.	Maharashtra	2	199	140	280
15.	Manipur	1	43	37	140
16.	Meghalaya	1	85	54	130
17.	Mizoram	1	110	60	120
18.	Nagaland	2	2532	117	260
19.	Odisha	3	1592	210	420
20.	Punjab	1	42	27	54
21.	Rajasthan	2	547	138	280
22.	Sikkim	1	102	58	130
23.	Tamil Nadu	2	201	103	280
24.	Telangana	2	775	140	280
25.	Tripura	1	54	37	140
26.	Uttar Pradesh	4	177	109	237
27.	Uttarakhand	1	75	38	140
28.	West Bengal	2	820	140	280
	Total	52	12590	2910	6671

Source: Data from Field Visit

1.5.2. Tools

Separate Schedules /Checklist were prepared to collect data from the different stakeholders in BRGF

- 1) Schedule /Checklist for collecting information from the State Administration at the Headquarters
- 2) Schedule /Checklist for collecting information from the District Planning Committee (DPCs)
- 3) Schedule /Checklist for collecting information from the Zilla Parishad
- 4) Schedule /Checklist for collecting information from the Intermediate Panchayat
- 5) Schedule /Checklist for collecting information from the Gram Panchayats and Urban Local bodies
- 6) Schedule /Checklist for collecting information from the SIRDs (State Institute of Rural Developments)

From each selected Gram Panchayat and Urban Local Body, five assets which have been constructed under BRGF were physically verified and details of the assets such as measurement, year and month of starting and completion, amount of administrative sanction, bill amount etc. were documented. Two stakeholders of each asset were interviewed and where the assets are less than five, opinions of more stakeholders on the existing assets have captured. At least one Focus Group Discussion (FGD) conducted in each Gram Panchayats and Urban Local Bodies. Separate survey forms for verification of assets and to interview the stakeholders also have been prepared. The details of questionnaires covered in the study are provided in Table No. 1.9

Table No.1.9: Details of Schedules Covered in the Study

SI No	Details of Schedule Administered at Different Levels	Total Number
1.	State Administration	28
2.	SIRDs	28
3.	Districts	52
4.	Intermediate Panchayats	156
5.	Gram Panchayats	626
6.	Urban Local Bodies	86
7.	Assets	2910
8.	Local Community (Stakeholders)	6661

Source: Terms of Reference & Field Data

1.5.3. Methodology for Assessing the Extent (on the scale of 0-10 for each state) to which objective of BRGF including the Implementation of Decentralized Planning

As per the terms of reference for the study a composite BRGF Index is to be prepared. To arrive at a cumulative measure from the analysis of four parameters, an overall value was assigned to each parameter and the value assigned is 2.5. To arrive at this overall value, questions from the PRI Schedules, Asset Schedules, Stakeholder Schedules and Community Schedules (FGD format) were assigned to each parameter. Questions were assigned to each parameter and classified therein as indicators, based on the specific aspect of the parameter that a question represented. Each question was then assigned a marking scale so as to analyze the performance of each PRI and Municipality (ULB).

Data from the field visits were used to mark the performance of every PRI and Municipality. However, the marks secured by a State for a particular parameter was calculated by dividing the marks obtained by that State for that parameter with the maximum marks that can be scored in that parameter and then multiplying the result with the overall value of 2.5. The overall score of a State was determined as the aggregate of the scores obtained in all the four parameters.

Parameter 1: Assessment of whether BRGF helped to bridge critical gaps in local infrastructure and other development requirements which are not being adequately addressed through existing inflows.

Seven indicators are assessed and 27 questions are asked. Maximum and minimum marks that can be scored are 71 and 0, respectively. The State's score is calculated by dividing the marks obtained with the Maximum Mark (71) and then multiplying it with 2.5. (Refer Table No. A1.1 in Annexure 1)

Parameter 2: Assessment of whether the BRGF schemes strengthened Panchayat and Municipality level governance with appropriate capacity building and facilitated participatory planning, decision making implementation and monitoring that reflected local needs.

Six indicators are assessed and 19 questions are asked. Maximum and minimum marks that can be scored are 100 and 0 respectively. The score of a State is calculated by dividing the marks obtained with the Maximum Mark (100) and then multiplying the result with 2.5. (Refer Table No. A1.2 in Annexure 1).

Parameter 3: Assessment of professional support provided to local bodies towards, planning, implementation and monitoring under BRGF.

Three indicators are assessed and nine questions are asked. The maximum and minimum marks that can be scored are 33 and 0, respectively. State's score is calculated by dividing the marks obtained with the Maximum Mark (33) and then multiplying the result with 2.5. (Refer Table No. A1.3 in Annexure 1)

Parameter 4: Assessment of the improvement in performance and delivery of critical functions assigned to Panchayats and Municipalities and counter possible efficiency and equity losses an account of inadequate local capacity.

Six indicators are assessed and 21 questions are asked. Maximum marks and minimum marks that can be scored are 105 and 0, respectively. The score of a State is calculated by dividing the marks obtained with Maximum Mark (105) and then multiplying the result with 2.5. (Refer Table No. A1.4 in Annexure 1)

The following themes were to be evaluated as per the mandate of MoPR.

1. Involvement of grass root level functionaries
2. District plans
3. Institutional structure
4. Administrative and technical capabilities
5. Mitigation of backwardness
6. Convergence
7. Capacity building
8. Time frame
9. Fund flow
10. Quality of assets

11. Usage of assets
12. Capacity of the PRIS to maintain Assets
13. Social audit

The assessment of each of these themes is provided in the coming chapters.

1.6. Pilot Study

The reports of the implementation of the scheme in Uttar Pradesh and Maharashtra have been prepared (separately) by applying the above methodology and submitted to the Ministry and followed suit in 10 selected States as the first and second phase of the report.

1.7. Design of the Report

Apart from the present chapter which deals with introduction, objectives, methodology and brief field experiences of 28 BRGF States. The second chapter describes the State wise analysis of the objectives of BRGF. Chapter 3 deals with calculation of Performance Index and Chapter 4 deals with major findings, observations, gaps, recommendations and conclusions.

1.8. Experience from the Field

This report includes the details of 28 States, data collected from 52 districts, 156 Intermediate Panchayats, 626 Gram Panchayats/village level implementing agencies and 86 Urban Local Bodies

1.8.1. Andhra Pradesh

Thirteen districts of the undivided State of Andhra Pradesh were brought under BRGF since its inception in 2006-07. These districts are Adilabad, Karimnagr, Khammam, Medak, Warangal, Nizamabad, Nalgonda, Mahbubnagar, Rangareddy, Anautapur, Chittoor, Cuddappa and Vizianagaram. From the year 2006-07 to 2013-14 the scheme was managed by the undivided State of Andhra Pradesh. During 2014-15 out of the 13 districts 9-viz. Adilabad, Karimnagar, Khammam, Medak, Mahabubnagar, Nalgonda,

Nizamabad, Ranga Reddy and Warangal become part of the newly created Telangana State.

The undivided State received a total development fund to the tune of Rs. 2278.87 crores and Rs. 70.18 crores as capacity building fund. Out of the total development fund the share of the four districts retained in the present Andhra Pradesh were Rs. 761.33 crores.

District Planning Committees were constituted in the State during the year 2007-08. The Panchayati Raj and Rural Development Department was the nodal agency for the implementation of the scheme. The capacity building funds were entrusted with the Andhra Pradesh Academy of Rural Development (APARD). The academy has provided funds for Districts and Mandals based on the capacity building plans prepared by them. Master trainers were selected and trained by the APARD and they have trained resource persons at district and extension training centres (ETCs) level and these resource persons have imparted training to the elected representatives and functionaries at the mandal level. Satellite training centres have been established and block level facilitators were appointed.

The development funds have been divided among rural and urban local bodies on the basis of rural and urban population. The vertical division of funds among Zilla, Mandal and Gram Panchayats were in the ratio 20:30:50. The horizontal division of funds among the Panchayats was based on population and Scheduled Caste and Scheduled Tribe population. The funds received by the nodal department were transferred to the Chief Executive Officers of the Zilla Parishad who in turn have reallocated the same among ULBs and PRIs.

The field study on planning and implementation has been conducted in Chittoor district. The District received a total development fund of Rs. 22,372 lakhs and was able to utilize Rs. 21,928 lakhs. The district has prepared a perspective plan employing the services of Technical Support Institution.

The major assets created in the district under the scheme include Roads, Culverts, School Buildings, Anganwadi Buildings, Hostels, Health Centres, Panchayat Offices,

Drainage, Community Centres and Water Supply Schemes. Following the instructions in the guidelines, separate plans were prepared by the local bodies for the benefit of Scheduled Castes and Scheduled Tribes.

1.8.2. Arunachal Pradesh

Out of the 25 districts in the State of Arunachal Pradesh only one – the Upper Subansiri district has been included under the scheme. High Power Committee (HPC) at the State Level and Programme Management Units at District and Block Level were constituted. The Panchayati Raj and Rural Development Department (PR&RD) was designated as the nodal department for implementation of the scheme. District Planning Committee also was constituted in the year 2007-08.

The State received a total of Rs. 74.78 crores as development fund and Rs. 4.19 crores as capacity building fund. The task of capacity building has been entrusted with the SIRD and it has conducted basic orientation courses and refresher courses on various subjects to the elected representatives of the three tier Panchayati Raj Institutions and officials for four years. Representatives of NGO's and CBO's also have been imparted training at the Intermediate Panchayat Level.

The Upper Subansiri district has received Rs. 7128.51 lakhs as development fund and



Community Fish Pond constructed at Jaring IV GP, Taliha Block, Upper Subansiri District, Arunachal Pradesh State

the district was able to utilize the whole amount. Out of the total allocation five per cent were retained at the State level and the balance transferred to the District Collector. It has been noticed that four to five months delay has occurred in the transfer of funds from the State to the district.

The District Panchayat, Panchayat Samitis and Line Department have implemented the works, but the Gram Panchayats have convened the Gram Sabhas, felt needs identified and proposals furnished to the Panchayat Samitis.

The major assets created in the district under BRGF scheme are Roads, Foot Paths, Steps, School & Office Buildings, Water Supply Schemes, Irrigation Works, Land Development and Fisheries.

1.8.3. Assam

In Assam 13 districts have been covered under BRGF. The State had received Rs.694.52 crore as development fund and Rs.41.61 crore as capacity development fund. The total fund receipt under the scheme was Rs.736.13 crore out of which Rs. 638.49 crore had been utilized for development projects and Rs. 29.91 crore for capacity building. The per capita total funds received by the people of 13 BRGF districts are Rs.612.86, the total population of the BRGF districts being 1,20,11,436. The District Planning Committees (DPCs) has been constituted in the State during 2007- 08 only. Three tier Panchayati Raj Institutions and Urban Local Bodies have prepared their own action plans and implemented projects. The fund sharing among the PRIs were in the ratio 20:30:50 for Zilla Panchayats, Intermediate Panchayats and Gram Panchayats, respectively.



Community Hall Constructed under BRGF at Tinali Chariali GP, Kokrajar Block, Kokrajar district, Assam

Services of Technical Support Organizations (TSIs) have been obtained to prepare perspective plans. The scheme has been implemented through Community Development Blocks and line departments in the districts covered under Autonomous Hill Area Development Councils (AHADCs). The two districts selected for field level data collection were Morigaon and Kokrajar. The district of Kokrajar comes under Bodoland Territorial Council. The total fund received by the Morigaon district was Rs.52.87 crore and the district had utilized the amount fully. Kokrajar district had received Rs.82.74 crores and had utilized the full amount. Though there are no Panchayati Raj Institutions in Kokrajar district, General Assembly (Gram Sabhas) were conducted through VCDC (Village Council Development Committee) and action

plans prepared considering the recommendations of the general Assembly (Gram Sabha).

In Morigaon and Kokrajhar there is only one Urban Local Body (ULB) each. There is wide variation in the allocation of funds to the ULBs in the two districts. The Kokrajhar Municipality had received Rs. 1090.95 lakhs while Morigaon Municipality received Rs.154.27 lakhs only. One of the noteworthy features of projects under taken in Assam is that priority has been given to agriculture, irrigation, education, child and women development and village infrastructure.

1.8.4. Bihar

The entire 38 districts in Bihar have been included under BRGF. Moreover, there has been a special scheme also for Bihar under BRGF in which electrification of rural areas have been given more priority. The State received Rs.3756.85 crore as development fund and Rs. 71.58 crore as capacity development fund. Out of the total Rs.3828.43 crore, the State was able to utilize only Rs.3362.75 crore till the end of 2014-15. The per capita fund receipt is Rs.367.77 only.

Zilla Panchayats, Panchayat Samitis, Gram Panchayats and Urban Local Bodies were involved in the implementation of the scheme. The fund division among the Panchayati Raj Institutions was in the ratio 20:30:50 among the Zilla Panchayats, Panchayat Samiti and Gram Panchayats, respectively. Attempts have been made by the districts to prepare perspective plan. The annual plans prepared by the Gram Panchayats, Panchayat Samitis, Nagar Panchayat/ Municipalities and Zilla Parishads were consolidated at the district level and this has been termed as district plan. No attempt for convergence also has been made by the PRIs and ULBs. Services of technical support institutions (TSIs) were utilized for the preparation of plans.

Though the State was eligible to get Rs.324 crore for capacity building it was able to avail of only Rs.71.58 crores. Training has been imparted through State level and district level Master Resource Persons (MRPs) trained by Bihar Institute of Public Administration and Rural Development (BIPARD). The districts selected for study,

total funds received by the districts and the utilization of funds is provided in Table No. 1.10

Table No.1.10: District Wise Fund Receipt and Utilization by the Four Selected Districts of Bihar (Rs. in lakhs)

Sl No	District	Receipt	Utilized
1	Rohtas	12811.00	11688.80
2	Arwal	4507.67	4312.67
3	Sitamarhi	11897.10	9696.89
4	Kathihar	926.76	904.86

Source: Data Furnished by the Zilla Parishads

The districts of Arwal and Kathihar were having one ULB each and two ULBs from Rohtas and Sitamarhi were visited. Total funds received by the visited ULB's viz. (i) Arwal, (ii) Kathihar, (iii) Nokha, (iv) Sasaram, (v) Sitamarhi and (vi) Dumra is Rs.2506.84 lakhs and the utilization is Rs.2278.53 lakhs. All the PRIs and Urban Local Bodies have given priority for the improvement of roads and construction of drainages. Platforms, solar lamps and hand pumps are the other priority areas.

1.8.5. Chhattisgarh

Initially 13 districts out of the 27 districts in the State of Chhattisgarh have been included under the scheme and from 2012-13 onwards two more districts were added to the scheme. The Department of Panchayats and Rural Development headed by the Additional Chief Secretary has been designated as the nodal department for the implementation of BRGF. The scheme was implemented through Zilla Parishads, Gram Panchayats, Urban Local Bodies and line departments. The State had received Rs.1837.85 crore out of which Rs. 1776.75 crores were for development works and Rs. 61.10 crore for capacity building and had utilized Rs.1673.19 crores. The total population of the BRGF Districts is 16517747 and the per capita fund receipt is Rs.1112.66.

The Janpad Panchayat has not been provided with funds and their role was compiling of the plans prepared by the Gram Panchayats. Prior information of the resource envelop has not been communicated to the Gram Panchayats and they had prepared their wish list out of which projects were selected by the Janpad Panchayats. The

Urban Local Bodies have prepared plans without holding Ward Sabhas. Technical support organization (TSIs) has been engaged to prepare perspective plans for the districts.

The Janpad Panchayats and the District level authorities have regularly monitored the implementation of the schemes. The SIRD has been designated as the nodal agency for capacity development and based on the capacity development plan prepared by the SIRD, funds were released to it. SATCOM Station at SIRD and SIT at 110 Janpad Panchayats have been constructed to impart training. Foundation courses and refresher courses were conducted for elected representatives, officials and members of Self Help Groups (SHGs). The High Power Committee (HPC) headed by the Chief Secretary has been constituted at the State level and Deputy Commissioners were the nodal officers at the District level.

The Districts selected for field level verification in Chhattisgarh were Bastar and Dhamtari. The funds received by the districts and funds utilized are provided in Table No. 1.11

Table No. 1.11: Funds Received & Utilized by Selected Districts (Rs.in lakhs)

No	District	Receipt	Utilization
1	Bastar	15536.91	15285.02
2	Dhamtari	11395.94	11540.40

Source: Data Furnished by the Zilla Parishads

The 12 Gram Panchayats coming under Bastar, Lohandigudi and Thonkapal Janpad Panchayats in Bastar District have received a total amount Rs. 2148.83 lakhs while the 12 Gram Panchayats of Kurud, Mangarlod and Dhamtari Janapadh Panchayats in Dhamtari district received Rs. 3275.34 Lakhs.

The assets created in these districts include C.C.Roads, drainages, Anganwady buildings school buildings, Rajiv Gandhi Sevaghars, PDS godowns and burial grounds. The Jagadapur Municipal Corporation and the Bastar Municipality in Bastar district received Rs.951.24 lakhs and has utilized Rs.888. 17 lakhs. The Magarlod and

Kurud Nagar Panchayats in Dhamtari District received Rs.282.39 Lakhs and have utilized Rs.279.36 Lakhs.

1.8.6. Gujarat

Six Districts out of 33 districts in the State has been covered under BRGF Scheme since its inception and they are (i) Dangs, (ii) Dahod, (iii) Panchmahal, (iv) Banaskantha, (v) Narmada and (vi) Sabarkantha. The total population of the BRGF districts in the State is 1,08,85,525. The State had received Rs.479.73 crore under BRGF out of which Rs. 461.32 crore were development fund and Rs. 18.41 crore as capacity building fund. It is noted that Rs. 396.86 crore under development share and Rs. 13.01 crore under capacity building fund has been utilized by the State. The District Planning Committees were constituted in the State only during 2008-09 and hence the State lost its shares for the initial three years.

High Power Committee has been constituted at the State level as per the guidelines. At the district level, Programme Management Units (PMUs) consisting of District Development Officer, District Statistical Officer, Deputy Engineer (Zilla Parishad), District Coordinator, Data Entry Operators and an Accountant were constituted/appointed . In all the six districts, District Coordinators, Accountants and Data Entry Operators were appointed on contract basis for the management of BRGF. Programme Management Units of the Taluka Panchayat level have played a vital role in the maintaining and implementation of the Scheme

The task of capacity building has been entrusted with the State Institute of Rural Development (SIRD), Gujarat. Detailed modules were prepared by the SIRD and the training to elected representatives and functionaries have been imparted in association with Non-Governmental Organizations (NGOs) including Raman Consultancy, TRIOs, VIKSAT, WAPCOS, and Random

The three tier Panchayats and Urban Local Bodies were involved in the implementation. The districts selected for field level data collection were Narmada and Sabarkantha. The details of funds received are provided in Table No.1.12

Table No.1.12: Funds Received and Utilization by Selected Districts (Rs. In Lakhs)

No	District	Receipt	Expenditure
1	Narmada	5220.00	4501.00
2	Sabarkantha	8065.00	7968.00

Source: Data Furnished by the Zilla Parishads

The three Taluka Panchayats in Narmada District had received Rs. 1063.10 Lakhs and had utilized Rs. 912.10 lakhs. These Taluka Panchayats are Nanded, Tilakwada, and Dediya. Three Taluka Panchayats (Himmat Nagar, Idar and Vijaya Nagar) had been visited in Sabarkantha. The three Taluka Panchayats had received Rs. 1510.03 Lakhs and had utilized only Rs. 1482.63. Lakhs

The two Urban Local Bodies (Himayath Nagar and Proutij Municipalities) in Sabarkantha had been visited. As per record, an amount of Rs. 124.79 lakhs had been utilized against the receipt of Rs. 126.67 Lakhs. The assets created in the two districts include C.C. Roads, Drainages, Gram Panchayat Ghars, Anganwadi Buildings, Resource Centres, and Class Rooms in Schools etc.

1.8.7.Haryana

Out of the 22 districts in the State, Mahendragarh and Sirsa only were included under the scheme. District Planning Committees and State Level High Power Committee have been constituted in the year 2007-08. The Rural Development and Panchayati Raj Department was designated as the nodal department of the scheme. Funds from MoPR has been received by the department and retransmitted to the accounts of the Deputy Commissioner and Chairman of District Rural Development Agency. It is seen that no specific criteria has been followed for the allocation of funds among the local bodies.

The State received a total of Rs. 191.55 crore as development fund and Rs. 8.92 crore as capacity building fund. Out of this amount Rs. 175.07 crore has been utilized under development stream and Rs. 7.12 crores utilized under capacity building stream. The Haryana Institute of Rural Development, which has been entrusted with the task of

capacity building, has conducted basic orientation courses and refresher courses for the elected representatives and functionaries of the urban and rural local bodies.

Data on planning and implementation has been collected from Sirsa District through field visits. The district is divided in to seven development Blocks 334 Gram Panchayat and five urban local bodies. The district has received Rs. 104.74 crore rupees as development fund and has utilized Rs. 88.26 crores till 2014-15. The three tier Panchayats and Municipalities have implemented the scheme in the district. Yet it has been found that there hasn't been a regular flow of funds from the Zilla Parishad to the other tiers. The Panchayat Samitis visited in the district has not received funds during 2007-08, 2012-13 and 2014-15.

The main assets created in the district are Roads, School Buildings, Anganwadi Buildings, Community Centres, Tube Wells, Canals, Water Harvesting Structures and Solar Lights.

1.8.8. Himachal Pradesh

Only two districts viz. Chamba and Sirmour were brought under the scheme from the State of Himachal Pradesh. District Planning Committees were constituted in the State in the year 2008. High Power Committee (HPC) also has been constituted and Panchayati Raj department made the nodal department. The State received Rs. 19804.00 Lakhs as development fund and Rs. 972.00 Lakhs as capacity building fund.



Construction of Health Sub Centre under BRGF in Ambwala Santwala GP, Sirmaur District, Himachal Pradesh

Himachal Pradesh Institute of Public Administration has conducted capacity building for members of the District Planning Committee (DPCs), elected representatives of the PRIs and functionaries.

Details of planning and implementation of the BRGF scheme in the State has been collected from the selected PRIs and ULBs in Sirmour District. The Centre for Rural Research and Integrated Development (CRRID), Chandigarh has been appointed as the technical support institution and a perspective plan for the district has been prepared. The district is divided into six development blocks, 228 Gram Panchayats and three Urban Local Bodies. The District Panchayat Raj Officer and the Secretary District Panchayat was the nodal officer for the scheme in the district. The district received Rs.9886.82 Lakhs as development fund and was able to utilize funds fully.

The major assets created in the district include Roads, Minor Irrigation works, Water Supply schemes, Play grounds, Community centres, School buildings, Gram Panchayat buildings, Anganwadi Buildings and Land Development works.

1.8.9. Jammu & Kashmir

Initially Doda, Kupwara and Poonch districts were only included under BRGF scheme



**Construction of Culvert under BRGF in Tangdar A GP,
Kupwara District, Jammu & Kashmir State**

in Jammu & Kashmir. From the year 2012-13 two more districts viz. Kishtwar and Ramban also were brought under the scheme. At the time of introduction of the scheme Panchayati Raj Institutions did not exist in the State. Yet

the State has constituted High Power Committee (HPC) and DPCs chaired by the district collector and district level officials. Rural Development and Panchayati Raj department has been designated as the Nodal Department. Public works department, Forest department and the Block Development offices have implemented the scheme.



**Purchase of JCB under BRGF in Poonch
Municipality, Poonch District, Jammu & Kashmir
State**

The State received Rs. 21432.00 Lakhs under development stream and Rs. 10.84 Lakhs under capacity building stream. Data on planning and implementation process had been collected from Kupwara and Poonch Districts.

Technical support institution had been appointed for the districts and district perspective plans had been prepared. Out of the total development funds ten per cent were provided for the Urban Local Bodies. The total funds received and utilized by the two districts are provided in Table No. 1.13.

Table No. 1.13: Total Development Funds Received and utilized by the Selected Districts. (Rs. In Lakhs)

Sl No	District	Funds Received	Funds Utilized
1	Kupwara	487.67	487.67
2	Poonch	2735.39	2735.39

Source: Data received from the District Administration

Though the funds were provided from the year 2008-09, the actual implementation was started from the year 2012-13 only. The major sectors of investment in the selected districts were Roads, Drinking Water, Community Centre, Culverts, Gram Panchayat Buildings, Toilets, Drainages and Anganwadi.

1.8.10. Jharkhand

Twenty one districts in the State of Jharkhand have been included under BRGF from the beginning and from 2011-12 onwards two newly constituted districts viz. Ramgarh and Khunti also were included. The elections to the Panchayati Raj Institutions in the State were held in the year 2010 only. But the Cabinet Committee on



Gram Panchayat Building Constructed under BRGF in Soso GP, Ramgarh District, Jharkhand State

Economic Affairs, Government of India accorded relaxation in the mandatory conditions under BRGF to the State on conditions that the State should prepare

‘Participative District Plans’ from grassroots upwards through Gram Sabhas and traditional tribal bodies in Scheduled Areas. Nominated District Planning Committees were constituted in the districts. High Power Committee (HPC) headed by the Chief Secretary has been constituted at the State level. Funds were released to the State from 2007-08 onwards and the scheme was implemented through line departments and Block Development Offices.

Though Gram Sabhas were convened, the priority was fixed at State level and only three items of work have been mainly undertaken. These were constructions of Anganwady Buildings, Gram Panchayat Bhavans and Roads & Culverts. Type, design and plans for Panchayat Bhavans has been provided from the State and large Panchayat Bhavans having ten rooms, conference hall and toilets have been constructed in majority of the Gram Panchayats at a cost of Rs. 21 Lakhs for each.

The State had received a total amount of Rs. 1476.33 crores for development works and Rs.50.04 crore for capacity development. The total population of the BRGF Districts in the State as per 2011 censuses is 31485796 and the total per capita fund receipt is Rs. 484.78

Three districts have been selected for the collection of field level data. The districts are Bokaro, Ranchi and Ramgarh. Ranchi District received an amount of Rs.82.64 crores and has utilized Rs. 82.30 crores. From 2007 -08 to 2011-12, the scheme was implemented through line departments only in Ranchi district. From the year 2012-13 funds were divided among the PRIs and Urban Local Bodies.

Bokaro District had received Rs. 78.91 crores and had utilized Rs.77.32 crores, in the District, the Gram Panchayats were provided funds during the year 2014-15 only and all the Gram Panchayats received an equal amount of Rs.2.07 lakhs. Ramgarh District received only Rs. 10.38 crores and the same amount had been utilized. The Gram Panchayats were not provided with funds in Ramgarh District.

The three selected Intermediate Panchayats from Ranchi District viz. Ormanchi, Kanke and Bero received a total amount of Rs. 182.27 lakhs only. Jeridih, Peterwar and Chas Intermediate Panchayats in Bokaro received Rs. 268.94 Lakhs whereas the

three Intermediate Panchayats (Patrata, Dulmi and Mandu) in Ramghar District received Rs. 290.77 Lakhs. There are no Urban Local Bodies in Ramgarh. Chas and Phusro Nagar Panchayats in Bokaro received Rs.310.8 lakhs and the whole amount has been utilized. Capacity building funds were utilized for providing computers and other infrastructure facilities. The objective of the decentralized planning has not been fulfilled in the State.

1.8.11.Karnataka

Out of the thirty districts in the State of Karnataka six districts only were included in the Scheme. These districts are Chitradurga, Davangare, Bidar, Gulberga, Raichur and Yadgir. District Planning Committees were functional at the time of introduction of the scheme, and the State has constituted the High Power Committee as stipulated in the guidelines of the scheme. Rural Development and Panchayati Raj Department was designated as the nodal agency for the implementation of the scheme. The funds received from the Ministry of Panchayati Raj by the Rural Development and Panchayati Raj Department (RDPRD) and the Department in turn has transferred the funds for the PRIs to the concerned Zilla Panchayats and Urban Local Bodies to the District Urban Development Cell.



Solar system constructed under BRGF in Kunkova GP, Davangere District, Karnataka State

Up to the financial year 2011-12 the funds were divided among urban and rural local bodies in the ratio 14: 81. The vertical division of funds among Zilla Panchayats, Taluka Panchayats and Gram Panchayats were in the ratio 14:24:43. Five per cent funds were retained at the State level. From the year 2012-13, urban local bodies were provided 20 per cent funds and the vertical sharing of the balance fund among Zilla – Taluk and Gram Panchayats were in the ratio 10:20:70.

The State received Rs. 603.95 crores as development fund and Rs. 29.58 crores as capacity building fund. The capacity building task has been entrusted with the Abdul Nazeer Sahib Institute of Rural Development and the Institute has utilized 92 per cent (Rs. 27.21 crores) of the CB funds. The Institute has provided support to the Gram Panchayats to prepare perspective plans. Training of trainers' programme, basic orientation programme, refresher courses etc. were conducted for elected functionaries, representatives and officials. The elected members of the urban local bodies were trained by the State Institute of Urban Development. Face to face training and training through SATCOM facilities were conducted by the institute.

The two districts visited in the State to capture the data on plan preparation and implementations were Bidar and Davangare. The total funds received by these districts are furnished in Table No.1.14

Table No.1.14.Total Funds Received and Utilized by the selected Districts (Rs. in Lakhs)

Sl No	District	Receipt	Utilized
1	Bidar	11974.00	11974.00
2	Davengare	10643.00	10643.00

Source: Data received from the ZP's

The assets constructed in the two districts include Roads, Bridges, School Buildings, Anganwadi Buildings, Panchayat Offices, Compound Walls to Schools, Drainages, Health Centers and Solar Lights.

1.8.12.Kerala

Only two districts viz. Waynadu and Palakkadu were included in the BRGF scheme. Though the State has experience of decentralized planning and peoples participation for a decade the State was able to receive development funds from the year 2007-08 only. District Planning Committee was functional in the State. High power Committee has been constituted and Local Self Government Department was designated as the Nodal Department. The State received Rs. 15732 Lakhs as development fund and Rs. 595 Lakhs as capacity building fund.

Kerala State Institute of Local Administration (KILA) has been entrusted with the task of capacity building and the entire capacity building funds were transferred to the institute (KILA). It had trained Master Trainers and had conducted basic foundation courses. Training programmes on various subjects also were conducted.

The district selected for field level study in the State was Palakkadu. The district received a total amount of Rs. 10147.00 lakhs as development fund and was able to utilize the whole amount. Centre for Management and Development (CMD) has been appointed as the Technical Support Institution for the district and they have prepared a perspective plan for the district.

In the initial years the funds were transferred from the State to the District Planning Office (DPO). The funds were not allocated to the local bodies. Based on the progress of works funds were released by the DPO. In the initial years funds were apportioned among the ULBs and Block Panchayats at a flat rate of Rs. 25.00 lakhs to the Municipalities and Rs. 60.00 lakhs to the Intermediate Panchayats.

In the year 2010 the programme implementation responsibility was transferred from the District Planning Office to the Poverty Alleviation Unit of the District Panchayat (Formerly DRDA). Yet no principle was designed or followed for the vertical and horizontal allocation of funds among the PRIs. Instead the funds were allocated based on the project proposals submitted to the District Planning Committee (DPC). Since 2010 the three tier Panchayats, ULBs and Line Department have implemented the scheme in the district. The major assets created in the district include School Buildings, Water Supply Schemes, Roads etc.

1.8.13.Madhya Pradesh

Out of 51 districts in Madhya Pradesh 24 were included under BRGF initially and later six districts were added to the list. Madhya Pradesh State was one of the States in the country which has



Community hall constructed under BRGF at Baroda Municipality, Sheopur District, Madhya Pradesh

fulfilled the mandatory prerequisites to be eligible for BRGF in 2006-07 and the State has received Rs.337.49 crore as development fund in the first year itself. District Planning Committees have been functional from the year 1995 and High Power Committee constituted in the year 2006-07.

The State had received Rs.2995.59 crore out of which Rs. 2869.82 crores were development fund and Rs. 125.77 crores were capacity building fund. The total population of 30 BRGF districts in the State as per 2011 census is 3,60,59,906



Anganwadi Building constructed under BRGF at Deorakalan GP, Katni District, Madhya Pradesh State

and the per capita fund receipt is Rs.830.73 . The funds to the PRIs and ULBs were directly transferred to the accounts of each local body from the State itself through Rapid Telegraphic Transfer of Funds (RTTF). The funds were divided among the rural and urban local bodies based on population. The funds were allocated after the approval of district plans based on administrative and financial powers vested with each tier of Panchayats. Funds for projects up to Rs. 5.00 lakhs were provided to Gram Panchayats, projects between Rs.5.00 to Rs.10.00 lakhs to the Janpad Panchayats and projects which cost more than Rs.10.00 lakhs to the Zilla Panchayats.

The Gram Panchayats have prepared perspective plans with the help of technical support institutions which has been consolidated at the block level. The plans from each Janpad Panchayat have been consolidated by the Zilla Panchayat along with the plans of the Urban Local Bodies.

The task of capacity building has been entrusted with the State Institute of Rural Development (SIRD). The SIRD has imparted training through selected nongovernmental organizations (NGOs). All the Gram Panchayats were connected with telephones using BRGF funds. Training was imparted through SIRD, Regional Rural Development Training Centres (RRDTC), Panchayat Training Centres (PTCs)

and Block Resource Centres (BECs). It is reported that 189 Block Resource Centres were constructed by utilizing the funds allocated for capacity building.

In Madhya Pradesh, services of retired engineering personnel were utilized for the monitoring of works in each district. Regular monthly monitoring has been conducted by Janpad Panchayat and Zilla Parishad.

The priority areas, (health sub centres, women and child welfare, education, additional class rooms, cement concrete roads and houses-*apnaghar*) have been fixed at the State level for the implementation of the scheme. The four districts selected for field work in the State of Madhya Pradesh were Katni, Sheopur, Khargone and Chhatarpur. The total funds received and utilized by these districts are provided in Table No.1.15

Table No. 1.15: Funds Received and Utilized by Selected Districts (Rs. in Lakhs)

Sl No	Name of District	Receipt	Utilization
1	Katni	9144.00	9008.17
2	Sheopur	8296.00	9247.00
3	Khargone	13443.60	12717.70
4	Chhatarpur	11538.00	7880.44

Source: Data Furnished by the Zilla Panchayats

As per the requirement, 12 Janpad Panchayats and 48 Gram Panchayats were visited in the State. In addition to this eight Municipalities also were visited. A total of 280 assets were verified and 560 opinions/observations of 560 stakeholders were collected and 56 focus group discussions (FGDs) were conducted.

The assets created in the State included anganwadi buildings, school class rooms, bridges and culverts, Panchayat bhavans, additional infrastructure for health centres, community centres, PDS godowns etc.

1.8.14.Maharashtra

Twelve districts in the State of Maharashtra have been included in the scheme, but the State was not able to reap the benefits of the scheme in the initial three years due to non-constitution of District Planning Committees. The DPCs were constituted in the State as per the provisions of Article 243 ZD in 2008 only and subsequently High

Power Committee at the State level also has been constituted. The State had received Rs.1562.30 crores under the scheme out of which Rs.1485.97 crores were development funds and Rs.76.33 crores were capacity development funds. The total population of the BRGF districts in the State is 2,73,43,118 and the per capita fund receipt is Rs.571.37.

The State has issued separate State level guidelines for the implementation of the scheme as per which the Gram Panchayats and Urban Local Bodies were to prepare plans for overall development. The Block Panchayats were to scrutinize and consolidate the Gram Panchayat plans and the DPCs were to consolidate block plans and ULB plans to form the district plan. The district rural development agencies (DRDAs) were to associate closely with the plan preparation. It is observed that majority of the provisions in the State level guidelines were accorded.

Technical Support Institutions (TSIs) were selected for each district to assist the DPCs and DRDAs to formulate plans. The District Planning Committees were to prepare vision document for 10 to 15 years in a participative manner and the same was to be communicated to the PRIs. Five per cent of the allocation was kept aside for data base management, monitoring, evaluation and office automation. (One per cent for State headquarters, four per cent for PRIs and ULBs). The remaining 95 per cent were allotted to the Gram Panchayats and ULBs.

Community level workers were to sensitize the local citizens and are to come out with solutions for various developmental issues and this has to be included in the 'wish list' of activities. For monitoring and evaluation, the block level officials were directed to inspect 100 per cent works. District level officials were directed to inspect 20 per cent, division level 10 per cent and random inspection by State level officials.

District Programme Management Units (DPMUs) consisting of District Training Coordinator, one Engineer, one Community Mobilizer, one Data Entry Operator and one Accountant were constituted to coordinate the programmes. Panchayat Samiti level Programme Management Units (PMUs) also has been constituted consisting of Engineer, Community Mobilizer, data Entry Operator and Accountant. A team of

eight members including four women and two SC/ST members were to be selected by the Gram Sabhas to conduct social audit in each Gram Panchayat and Urban Local Bodies.

YASHADA has been appointed as the nodal agency for capacity building and it has imparted trainings to around 1.10 lakhs elected representatives. The training was conducted in a decentralized manner through Master Trainers (MTs) and making use of the infrastructure facilities of nongovernmental organizations (NGOs). Moreover, training was imparted repeatedly in each year and functional literacy programme for elected representatives also has been conducted.

The two selected districts were visited in Maharashtra and they are Ahmednagar and Amaravati. The total funds received and utilized by these districts are provided in Table No.1.16. Six Intermediate Panchayats, 24 Gram Panchayats and four Urban Local Bodies have been visited and 140 assets were verified physically. Opinions/observations of 280 stakeholders were collected and 28 FGDs were conducted.

Table No.1.16: Total Funds Received and Utilized by Selected Districts (Rs.In lakhs)

Sl No	District	Receipt	Utilization
1	Ahmednagar	190.32	185.53
2	Amaravathy	130.29	124.94

Source: Data Furnished by the Zilla Parishads

1.8.15.Manipur

The State was divided in to 9 districts at the time of introduction of BRGF. Out of these, three districts viz. Chandel, Churachandpur and Tamenglong were included under BRGF scheme. These districts fall under the 6th Schedule of the Constitution and are not having Panchayati Raj Institutions. The districts are governed by Autonomous District Councils. The BRGF guidelines have specified that since elections have not been conducted to the ADC's in Chandel and Churachandpur special Village Committee are to be formed to implement the scheme. The State received Rs.250.08 crore as development fund and Rs. 12.14 crore for capacity

building. The total population of the BRGF districts being 284053 and the per capita development funds received is Rs. 8803.99 and Capacity Building fund is Rs. 427.39

High Power Committee has been constituted in the State and funds received at the State level were transferred to the District Rural Development Agencies. The capacity building funds were entrusted with the State Institute of Rural Development (SIRD). The SIRD has conducted orientation courses and refresher courses to the members of the Village Development Authorities.

Chandel District has been selected for the detailed study of the implementation of the scheme. The District is divided in to five Tribal Development Blocks and 430 villages. The District Planning Committee has been constituted in the district and it has given directions to constitute Village Development Authorities consisting of at least three members for the implementation of the scheme. The VDAs were directed to elect one Chairman, Secretary and Treasurer as its office bearers. The funds received by the DRDA's functioning under the Autonomous District Councils were transferred directly to the accounts of the Village Development Authorities. There are no statutory towns in Chandel District.

Though two Technical Support Institutions were appointed for the preparation of district perspective plan, both of them had failed to complete the work. The Village Development Authorities have convened Gram Sabhas and identified the needs. Based

on the 'wish list' the VDAs prepared annual action plans and furnished to the concerned Tribal Development Blocks, which in turn have consolidated the plans received from all the VDAs in the Block and submitted to the DRDA. The DRDA has consolidated the plans received from all the Tribal



**Residential Hostel under BRGF in Leishokching Village,
Chandel Block, Chandel District, Manipur State**

Development Blocks and this formed the district plan and has been submitted for the approval of District Planning Committee. The total fund received by the district was

Rs.8375.47 lakhs. Out of the total fund, the projects to the tune of the 16.5 per cent were kept aside by the DRDA and projects were prepared and implemented by the DRDA directly.

The assets constructed in the district include Community Halls, Play Grounds, Waiting Sheds, Public Toilets, Market Sheds, Training Centres, Water Tanks and Hostels etc.

1.8.16.Meghalaya

Three districts in the State of Meghalaya were brought under the BRGF scheme. The districts are Ri-Bhoi, South Garo Hills and West Garo Hills. Panchayati Raj Institutions do not exist in the State since it falls under the 6th Schedule of the Constitution.

High Power Committee has been constituted as stipulated in the guidelines and community and Rural Development Department appointed as the Nodal Department. District Planning and Implementation Committee were constituted in the BRGF districts. The State received Rs. 19078.00 lakhs as development fund and Rs.1580.00 lakhs as capacity building fund for the period from 2006-07 to 2014-15.

The capacity building task has been entrusted with the State Institute of Rural Development (SIRD). They have organized foundation courses, functional courses for the officials and members of the Village Employment Councils. More than 12 subjects were covered under the functional courses in addition to the functional literacy training. Awareness programmes for the stake holders and exposure visits also were conducted.



Construction of school building under BRGF in Diwon GP, Umling Block, Ri- Bhoi District, Meghalaya State

Since there were no Panchayati Raj Institutions the responsibility of planning and implementation of the programme has been entrusted with the Village Employment

Councils as envisaged in the guidelines. A programme Implementing and Executive Council consisting of Chairman, Secretary and three members were formed in each Village Councils selected from among the job card holders of MGNREGS for the effective planning and implementation.

The field level evaluation of planning and implementation process has been conducted in the District of Ribhoi. The district received Rs. 4946.46 lakhs as development fund for the entire scheme period and was able to utilize Rs. 4306.63 lakhs till 2014-15. There are 589 villages and one town committee in the district. The district has prepared a perspective plan employing the services of the TSI. Baseline survey was conducted, felt needs identified and plans priorities in the Gram Sabhas.

The major assets created in the district under the scheme include, roads, culverts, school buildings, water supply schemes, play grounds, fisheries, soil conservation and office buildings.

1.8.17. Mizoram

The whole area of the State of Mizoram falls under 6th Schedule of the Constitution and instead of Panchayati Raj Institutions, Tribal Autonomous District and Regional Councils are functioning. Under these Autonomous Councils democratically elected Village Councils are functioning at the village level.

Out of the eight districts in the State, two viz. Saiha and Lawngtlai were included in the BRGF scheme. High Power Committee has been constituted at the State level and Rural Development Department of the State has been designated as the Nodal Department for the implementation of the scheme.



Construction of Steps under BRGF in Lungpher GP, Sangau Block, Lawngtlai District, Mizoram State

The State has received a total of Rs.156.37 crores as development fund and Rs.8.83 crore as capacity building fund. Capacity building tasks were entrusted with the State Institute of Rural Development and the Institute has developed training modules and imparted trainings to the members of the village councils.

Lawngtalai District has been visited in the State to study the process of planning and implementation under BRGF. The Governor of Mizoram has appointed the Deputy Commissioner of the district as the nodal officer for the scheme. A District Level Planning and Implementation Committee with Deputy Commissioner as Chairman, DRDA Project Director as member secretary and members nominated by the Autonomous District Council as members were constituted at the district level.

Insight Development Consultant Group (IDCB) has been appointed as Technical Support Institution and though they have conducted certain surveys, they failed to prepare a perspective plan for the district.

In the district the project proposals were obtained from the villagers by convening Gram Sabhas through the Village Councils. The Village Councils have prepared the priority lists and furnished the lists to the District Rural Development Agency which in turn has consolidated these priority lists and this formed the annual action plan of the district. This annual action plan has been discussed and approved by the District Level Planning and Implementation Committee. The Village Councils have not involved in the implementation process. All the schemes were implemented directly by the District Level Planning and Implementation Committee alone.

The District has received an amount of Rs.7782.97 lakhs and was able to utilize the whole amount. The important assets created include Land Development, Common Buildings, Play Grounds, Market Sheds, Water Supply Schemes, Development of Traditional Water Bodies, Rural Houses, Roads, Rajiv Gandhi Seva Kendras, Waiting Sheds, Graveyard huts etc.

1.8.18. Nagaland

Out of the 12 districts five districts were brought under the scheme. The districts are Kiphrie, Longleng, Mon, Tuensang and Wokha. The State has constituted High Power Committee according to the guidelines of the scheme. Though the State does not come under part IX and



Construction of community hall under BRGF at Goching Village, Mon District, Nagaland State

IX A of the Constitution the State has experience in decentralized planning for more than a decade. Village Development Boards under the village councils and District Planning and Development Boards have been constituted in the State from 1993 – 94 onwards. The State received Rs. 27816.00 lakhs as development fund and Rs. 2340.00 lakhs as capacity building fund during the whole scheme period.

The capacity building funds were entrusted with the State Institute of Rural Development, Nagaland. The SIRD organized trainings for various stakeholders and also took up infrastructure development of various training institutions. Moreover the SIRD has set up a helpline facility also.

The Rural Development Department was the Nodal department for the implementation of the scheme. The funds received at the State level have been transferred to the DRDAs of the BRGF districts. The DRDAs in turn have reallocated the funds to the Village Development Boards and urban councils. No specific criterion has been followed for the rural and urban allocation. The horizontal allocation among the VDBs was based on the number of taxpaying households under each VDP.

The HPC has appointed Moksha Group Guwahati as Technical Support Institution (TSI) for the all the five districts for preparation of perspective District Plans and the same has been prepared. During 2009 the HPC has decided to give priority for the construction of Rural Houses and the VDBs have formed plans for the same. The two districts selected for field level studies were Kiphrie and Mon. The funds received utilized by these two districts are provided in Table No. 1.17.

Table No. 1.17: Total Development funds received and utilized by the selected Districts (In Lakhs)

Sl. No	District	Fund Received	Funds Utilized
1	Kiphrie	4354.94	4216.79
2	Mon	6597.17	6555.23

Source: Data Received from the District Administrations

The VDB's have prepared the annual action plans and submitted to the Block Development Offices (BDOs). The Block Development Offices have consolidated the VDB plans and the District Level Urban Committee (DLUC) consolidated the plans of urban local bodies and submitted to the DRDA which in turn have consolidated the same and submitted for the approval of District Planning and Development Board (DPDB).

The major assets created in these districts under the scheme include Roads, Culverts, School buildings, Anganwadi Buildings, Community Halls, Reservoirs & Water Supply Schemes, Play Grounds and Rural Houses.

1.8.19. Odisha

Out of 30 districts in State 19 districts were included under BRGF from 2006-07 onwards. During 2012-13 one district is included under BRGF and the total number of BRGF districts is 20. The districts are Balangir, Bargarh, Boudh, Deogarh,

Dhenkanal, Gajpathi, Ganjam, Jharsuguda, Kalahandi, Kandhamal, Keonjar, Koraput, Malkangiri, Mayurbhanj, Nabarangpur, Nuapada, Rayagada, Sambalpur, Subarnpur and Sundargarh. The State had received Rs.2149.42 crores under



Construction of Skill Development Centre under BRGF at Sunabeda Municipality, Koraput District, Odisha State

BRGF out of which Rs.2074.19 crores were development fund and Rs.75.23 crores capacity building fund. The total population of the 20 BRGF districts as per 2011 census is 2,49,31,345 and the per capita funds received is Rs.862.14.

High Power Committee has been constituted at the State level and the department of Panchayati Raj and Rural Development designated as the nodal department for the scheme. District Programme Management Units (DPMUs) constituted at the district level with Project Director (DRDA), Executive Engineer and Assistant Project Director as the members. District Planning Committees were constituted in all districts for the approval of action plans.

The implementation of the programme has been solely entrusted with the Intermediate Panchayats. The only role of the other two tiers viz Zilla Parishads and Gram Panchayats were to propose works to be included in the annual action plan. At the Gram Panchayat level monitoring committees were constituted and the members of the committee are Sarpanch of the Gram Panchayat, Chairperson of the Panchayat Samiti, Member of the Zilla Parishad from the area and the elected member of the Gram Panchayat in whose area the work is being implemented.

Services of the Technical Support Institutions (TSIs) were obtained to prepare the perspective plan. Baseline survey had been conducted in all the Gram Panchayats and perspective plans were prepared. But the perspective plans were prepared only after four years of the introduction of the scheme. Annual action plans were prepared based on the perspective plan and the works were selected by the block administration.

Capacity building programmes were conducted at the State level, district level and block level. Altogether 119220 elected representatives have participated in the capacity building programme conducted in 3244 sessions. The State Institute of Rural Development (SIRD) was the nodal agency for imparting training and they have prepared separate modules for imparting training.

The finalization of the district level action plan prior to the approval by the District Planning Committees (DPCs) and monitoring of the scheme were vested with the District Rural Development Agencies (DRDAs). The State government has introduced

a new scheme known as *Gopabandhu Grameen Yojana* (GGY) for the non BRGF districts in the State and subsequent to the discontinuation of BRGF; the GGY was extended to all the districts.

In Odisha three selected districts were visited for collection of data and physical verification of assets. The districts are Kalahandi, Koraput and Jarsuguda. The funds received by these districts and utilized are provided in Table No.1.18

**Table No.1.18: Funds Received and Utilized in Three Selected Districts
(Rs. in Lakhs)**

SI No	Name of District	Receipt	Utilization
1	Kalahandi	9595.00	7721.00
2	Koraput	9798.00	8120.00
3	Jarsuguda	8976.00	7668.00

Source: Data Furnished by the Zilla Parishads

Nine Intermediate Panchayats, 36 Gram Panchayats and Six Urban Local Bodies were visited in these districts. As per the requirement, 210 assets created under BRGF were verified physically, Attempts had been made to interview 420 stakeholders and 42 Focus Group Discussions (FGDs) were conducted to document the responses of the community towards the utility and quality of the assets under BRGF.

1.8.20.Punjab

Out of the 22 districts in the State only Hoshiarpur has been brought under the scheme. District Planning Committee and State Level High Power Committee has been constituted in the State in the year 2008-09 only and hence development funds were received from the year 2009-10 onwards. The State received Rs. 72.12 crore as development fund and Rs. 4.58 crore as capacity building funds.

The State Institute of Rural Development has conducted training programmes at the district level. TOT also has been conducted and the Master Trainers Imparted Training to the elected representatives and functionaries at the Intermediate and Gram Panchayat levels.

The only BRGF district in the State Hoshiarpur is divided in to 10 Community Development Blocks, nine Municipalities and 1385 Villages. Centre for Research in Rural and Industrial Development (CRRID) has been appointed as the Technical Support Institution for the preparation of the District Perspective Plan. The District has not followed a strict formula for division of funds among the three tier Panchayati Raj Institutions and urban local bodies. A total of 1877 projects were initiated in the district by the local bodies and 1871 projects were completed. The Gram Panchayats visited were provided funds once only during the period from 2008-09 to 2014-15. So also the Hoshiarpur Municipality received funds for two years only.

The District Panchayat Hoshiarpur has constructed a de-addiction centre at a cost of Rs. 2.28 crore. The assets constructed in the district include Roads, Community Centres, Panchayat Offices, Anganwadi Buildings, Graveyards etc.

1.8.21. Rajasthan

Rajasthan is divided in to 33 Districts, 295 Panchayat Samitis 9892 Gram Panchayats and 190 Urban Local Bodies and has a population of 6,85,48,437 as per 2011 census. Out of the 33 districts 13 with a population of 2,04,31,643 were included under BRGF scheme. High Power Committee under the chairmanship of the Chief Secretary has been constituted in the State and Panchayati Raj and Rural Development Department designated as the Nodal Department for the implementation. District Planning



Hostel for SC Students constructed under BRGF in Jaisindhar Station GP, Gadrarod Block, Barmer District, Rajasthan State

Committees have been reconstituted in the State in the year 2004, with its head as the Chairperson of the Zilla Parishad. The State has received Rs. 1695.78 crores as development fund and Rs. 65.79 crores as capacity development fund out of which Rs. 1668.18 crores and Rs.55.56 crores has been utilized till the end of 2014-15 financial year.

The capacity building programme has been entrusted with the Indira Gandhi Panchayati Raj and Gram Vikas Sansthan (IGPR & GVS) and it has conducted orientation programmes and TOTs. About 400 trainers were trained and employing their services all the elected members and functionaries were trained. Refresher trainings and Skill training to hand pump operators and *bare foot engineers* also have been undertaken. Attempts were also made to strengthen SIRD and three Panchayat training centres.

Up to 2011-12 the scheme was implemented only by the Gram Panchayats and urban local bodies. The funds received by the Panchayati Raj and Rural Development Department were reallocated to the Zilla Parishads and they in turn have transferred the same to the implementing entities. The funds were shared among rural and urban local bodies based on population. From the year 2012-13 Zilla Parishads, Panchayat Samitis also were made implementing agencies and funds were divided among Zilla Parishads, Panchayat Samitis and Gram Panchayats in the ratio 10:15:75.

The services of the Technical Support Institutions have been availed and perspective district plans were prepared. Two districts viz. Barmer and Udaipur were selected for the field level study of the scheme. The funds received by these two districts and utilized are provided in Table No. 1.19.

Table No. 1.19: Total Funds Received and Utilized by selected Districts (Rs. in Lakhs)

Sl No	Name of Districts	Receipt	Utilized
1	Barmer	24507.00	24507.00
2	Udaipur	16587.00	16431.00

Source: Data provided by the Zilla Parishad

A total of 2472 assets have been created in Barmer and 1350 in Udaipur. The assets include Roads, Bridges, School Buildings, Anganwadi Buildings, Health Centres, Hostels, Panchayat Offices, Community Centres, Hand Pumps, Drainage, Boundary Walls, Platforms and Toilets.

1.8.22. Sikkim

Sikkim State has four Zilla Panchayats, 176 Gram Panchayats one Municipal Corporation and five Nagar Panchayats. According to the 2011 census the population of the State is 6,10,577. Out of the four districts only North Sikkim has been included in the scheme. In the year 2007, the State Government requested the Central Government to consider the whole State as backward area and the State Government distributed the funds received under the scheme to all the four districts considering the State whole as a BRGF district.

District Planning Committees in the State were constituted in July 2008. Rural Management and Development Department has been designated as the Nodal Department and 'High Power Committee' constituted in the State in 2007. The State received a total fund of Rs. 81.12 crores under the development component and Rs. 6.43 crore as capacity building fund. The capacity building funds were directly transferred from the State Government to the State Institute of Rural Development which in turn has used for imparting trainings to elected representatives and functionaries and for



School Building constructed under BRGF at Rangong GP, Kabi Block, North Sikkim district, Sikkim State

strengthening the training infrastructure of SIRD and Extension and Regional Training Centres.

Facilitators were appointed at the Block Level in 2007-08 to support Gram Panchayats for decentralized planning. Basic orientation trainings, refresher courses, trainings on 'Plan Plus' and TOT on web enabled software on 'Plan Plus' were conducted by the SIRD.

The Zilla Panchayats, Gram Panchayats, and Nagar Panchayats in the State have implemented the scheme. The funds were distributed among Zilla Panchayat and Gram Panchayats in the ratio 30:70.

The funds received by the State have been transferred to the accounts of the Assistant District Collector (development) who in turn have allocated the funds to the Zilla Panchayat, Gram Panchayats and Nagar Panchayats.

The North Sikkim District in the State has been visited to conduct the field level study of the implementation of the scheme. The district received Rs.1607.47 lakh rupees under the scheme and has utilized the whole amount. A total of 134 projects were initiated and completed by the Zilla Panchayat, utilizing Rs.453.78 lakh rupees received by it.

The assets created under the scheme by the local bodies in the district include Play Grounds, Community Halls, Cremation Sheds, Waiting Sheds, Water Supply Schemes, Toilets, Irrigation Channels, Foot Paths and School Buildings.

1.8.23. Tamil Nadu

Out of the 32 districts in Tamil Nadu only six districts came under the scheme. The districts are Cuddalore, Villupuram, Thiruvannamalai, Dindigul, Nagapattinam and Sivagangai. The District Planning Committees were reconstituted in the State in the year 2007-08. High Power Committee as envisaged in the guidelines of the scheme also has been constituted and the State received development funds from the year 2008-09. The State received a total amount of Rs. 632.53 crores during the period from 2006-07 to 2014-15, out of which Rs. 600.32 crores has been development fund and Rs. 32.21 crores capacity building fund. The capacity building programme has been entrusted with the State Institute of Rural Development and it has trained 44 State Resource Persons (SRP) who in turn have imparted training to the elected members and functionaries of the Panchayat Union Councils and Urban Local Bodies.



Construction of OHT and Borewell under BRGF in Kandadevi VP, Sivaganga District, Tamil Nadu State

Rural Development Department has been identified as the nodal department for the implementation of the scheme and funds received in the consolidated fund of the State has been transferred to the department. The department has transferred the funds to the accounts of the District Collectors. Only Intermediate Panchayats and urban local bodies have implemented the scheme in the State. The

district collectors have transferred the funds to the planning entities based on the approved action plans. The rural – urban division of funds were made based on the population.

Data from the local bodies of Sivagangai and Thiruvannamalai districts were collected to study the planning process and implementation of the scheme. The total funds received and utilized by the two districts are provided in Table No. 1.20.

Table No.1.20. Development Funds Received and Utilized by the Selected Districts in Tamil Nadu (Rs. in Lakhs)

Sl No	District	Funds Received	Funds Utilized
1	Sivagangai	9472.00	9353.00
2	Thiruvannamalai	12440.00	12440.00

Source: Data provided by the Districts

It has been found that the State has not developed any norms for the horizontal fund division among the Panchayat unions and it has been told by the officials that the funds were allotted based on the approved action plans. Though the Gram Panchayats were not provided with funds they were involved in the planning process by convening Gram Sabhas, identifying the felt needs, prioritizing them and submitting the priority list to the Panchayat Unions. The District Panchayats have consolidated the plans of the Panchayat Unions in the district and submitted the district plan to the district planning committee for approval.

The assets created in the two districts include Roads, Culverts, Anganwadi buildings, PDS Shops, Kitchen Sheds, Water Supply Schemes, Group Houses and School Building.

1.8.24.Telangana

The State was formed in the year 2014 through bifurcation of the State of Andhra Pradesh. Consequent to the bifurcation on of Andhra Pradesh nine out of the 13 BRGF districts fell in Telangana. As a separate State, Telangana received BRGF funds during the year 2014-15 only. The total fund received by the State is Rs.89.42 crores. But out of the Rs. 2278.87 crore development funds received by the State of Andhra Pradesh the share of the nine Districts coming under Telangana was Rs.1517.54 crores, thus making the total funds receipt Rs. 1606.96 crores.

The training process in the State up to the year 2014-15 was same as in Andhra Pradesh. The planning process, division of funds and fund flow also has been same in the State.

The two districts selected for field study in the State were Adilabad and Nalgonda. The total developments funds received and utilized by these two districts are provided in Table No. 1.21.

Table No. 1.21: Total development fund Received and Utilized by selected Districts in Telangana (Rs. in Crores)

Sl No	District	Receipt	Utilized
1	Adilabad	144.75	144.75
2	Nalgonda	183.93	183.93

Source: Data Furnished by the Zilla Parishads

The assets created in the two districts include Roads, Culverts, School Buildings, Anganwadi Buildings, Hostels, Health Centers, Panchayat Offices, Compound Walls, Drains and Community Centres.

1.8.25.Tripura

Only one district in Tripura has been brought under BRGF scheme. The State has received funds for the scheme from the year 2008-09 only for want of constitution of District Planning Committees. The first District Planning Committees constituted in the State was in Dhalai District in September 2008. High Power committee also has been formed and Rural Development department designated as the nodal department. Part of the district comes under Tripura Tribal Areas Autonomous District Council (TTADC). The State received Rs. 81. 83 crores under development fund stream and Rs. 4.87 crores under capacity Development fund stream.

The capacity programme has been undertaken by the State Institute of Public Administration and Rural Development, Tripura. The Institute has conducted Trainers Training programmes, Foundation courses and Basic functional courses for Elected Representatives, Training on Accounting and Auditing for officials of Gram Panchayats & ADC villages and Basic Computer course for elected representatives and officials.

Assistance for construction of office buildings, purchase of computers, printers and telephone and internet connections to the Gram Panchayats and villages coming under Autonomous Developments councils also has been provided under the Capacity



Construction of Building under BRGF for PRTI- Lalchari in Ambassa Municipality, Dhalai District, Tripura State

Building Programme. Planning cells were set up at Block level. Computer Labs have also been established at Panchayat Training Centre and SIPARD.

Dhalai, the only BRGF District in the State comprises of 34 Gram Panchayats, two Nagar Palikas and 103 Village Development Committees. The district received a total amount of Rs. 8661.89 lakhs during the entire scheme period out of which Rs. 8222.44 lakhs has been utilized.

The major assets created under the scheme are Roads, Anganwadi buildings, Kitchen sheds, Furniture to Schools, Solar power Plants, Water supply Schemes, Electrical line Extension Works, Agricultural activities and Animal Husbandry Projects.

1.8.26. Uttar Pradesh

The State of Uttar Pradesh has 75 districts, 816 Intermediate Panchayats and 59162 Gram Panchayats. There are 13 Municipal Corporations, 195 Municipal Councils and 421 Nagar Panchayats in the State. Out of the 75 districts 35 were identified to be backward for the implementation of the scheme. Projects formulated under the scheme have been implemented in the State since 2007-2008. The scheme was implemented through Panchayati Raj Institutions and Urban Local Bodies. High Power Committee (HPC) at the State Level and District Programme Management Units (DPMUs) at the District Level has been constituted. The plan approving body in each district was the District Planning Committee (DPCs).

The State received Rs.3187.07 crores under BRGF out of which Rs.3101.23 crores were for development projects and Rs.85.84 crores were for capacity building. The total population of the 35 BRGF Districts in the State as per 2011 census is 9,17,10,435 and the per capita funds received by these districts are Rs. 347.51 only.

The State Institute of Rural Development (SIRD) and 17 selected agencies had imparted training to the Master Trainers who in turn trained the elected functionaries and representatives and other stakeholders. Training modules were prepared by the Sahbhaji Sikshan Kendra, Lucknow in consultation with the SIRD. Trainings were imparted in a participatory method. The *Apar Mukhya Adhikari* (AMA) of every district has been designated as the Nodal Officer for the scheme and funds were transferred from the State to the AMA who in turn reallocated the funds among the PRIs and ULBs. As per the norm prescribed by the State Government, 20 per cent funds have been provided for the Urban Local Bodies whereas 80 per cent to PRIs. The criteria for fund division among Urban Local Bodies, Zilla Parishads, Kshetra Panchayats and Gram Panchayats have been fixed in the ratio 20:16:8:56,

respectively. Approval of projects up to Rs. 10 lakhs was accorded by the AMA and projects above Rs. 10 lakhs were forwarded to the State for approval.

The Gram Panchayats have prepared annual action plans which were consolidated at higher levels. Major percentage of expenditure is seen incurred for rural connectivity including roads and bridges.

Four districts were visited in the State for the verification of assets and study the details of implementation of the scheme. The districts are Gorakhpur, Etah, Banda and Raibareilly. The total fund receipt and utilization by these districts are provided in Table No.1.22. As per the sample procedure, 12 Kshetra Panchayats, 48 Gram Panchayats and eight Urban Local Bodies selected from these four districts have been visited. And 109 assets were verified and 237 stakeholders were interviewed.

Table No. 1.22: Total Funds Received and Utilized by Selected Districts (Rs.in Crore)

Sl. No	Name of District	Receipt	Utilization
1	Gorakhpur	100.18	100.18
2	Etah	110.86	110.86
3	Banda	78.24	60.45
4	Raibareilly	101.61	80.96

Source: Data Furnished by the Zilla Parishads

1.8.27. Uttarakhand

The districts included in the BRGF scheme in the State of Uttarakhand were Chamoli, Champawat and Tehri Garhwal. The State has constituted the District Planning Committees in the year 2008-09 and hence has failed to receive funds under the scheme for the initial



years. The State received a total development fund of Rs. 13514.00 lakhs and Rs. 1352.00 lakhs as capacity building fund. The Panchayati Raj Department was the nodal department. Funds received from the Government of India were routed through, Panchayati Raj

Construction of Rajiv Gandhi Seva Kendra under BRGF in Bamla GP, Tehri Garhwal District, Uttarakhand State

Directorate to the District Panchayati Raj officers who in turn have reallocated the fund among the Panchayati Raj Institutions.

Capacity Building activities were under taken by the Uttarakhand Institute of Rural Development. Basic orientation programmes and refresher programmes were conducted. 100 Gram Panchayats offices / training centres and Block resource centres have been constructed under the Scheme.

The detailed study of planning and implementation in the State was made in the Tehari Gachwal District. The District is divided in to 9 Panchayat Samities, 6 Urban Local Bodies and 979 Gram Panchayats. The district has received Rs. 612.04 Lakhs as development fund and was able to utilize Rs. 594.20 Lakhs. The important assets created in the district are Roads, Culverts, Anganwadi Buildings, Panchayat offices and Drinking water projects.

1.8.28. West Bengal

The State of West Bengal has a population of 91347736 and administratively it is divided in to 23 Districts 341 Blocks and 3342 Gram Panchayats. Out of the 23 districts, 11 have been included under BRGF. The districts are 24 South Parganas, Bankura, Birbhum, Dinajpur Dakshin, Dinajpur Uttar, Jalpaiguri, Maldah, Medinipur East, Medinipur West, Murshidabad and Puralia.



**Improvement of Road under BRGF, Kandi Municipality
in Murshidabad District, West Bengal State**

The State has constituted High Power Committee at the State level and District Planning Committee (DPCs) in all districts. West Bengal received a total fund of Rs.1658.33 crores for the implementation of BRGF apart from the State plan under BRGF. Out of this Rs. 1658.33 crores, Rs. 1575.39 crores was development fund and Rs. 82.94 crores capacity building fund. The total population of 11 BRGF districts is 4,88,49,394 and the per capita fund receipt is Rs.339.48. The State has utilized Rs.1575.38 crores. Out of the funds

received five per cent were set apart for planning and monitoring of the scheme and for the payment of *Jeebika Sahayaks* appointed in each Gram Panchayat by the Zilla Parishad to provided necessary assistance for the overall implementation of the scheme. The balance amount was divided among Urban Local Bodies and PRIs from the state level and funds were transferred directly to their accounts. The fund division among Zilla Parishad, Panchayat Samitis and Gram Panchayats were in the ratio of 20:30:50. The fund division among ULBs and PRIs were as per the proportion recommended by the State Finance Commission (SFC).

The Chief Executive Officer (CEO) has regularly monitored the implementation of the scheme and a Deputy CEO was put in charge of monitoring through monthly review meetings of Block Development Officers who in turn have held fortnightly review meetings of the Secretaries of the Gram Panchayats. Technical Support Institutions (TSIs) were appointed for all districts and perspective plans prepared analyzing the resource envelop and prioritizing the proposals from the grass root level. The annual action plans prepared by the Gram Panchayats were consolidated at the block level and Zilla Panchayats consolidated the block plans, and ULB plans with their own plans giving rise to the district action plan. The selected two districts visited in West Bengal are East Medinipur and Murshidabad. The funds received by these districts and utilized are provided in Table No. 1.23

Table No.1.23: Funds Received and Utilized by Selected Districts (Rs. in lakhs)

Sl. No	District	Fund Received	Funds Utilized
1	East Medinipur	16101.00	15519.00
2	Murshidabad	17849.00	14837.00

Source: Data Furnished by the Zilla Panchayats

Six Panchayat Samitis, 24 Gram Panchayats and four Municipalities were visited from these Districts and 140 assets were verified physically. Attempts were made to interview 280 stakeholders and 28 Focus Group Discussion (FGDs) were conducted.

1.8.20.Per Capita Development Fund

The funds were released to the States based on the utilization certificates furnished by them. In many States the utilization of funds were slow which resulted in the cutting

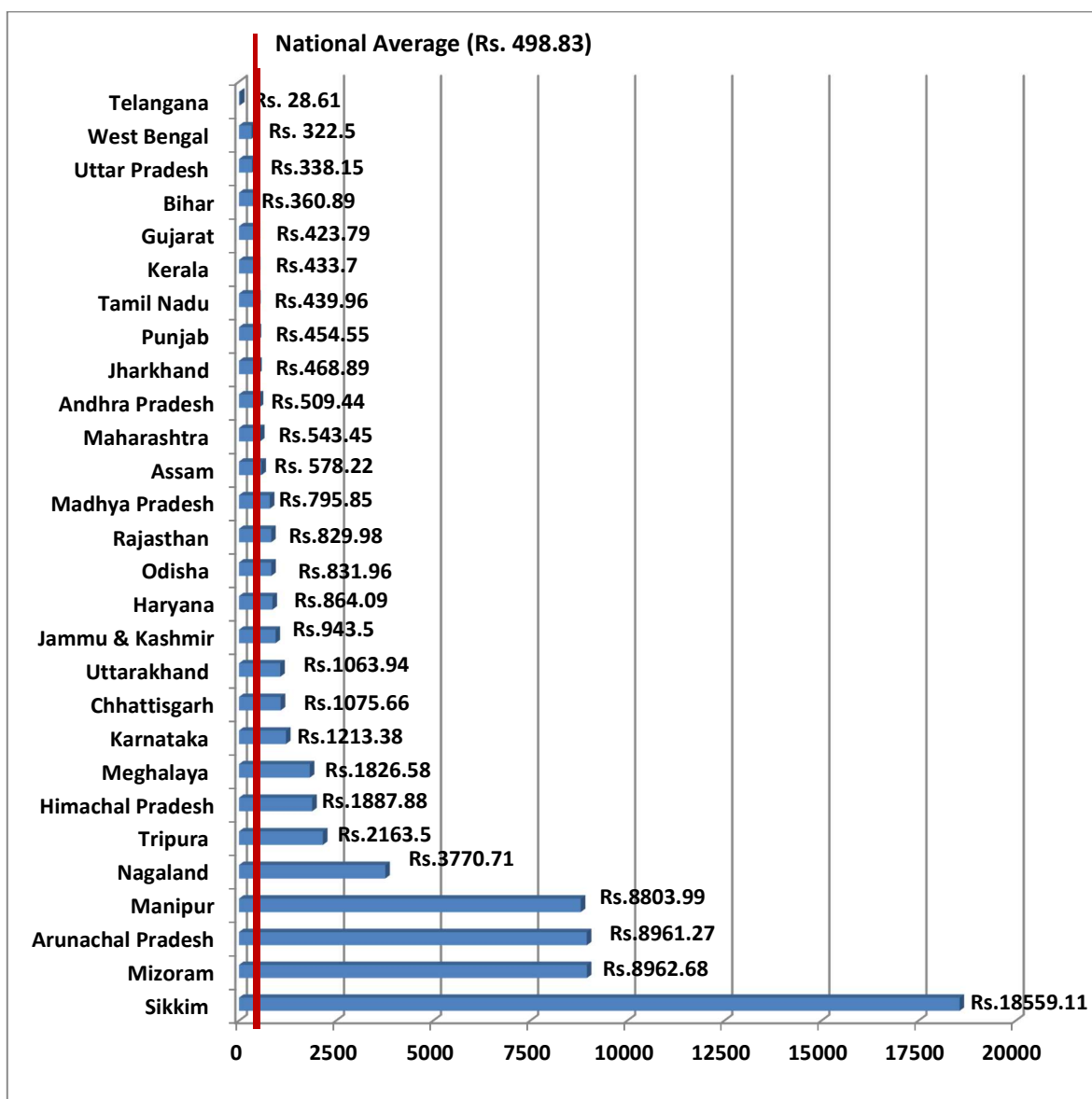
short of allocation by the Ministry of Panchayati Raj (MoPR), Government of India. The per capita fund receipt and utilization by the BRGF districts gives the fund absorption capacity of the respective States. The total population of BRGF districts as per 2011 census in the each State, funds received and per capita funds received is provided in Table No. 1.24. The per capita development fund receipt by the States is depicted in the Figure No. 1.2.

Table No.1.24: Per Capita Funds Received by the States

Sl. No	State	Total Population in BRGF Districts	Total Development Funds Received(Rs. in Crore)	Per Capita Development Fund (In Rs.)	Total CB Fund(Rs. in Crore)	Per Capita CB Fund (In Rs.)
1	Andhra Pradesh	44732810	2278.87	509.44	70.18	15.69
2	Arunachal Pradesh	83448	74.78	8961.27	4.19	502.11
3	Assam	12011436	694.52	578.22	41.61	34.64
4	Bihar	104099452	3756.85	360.89	71.58	6.88
5	Chhattisgarh	16517747	1776.75	1075.66	61.10	36.99
6	Gujarat	10885525	461.32	423.79	18.41	16.91
7	Haryana	2216794	191.55	864.09	8.92	40.24
8	Himachal Pradesh	1049008	198.04	1887.88	9.72	92.66
9	Jammu & Kashmir	2271534	214.32	943.50	10.84	47.72
10	Jharkhand	31485796	1476.33	468.89	50.04	15.89
11	Karnataka	4977417	603.95	1213.38	29.58	59.43
12	Kerala	3627354	157.32	433.70	5.95	16.4
13	Madhya Pradesh	36059906	2869.82	795.85	125.77	34.88
14	Maharashtra	27343118	1485.97	543.45	76.33	27.92
15	Manipur	284053	250.08	8803.99	12.14	427.39
16	Meghalaya	1044465	190.78	1826.58	15.80	151.27
17	Mizoram	174468	156.37	8962.68	8.83	506.11
18	Nagaland	737687	278.16	3770.71	23.40	317.21
19	Odisha	24931345	2074.19	831.96	75.23	30.17
20	Punjab	1586625	72.12	454.55	4.58	28.87
21	Rajasthan	20431643	1695.78	829.98	65.79	32.2
22	Sikkim	43709	81.12	18559.11	6.43	1471.09
23	Tamil Nadu	13644988	600.32	439.96	32.21	23.61
24	Telangana	31250655	89.42	28.61	0.00	0
25	Tripura	378230	81.83	2163.50	4.87	128.76
26	Uttar Pradesh	91710435	3101.23	338.15	85.84	9.36
27	Uttarakhand	1270184	135.14	1063.94	13.52	106.44
28	West Bengal	48849394	1575.39	322.50	82.94	16.98
	Total		26622.32	498.83	1015.80	19.03

Source: Data Computed

Figure No.1.2: Per Capita Development Fund Received



Source: Table No. 1.24

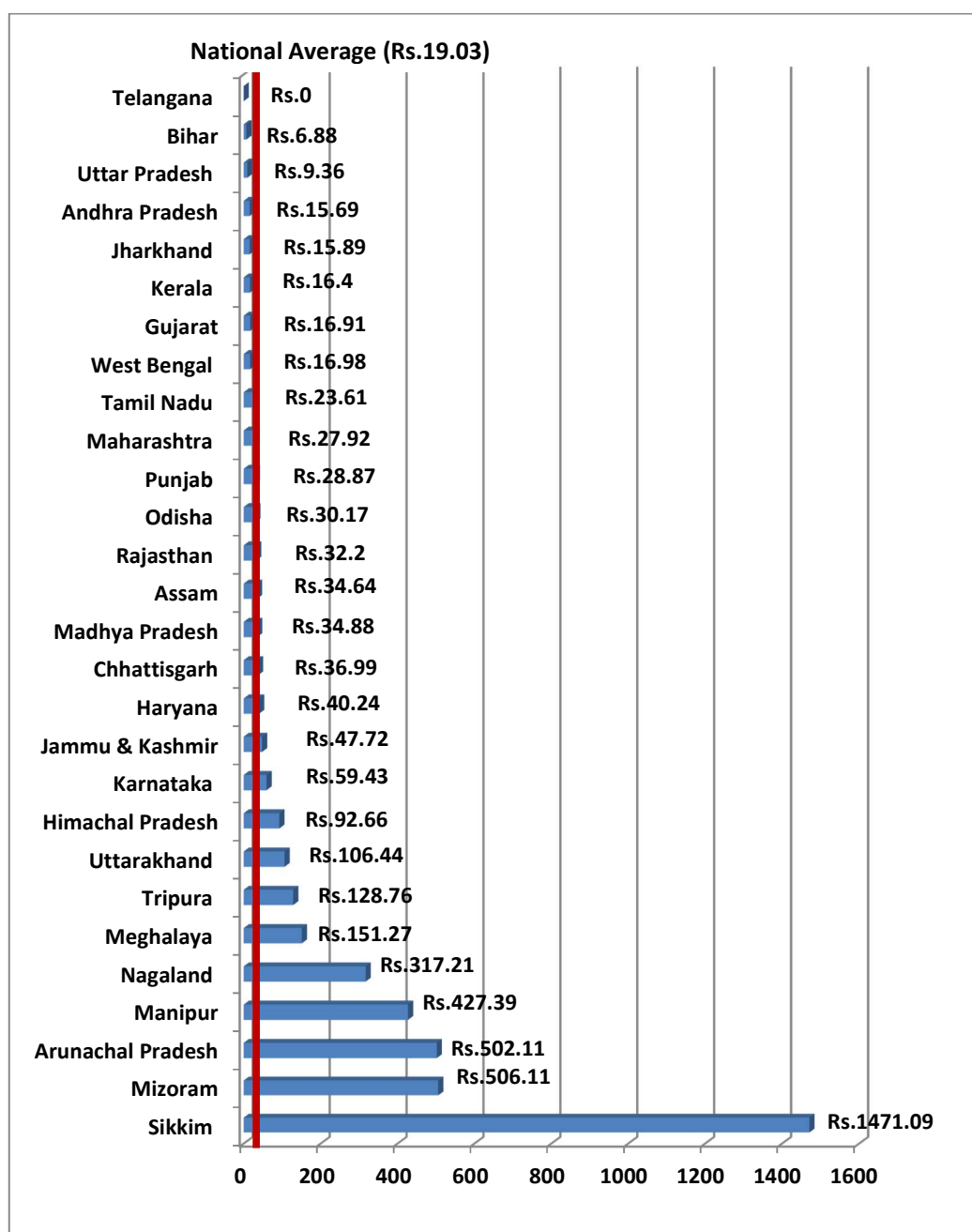
The highest per capita fund received is in Sikkim and it is followed by Mizoram, Arunachal Pradesh, Manipur, and Nagaland. Whereas the lowest is in Telangana and followed by West Bengal, Uttar Pradesh and Bihar. The national average of per capita development fund is Rs. 498.83. Nine States are having per capita development fund less than the national average. They are Telangana, West Bengal, Uttar Pradesh, Bihar, Gujarat, Kerala, Tamil Nadu, Punjab and Jharkhand.

Per Capita Capacity Development Fund

An important component of the scheme was the Capacity Development (CD) funds which have been provided for the capacity building of elected representatives and functionaries. States like Chhattisgarh and Maharashtra have utilized the CD fund even to impart training on the scheme to SHGs, CBOs etc.

There was provision for the appointment of supporting staff like *barefoot engineers* and community mobilizers and for computerization of the training institutes and PRIs. Block resource centres also could have been constituted for the scheme. But the States like Bihar, Uttar Pradesh etc which have a high number of elected representatives were not able to reap the possibilities of the CB funds. Moreover, most of the State has not conducted refresher training programmes which might have improved the capacity of elected functionaries and representatives. In almost all the States elections were held to the PRIs in the course of implementation of BRGF, but effective training has not been conducted for the newly elected representatives. The per capita capacity development fund receipt by States is illustrated in Figure No. 1.3.

Figure No. 1.3: Per Capita Capacity Development Fund



Source: Table No. 1.24

The per capita capacity development fund is highest in Sikkim (Rs. 1471.09) and lowest in Telangana (Rs.0) and Bihar (Rs. 6.88). The national average of per capita capacity development fund is Rs. 19.03. Eight States are having per capita capacity development fund less than the national average and these States are Telangana, Bihar, Uttar Pradesh, Andhra Pradesh, Jharkand, Kerala, Gujarat and West Bengal.

CHAPTER 2

State Wise Analysis of Assessment of the Objectives of BRGF

2.1. Involvement of Grass Root Level Governments in Planning Process

2.1.1. Introduction

Backward Region Grant Fund has been designed to fill the critical gaps in development and to reduce the regional developmental imbalances through strengthening participatory planning in Panchayati Raj Institutions (PRIs) and Urban Local Bodies (ULBs). Capacity building of the elected functionaries and officials for strengthening the PRIs and ULBs has also been made a component of the scheme. The plans under BRGF were to be prepared by capturing the local developmental aspirations of the local community through Gram Sabhas / Ward Sabhas and prioritizing the 'wish lists' arising from them by the PRIs and ULBs. In short, the Local Governments (PRIs and ULBs) were expected to play a pivotal role in local economic development and wellbeing of the community.

1.1.2. Objectives

To assess the involvement of Panchayati Raj Institutions and Urban Local Bodies in the planning process.

1.1.3. Methodology

Schedules duly approved by the MoPR to collect the data in this regard from the three tiers of Panchayati Raj Institutions and Urban Local Bodies have been employed. Interactions with the stakeholders such as elected functionaries, officials of various Panchayati Raj Institutions/Urban Local Bodies and local community were conducted to obtain an idea of the planning process followed in each State. Perspective plans, annual plan documents, records of Panchayati Raj Institutions / Urban Local Bodies, project files of selected assets and audit reports were examined. The data so collected were cross checked through Focus Group Discussions (FGDs) and in short interviews with the stakeholders of verified assets. The extent of involvement of Gram Sabhas / Ward Sabhas in the identification of felt needs, prioritization of schemes and approval of action plans were assessed. The conduct of baseline survey, consolidation of baseline survey data, convening of special Gram Sabhas / Ward Sabhas and conduct of business of the social audit were also examined. The details obtained from the Gram Panchayats and the community is presented in Table No. 2.1.1 and 2.1.2, respectively.

Table No.2.1.1: Details on the Involvement of Gram Sabha/Ward Sabha in the Planning Process and Implementation Process

Sl No	State	No. of Local Bodies(LBs) Visited	LBs that have Sensitized Local Community		LBs that have Conducted Baseline Survey		LBs that have Consolidated Base Line Survey		LBs that have Identified Projects in the Gram /Ward Sabha		LBs that have Prioritized Projects on Gram /Ward Sabha		LBs that have Presented Action Plan in the Gram /Ward Sabha		LBs that have Convened Special Gram / Ward Sabhafor Implementation of Projects		LBs that have Conducted Social Audit		Total	
			No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
1	Andhra Pradesh	14	10	71.43	14	100	12	85.71	14	100.00	14	100	14	100	10	71.43	0	0	88	78.57
2	Arunachal Pradesh	12	8	66.67	0	0	0	0	0	0.00	6	50	12	100	0	0	0	0	26	27.08
3	Assam	26	26	100	12	46.15	12	46.15	18	69.23	20	76.92	21	80.77	20	76.92	13	50	142	68.27
4	Bihar	54	54	100	9	16.67	9	16.67	30	55.56	32	59.26	33	61.11	27	50	11	20.37	205	47.45
5	Chhattisgarh	28	24	85.71	28	100	28	100	28	100.00	28	100	28	100	24	85.71	24	85.71	212	94.64
6	Gujarat	27	3	11.11	5	18.52	2	7.41	12	44.44	10	37.04	15	55.56	3	11.11	1	3.7	51	23.61
7	Haryana	14	6	42.86	14	100	14	100	6	42.86	6	42.86	6	42.86	2	14.29	0	0	54	48.21
8	Himachal Pradesh	14	14	100	14	100	14	100	14	100.00	9	64.29	14	100	0	0	0	0	79	70.54
9	Jammu & Kashmir	27	0	0	27	100	0	0	0	0.00	0	0	0	0	0	0	0	0	27	12.5
10	Jharkhand	40	10	25	0	0	0	0	7	17.50	10	25	11	27.5	11	27.5	0	0	49	15.31
11	Karnataka	28	12	42.86	12	42.86	12	42.86	20	71.43	22	78.57	26	92.86	8	28.57	8	28.57	120	53.57
12	Kerala	14	11	78.57	6	42.86	6	42.86	11	78.57	11	78.57	11	78.57	0	0	0	0	56	50
13	Madhya Pradesh	56	46	82.14	7	12.50	0	0	49	87.50	47	83.93	56	100	40	71.43	56	100	301	67.19
14	Maharashtra	28	28	100	28	100	27	96.43	25	89.29	27	96.43	28	100	20	71.43	26	92.86	209	93.30
15	Manipur	14	5	35.71	13	92.86	12	85.71	8	57.14	5	35.71	8	57.14	5	35.71	0	0	56	50
16	Meghalaya	13	13	100	13	100	13	100	13	100.00	13	100	13	100	0	0	0	0	78	75
17	Mizoram	12	0	0	11	91.67	0	0	9	75.00	0	0	0	0	0	0	0	0	20	20.83
18	Nagaland	26	19	73.08	0	0	0	0	21	80.77	22	84.62	22	84.62	0	0	0	0	84	40.39
19	Odisha	42	42	100	26	61.90	26	61.90	42	100.00	42	100	37	88.1	27	64.29	6	14.29	248	73.81
20	Punjab	14	3	21.43	6	42.86	6	42.86	3	21.43	3	21.43	6	42.86	0	0	0	0	27	24.10
21	Rajasthan	28	25	89.29	7	25	7	25	25	89.29	25	89.29	25	89.29	19	67.86	15	53.57	148	66.07
22	Sikkim	13	10	76.92	5	38.46	4	30.77	8	61.54	10	76.92	12	92.31	7	53.85	0	0	56	53.85
23	Tamil Nadu	28	15	53.57	10	35.71	10	35.71	22	78.57	22	78.57	22	78.57	1	3.57	0	0	102	45.54
24	Telangana	28	20	71.43	22	78.57	16	57.14	24	85.71	28	100	28	100	20	71.43	0	0	158	70.53
25	Tripura	14	6	42.86	0	0	0	0	14	100.00	8	57.14	14	100	0	0	0	0	42	37.5
26	Uttar Pradesh	56	12	21.43	9	16.07	9	16.07	26	46.43	12	21.43	45	80.36	0	0	4	7.14	117	26.12
27	Uttarakhand	14	2	14.29	7	50	0	0	3	21.43	3	21.43	3	21.43	0	0	0	0	18	16.07
28	West Bengal	28	28	100	19	67.86	14	50	28	100.00	28	100	28	100	20	71.43	14	50	179	79.91
	Total	712	452	63.48	324	45.51	253	35.53	480	67.42	463	65.03	538	75.56	264	37.08	178	25.00	2952	51.83

Source: Field survey (Data collected from the Local bodies)

Table No.2.1.2 Perception of the Local Community Regarding the Decentralized Planning and Implementation

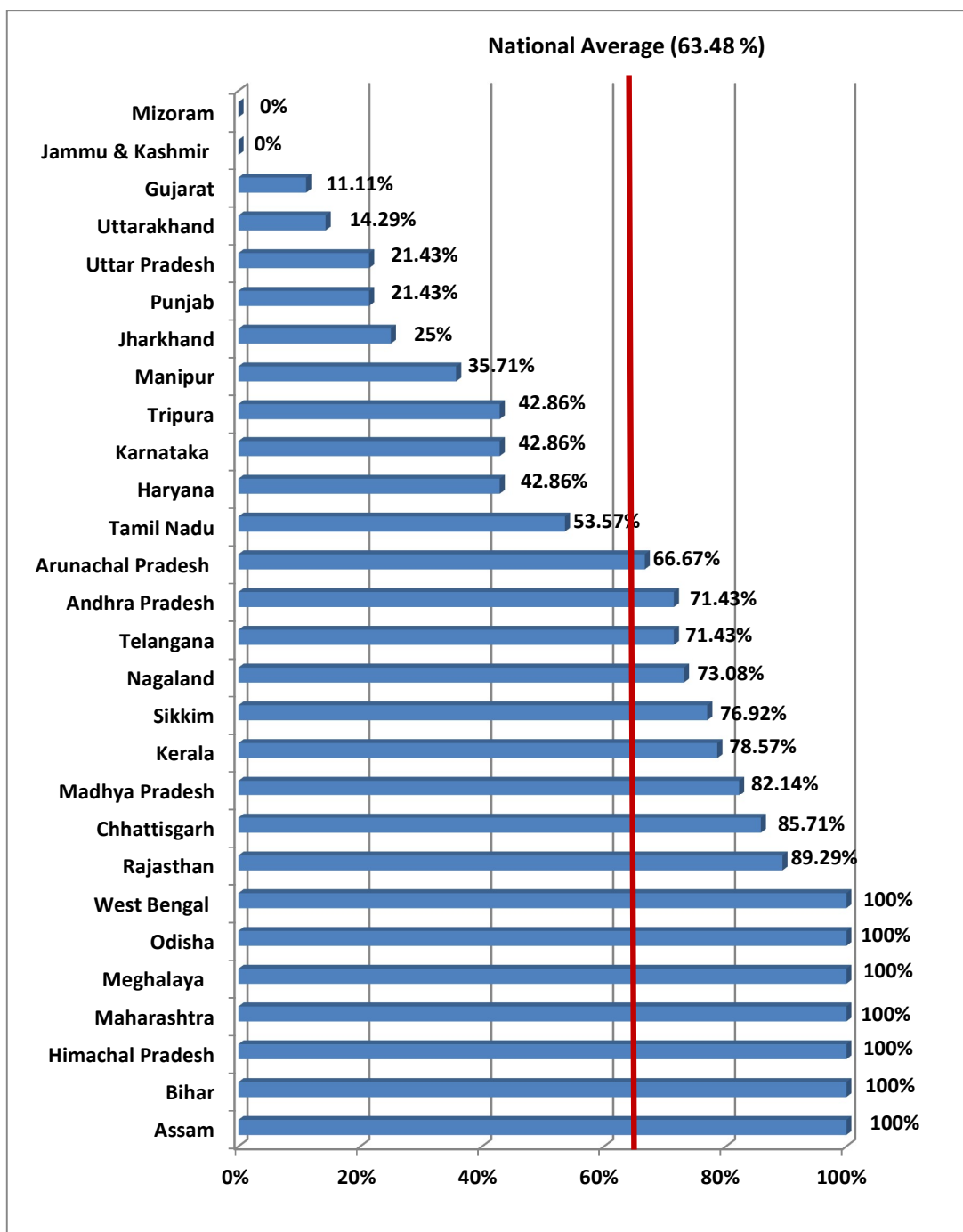
Sl No	State	Number of Stakeholders/ Community Members Interviewed	Persons who have Suggested Works in the Gram / Ward Sabha		Persons Associated with the Preparation of Action Plan		People Associated with the Implementation of Work		People Aware of whether Work was part of the Approved Action Plan		People who stated that the Action Plan was Discussed in the Gram/ Ward Sabha		People Acknowledged that Social Audit has been Conducted in the Gram/ Ward Sabha		Total	
			No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
1	Andhra Pradesh	140	119	85.00	3	2.14	3	2.14	140	100	140	100	0	0	405	48.21
2	Arunachal Pradesh	120	0	0.00	0	0	0	0	120	100	120	100	0	0	240	33.33
3	Assam	260	177	68.08	107	41.15	18	6.92	168	64.62	130	50.00	130	50	730	46.79
4	Bihar	540	320	59.26	20	3.70	40	7.41	243	45	372	68.89	49	9.07	1044	32.22
5	Chhattisgarh	280	215	76.79	0	0	0	0	280	100	209	74.64	0	0	704	41.9
6	Gujarat	270	133	49.26	15	5.56	0	0	0	0	232	85.93	0	0	380	23.46
7	Haryana	140	55	39.29	6	4.29	5	3.57	90	64.29	86	61.43	0	0.00	242	28.81
8	Himachal Pradesh	140	46	32.86	4	2.86	3	2.14	65	46.43	0	0	0	0.00	118	14.05
9	Jammu & Kashmir	270	0	0.00	0	0	0	0	0	0	0	0	0	0	0	0
10	Jharkhand	380	37	9.74	0	0	0	0	0	0	0	0	0	0	37	1.62
11	Karnataka	280	135	48.21	4	1.43	2	0.71	272	97.14	250	89.29	21	7.50	684	40.71
12	Kerala	120	69	57.50	22	18.33	25	20.83	64	53.33	54	45.00	0	0	234	32.50
13	Madhya Pradesh	560	253	45.18	115	20.54	54	9.64	439	78.39	545	97.32	419	74.82	1825	54.32
14	Maharashtra	280	260	92.86	25	8.93	13	4.64	194	69.29	208	74.29	220	78.57	920	54.76
15	Manipur	140	68	48.57	2	1.43	4	2.86	140	100	64	45.71	0	0	278	33.1
16	Meghalaya	130	34	26.15	0	0	0	0	129	99.23	124	95.38	0	0	287	36.79
17	Mizoram	120	76	63.33	0	0	0	0	19	15.83	0	0	0	0	95	13.19
18	Nagaland	260	117	45.00	0	0	0	0	5	1.92	79	30.38	0	0.00	201	12.88
19	Odisha	420	238	56.67	11	2.62	2	0.48	418	99.52	416	99.05	3	0.71	1088	43.17
20	Punjab	54	12	22.22	5	9.26	4	7.41	39	72.22	10	18.52	0	0	70	21.61
21	Rajasthan	280	35	12.50	8	2.86	5	1.79	133	47.5	58	20.71	106	37.86	345	20.54
22	Sikkim	130	64	49.23	85	65.38	33	25.38	130	100	112	86.15	0	0	424	54.36
23	Tamil Nadu	280	116	41.43	11	3.93	10	3.57	176	62.86	107	38.21	0	0.00	420	25
24	Telangana	280	119	42.50	6	2.14	3	1.07	240	85.71	225	80.36	0	0	593	35.3
25	Tripura	130	10	7.69	0	0	0	0	129	99.23	124	95.38	0	0	263	33.72
26	Uttar Pradesh	237	139	58.65	14	5.91	4	1.69	165	69.62	145	61.18	14	5.91	481	33.83
27	Uttarakhand	140	26	18.57	5	3.57	5	3.57	5	3.57	5	3.57	0	0	46	5.48
28	West Bengal	280	280	100.00	217	77.5	140	50	280	100	280	100	140	50	1337	79.58
	Total	6661	3153	47.34	685	10.28	373	5.60	4083	61.30	4095	61.48	1102	16.54	13491	33.76

Source: Field Survey

1. Sensitization of Local Community

Creation of awareness on decentralized planning process is a pre requisite for the active participation of local people in planning and implementation. All the local bodies visited in the States of Assam, Bihar, Himachal Pradesh, Maharashtra, Odisha and West Bengal have created awareness giving wide publicity of the programme through newspapers and visual media. More than 70 per cent local bodies have undertaken the exercise in the States of Chhattisgarh, Andhra Pradesh, Kerala, Madhya Pradesh, Rajasthan, Sikkim and Telangana. Though there are no Panchayati Raj Institutions, it is noticed that community sensitization has been effectively conducted in Meghalaya and Nagaland also. Due to the effective capacity building exercise in West Bengal and Maharashtra, elected functionaries also actively participated in the awareness creation. No awareness generation programme has been conducted in Jammu and Kashmir and Mizoram, while the percentage of local bodies that have conducted awareness creation programmes are below 25 per cent in Gujarat, Punjab, Uttarakhand and Uttar Pradesh. The national average of sensitization of the local community is 63.48 per cent and 16 States (Arunachal Pradesh, Andhra Pradesh, Telangana, Nagaland, Sikkim, Kerala, Madhya Pradesh, Chhattisgarh, Rajasthan, West Bengal, Odisha, Meghalaya, Maharashtra, Himachal Pradesh, Bihar and Assam) are having awareness generation programmes more than the national average.

Figure No.2.1.1: Sensitization of the Local Community



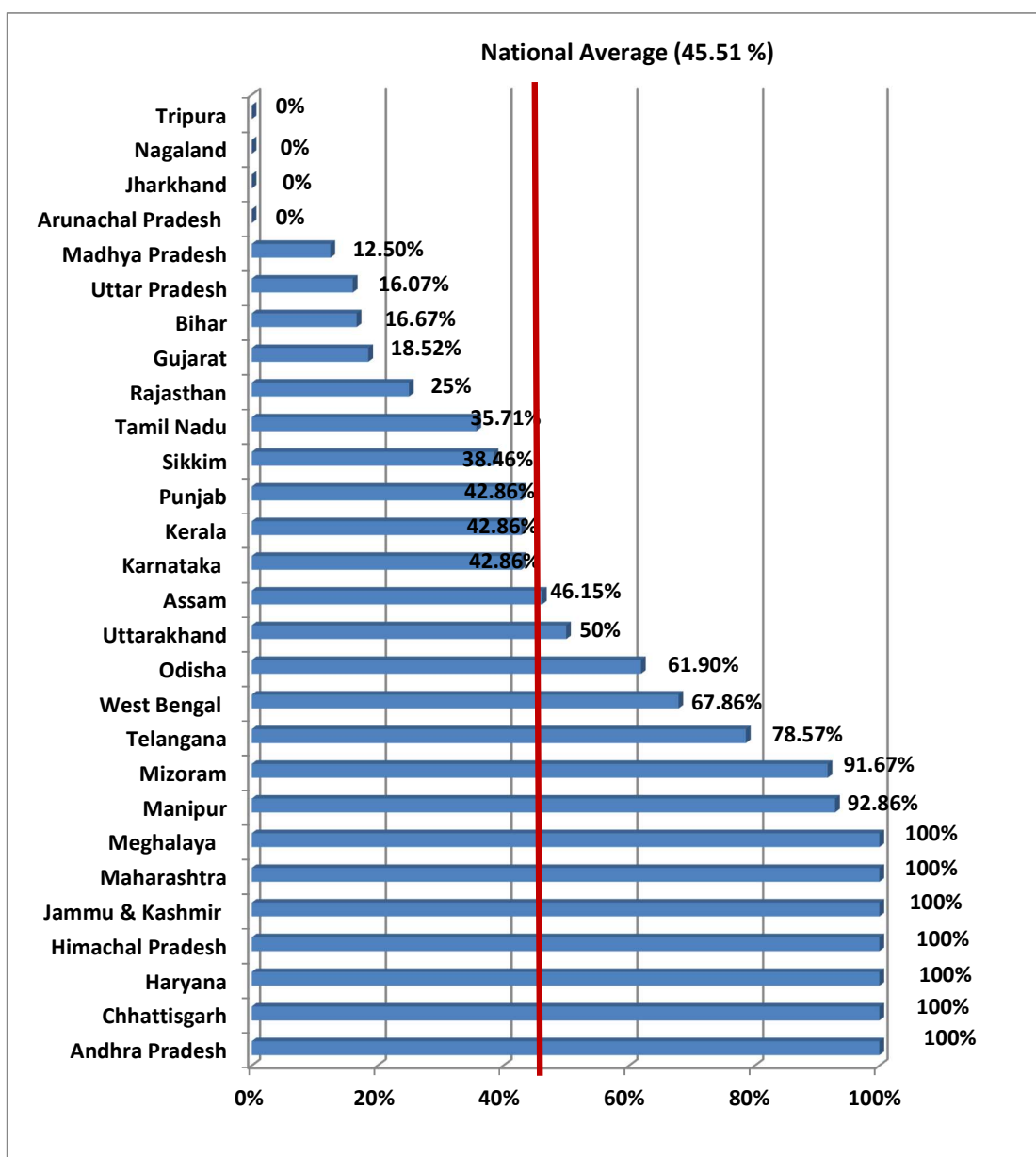
Source: Table No. 2.1.1

2. Conducting of Baseline Survey

All the Panchayati Raj Institutions/local organizations and urban local bodies (selected and visited) have conducted baseline survey in the States of Andhra Pradesh,

Chhattisgarh, Haryana, Himachal Pradesh, Maharashtra and Meghalaya. Though the Technical Support Institutions (TSIs) have conducted baseline survey in Jammu and Kashmir, the involvement of Halqua Panchayats was nil in the process. More than 90 per cent local bodies have conducted baseline survey in the States of Manipur and Mizoram. The percentage of local bodies that have undertaken baseline survey is just above 50 per cent in Odisha, Telangana and West Bengal. It is below 20 per cent in the States of Bihar, Gujarat, Madhya Pradesh and Uttar Pradesh. The exercise has not been undertaken by the local bodies in Arunachal Pradesh, Jharkhand, Nagaland and Tripura. The national average of local bodies conducted baseline survey is 45.51 per cent and 14 States are having local bodies conducted the baseline survey more than the national standard. These States are Assam, Uttarakhand, Odisha, West Bengal, Telangana, Mizoram, Manipur, Meghalaya, Maharashtra, Jammu Kashmir, Himachal Pradesh, Haryana, Chhattisgarh and Andhra Pradesh.

Figure No. 2.1.2: Conducting Base Line Survey



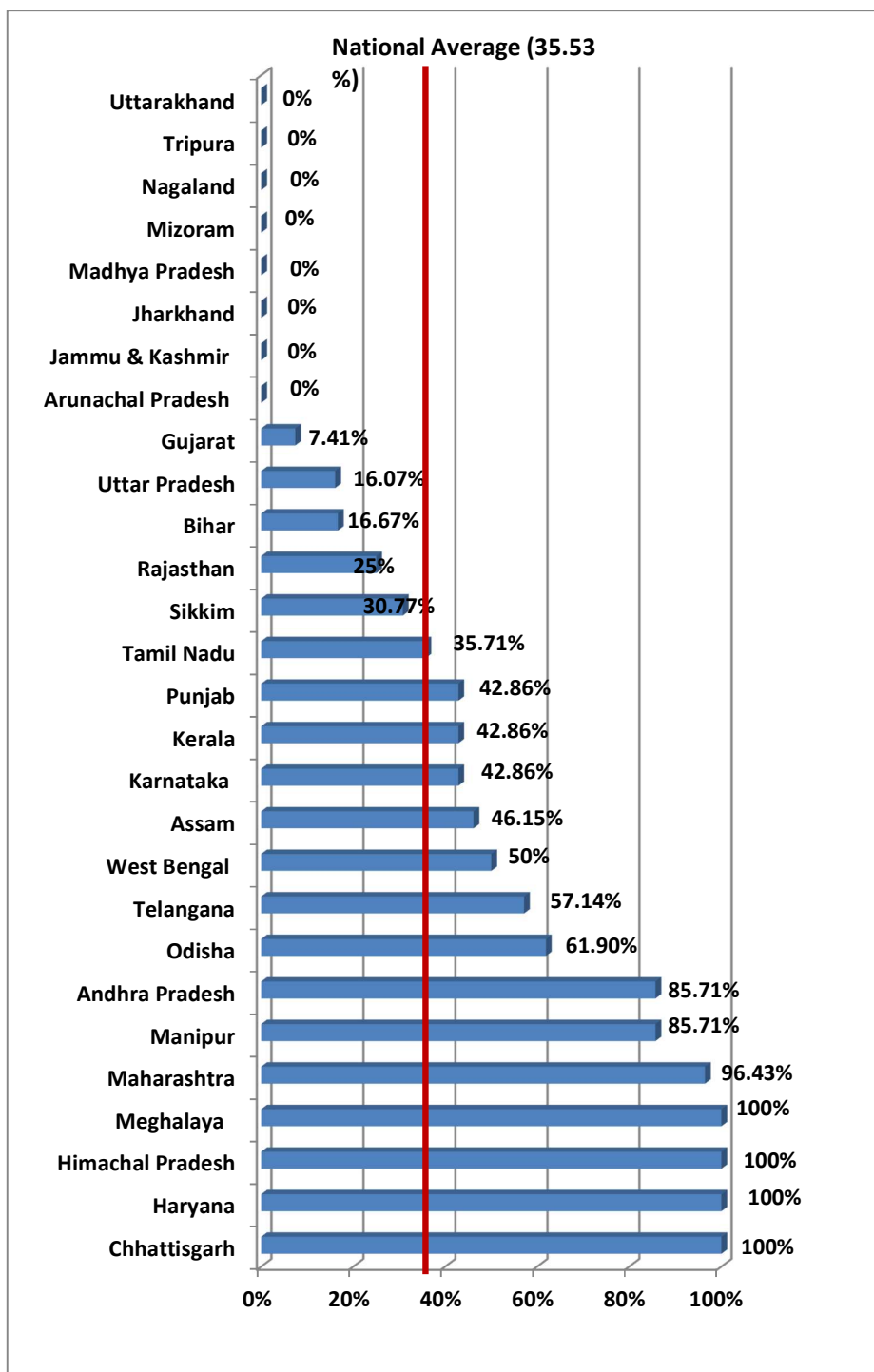
Source: Table No. 2.1.1

3. Consolidation of Baseline Survey

The baseline survey becomes necessary to prepare perspective plan and annual plan of the planning entity. The data from baseline survey and the perspective plans of all the local bodies form the basis of the perspective plan of a district. Though all the visited local bodies reported to have conducted baseline survey in the States of Jammu & Kashmir, none of them have consolidated and analyzed the data. In Maharashtra, 27

out of the 28 local bodies have consolidated the data. Only five local bodies in Gujarat have conducted the survey but only two have consolidated the data. Though survey has been conducted by seven local bodies in Uttarakhand none of them have consolidated and utilized the data. Cent per cent local bodies have conducted baseline survey and consolidated them in the States of Chhattisgarh, Haryana, Himachal Pradesh and Meghalaya. The local bodies that have conducted baseline survey in the States of Assam, Bihar, Karnataka, Kerala, Odisha, Punjab, Rajasthan and Tamil Nadu have also consolidated it. More than 45 per cent of the local bodies in the 28 States have conducted base line survey but 35.53 per cent have consolidated them. Number of local bodies consolidated the baseline survey is less than the national average in five States (Gujarat, Uttar Pradesh, Bihar, Rajasthan and Sikkim) and the status is fully absent in eight States (Uttarakhnad, Tripura, Nagaland, Mizoram, Madhya Pradesh, Jharkhand, Jammu & Kashmir and Arunachal Pradesh).

Figure No. 2.1.3: Consolidation of Base Line Survey

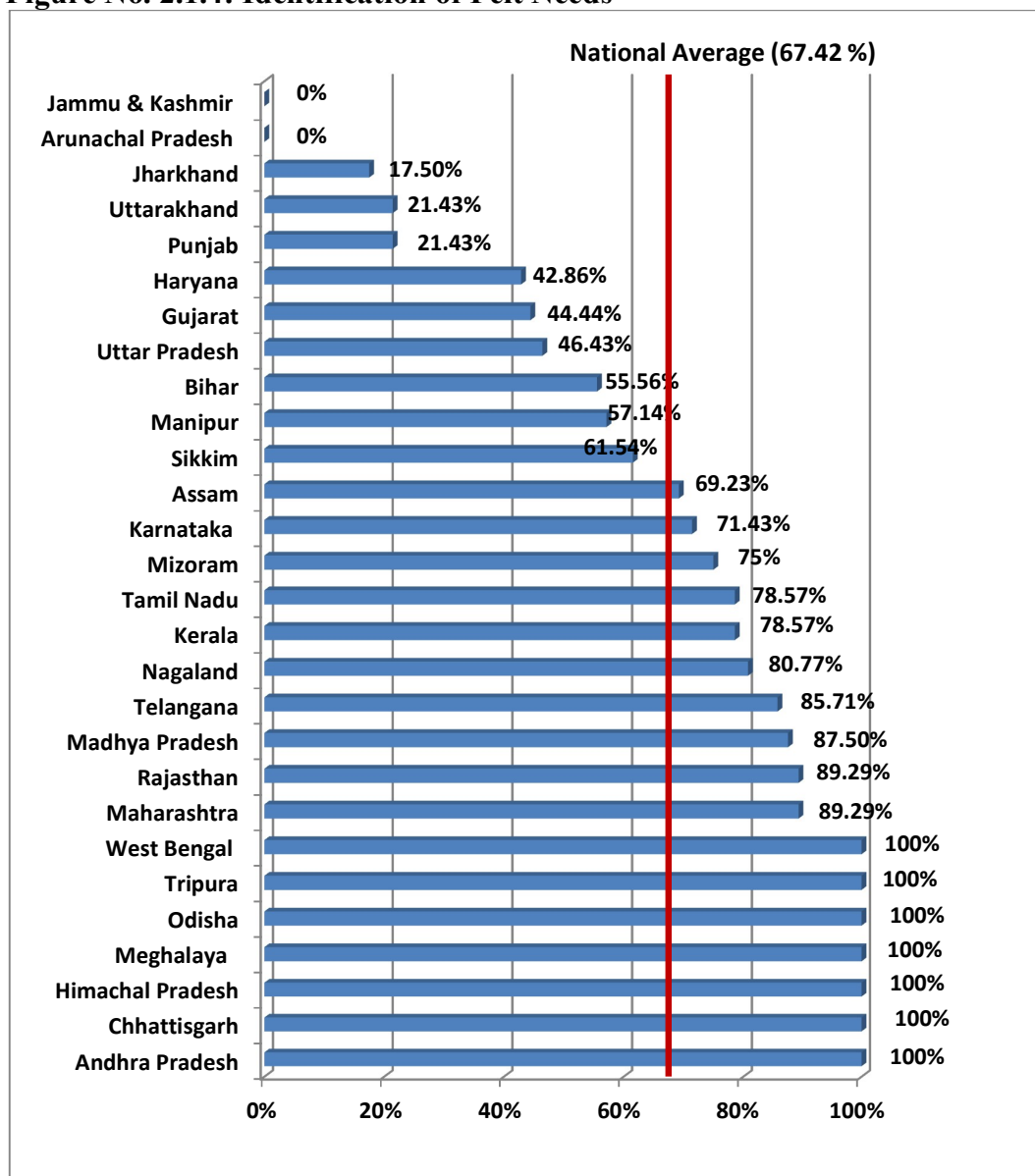


Source: Table No. 2.1.1

4. Identification of Felt Needs

Identification and recognition of the felt needs of the local community is a pre requisite for the effective people's participation in formulation and implementation of development works. Out of the 712 local bodies visited across 28 BRGF districts only 480 (67.42 %) have convened the Gram Sabhas/Ward Sabhas and have identified the felt needs of the local community. All the local bodies in the States of Andhra Pradesh, Chhattisgarh, Himachal Pradesh, Meghalaya, Odisha, Tripura and West Bengal have convened Gram / Ward Sabhas and identified the felt needs of the local community. More than 75 per cent local bodies have performed the exercise in the States of Kerala, Madhya Pradesh, Maharashtra, Mizoram, Nagaland, Rajasthan Tamil Nadu and Telangana. No attempt was made by the local bodies in Arunachal Pradesh and Jammu and Kashmir to ascertain the felt needs of the community. It is below 25 per cent in the States of Jharkhand, Punjab and Uttarakhand. Out of the 86 urban local bodies visited only 50 (58.14%) have identified the felt needs from the Ward Sabha. The number of local bodies identified the felt need is less than the national average of 67.42 per cent in nine States (Jharkhand, Uttarakhand, Punjab, Haryana, Gujarat, Uttar Pradesh, Bihar, Manipur and Sikkim). Whereas two States (Arunachal Pradesh and Jammu and Kashmir) have nothing to claim in the identification of felt needs.

Figure No. 2.1.4: Identification of Felt Needs



Source: Table No. 2.1.1

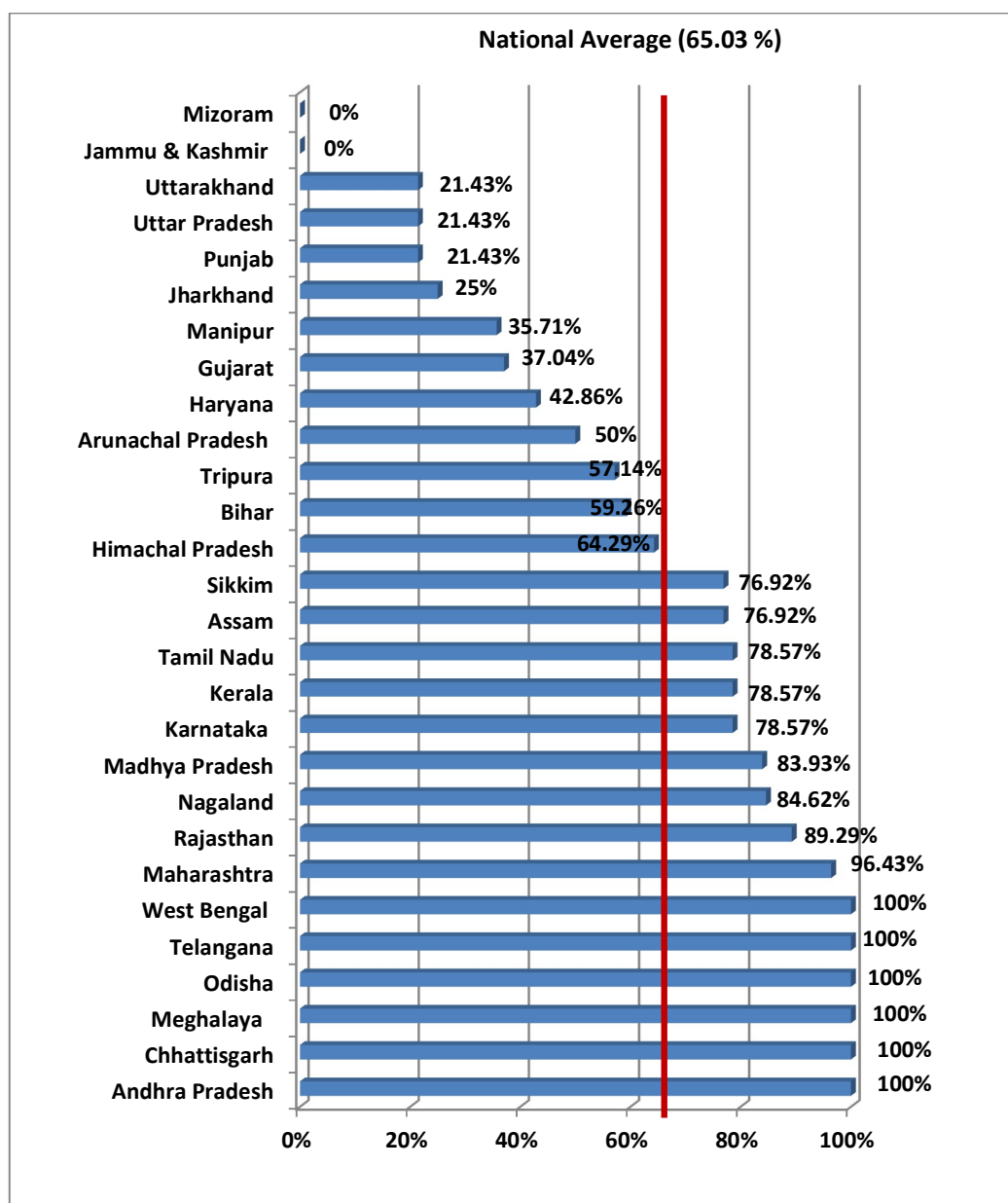
5. Prioritization of Schemes in Gram Sabha/Ward Sabha

In the decentralized planning process, the aspirations of the community are assessed through people's assemblies and baseline survey. The desires of the community will be in the form of a 'wish list' and from them, works/ projects are to be selected according to the availability of funds. For the effective participation of the community

in planning and implementation, the local community should have a say in the selection of works also.

Out of the 712 local bodies visited 463 (65.03%) have prioritized projects in the Gram Sabha/Ward Sabha. All the local bodies in the States of Andhra Pradesh, Chhattisgarh, Meghalaya, Odisha, Telangana and West Bengal have prioritized the projects in the Gram/Ward Sabhas. More than 75 per cent local bodies have prioritized their schemes according to people's aspirations in the States of Assam, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Nagaland, Rajasthan, Sikkim and Tamil Nadu. But the local bodies that have conducted the prioritization exercise in the Gram Sabha /Ward Sabha is below the national average (65.03%) in Himachal Pradesh, Arunachal Pradesh, Bihar, Gujarat, Haryana, Jharkhand, Manipur, Punjab, Tripura, Uttar Pradesh and Uttarakhand. The prioritization was not conducted in Jammu & Kashmir and Mizoram. Only 56.98 per cent urban bodies have prioritized their schemes in the Gram Sabhas/Ward Sabhs.

Fig No.2.1.5 Prioritization of Schemes in Gram Sabhas



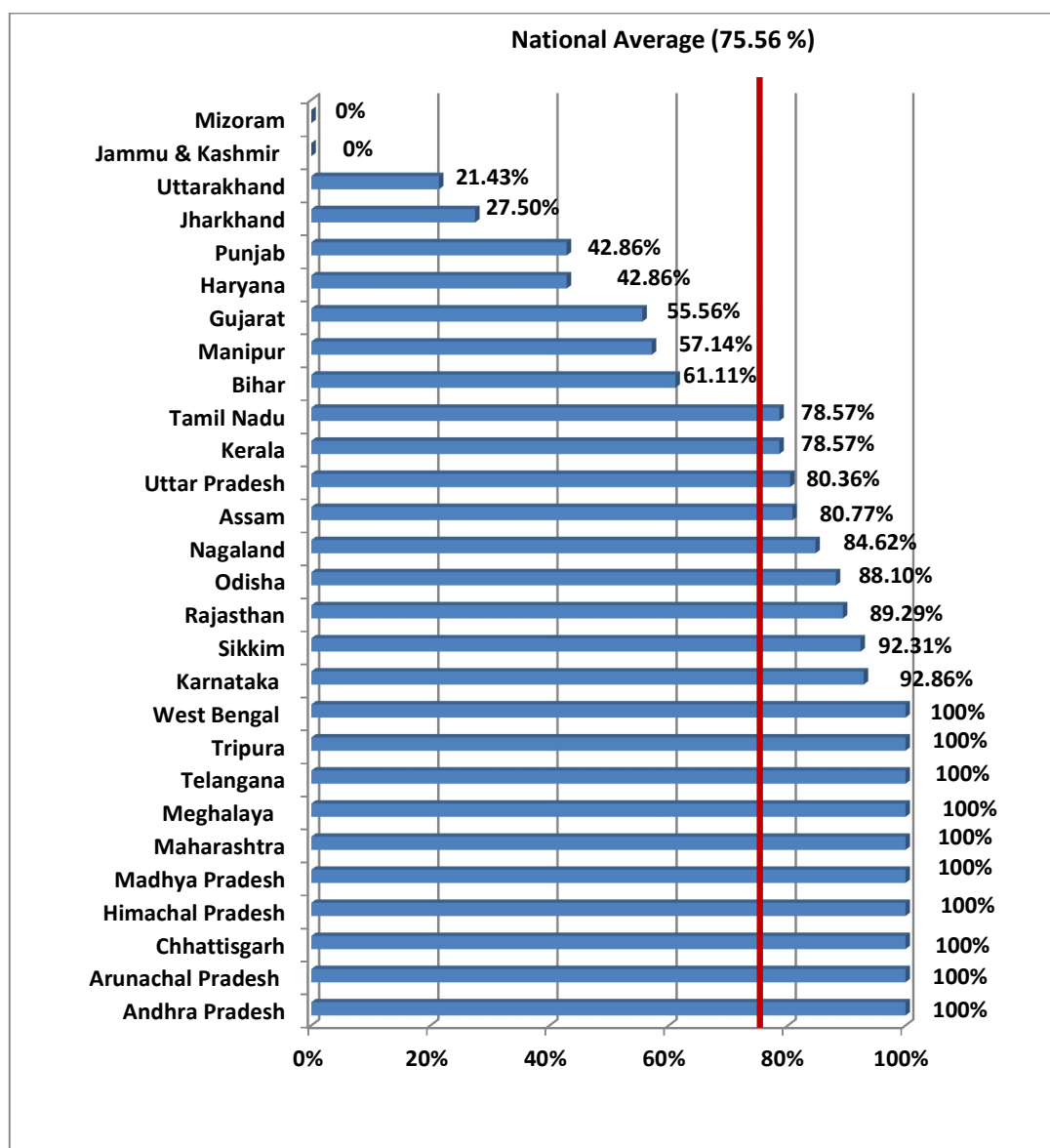
Source: Table No. 2.1.1

6. Presentation of Action Plans before Gram Sabha/ Ward Sabha

Gram Panchayats were not provided with funds in the States of Tripura, Arunachal Pradesh, Odisha, Tamil Nadu, Jammu & Kashmir, Mizoram, Jharkhand and Uttarkhand. Yet, Gram Sabhas/Ward Sabhas in these States except Jammu & Kashmir has been convened to identify the felt needs. The Intermediate Panchayats and line

departments have implemented the scheme in the States of Tripura, Jharkhand and Jammu & Kashmir. In the States of Uttarakhand, two entities (Zilla Panchayats and Intermediate Panchayats) have implemented the schemes whereas in Odisha and Tamil Nadu, only Intermediate Panchayats have been assigned to implement. Yet, it is seen that 538 local bodies out of the 712 visited have presented their annual action plans before the Gram Sabha/Ward Sabha. Annual action plans were presented by all of the Gram Panchayats in the States of Andhra Pradesh, Arunachal Pradesh, Chhattisgarh, Himachal Pradesh, Madhya Pradesh, Maharashtra, Meghalaya, Telangana, Tripura and West Bengal. The States that scored above the national average of 75.56 per cent are Assam, Karnataka, Kerala, Nagaland, Odisha, Rajasthan, Sikkim, Tamil Nadu and Uttar Pradesh.

Figure No.2.1.6: Presentation of Annual Action Plans in the Gram/Ward Sabha



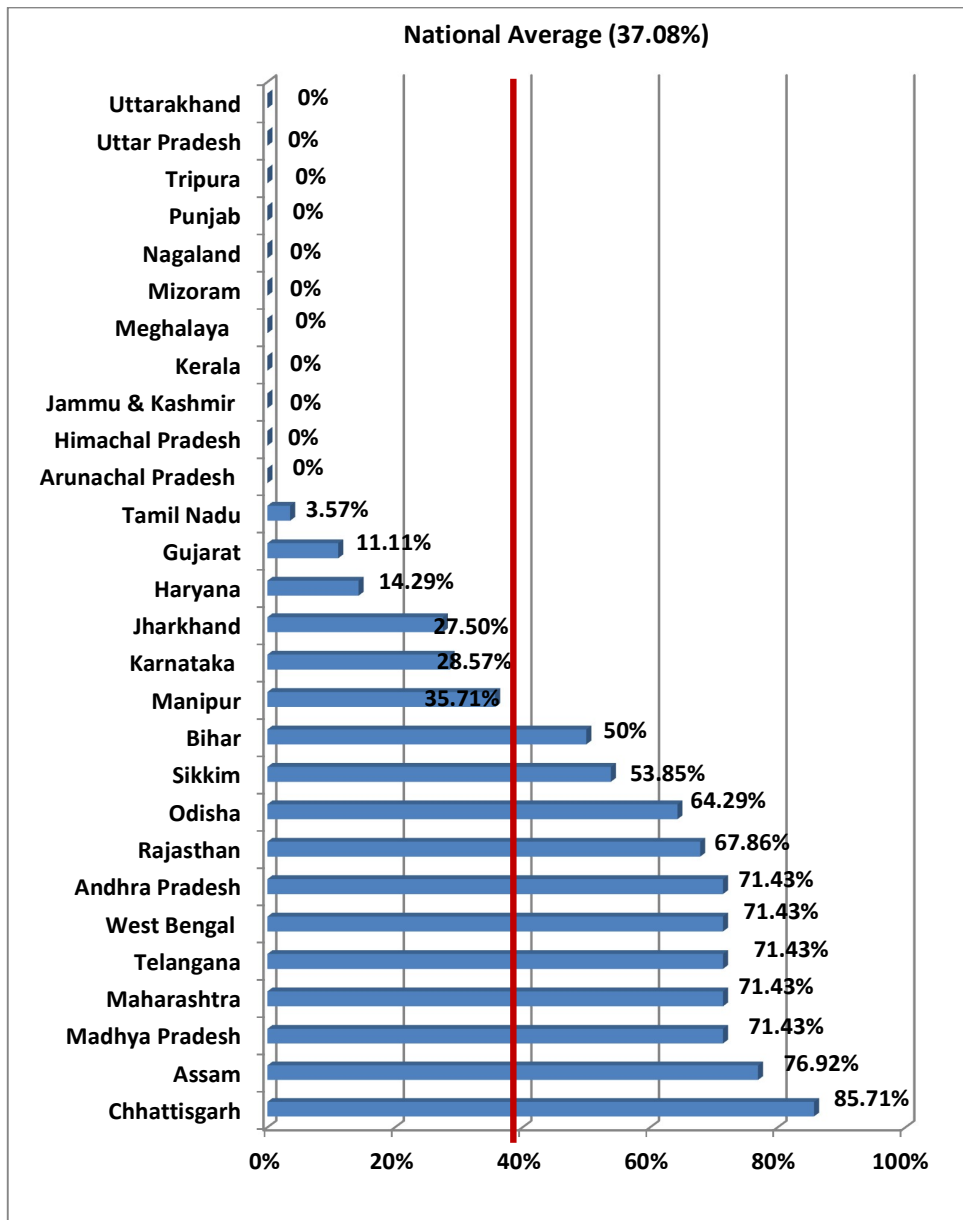
*Source:*Table No. 2.1.1

7. Special Gram Sabhas/ Ward Sabhas for Implementation

People's participation in the implementation of schemes will ensure the quality of assets created. It also can fetch local resources in the forms of cash, kind or labour. For the effective involvement of local community in the construction of local assets proposed by them, the local community is to be sensitized on the details of works proposed. Holding of Gram Sabhas/Ward Sabhas before initiating the implementation

may be taken as a tool to measure the people's participation in implementation. The details of local bodies that have convened special Gram Sabhas/Ward Sabhas have also been collected through the schedule for Gram Panchayats and Urban Local Bodies. Only 37.08 per cent of the local bodies visited have convened special Gram Sabhas for implementation of the BRGF plan. More than 70 per cent local bodies have convened special Gram Sabhas to discuss the implementation process in the States of Andhra Pradesh, Assam, Chhattisgarh, Madhya Pradesh, Maharashtra, Telangana and West Bengal. The local bodies in the 11 States viz Arunachal Pradesh, Himachal Pradesh, Jammu and Kashmir, Kerala, Meghalaya, Mizoram, Nagaland, Punjab, Tripura, Uttar Pradesh and Uttarakhand have not undertaken this exercise under the scheme. The details are provided in Figure No. 2.1.7

Fig No.2.1.7 Details of Special Gram Sabhas Conducted for Implementation



Source: Table No. 2.1.1

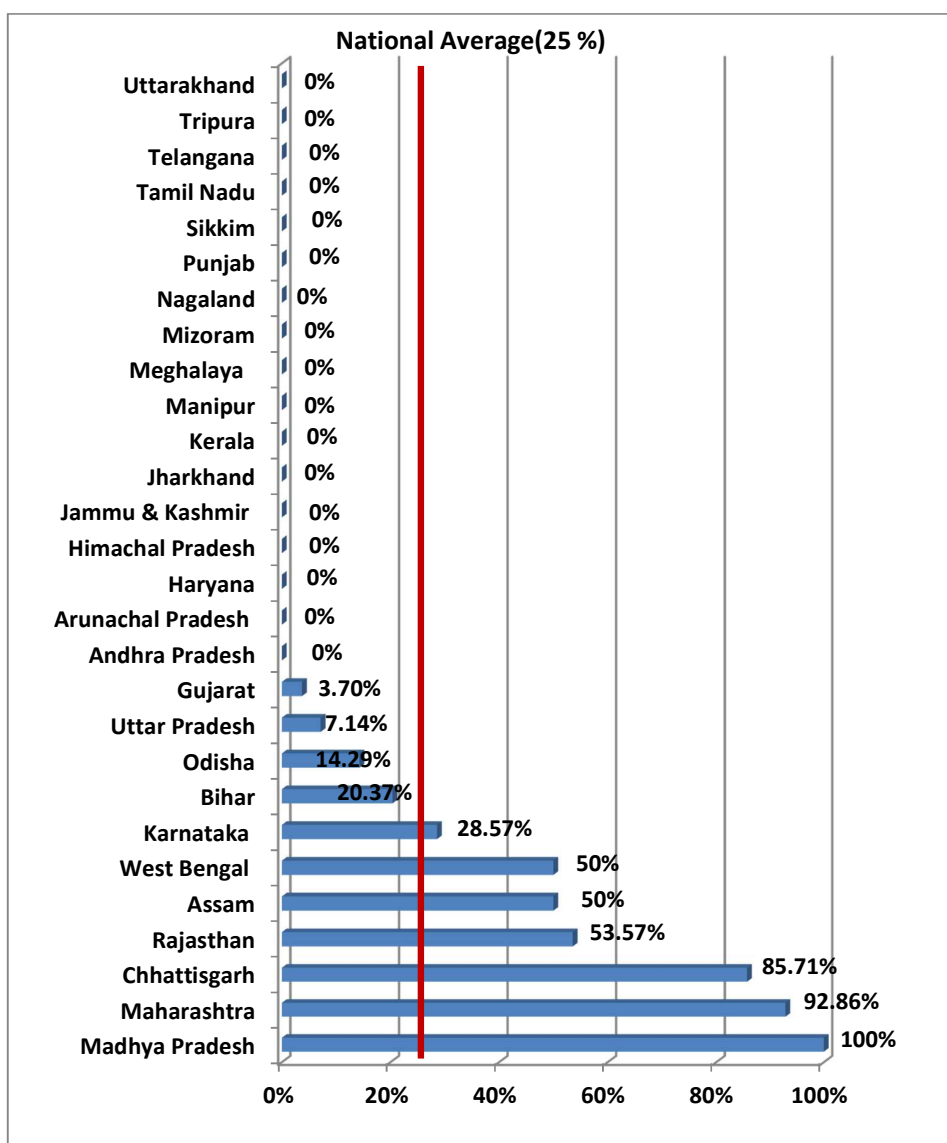
8. Social Audit

Social Audit platform provides the community to express their views on the process of plan formulation and implementation and based on the suggestions of the community the implementing entities can adopt corrective measures and modifications. Conduct of social audit by the local bodies can be considered as a tool to measure the extent of people's participation. The details of social audit also have been collected from the

visited local bodies through the schedules designed for covering Gram Panchayats and Urban Local Bodies.

Only 178 local bodies (25%) out of the 712 visited have subjected the planning and implementation of the BRGF scheme to social audit. All the local bodies have conducted social audit in Madhya Pradesh. It is identified that 92.86 per cent local bodies in Maharashtra, 85.71 per cent in Chhattisgarh and 53.57 per cent in Rajasthan also have conducted social audit. In Assam and West Bengal 50 per cent have undertaken social audit. None of the local governments in the States of Andhra Pradesh, Arunachal Pradesh, Haryana, Himachal Pradesh, Jammu and Kashmir, Jharkhand, Kerala, Manipur, Meghalaya, Mizoram, Nagaland, Punjab, Sikkim, Tamil Nadu, Telangana, Tripura and Uttarakhand have conducted social audit of the scheme. The details of social audit conducted are provided in Figure 2.1.8

Figure 2.1.8: Details of Social Audit Conducted in Selected Local Bodies



Source: Table No. 2.1.1

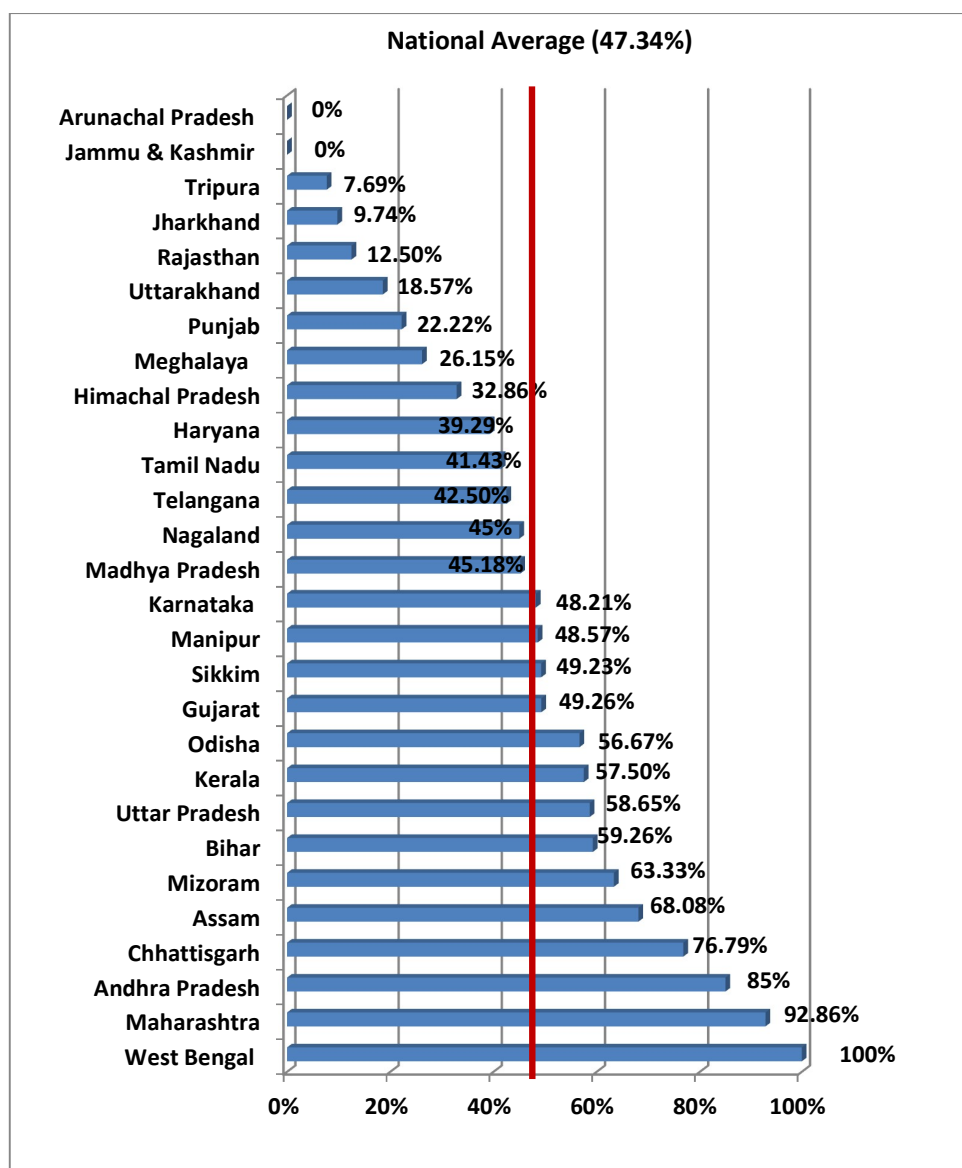
The perception and the involvement of local community/ stakeholders in the planning and implementation process were captured by analyzing six parameters and these parameters are described in the following section.

1. Suggested Work in the Gram Sabha/ Ward Sabha

The decentralized planning process begins with the sensitization of local community and identifying the felt needs of the local community. During the field visit two

stakeholders/ local citizens of each assets verified has been interviewed to assess the involvement of the stakeholders in the planning and implementation process. Total 6661 community members from the 712 local bodies across 28 States were interviewed. It is noted that 47.34 per cent of the community members claimed that they have proposed the asset with which they have benefitted. Only in West Bengal all the stakeholders claimed that they have proposed the assets in the Gram Sabhas. More than 75 per cent community members claimed that the assets verified in their locality has been proposed by them in the States of Andhra Pradesh, Chhattisgarh and Maharashtra. None of the assets created in Jammu & Kashmir and Arunachal Pradesh were suggested by the community members. More than 50 per cent of the stakeholders interviewed in the States of Assam, Bihar, Kerala, Mizoram, Odisha and Uttar Pradesh have stated that the works were proposed by them. The percentage of community members suggested work in the Gram Sabha is less than the national average (47.34 %) in Madhya Pradesh, Nagaland, Telangana, Tamil Nadu, Haryana, Himachal Pradesh, Meghalaya, Punjab, Uttarakhand, Rajasthan, Jharkhand and Tripura. It is found that no one among the stakeholders interviewed suggested the work in Jammu & Kashmir and Arunachal Pradesh. The percentage of interviewed community members suggested work in Gram Sabha is provided Figure No. 2.1.9

Figure No.2.1.9: Community Members/Stakeholders had suggested Works in the Gram Sabha



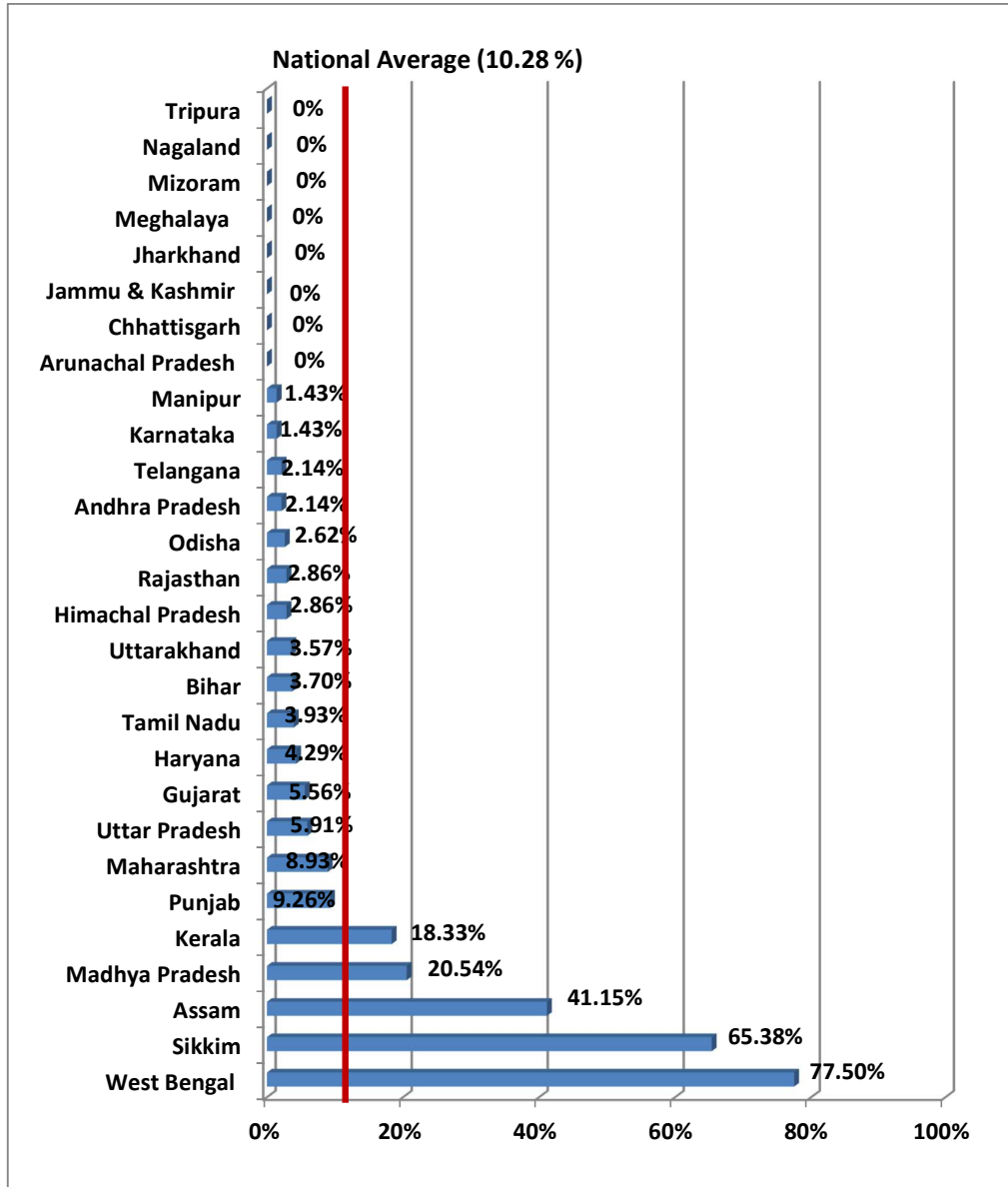
Source: Table No.2.1.2

2. Stakeholders Associated with the Preparation of Action Plan

Preparation of action plans based on the data obtained from the baseline survey and felt needs requires a certain level of technical knowhow. Hence, the number of stakeholders associated with this process can be expected to be a few in number. But effective sensitization of the community and grassroots level training can increase the number of stakeholders involving in the planning process. In the schedule prepared to grasp the perceptions of the community members, a question has been incorporated to

catch the level of participation of community members in the plan preparation. Out of the 6661 stakeholders interviewed only 685 have claimed that they have associated with the preparation of action plans. Out of this 688 community members 217 are from West Bengal, 107 from Assam, 115 from Madhya Pradesh and 85 from Sikkim. None of the stakeholders interviewed have claimed of participating in the plan preparation process in the States of Arunachal Pradesh, Chhattisgarh, Jammu & Kashmir, Jharkhand, Meghalaya, Mizoram, Nagaland and Tripura. In other States the community participation is nominal. The national average of community participation is only 10.28 per cent. The percentage of community participation is presented in Figure No. 2.1.10

Figure No.2.1.10: Community Members/Stakeholders Associated with the Preparation of Action Plan



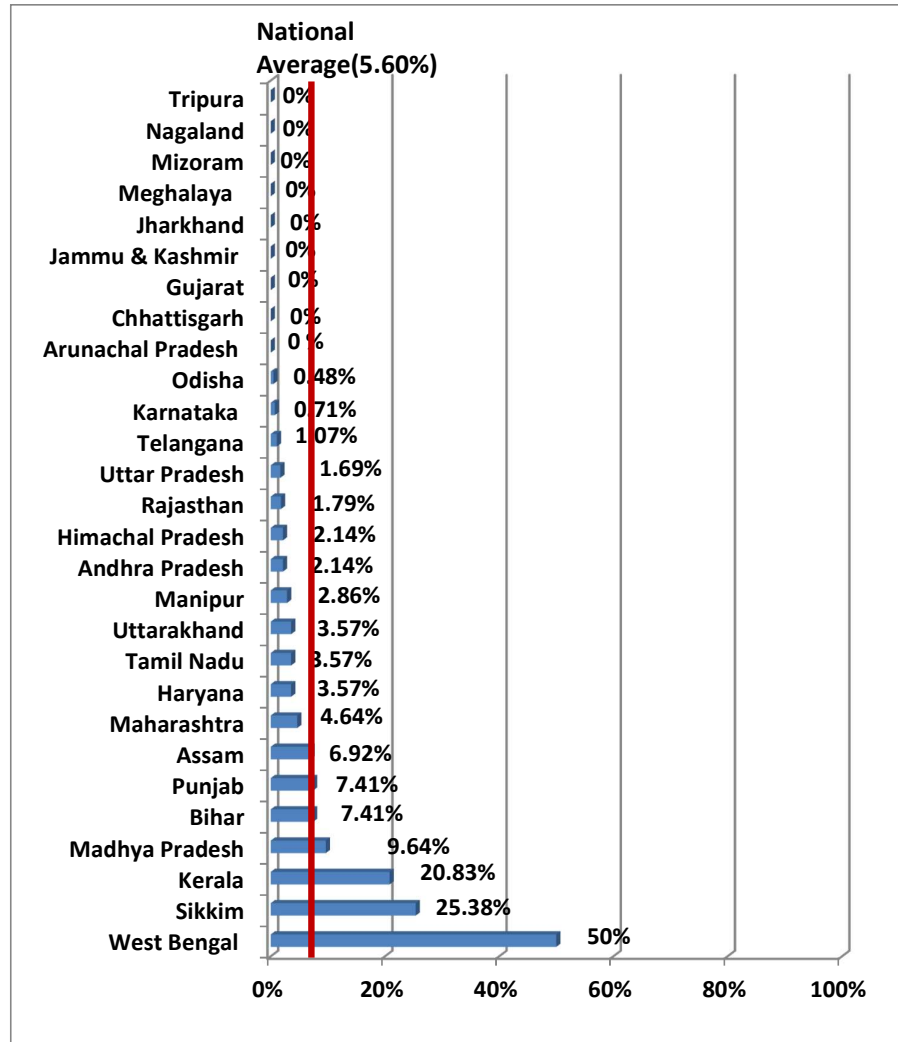
Source: Table No.2.1.2

3. Stakeholders Associated with Implementation of Works

Out of the 6661 stakeholders interviewed only 373 have claimed that they have associated with the implementation process. Out of this 140 are from West Bengal followed by Madhya Pradesh (54), Bihar (40), Sikkim (33), Kerala (25), Assam (18), Maharashtra (13), Tamil Nadu (10), Haryana (5), Rajasthan (5), Uttarakhand (5), Manipur (4), Punjab (4), Uttar Pradesh (4), Andhra Pradesh (3), Arunachal Pradesh

(3), Himachal Pradesh (3),Telangana (3), Karnataka (2) and Odisha (2). The community participation in project implementation is above the national average of 5.60 per cent in Assam, Bihar, Kerala, Madhya Pradesh, Punjab, Sikkim and West Bengal. The community participation in the implementation process is presented in Figure No. 2.1.11

Figure No.2.1.11: Community Members/Stakeholders Associated with Implementation of Works



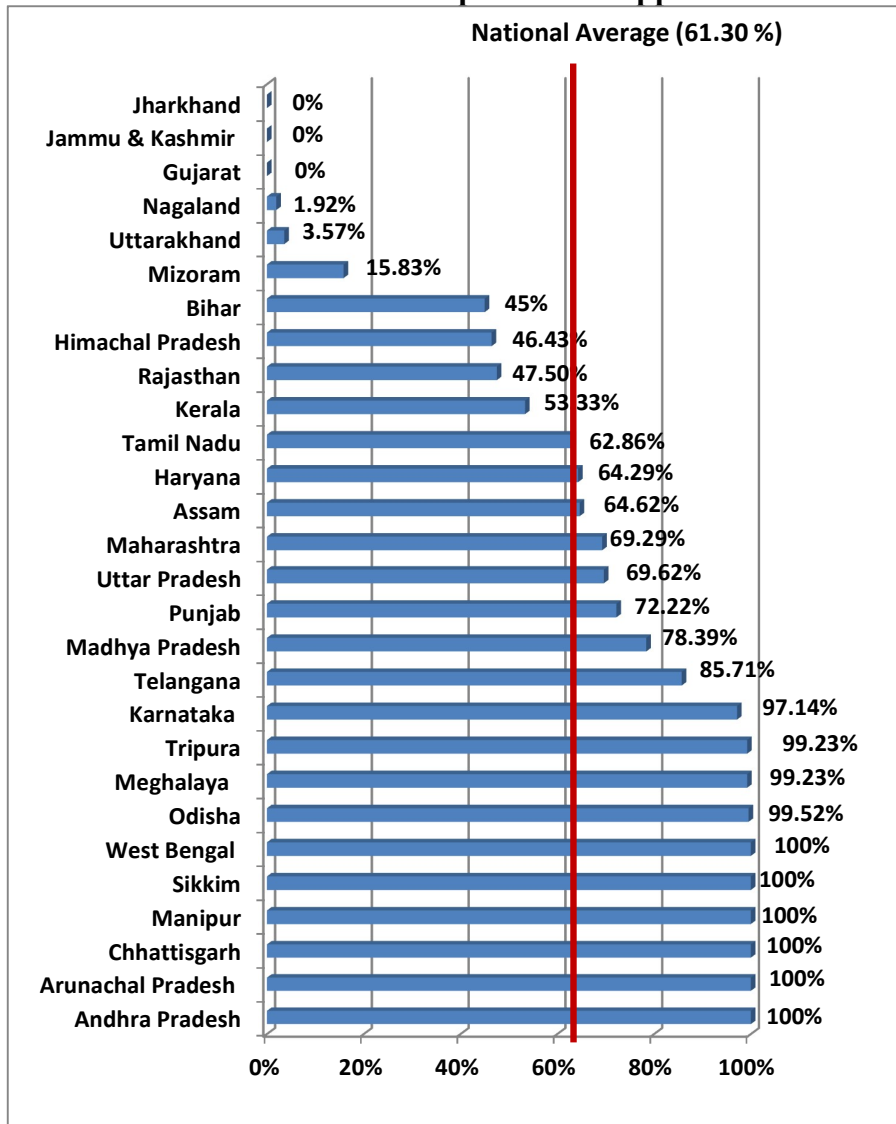
Source: Table No.2.1.2

4. Awareness about the Work as Part of the Action Plan

All the community members interviewed in the States of Andhra Pradesh, Arunachal Pradesh, Chhattisgarh, Manipur, Sikkim and West Bengal opined that they are aware that the work was part of the approved action plan. In Odisha 99.50 per cent has the

same opinion followed by 99.23 per cent in Meghalaya and Tripura, 97.14 per cent in Karnataka, 85.71 per cent in Telangana and 78.39 per cent in Madhya Pradesh. But none of the stakeholders are aware of whether the work has been part of the action plan in the States of Gujarat, Jammu & Kashmir and Jharkhand. The percentage is below the national average (61.30%) in the States of Bihar, Himachal Pradesh, Kerala, Mizoram, Nagaland, Rajasthan and Uttarakhand. The response of the community member who knows whether the work was part of approved action plan is given in Figure No. 2.1.12.

Figure No.2.1.12: Perception of the Community Members/Stakeholders whether the Work was part of the Approved Action Plan

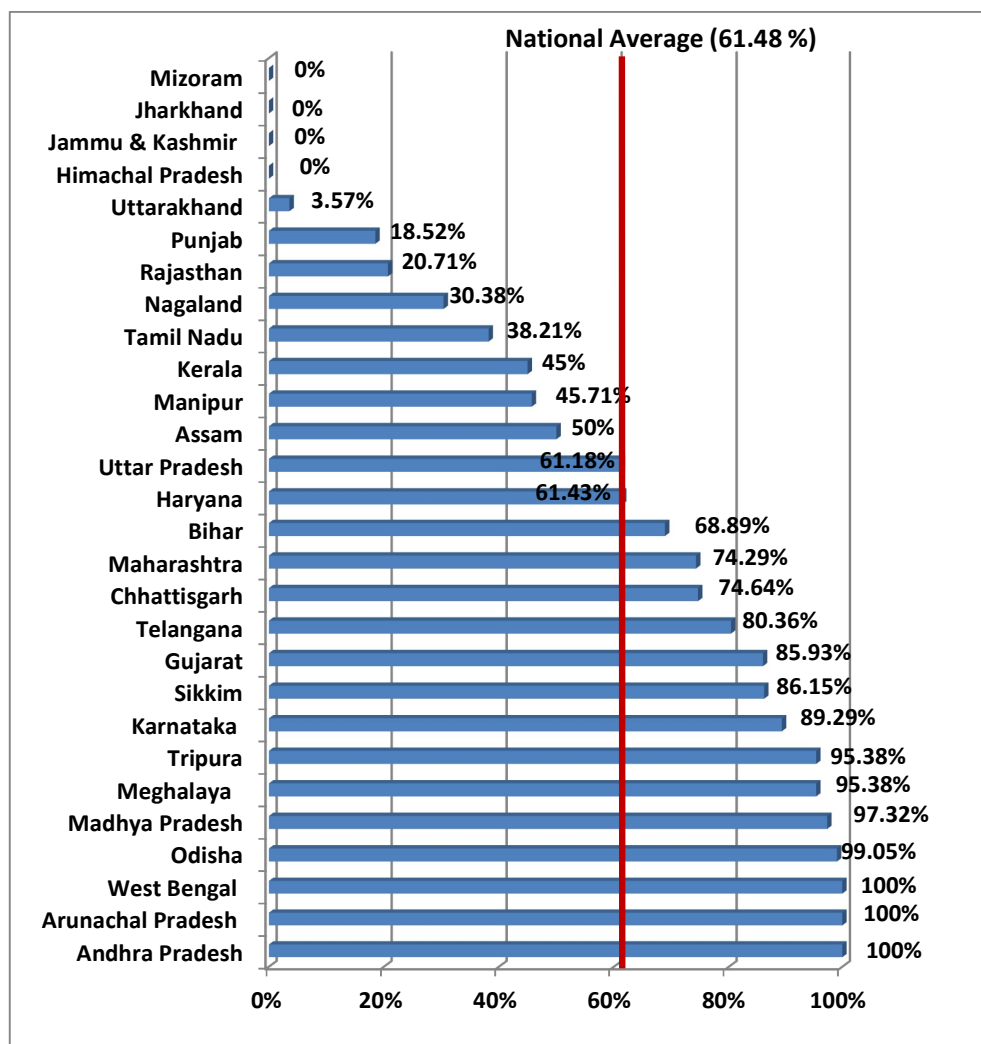


Source: Table No.2.1.2

5. Discussion of Action Plan in the Gram Sabha

All the community members interviewed in the States of Andhra Pradesh, Arunachal Pradesh and West Bengal have opined that the action plans were discussed in the Gram Sabha. The positive response of the community members regarding the discussion of action plans in the Gram Sabha is above the national average of 61.48 per cent in the States of Andhra Pradesh, Arunachal Pradesh, Bihar, Chhattisgarh, Gujarat, Karnataka, Madhya Pradesh, Maharashtra, Meghalaya, Odisha, Sikkim, Telangana, Tripura and West Bengal. None of the respondents are aware of whether action plan were discussed in the Gram Sabha in Himachal Pradesh, Jammu & Kashmir, Jharkhand and Mizoram. It is below 10 per cent in Uttarakhand. The details of the opinion of community members regarding the discussion of action plan in Gram Sabha/ Ward Sabha is given in Figure No. 2.1.13

Figure No.2.1.13: Community Members/Stakeholders opined that “Action Plan was discussed in the Gram Sabha/Ward Sabha”



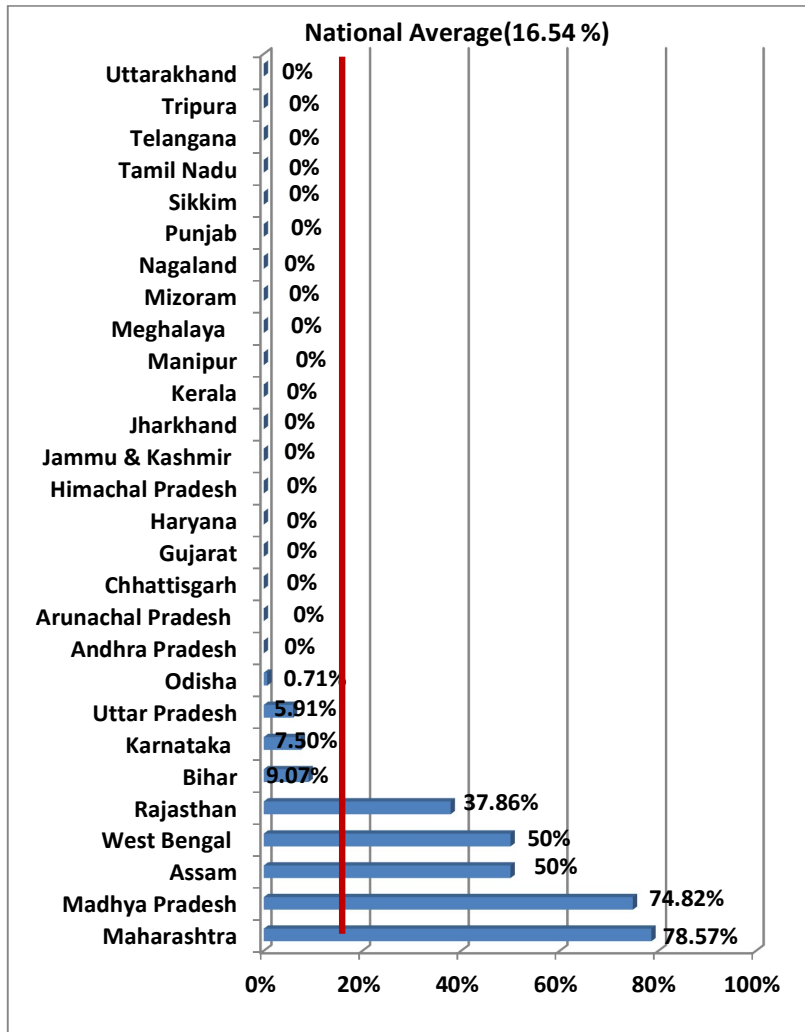
Source: Table No.2.1.2

6. Conduct of Social Audit

Only 16.54 per cent of the stakeholders opined that social audit of the scheme has been conducted in the Gram Sabha across the 28 States. The percentage of stakeholders affirmed that social audit has been conducted in the States of Madhya Pradesh (74.82%) Maharashtra (78.57%), Assam (50%), West Bengal (50%) and Rajasthan (37.86%). The response was negative by the respondents from Andhra Pradesh, Arunachal Pradesh, Chhattisgarh, Gujarat, Haryana, Himachal Pradesh, Jammu & Kashmir, Jharkhand, Kerala, Manipur, Meghalaya, Mizoram, Nagaland,

Punjab, Sikkim, Tamil Nadu, Telangana, Tripura and Uttarakhand. It is identified that 9.07 per cent in Bihar, 7.50 per cent in Karnataka, 5.91 per cent in Uttar Pradesh and 0.71 per cent in Odisha opined that social audit has been conducted in the Gram Sabha. The opinion of the community members from each States are given in FigureNo.2.1.14.

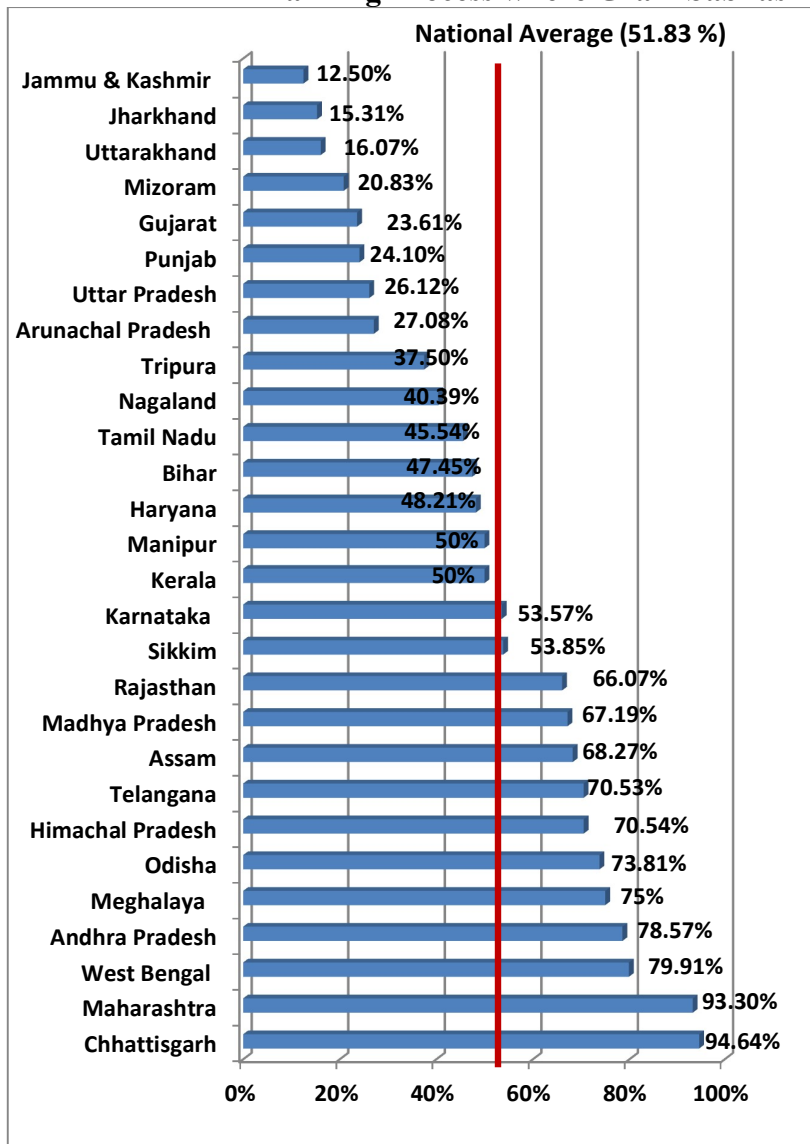
Figure No.2.1.14: Community Members/Stakeholders opined that “Social Audit has been conducted”



Source: Table No.2.1.2

The average of the eight parameters taken in the analyze the involvement of Gram Sabha / Ward Sabha in planning and implementation is given in Figure No. 2.1.15 and reflections from local community / state holders is given in Figure No. 2.1.16

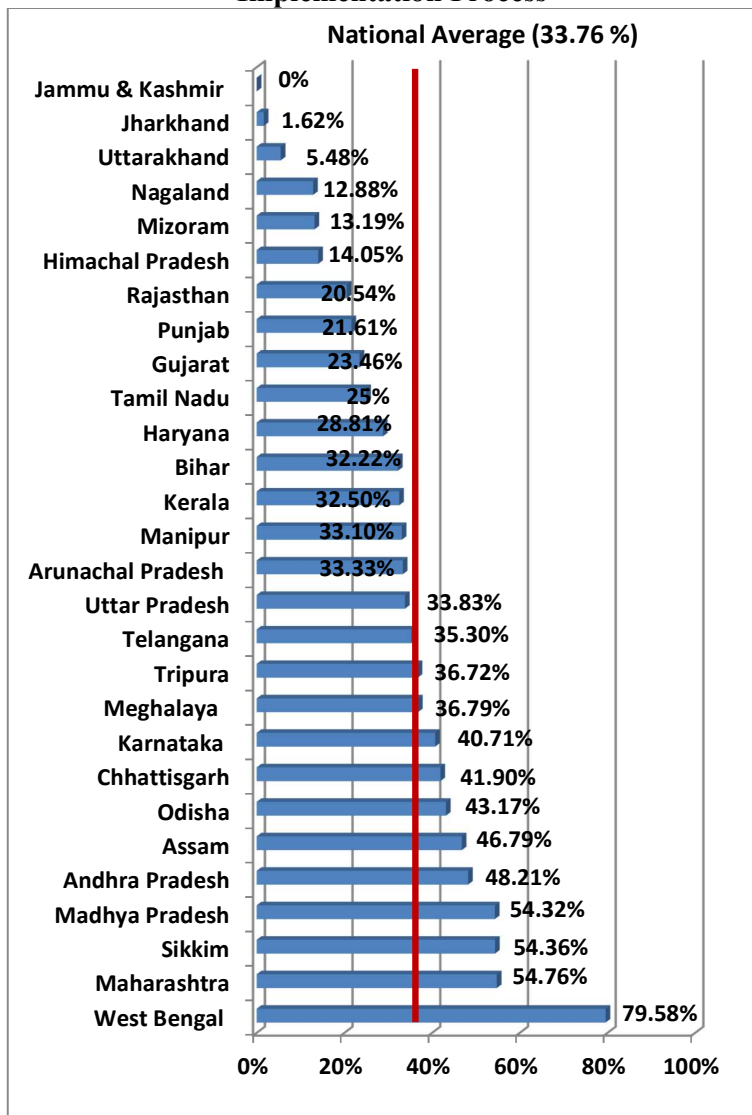
Figure No.2.1.15: Eight Identified Parameters observed in the Decentralized Planning Process where Gram Sabhas had an Active Role



Source: Table No.2.1.1

The Gram Sabha has played an active role in planning and implementation in Chhattisgarh, Maharashtra, West Bengal, Andhra Pradesh, Meghalaya, Odisha, Himachal Pradesh, Telangana Assam, Madhya Pradesh and Rajasthan. The role of Gram Sabha was very poor in the States of Jammu & Kashmir, Jharkhand, Uttarkhand, Mizoram, Gujarat, Punjab, Uttar Pradesh, and Arunachal Pradesh

Figure No.2.1.16: Six Identified Reflections Obtained from the Local Community/Stakeholders towards the Planning and Implementation Process



Source: Table No.2.1.2

Conclusion

Panchayati Raj Institutions were none existent in the State of Jammu & Kashmir at the introduction of the scheme. Though elections to the Halqua Panchayats were held in the year 2011, they were not entrusted with the planning and implementation process. Though felt needs were identified from the community and action plan presented the District Planning and Implementation Board has implemented the schemes in

Mizoram. In Jharkhand the Panchayati Raj Institutions were not included in the implementation in the initial years. After the conduct of elections to the Local Bodies in 2010, funds were provided to Zilla Parishads and they have implemented the scheme directly. In Tripura though Gram Sabhas were conducted to accomplish the planning process, the implementation of the schemes were undertaken by Intermediate Panchayats and line departments. Only Intermediate Panchayats have implemented the scheme in the States of Odisha and Tamil Nadu. In the State of Kerala Gram Panchayats were provided funds based on the projects and no criteria for division of funds were followed.

Funds were provided to three tier Panchayats and Urban Local Bodies in all other States except Maharashtra. In the State of Maharashtra Gram Panchayats only have planned and implemented the scheme while the other two tiers provided technical support and guidance.

It may be noted that in States except Maharashtra, Madhya Pradesh, Andhra Pradesh, Telangana, Assam, West Bengal and Meghalaya the decentralized planning exercise has not been given expected emphasis to Panchayati Raj Institutions (PRIs), especially Gram Panchayats. Though Panchayati Raj Institutions are non existent in the States under Sixth Schedule, the village level local organizations such as Village Development Boards (VDBs), Village Councils (VCs) etc have taken active steps to involve the local community in the planning process. Moreover, though the volume of fund flow was stumpy it has made some degree of engagement and enthusiasm among the actors in the local bodies which in turn create an enabling environment in the process of decentralized planning. The idea of social audit has been in currency. Of course, in most of the States the concept of social audit was not properly institutionalized as the expected level. The most important thing is that the concept of decentralized planning and the planning process such as identification of felt needs, prioritization etc. are seen internalized by a large number of elected representatives and functionaries of the local bodies in almost all the States.

2.2. District Plans

2.2.1 Introduction

The BRGF schemes has been introduced to redress regional imbalances in development through bridging critical gaps in local infrastructure and other development requirements that are not being adequately met through the existing inflows. This target had to be achieved through decentralized planning by strengthening the Panchayats and Nagar Palikas. In the planning process, baseline surveys were to be conducted at the village and Municipality levels, aspirations of people to be obtained from the community and priorities to be fixed in a participatory manner. Village and Municipal level Perspective and Annual Plans were also to be prepared. These plans were not supposed to be standalone project/projects for the funds received from BRGF schemes, but an integrated plan incorporating all other schemes and funds received by the Panchayati Raj Institutions and Municipalities.

These integrated Village Plans were to be consolidated at the Intermediate Panchayat level incorporating their own plans, which in turn had to be consolidated at the Zilla Parishad level adding their own plans. The plans so prepared by the Panchayati Raj Institutions and Urban Local Bodies were to be integrated at the district level by the District Planning Committees (DPCs) constituted as per provisions of Article 243 ZD of the Constitution. The District Plans should integrate multiple programmes that are in operation in the district concerned so that the backwardness shall be addressed through a combination of resources that flow to the district.

Provisions were incorporated in the guidelines of the scheme either for hiring technical support or for obtaining the services of the Technical Support Institutions (TSIs) for preparing the District Plan. The District Plans were to be prepared based on the Manual of District Plans prepared by the erstwhile Planning Commission of India.

2.2.2.Objectives

To assess the quality of District Plans with reference to BRGF Guidelines, reasons for short comings, deficiencies, assess efforts made towards capacity building, planning process and role of Technical Support Institutions (TSIs).

2.2.3. Methodology

Information relating to District Plans, Capacity Building and Planning Process were collected through detailed schedules designed for collecting data from the selected Zilla Parishads, Intermediate Panchayats, Gram Panchayats and Urban Local Bodies. Separate set of schedules were placed before the DPC for capturing the role of the institution in the formulation of the District Plan. Interaction with elected representatives of Panchayati Raj Institutions and Urban Local Bodies and the connected officials were also made. Discussions with the stakeholders also were conducted to capture the participatory planning process adopted for preparation of the District Plans.

2.2.4. Presentation and Discussion of Data

All the local bodies in the States of Assam, Bihar, Himachal Pradesh, Maharashtra, Meghalaya, Odisha, and West Bengal have sensitized the local community. Majority of Gram Panchayats and urban local bodies have conducted the exercise in the States of Andhra Pradesh, Arunachal Pradesh, Chhattisgarh, Madhya Pradesh, Nagaland, Rajasthan, Sikkim, Kerala, Tamil Nadu and Telangana. But effective sensitization has not been undertaken in Gujarat, Haryana, Jharkhand, Karnataka, Manipur, Punjab, Tripura, Uttar Pradesh and Uttarakhand while sensitization was not conducted in Jammu Kashmir and Mizoram.

The second step in the decentralized planning is collection of basic data through a baseline survey. All the local bodies visited in the States of Andhra Pradesh, Chhattisgarh, Haryana, Himachal Pradesh, Jammu & Kashmir, Maharashtra and Meghalaya have conducted the baseline survey. But in certain States like Jammu & Kashmir, the survey was conducted by the Technical Support Institution (TSIs) with less participation of the community. Out of the 712 local bodies visited from among the 28 States only 324 have conducted baseline survey. More than 75 per cent Gram Panchayats and urban local bodies have undertaken baseline survey in Manipur, Mizoram and Telangana. No survey was conducted in the States of Arunachal

Pradesh, Jharkhand, Nagaland and Tripura. Below 25 per cent local bodies have conducted the survey in Bihar, Gujarat, Madhya Pradesh and Uttar Pradesh.

The sensitization of local community, identification of felt needs and base line survey conducted have been examined in detail in section 2.1

Based on the data collected and felt need identified the schemes were to be prioritized and perspective and annual action plans to be prepared by the Gram Panchayats and Urban Local Bodies, converging all the schemes such as SBM, MGNREGS, SSA etc. implemented through the Gram Panchayats. The number of assets verified in each district and the number of assets created converging with other schemes and funds are provided in Table No.2.2.1.

Table No. 2.2.1: Details of Assets Created Converging BRGF Funds with Other Funds/ Schemes

Sl No	Name of State	Number of Assets Verified	No. of Assets Created in Convergence	Percentage
1	Andhra Pradesh	70	3	4.29
2	Arunachal Pradesh	60	0	0
3	Assam	130	1	0.76
4	Bihar	270	0	0
5	Chhattisgarh	133	11	8.27
6	Gujarat	85	2	2.35
7	Haryana	70	2	2.86
8	Himachal Pradesh	70	7	10
9	Jammu & Kashmir	99	2	2.02
10	Karnataka	140	7	5
11	Kerala	59	4	6.78
12	Jharkhand	89	10	11.24
13	Madhya Pradesh	227	4	1.76
14	Maharashtra	140	14	10.00
15	Manipur	37	5	13.51
16	Meghalaya	54	7	12.96
17	Mizoram	60	0	0
18	Nagaland	117	2	1.71
19	Odisha	210	0	0
20	Punjab	27	10	37.04
21	Rajasthan	138	1	0.72
22	Sikkim	58	0	0
23	Tamil Nadu	103	3	2.91
24	Telangana	140	33	23.57
25	Tripura	37	4	10.81
26	Uttar Pradesh	109	5	4.59
27	Uttarakhand	38	11	28.95
28	West Bengal	140	4	2.86
	Total	2910	152	5.70

Source: Data collected from Gram Panchayats and urban local bodies.

The percentage of works converged with other funds are comparatively better in the States of Punjab, Uttarakhand and Telangana. No attempts were made for convergence by the local bodies in the States of Sikkim, Odisha, Mizoram, Bihar and Arunachal Pradesh.

It is seen that the only centrally sponsored scheme (CSS) with which BRGF has been converged is MGNREGA and in most cases for the construction of Rajiv Gandhi Seva Kendras. The second important source of funds is own fund and grants including State and Central Finance Commission grants received by them.

In all the States where three tier Panchayats and Urban Local Bodies have implemented the scheme same process has been followed in the planning process. Firstly, the Gram Sabhas were convened and then from the proposals put forward by the Gram Sabhas, the Gram Panchayats level annual action plans prepared. The annual action plans were to be forwarded to the Intermediate Panchyats which in turn have made vetting and consolidation of projects incorporating their own projects. Subsequently, the consolidated plans were forwarded either to the District Rural Development Agencies (DRDAs) or to the Zilla Panchayats, where the annual plans were integrated with the plans of Urban Local Bodies and that of the District Panchayats. No effort has been made in any of the States to integrate these plans even with the action plans handled by the DRDAs for the other centrally sponsored schemes. As a result, the exercise thus has been made the district plans in to 'standalone annual plans for BRGF'. In the States where Intermediate Panchayats only have implemented the scheme, proposals were invited from the Gram Panchayats and action plans prepared by the Intermediate Panchayats and submitted to the DRDAs for consolidation by incorporating the plans of the Urban Local Bodies and for submission to the District Planning Committee. In the States of Mizoram, list of works were furnished to the Blocks by the Village Councils for consolidation and submission to the District Planning and Implementation Committee which directly have prepared the annual action plans, approved it and furnished to the High Power Committee. In Meghalaya, Manipur and Nagaland the village level bodies prepared the action plans which were consolidated by the Blocks and submitted to the DRDAs for consolidation

with Urban Local Bodies and submitted for approval by the District Planning Committees.

In the State of Jammu Kashmir annual plans were prepared and approved by the District Planning and Development Committee but the *Pradhans* were consulted before the preparation of plans. The agencies designated for consolidation of plans are provided in Table No. 2.2.2

Table No. 2.2.2: Details of Vetting of Plans and Consolidation of Action Plans of PRIs and Urban Local Bodies

Sl No	Name of State	Agency for Vetting of Plans	Agency for Consolidation of Plans of PRIs and ULBs
1	Andhra Pradesh	Zilla Panchayat/DRDA	Zilla Panchayat/DRDA
2	Arunachal Pradesh	ZP/DPO/DRDA	ZP/DPO/DRDA
3	Assam	Zilla Parishad	CEO Zilla Parishad
4	Bihar	DRDA	DRDA with TSI
5	Chhattisgarh	DRDA	DRDA with TSI
6	Gujarat	DRDA	DRDA with TSI
7	Jammu & Kashmir	District Planning and Implementation Board, /DRDA	District Planning and Implementation, Board/DRDA
8	Jharkhand	Zilla Parishad	Zilla Parishad/ DRDA
9	Karnataka	Zilla Parishad	Zilla Parishad
10	Kerala	District Planning Office/DRDA	District Planning Office/DRDA
11	Madhya Pradesh	DRDA	DRDA/TSI for DRDA
12	Maharashtra	DRDA	DRDA/TSI
13	Manipur	DRDA	DRDA
14	Meghalaya	DRDA	DRDA
15	Mizoram	District Planning and Implementation Committee	District Planning and Implementation Committee
16	Nagaland	DRDA	DRDA
17	Odisha	DRDA	DRDA/TSI
18	Punjab	District Planning and Monitoring Unit	District Planning and Monitoring Unit
19	Rajasthan	Zilla Parishad	Zilla Parishad
20	Sikkim	Zilla Parishad	Zilla Parishad
21	Tamil Nadu	DRDA	DRDA
22	Telangana	Zilla Parishad /DRDA	Zilla Parishad/DRDA
23	Tripura	District Planning Office	District Planning Office
24	Uttar Pradesh	District Programme Management Unit ((DPMU)	District Programme Management Unit (DPMU)
25	Uttarakhand	ZP/DPRO	ZP/DPRO
26	West Bengal	DRDA	DRDA/TSI for DRDA
27	Haryana	DRDA	DRDA/ZP
28	Himachal Pradesh	District Panchayati Raj Officer and DRDA	DPRO and DRDA

Source: Data collected from the District Visited

In almost all the States the District Rural Development Agencies (DRDAs) have played a pivotal role in consolidation and preparation of the district plans. But it is noticed that none of the DPCs or the District Programme Management Units (DPMUs) have prepared the resource envelop in advance and communicated to the local bodies. The planning process in the States where three tier Panchayati Raj Institutions and ULBs have implemented the scheme is shown in the Figure No. 2.2.1

Figure No. 2.2.1 : Planning Process



Technical Support Institutions

Out of the 52 districts visited assistance of Technical Support Institutions (TSIs) were obtained in 42 districts. But the technical support was limited to the preparation of district perspective plans only. Continuous support of the TSIs appointed has not been obtained by the districts. At the time of the field visit the officials of majority of districts were unaware of whether TSIs were appointed or not.

Quality of District Plans

On verification of District Plans prepared by the districts it is found that the district plans were only the consolidated list of works prepared by the PRIs and ULBs. The resource envelop is not seen analyzed and the schemes implemented by various departments and agencies not incorporated in the District Plans. Even the labour budget prepared by the Gram Panchayats under MGNREGA was not incorporated in the District Plans. Action Plan prepared under SBM, Sarva Siksha Abhiyan and Indira Awas Yojana also had not been included. Since, these action Plans were received and approved at the district level by the District Rural Development Agencies (DRDAs) and that in majority of States the preparation of District Plans were entrusted with the DRDAs it would have been a very simple exercise to construct an integrated district plan as it was visualized. Except in the districts in Assam, Madhya Pradesh, Chhattisgarh, Maharashtra, Andhra Pradesh and Telangana no reference is seen made to the perspective plans prepared while preparing the action plans. The District Planning Committees which are expected to play vital role in planning has acted merely as approving agency.

The District Planning Committees except in West Bengal, Karnataka and Kerala are not having sufficient technical staff exclusively for District Planning. The details of engaging of TSIs and the preparation of perspective and annual plans are provided in Table No. 2.2.3. Perspective plans were prepared by 36 districts out of the 52 visited. None of the districts visited have incorporated Centrally Sponsored Schemes (CSSs) and State Sponsored Schemes (SCSs) in their district plans.

Table No.2.2.3: Details of Perspective and District Plans

Sl No	State	District Visited	TSI Engaged or Not	Baseline Survey Conducted or Not	Perspective Plan Prepared or Not	District Plans Prepared or Not	CESS, SSS Plans Incorporated or Not
1.	Andhra Pradesh	Chittoor	Yes	Yes	Yes	Yes	No
2.	Arunachal Pradesh	Upper Subansiri	Yes	No	No	Yes	No
3.	Assam	Morigaon	Yes	Yes	Yes	Yes	No
4.	Bihar	Kokrajhar	Yes	Yes	Yes	Yes	No
		Arwal	Yes	No	No	Yes	No
		Khargone	Yes	No	No	Yes	No
		Rohtas	Yes	Yes	Yes	Yes	No
		Sitamarhi	Yes	No	Yes	Yes	No
5.	Chhattisgarh	Bastar	Yes	Yes	Yes	Yes	No
		Dhamtari	Yes	Yes	Yes	Yes	No
6.	Gujarat	Narmada	Yes	Yes	Yes	Yes	No
		Sabarkantha	No	No	No	Yes	No
7.	Haryana	Sirsa	Yes	Yes	Yes	Yes	No
8.	Himachal Pradesh	Sirmaour	Yes	Yes	Yes	Yes	No
9.	Jammu & Kashmir	Kupwara	Yes	Yes	Yes	Yes	No
		Poonch	Yes	Yes	Yes	Yes	No
10.	Jharkhand	Bokaro	Yes	No	No	Yes	No
		Ranchi	No	No	No	Yes	No
		Ramnagar	No	No	No	Yes	No
11.	Karnataka	Bidar	No	Yes	Yes	Yes	No
		Davangere	No	Yes	Yes	Yes	No
12.	Kerala	Palakkad	Yes	Yes	Yes	Yes	No
13.	Madhya Pradesh	Katni	Yes	Yes	Yes	Yes	No
		Khargone	Yes	Yes	Yes	Yes	No
		Chhatarpur	Yes	Yes	Yes	Yes	No
		Sheopur	Yes	Yes	Yes	Yes	No
14.	Maharashtra	Ahmednagar	Yes	Yes	Yes	Yes	No
		Amaravati	Yes	No	No	Yes	No
15.	Manipur	Chandel	Yes	Yes	No	Yes	No
16.	Meghalaya	Ribhoi	Yes	Yes	Yes	Yes	No
17.	Mizoram	Lawngtlai	Yes	No	Yes	Yes	No
18.	Nagaland	Kiphrie	Yes	Partly	Yes	Yes	No
		Mon	Yes	Partly	Yes	Yes	No
19.	Odisha	Kalahandi	Yes	Yes	Yes	Yes	No
		Koraput	Yes	Yes	Yes	Yes	No
		Jharsuguda	No	No	No	Yes	No
20.	Punjab	Hoshiarpur	Yes	Yes	Yes	Yes	No
21.	Rajasthan	Barmer	Yes	Yes	Yes	Yes	No
		Udaipur	Yes	Yes	Yes	Yes	No
22.	Sikkim	North Sikkim	No	Partly	No	Yes	No
23.	Tamil Nadu	Sivagangai	No	Yes	Yes	Yes	No
		Thiruvannamali	No	Yes	Yes	Yes	No
24.	Telangana	Adilabad	No	Yes	Yes	Yes	No

25.	Tripura	Nalgonda	Yes	Yes	Yes	Yes	No
		Dhalai	Yes	No	Yes	Yes	No
26.	Uttarakhand	Teharighadwal	Yes	Yes	Yes	Yes	No
27.	Uttar Pradesh	Etah	Yes	No	No	Yes	No
		Banda	Yes	No	No	Yes	No
		Raibareilly	Yes	Yes	No	Yes	No
		Gorakhpur	Yes	No	No	Yes	No
28.	West Bengal	East Medinipur	Yes	Yes	Yes	Yes	No
		Murshidabad	Yes	Partly	No	Yes	No

Source: Data collected from the district authorities and perspective plans

Conclusion

The decentralized planning process has been internalized by the Gram Panchayats and ULBs and adopted the steps of sensitization of community, baseline survey and felt need assessment in the States of Andhra Pradesh, Assam, Chhattisgarh, Himachal Pradesh, Maharashtra, Manipur, Meghalaya, Odisha, Telangana and West Bengal. The Gram Panchayats in the State of Arunachal Pradesh, Jammu Kashmir, Jharkhand and Tripura were not involved in the planning process and hence have not adopted all the steps in the decentralized planning process. Community sensitization has been effectively conducted in the States of Assam, Bihar, Himachal Pradesh, Maharashtra, Meghalaya, Odisha and West Bengal. The involvement of community in the planning process has been reflected to some extent in the quality of district plans.

For the preparation of a comprehensive district plan, the expected resource envelop has to be assessed at the district level incorporating the representatives of all line departments and communicated to the planning entities at the grass root level. These exercises were to be undertaken by the district planning committees. But the District Planning Committees (DPCs) except in a few states like Karnataka, Kerala and West Bengal lack a functional secretariat and supporting staff. Moreover, the line departments have not become a part of the DPC. Only annual budget of the Gram Panchayats, labour budget for MGNREGS and action plans for BRGF were prepared from the grassroots ie Gram Panchayats and local bodies. Even the preparations of these three documents were made at different intervals, without proper integration and convergence. Due to these deficiencies, the district plans prepared have become merely the compilation of action plans for BRGF prepared by the planning entities.

2.3. Institutional Structure

2.3.1. Introduction

Institutional structure is vital in planning, implementing and monitoring of a scheme. A well knitted monitoring and review system is the basis for the successful implementation of any programme. Since the very inception of the scheme, the Ministry of Panchayati Raj (MoPR) had envisaged the importance of institutional structures, as evident from the provisions contained in the guidelines of the scheme, directions, orders and letters issued by the Ministry. Institutional structure is a critical factor to strengthen the planning capacity of the PRIs and ULBs. Planning under BRGF is a multilevel exercise and therefore institutional structure and its support is a perquisite at all levels of planning units. Two different set of institutional structures, (mandated by the provisions of Constitution and guidelines by the Centre and States) are placed to maintain the quality of programme management including review systems at State and sub State levels. Here, an attempt is made to review the institutional structure and its efficacy in the domain of the programme management.

2.3.2. Objectives

To review the institutional structure and quality of programme management including review systems at State and district levels and adequacy of the monitoring mechanism

2.3.3. Methodology

Data on institutional structure, quality of programme management, review systems and adequacy of the monitoring mechanism existed in the States were drawn from various sources. Since the institutional structures were designed at different levels from State to grassroots for different purposes, multifaceted techniques were applied. A few questions were purposely in built in the survey format. Moreover, formal and informal interviews were used as a powerful tool for capturing the field data on the issue. While conducting the discussions the set objective was placed in the focus.

2.3.4. Presentation and Discussion of Data

As per the guidelines of the programme a High Power Committee (HPC) was to be constituted at the State level headed by the Chief Secretary of the concerned State and consisting of the Development Commissioner, Secretaries of the Planning Department, Panchayati Raj Department and Urban Development of the concerned State and Secretaries of concerned sectors under which works are proposed to be carried out under the programme, a representative of the Ministry of Panchayati Raj and the State Plan Advisor of the erstwhile Planning Commission as members. The Secretary of the Nodal Department was to be the Member Secretary of the HPCs.

All the States covered in this study had constituted the High Power Committees. The HPCs had approved the district plans, which were already approved by a constitutional body, the District Planning Committee (DPC). The High Power Committees in West Bengal and Maharashtra have conducted periodic review meetings and regularly monitored the process. The HPC in Uttar Pradesh, Uttarakhand and Punjab has constituted a State level Programme Management Unit (PMU) to monitor and review the implementation of the scheme.

In all the States either the Panchayati Raj and Rural Development Department or the Panchayati Raj Department has been designated as the nodal agency responsible for implementation of BRGF. At the district level, the District Planning Committee had been constituted. The District Planning Committees (DPCs) are the institutions responsible for the preparation of district plans by consolidating the plans of the PRIs and ULBs. It is noticed that BRGF turned to be a cause for the constitution of DPCs in the States like Andhra Pradesh, Assam, Jharkhand, Manipur, Punjab, Sikkim, Tripura, Uttarakhand, Maharashtra and Gujarat. But except in West Bengal, Kerala and Karnataka in all other States the District Planning Committees were not having experts and separate staff to undertake and facilitate the decentralized planning and district planning process. In each State different players have undertaken the role of review, monitoring and supervision. The details are provided in Table No.2.3.1

Table No.2.3.1 District Level Agencies / Functionaries Involved in Approval, Monitoring and Supervision of BRGF

Sl No	Name State	Functionaries/ Agencies/ Institutions involved	Role Played
1	Andhra Pradesh	Zilla Panchayat/DRDA	Consolidation
		DPC	Approval
		CEO, Zilla Panchayat, District level review committee	Monitoring and evaluation
2	Arunachal Pradesh	Zilla Parishad	Consolidation
		DPC	Approval
		CEO Zilla Parishad/ District Planning Office	Monitoring and evaluation
3	Assam	DPC	Approval
		CEO, Zilla Parishad	Monitoring through planning, monitoring and evaluation officer
4	Bihar	DPC	Consolidation of plans, Approval
		DRDA	Review and Monitoring
5	Chhattisgarh	DPC	Approval
		CEO Zilla Parishad	Management and monitoring of planning and implementation
6	Gujarat	DPC	Approval
		DPMU Chaired by DPO	Supervision, monitoring and evaluation
7	Haryana	DPC	Approval
		Deputy Commissioner	Monitoring through two retired SDOs appointed for monitoring
8	Himachal Pradesh	DPC	Approval
		Deputy Commissioner, Secretary ZP cum district Panchayat Raj Officer (DPRO)	Monitoring
9	Jammu & Kashmir	DPC	Approval

10	Jharkhand	District Planning Officer	Monitoring
		DPC	Approval
		District Collector/DRDA	Monitoring
11	Karnataka	DPC	Approval
		CEO, Zilla Parishad /DRDA	Monitoring, Consolidation Review
12	Kerala	DPC	Approval
		District Consultative Committee/DRDA	Review & Monitoring
13	Madhya Pradesh	DPC	Approval
		CEO, Zilla Parishad	Monitoring, Review, Supervision
		Empanelled Engineers Retired	Monitoring
14	Maharashtra	DPC	Approval & monitoring
		DPMU under Zilla Parishad Attached to DRDA	Supervision, control and monitoring
15	Manipur	DPC	Approval
		DRDA	Consolidation
		District Collector, DRDA, Chairman of Autonomous District Council	Monitoring and Review
16	Meghalaya	DPC	Approval
		DRDA	Review, Monitoring
17	Mizoram	District Planning and Implementation Committee	Approval
		District Development and Vigilance Forum	Monitoring
18	Nagaland	District Planning and Development Board	Approval
		District Commissioner/DRDA	Monitoring
19	Odisha	DPC	Approval
		DRDA	Supervision, Control and Monitoring

20	Punjab	DPC	Approval.
		DPMU Investigators at block level appointed by Zilla Parishad	Consolidation, Monitoring Monitoring
21	Rajasthan	DPC	Approval
		CEO Zilla Parishad/DRDA	Monitoring, Review
22	Sikkim	DPC	Approval
		CEO Zilla Parishad	Monitoring, Review
23	Tamil Nadu	DPC	Approval
		DRDA	Consolidation, Review Monitoring
24	Telangana	Zilla Panchayat, DRDA	Consolidation
		DPC	Approval
		CEO Zilla Parishad, District Level Review Committee	Monitoring and Evaluation
25	Tripura	DPC	Approval
		District Planning Office	Monitoring
26	Uttar Pradesh	DPC	Approval
		DPMU chaired by DC DRDAs	Supervision, Control Monitoring
27	Uttarakhand	DPC	Approval
		DPMU & DRDAs	Monitoring and Evaluation
28	West Bengal	DPC	Scrutiny, Approval & Monitoring
		DPMU & Additional CEO	Support to DPC

Source : Field Data

In all the States, except the States coming under the Sixth Schedule, DPC had ‘acknowledged’ as the institution which is preliminary responsible for approval, monitoring and supervision of BRGF. However, in practice the role (except for formal approval) had been performed by other actors such as CEOs, DRDAs and DPMU. In Jharkhand, District Planning Committees were constituted in 2010 only, but nominated DPCs functioned for the implementation of BRGF. The District Planning

and Development Committees (DPDCs) were functioning in the Maharashtra which was replaced by the DPCs in 2008. In all the States where three tier PRIs exist except Maharashtra, Tamil Nadu, Arunachal Pradesh and Odisha the three tier Panchayati Raj Institutions had prepared and implemented plans under BRGF. In Meghalaya, Mizoram and Nagaland District Level Institutions such as District Development and Planning Committees have been constituted in place of District Planning Committee for approval and monitoring. The availability of functionaries in the Zilla Parishad /District Panchayat for planning, implementation and monitoring in each of the States are provided in Table No.2.3.2

Table No.2.3.2: Availability of Functionaries in the Zilla Parishad /District Panchayat for Planning, Implementation and Monitoring

Sl No	State	Details of Functionaries Available in the District Panchayats
1	Andhra Pradesh	Chief Executive Officer, Deputy CEO, Accounts Officer, superintendents, senior assistants, junior assistants, other subordinate staff
2	Arunachal Pradesh	Secretary, Clerks, Computer Assistants
3	Assam	Chief Executive Officer, Accounts Officer, Planning Officer, Executive Engineer, Assistant Engineer, Junior Engineer, Head Assistant, Senior and Junior Assistants
4	Bihar	CEO cum Deputy Development Commissioner, Additional Chief Executive Officer, District Engineer, Assistant Engineers, Sub Engineers, District Level Medical Officers of Homeo, Ayurveda and Unani, Accounts Assistant, Accountants and clerks
5	Chhattisgarh	Chief Executive Officer, Project Officer, Accounts Officer, Project Economist, Assistant Project Officer, Executive Engineer, Assistant Engineers, Accounts Officer, Assistant Statistical Officer, Superintendent, Technical Assistants and Assistant Grade Officer
6	Gujarat	District Development Officer, Deputy District Development Panchayat Officer, Executive Engineer (Minor Irrigation), Accounts Officer, Assistant District Registrar, Cooperative, Deputy Director, Animal

		Husbandry, Community Development Health Officer, District Statistics Officer, District Officers of Women and Child Development, Social Welfare, Education and Health and Subordinate Staff
7	Haryana	Chief Executive Officer, Deputy Chief Executive Officer, Executive Engineer, Account Officer, Superintendent, Accountant, Assistants, Junior Engineers and other clerical, and subordinate staff.
8	Himachal Pradesh	Chief Executive Officer, District Panchayat Raj Officer, District Audit Officer, Superintendent, Panchayat Inspectors, Panchayat Auditors, Senior Assistants, Junior Assistants and other subordinate officers.
9	Jammu & Kashmir	No District Panchayat
10	Jharkhand	Chief Executive Officer, Additional Chief Executive Officer, Executive Engineer, Chief Planning Officer, Chief Accounts Officer, Junior Engineer, Accountants and Clerks
11	Karnataka	Chief Executive Officer, Deputy Secretary, Project Director (DRDA cell), Chief Planning Officer, Chief Accounts Officer, Assistant Programme officer, superintendent, Divisional Assistants, Chief Engineer, Superintending Engineer, Executive Engineer, Assistant Executive Engineers, Assistant Engineers, Junior Engineers and other subordinate staff.
12	Kerala	Secretary, Finance Officer, Superintendents, Executive Engineers, Assistant Engineers, Overseers, Clerks and Subordinate Staff
13	Madhya Pradesh	Chief Executive Officer, Additional Chief Executive Officer, Project Officer, Assistant Project Officer, Project Economist, Senior Accounts Officer, Accounts Officer, Accountant, Executive Engineer, Assistant Engineer, Technical Assistants and Subordinate Staff
14	Maharashtra	District Panchayat had not implemented the scheme
15	Manipur	No District Panchayat in the visited districts.
16	Meghalaya	Only village employment committees have implemented the scheme
17	Mizoram	No District Panchayat
18	Nagaland	No District Panchayat

19	Odisha	District Panchayat have not implemented the scheme
20	Punjab	Chief Executive Officer, Deputy Chief Executive Officer, District Divisional and Panchayat Officer (women), Superintendent, Clerks and Subordinate Staff
21	Rajasthan	Chief Executive Officer, Assistant CEO, Senior Accounts Officer, Assistant Engineers, Assistant Secretary, Panchayat Extension Officers, Assistant Accounts Officers and Subordinate Staff
22	Sikkim	Sachiva, District Planning Officer, Divisional Engineers, Accounts Officer, Assistant Engineers, Junior Engineer, Senior Accountant, Accountants, Clerical and Subordinate Staff
23	Tamil Nadu	District Panchayat has not implemented the scheme.
24	Telangana	Chief Executive Officer, District Officer, Rural Development, Educational Officer, Accountants, Clerk and Subordinate Staff
25	Tripura	District Panchayat has not implemented the scheme
26	Uttar Pradesh	Apar Mukhya Adhikari, Executive Officer, Administrative Officer, Engineer, Junior Engineer, Accountants, Assistant Accountants, Tax inspectors, Review Inspectors, clerk and Subordinate staff.
27	Uttarakhand	Apar Mukhya Adhikari, Accountants, Clerical Staff, Engineer, Tax officer, Assistants and Subordinate Staff
28	West Bengal	Secretary, Additional Executive Officer, Deputy Secretary, Additional Deputy Secretary, Chief Accounts Officer, Junior Accounts Officer, Executive Engineer, Superintendents, Head Assistant, Accountant, Additional Accounts, Cashier, District Engineer, Assistant Engineer, Sub Assistant Engineer, Work Assistants and Subordinate Staff

Source: Data collected through discussion

It is seen that all the District Panchayats/ Zilla Panchayats/ Zilla Parishads are having necessary administrative, technical and accounting functionaries for the planning, execution and monitoring of the scheme. However, the expertise of all the

functionaries attached to District Panchayat/ Zilla Parishad had not been properly placed in the scheme implementation. It is also seen that functionaries were not properly predisposed towards the governance of the scheme. At the block level the Block Development Officers in all the States except Karnataka are performing as the secretariat of the Intermediate Panchayat. These offices have implemented the rural development schemes for decades and have enough administrative and technical manpower to implement the scheme in all the States where the Intermediate Panchayats have implemented the scheme. In the States of Tamil Nadu and Odisha only the Intermediate Panchayats have implemented the scheme. Irrespective of whether implementing agency or not, the Block Development Offices have played a very important role, in consolidation of plans, providing handholding support in decentralized planning, giving directions, and in reviewing the planning and implementation process. Gram Panchayats in all States except Kerala and West Bengal are not having technical staff. And the technical support in preparing estimates, according technical sanction, supervising implementation, measuring of works done and preparation of work bills were provided by the technical staff attached to the Block Development Offices. In the States coming under the Sixth Schedule areas also, the Block Development Officer has performed the above activities. Block Resource Centres (BRCs) had been constituted in the States of Assam, Andhra Pradesh, Arunachal Pradesh, Chhattisgarh, Haryana, Himachal Pradesh, Madhya Pradesh, Maharashtra, Odisha, Rajasthan, Tamil Nadu and West Bengal. Four additional staff had been appointed exclusively for providing assistance to Gram Panchayats in each Block Resource Centres of Maharashtra. In West Bengal, *Jeebika Sahayaks* were appointed for each Gram Panchayat by the Zilla Parishad. The administrative and technical staff available with the Intermediate Panchayats in each State is provided in Table No.2.3.3

TableNo.2.3.3. Availability of Administrative and Technical Functionaries in the Intermediate Panchayats

Sl No	Name of State	Details of Administrative and Technical and Functionaries
1	Andhra Pradesh	Mandal Panchayat Development Officer, Assistant Engineer, Education Officer
2	Arunachal Pradesh	Secretary, Technical Assistant
3	Assam	Executive Officer/BDO, Junior Engineer, Extension Officer Agriculture
4	Bihar	Block Development officer, BAHO, Block Panchayati Raj Officer, Block Agriculture Officer, Junior Engineer
5	Chhattisgarh	Chief Executive Officer, Assistant Engineer
6	Gujarat	Taluka Development Officer, Asistant Taluka Development Officer, Veterinary Officer, Child Development Programme Officer, Health Officer, Additional Assistant Engineer (R&B), Extension Officer, Agriculture, Taluka Panchayat Officer
7	Haryana	Block Development Officer, Assistant Block Programme Officer, Junior Engineer
8	Himachal Pradesh	Block Development Officer, Block Programme Officer Education, Panchayat Inspector, Assistant Engineer, Junior Engineers
9	Jammu & Kashmir	No IP
10	Jharkhand	Block Development Officer, Block Panchayat Raj Officer, Block Programme Officer, Junior

11	Karnataka	Engineers Executive Officer, Assistant Director (RE), Taluka Planning Officer
12	Kerala	Secretary/BDO, Assistant Executive Engineer, Assistant, Engineer, Child Development Officer, Dairy Development Officer, Assistant Director (Agriculture)
13	Madhya Pradesh	Chief Executive Officer/ BDO, Assistant Engineer
14	Maharashtra	Secretary, Sub Engineer, Assistant Engineer, Agriculture Officer
15	Manipur	No IP
16	Meghalaya	No IP
17	Mizoram	No IP
18	Nagaland	No IP
19	Odisha	Block Development Officer, Additional Block Development Officer, Assistant Engineer (Gram Panchayat), Extension Officer, Junior Engineer
20	Punjab	Secretary/BDO, Panchayat Officer, Social Education and Panchayat Officer, Assistant Engineer, Junior Engineer
21	Rajasthan	Block Development Officer, Panchayat Extension Officer, Assistant Engineer
22	Sikkim	No I P
23	Tamil Nadu	Block Development Officer, Village Union Engineer, Union Overseers, Rural Welfare Officer, Women, Medical Officer
24	Telangana	Mandal Panchayat Development Officer, Extension Officer, Panchayati Raj & Rural Development, Assistant

25	Tripura	Executive Engineer Block Development Officer, Panchayat Officer
26	Uttarakhand	Block Development Officer, Assistant BDO, ADO Panchayat, Junior Engineers
27	Uttar Pradesh	Block Development Officer, Assistant Development Officer Agriculture, Junior Engineer (MI) Junior Engineers (RES)
28	West Bengal	Executive Officer/BDO, Samiti Education Officer, Panchayat Development Officer, MDC, Junior Engineer

Source: Data collected from Intermediate Panchayat

In addition to the above detailed administrative and technical staff, there are more than three assistant officers, accountants, clerical staff and subordinate staff in these institutions. As per the documents available with the concerned officers, periodic review meetings were held in Panchayat Samitis for the review of the progress of plan preparation and implementation.

The central point of decentralized planning is the Gram Panchayats. Baseline survey, consolidation of survey forms, need identification from Gram Sabha/Ward Sabha, prioritization of needs, preparation of annual action plans and the implementation were to be carried out by the Gram Panchayats. But in majority of States the PRIs at the grass root levels are not provided with adequate functionaries for the implementation of various schemes and to attend the day to day functioning of the Panchayats. As per the list of projects implemented it has been noticed that most of the works require technical expertise and supervision. The Gram Panchayats in most of the States are not provided with technical staff. The availability of functionaries in Gram Panchayats in each State are provided in Table No.2.3.4

Table No.2.3.4 Availability of Functionaries in Gram Panchayats

SI No	Name of State	Details of Functionaries
1	Andhra Pradesh	Secretary, Computer Operator, Class IV Employee, Sweeper
2	Arunachal Pradesh	Secretary in charge of more than 10 Gram Panchayats, Computer Assistant one each for 3 Gram Panchayats
3	Assam	Secretary, Tax Collector, Accountant, Chowkidar, Account cum Data Entry Operator
4	Bihar	Secretary, Rozgar Sahayak
5	Chhattisgarh	Secretary, Rozgar Sahayak, Peon, Water Pump Operator, Computer Operator
6	Gujarat	Talathibcum Mantri, Secretary, Panchayat Sahayak, Safayi Karmacharis, Pump Operator
7	Haryana	Secretary, Waterman
8	Himachal Pradesh	Secretary, Rozgar Sahayak, Technical Assistant, Chowkidar
9	Jammu & Kashmir	Gram Panchayat had not implemented the scheme.
10	Jharkhand	Secretary (in charge of 3 to 4 GPs) village level worker, Rozgar Sahayak
11	Karnataka	Panchayat Development Officer (PDO), Secretary, Second Division Assistant, Clerk, Data Entry Operator, Bill Collector, Peon, Pump Operator, Sweeper
12	Kerala	Secretary, Assistant Secretary, Head Clerk/ Junior Superintendent, Accountant, Clerks, Class IV officers, Assistant Engineer, Data Entry Operator, Asst. Engineer (MGNREGS)
13	Madhya Pradesh	Secretary, Clerk, Accountant, Rozgar Sahayak, Data Entry Operator, Water Man, Class IV, Sweeper
14	Maharashtra	Village Development Officer (VDO), Clerk, Data Entry Operator, Class IV Employees
15	Manipur	No Gram Panchayats
16	Meghalaya	No Gram Panchayats
17	Mizoram	No Gram Panchayats
18	Nagaland	No Gram Panchayats
19	Odisha	Secretary, Data Entry Operator Cum Rozgar Sahayak, Peon
20	Punjab	Secretary Gram Sevak
21	Rajasthan	Secretary, Clerks, Accountant, Class & Employee
22	Sikkim	Rural Development Assistant, Panchayat Development Assistant, Panchayat Accounts Assistant, Junior Engineer, Office Supervisor, <i>Bare Foot Engineer</i> , Rozgar Sevak, Data Entry Operator

23	Tamil Nadu	Secretary, Pump Operator, Sweepers
24	Telangana	Secretary, Clerk, Data Entry Operator, Pump Operator, Class IV Employee, Sweeper
25	Tripura	Secretary, Clerk, Computer Assistant, Account Assistant, Data Entry Operator, Tax Collector, Class IV Employee
26	Uttarakhand	Secretary/ <i>Gram Vikas Adhikari</i> , Technical Assistant, Rozgar Sahayak
27	Uttar Pradesh	Secretary, Rozgar Sahayak, Safai Karmachari, Sweeper
28	West Bengal	Executive Assistant, Secretary, Nirman Sahayak, Sahayak, Gram Panchayat Karmees, Rozgar Shayak, Village Level Employee, Tax Collectors, Chowkidar

Source: Data Collected from the Gram Panchayats Visited

The *Gram Rozgar Sahayaks* are appointed for the implementation of Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS). From the Table 2.3.4 it is evident that the staff other than Secretary for the day to day functioning is available in Gram Panchayats only in the States of Assam, Gujarat, Himachal Pradesh, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Rajasthan, Sikkim, Telangana, Tripura and West Bengal.

Technical functionaries are available in Gram Panchayats in the State of Kerala, Sikkim and West Bengal only. In the State of Jharkhand, Uttarakhand, Uttar Pradesh, Punjab and Arunachal Pradesh secretaries were holding charge of more than three Gram Panchayats.

To overcome the problem of deficiency in functionaries the following provisions were incorporated in the guidelines. The functionaries at the Panchayat level can be augmented by appointing trained community level persons for agriculture, gender empowerment community volunteer and trained *barefoot engineers*. This provision had been utilized by 14 Gram Panchayats in Maharashtra, 13 Gram Panchayat in West Bengal, two Gram Panchayat in Bihar & Gujarat and one Gram Panchayat in Odisha. Ten out of 28 local bodies in Maharashtra had appointed volunteers for community mobilization and more than half (53.57 %) had appointed *barefoot engineers*. In the State of West Bengal in addition to the *Ajeebika Sahayaks* appointed by the Zilla Parishads for each Gram Panchayat 46.43 per cent local bodies appointed additional

staff. Out of the 27 local bodies visited in Gujarat two have appointed *barefoot engineers* for the scheme. In Bihar out of the 54 local bodies visited only three have appointed *barefoot engineers*.

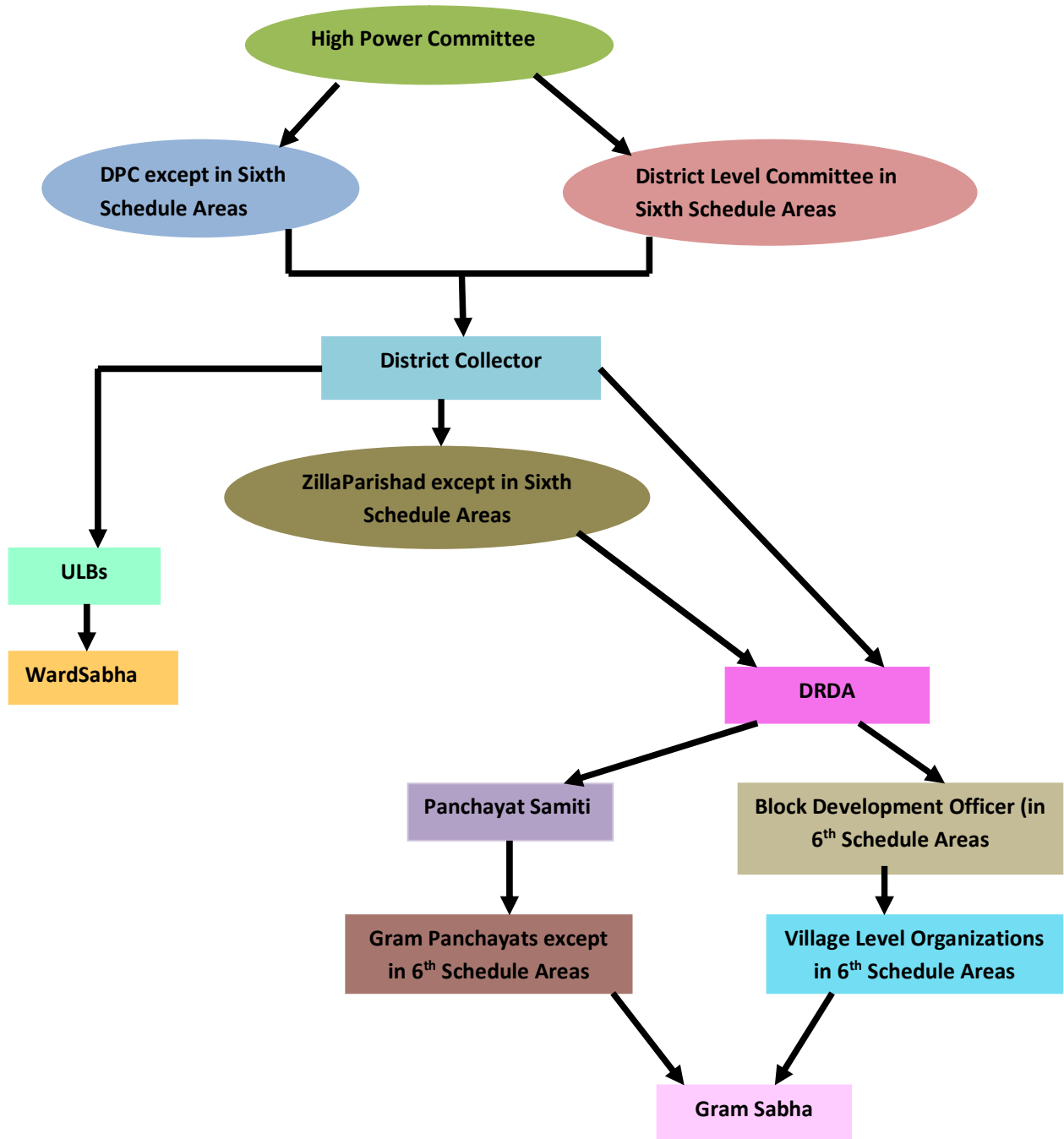
Out of the 712 local bodies visited in the 28 districts only 32 local bodies (4.49%) have made use of the provisions in the guidelines. The details of additional staff appointed are provided in Table No. 2.3.5. Institutional Structure of Quality Programme Management Unit in all the States is shown in Figure No.2.3.1

Table No.2.3.5 Details of Additional Staff Appointed in Gram Panchayats

SL No	Name of the State	No. of Local Bodies Visited	No. of Local Local Bodies Appointed Additional Staff	No. of Local Bodies Appointed Community Mobilizer	No. of LB Appointed Community Level Persons for Agriculture	No. of LBs that have Appointed Barefoot Engineers
1	Andhra Pradesh	14	0	0	0	0
2	Arunachal Pradesh	12	0	0	0	0
3	Assam	26	0	0	0	0
4	Bihar	54	2	1	0	3
5	Chhattisgarh	28	0	0	0	0
6	Gujarat	27	2	0	0	2
7	Haryana	14	0	0	0	0
8	Himachal Pradesh	14	0	0	0	0
9	Jammu & Kashmir	27	0	0	0	0
10	Jharkhand	40	0	0	0	0
11	Karnataka	28	0	0	0	0
12	Kerala	14	0	0	0	0
13	Madhya Pradesh	56	0	0	0	0
14	Maharashtra	28	14	10	0	15
15	Manipur	14	0	0	0	0
16	Meghalaya	13	0	0	0	0
17	Mizoram	12	0	0	0	0
18	Nagaland	26	0	0	0	0
19	Odisha	42	1	0	0	1
20	Punjab	14	0	0	0	0
21	Rajasthan	28	0	0	0	0
22	Sikkim	13	0	0	0	0
23	Tamil Nadu	28	0	0	0	0
24	Telengana	28	0	0	0	0
25	Tripura	14	0	0	0	0
26	Uttarakhand	14	0	0	0	0
27	Uttar Pradesh	56	0	0	0	0
28	West Bengal	28	13	0	0	0
	Total	712	32	11	0	21

Source: Data collected from the concerned Gram Panchayats

Figure No.2.3.1. Institutional Structure for Quality Programme Management Strategies and Review



Conclusion

Decentralized planning is a multilevel planning process involving players at different levels. For the effective planning and implementation, well-structured establishments and functionaries are required at all levels. In addition to that effective monitoring also is inevitable. As per the guidelines issued by MoPR, peer reviews of progress by Panchayats themselves up to the Intermediate Panchayat level had to be instituted. At the District level a review committee was suggested to constitute by the District Planning Committee chaired by the Chairperson of the Zilla Parishad / District Panchayat. The Chairpersons of Intermediate Panchayats and ULBs in rotation also were suggested to be included in such committee so that the membership of the committee can be maintained as workable. As far as the functionaries available at each levels of planning units, the Gram Panchayats are deficit of sufficient functionaries except in Assam, Gujarat, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Sikkim and West Bengal. The District Panchayats / Zilla Parishads and Panchayat Samitis are having relatively strong staff strength, both administrative and technical for planning and implementation. Same is the case with many of the ULBs. The monitoring of the planning and implementation by Gram Panchayats were done at the Intermediate Panchayat level by the Block Development Officers. In the States of Andhra Pradesh, Chhattisgarh, Maharashtra, Assam, Telangana and West Bengal, the Block Development Officers held fortnightly meetings of the Secretaries and Pradhans of the Gram Panchayats. In the district level, review and monitoring was mainly undertaken by the CEOs of District Panchayats / Zilla Parishads. None of the District Planning Committees have constituted review committees as envisaged in the guidelines. However, BRGF had turned to be a cause for the constitution of DPCs in some of the States. It is an achievement index for the scheme.

2.4. Administrative and Technical Capabilities

2.4.1. Introduction

In order to plan and implement developmental activities and to take appropriate decisions at various stages of the same, the planning agencies should have administrative and technical capabilities. The administrative and technical capabilities of an organization have different dimensions in the new public management (NPM) perspective. The capabilities of an organization have to be understood in the larger socio political, legal and institutional context. If the organization is having an ‘elected entity’ the issue is more complex than an organization having only an official structure. In the case of BRGF the three tier Panchayati Raj Institutions and the Urban Local Bodies are designed to be the planning and implementing agencies. The capabilities and technical knowhow of these institutions will reflect in the quality of plans.

2.4.2. Objectives

Here, an attempt has been made to assess the administrative and technical capabilities of the agencies towards planning and executing various activities.

2.4.3. Methodology

The first attempt in this direction was to understand whether the implementing entities have been encountered with any difficulties while executing the activities. All the available elected functionaries and officials from the selected Panchayats and ULBs were contacted to assess their administrative and technical capabilities towards the planning and executing the activities. Therefore, two specific questions were attached in the ‘Schedule for Gram Panchayats /ULBs’. These questions have direct implications on the capabilities of the elected representatives and functionaries. The questions are (i) “whether, presently there is any elected functionary who has experience in the implementation of the BRGF?” and (ii) “whether, presently there is any official who has experience in the implementation of the BRGF?” Since the infrastructure facilities available within the implementing entities have explicit impact

in shaping the technical capabilities, it has been mapped out. The achievement rate of the prescribed norms in the guidelines was taken as an indicator of the administrative and technical capabilities of the agencies towards planning and executing various activities. For example, preparation of the ‘BRGF Action Plan’ is a mandatory requirement. The preparation of the same may be considered as one of the proxy variables to assertion the capabilities of the Panchayats /ULBs. The uploading of the ‘BRGF Action Plan’ in the *plan plus* software is another mandatory requirement. The affirmation of the same may be another proxy variable to validate the capabilities of the implementing entities.

2.4.4. Presentation and Discussion of Data

The District Panchayats, Panchayat Samitis and the Urban Local Bodies are having positioned staff strength to implement the projects under BRGF. There is the Secretary / Chief Executive Officer (CEO) at the administrative level who is assisted by an administrative wing. At the technical level the service of the engineering wing (Executive Engineer / Asst. Executive Engineer, Assistant Engineer and Junior Engineers) are available. But majority of the Gram Panchayats visited were not having adequate staff for the management of projects under BRGF. The availability of staff/assistance for the administrative and technical activities for the Gram Panchayats are provided in Table No. 2.4.1

Table No.2.4.1: Availability of Staff for Administrative and Technical Management of BRGF in all the States

Sl No	Name of State	Functionary for Administrative Matters	Functionary for Technical Matters
1	Andhra Pradesh	Secretary	Assistant Engineers of the Mandal Praja Parishad
2	Arunachal Pradesh	Secretary (for more than 10 Gram Panchayats)	Technical Assistant of Panchayat Samiti (GPs have not implemented the scheme)
3	Assam	Secretary / Accountant	Junior Engineer of Anchalik Parishad
4	Bihar	Secretary	Junior Engineer of Panchayat Samiti
5	Chhattisgarh	Secretary	Assistant Engineer of Panchayat Samiti
6	Gujarat	Talaty/ Secretary	Assistant Engineer of Taluka Panchayat

7	Haryana	Secretary	Junior Engineer of Panchayat Samiti
8	Himachal Pradesh	Secretary	Assistant & Junior Engineers of Panchayat Samiti
9	Jammu & Kashmir	Secretary /Village Level Worker	Assistant Engineer of Block Development Office (Halqua Panchayat have not implemented the scheme)
10	Jharkhand	Secretary (for 3-4 Gram Panchayats)	Junior Engineer of Panchayat Samiti
11	Karnataka	Panchayat Development Officer Secretary	Panchayat Raj Engineering Wing
12	Kerala	Secretary, Assistant Secretary	Assistant Engineer of Gram Panchayat
13	Madhya Pradesh	Secretary /Accountant	Junior engineer of Panchayat Samiti
14	Maharashtra	Village Development Officer	Junior Engineer Panchayat Samiti, Engineer of BRC, Barefoot Engineer
15	Manipur	No Gram Panchayats	Implemented by Block
16	Meghalaya	No Gram Panchayats	Implemented by Block and Line Departments
17	Mizoram	No Gram Panchayats	Implemented by District Development and Planning Board
18	Nagaland	No Gram Panchayats	Implemented by Block and Line Departments
19	Odisha	Secretary	Assistant Engineer of Panchayat Samiti
20	Punjab	Secretary/ Gram Sevak	Assistant Engineer and Junior Engineers of Panchayat Samiti
21	Rajasthan	Secretary	Assistant Engineer of Panchayat Samiti
22	Sikkim	Rural Development Assistant, Panchayat Development Assistant	Junior Engineer of Gram Panchayat
23	Tamil Nadu	Secretary	Union Engineer and Overseers. Gram Panchayats have not implemented the scheme
24	Telengana	Secretary	Assistant Engineer of Mandal Panchayat
25	Tripura	Secretary	Line Departments have implement the scheme
26	Uttarakhand	Secretary/ Gram Vikas Adhikari	Gram Panchayat have not implemented
27	Uttar Pradesh	One secretary for 3-4 Gram Panchayats	Junior Engineer of Kshetra Panchayat
28	West Bengal	Secretary Ex. Assistant	Nirman Sahayak

Source: Data provided by the Gram Panchayats

Gram Panchayats in the States of Assam, Gujarat, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Rajasthan, Sikkim, Telangana, Tripura and West Bengal are having staff other than the Secretary to manage the activities of the Panchayats. In the States of Arunachal Pradesh, Jharkhand and Uttar Pradesh one Secretary is holding the charge of a number of Panchayats. In the States of Andhra Pradesh, Bihar, Chhattisgarh, Haryana, Himachal Pradesh, Jammu and Kashmir, Odisha, Punjab and Uttarakhand there is only one Secretary to manage the whole affairs of the Gram Panchayat.

The Gram Panchayats in the States of Kerala, Sikkim and West Bengal are having their own functionary for the technical activities. In the State of Maharashtra, *barefoot engineers* were appointed by half of the Gram Panchayats in addition to that an engineer has been posted in each of the Block Resource Centres (BRCs) to assist the Gram Panchayats. In all other States where Gram Panchayats have implemented the scheme, technical support was provided by the engineering wing of the Block Development Offices/ Panchayat Samitis. Apart from the Gram Panchayats all the urban local bodies were having their own engineering wing to attend to the civil works under BRGF. The availability of staff for the management of BRGF collected through the schedules of Gram Panchayat and urban local bodies are provided in Table No.2.4.2.

Table No.2.4.2. Availability of Functionaries to Manage BRGF by the Gram Panchayats and Urban Local Bodies

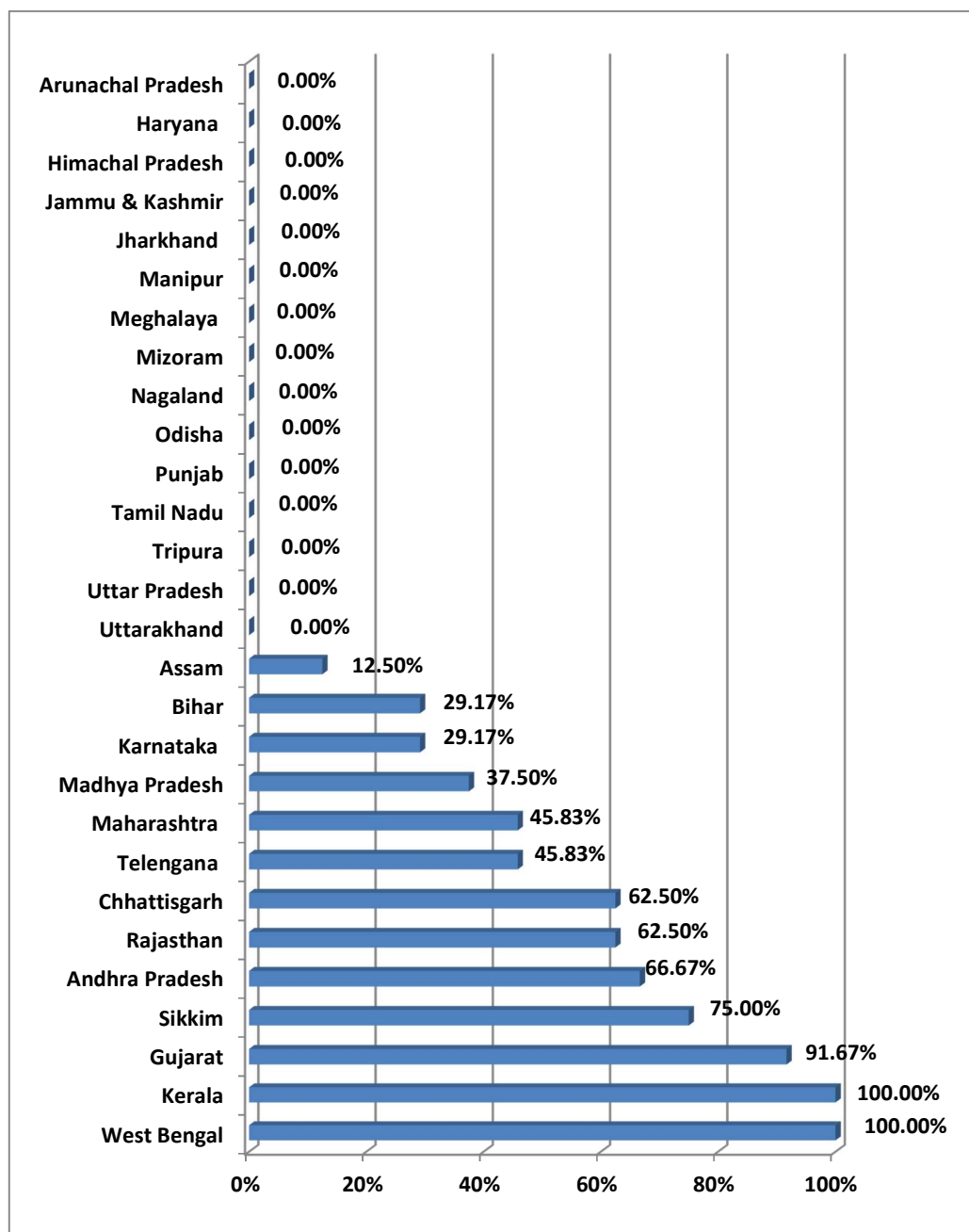
Sl No	State	Gram Panchayat			Urban Local Bodies		
		No. of GPs/ Local Organizations Visited	No. of GPs Having Adequate Functionaries	No. of GPs/ Not Having Adequate Functionaries	No. of ULBs Visited	No. ULBs Having Adequate Staff	No. of ULBs Not Having Adequate Staff
1	Andhra Pradesh	12	8	4	2	2	
2	Arunachal Pradesh	12	0	12	-	-	-
3	Assam	24	3	21	2	1	1
4	Bihar	48	14	34	6	3	3
5	Chhattisgarh	24	15	9	4	3	1
6	Gujarat	24	22	2	3	3	0
7	Haryana	12	0	12	2	2	0

8	Himachal Pradesh	12	0	12	2	2	0
9	Jammu & Kashmir	24	0	24	3	3	0
10	Jharkhand	36	0	36	4	1	3
11	Karnataka	24	7	17	4	4	0
12	Kerala	12	12	0	2	2	0
13	Madhya Pradesh	48	18	30	8	6	2
14	Maharashtra	24	11	13	4	3	1
15	Manipur	14	0	14	-	-	-
16	Meghalaya	12	0	12	1	1	0
17	Mizoram	12	0	12	-	-	-
18	Nagaland	24	0	24	3	3	0
19	Odisha	36	0	36	6	4	2
20	Punjab	12	0	12	2	2	0
21	Rajasthan	24	15	9	4	4	0
22	Sikkim	12	9	3	1	1	0
23	Tamil Nadu	24	0	24	4	4	0
24	Telengana	24	11	13	4	4	0
25	Tripura	12	0	12	1	1	0
26	Uttar Pradesh	48	0	48	8	6	2
27	Uttarakhand	12	0	12	2	0	2
28	West Bengal	24	24	0	4	4	0
	Total	626	169	457	86	69	17

Source: Data from GPs/ULBs Schedule

Out of the 626 Gram Panchayats visited only 27 per cent have stated that they have adequate functionaries. All the Gram Panchayats/local organizations in 15 States are devoid of adequate functionaries. All the Gram Panchayats in the States of Kerala and West Bengal are having functionaries while 91.67 per cent in Guajrat, 75 per cent in Sikkim and 66.67 per cent in Andhra Pradesh are having adequate functionaries. The percentage of Gram Panchayats having adequate functionaries is provided in Figure No.2.4.1.

Figure No. 2.4.1: Status of the Adequate Functionaries in the Gram Panchayats to Administer BRGF

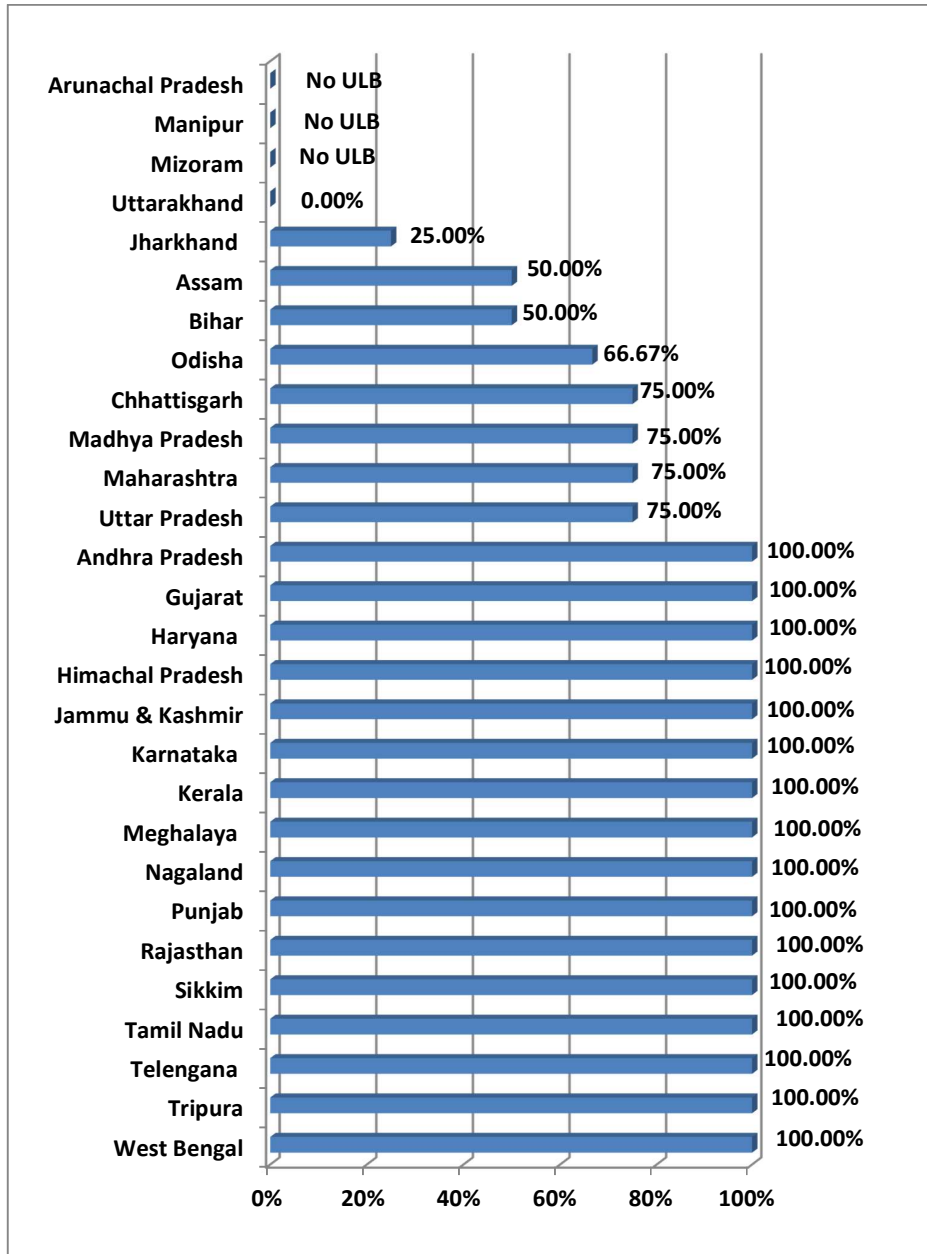


Source: Table 2.4.2

Out of the 86 Urban Local Bodies visited 69 are having adequate functionaries. All the Urban Local Bodies visited in the States of Andhra Pradesh, Gujarat, Haryana, Himachal Pradesh, Jammu & Kashmir, Karnataka, Kerala, Meghalaya, Nagaland, Punjab, Rajasthan, Sikkim, Tamil Nadu, Telangana, Tripura and West Bengal

reported that they have sufficient functionaries. The percentage of Urban Local Bodies having sufficient functionaries is given in Figure No.2.4.2.

Figure No. 2.4.2: Status of the Adequate Functionaries in the ULBs to Administer BRGF



Source: Table No.2.4.2

Since the required number of Municipalities was not available in some of the districts, the Nagar Panchayats have been selected for the physical verification of assets. Out of the 17 ULBs having not adequate functionaries 11 are Nagar Panchayats.

As per the guidelines, provisions are incorporated for hiring/outsourcing of technical knowhow. But most of the States have not made use of the provisions and hired technical staff. As far as Gram Panchayats are concerned the Intermediate Panchayats are the main providers of technical support. The Table No. 2.4.3 provides the technical support received by the Gram Panchayats for the baseline survey.

Table 2.4.3. Technical Support Received by the Gram Panchayats and Urban Local Bodies for Baseline Survey

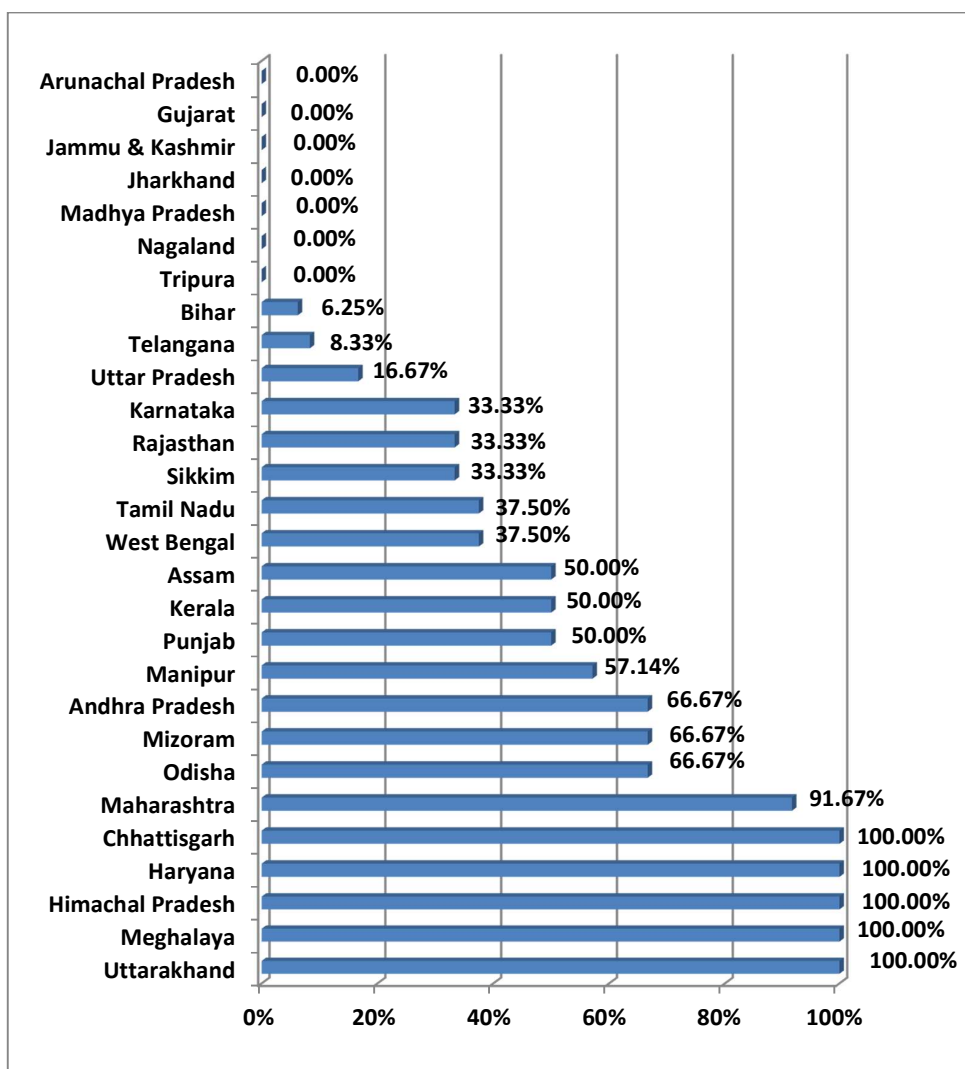
Sl. No	Name of State	Gram Panchayats			Urban Local Bodies		
		No. of GPs Visited	No. of GPs Received Technical Support	No. of GPs Not Received Technical Support	No. of ULBs Visited	No. of ULBs Received Technical Support	No. of ULBs Not Received Technical Support
1.	Andhra Pradesh	12	8	4	2	0	2
2.	Arunachal Pradesh	12	0	12	0	0	0
3.	Assam	24	12	12	2	1	1
4.	Bihar	48	3	45	6	0	6
5.	Chhattisgarh	24	24	0	4	4	0
6.	Gujarat	24	0	24	3	0	3
7.	Haryana	12	12	0	2	2	0
8.	Himachal Pradesh	12	12	0	2	2	0
9.	Jammu & Kashmir	24	0	24	3	0	3
10.	Jharkhand	36	0	36	4	0	4
11.	Karnataka	24	8	16	4	0	4
12.	Kerala	12	6	6	2	0	2
13.	Madhya Pradesh	48	0	48	8	0	8
14.	Maharashtra	24	22	2	4	2	2
15.	Manipur	14	8	6	0	0	0
16.	Meghalaya	12	12	0	1	0	1
17.	Mizoram	12	8	4	0	0	0
18.	Nagaland	24	0	24	2	1	1
19.	Odisha	36	24	12	6	2	4
20.	Punjab	12	6	6	2	0	2
21.	Rajasthan	24	8	16	4	0	4
22.	Sikkim	12	4	8	1	0	1
23.	Tamil Nadu	24	9	15	4	1	3
24.	Telangana	24	2	22	4	2	2
25.	Tripura	12	0	12	2	0	2
26.	Uttarakhand	12	12	0	2	2	0
27.	Uttar Pradesh	48	8	40	8	0	8
28.	West Bengal	24	9	15	4	3	1
	Total	626	217	409	86	22	64

Source: Data Furnished by the Gram Panchayats and Urban Local Bodies.

Out of the 626 Gram Panchayats visited only 217 (34.66%) received technical support for the baseline survey. In certain States like Jammu Kashmir and Arunachal Pradesh baseline survey was conducted without the involvement of Gram Panchayats and local community. In the case of urban local bodies only 25.58 per cent received technical

support. The percentage of Gram Panchayats and Urban Local Bodies received technical support are shown in Figure No 2.4.3 and 2.4.4, respectively

Figure No. 2.4.3 : Percentage of Gram Panchayats Received Technical Support

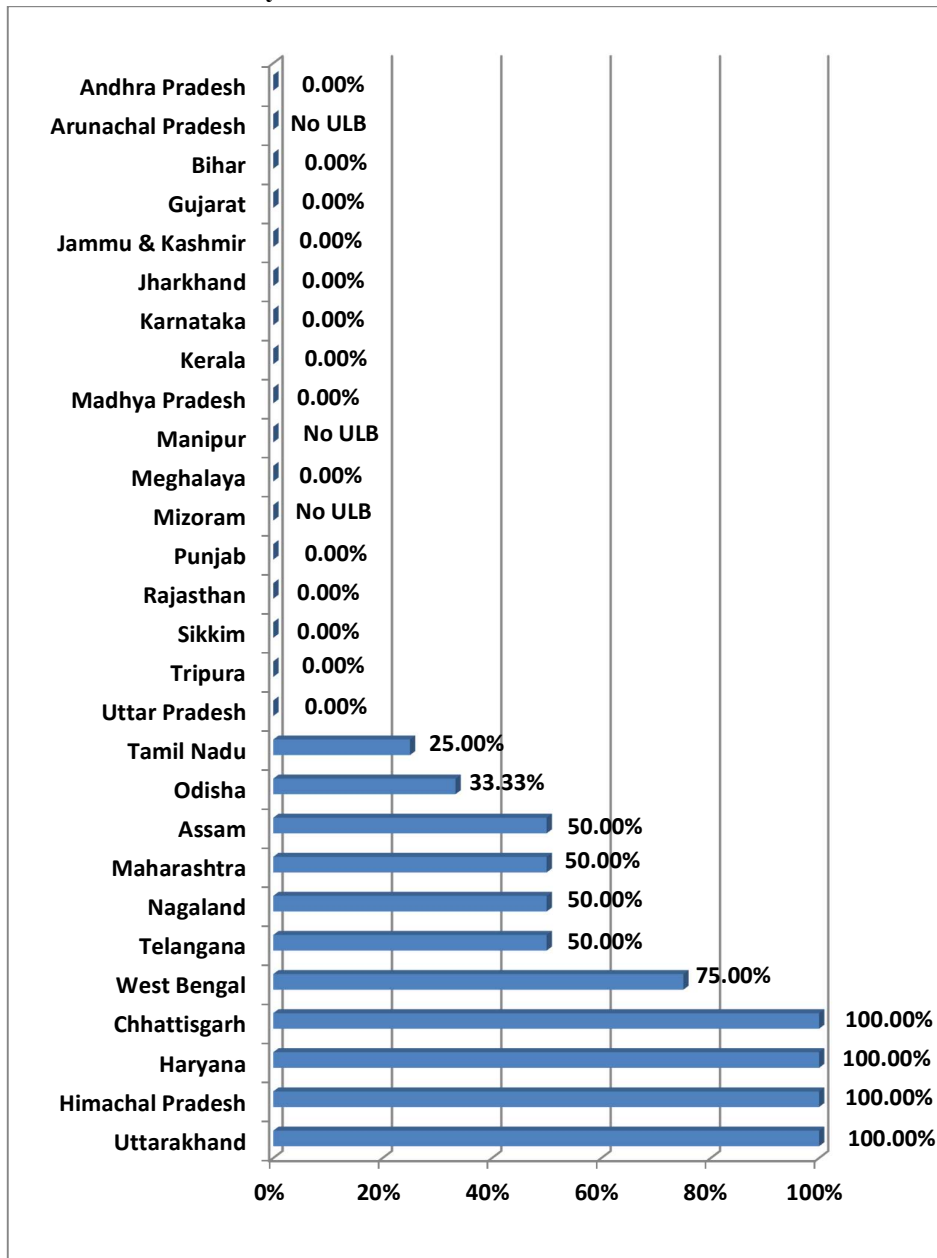


Source: Table No.2.4.3.

All the Gram Panchayat in the States of Chhattisgarh, Haryana, Himachal Pradesh, and Uttarakhand and the Village Employment Councils in Meghalaya have received technical support. It is seen that 22 out of the 24 Gram Panchayats reported to have received technical support in Maharashtra. More than fifty per cent Gram Panchayats have received technical support for baseline survey in the States of Andhra Pradesh, Assam, Kerala, Manipur, Mizoram and Odisha. None of the Gram Panchayats/local

organizations received support in the States of Arunachal Pradesh, Gujarat, Jammu & Kashmir, Jharkhand, Madhya Pradesh, Nagaland and Tripura.

Figure No. 2.4.4: Percentage of Urban Local Bodies Received Technical Support for Baseline Survey



Source: Table No.2.4.3.

There are no Urban Local Bodies in the visited districts of Arunachal Pradesh, Manipur and Mizoram. The Urban Local Bodies in the States of Andhra Pradesh, Bihar, Gujarat, Jammu & Kashmir, Jharkhand, Karnataka, Kerala, Madhya Pradesh,

Meghalaya, Punjab, Rajasthan, Sikkim, Tripura and Uttar Pradesh have not received any technical Support for baseline survey while all the urban local bodies surveyed received technical support in the States of Chhattisgarh, Haryana, Himachal Pradesh and Uttarakhand.

The details of existing functionaries aware of the scheme in the local bodies are provided in Table 2.4.4. Functionaries having experience of the scheme have been available in the local bodies of Andhra Pradesh, Himachal Pradesh, Jammu & Kashmir, Karnataka, Kerala, Punjab, Rajasthan, Telangana, Uttarakhand, Assam, Bihar, Chhattisgarh, Gujarat, Jharkhand, Madhya Pradesh, Maharashtra, Odisha, Uttar Pradesh and West Bengal. Functionaries having experience of the scheme are not available in the States of Aunachal Pradesh and Tripura. There are no functionaries in the village level organizations coming under the Sixth Schedule areas.

Table No. 2.4.4: Availability of Functionaries Having Experience in the Implementation of BRGF in Selected Local Bodies

Sl. No	Name of State	No. of Local Bodies Visited	No. of Local Bodies Where Functioning are Aware of BRGF	Percentage	No. of Local Bodies where Functionaries are not Aware of BRGF	Percentage
1.	Andhra Pradesh	14	12	85.71	2	14.29
2.	Arunachal Pradesh	12	0	0.00	12	100.00
3.	Assam	26	13	50.00	13	50.00
4.	Bihar	54	5	9.26	49	90.74
5.	Chhattisgarh	28	18	64.29	10	35.71
6.	Gujarat	27	17	62.96	10	37.04
7.	Haryana	14	1	7.14	13	92.86
8.	Himachal Pradesh	14	14	100.00	0	0.00
9.	Jammu & Kashmir	27	24	88.89	3	11.12
10.	Jharkhand	40	10	25.00	30	75.00
11.	Karnataka	28	13	46.43	15	53.57
12.	Kerala	14	3	21.43	11	78.57
13.	Madhya Pradesh	56	16	28.57	40	71.43
14.	Maharashtra	28	27	96.43	1	3.57
15.	Manipur	14	0	0.00	14	100.00
16.	Meghalaya	13	0	0.00	13	100.00
17.	Mizoram	12	0	0.00	12	100.00
18.	Nagaland	26	0	0.00	26	100.00
19.	Odisha	42	6	14.29	36	85.71

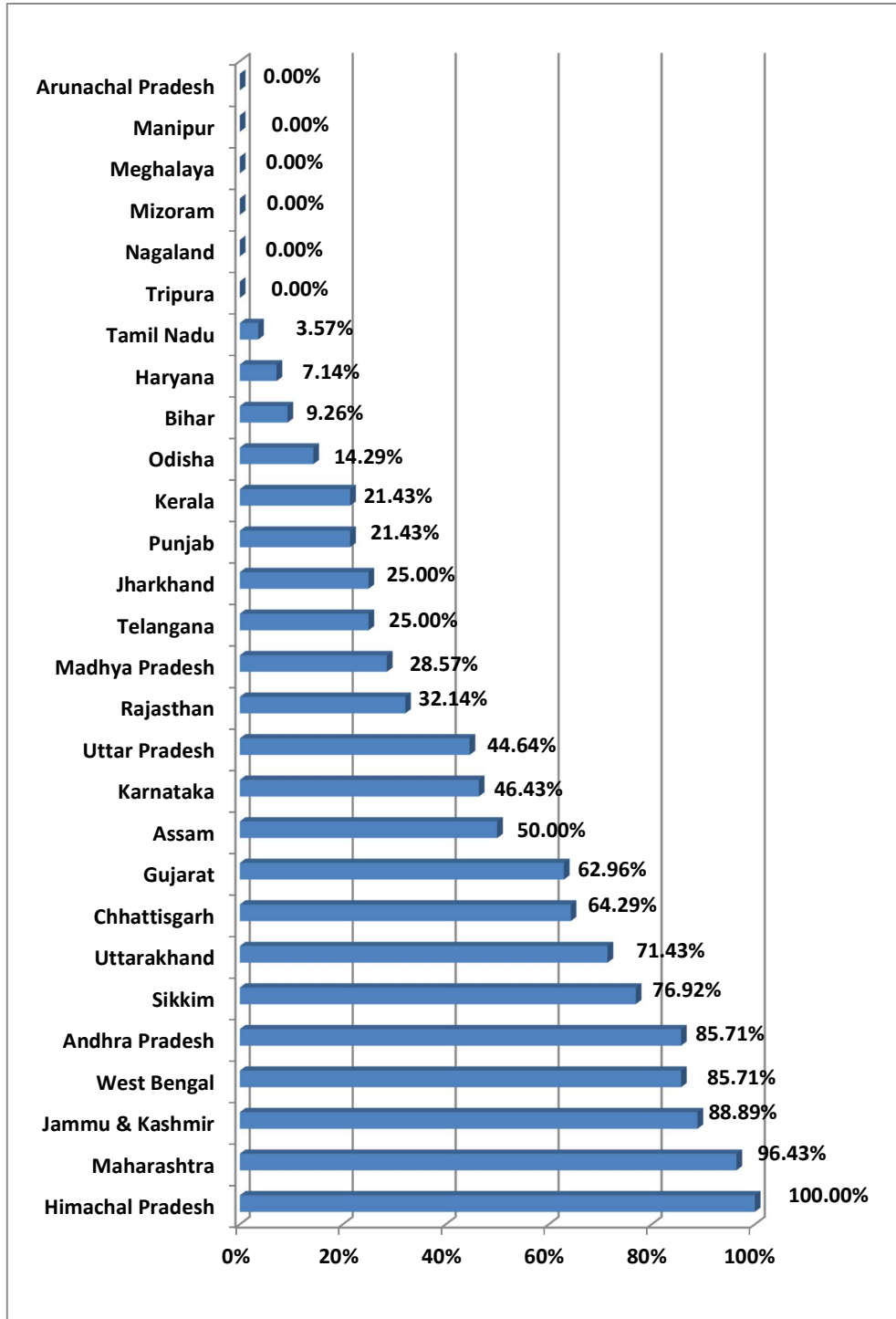
20.	Punjab	14	3	21.43	11	78.57
21.	Rajasthan	28	9	32.14	19	67.86
22.	Sikkim	13	10	76.92	3	23.08
23.	Tamil Nadu	28	1	3.57	27	96.43
24.	Telangana	28	7	25.00	21	75.00
25.	Tripura	14	0	0.00	14	100.00
26.	Uttarakhand	14	10	71.43	4	28.57
27.	Uttar Pradesh	56	25	44.64	31	55.36
28.	West Bengal	28	24	85.71	4	14.29
	Total	712	268	37.64	444	62.36

Source: Data Collected from the Gram Panchayats and ULBs.

Out of the 712 villages and ULBs, 63 villages are devoid of Panchayati Raj Institutions. It is found that only 268 Local Bodies (37.64 %) are having functionaries aware of the scheme. In the States of Arunachal Pradesh and Tripura none of the local bodies are having any functionary who has experience in BRGF. The other States where the experienced employees in the scheme in local bodies are very low in Tamil Nadu (1), Haryana (1), Bihar (5) and Odisha (6).

In the States of Arunachal Pradesh, Tripura, Odisha and Tamil Nadu the Gram Panchayats have not implemented the scheme. Majority of the local bodies in the States of Himachal Pradesh (100%), Maharashtra (96.43%), Jammu Kashmir (88.89%), Andhra Pradesh (85.71%), West Bengal (85.71%) and Sikkim (76.92%) have functionaries with experience in the scheme implementation. The percentage of local bodies where functionaries are aware and experience of the scheme is presented in Figure No 2.4.5

Figure No. 2.4.5 Percentage of Local Bodies Where Functionaries are Aware of BRGF



Source: Table No.2.4.4

The uploading of action plans in the *plan plus* also can be reckoned as a pointer to the technical capabilities of the local bodies. The details of local bodies that have uploaded action plan in the *plan plus* are provided in Table. No 2.4.5

Table No. 2.4.5 Details of Local Bodies that have Uploaded Action Plan in the *Plan Plus*

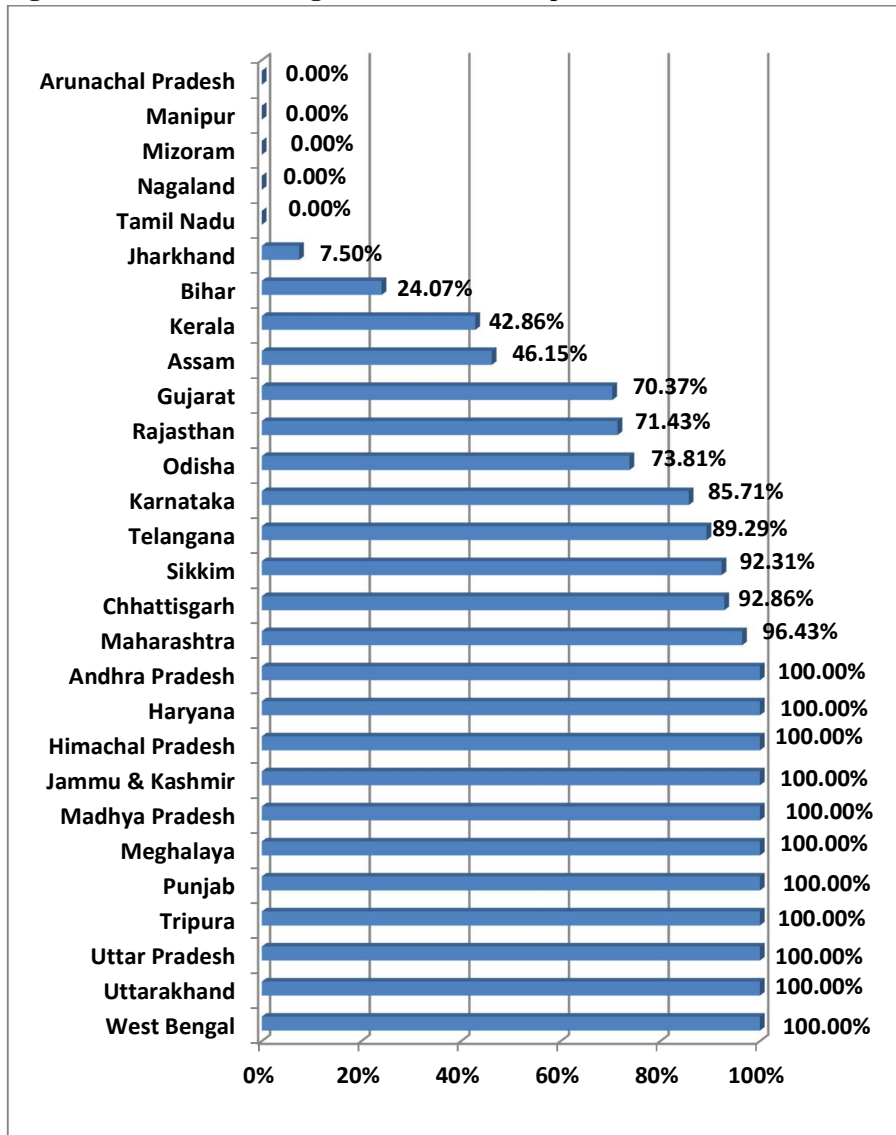
Sl. No	Name of the State	No. of Local Bodies Visited	No. of Local Bodies that have Uploaded Action Plan in Plan Plus	Percentage
1.	Andhra Pradesh	14	14	100.00
2.	Arunachal Pradesh	12	0	0.00
3.	Assam	26	12	46.15
4.	Bihar	54	13	24.07
5.	Chhattisgarh	28	26	92.86
6.	Gujarat	27	19	70.37
7.	Haryana	14	14	100.00
8.	Himachal Pradesh	14	14	100.00
9.	Jammu & Kashmir	27	27	100.00
10.	Jharkhand	40	3	7.50
11.	Karnataka	28	24	85.71
12.	Kerala	14	6	42.86
13.	Madhya Pradesh	56	56	100.00
14.	Maharashtra	28	27	96.43
15.	Manipur	14	0	0.00
16.	Meghalaya	13	13	100.00
17.	Mizoram	12	0	0.00
18.	Nagaland	26	0	0.00
19.	Odisha	42	31	73.81
20.	Punjab	14	14	100.00
21.	Rajasthan	28	20	71.43
22.	Sikkim	13	12	92.31
23.	Tamil Nadu	28	0	0.00
24.	Telangana	28	25	89.29
25.	Tripura	14	14	100.00
26.	Uttarakhand	14	14	100.00
27.	Uttar Pradesh	56	56	100.00
28.	West Bengal	28	28	100.00
	Total	712	482	67.70

Source: Data Provided by the Local Bodies

None of the local bodies visited in Arunachal Pradesh and Tamil Nadu have not uploaded their action plans in the *plan plus*. The Gram Panchayats are not the implementing agencies in these States. The villages and urban local bodies visited in the States of Manipur, Mizoram and Nagaland also have not uploaded their action plan. Though the Gram Panchayats have not implemented the scheme in Jammu Kashmir all the local bodies claimed to have uploaded their action plan in the *plan plus*. The Village Employment Councils (VECs) visited in Meghalaya also have uploaded their action plans. All local bodies have uploaded their action plans in the

States of Andhra Pradesh, Haryana, Himachal Pradesh, Jammu Kashmir, Madhya Pradesh, Meghalaya, Punjab, Tripura, Uttarakhand, Uttar Pradesh and West Bengal. The States of Maharashtra (96.43%) Chhattisgarh (92.86%), Sikkim (92.31%), Telangana (89.29%) and Karnataka (85.71 %), are positioned in the range of less than 100 per cent and more than 75 per cent. Majority of States have scored more than the national average of 67.70 per cent. The percentage of local bodies uploaded action plan in *plan plus* are shown in Figure No. 2.4.6.

Figure No. 2.4.6. Percentage of Local Bodies Uploaded Action Plan in *Plan Plus*.



Source: Table No2.4.5.

Quality and usage of assets created under the scheme is another criterion to assess the administrative and technical capabilities of local bodies towards planning and

executing various activities. The perception of the stake holders regarding the quality usage of assets are provided in Table No. 2.4.6

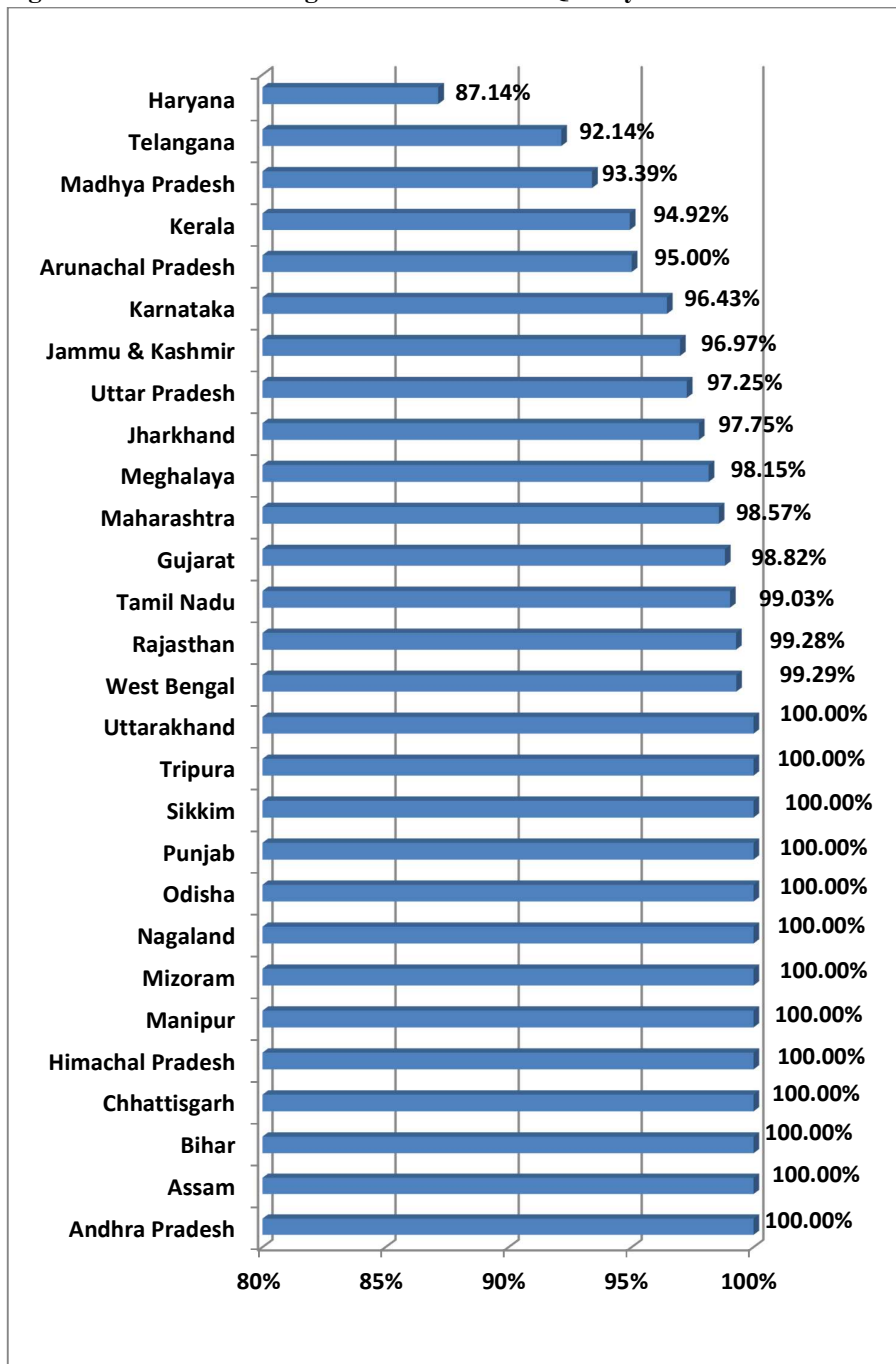
Table No. 2.4.6 Usage and Quality of Assets created in Selected Local Bodies

Sl. No	Name of State	No. of Assets Verified	No. of Assets in Good Quality	Percentage	No. of Stake Holders Interviewed	No. of Stakeholders Opined that Asset is Fully Used	Percentage
1.	Andhra Pradesh	70	70	100.00	140	140	100.00
2.	Arunachal Pradesh	60	57	95.00	120	112	93.33
3.	Assam	130	130	100.00	260	236	90.77
4.	Bihar	270	270	100.00	540	524	97.04
5.	Chhattisgarh	133	133	100.00	280	278	99.29
6.	Gujarat	85	84	98.82	270	260	96.30
7.	Haryana	70	61	87.14	140	132	94.29
8.	Himachal Pradesh	70	70	100.00	140	138	98.57
9.	Jammu & Kashmir	99	96	96.97	270	106	39.26
10.	Jharkhand	89	87	97.75	380	358	94.21
11.	Karnataka	140	135	96.43	280	274	97.86
12.	Kerala	59	56	94.92	120	118	98.33
13.	Madhya Pradesh	227	212	93.39	560	544	97.14
14.	Maharashtra	140	138	98.57	280	256	91.43
15.	Manipur	37	37	100.00	140	140	100
16.	Meghalaya	54	53	98.15	130	115	88.46
17.	Mizoram	60	60	100.00	120	116	96.67
18.	Nagaland	117	117	100.00	260	258	99.23
19.	Odisha	210	210	100.00	420	399	95
20.	Punjab	27	27	100.00	54	53	98.14
21.	Rajasthan	138	137	99.28	280	256	91.43
22.	Sikkim	58	58	100.00	130	130	100.00
23.	Tamil Nadu	103	102	99.03	280	273	97.50
24.	Telangana	140	129	92.14	280	246	87.86
25.	Tripura	37	37	100.00	130	130	100.00
26.	Uttar Pradesh	109	106	97.25	237	225	94.94
27.	Uttarakhand	38	38	100.00	140	140	100.00
28.	West Bengal	140	139	99.29	280	278	99.29
	Total	2910	2849	97.90	6661	6235	93.60

Source: Assets Schedule and Stake Holder Schedule

Out of the total 2910 assets verified 2849 (97.90%) were found in good quality. Out of the balance 61 assets, more than a dozen are incomplete structures. Out of the 6661 stakeholders interviewed 93.60 per cent opined that the assets of which they were the beneficiaries were used fully. The quality of assets verified are presented in Figure No. 2.4.7

Figure No 2.4.7: Percentage of Assets in Good Quality

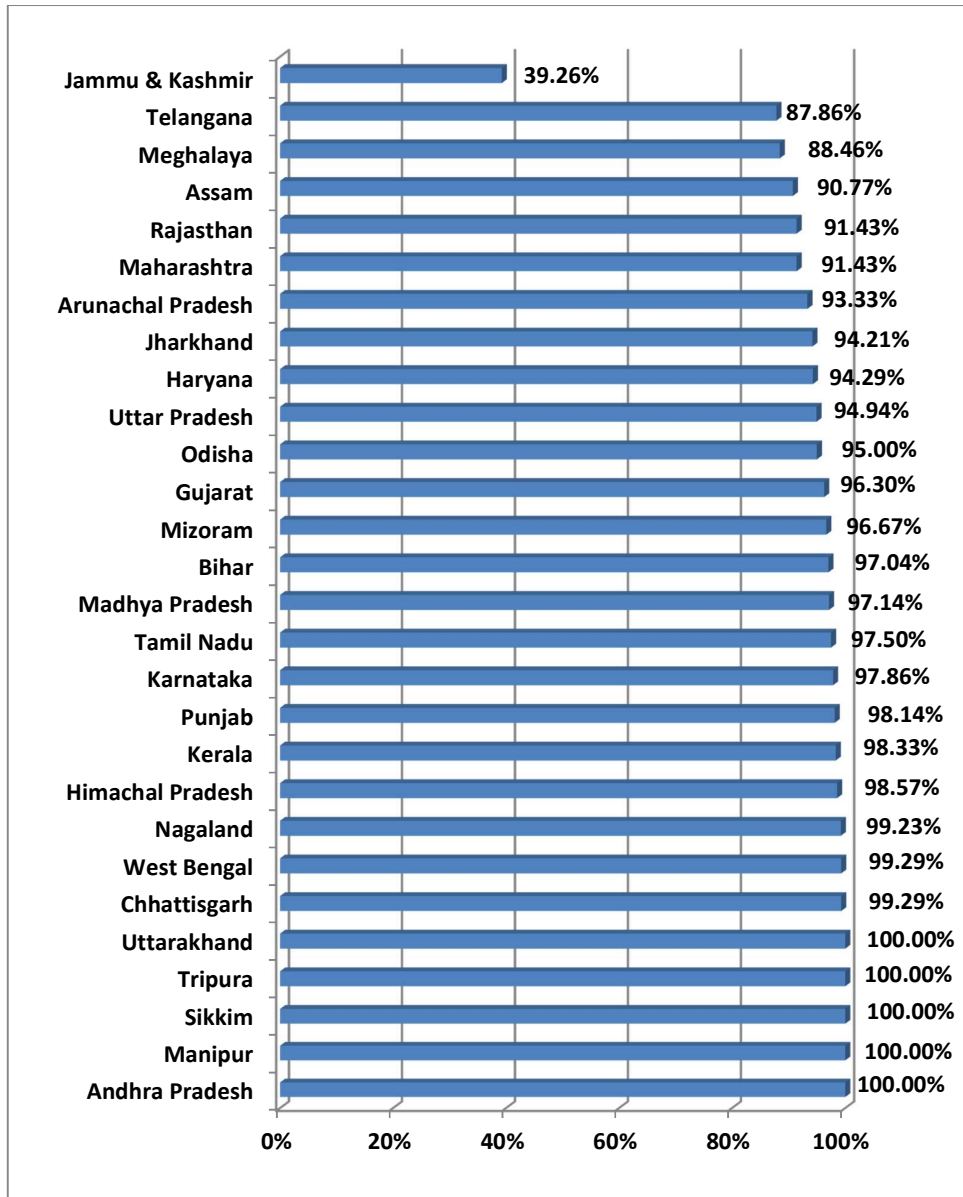


Source: Table No 2.4.6

The States of Haryana, Telangana, Madhya Pradesh, Kerala, Arunachal Pradesh, Karnataka, Jammu Kashmir, Uttar Pradesh and Jharkhand the percentage of quality of assets are below the national average of 97.90. All the assets verified were found in good quality in the States of Andhra Pradesh, Assam, Bihar, Chhattisgarh, Himachal

Pradesh, Manipur, Mizoram, Nagaland, Odisha, Panjab, Sikkim, Tripura and Uttarakhand. The utility of the assets verified according to the perception of the community members interviewed are depicted in Figure No 2.4.8

FigureNo.2.4.8: Percentage of the Perception of Community Members on Usage of Assets



Source: Table 2.4.6

The percentage of stakeholders' opinion about the usage of assets is below the national average (93.60%) in the States of Arunachal Pradesh, Maharashtra, Rajasthan, Assam, Meghalaya, Telangana and Jammu Kashmir. All the assets verified

are useful according to the opinion of the community members interviewed in the States of Andhra Pradesh, Manipur, Sikkim, Tripura and Uttarakhand.

Other criteria employed for the assessment of the administrative and technical capabilities of the planning entities is the capacity to maintain assets. A number of local bodies are found not maintaining the asset register. The details of local bodies that have entered the assets created under BRGF in their assets registers and maintaining them up to date are provided in Table No.2.4.7

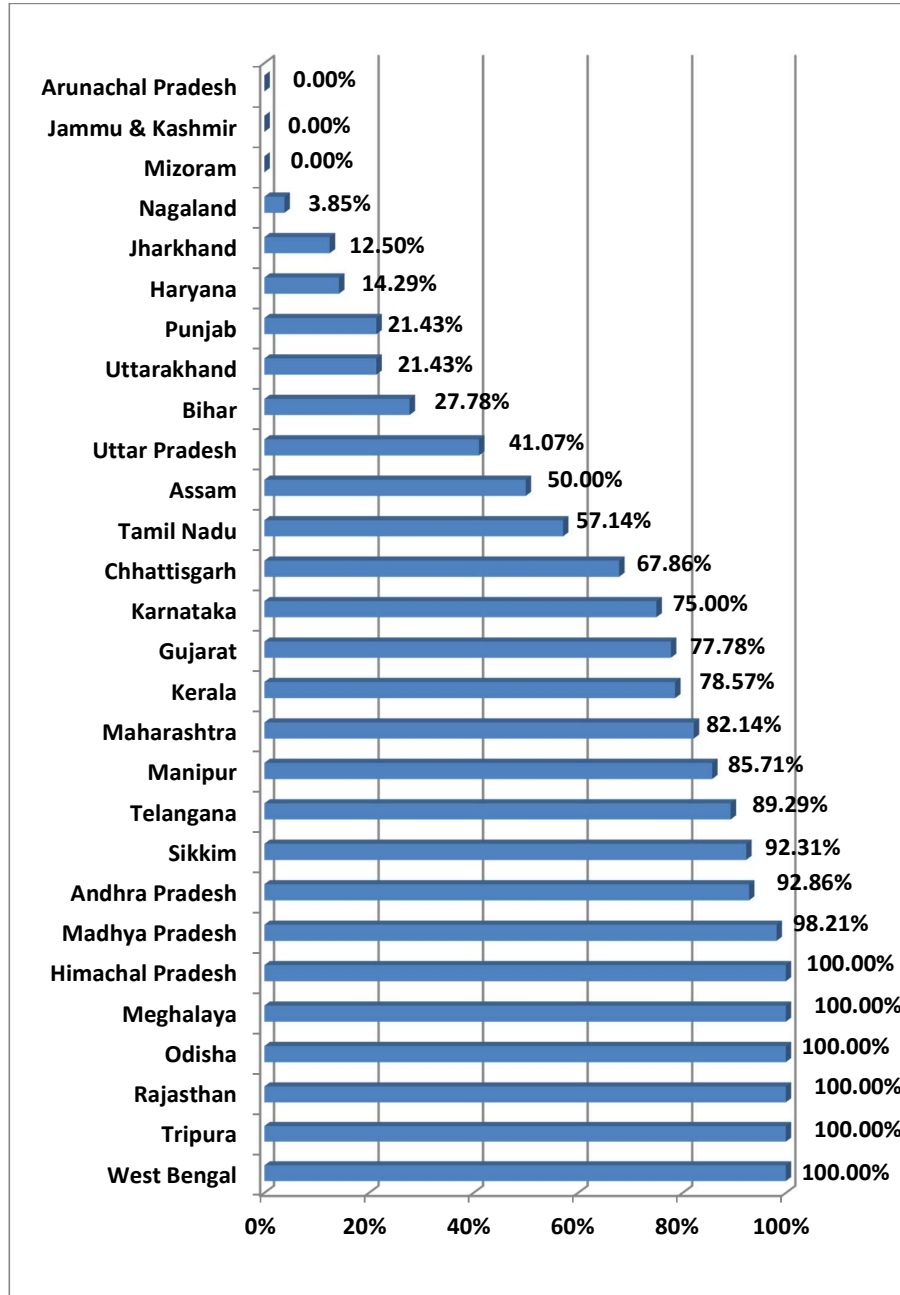
Table No. 2.4.7 Details of Local Bodies that have Registered the Assets created in the Asset Register

Sl. No	Name of State	Number of GPs and ULBs Visited	Number of GPs and ULBs Maintaining Asset Register	Percentage of ULBs Maintaining Assets Register
1.	Andhra Pradesh	14	13	92.86
2.	Arunachal Pradesh	12	0	0.00
3.	Assam	26	13	50.00
4.	Bihar	54	15	27.78
5.	Chhattisgarh	28	19	67.86
6.	Gujarat	27	21	77.78
7.	Haryana	14	2	14.29
8.	Himachal Pradesh	14	14	100.00
9.	Jammu & Kashmir	27	0	0.00
10.	Jharkhand	40	5	12.50
11.	Karnataka	28	21	75.00
12.	Kerala	14	11	78.57
13.	Madhya Pradesh	56	55	98.21
14.	Maharashtra	28	23	82.14
15.	Manipur	14	12	85.71
16.	Meghalaya	13	13	100.00
17.	Mizoram	12	0	0.00
18.	Nagaland	26	1	3.85
19.	Odisha	42	42	100.00
20.	Punjab	14	3	21.43
21.	Rajasthan	28	28	100.00
22.	Sikkim	13	12	92.31
23.	Tamil Nadu	28	16	57.14
24.	Telangana	28	25	89.29
25.	Tripura	14	14	100.00
26.	Uttar Pradesh	56	23	41.07
27.	Uttarakhand	14	3	21.43
28.	West Bengal	28	28	100.00
	Total	712	432	60.67

Source: Data Provided by Local Bodies

Out of the 712 local bodies visited only 432 (60.67%) only have maintained asset register. None of the local bodies visited in Arunachal Pradesh and Jammu Kashmir have maintained asset register. Out of the Sixth Schedule area states all the village level bodies have maintained asset register in Meghalaya while none of the Village Councils in Mizoram kept asset register. The percentage of local bodies maintained asset register is shown in Figure No.2.4.9.

Figure No: 2.4.9 Percentage of Local Bodies Maintained Asset Register



Source: Table No2.4.7

The percentage of local bodies maintained asset register is below the national average of 60.67 per cent in the States of Arunachal Pradesh, Jammu and Kashmir, Mizoram, Nagaland, Jharkhand, Haryana, Punjab, Uttarakhand, Bihar, Uttar Pradesh, Assam and Tamil Nadu. It is 100 per cent in the States of Himachal Pradesh, Meghalaya, Odisha, Rajasthan, Tripura and West Bengal. The percentage of local bodies that have maintained the asset register is very low in the States of Arunachal Pradesh, Jharkhand, Mizoram, Tamil Nadu and Uttarakhand, and in these States the Gram Panchayats were not engaged in the implementation of the scheme. In the states of Bihar, Haryana, Punjab and Uttar Pradesh the Gram Panchayats are lacking sufficient staff for the effective functioning. In Nagaland, though the Village Councils and the Village Development Boards have actively involved in the planning process, only one VDB has maintained the asset register.

There is general assumption that implementation of projects by the local bodies may take long span of time and it would result long delay in the completion of works. Hence the time frame taken by the local bodies to complete the works after initiation of works also can be taken as criteria to assess the capacity of the Panchayati Raj Institutions and the urban local bodies. The number of works verified in the selected local bodies and the time frame taken to complete the verified assets are provided in Table No.2.4.8.

Table No.2.4.8: Number of Works Verified in the Selected Local Bodies and the Time Frame Taken to Complete the Assets

Sl. No	Name of State	Time taken to complete the assets											
		No of Assets verified	Below 2 Months		2 Months to 8 Months		8 Months to One year		More than One Year		Not Completed		
			No	%	No	%	No	%	No	%	No	%	
1	Andhra Pradesh	70	36	51.43	29	41.43	3	4.29	2	2.85	0	0	
2	Arunachal Pradesh	60	2	3.33	37	61.67	10	16.67	11	18.33	-	0.00	
3	Assam	130	10	7.69	70	53.85	34	26.15	9	6.92	7	5.38	
4	Bihar	270	57	21.11	131	48.52	56	20.74	26	9.63	-	0.00	
5	Chhattisgarh	133	20	15.04	66	49.62	27	20.30	20	15.04	-	0.00	
6	Gujarat	85	14	16.47	56	65.88	11	12.94	4	4.71	-	0.00	
7	Haryana	70	17	24.29	29	41.43	18	25.71	6	8.57	-	0.00	
8	Himachal Pradesh	70	24	34.29	36	51.43	5	7.14	5	7.14	-	0.00	
9	Jammu Kashmir	99	27	27.27	62	62.63	0	0.00	10	10.10	-	0.00	
10	Jharkhand	89	9	10.11	16	17.98	13	14.61	49	55.06	2	2.25	
11	Karnataka	140	83	59.29	35	25.00	13	9.29	9	6.42	-	0.00	
12	Kerala	59	5	8.47	22	37.29	14	23.72	18	30.52	-	0.00	
13	Madhya Pradesh	227	7	3.08	79	34.80	67	29.52	70	30.84	4	1.76	
14	Maharashtra	140	24	17.14	77	55.00	23	16.43	16	11.43	-	0.00	
15	Manipur	37	2	5.41	13	35.14	6	16.22	16	43.24	-	0.00	
16	Meghalaya	54	4	7.41	17	31.48	6	11.11	27	50.00	-	0.00	
17	Mizoram	60	1	1.67	28	46.67	11	18.33	20	33.33	-	0.00	
18	Nagaland	117	5	4.27	67	57.26	23	19.66	22	18.81	-	0.00	
19	Odisha	210	49	23.33	88	41.90	33	15.71	40	19.05	-	0.00	
20	Punjab	27	5	18.52	10	37.04	6	22.22	6	22.22	-	0.00	
21	Rajasthan	138	56	40.58	57	41.30	12	8.70	13	9.42	-	0.00	
22	Sikkim	58	18	31.03	22	37.93	11	18.97	7	12.07	-	0.00	
23	Tamil Nadu	103	14	13.59	46	44.66	30	29.13	13	12.62	-	0.00	
24	Telangana	140	73	52.13	55	39.29	6	4.29	6	4.29	-	0.00	
25	Tripura	37	0	0.00	17	45.95	5	13.51	15	40.54	-	0.00	
26	Uttarakhand	38	4	10.53	8	21.05	6	15.79	20	52.63	-	0.00	
27	Uttar Pradesh	109	45	41.28	46	42.20	8	7.34	10	9.17	-	0.00	
28	West Bengal	140	24	17.14	66	47.14	15	10.71	35	25.00	-	0.00	
	Total	2910	635	21.82	1285	44.16	472	16.22	505	17.35	13	0.45	

Source: Data Provided by Local Bodies

Out of the 2910 assets verified 635 were completed within two months, 1285 between two months and eight months and 472 between eight months and one year. Only 505 works (17.35%) has taken more than one year for completion. Only 13 works still classified as ‘incomplete’. It is seen that national level total 21.82 per cent of works had been completed within two months. States of Karnataka (59.29%), Telangana

(52.13%), Andhra Pradesh (51.43%), Uttar Pradesh (41.28%), Rajasthan (40.58%), Himachal Pradesh (34.29%), Sikkim (31.03%), Jammu Kashmir (27.27%), Haryana (24.29 %) and Odisha (23.33%) stands above this average. In all the States except Tamil Nadu, Punjab, Mizoram, Tripura, Kerala, Manipur, Meghalaya, Madhya Pradesh, Uttar Pradesh and Jharkhand more than 60 per cent works are seen completed within eight months. The assets verified in three States viz. Jharkhand, Meghalaya and Uttarakhand more than 50 per cent works took more than one year for completion. In the State of Tripura and Manipur 40 per cent works were completed only after a period of one year. In all of these States either the Gram Panchayats or the Village Level bodies have not implemented the scheme.

Another criterion for the assessment of the capabilities of the planning units is the number of works initiated and the number of works abandoned. The higher number of works 'initiated' and the less number of 'abandoned' works has been taken as indicators of capability. It will throw light to the efficiency of the planning process also. The details of works under taken by the local bodies and abandoned before completion are provided in Table No. 2.4.9.

Table No. 2.4.9: Details of Projects initiated and Abandoned in Selected Local Bodies

SL. No	Name of State	No. of Projects Initiated	No. of Projects Completed	No. of Projects Abandoned	No. of Projects Pending
1	Andhra Pradesh	468	445	0	23
2	Arunachal Pradesh	62	62	0	0
3	Assam	490	387	0	3
4	Bihar	1847	1846	0	1
5	Chhattisgarh	369	366	0	3
6	Gujarat	92	92	0	0
7	Haryana	112	108	4	0
8	Himachal Pradesh	348	346	0	2
9	Jammu Kashmir	282	282	0	0
10	Jharkhand	138	138	0	0
11	Karnataka	404	368	0	36
12	Kerala	95	95	0	0
13	Madhya Pradesh	529	495	0	34
14	Maharashtra	199	160	0	39
15	Manipur	43	42	0	1
16	Meghalaya	85	79	1	5
17	Mizoram	110	110	0	0
18	Nagaland	2532	2528	0	4
19	Odisha	1592	1566	0	26
20	Punjab	42	42	0	0
21	Rajasthan	547	509	20	18
22	Sikkim	102	102	0	0
23	Tamil Nadu	201	201	0	0

24	Telangana	775	765	4	6
25	Tripura	54	54	0	0
26	Uttarakhand	75	73	0	2
27	Uttar Pradesh	177	172	1	4
28	West Bengal	820	685	0	135
	Total	12590	12218	30	342

Source: Data collected through the schedule for Local Bodies

Out of the 12590 projects initiated 12218 are seen completed. Only 30 were abandoned and 342 works are to be completed. Out of the 342 incomplete projects 135 are from West Bengal followed by 39 from Maharashtra, 36 from Karnataka, 34 from Madhya Pradesh.

The local bodies of Rajasthan have the highest number of projects abandoned. In Haryana and Telangana four projects each were abandoned and in Meghalaya and Uttar Pradesh one each has been abandoned. All the works initiated have been completed in the States of Arunachal Pradesh, Gujarat, Jammu Kashmir, Jharkhand, Kerala, Mizoram, Punjab, Sikkim, Tamil Nadu and Tripura.

Another parameter for the assessment of the capabilities of the planning units especially, the Gram Panchayats and urban local bodies is the conduct of social Audit of the scheme. It also may be reckoned as a criterion for people's participation in planning and implementation. The details of Social audit conducted in the visited local bodies are provided in Table No. 2.4.10.

Table No. 2.4.10: Details of Social Audit Conducted in the Selected Gram Panchayats and Urban Local Bodies

Sl. No	Name of State	No. of Gram Panchayats Visited	No. of Gram Panchayats Conducted Social Audit	%	No. of ULBs Visited	No. of ULBs Conducted Social Audit	%
1	Andhra Pradesh	12	0	0	2	0	0
2	Arunachal Pradesh	12	0	0	-	-	-
3	Assam	24	12	50	2	1	50
4	Bihar	48	11	22.92	6	0	0
5	Chhattisgarh	24	20	83.33	4	4	100
6	Gujarat	24	1	4.17	3	0	0
7	Haryana	12	0	0	2	0	0
8	Himachal Pradesh	12	0	0	2	0	0
9	Jammu Kashmir	24	0	0	3	0	0
10	Jharkhand	36	0	0	4	0	0
11	Karnataka	24	8	33.33	4	0	0
12	Kerala	12	0	0	2	0	0
13	Madhya Pradesh	48	48	100	8	8	100
14	Maharashtra	24	24	100	4	2	50
15	Manipur	14	0	0	-	-	-
16	Meghalaya	12	0	0	1	0	0
17	Mizoram	12	0	0	-	-	-
18	Nagaland	24	0	0	2	0	0
19	Odisha	36	4	11.11	6	2	33.33
20	Punjab	12	0	0	2	0	0
21	Rajasthan	24	15	62.5	4	0	0
22	Sikkim	12	5	41.67	1	1	100
23	Tamil Nadu	24	0	0	4	0	0
24	Telangana	24	0	0	4	0	0
25	Tripura	12	0	0	2	0	0
26	Uttar Pradesh	48	2	4.17	8	2	25
27	Uttarakhand	12	0	0	2	0	0
28	West Bengal	24	12	50	4	2	50
	Total	626	162	25.89	86	22	25.88

Source:

Only 25.89 per cent Gram Panchayats and 25.58 per cent Urban Local Bodies visited have conducted social audit of the scheme. All the Gram Panchayats and Urban Local Bodies have conducted social audit in Madhya Pradesh. All Gram Panchayats and 50 per cent Urban Local Bodies undertook social audit in Maharashtra. In the State of Chhattisgarh, 20 out of the 24 Gram Panchayats and all Urban Local Bodies visited have undertaken social audit.

Conclusion

Administrative and technical capabilities of the Gram Panchayats and Urban Local Bodies have been examined within the perspective of new public management. The parameters considered to assess the capabilities are of two type's viz. (a) capability to

plan and implement schemes (b) planning and implementing adhering to the principles of empowering and participating people. As far as the capability of local bodies in planning and implementation are concerned almost all of them had made good performance irrespective of the availability of administrative and technical officials and the technical support received. Projects initiated by the local bodies were completed without much delay and almost all the assets created maintained quality and are useful to the community. As far as people's participation, transparency and accountability are concerned local bodies in the States that have undertaken effective capacity building programmes made good performance. The local bodies in the States of Maharashtra, Madhya Pradesh, West Bengal, Chhattisgarh, Assam (Except Kokrajhar District coming under BTC) Rajasthan, Sikkim, Odisha, Andhra Pradesh, and Telangana have made better performance. The local bodies in these States have uploaded action plan in *plan plus*, maintained asset register and attempted social audit. The local bodies in these States have adhered to the principles of decentralized planning while in other States scheme was implemented only as a development Scheme. Never the less, it may be noted that the BRGF scheme has enhanced the capabilities of elected representatives and functionaries all over the States.

2.5. Mitigation of Backwardness

2.5.1. Introduction

The main objective of the Backward Region Grant Fund was to redress regional imbalances in development and reducing the backwardness. The funds were provided to bridge critical gaps in local infrastructure and any other development requirements that are not being adequately met through existing inflows. An investment for the creation of valuable and productive assets which will augment the economic activities of the area leads to the mitigation of backwardness. Projects for the supply of drinking water, minor irrigation, improvement of rural connectivity like roads and bridges directly mitigate the backwardness whereas the construction of community halls, marriage halls, Panchayat bhawans and resource centres also may be able to address the underdevelopment and enhance the welfare of the local community. In this context the projects undertaken by the local bodies in various States under the scheme were expected to achieve physical entitlements. It is important to estimate and examine the projects implemented by the local bodies and to see whether these projects are capable to address the backwardness of the project area.

2.5.2. Objectives

To assess whether the projects implemented by the local bodies in various States helped to mitigate the backwardness of the area.

2.5.3. Methodology

The tools used for collecting information were focusing on the nature of scheme, details of assets created, issues addressed, current status and reflections of the local community. Verification of assets, action plans, work files, interaction with the elected functionaries and officials, focus group discussions with the stakeholders were done.

2.5.4. Presentation and Discussion of Data

In the decentralized planning under BRGF the 'felt needs' of the area has been



Construction of House under BRGF in Longching GP, Mon District, Nagaland State

identified from the local community through Gram Sabhas and Ward Sabhas. There have not been any sectoral priorities fixed by the Ministry of Panchayati Raj. But in Madhya Pradesh the State Government has spelt out to the

BRGF districts a set of priorities in the form of telephone connectivity to all Gram Panchayats, *Apna Ghar* in each Gram Panchayats etc. In Nagaland instructions were issued to give priority to the housing scheme. In Jharkhand only three types of projects viz, anganwadi buildings, school buildings and roads & bridges were mainly undertaken. In almost all the States construction of angnwadi buildings, Panchayat Bhawans, roads



Construction of bridge under BRGF at Virusali river in Thirumanavayal VP, Sivaganga District, Tamil Nadu State

etc. had been given priority. It is seen that investment in productive sector like agriculture, animal husbandry, fisheries and small scale industries have received less priority. The item wise number of projects implemented by the Gram Panchayats (visited) in the States is provided in Table No.2.5.1

Table No. 2.5.1 Category Wise Number of Projects Undertaken by the State

Sl. No.		1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	
	Category of Work	Andhra Pradesh	Arunachal Pradesh	Assam	Bihar	Chhattisgarh	Gujarat	Haryana	Himachal Pradesh	Jammu Kashmir	Jharkhand	Karnataka	Kerala	Madhya Pradesh	Maharashtra	Manipur	Meghalaya	Mizoram	Nagaland	Odisha	Punjab	Rajasthan	Sikkim	Tamil Nadu	Telangana	Tripura	Uttar Pradesh	Uttarakhand	West Bengal	Total
1.	Road Concreting, Brick Soling, Black Topping, Foot Path etc	259	21	286	997	52	37	17	95	77	32	84	-	70	133	-	29	12	68	919	5	276	10	98	216	9	136	28	312	4278
	Bridges/Culverts	13	-	11	17	45	1	-	9	19	1	29	1	10	4	2	1	6	1	93	-	19	6	8	16	2	14	-	58	386
	Drainage/Gutter line	65	-	57	223	35	16	-	61	34	8	40	-	4	7	1	-	2	13	14	10	88	8	26	335	4	12	-	44	1107
	Total	337	21	354	1237	132	54	17	165	130	41	153	1	84	144	3	30	20	82	1026	15	383	24	132	567	15	162	28	414	5771
2.	Productive sector Agriculture	-	4	17	1	13	-	-	6	18	-	-	-	16	-	-	3	3	2	7	-	2	1	-	-	1	-	-	3	97
	Minor	-	6	13	-	-	-	-	4	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	24

	Irrigation																													
	Soil Conservation	-	-	-	-	-	-	-	2	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	2		
	Water Conservation	-	-	3	-	-	-	8	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	12		
	Fisheries / Fisheries Ponds	-	13	16	-	-	-	-	-	1	-	-	-	-	-	-	7	-	-	-	-	-	-	-	-	-	-	37		
	Veterinary Service Building	-	-	1	-	-	-	-	-	-	-	-	6	-	-	-	-	-	-	4	-	-	1	-	-	-	-	12		
	Godowns /Shop Building	-	-	-	-	41	-	-	-	-	-	-	1	8	-	-	-	2	3	-	-	-	1	-	-	-	-	56		
	Markets	-	-	6	-	-	1	-	-	-	-	-	2	2	1	1	3	2	-	-	-	1	-	-	-	-	5	24		
	Total	0	23	56	1	54	1	8	12	19	0	1	1	32	2	1	4	15	7	7	0	6	2	2	1	1	0	0	8	264
	3.	Panchayat Building /Extension/Others Infrastructures	33	-	14	-	1	6	-	46	6	36	65	5	18	27	-	-	3	2	239	4	16	3	-	14	-	3	-	47
Rajiv Gandhi Seva Kendra		-	-	-	-	6	-	-	-	-	-	2	-	-	-	-	1	-	-	-	-	-	-	-	-	9	1	19		
Total		33	0	14	0	7	6	0	46	6	36	67	5	18	27	0	0	4	2	239	4	16	3	0	14	0	3	9	48	607
4.	Community Hall/Co	-	-	24	29	2	1	2	26	-	-	1	-	47	2	13	4	10	8	1	3	9	4	2	39	-	1	2	2	232

5.	mmunity Centre/ Marriag e Hall																													
	Total	0	0	24	29	2	1	2	26	0	0	1	0	47	2	13	4	10	8	1	3	9	4	2	39	0	1	2	2	232
	Electrici ty Line Extensio n	-	-	1	-	1	-	-	-	-	-	-	-	2	-	-	1	-	-	-	-	-	-	-	-	9	-	-	-	14
	Street light/Sol ar Light/Hi gh Mast Light	-	-	2	112	-	1	17	4	1	-	9	-	-	-	-	-	-	-	-	2	2	-	-	14	1	-	-	1	166
	Total	0	0	3	112	1	1	17	4	1	0	9	0	2	0	0	1	0	0	0	2	2	0	0	14	10	0	0	1	180
6.	Health, Building to Health Instituti ons	4	-	-	-	6	-	1	1	-	-	8	-	10	5	-	-	-	-	4	-	5	-	2	-	5	1	-	6	58
	Repairs to Health Institute	-	-	-	-	-	1	-	-	-	4	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	5	
	Total	4	0	0	0	6	1	1	1	0	4	8	0	10	5	0	0	0	0	4	0	5	0	2	0	5	1	0	6	63
7.	Educati on School Building / Class Room/C ompound Wall/Kit chen	7	2	11	1	23	5	12	17	-	-	18	-	16	9	-	17	1	9	216	1	14	9	3	19	3	3	2	38	456
	Hostels	1	-	-	-	-	-	-	-	-	-	-	-	18	3	1	2	-	1	21	-	1	-	-	-	1	-	-	1	50

	Total	8	2	11	1	23	5	12	17	0	0	18	0	34	12	1	19	1	10	237	1	15	9	3	19	4	3	2	39	506
8.	Women & Child Welfare. Anganwadi Building / Kitchen/Compound Wall	7	-	-	-	12	-	20	14	1	21	19	8	92	7	-	-	-	4	61	2	30	1	4	3	3	4	1	77	391
	Buildings for SHGs/ Women Training Centres	-	-	2	-	1	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	4
9.	Total	7	0	2	0	13	0	20	15	1	21	19	8	92	7	0	0	0	4	61	2	30	1	4	3	3	4	1	77	395
	Drinking Water/ Well/Pipe Line/ Line Extension/ Hand Pump/Tank	56	14	-	450	100	6	4	11	16	30	43	6	6	-	1	3	4	14	-	6	19	11	35	96	-	-	5	138	1074
10.	Total	56	14	0	450	100	6	4	11	16	30	43	6	6	0	1	3	4	14	0	6	19	11	35	96	0	0	5	138	1074
	Garbage Disposal	-	-	-	-	1	3	-	-	1	-	-	5	6	-	-	-	-	2	-	-	-	1	-	-	2	-	-	-	21
	Toilets	-	-	-	-	4	-	1	3	48	-	7	-	-	-	5	-	-	6	-	-	2		1	1		-	7	14	99
	Total	0	0	0	0	5	3	1	3	49	0	7	5	6	0	5	0	0	8	0	0	2	1	1	1	2	0	7	14	120
11.	Other Infrastructure(Compound	2	-	11	7	-	-	-	-	-	-	-	-	-	-	-	2	8	-	4	1	35	4	3	4	-	1	2	14	98

Wall/ Boundary Wall to Public Instituti ons	Bathing Ghats	-	-	-	-	-	-	-	-	5	-	-	-	-	-	-	-	4	1	-	-	-	-	-	-	-	-	-	10	
	Burials/ Cremati on and Ameniti es	-	-	-	-	13	-	-	2	-	-	-	1	7	-	-	-	2	-	-	2	6	14	-	1	2	1	-	-	51
	Play Ground/ Gymnas ium/ Stadium / Sports Complex	-	-	-	-	-	-	-	-	-	-	-	3	-	1	1	1	-	-	-	-	-	-	-	3	-	-	3	12	
	Bus Stand/W aiting Shelter	-	-	-	-	-	-	-	-	-	-	-	3	-	4	-	-	-	-	-	-	9	-	-	1	-	4	-	21	
	Park/Ch ildren's Park	-	-	1	-	-	-	26	-	4	-	-	-	1	-	7	2	5	7	-	2	2	5	-	3	1	-	2	-	68
	Cultural Building / Library	-	-	10	-	-	-	-	-	-	-	5	-	-	-	1	-	3	1	-	-	-	2	-	-	-	-	-	-	22
	Platform (Chabut hara)	-	-	-	11	-	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	12
	Protecti on Wall/Re taining Wall	-	-	-	-	-	4	-	14	40	-	8	-	-	-	-	7	-	11	-	-	-	-	2	5	-	1	7	39	138

	C.D Works	-	-	-	-	-	3	-	-	-	-	-	-	-	-	-	-	-	6	-	-	-	1	-	-	-	-	-	10		
	Public Building /Multipurpose Hall/ Pavilion	-	-	1	-	-	1	-	-	-	-	-	-	1	-	1	9	2	15	3	-	3	1	-	-	1	-	2	6	46	
	Parking Ground	-	-	-	-	-	-	-	10	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	10		
	Shopping Complex	-	-	-	-	-	-	-	4	-	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	1	-	6	
	Staff Quarters	-	-	-	-	-	-	-	-	1	-	-	-	-	-	-	-	3	-	-	-	2	1	-	-	-	-	-	-	7	
	PDS Building	-	-	-	-	4	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	6	-	-	-	-	-	10	
	Total	2	0	23	11	17	8	26	30	45	6	13	1	15	0	14	21	24	34	17	6	49	36	12	13	8	3	18	62	514	
	12.	Others [Fencing/ Flood Control/ Internet connection/ATM Booth/Traffic Point/Panel Board/Houses/Direction Board/Houses/Training Hall/Village Court/Town	21	2	3	6	9	6	4	18	15	-	65	68	183	-	5	3	32	2363	-	3	11	11	8	8	6	-	3	11	2864

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Source – Data collected through Schedules for Gram Panchayatys / ULBs



Construction of link road under BRGF in Dilman GP, Sirmaur District, Himachal Pradesh State

The total number of projects undertaken by the 712 local bodies (visited) is 12590. Out of the total works 45.84 per cent works are related with road connectivity. The second priority category of works is the projects related to drinking water and 8.53 per cent works belong to this category. Out of the works included in the connectivity category 8.79 per cent are drainage work. It is seen that 4.82 per cent projects are construction of Panchayat Bhavans. In the States of Himachal Pradesh, Karnataka, Odisha, West Bengal etc the number of Panchayat Bhavans are high since the work was undertaken in a phased manner. More than four per cent works are related with the

construction of school buildings and additional class rooms. Around 3.14 per cent works are related with the construction of buildings to the Anganwadi. Only 2.1 per cent projects belong to the productive sector. On analyzing the average number of works per local body, the highest number of works per local body is in the State of Nagaland. In Nagaland instructions were issued from the State level to give priority to the housing scheme and each individual house has been reckoned as a separate project. Hence the average number of project per local body has become 97. It is followed by Odisha (38), Bihar (34) Andhra Pradesh (33) and West Bengal (29). The average number of works per local body is very low (3) in the States of Uttar Pradesh, Manipur, Gujarat, Punjab, Tripura and Jharkhand. The average number of projects under taken by the local bodies visited in each State is provided in Table No 2.5.2



Construction of CC drain from Gandhinagar Samsan towards Astaprahare Sunabeda Municipality, Koraput District, Odisha State

Table No 2.5.2 Average Number of Projects Undertaken in Various Districts in each States.

Sl. No	Name of State	Total Number of Projects	No of Local Bodies Visited	Average Number of Projects undertaken by a Local Body
1.	Andhra Pradesh	468	14	33
2.	Arunachal Pradesh	62	12	5
3.	Assam	490	26	19
4.	Bihar	1847	54	34
5.	Chhattisgarh	369	28	13
6.	Gujarat	92	27	3
7.	Haryana	112	14	8
8.	Himachal Pradesh	348	14	25
9.	Jammu & Kashmir	282	27	10
10.	Jharkhand	138	40	3
11.	Karnataka	404	28	14
12.	Kerala	95	14	7
13.	Madhya Pradesh	529	56	9
14.	Maharashtra	199	28	7
15.	Manipur	43	14	3
16.	Meghalaya	84	13	6
17.	Mizoram	111	12	9
18.	Nagaland	2532	26	97
19.	Odisha	1592	42	38
20.	Punjab	42	14	3
21.	Rajasthan	547	28	20
22.	Sikkim	102	13	8
23.	Tamil Nadu	201	28	7
24.	Telangana	775	28	28
25.	Tripura	54	14	4
26.	Uttar Pradesh	177	56	3
27.	Uttarakhand	75	14	5
28.	West Bengal	820	28	29
	Total	12590	712	18

Source: Data Compiled from Gram Panchayat/ULBs Schedule

The number of projects by district in the States of Nagaland, Odisha, Andhra Pradesh, Bihar, West Bengal, Telangana and Himachal Pradesh are comparatively high. This is due to the small size of projects like hand pumps, tube wells, solar lights, drainages, platforms and repair works to various institutions. The average number of projects per district in the States of Punjab (42), Manipur (43), Uttar Pradesh (44), Gujarat (46), Jharkhand (46) and Tripura (54) are comparatively low and the reason for this may be attributed to the fact that Gram Panchayats have not implemented projects in these States.

The details of expenditure incurred on various categories of works are provided in Table No.2.5.3

Table 2.5.3 Category wise Investment Made Various Categories of Works (Rs.In Lakhs)

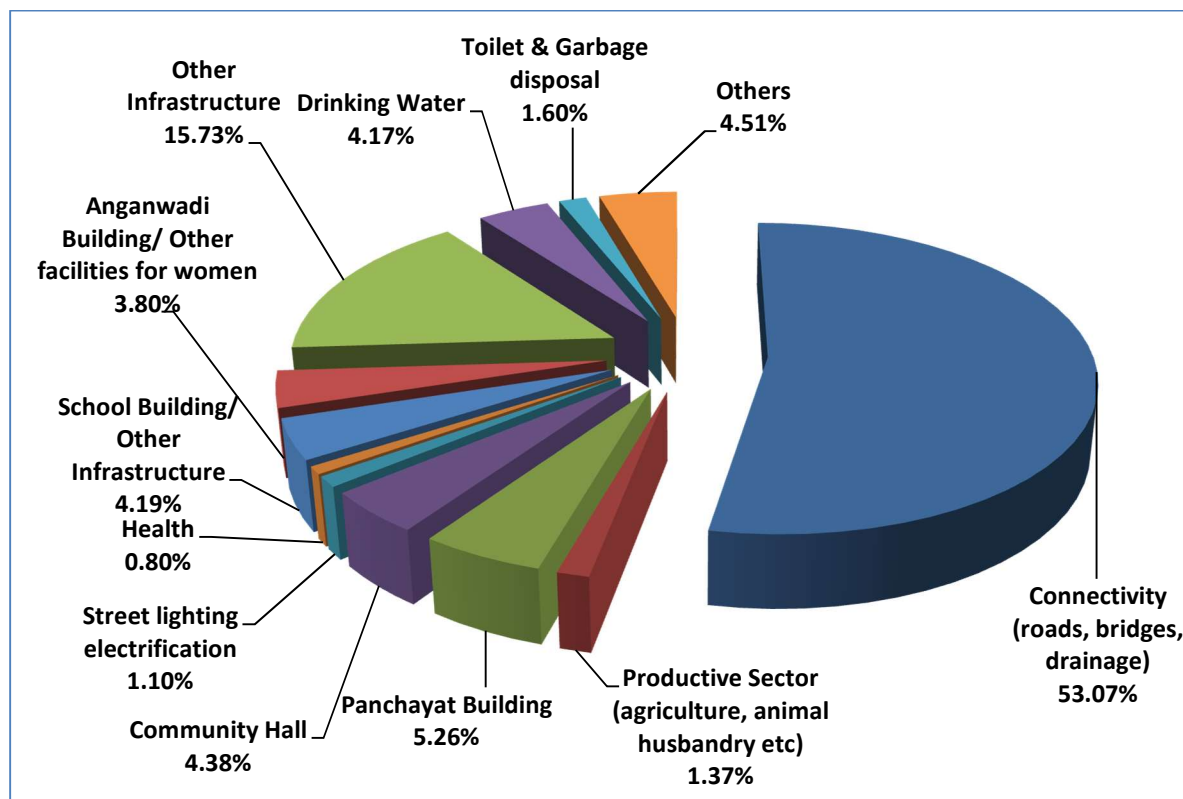
Sl. No	Sector	1	2	3	4	5	6
	Connectivity (roads, bridges, drainage)		Productive sector (agriculture, animal husbandry etc)	Panchayat Building	Community Hall	Street lighting electrification	Health
Andhra Pradesh	601.47	0.00	23.16	0.00	0.00	5.85	
Arunachal Pradesh	46.78	18.11	0.00	0.00	0.00	0.00	
Assam	1644.91	127.44	72.44	356.26	17.55	0.00	
Bihar	2673.45	3.79	0.00	109.54	69.54	0.00	
Chhattisgarh	286.79	12.42	48.00	28.71	0.19	12.98	
Gujarat	68.13	4.99	58.82	3.80	8.35	1.25	
Haryana	82.41	36.81	0.00	43.69	107.69	1.30	
Himachal Pradesh	477.98	7.82	78.33	60.83	4.33	0.22	
Jammu Kashmir	156.35	9.59	49.70	0.00	1.99	0.00	
Jharkhand	266.81	3.94	512.24	0.00	0.00	3.94	
Karnataka	266.02	2.17	67.44	1.00	8.65	74.91	
Kerala	6.00	41.83	117.22	0.00	0.00	0.00	
Madhya Pradesh	1004.30	60.90	76.55	209.36	10.50	37.70	
Maharashtra	610.07	46.75	82.79	3.99	0.00	6.23	
Manipur	5.00	10.00	0.00	64.00	0.00	0.00	
Meghalaya	164.71	7.55	0.00	30.30	1.12	0.00	
Mizoram	92.50	5.00	22.00	116.00	0.00	0.00	
Nagaland	811.65	1.50	4.86	81.63	0.00	0.00	
Odisha	2289.41	16.50	64.57	38.10	0.00	5.00	
Punjab	143.02	0.00	27.00	8.89	35.97	0.00	
Rajasthan	1670.23	7.00	63.01	23.59	2.93	18.65	
Sikkim	109.16	12.15	33.61	25.92	0.00	0.00	
Tamil Nadu	646.92	3.88	0.00	17.00	0.00	5.99	
Telangana	1032.42	0.43	105.68	97.13	87.85	0.00	
Tripura	365.71	5.00	0.00	0.00	2.41	62.50	
Uttarakhand	87.33	0.00	97.03	79.00	0.00	0.00	
Uttar Pradesh	973.40	0.00	37.25	10.00	0.00	1.23	
West Bengal	780.68	2.90	79.80	24.53	1.07	22.73	
Total	17363.6	448.47	1721.5	1433.2	360.14	260.48	

7	School Building/ other Infrastructure	20.99	26.50	50.18	74.02	0.00	58.76	860.93
8	Anganwadi Building/ other facilities for women	4.00	0.00	0.00	29.93	0.00	17.70	116.52
9	Other infrastructure	56.86	4.80	227.47	0.00	0.00	45.42	2553.15
10	Drinking water	3.79	0.00	19.36	84.35	0.00	10.97	2974.79
11	Toilet & Garbage disposal	96.01	38.65	147.44	96.63	3.00	8.03	778.85
12	Others	78.44	0.00	46.03	0.80	24.15	51.99	346.75
		61.29	129.73	82.75	12.59	5.00	40.00	603.26
		19.93	15.42	208.39	9.42	5.00	22.50	910.17
		0.00	1.44	141.43	10.62	20.55	17.70	409.37
		0.00	109.81	8.26	53.66	0.00	0.00	958.66
		63.13	62.04	397.67	25.74	24.75	15.65	1009.17
		0.00	26.14	46.56	29.58	52.40	112.39	432.12
		60.00	381.68	59.25	236.75	149.25	236.94	2523.18
		16.24	15.67	0.00	0.00	0.50	0.00	782.24
		2.00	0.00	86.64	3.00	17.00	34.36	222.00
		54.40	0.00	115.82	9.19	0.00	4.00	387.09
		4.00	0.00	8.00	28.20	0.00	257.44	533.14
		17.42	21.05	1201.15	142.92	41.13	297.45	2620.76
		574.56	90.49	91.66	0.00	0.00	0.00	3170.29
		3.81	5.44	28.45	63.31	0.00	9.36	325.25
		31.56	62.92	136.26	44.17	10.00	4.41	2074.73
		40.08	2.05	97.88	43.66	2.19	67.05	433.75
		6.30	28.69	43.22	76.64	2.50	37.03	868.17
		40.29	5.50	42.09	117.13	0.11	14.82	1543.45
		35.30	1.71	1703.11	0.00	140.00	105.47	2421.21
		2.06	2.46	97.19	3.04	18.59	7.25	393.95
		8.18	5.97	17.71	0.00	0.00	0.00	1053.74
		71.67	205.49	43.16	169.78	8.15	0.00	1409.96
		1372.31	1243.65	5147.13	1365.13	524.27	1476.69	32716.65

Source: Data Compiled from Gram Panchayat and ULB Schedules

The total investment made by the selected local bodies across 28 States is Rs. 32716.65 lakhs. The investment pattern of funds by the local bodies is provided in Figure No.2.5.1

Figure 2.5.1: Investment Pattern of Funds under BRGF by Selected Local Bodies across States



Source: Table 2.5.3

The local bodies have invested 53.08 per cent of funds on rural connectivity including roads, bridges, and drainages.

The second major investment (15.73%) is seen made in other infrastructure including compound wall to public institutions, burial grounds and graveyards, protection wall, stadium, playground,



Formation of Road under BRGF from Biswaram Para to Dabaram Para, Dhalai District, Tripura State

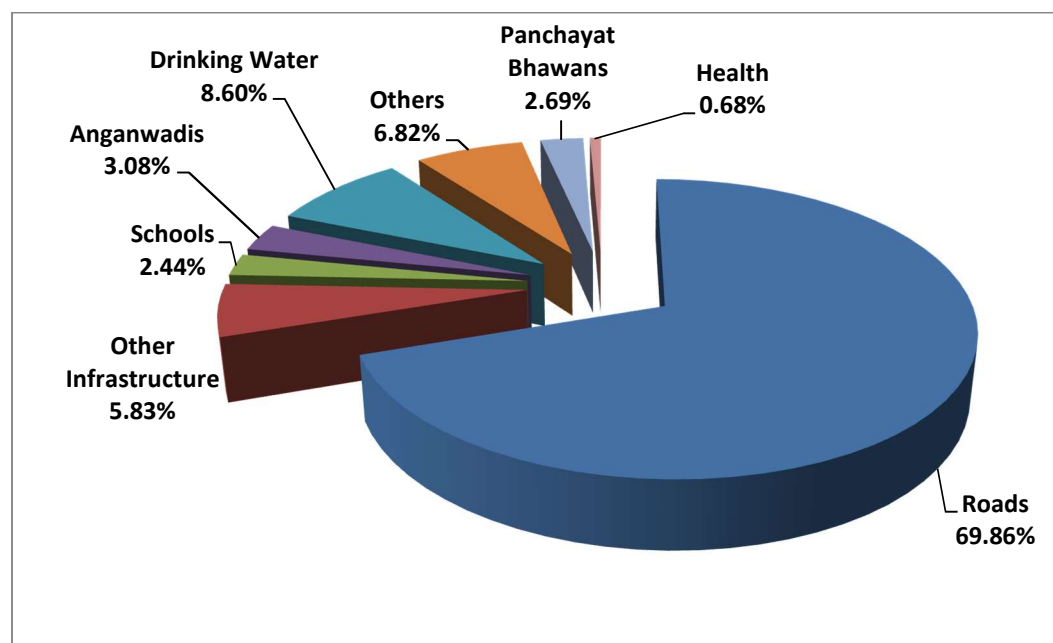
bus stand, cultural buildings, library, shopping complex etc. More than five per cent of the funds are seen invested for the construction of Panchayat Bhavans, 4.38 per cent on community halls and 4.19 per cent for construction of school buildings and additional

class rooms, 4.17 per cent is seen invested on providing drinking water. It is found that 3.80 per cent has been spent for the construction of Anganwadi building. The investment on productive sector is only 1.37 per cent. The investment pattern of local bodies varies from State to State. In the State of Arunachal Pradesh investment is seen made on five sectors only, while the local bodies in West Bengal have spent the funds on almost all the development sectors. The State of Uttar Pradesh gives a picture of an investment pattern where 92.38 per cent of funds received are seen utilized on connectivity.

- **Andhra Pradesh**

Fourteen local bodies visited in the State of Andhra Pradesh have spent 69.86 per cent on roads and construction of drainages. The second priority was for providing drinking water and has utilized 8.6 per cent funds for the purpose. It is worked out that 2.44 per cent funds have been utilized for the construction of school buildings and 3.08 per cent on construction of Anganwadi Buildings. The sector wise investment by the local bodies in Andhra Pradesh are given in Figure No. 2.5.2.

Figure 2.5.2 Sector wise Investment of Local Bodies under BRGF in Andhra Pradesh



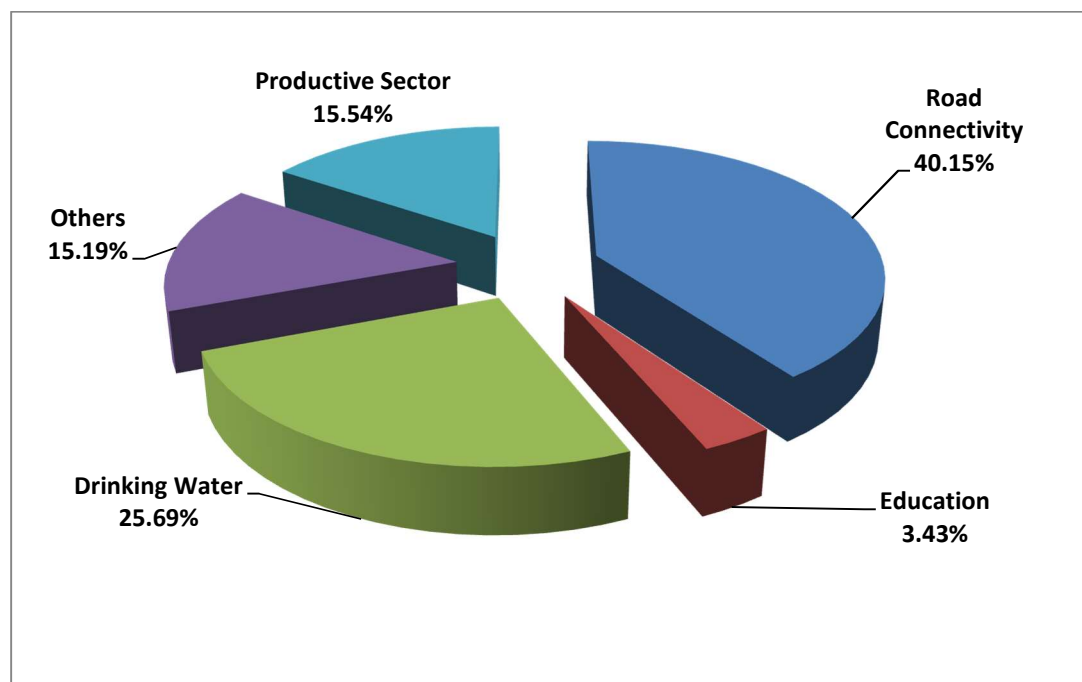
Source: Table 2.5.3

The local bodies in the State have not implemented any projects in productive sector. Only 0.68 per cent funds have been invested for the improvement of health infrastructure and 5.83 per cent funds are seen invested on other infrastructures which include hostels, boundary walls and bathing ghats.

- **Arunachal Pradesh**

The investment made from the BRGF fund in the selected and visited local bodies include road connectivity, productive sector, school buildings and drinking water. It is seen that 40.15 per cent funds were invested on roads and foot paths, but no drainage projects have been seen undertaken. One fourth (25.69%) of the funds have been utilized for providing drinking water and 15.54 per cent on productive sector. The major investment in the productive sector is on fisheries. Assistance has been provided for the construction of farm ponds. Two projects have been implemented for the construction of school buildings and the percentage of investment on education is 3.43.

Figure No. 2.5.3: Sector wise Investment of Local Bodies under BRGF in Arunachal Pradesh

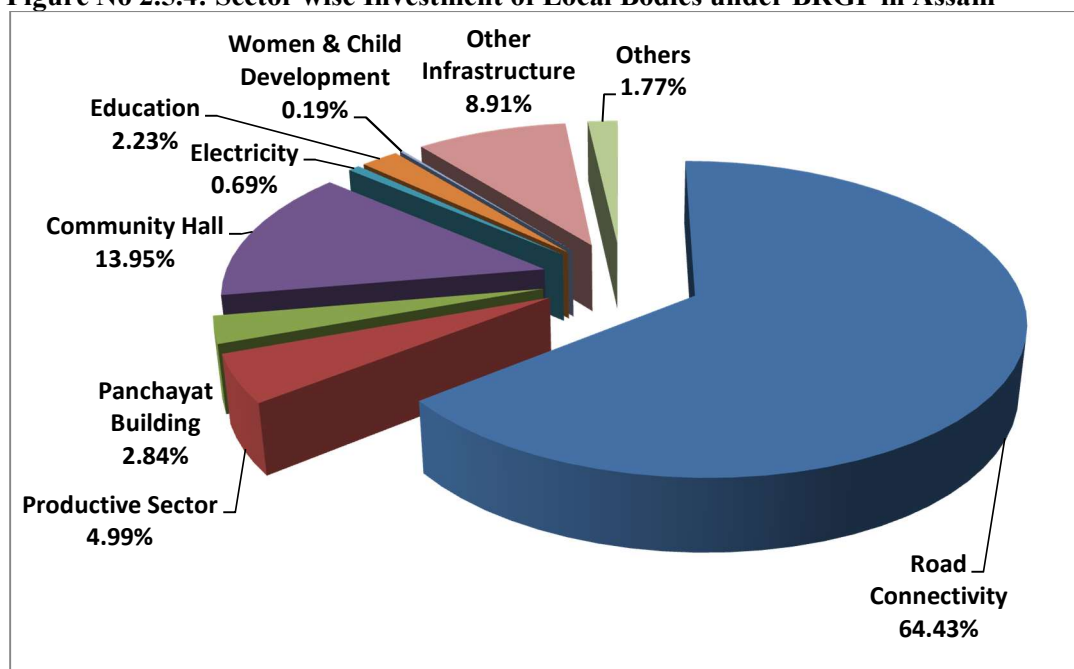


Source: Table 2.5.3

- **Assam**

The visited local bodies in Assam have invested 64.43 per cent of their receipt on roads, culverts and drainage followed by 13.95 per cent on community hall buildings and 8.91 per cent on other infrastructure such as markets, libraries, cultural buildings, parks, compound walls etc. The sector wise investment by the local bodies of Assam is given in Figure No. 2.5.4.

Figure No 2.5.4: Sector wise Investment of Local Bodies under BRGF in Assam



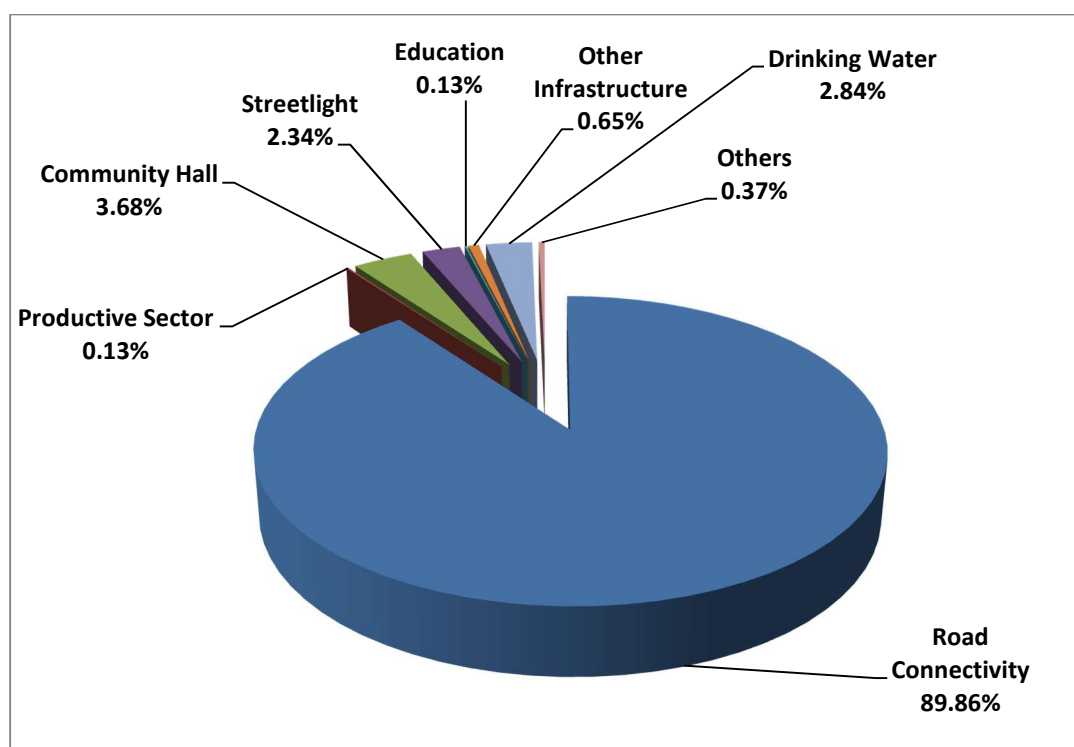
Source: Table 2.5.3

As per the data and field observation, around five per cent funds have been invested under productive sector and projects like fisheries ponds, irrigation canals, soil conservation, dams, agricultural buildings, etc have been constructed. Less than 3 per cent funds are seen used for the construction of Panchayat Buildings and less than one per cent (0.69%) on electricity line extension. The other investments include building for *yuva sangha*, ex.service personnel, rest shed, cycle stand etc.

- **Bihar**

Top priority has been given by the local bodies in Bihar for improving the road connectivity and 89.86 per cent funds were invested for the concreting, brick soling and black topping of roads. It is the highest among the States. Balance funds are seen invested in construction of community hall (3.68%), solar street lights (2.34%), drinking water (2.84%), productive sector (0.13%), education (0.13%) other infrastructure like shopping complexes (0.65%) and others (0.37%). The investment details by the local bodies in the State are given in Figure No 2.5.5

Figure No 2.5.5 Sector wise Investment of Local Bodies under BRGF in Bihar



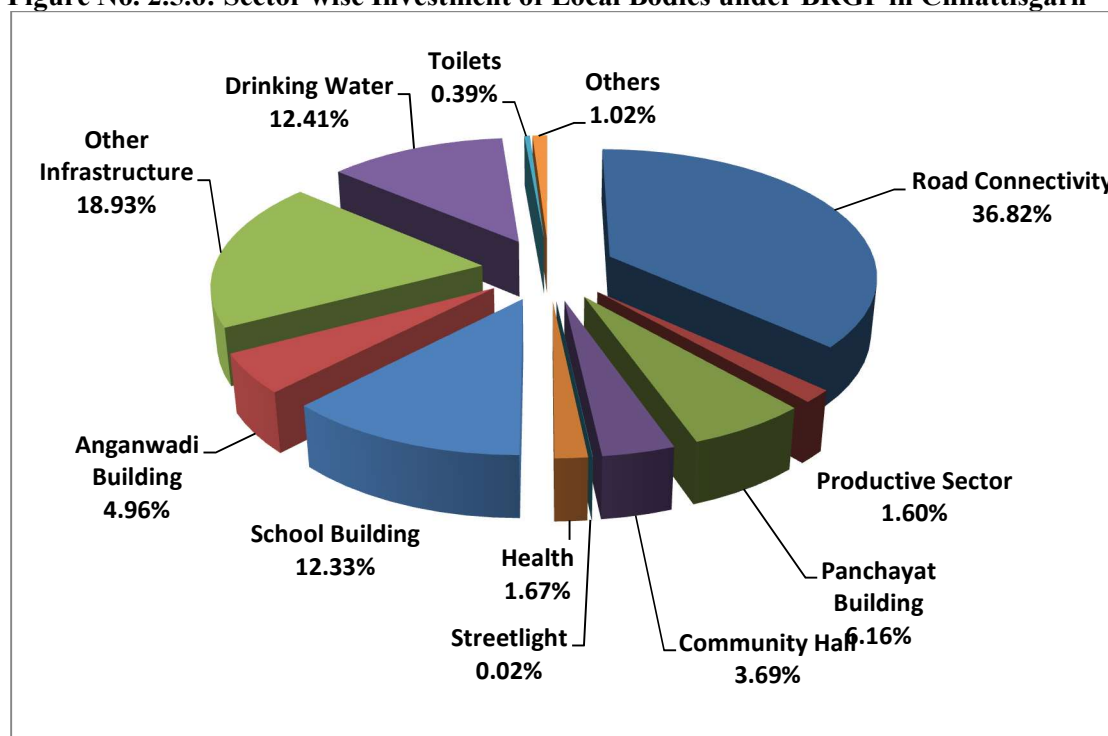
Source: Table 2.5.3

- **Chhattisgarh**

The local bodies in the State have made investment in almost all the sectors of development. Chhattisgarh has a distinction of spending only 36.82 per cent in road connectivity. Around one fifth (18.93%) of funds have been spent on other infrastructure which include protection walls, PDS shops, hostels etc. Almost equal importance has

been given other two sectors such as 12.41 per cent for providing drinking water and 12.33 per cent for the construction of school buildings. A small amount of fund (1.60%) is given to productive sector which include providing assistance to SHGs for self-employment. The investment details by the local bodies in the State are given in Figure No 2.5.6

Figure No. 2.5.6: Sector wise Investment of Local Bodies under BRGF in Chhattisgarh



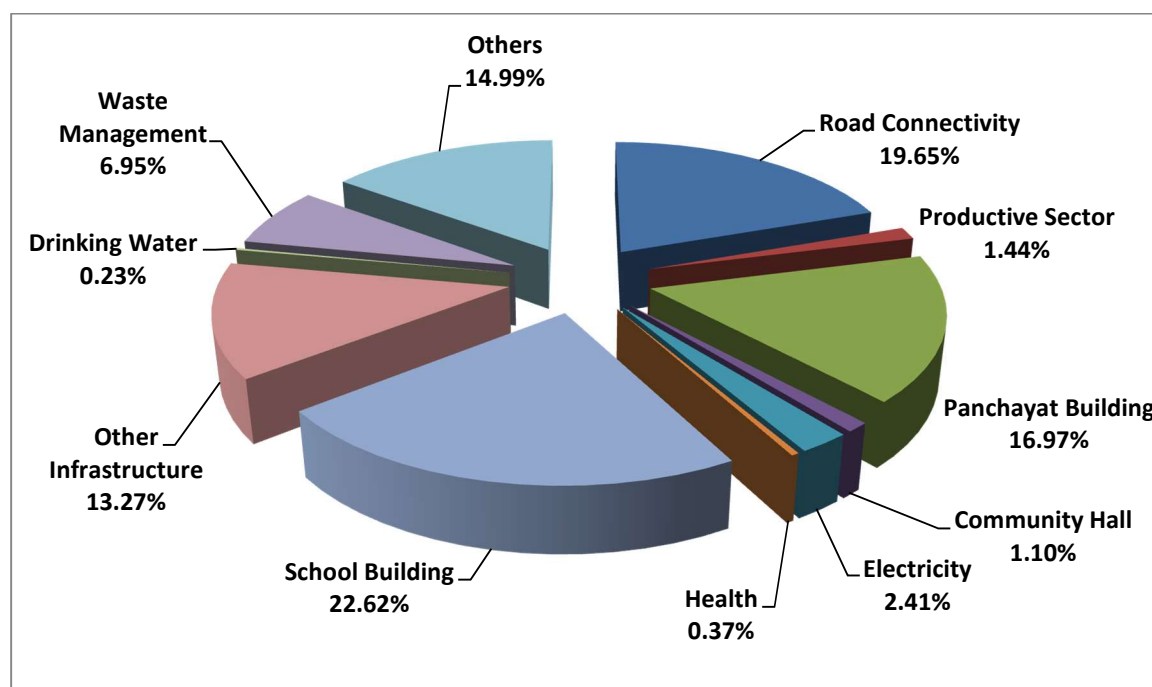
Source: Table 2.5.3

- **Gujarat**

The expenditure pattern on projects in the State of Gujarat is different among other States. Top priority has been given to school building and investment in this sector is recorded as 22.62 per cent. The expenditure on connectivity by the local bodies in the State is only 19.65 per cent while 13.27 per cent has been invested on other infrastructure projects, one among which is the construction of a *Bal Mandir* at a cost of 52.03 lakhs. The local bodies have invested 16.97 per cent on Panchayat buildings and 14.99 per cent on other related projects. Only less than one per cent (0.23 %) investment is seen on

drinking water. It is seen that some of the local bodies have given priority for garbage disposal also. The investment details by the local bodies in the State are given in Figure No 2.5.7

FigureNo.2.5.7: Sector wise Investment of Local Bodies under BRGF in Gujarat



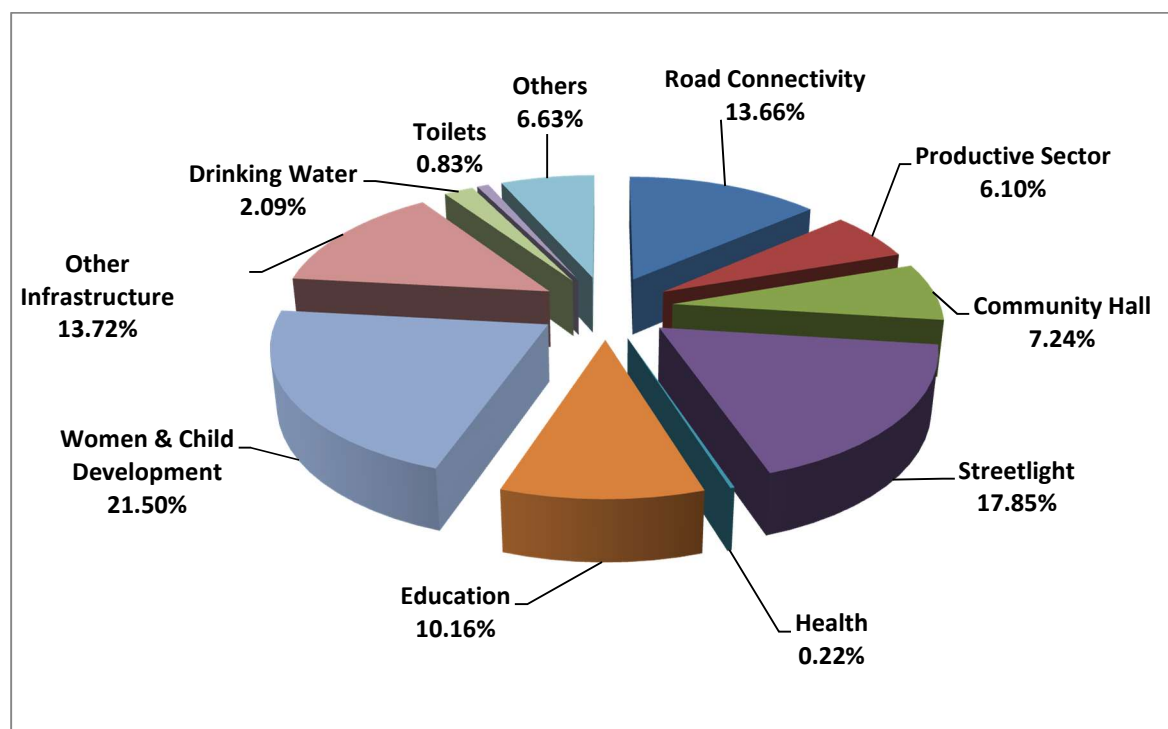
Source: Table 2.5.3

- **Haryana**

The priority sector for the local bodies in the State of Haryana has been development of Anganwadi centers. Total 322 Anganwadi building have been constructed and ‘Bala Project’ at a cost 69.10 lakhs has been implemented. Drinking water facilities and utensils including LPG connection have been provided to the Anganwadi centres. More than one fifth (21.50%) is utilized for Anganwadi centres, out of the total investment of Rs.603.26 crores. Around one tenth (10.16%) of funds were spent on education sector and 313 projects for construction of school buildings and additional class rooms are also seen implemented. It is found that Rs. 69.64 lakhs has been spent for constructing digital class rooms in Higher Secondary Schools. It is worthwhile to note that Rs.196.59 lakhs were spent for providing transport facility to girl students. Street lighting and solar street

lights was another attention, 17.85 per cent funds have been spent on it and 13.72 per cent funds are seen invested for construction of other infrastructure like libraries, boundary walls, parks, play grounds, gymnasium, etc. The local bodies have utilized 6.10 per cent of funds in productive sector and the amount was utilized fully for water conservation. As per the available data, 7.24 per cent is utilized on community halls. Only 13.66 per cent funds have been invested in road connectivity including improvement of roads and drainages. Some investment has been noticed on sectors drinking water (2.09%) and sanitation (0.83%). Figure No.2.5.8 give sector wise investment of visited local bodies in the State.

Figure No. 2.5.8: Sector wise Investment of Local Bodies under BRGF in Haryana



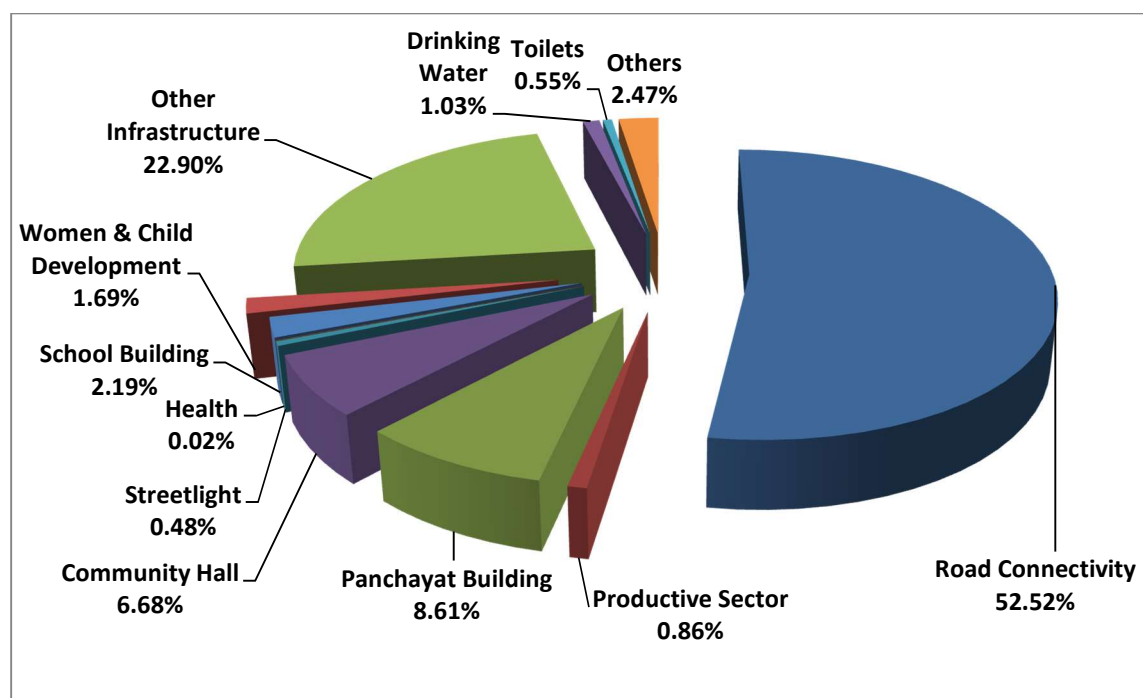
Source: Table 2.5.3

- **Himachal Pradesh**

The local bodies in Himachal Pradesh have spent more than half of the fund (52.52%) on road connectivity. The second priority sector for the local bodies in the State has been provided for other infrastructure like protection wall, shopping complex, parking ground and beatification of Town. It is seen that Rs. 10 lakhs has been spent for beatification of

town and Rs. 108.71 lakhs on construction of parking grounds. As per the investment pattern, 8.61 per cent funds have been utilized for the construction of office buildings of Gram Panchayats and 6.68 per cent invested on community halls. Only 2.19 per cent has been spent for construction of school buildings and 1.69 per cent for Anganwadi building. Attention on other sectors is very peripheral in which investment has been seen made on toilets (0.55%), health (0.02%) productive sector (0.86 %), drinking water (1.03%), street lighting (0.48 %) and others (2.47%). The other projects include rain shelter, slaughter house, assistance to individual house construction etc. The investment details by the local bodies in the State are given in Figure No 2.5.9.

Figure No 2.5.9: Sector wise Investment of Local Bodies under BRGF in Himachal Pradesh



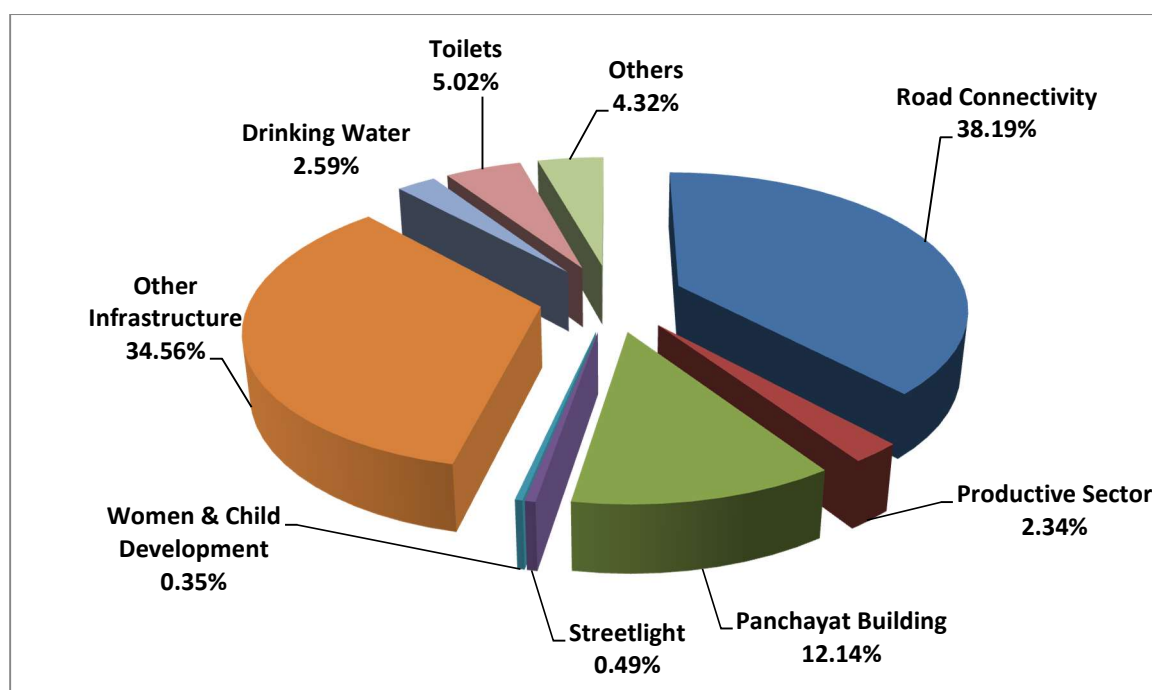
Source: Table 2.5.3

- **Jammu Kashmir**

The local bodies visited in the State have spent 38.19 per cent of their receipt on connectivity including improvement of roads, construction of culverts and foot paths. It is noticed that 34.56 per cent of the allocation has been utilized for construction of other infrastructures like retaining walls, staff quarters, bus waiting shed, playground etc. More

than one tenth (12.14%) of funds have been utilized for the construction of office buildings of *Halqua Panchayats* and Urban Local Bodies. Irrigation bunds, pond renovation works etc. have been undertaken under productive sector and the investment on productive sector are 2.34 per cent. Only 2.59 per cent funds have been spent for providing drinking water. The other sectors undertaken by the local bodies are toilets (5.02%) and other works like purchase of JCB, other equipment etc (4.32%) and street lighting (0.49%), Figure No. 2.5.10 depicts the sector wise investment

Figure No.2.5.10 Sector wise Investment of Local Bodies under BRGF in Jammu Kashmir

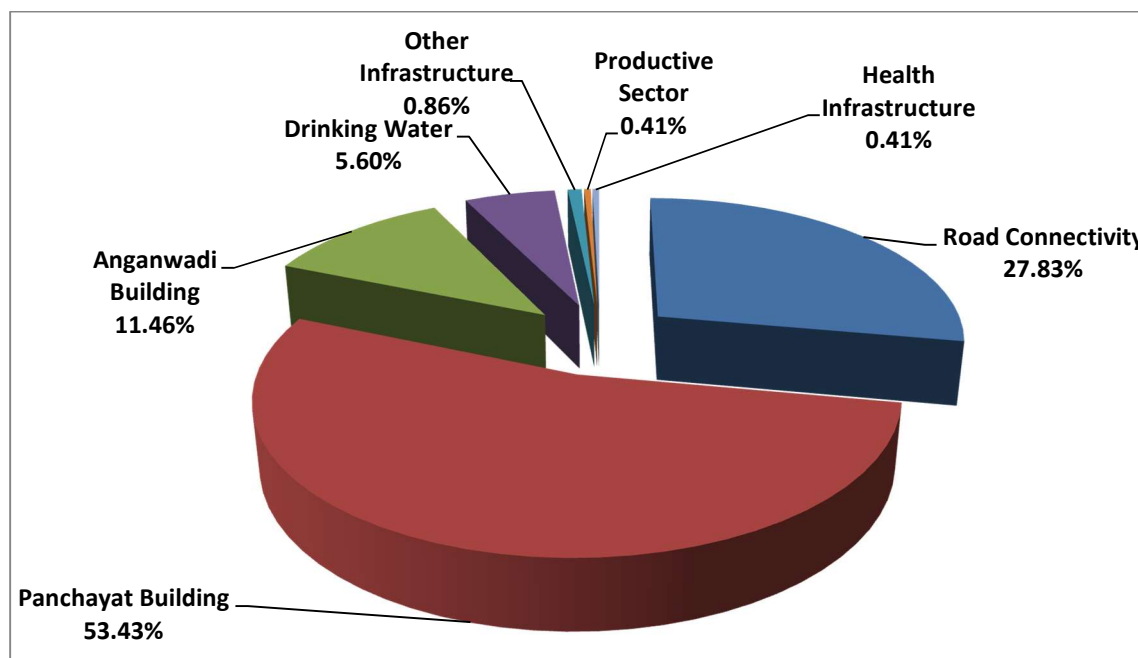


Source: Table No 2.5.3

- **Jharkhand**

The major investments made by the local bodies in the State are construction of Panchayat *Bhavans* (53.43%), connectivity (27.83%) and on Anganwadi buildings (11.46%). The other investments are 5.60 per cent on drinking water, 0.86 per cent on other infrastructure 0.41 per cent each on productive sector and health infrastructure. The other infrastructure is construction of bathing ghats. The investment details by the local bodies in the State under BRGF are given in Figure No 2.5.11.

Figure No.2.5.11: Sector wise Investment of Local Bodies under BRGF in Jharkhand

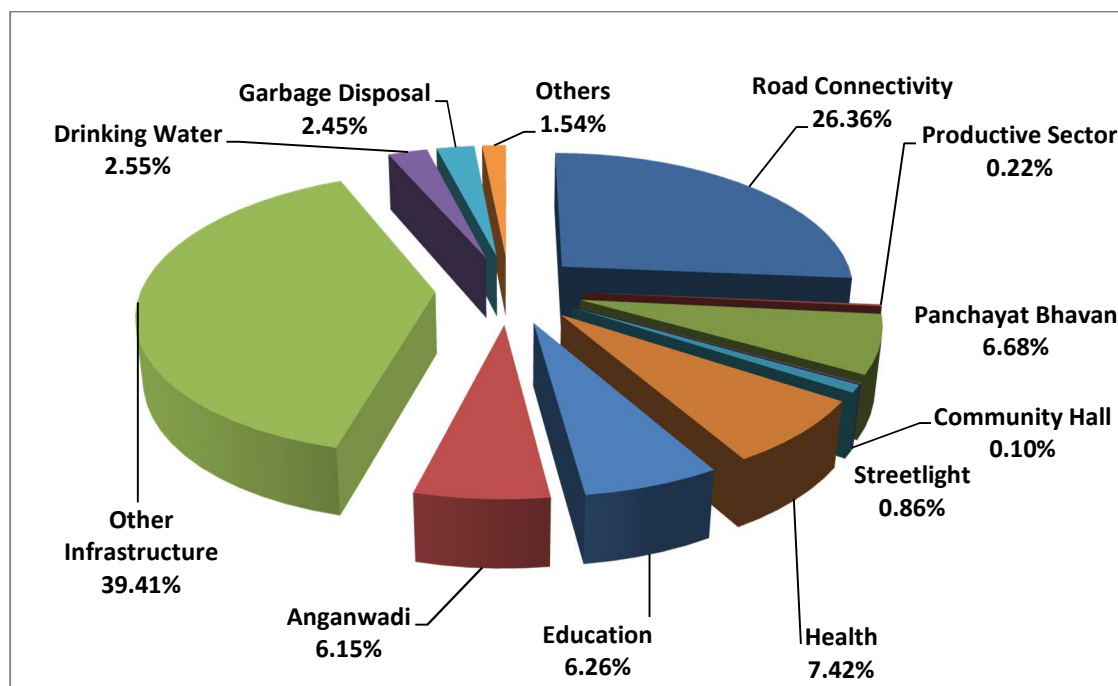


Source: Table No 2.5.3

- **Karnataka**

The local bodies in Karnataka also have made investments in almost all the development sectors. The highest percentage of funds have been spent on other infrastructure (39.41 %) which include compound walls, library buildings, protection walls, bus shelter, furniture to offices etc. Under BRGF 26.36 per cent funds are seen invested on connectivity projects including roads, drainage and culverts. The other sectors are infrastructure to health institutions (7.42%), Panchayat *Bhavans* (6.68%), facilities to schools including class rooms, furniture, compound wall and RO plants (6.26%), Anganwadi buildings (6.15%), drinking water (2.55%) and garbage disposal and toilets (2.45%). Other investment include *Kalika Kendra*, *Kannada bhavan*, purchase of sports goods, exposure visit etc. The sector wise investment under BRGF is shown in Figure No. 2.5.12.

Figure No. 2.5.12: Sector wise Investment of Local Bodies under BRGF in Karnataka

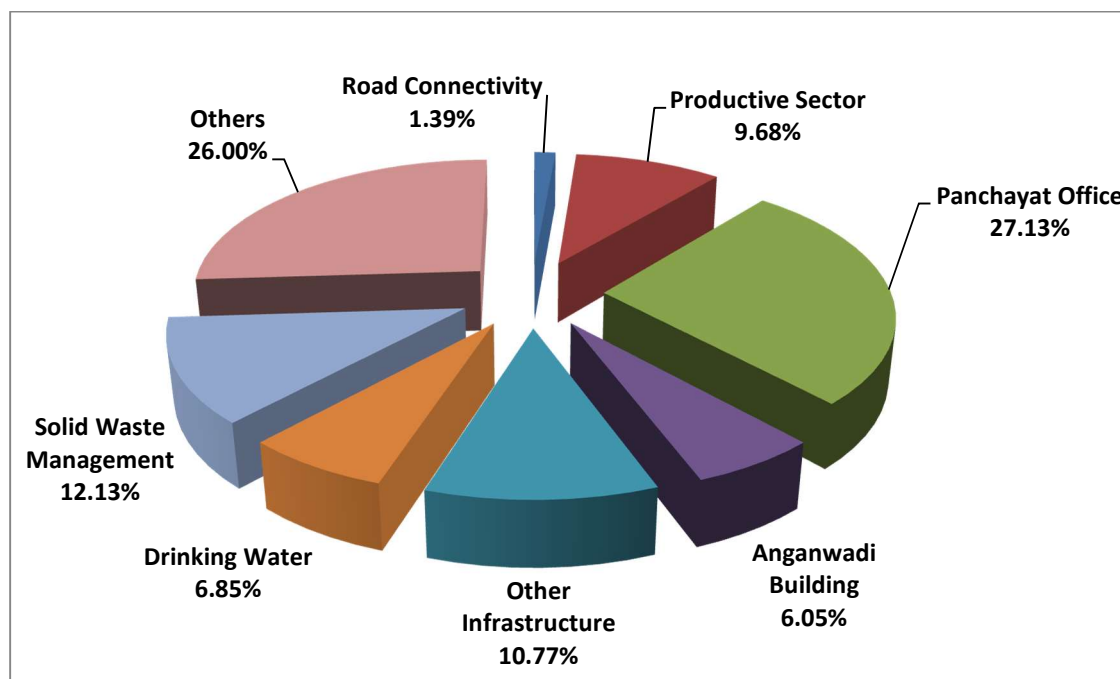


Source: Table No 2.5.3

- **Kerala**

The investment pattern is exceptional in the State of Kerala in which only 1.39 per cent funds is seen utilized on rural connectivity. It is the lowest investment in this sector among the States. Whereas around one tenth of the receipts (9.68%) are seen invested on productive sector which include irrigation canal and godown for food grains. More than one fourth (27.13%) funds have been utilized for the expansion of existing Gram Panchayat and ULB offices. It is seen that 10.77 per cent funds are used for providing other infrastructure which include an electric crematorium. The other investments include others (25.99%) which include assistance to individual house construction, solid waste management (12.13%) and drinking water (6.85%). The investment details by the local bodies in the State under BRGF are given in Figure No 2.5.13.

Figure No. 2.5.13: Sector wise Investment of Local Bodies under BRGF in Kerala

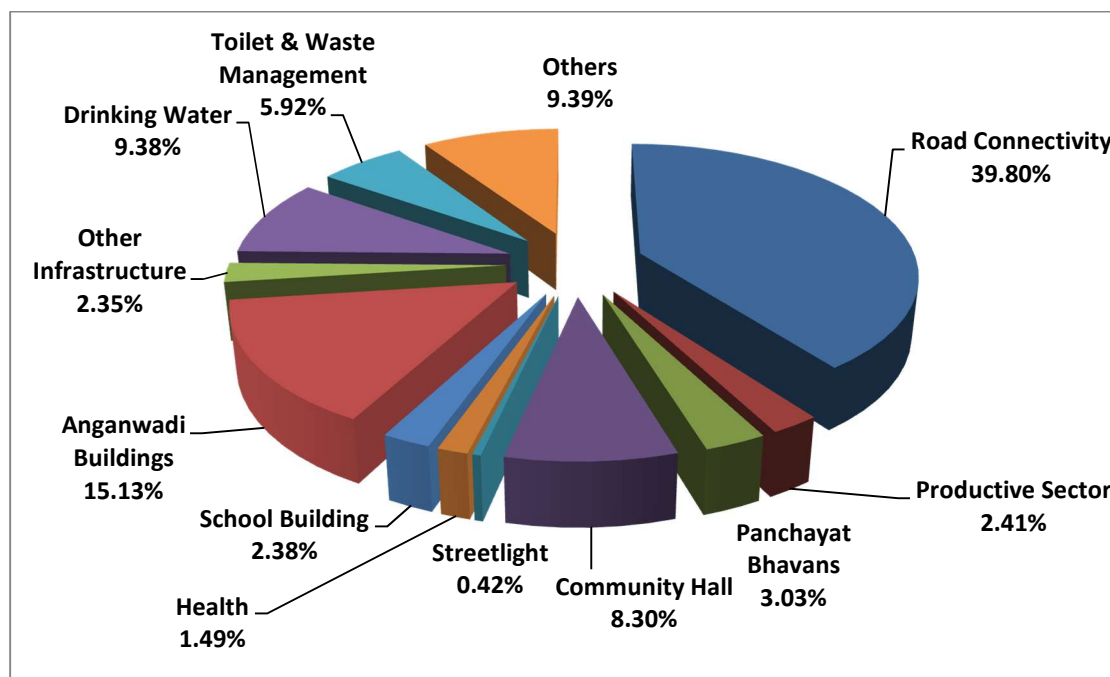


Source: Table No 2.5.3

- **Madhya Pradesh**

Development projects on irrigation, dairy, veterinary services, construction of school buildings, Anganwadis, community halls, Panchayat Bhavans, individual houses, bus waiting shelters and PDS shop have been undertaken by the local bodies under BRGF . The investment on connectivity is 39.80 per cent followed by 15.13 per cent on Anganwadi, 9.38 per cent on drinking water, 8.30 per cent on community halls, 5.92 per cent on toilets and waste management, 2.41 per cent on productive sector 2.35 per cent on school buildings and 1.49 per cent on health infrastructure. Around one tenth (9.39 %) funds are seen spent on other projects including *Jana Seva Kendra*, sports complex, parks etc. Figure No. 2.5.14 gives the sector wise investment of local bodies under BRGF.

Figure No.2.5.14: Sector Wise Investment of Local Bodies under BRGF in Madhya Pradesh

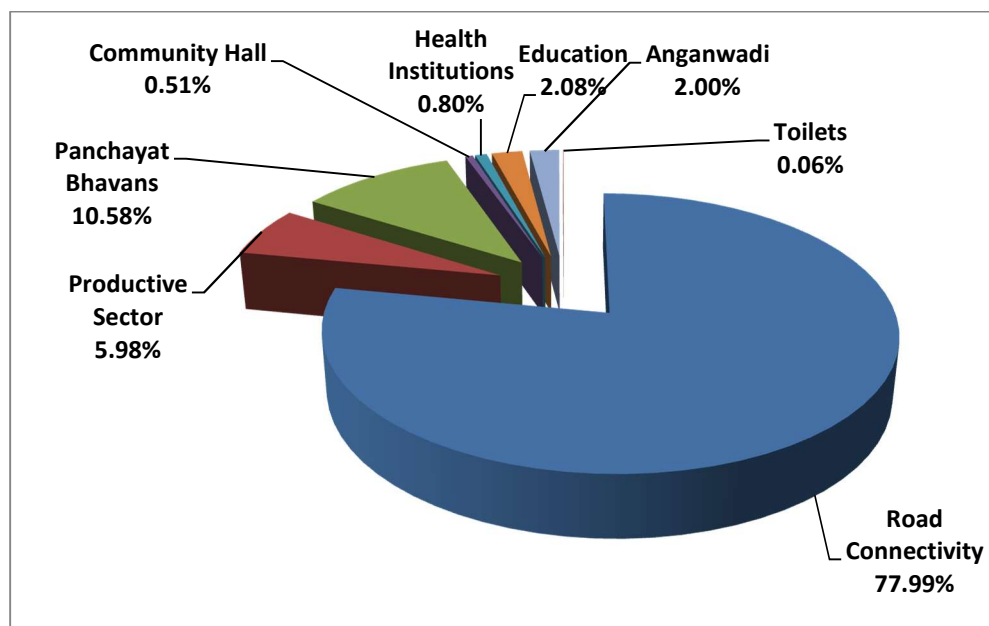


Source: Table No 2.5.3

- **Maharashtra**

Only Gram Panchayats and Urban Local Bodies have implemented the scheme in the State of Maharashtra. The visited local bodies have given top priority to connectivity and 77.99 per cent funds are seen invested on roads, drainages and culverts. More than one tenth (10.58%) of funds have been utilized for the construction of *Panchayat bhavans*, 5.98 per cent invested in productive sector, 2.08 per cent in construction of school buildings and two per cent for the construction of Anganwadis. It is found that only very small amount is utilized for health institutions (0.80%), construction of community halls (0.51%) and toilets (0.06%). Sector wise investment of local bodies under BRGF in Maharashtra is depicted in Figure No. 2.5.15.

Figure No. 2.5.15: Sector wise Investment of Local Bodies under BRGF in Maharashtra

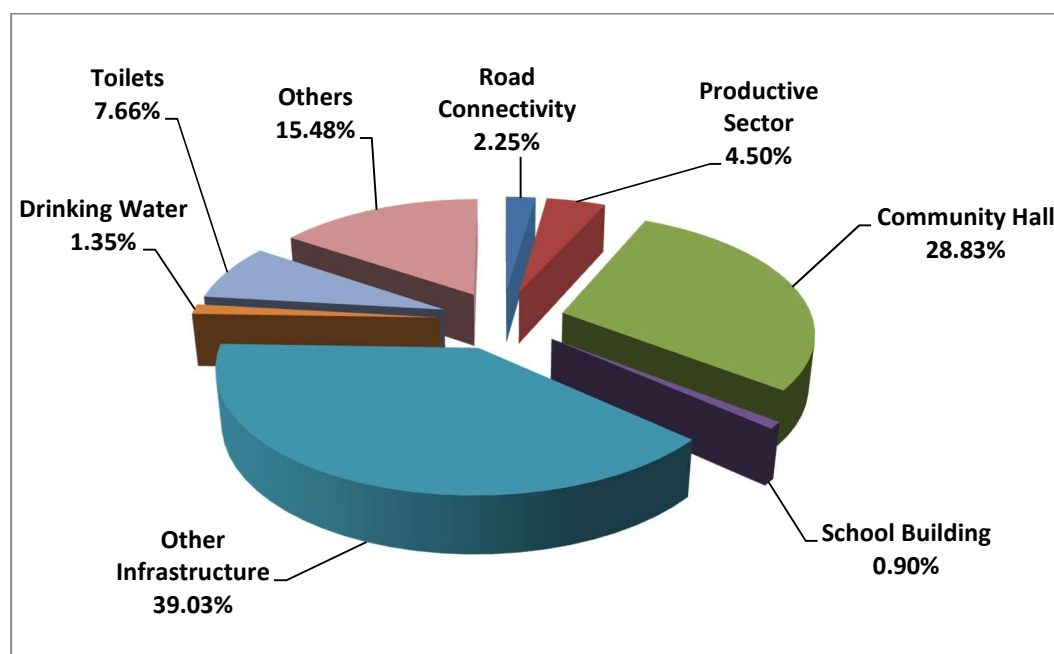


Source: Table No 2.5.3

- **Manipur**

The fourteen local bodies visited in the State have invested only 2.25 per cent on road connectivity. The highest priority (39.03%) has been given on the construction of other infrastructures like play grounds, bus stands, bus waiting shelters, cultural buildings, libraries, multipurpose buildings etc followed by community halls (28.83%), toilets (7.66%) and productive Sector (4.50%). It is noted that 1.35 per cent funds were invested on drinking water and 15.48 per cent on other assets including village courts, training halls and parks. Figure No. 2.5.16 gives the sector wise investment by the village councils under BRGF in Manipur State.

Figure No. 2.5.16: Sector wise Investment by the Village Councils under BRGF in Manipur

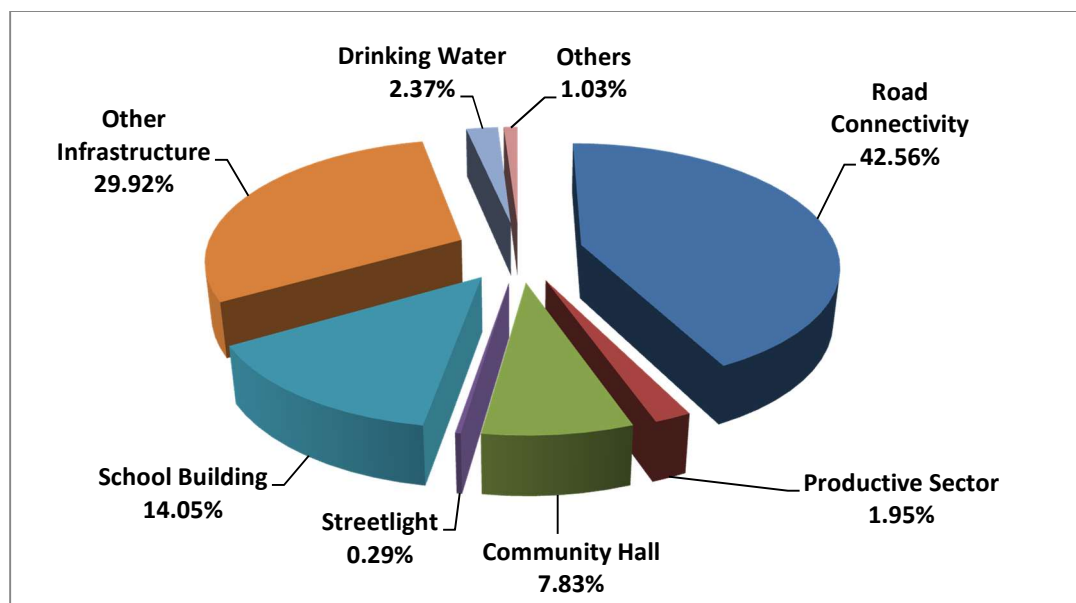


Source: Table No 2.5.3

- **Meghalaya**

The Village Employment Committees and Urban Local Body in the State have given highest priority to rural connectivity and 42.56 per cent funds were spent in this sector. More than one fourth (29.92%) funds are seen utilized for the building of other infrastructures like compound walls, play grounds, parks, retaining walls and multipurpose halls. Another sector of priority was on the construction of school building and hostels and 14.05 per cent had been the utilized under the head. It is found that 7.83 per cent funds were utilized for the construction of community halls. Only 2.37 per cent funds were invested on drinking water projects and less than two per cent on other works including street lights. Sector wise investment by the village employment councils and ULBs in Meghalaya under BRGF is given in Figure No. 2.5.17.

Figure No. 2.5.17: Sector wise Investment by the Village Employment Councils and ULBs under BRGF in Meghalaya

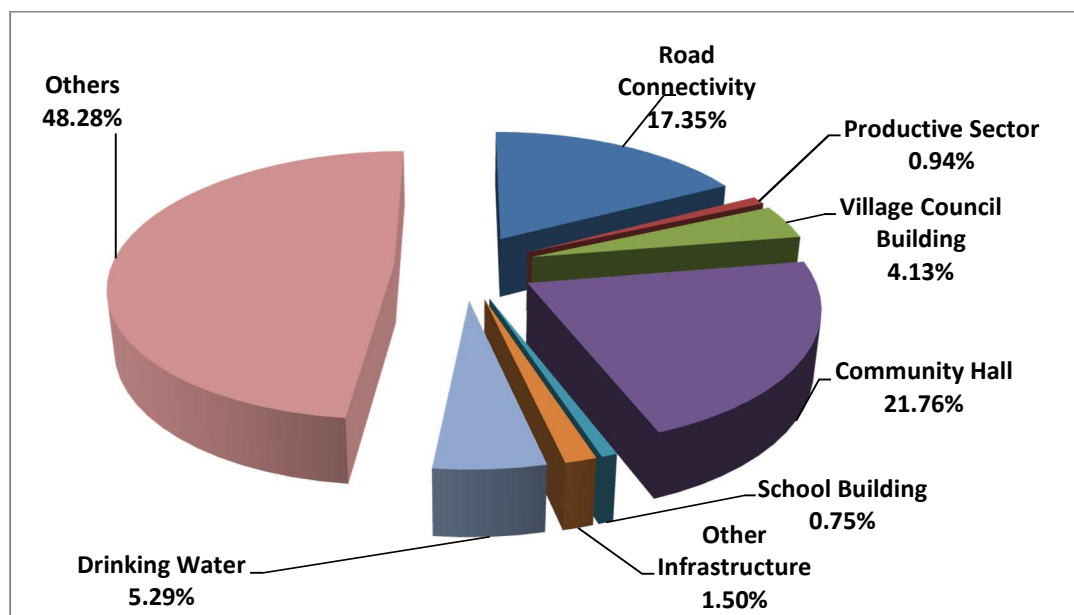


Source: Table 2.5.3

- **Mizoram**

Out of Rs 533.14 lakhs invested from the BRGF in the visited twelve villages by the District Planning and Implementation Committee in the State Mizoram, 48.28 per cent funds are seen spent on other projects which include Block Office Building, prayer halls, individual houses, multipurpose halls, etc. Second priority (21.76%) was given on the construction community halls and it was followed by projects on road connectivity (17.35%). It is seen that 4.13 per cent is spent for the construction of Village Council Offices. Other areas of investment were other infrastructure like compound walls, parks, library buildings, school building and productive sector (agriculture and fisheries). The investment details by the local bodies in the State under BRGF are given in Figure No 2.5.18.

Figure No 2.5.18 Sector wise Investment by the Village Councils in Mizoram

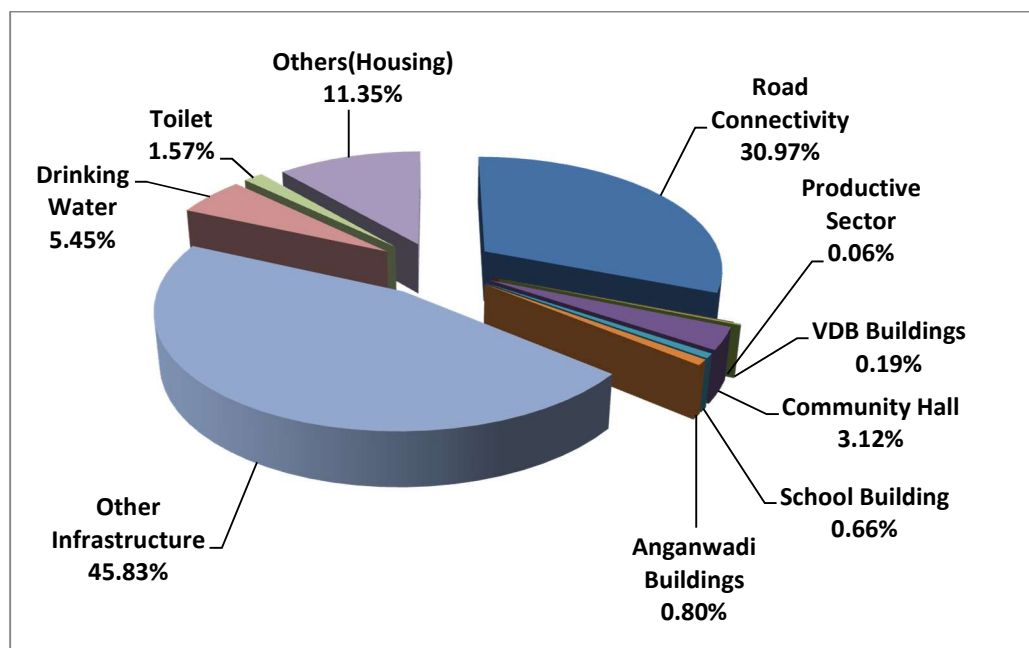


Source: Table 2.5.3

- **Nagaland**

The Village Development Boards and Urban Local Bodies in the State have been instructed to give priority to housing scheme. Assistance for the construction of 2363 houses has been provided to the individual beneficiaries and the volume of investment is only 11.35 per cent. Whereas 45.83 per cent funds are seen spent for the construction of other infrastructures like children's parks, library buildings, retaining walls and parking grounds. It is found that 30.97 per cent of the receipt has been invested on roads and culverts and 5.45 per cent for providing drinking water. The other investments made by the VDBs are on community halls (3.12%), toilets (1.57%), School buildings (0.66%), Village Council Buildings (0.19%), Anganwadi (0.80%) and productive sector (0.06 %). Sector wise investment by the Village Development Boards and ULBs under BRGF is given in Figure No. 2.5.19.

Figure No 2.5.19 Sector wise Investment by the VDBs and ULBs under BRGF in Nagaland

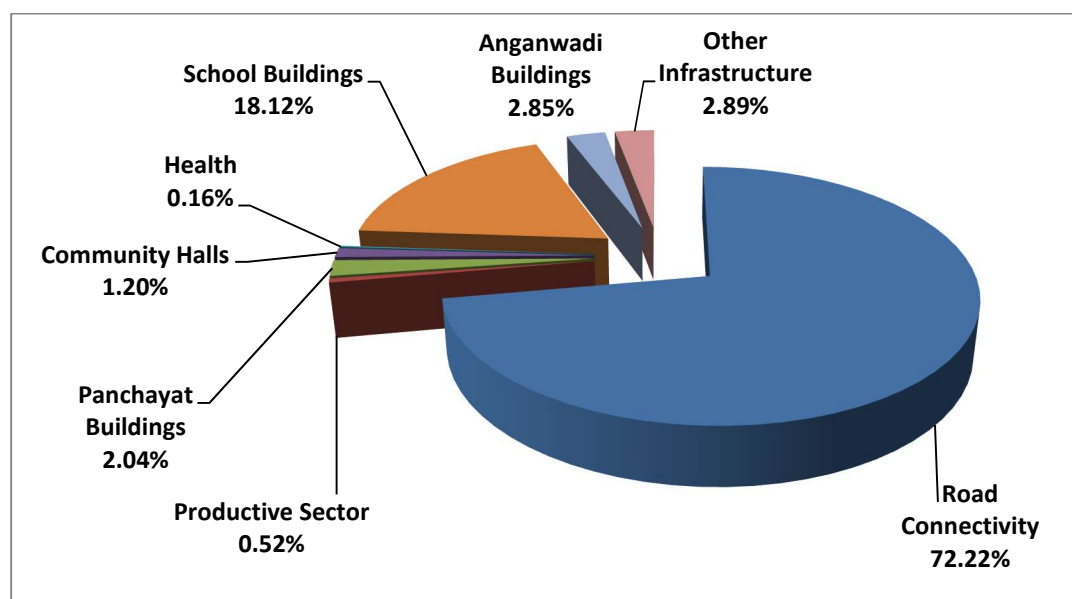


Source: Table No 2.5.3

- **Odisha**

The Gram Panchayats and Urban Local Bodies in the State of Odisha also have given top priority for the improvement of transportation facilities and have invested 72.22 per cent on this sector. Out of the total funds 18.12 per cent has been spent for the construction of school buildings and additional class rooms, 2.85 per cent on Anganwadi buildings, 2.04 per cent funds were invested on Panchayat buildings, 1.20 per cent on community halls, 0.52 per cent on productive sector 0.16 per cent on health and 2.89 per cent on other projects. Figure No. 2.5.20 gives the investment of local bodies under BRGF in Odisha State.

Figure No. 2.5.20 Sector wise Investment of Local Bodies under BRGF in Odisha

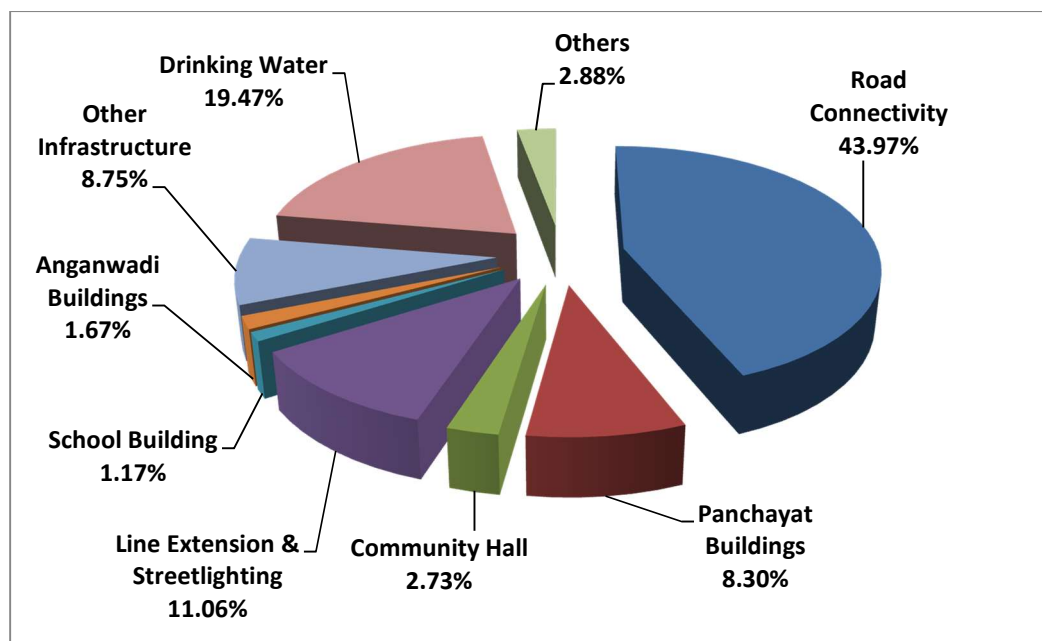


Source: Table No 2.5.3

- **Punjab**

The local bodies visited in the State of Punjab have spent 43.97 per cent of the funds received under the scheme for improving the road connectivity. The second priority has been on providing drinking water and 19.47 per cent funds have been invested in this sector followed by street lighting and electricity line extension (11.06%) other infrastructures like, cremation grounds, parks etc (8.75%), Panchayat office buildings (8.30%), other projects (2.88%), community halls (2.73%), Anganwadi buildings (1.67%) and School buildings (1.17%). The sector wise investment of local bodies in Punjab is shown in Figure No. 2.5.21.

Figure No. 2.5.21 Sector wise Investment of Local Bodies in Punjab

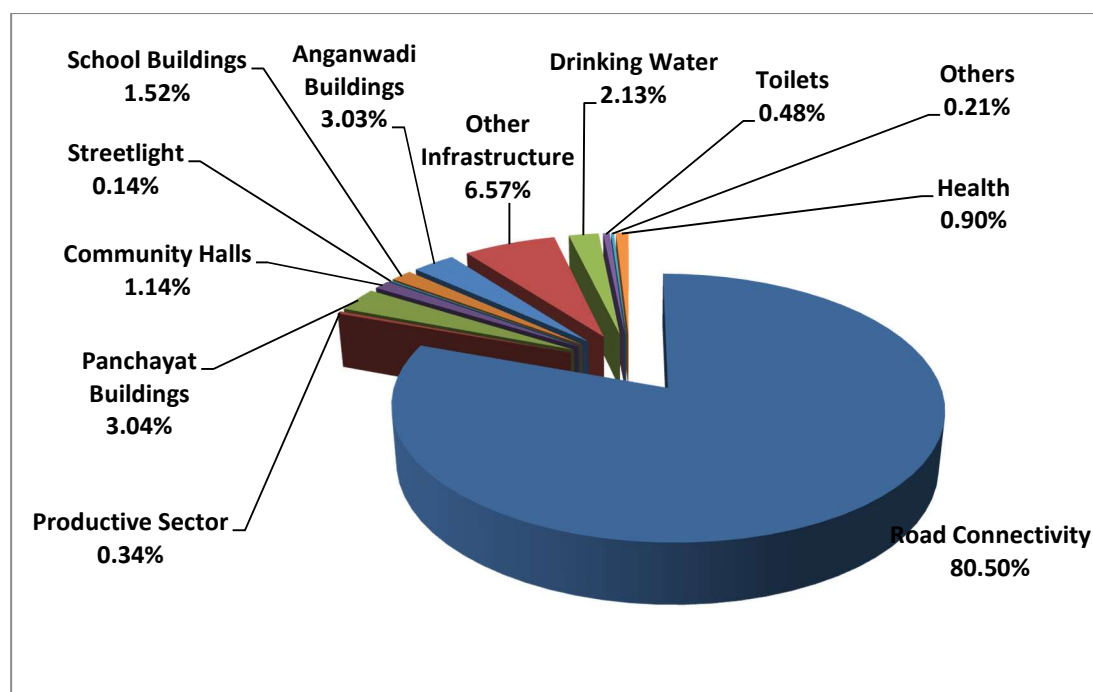


Source: Table No 2.5.3

- **Rajasthan**

The local bodies in Rajasthan have given top priority to road connectivity including roads, culverts and drainages and have invested 80.50 per cent of their receipt in this sector followed by 6.57 per cent funds on other infrastructure like compound walls to public institutions, cremation ground, staff quarters, parking grounds etc. It is noted that 3.04 per cent funds are seen spent for construction of Panchayat buildings, 3.03 per cent on Anganwadi buildings 2.13 per cent for providing drinking water, 1.52 per cent for the construction of school buildings and 1.14 per cent for community halls. Nominal amount has been spent for health (0.90%, toilets (0.48%) other projects (0.21%) and street lighting (0.14%). Figure No. 2.5.22 illustrates the investment of local bodies of Rajasthan under BRGF.

Figure No.2.5.22 Sector wise Investment of Local Bodies under BRGF in Rajasthan

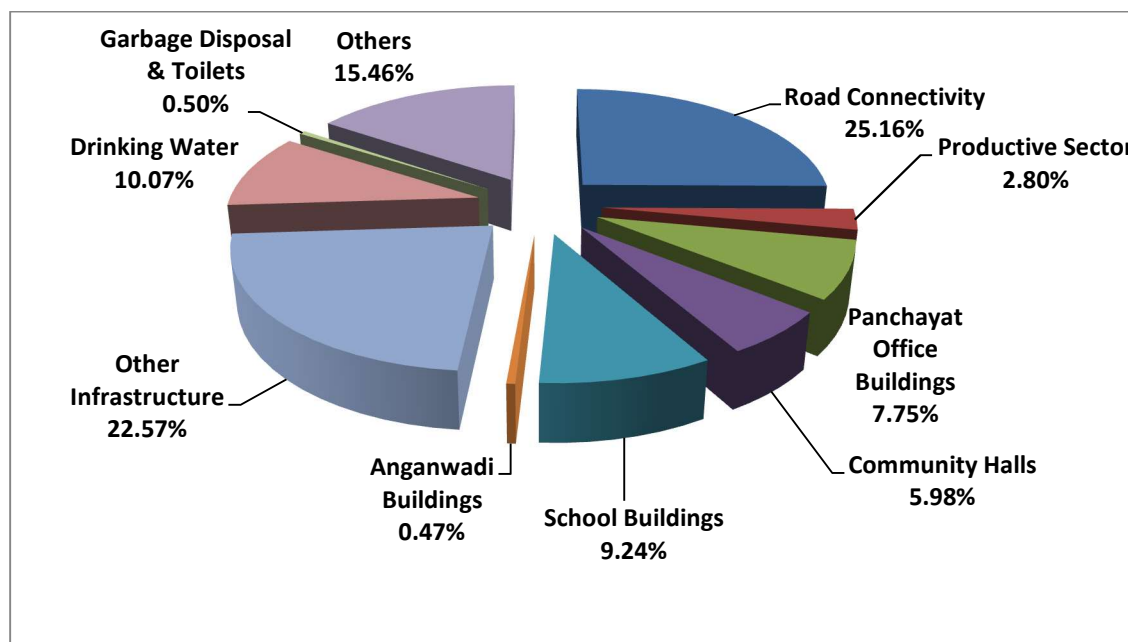


Source: Table 2.5.3

- **Sikkim**

The visited local bodies in the State of Sikkim have spent 25.16 per cent of their allocation for construction of roads, culverts and drainages. More than one fifth (22.57%) funds have been seen utilized for other infrastructures like compound walls, burial grounds, bus stands and bus waiting shelters, parks etc. It is identified that 15.46 per cent has been spent on other projects like cultural buildings including halls for conducting general assembly (Ward Sabha), staff quarters, traffic points and ATM booths followed by 10.07 per cent for providing drinking water facilities, 9.24 per cent for school buildings, 7.75 per cent for the construction of office buildings to Panchayats, 5.98 per cent for community halls, 2.80 per cent in productive sector and 0.50 per cent for construction of toilets. Sector wise investment under BRGF by the local bodies in Sikkim is shown in Figure No. 2.5.23.

Figure No. 2.5.23: Sector wise Investment of Local Bodies under BRGF in Sikkim

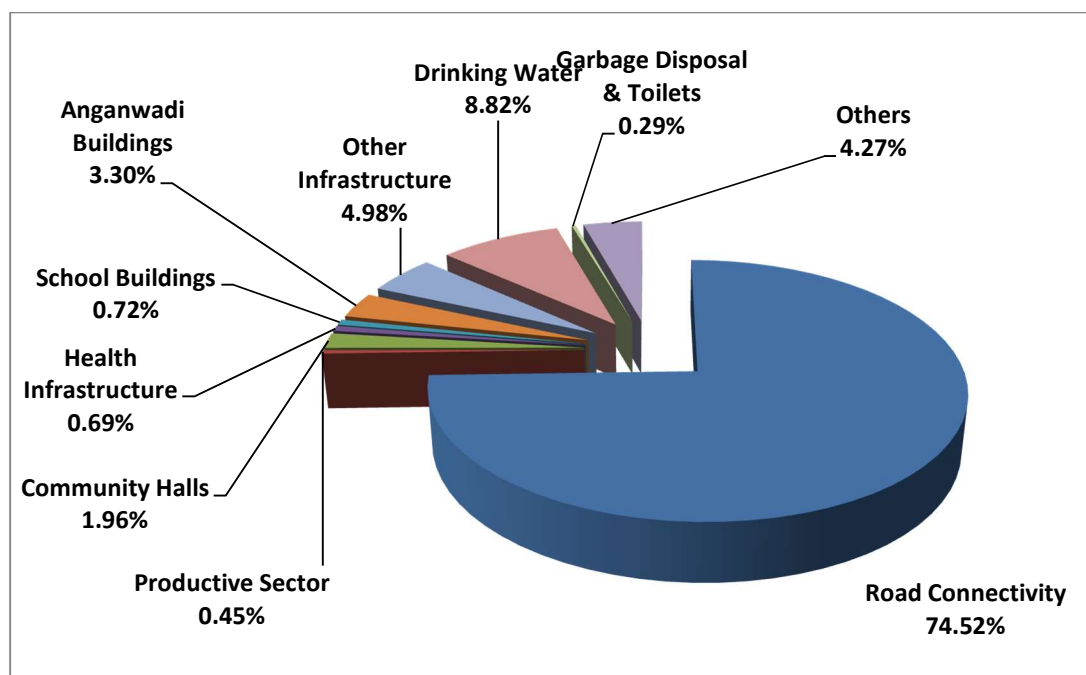


Source: Table 2.5.3

- **Tamil Nadu**

The Gram Panchayats and Urban Local Bodies in Tamil Nadu also have given high priority for road connectivity and 74.52 per cent of the receipt has been invested in this sector. As per the field data, 8.82 per cent funds were spent for providing drinking water, 4.27 per cent fund have been used for other projects like community development works, construction of houses, bus stand etc. It is noticed that 4.98 per cent funds have been utilized for the construction of other infrastructures like compound walls, retaining walls, PDS shops etc, Some attention has been given to the construction of Anganwadi buildings (3.30%) and community halls (1.96%). Negligible amount of investment were spent on school buildings (0.72 %), health infrastructure (0.69%), productive sector (0.45%) and garbage disposal & toilets (0.29%). Figure No.2.5.24 depicts the investment of local bodies under BRGF in the state of Tamil Nadu.

Figure No. 2.5.24 Sector wise Investment of Local Bodies under BRGF in Tamil Nadu

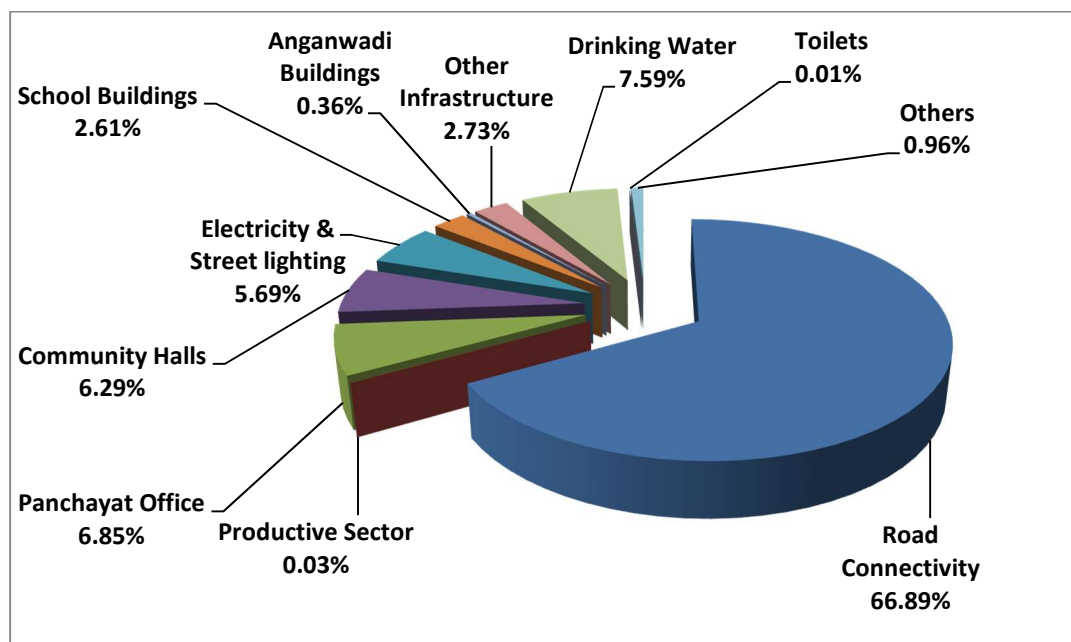


Source: Table 2.5.3

- **Telangana**

Out of the total funds received by the visited local bodies in the State of Telangana, 66.89 per cent have been spent for the construction of roads, culverts and drainages. Drinking water projects have been implemented by utilizing 7.59 per cent of the receipts, 6.85 per cent funds are seen invested on Panchayat office buildings, 6.29 per cent on community halls and 5.69 per cent has been spent on electricity line extension and street lighting. It is also seen that 2.73 per cent funds were spent for construction of protection walls, compound walls etc. The investment on school buildings is 2.61 per cent and Anganwadi buildings is 0.36 per cent. Very nominal funds have been spent on productive sector and toilets. Sector wise investment of local bodies under BRGF is shown in Figure No. 2.5.25.

Figure No. 2.5.25: Sector wise Investment of Local Bodies under BRGF in Telangana

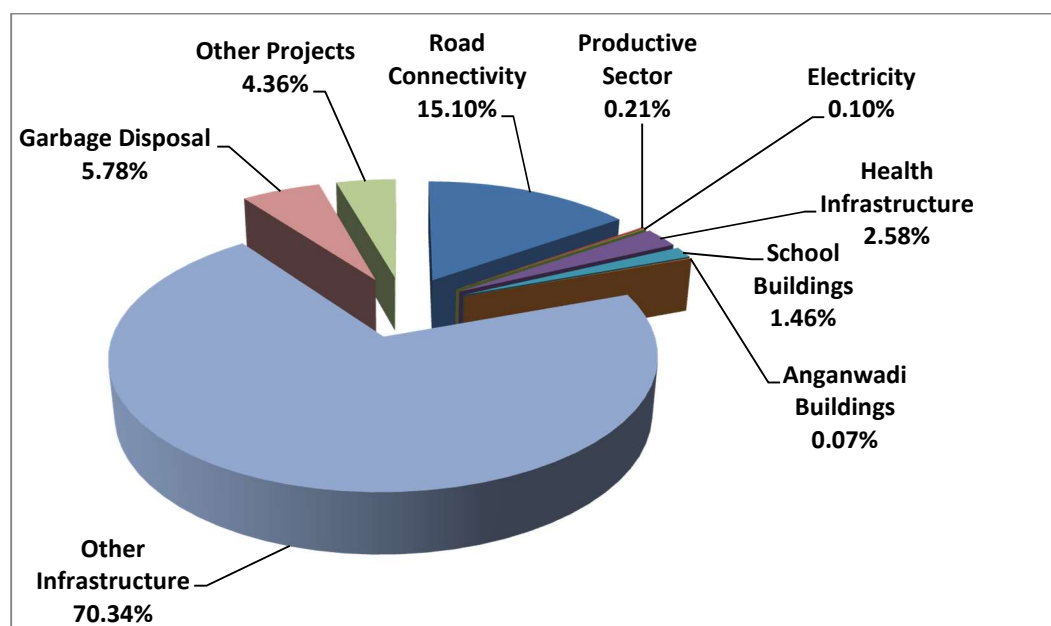


Source: Table 2.5.3

- **Tripura**

In the State of Tripura the scheme has been implemented by line departments. More than 70 per cent of the receipt has been spent on ‘other infrastructures’ like cremation ground, stadium, bus stand, park, multipurpose hall etc. Only 15.10 per cent funds have been invested on road connectivity. It is noticed that 5.78 per cent funds have been utilized for garbage disposal projects and 4.36 per cent on other projects like hostels, training halls, Block office buildings etc. The investment on health infrastructure is 2.58 per cent and 1.46 per cent for school building. Only 0.21 per cent fund are utilized for productive sector. Figure No. 2.5.26 gives the sector wise investment of local bodies in Tripura.

Figure No. 2.5.26: Sector wise Investment of Local Bodies under BRGF in Tripura

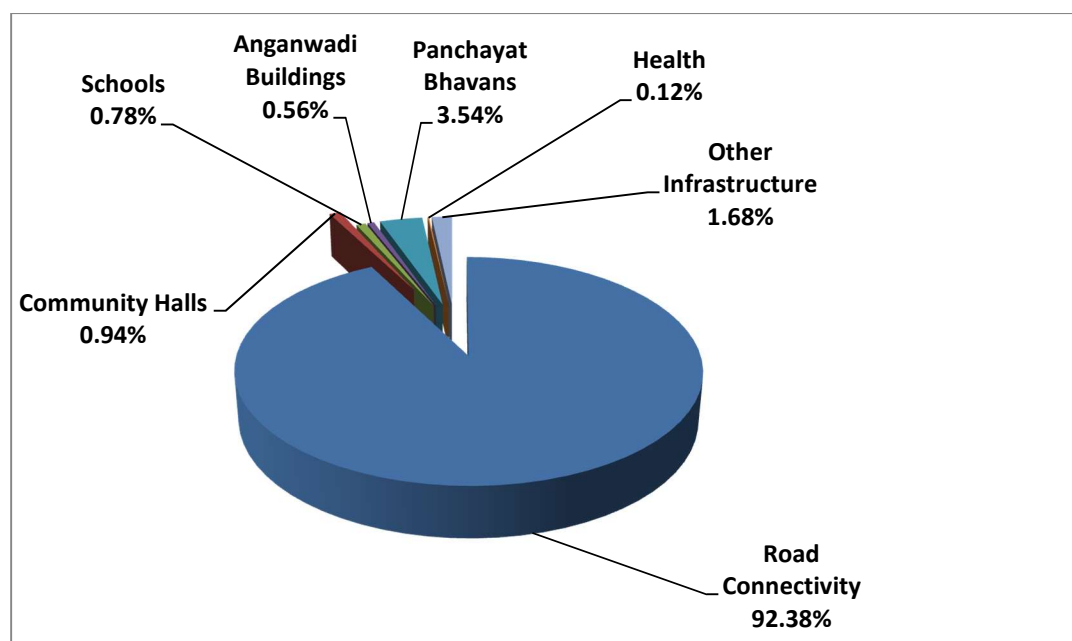


Source: Table 2.5.3

- **Uttar Pradesh**

The Gram Panchayats and Urban Local Bodies in the State have invested 92.38 per cent funds received under BRGF on roads, culverts and bridges. It is recorded as the highest investment in the sector among the states. Another 3.54 per cent funds were utilized for the construction of Panchayat Bhavans. Only nominal priority are given to other areas such as anganwadi buildings, School buildings, community halls and other infrastructures which include protection walls and cremation grounds. The sector wise investment of local bodies under BRGF in Uttar Pradesh is shown in Figure No. 2.5.27.

Figure No. 2.5.27: Sector wise Investment of Local Bodies under BRGF in Uttar Pradesh

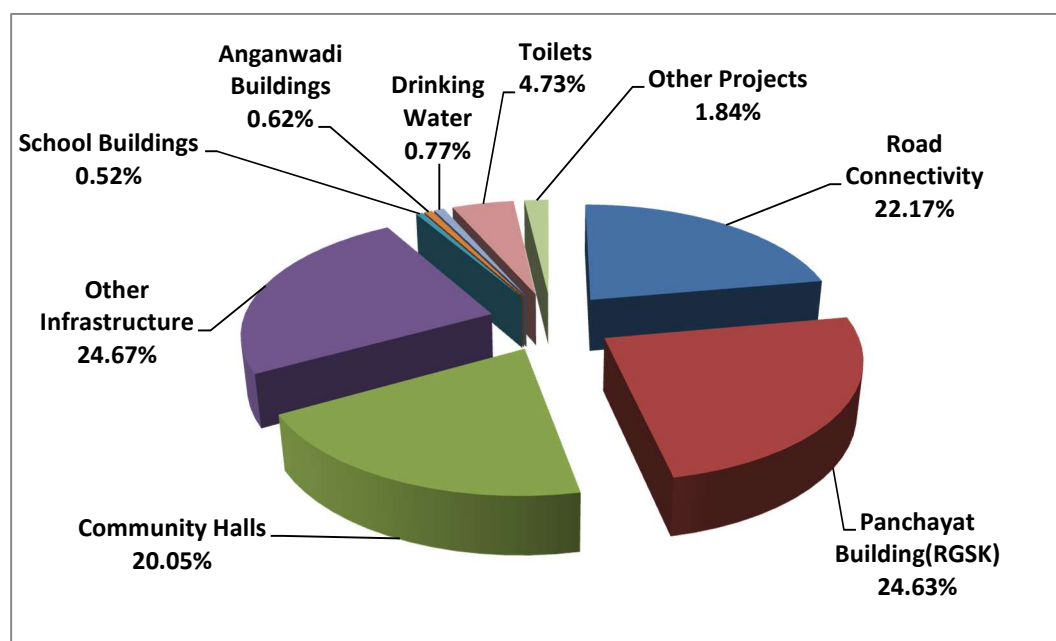


Source: Table 2.5.3

- **Uttarakhand**

The local bodies in Uttarakhand have invested 24.67 per cent on other infrastructures like cremation ground, compound walls and protection walls, 24.63 per cent on construction of *Rajiv Gandhi Seva Kendras*, 22.17 per cent on road connectivity including drainages and 20.05 per cent on community halls. It is significant to note that 4.73 per cent has invested for construction of toilets. Only negligible investment have been spent for school building, Anganwadi buildings and drinking water. The sector wise investment of local bodies under BRGF in Uttarakhand is shown in Figure No. 2.5.28.

Figure No. 2.5.28: Sector wise Investment of Local Bodies under BRGF in Uttarakhand

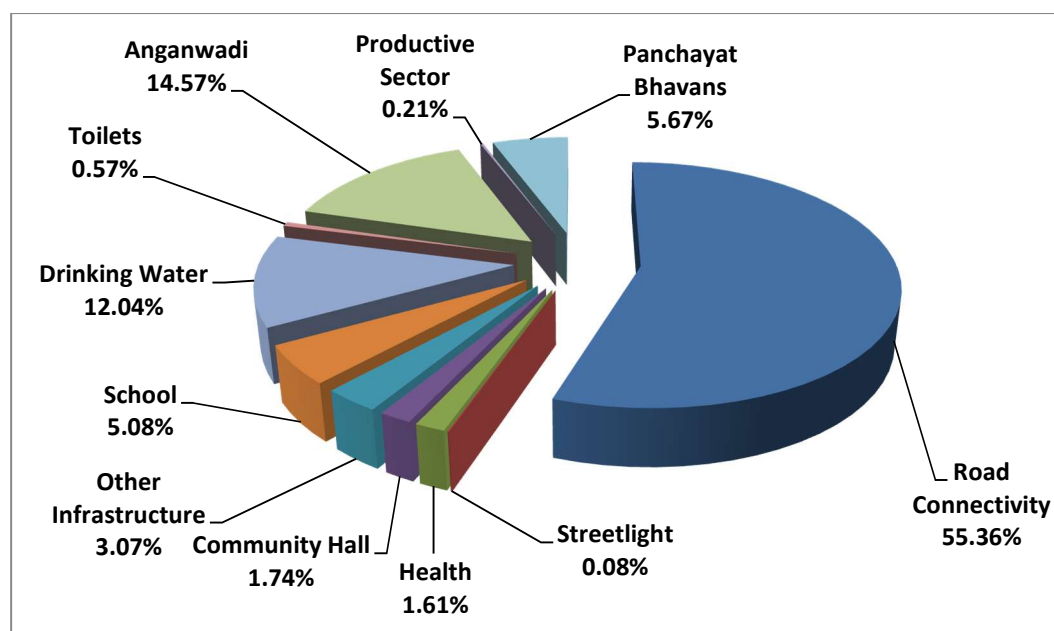


Source: Table 2.5.3

- **West Bengal**

The local bodies in West Bengal have given priority to connectivity, school buildings, anganwadi including nutrition and kitchen sheds, drinking water, sanitation, health, Panchayat *Bhavans* and community halls. The other projects include canals, markets, *Rajiv Gandhi Seva Kendra* and cycle stands. It was seen that 55.36 per cent funds are invested on road, bridges and drainages. It was followed another set of works and 14.57 per cent funds were used for construction of anganwadi buildings, constructing kitchen sheds and for the nutrition programme. Drinking water schemes have been provided with 12.04 per cent funds, Panchayat *Bhawans* with 5.67 per cent and building infrastructure to schools with 5.08 per cent. A nominal share was also invested on productive sector and toilet construction. Figure No. 2.5.29 illustrated the sector wise investment of local bodies under BRGF in West Bengal.

Figure No. 2.5.29: Sector wise Investment of Local Bodies under BRGF in West Bengal



Source: Table 2.5.3

The total number of assets created in each State in the selected Gram Panchayats and Urban Local Bodies and the number of assets physically verified are provided in Table No. 2.5.4

Table No. 2.5.4: Total Number of Assets Created in the Visited Local Bodies and the Number of Assets Verified

Sl. No	State	No. of Assets Created	No. of Assets Verified
1.	Andhra Pradesh	468	70
2.	Arunachal Pradesh	62	60
3.	Assam	490	130
4.	Bihar	1847	270
5.	Chhattisgarh	369	133
6.	Gujarat	92	85
7.	Haryana	112	70
8.	Himachal Pradesh	348	70
9.	Jammu & Kashmir	282	99
10.	Karnataka	404	140
11.	Kerala	95	59
12.	Jharkhand	138	89
13.	Madhya Pradesh	529	227
14.	Maharashtra	199	140
15.	Manipur	43	37
16.	Meghalaya	85	54

17.	Mizoram	110	60
18.	Nagaland	2532	117
19.	Odessa	1592	210
20.	Punjab	42	27
21.	Rajasthan	547	138
22.	Sikkim	102	58
23.	Tamil Nadu	201	103
24.	Telangana	775	140
25.	Tripura	54	37
26.	Uttar Pradesh	177	109
27.	Uttarakhand	75	38
28.	West Bengal	820	140
	Total	12590	2910

Source: Gram Panchayat /ULB Schedules and Asset Schedules

The majority of projects are seen designed to address the backwardness of the local bodies in physical infrastructure.

The tools applied for the participatory planning techniques were capable to identify the factors coursed for underdevelopment and prepared projects on the issues to be addressed. But it is seen that though the perspective plans have been



Construction of Water tank under BRGF in Tethuyo Village, Kiphire District, Nagaland State

prepared, these were not referred to by the local bodies in the preparation of their annual plans except in certain States like Assam, Andhra Pradesh, Karnataka, Madhya Pradesh, Maharashtra, Chhattisgarh and West Bengal.

The national average of investment in road connectivity is 53.07 per cent. The local bodies in the States of Uttar Pradesh (92.38%), Bihar (89.86%), Rajasthan (80.50%) and Maharashtra (77.99%) have invested more than three fourth of their receipt in the domain of road connectivity. There are other six States which had an investment more than the national average and the States are Tamil Nadu (74.52%), Odisha (72.22%), Andhra Pradesh (69.86%), Telangana (66.89%), Assam (64.43%) and West Bengal (55.36%). Nevertheless the improvements in the rural connectivity have provided the village community easy access to institutions such as schools, Anganwadis, health centers,

village office, Panchayat offices and market as reported by the respective local community.



Beautification of Gandhi Park under BRGF in Bhavanipatna Municipality, Kalahandi District, Odisha State

Construction of civic amenities including community halls, resource centers, *Rajiv Gandhi Seva Kendras*, burial grounds, bus stands, parking grounds etc have contributed for the improvement of social

status of the stakeholders/local community. Anganwadi buildings, school buildings, boundary walls to schools, kitchen sheds etc under the scheme provides for the promotion of education and safety to the children. Improvements of infrastructure facilities of the primary health centers have improved the services provided by these institutions. The local bodies in the States of Arunachal Pradesh, Andhra Pradesh, Chhattisgarh, Jharkhand, Kerala, Madhya Pradesh, Mizoram, Nagaland, Punjab, Sikkim, Tamil Nadu, Telangana and West Bengal have invested a substantial percentage of their allocation for providing safe drinking water. The local bodies in the States of Arunachal Pradesh, Assam, Haryana, Jammu Kashmir, Kerala, Madhya Pradesh, Maharashtra, Manipur and Sikkim have made efforts to improve the livelihood means of the community through investing funds in productive sector projects like, minor irrigation, irrigation ponds, canals, fisheries ponds, markets and improving the existing veterinary services.

Some of the local bodies have tried to undertake projects in the fields of mandatory responsibilities vested upon them such as garbage disposal, street lighting, provision of markets, bus waiting shelters and public toilets. The size of funds received by the Gram Panchayats and Urban Local Bodies is comparatively very low and hence the projects undertaken by them also are small in size. But field situation has suggested that a well-designed project, irrespective of its size has the potential to mitigate some amount of

backwardness of the area. It has been found that the community benefitted with the projects is in high spirits and are awaiting further such development activities in their respective areas. This is the general perceptions of the stake holder/local community who had been interviewed. The number of PRIs prepared plans to bridge the gaps identified is given in Table No. 2.5.5

Table No. 2.5.5: Number of Local Bodies that have Prepared Plans to Bridge Gaps

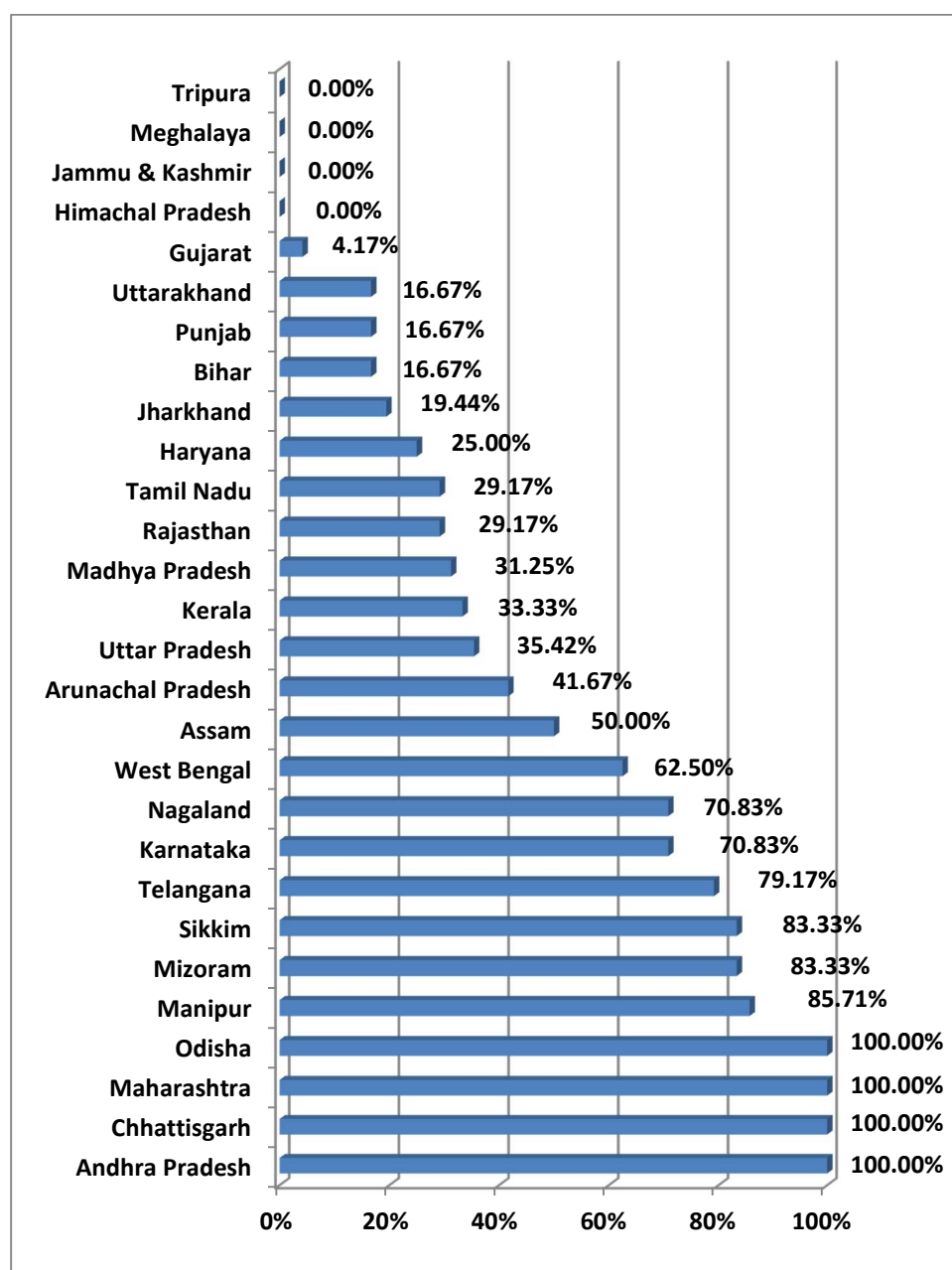
Sl. No	Name of States	Gram Panchayats		Urban Local Bodies	
		No. of GPs Visited	No. of GPs Prepared Plans to Bridge Gaps	No. of ULBs Visited	No. of ULBs Prepared Plans to Bridge Gaps
1.	Andhra Pradesh	12	12	2	2
2.	Arunachal Pradesh	12	5	0	0
3.	Assam	24	12	2	0
4.	Bihar	48	8	6	1
5.	Chhattisgarh	24	24	4	4
6.	Gujarat	24	1	3	2
7.	Haryana	12	3	2	1
8.	Himachal Pradesh	12	0	2	0
9.	Jammu & Kashmir	24	0	3	0
10.	Jharkhand	36	7	4	0
11.	Karnataka	24	17	4	1
12.	Kerala	12	4	2	1
13.	Madhya Pradesh	48	15	8	2
14.	Maharashtra	24	24	4	3
15.	Manipur	14	12	0	0
16.	Meghalaya	12	0	1	0
17.	Mizoram	12	10	0	0
18.	Nagaland	24	17	2	2
19.	Odessa	36	36	6	6
20.	Punjab	12	2	2	0
21.	Rajasthan	24	7	4	2
22.	Sikkim	12	10	1	0
23.	Tamil Nadu	24	7	4	3
24.	Telangana	24	19	4	4
25.	Tripura	12	0	2	0
26.	Uttar Pradesh	48	17	8	0
27.	Uttarakhand	12	2	2	1
28.	West Bengal	24	15	4	2
Total		626	286	86	37

Source: Gram Panchayat Schedules and ULBs Schedules

Out of the 626 Gram Panchayats visited 286 Gram Panchayats (45.69%) has prepared plans to bridge the gaps. More than 43 per cent of the urban local bodies visited also have

prepared plans to bridge the gaps. The percentage of Gram Panchayats that have prepared to bridge gaps is shown in Figure No. 2.5.30.

Figure No. 2.5.30: Percentage of Gram Panchayats Prepared Plans to Bridge Gaps

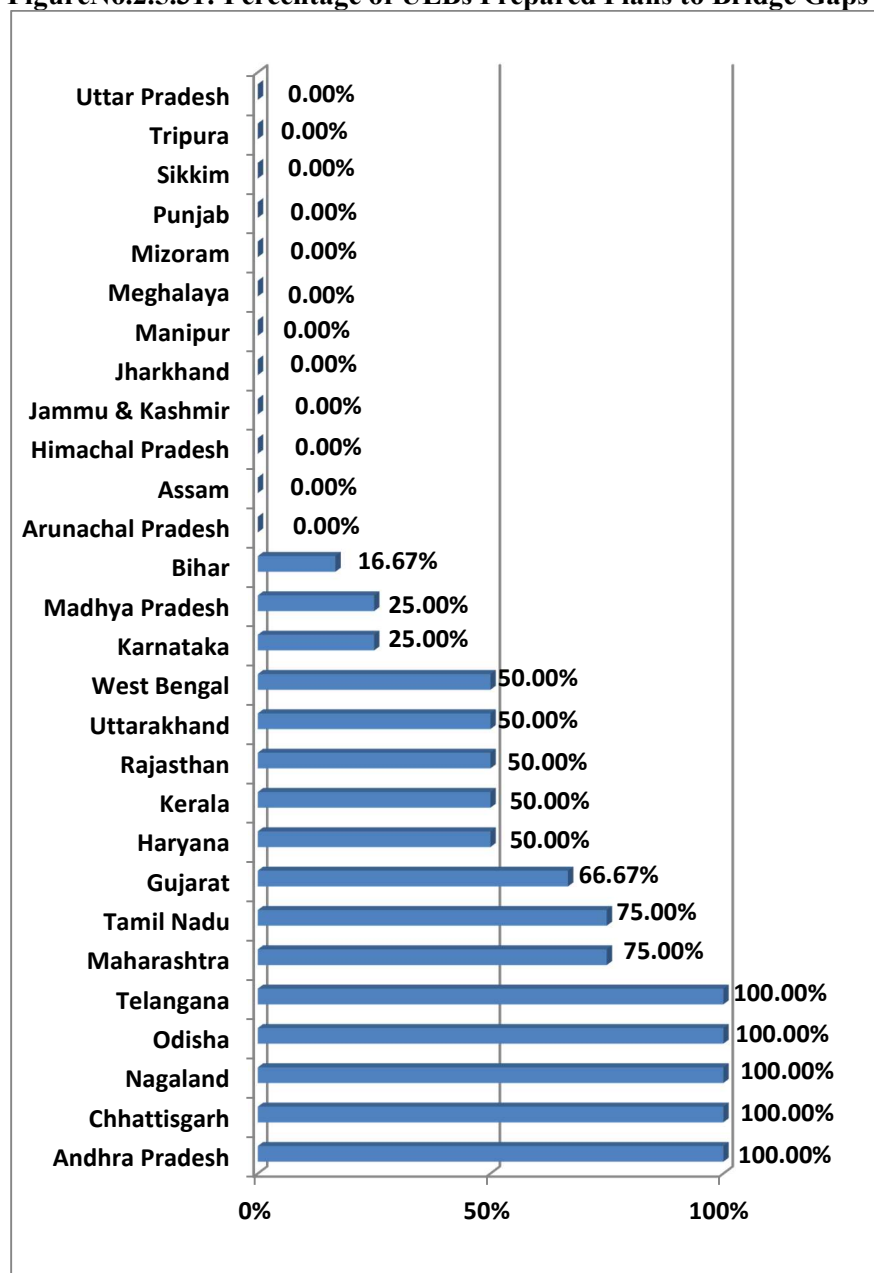


Source: Table No 2.5.5

All the selected Gram Panchayats in the States of Andhra Pradesh, Chhattisgarh, Maharashtra and Odisha have prepared plans to bridge gaps. In addition to this, there are

other eight States where more than 50 per cent Gram Panchayats/ rural local organizations have prepared projects to bridge the developmental gaps. The States are Assam, Karnataka, Manipur, Mizoram Nagaland, Sikkim, Telangana and West Bengal. The percentage of urban local bodies visited that have prepared plans to bridge gaps are shown in Figure No 2.5.31.

FigureNo.2.5.31: Percentage of ULBs Prepared Plans to Bridge Gaps



Source: Table No 2.5.5

In the case of visited Urban Local Bodies more than cent per cent have prepared projects to bridge the gaps in the States of Andhra Pradesh, Chhattisgarh, Nagaland, Odisha and Telangana. It was followed other three States which have prepared plans to bridge gaps and the States are Maharashtra (75%), Tamil Nadu (75%) and Gujarat (66.67%). There are five more States their score value is 50 out of 100.

2.55 Conclusion

It has been observed that majority of the projects are designed based on the reflections of the felt needs of the community even in the States where the Gram Panchayats have not been the implementing agencies. The felt needs of the community also have been reflected in the pattern of expenditure across the States. It is noticed that in general the priority on each sector by the respective States may be the indicator of the development profile of the concerned entity. In other words, feasible explanations may not be very difficult to record why a particular pattern of expenditure is noticed in a State. Every suggestion for a project was aimed to a particular target for mitigating the backwardness of the sector related. The majority of assets verified in the local bodies across the States have addressed various issues of underdevelopment in the respective areas. Hence it may be assessed that the project interventions have achieved in attaining to a great extent in the mitigation of backwardness.

2.6. Convergence

2.6.1. Introduction

The Backward Region Grant Fund Scheme guidelines have clearly suggested convergence and synergistic mode with Central/ State sector schemes. Since the allocation of funds for the projects under BRGF are supposed to be gap filling exercise within limits, convergence and synergistic mode is the possible operational strategy and hence standalone projects are seldom visualized by the programme. It has been stated that “partly untied funds are available for certain purpose and allow for a certain measure of convergence with other schemes. Examples are SGRY and funds from awards of Central and State Finance Commissions. These funds can be used for gap filling within limits.” Moreover, examples of how to converge different programmes are properly grafted in the ‘National Capacity Building Framework for Panchayati Raj elected representatives and functionaries. However, in the field one can expect many administrative and political pressures to opt for standalone projects. There may be possibilities of dominance of political expediency over economic rationality. Therefore, it is worthwhile to examine the extent of various scheme funds and untied funds were merged with the projects identified for the implementation under BRGF scheme.



Construction of Kuvembu Cultural Centre under convergence with BRGF in Davangere Municipal Corporatio, Davangere District, Karnataka State

2.6.2. Objectives

To assess whether projects being formulated and implemented under BRGF were in convergence and synergetic mode with other Central/State Sector Schemes or were implemented on standalone basis.

2.6.3 Methodology

Separate queries were included in the questionnaire to capture the dynamics of project implementation and very specifically to know whether the projects were being implemented under convergence and synergistic mode or standalone mode. The field investigators were trained to ask questions in a type of discussion mode and confirm the answer after further probing. The project records of the verified assets have been examined to assess the details of bill amounts paid from BRGF allocation and from the allocation of other funds. The annual action plans were examined in details to understand the source of finance and the percentage of its share between BRGF and other sources of funding.

2.6.4. Presentation and Discussion of Data

A total of 712 Gram Panchayats and Urban Local Bodies from 28 States have been visited and 2910 assets constructed under BRGF have been verified. The State wise number of assets verified and the number of projects implemented in convergence with other schemes are provided in Table No.2.6.1.

Table No.2.6.1. Details of Assets Verified and Assets Created under Convergence

Sl No	Name of State	Total Number of Assets verified	Number of Assets Constructed under Convergence
1	Andhra Pradesh	70	3
2	Arunachal Pradesh	60	0
3	Assam	130	1
4	Bihar	270	0
5	Chhattisgarh	133	11
6	Gujarat	85	2
7	Haryana	70	2
8	Himachal Pradesh	70	7
9	Jammu & Kashmir	99	2
10	Jharkhand	89	10
11	Karnataka	140	7
12	Kerala	59	4

13	Madhya Pradesh	227	4
14	Maharashtra	140	14
15	Manipur	37	5
16	Meghalaya	54	7
17	Mizoram	60	0
18	Nagaland	117	2
19	Odisha	210	0
20	Punjab	27	10
21	Rajasthan	138	1
22	Sikkim	58	0
23	Tamil Nadu	103	3
24	Telangana	140	33
25	Tripura	37	4
26	Uttar Pradesh	109	5
27	Uttarakhand	38	11
28	West Bengal	140	4
	Total	2910	152

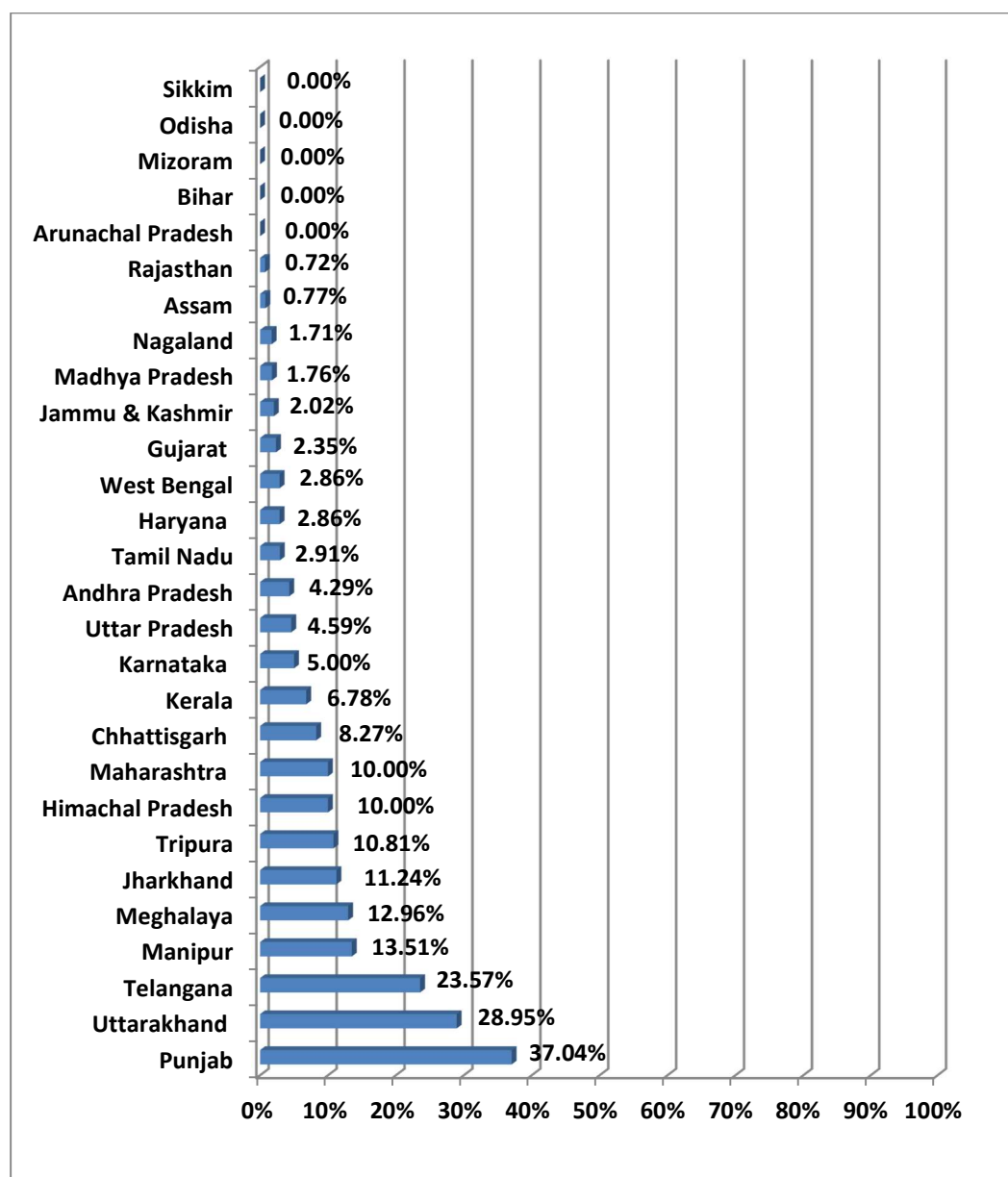
Source: Asset Schedule

Percentage of verified assets constructed in convergence with other funds is only 5.22 per cent. No attempts for convergence were made by the local bodies in the States of Arunachal Pradesh, Bihar, Mizoram, Odisha and Sikkim. In a few States Number of certain assets were created in convergence with other funds and the States are Telangana (33) Maharashtra (14), Uttarakhand (11), Chhattisgarh (11), Jharkhand (10) and Punjab (10). The percentage of assets constructed under convergence out of the verified assets are given in Figure No.2.6.1



Construction of Rajiv Gandhi Seva Kendra under convergence with BRGF in Chippara GP, Tehri Garhwal District, Uttarakhand State

Figure No.2.6.1: Assets Created Under Convergence out of the Verified Assets



Source: Table No.2.6.1.

Local bodies attempted convergence of BRGF funds with various sources of funds such as own fund, National Finance Commission Grants, MGNREGS, Other Centrally Sponsored Schemes (CSS), State Sponsored Schemes (SSS), MPLADS, MLA fund, funds from other tiers of PRIs and donations. The details of convergence made by each local body are provided in Table No.2.6.2.

Table No.2.6.2 Details of Projects having Convergence with Other Funds

Sl No	State	District	Block	Name of Local Body	Name of Project	Total Amount (Rs)	BRGF Fund(Rs)	Fund from Other Sources (Rs)
1	Andhra Pradesh	Chittoor	Thavanampalle	Krishnapuram	New Motor & Pump Set at Kumaramddugu	420000	60000	360000 SDP&ZP Funds
		Chittoor	Thavanampalle	V Kota	Community Toilet	742000	242000	500000 ZP Grant
		Chittoor	Thavanampalle	Madanapallee Municipality	CC Drain at Kuravanka	200000	150000	50000 Own Fund
2	Arunachal Pradesh				Nil			
3	Assam	Morigaon	Kapili	Barbagya	Repair of GP Building	521000	400000	121000 NFC Grant
4	Bihar				Nil			
5	Chhattisgarh	Dhamtari	Kurud	Nawagaon	Rajiv Gandhi Seva Kendra	1000000	800000	200000 MGNREGS
				Korra	Rajiv Gandhi Seva Kendra	1000000	800000	200000 MGNREGS
				Khanharpur	Rajiv Gandhi Seva Kendra	1000000	800000	200000 MGNREGS
			Magarlod	Birjuli	Rajiv Gandhi Seva Kendra	900000	800000	100000 MGNREGS
			Dhamtari	BhatGaon	RGSK	1000000	800000	200000 MGNREGS
				Doma	RGSK	999000	800000	199000 MGNREGS
				Bothly	RGSK	999000	800000	199000, MGNREGS
		Bastar	Bastar	Balanga	Anganwadi	450000	365000	85000

6	Gujarat	Sabarkantha		Chitrakut	Building			MGNREGS		
					Anganwadi Building	450000	365000	85000		
					Building			MGNREGS		
					Anganwadi Building	290000	250000	40000		
					Building			MGNREGS		
					Jagadalspur	Karanji	Anganwadi Building	290000	250000	40000
							Building			MGNREGS
						Himmat Nagar Municipality	Common Service Centre	4700000	4000000	700000
							Balmandir	6432000	5250000	1182000
										Own Fund
7	Haryana	Sirsa		Ellanabad Municipality	Community Centre	2127536	2000000	127536		
								Own Fund		
					Sirsa Municipality	Anganwadi Building	851778	551778	300000	
8	Himachal Pradesh	Sirmaur	Pacchhad	Bagpashog	GP Building	2180000	1100000	1080000		
								MGNREGA		
						Protection Work	220000	170000	50000	
								NFC Grant		
						Dilman	Community Centre	240000	140000	100000
								NFC Grant		
						Dilman	GP Building centre	450000	350000	100000
								NFC		
						Jaman Kiser	RGSK	1000000	500000	500000
										MGNREGS
9	Jammu & Kashmir	Kupwara	Handwara	Machipora	GP Building	731000	365000	366000		
								MGNREGS		

10	Jharkhand	Ranchi	Bero	Jariya	G P Bhawan	2048000	1800000	248000 MGNREGS	
				Kesha	GP Bhawan	2040000	1800000	240000 MGNREGS	
				Ormanchi	Pancha	GP Bhawan	2112000	11,12000	1000000 MGNREGS
		Ramgarh	Mandu	Ratwe	Anganwadi Building	540000	475000	65000 MGNREGS	
					Anganwadi Building	540000	475000	65000 MGNREGS	
			Dulmu	Usra	GP Bhawan	2058000	1800000	258000 MGNREGS	
				Kulhi	GP Bhawan	1960000	1800000	160000 MGNREGS	
				Soso	GP Bhawan	2058000	1100000	958000 MGNREGS	
			Patrata	Palu	Anganwadi Building	668000	475000	193000 MGNREGS	
			Mandu	Badkalelumba	Anganwadi Building	668000	475000	193000 MGNREGS	
11	Karnataka		Bidar	Aurad	Chanduri	Shopping Complex	600000	400000	200000 NFC Grant
					Kautha (B)	RGSK	1000000	400000	600000 MGNREGS
		Santhpur			RGSK	1591160	400000	1191160 MGNREGS	
		Thanakushnoor			RGSK	1000000	900000	100000 MGNREGS	
		Bhalki		Malchapur	RGSK	1000000	900000	100000 MGNREGS	
				Telgaon	Protection Wall	450000	200000	GP Share & ZP Share 250000	
				Devangere	Devengere	Cultural Centre	20440000	3565000	16875000 from

12	Kerala	Palakkad	Chittoor	Municipal Corporation				various sources
				Ealappully	Paddy Godwan	27500000	9000000	18500000
				Perumatty	GP Building	3760550	862000	2898550
								Plan Fund, Own Fund and WB Assistance
			Ottappalam	Chalavara	Electrification of Anganwadi	25000	15000	10000
13	Madhya Pradesh	Chattarpur	Chattarpur	Chittoor Thathamangalam Municipality	Office Building	2000000	500000	1500000
				Nivari	Anganwadi Building	780000	600000	180000
					Anganwadi Building	780000	600000	180000
				Sheopur	Police Community Hall	3800000	3500000	300000
				Khargaon	Water Tank	17600000	14000000	3600000
14	Maharashtra	Ahmed Nagar	Akole	Kharagaon Municipality				Own Fund
				Samsheerpur	Shopping Centre	1258000	831000	427000
								Own Fund
				Samsherpur	Paving Block in Graveyard	81000	55000	21000
								NFC 5000 Own fund
				Samsherpur	Drainage in SC Colony	26000	18000	8000
			Rahuri	Ghodsarwadi	Shopping Centre	125000	80000	45000
								NFC Grant
				Satral	Paving Block in Graveyard	91000	60000	31000
								NFC Grant
				Wambori	Paving Block in	119000	74000	45000

15	Manipur	Chandel	Machi		Graveyard			NFC Grant		
				Rahuri Municipality	Construction of Halls & Toilet for Cultural Centre	3922000	2812000	1110000 NFC		
				Amaravathi	Amaravathi	Mahuli Jahagir	Maintenance o GP Building	1400000	473000	927000 NFC
						Anajngaonbar	GP Building	1558000	960000	598000 <i>Jansuvidha</i>
					Bhatkuli	Waygoan	GP Building	749000	450000	299000 NFC
					Chickkaldara	Badhanapur	Teachers Quarters	369000	319000	50000 NFC
						Badhanapur	Compound wall to school	525000	275000	250000 NFC
						Achalpur Municipality	Construction of WBM & Tar Road from lalpal square to LIC square	6800000	4228000	2572000 Own Fund
							Chandur Railway Municipality	Construction of Drain	1925000	1213000
				Khangshim	Training	700000	450000	250000 Council Fund		
					Langol	Community hall	5600000	2500000	500000 MP Fund, 800000 MLA Fund, 800000 Council Fund and 1000000 donation	
					Laching Minou	Gymnasium	600000	400000	200000 Council Fund	
					Hill tribal council	Guest House and Office	4500000	800000	1000000Donati on and 1000000MPLA	

16								D 1700000 Own Fund
	Moreh			Nepali Basti	Community Hall	1600000	800000	800000 Council Fund
	Meghalaya	Ribhoi	Umling	Diwon	School building	1018000	300000	100000 (SRDWP) 618000 (SSA)
				Jyntru	Community Hall	1000000	180000	820000 Village Fund
				Jyntru	Tree plantation	2549160	350000	2199160 MGNREGS
				Jyntru	Land Development and Tree Plantation	1171666	250000	921666 MGNREGS
				Jyntru	Road black topping	1179875	700000	479875 MGNREGS
				Mawro	Extension of village hatt	2000000	500000	1500000 SGSY
17	Umsing			KunjoinUmran	Durbar Hall	550000	150000	400000 MLA Fund
18	Mizoram				Nil			
18	Nagaland	Kiphire	Kiphire	Old Risethsi	Foot steps	298000	198000	100000 MGNREGS
				Singrep	Construction of septic tank	450000	250000	200000 MGNREGS
19	Odisha				Nil			
20	Punjab	Hoshiarpur	Dasuya	Dadial	Community hall	1016123	1000000	16123 Own fund
			Mahilpur	Chela	Construction of Phirni	609237	409237	200000 MP Fund
				Dhakkon	Completion of elementary school	880773	380000	500773 MP Fund

21	Rajasthan	Udaipur		Dhandian	Compound wall to graveyard	200000	150000	50000	Own Fund		
			Mukerian	Dharampur	Community centre	384435	380773	3662	Own Fund		
				Hoshiarpur Municipality	Tube well railway road library area	2126000	1861000	265000	Own Fund		
					Resurfacing of mall road	2810000	2312000	498000	Own		
					Tube well Ravidas Nagar	2344000	1861000	483000	Own Fund		
					Development of park in railway mandi	1904000	1483000	421000	Own Fund		
				Mukaria Municipality	Construction of Nalah near Dr. Dogra Hospital	1225000	1200000	25000	Own fFnd		
			Bhinder	Adinda	RGSK	2456896	1475000	981896	NABARD		
			22	Sikkim			Nil				
			23	Tamil Nadu	Sivaganga	Devakdthai	ThirumanaVayal	Bridge over Virusali River	6597000	4597000	2000000
24	Telangana	Nalgonda		Singanpunari	Eriyur	PDS Shop	830000	730000	100000	Union Fund	
			Sivaganga Municipality	Svaganga Municipality	Community Hall	1000000	600000	400000	Own Fund		
			Bibinagar	Bibinagar	Mandalsamakya building	30,00000	500000	2,50,0000	RD Fund		
					Veterinary hospital Building	500000	450000	50,000	ZP Grant		
					SC community Hall	5,50,000	4,00,000	1,50,000	GP Fund		
				BC Community Hall	6,20,000	5,00,000	1,20,000	Mandal Grant			

	Bhongir	Venkiryala	C.C. Road	5,00,000	4,50,000	50,000 GP Fund
		Kondamadugu	Anganwadi Building	3,50,000	1,00,000	2,50,000 GP Fund
		Kondamadugu	Completion of Mahila youth Building	3,10,000	1,10,000	2,00,000 GP Fund
		Kondamaduga	Completion of Youth Building	4,10,000	1,10,000	3,00,000 GP Fund
		Kunoor	Balance Work of Mahila building	4,50,000	100000	3,50,000 Mandal Grant
		Kunoor	Completion of SC Community Hall	4,00,000	84,000	316000 GP Fund
		Kunoor	Bathroom & Water Tank near burial ground	2,00,000	90,000	1,10,000 ZP Grant
		Kunoor	Z.P.H.S Compound wall	4,00,000	3,50,000	50,000 ZP Grant
		Veeravally	Anganwadi Compound Wall	2,50,000	1,00,000	1,50,000 Mandal Grant
		Veeravally	Completion of Kitchen Shed of Primary School	1,00,000	25,000	75,000 Mandal Grant
		Veeravally	ZPHS Kitchen Shed	1,00,000	25,000	75,000Mandal Grant
		Surepally	Completion of Mahila building	5,00,000	1,00,000	4,00,000 ZP Grant
		Surepally	SC Community Hall	4,50,000	2,50,000	2,00,000 ZP Grant
	Pochampally	Banda Somararam	Mahila Building	1,00,000	50,000	50,000 ZP Grant
		Indriyala	SC Colony Community Hall completion	2,70,000	2,00,000	70,000 NFC

		Indriyala	Underground drain	4,50,000	1,50,000	3,00,000 NFC
		Indriyala	Bathroom Near Burial Ground	150000	50,000	1,00,000 GP Fund
		Indriyala	ZPHS Compound wall	400000	200000	200000 NFC
	Pochampally	Peddaguden	SC Community Hall	4,00,000	1,50,000	2,50,000 Mandal Grant
		Peddaguddem	C.C. Road	3,00,000	2,50,000	50,000 ZP fund
		Peddagudam	Under Ground Drainage	1,80,000	1,50,000	30,000 GP fund
	Pochampally	Mukthapur	b/w Mudiraj Sangan Building	6,00,000	1,50,000	3,00,000 Mandal Grand, 1,50,000 Donation
		Mukthapur	B/W 4 youth building	5,50000	350000	200000 MPLAD
		Mukthapur	Motor & Pipeline near Pochamma Temple	2,25,000	1,75,000	50,000 GP fund
		Mukthapur	Underground Drain near SC Colony	205000	175000	30000 GP fund
		Pochampally	Construction of Stage	4,00,000	2,00,000	2,00,000 Mandal fund
		Pochampally	G.P Building	19,00,000	10,00,000	9,00,000 GP fund
		Pochampally	Anganwadi building	3,40,000	1,50,000	1,50,000 Women'child Dept. 40,000 GP fund
		Bhongar Municipality	Office building	1,40,00,000	50,00,000	50,00,000 Own Fund 40,00,000 NFC

25	Tripura	Dhalai	Ambassa	Kakamchara	Land development for Dist. Sports complex	93,02,000	30,02,000	63,00,000	Sports & Youth Affairs	
				Purba Nalichara	Town Hall Extension	12,00,000	8,44,628	3,55,372	MPLAD	
				DurgaChowmu hanai	Bamacharra	Construction of Block Office Building	39,39,000	14,39,000	25,00,000	MGNREGS
				Ambassa Municipality	Building for PRTI Lakhar	10,95,71,000	10,46,71,000	4,90,000	MGNREG	
26	Uttar Pradesh	Gorakhpur	Bhramapur	Jungle Rasulpur	Resource Centre	9,41,000	2,30,000	711,000	from Other Source	
					Bhramapurkshetra Panchayat	Resource Centre	5,40,000	2,80,000	2,60,000	Other Fund
			Bhatghat	Pkkhar Binda	Culvert (Puliya)	6,89,000	4,00,000	2,89,000	Other Fund	
					Raibarailly	Harchoudrapur	Dathuali	Interlocking Bridges on Roads	4,4,000	4,00,000
27	Uttarakhand	TehariGhawal	Chambu	Ajmathullah Ganj	Interlocking bricks on road	408000	400000	8000	other Sources	
				Balma	RGSK	10,00,000	5,00,000	5,00,000	MGNREGS	
				Dargi	RGSK	10,00,000	5,00,000	5,00,000	MGNREGS	
				Pangar	RGSK	12,00,000	6,00,000	6,00,000	MGNRGECS	
			Narendra Nagar	Kodarna	Upgradation & GP building	8,00,000	4,00,000	4,00,000	MGNREGS	
				Agar	RGSK	11,84,000	6,50,000	5,34,000	MGNREGS	
			Jhakridhav	Chipara	RGSK	10,00,000	5,00,000	5,00,000	MGNREGS	

28				Dapoli	RGSK	10,00,000	5,00,000	5,00,000	MGNREGS
				Gharakot	RGSK	10,00,000	5,00,000	5,00,000	MGNREGS
				Nawakot	RGSK	10,00,000	5,00,000	5,00,000	
				New Tehari Municipality	Shopping Complex	64,00,000	40,00,000	24,00,000	Own Fund
					Community Hall	35,25,000	24,67,500	10,57,500	Own Fund
				Lakshya I	Extension of GP building	77,000	50,000	27,000	Own Fund
				Ramnagar	Gobra	70,000	50,000	20,000	Own Fund
					Hirapur market				
	West Bengal	Purbamedinipur	Mahishadal	Berhampur	Nealishpara	Tube well	25,000	19,000	6000 Own fund
					Nealishpara	Community Latrine	1,52,000	1,25,000	27,000 Own Fund

Source : Asset Schedules

Out of the 152 projects constructed in convergence mode, 48 works were converged with MGNREGS, 42 with own fund, 17 with NFC grant, 19 with the funds of other tiers of PRIs, five with State Sponsored Schemes (SSS), four with MPLAD and one each with MLALAD, SGSY and NABARD fund. Only seven works were converged with multiple sources of funds which include MPALAD, MLA fund and donation. Seven works are converged with other sources of fund.

Out of the 626 Gram Panchayats/local organizations visited 99 (15.81%) only have attempted convergence while 16 out of 86 urban local bodies (18.61 %) had converged with other funding sources. It is found that Urban Local Bodies have implemented projected under converge mode with their own funds and National Finance Commission Grants only. Though there were number of Centrally Sponsored Schemes (CSS) such as *Hariyali* / IWMP, IAY, SBM and SGSY / NRLM, other than MGNREGS the local

bodies have not attempted the convergence of these schemes. This may be due to the reason that the implementation of these schemes is vested with the Block Development Offices (BDOs). But in the State of Jammu & Kashmir, Odisha and Tamil Nadu where



Gram Panchayat Building constructed under convergence with BRGF in Pallu GP, Ramgarh District, Jharkhand State

the Intermediate Panchayats were the implementing agencies of BRGF also have not attempted convergence mode. The construction of Gram Panchayat buildings and Anganwadi building were done in Jharkhand converging MGNREGs funds and BRGF funds. But these projects were implemented by the Zilla Parishads and not by Gram Panchayats. *Rajiv Gandhi Seva Kendras* were constructed in the State of Chhattisgarh, Karnataka, Himachal Pradesh and Uttarakhand converging BRGF funds with MGNREGS. Though a number of Gram Panchayats in various States have constructed

community toilet under the scheme, no attempts were made to converge them with SBM funds. Same is the case with other sectors where a number of School buildings have been constructed without support of funds under SSA. Housing projects under taken in the States of Madhya Pradesh, Nagaland and West Bengal also were implemented as standalone projects though there were high potential of making convergence with IAY and MGNREGS.

2.6.5 Conclusion

Actual convergence and synergistic mode has not been applied in the implementation of the majority of the projects in the States. Some of the local bodies that have attempted convergence are observed to fill the fund gap from own source of revenue, resources obtained from National Finance Commission and other sources. It is also observed that convergence is seen attempted in varying degree among the implementing entities. Lack of clarity among stakeholders in operationalizing the convergence and synergistic mode with other Central and State Sector Schemes is observed in the field. Lack of involvement and support of the line departments had also worked as an impediment in this direction. In many cases it is seen that operationalization of scheme – manuals and mandatory provisions of separate guidelines work against the convergence and synergistic mode of project formulation and implementation. It may be assumed that the active involvement of Block Development Officers (BDOs) and DRDAs may have the potential to accelerate the rate of convergence, since these agencies are implementing and monitoring majority of the Centrally Sponsored Schemes (CSS) and State sponsored Schemes (SSS). As per the field observation, the local bodies that have made attempt to make convergence of BRGF with other schemes are very negligible. However, it may be considered as the initial phase of endeavor for moving towards convergence and synergistic mode.

2.7. Capacity Building

2.7.1. Introduction

The financial assistance given to the districts under BRGF has two components (a) Development Fund and (b) Capacity Building Fund. The capacity building fund is provided primarily to build capacity in planning, implementation, monitoring, accounting and increasing accountability and transparency. As per the guidelines issued by the Ministry of Panchayati Raj (MoPR) there were provisions for contracting and outsourcing. The programme envisaged continuous and sustained efforts for building capacity to all stakeholders. Allocation of funds under BRGF for capacity building was calculated at the rate of one crore per BRGF district per year. In addition, it was provided for the earmarking resources from development fund for constructing infrastructure for the conduct of Panchayat affairs, provided 30 per cent of the cost is met from other sources. The capacity building fund could be utilized for the following programmes.

1. Providing adequate functionaries for the Panchayats for planning and implementation. It is envisaged that five per cent of the development fund have been earmarked for this programme.
2. Availing technical assistance or to outsource technical support for planning and implementation
3. Providing sufficient office infrastructure including office buildings and connectivity to these offices through roads, telephones, power supply and e-connectivity
4. Providing adequate training as per the National Capacity Building Framework (NCBF)
5. Establishment and maintenance of helplines
6. Conducting surveys and studies
7. Establishment and maintenance of accounting and auditing system
8. Securing assistance for Panchayats and District Planning Committees (DPCs) for preparing and consolidating plans

The overall strengthening of PRIs and ULBs was expected to strengthen the decentralized planning, implementation, monitoring and social audit.

2.7.2. Objectives

To assess the extent to which elected representatives and Panchayat functionaries were trained and to which extent the States have utilized the funds for empowering the Local Government Institutions.

2.7.3. Presentation and Discussion of Data

Capacity Building funds were allocated each year at the rate of one crore per BRGF district. The allocation, release, and the utilization of funds by each State is provided in Table No. 2.7.1

TableNo.2.7.1: Eligibility, Release and Utilization of Capacity Building Funds (Rs.in Crores)

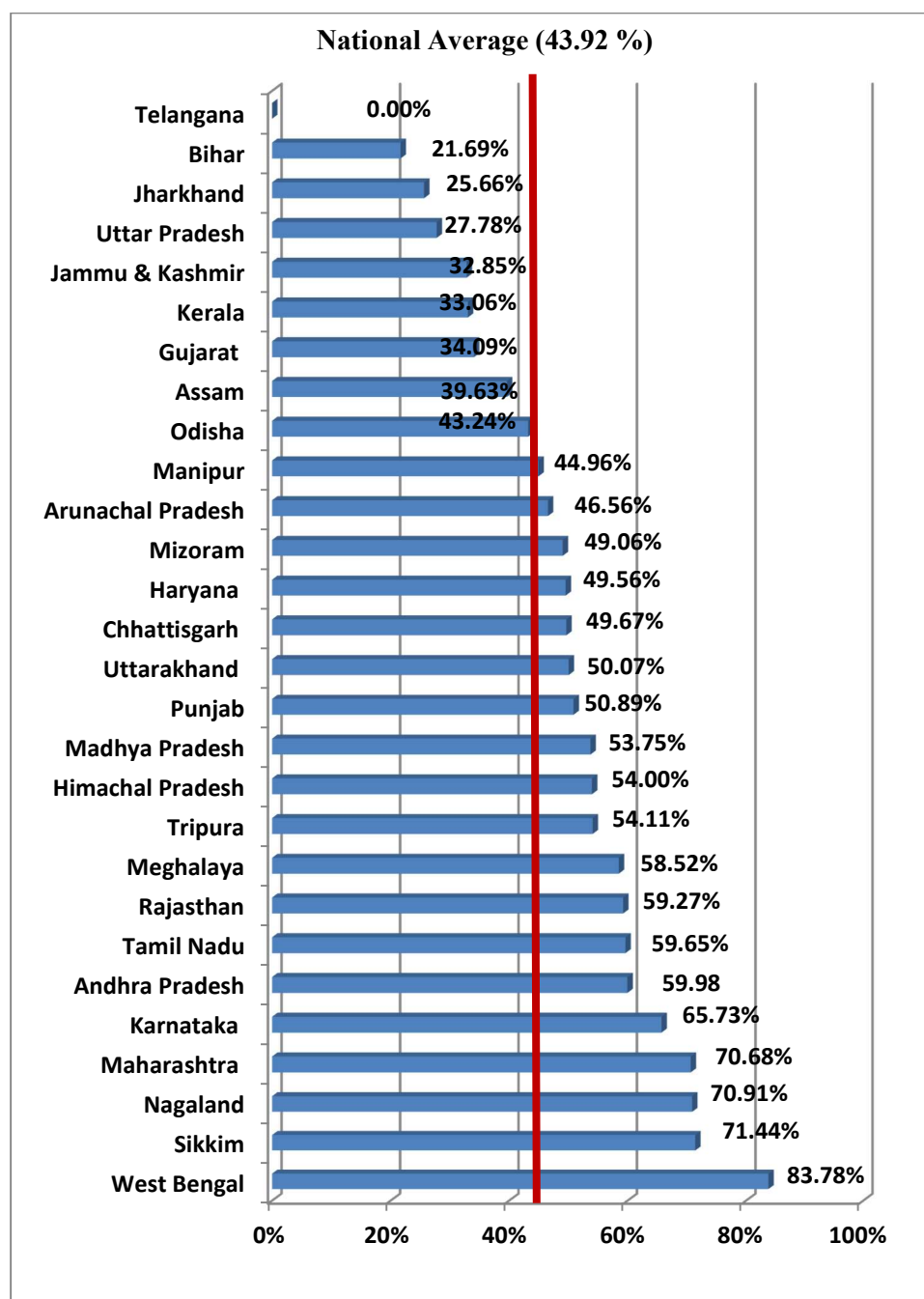
Sl No	Name of State	Allocation	Release	Utilization
1	Andhra Pradesh	117.00	70.18	53.93
2	Arunachal Pradesh	9.00	4.19	4.19
3	Assam	105.00	41.61	29.91
4	Bihar	330.00	71.58	44.19
5	Chhattisgarh	123.0	61.10	61.10
6	Gujarat	54.00	18.41	13.01
7	Haryana	18.00	8.92	7.12
8	Himachal Pradesh	18.00	9.72	9.72
9	Jammu & Kashmir	33.00	10.84	6.34
10	Jharkhand	195.00	50.04	29.34
11	Karnataka	45.00	29.58	27.21
12	Kerala	18.00	5.95	3.82
13	Madhya Pradesh	234.00	125.77	125.77
14	Maharashtra	108.00	76.33	76.33
15	Manipur	27.00	12.14	12.14
16	Meghalaya	27.00	15.80	15.59
17	Mizoram	18.00	8.83	8.83
18	Nagaland	33.00	23.40	18.90
19	Odisha	174.00	75.23	57.23
20	Punjab	9.00	4.58	4.58

21	Rajasthan	111.00	65.79	55.56
22	Sikkim	9.00	6.43	5.53
23	Tamil Nadu	54.00	32.21	32.21
24	Telangana	-	-	-
25	Tripura	9.00	4.87	4.87
26	Uttar Pradesh	309.00	85.84	65.36
27	Uttarakhand	27.00	13.52	13.47
28	West Bengal	99.00	82.94	82.94
	Total	2313.00	1015.80	869.19

Source: MoPR, Govt. of India

The total allocation of fund under capacity building was Rs.2313.00 crores and the released amount is Rs.1015.80 crores (43.92%). Out of the released funds the States have utilized 85.57 per cent (Rs.869.19 crores). The percentage of allocation and release is presented in Figure No.2.7.1

Figure No. 2.7.1: Percentage of Release of Capacity Building Funds to Allocation

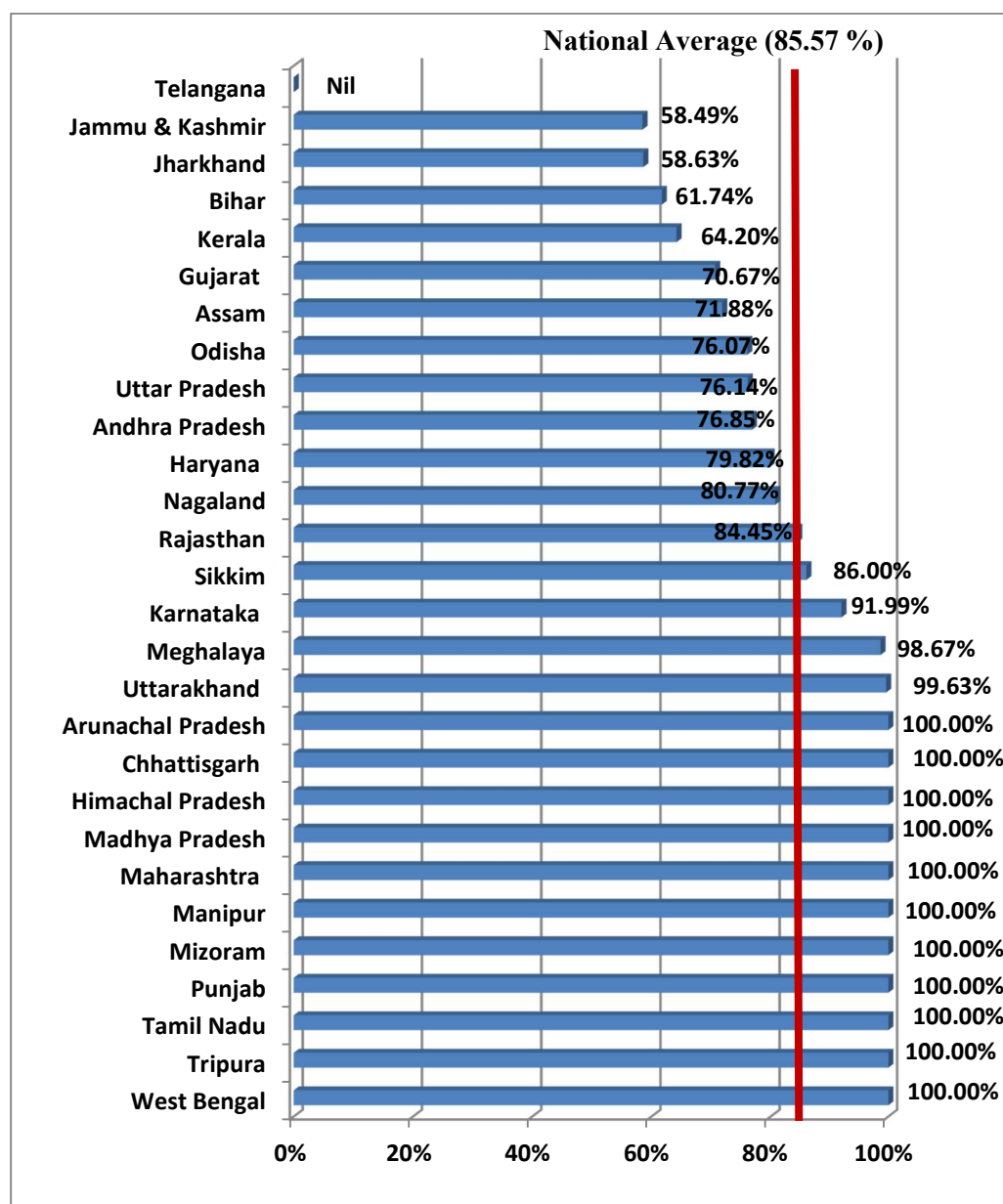


Source: Table 2.7.1

Among the 28 States West Bengal was able to receive 83.78 per cent of its eligible funds. More than 60 per cent funds received by other States were Sikkim, Nagaland, Maharashtra and Karnataka. The States of Andhra Pradesh, Himachal Pradesh, Madhya

Pradesh, Meghalaya, Punjab, Rajasthan, Tamil Nadu, Tripura and Uttarakhand are the other good performers in capacity building and these States had receiving more than 50 per cent funds. The other States that have received above the national average of 43.92 per cent are Arunachal Pradesh, Chhattisgarh, Haryana, Manipur and Mizoram. The State of Telangana was constituted in 2014 and hence the CB fund was not provided. The States that received lowest share of funds are Bihar (21.69%), Chhattisgarh (25.66%) and Uttar Pradesh (27.78%). Out of the 272 BRGF districts, 88 districts fall in these States. More than fifty per cent of the States were not able to utilize the full amount received. The percentage of utilization of capacity building fund towards the released amount is provided in FigureNo. 2.7.2

Figure No.2.7.2 Percentage of Utilization of Capacity Building Fund



Source: Table No.2.7.1

The State of Arunachal Pradesh, Chhattisgarh, Himachal Pradesh, Madhya Pradesh, Maharashtra, Manipur, Mizoram, Punjab, Tamil Nadu, Tripura and West Bengal have utilized the whole amount received for capacity building. Other States that have utilized the funds above the national average of 85.57 per cent are Sikkim, Karnataka, Meghalaya and Uttarakhand. The lowest utilization was done by the States of Jammu & Kashmir

(58.49 %). Other least performed States are Jharkhand (58.6.3 %), Bihar (61.74 %) and Kerala (64.20 %).

The programme has been started in the year 2006-07 and has been implemented till 2014-15. All the districts coming under BRGF scheme were eligible to get Rupees one crore per each year on submission of capacity building plan and utilization certificate for the previous year. But most of the States failed to receive the funds for capacity building every year as is evident from Table No.2.7.2

Table No.2.7.2: Year Wise Receipt of Capacity Building Fund (in crores)

Sl No	Name of State	2006-07	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15
1	Andhra Pradesh	13.00	13.00		22.11	13.00	6.07	3.00		
2	Arunachal Pradesh	0.50			2.90			0.79		
3	Assam	9.12				13.08	9.76	1.24	8.41	-
4	Bihar	14.46			25.78	31.34				
5	Chhattisgarh	9.10			13.00	8.46	17.54	13.00		
6	Gujarat			6.05	5.47	1.85				5.04
7	Haryana			3.23		2.00	1.04	1.49	1.16	
8	Himachal Pradesh		2.00	1.96	1.76	2.00	2.00			
9	Jammu & Kashmir				9.00			1.84		
10	Jharkhand		21.00			8.46				20.58
11	Karnataka		10.00		8.39	5.00	2.69	3.50		
12	Kerala		2.00		2.00	1.28		0.67		
13	Madhya Pradesh	14.96	24.00	24.00	5.66	24.00	12.41	20.74		
14	Maharashtra	6.19		29.81		12.00	5.06	6.94	10.00	6.33
15	Manipur			4.60		2.02	0.67	1.00	1.90	1.95
16	Meghalaya			3.93	2.36	3.00	2.04	1.04	0.87	2.56
17	Mizoram			2.00	2.00	2.00	1.32	0.26		1.25
18	Nagaland			3.00	6.00	3.00	3.00	4.20		4.20
19	Odisha		19.00		23.27		4.99	16.36		11.61
20	Punjab				1.00	1.00	1.00	0.89		0.69
21	Rajasthan	7.88			32.08	8.45	8.70	8.68	-	-
22	Sikkim	0.95		1.00	0.73	0.84	0.63	1.43		0.85
23	Tamil Nadu			16.32		5.24	6.00	4.65		
24	Telangana									
25	Tripura			0.84	0.89	1.00	1.00	1.00	0.14	
26	Uttar Pradesh		25.30		20.26	28.07	12.21			
27	Uttarakhand			9.00			1.99			2.53
28	West Bengal	10.50	5.02	16.98	10.52	11.00	11.00	9.84	8.08	
	Total	86.66	121.32	122.72	195.18	188.09	111.12	102.56	30.56	57.59

Source: Data received from MoPR

In the initial year (2006-07) only 10 States were able to receive the fund through the timely submission of capacity building plan. Only nine States received the CB fund in 2007-08.

The States of Gujarat, Haryana, Manipur, Meghalaya, Mizoram, Nagaland, Tamil Nadu, Tripura and Uttarakhand received funds in the third year only. Out of the nine years of the scheme implementation, none of the 28 States were able to receive the eligible funds for every year. West Bengal was provided funds for eight years. Madhya Pradesh and Meghalaya were able to receive funds for seven years. Jammu & Kashmir has received the fund for two years only and Arunachal Pradesh, Bihar, Jharkhand and Uttarakhand have received funds for three years only. The capacity building activities conducted in each State are described in the following section.

1. Andhra Pradesh

The allocation for capacity building for the State was Rs.117.00 crores. The State was able to receive 59.98 per cent (Rs. 70.18 crores) of the allocation and was able to utilize Rs.53.93 crores. The responsibility of capacity building has been entrusted with the Andhra Pradesh Academy of Rural Development (APARD). The State has devised a comprehensive State policy on capacity building vide Go.No.520 dated 7-12-2006. BRGF cells were formed in all the BRGF districts and extension training centres. APARD imparted training to master trainers at the State level. These master trainers trained trainers selected from the BRGF districts at the extension training centres. These trained trainers in turn provided training to elected representatives and officials.

The CEOs and Mandal Panchayat Development Officers were nominated as training coordinators at the district and block levels. Satellite training centres were established in all the blocks and facilitators were posted. Training cells were constituted at the Zilla Panchayat level and two members appointed to coordinate and monitor training. Training programmes for district and sub district level officials also have been conducted. Separate

training programmes for women and SC/ST elected representatives have been organized in the State.

Capacity building programmes on *plan plus* also has been conducted for the functionaries of PRIs. In addition to face to face training and satellite based training programmes, films and publications were produced by the APARD. The other capacity building programmes include refresher courses, trainings on strengthening of Gram Sabha and literacy programme for elected representatives. In the first eight years of the scheme, Telangana was part of Andhra Pradesh and 325 elected representatives had claimed that they have attended the training programmes and more than 10 subjects were trained. They have also claimed that the trainings have been effective and beneficial.

2. Arunachal Pradesh

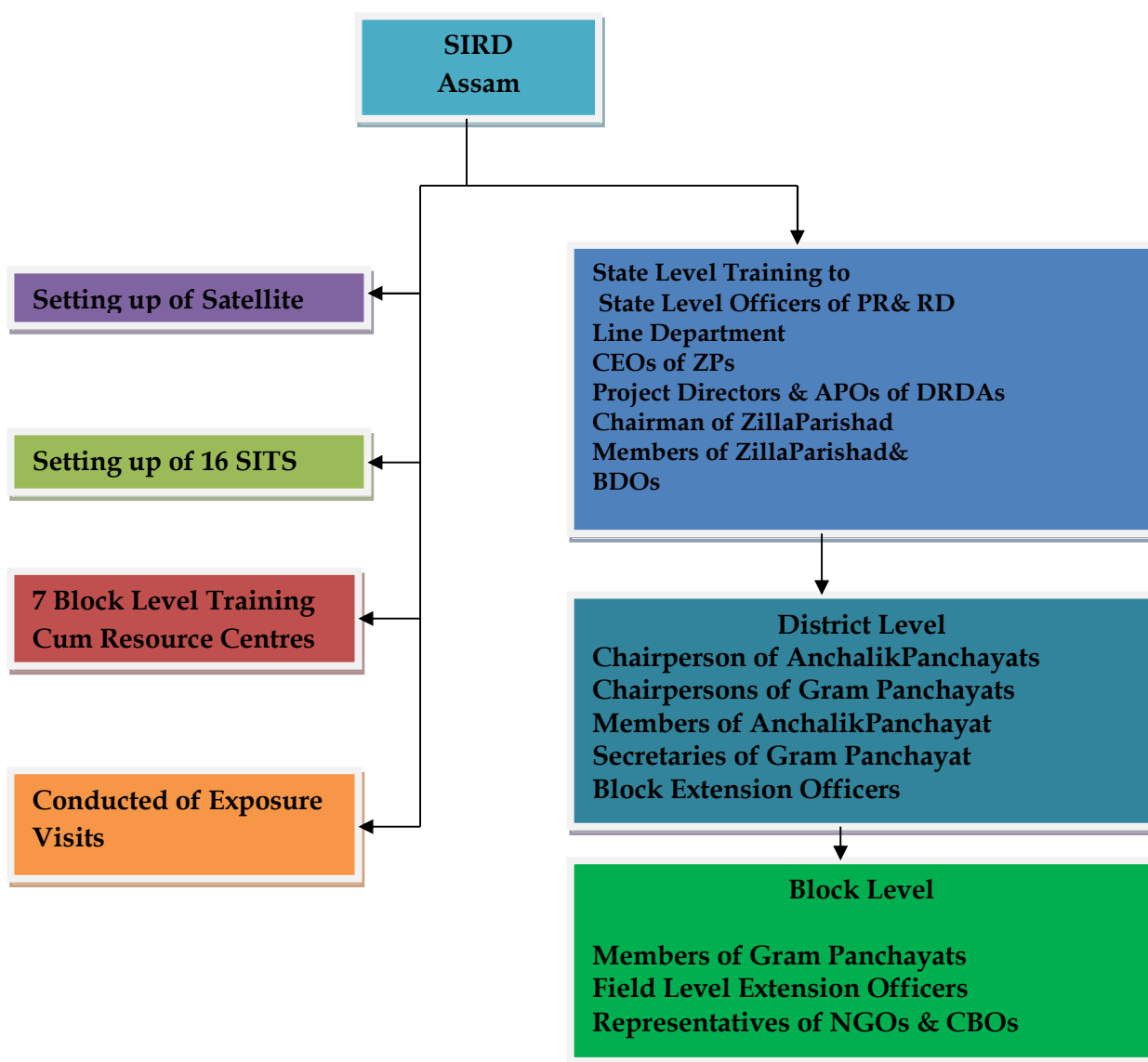
The State Institute of Rural Development undertook the responsibility of capacity building and acted as technical support institution (TSI). The State has received Rs.4.19 crores as capacity development fund and has utilized the whole amount. The SIRD imparted training to the master trainers selected from the Zilla Parishad members, Anchal Samiti Chairpersons, officials and representatives of non governmental organizations (NGOs). The master trainers in turn have imparted training to the district resource persons. The master trainers at the State level and the district resource persons in turn have imparted training to elected representatives, NGOs and CBOs. Re-orientation programmes on various centrally sponsored schemes (CSS), convergence, and social audit also have been conducted in subsequent years. During the field visit 44 respondents (contacted & interviewed) claimed that they have attended training programmes. The SIRD has also organized workshops on district planning and have imparted training on *plan plus* also.

3. Assam

Training modules were prepared by the faculty members of State Institute of Rural Development (SIRD) and Extension Training Centres. Training was imparted at the State

level to the State officers of the Department of Panchayati Raj & Rural Development and Line Departments, Chairpersons of Zilla Parishads, members of Zilla Parishad, Chief Executive Offices (CEOs) of the BRGF districts, Project Directors and Assistant Project Directors of DRDAs, Block Development Officers. Training programmes were conducted at the district level for Chairpersons of Gram Panchayats, Secretaries of Gram Panchayats, Block Extension Officers and members of Anchalik Panchayats. Intermediate Panchayat level workshops were conducted to create awareness for members of Gram Panchayats, representatives of NGOs, CBOs and field level extension workers. The training in Assam was a continuous process and conducted in all years from 2007-08 to 2014-15. The subjects include Panchayat management, planning and implementation of flagship programmes, maintenance of accounts, office management, decentralized planning and *plan plus* software. The training programmes and refresher programmes have improved the capacity of elected representatives and functionaries for decentralized planning. Services of TSIs were hired for preparation of perspective plans. Capacity building structure of Assam is depicted in the Figure No. 2.7.3

Figure No. 2.7.3: Capacity Building Structure of Assam



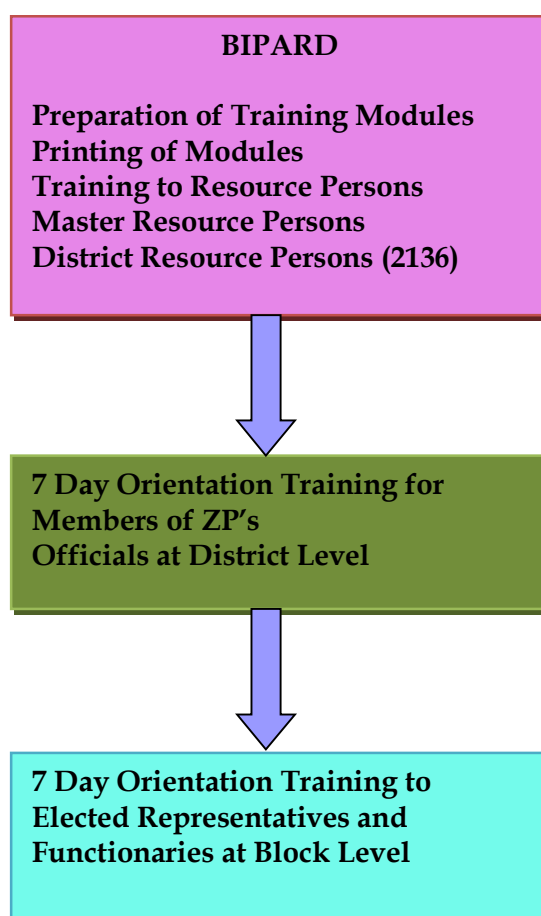
Source: Data Furnished from SIRD & PRIs

4. Bihar

Bihar Institute of Public Administration and Rural Development (BIPARD) prepared training modules and printed reading materials. Master Resource Persons (MRPs) were selected and trained by the BIPARD. Training programmes were conducted for elected representatives and functionaries at the district level and Intermediate Panchayat level. Only foundation course having duration of seven days was conducted. Funds for training

were provided to the districts. No refresher courses or trainings for monitoring were conducted in the State. The services of technical support institutions (TSIs) were hired for the preparation of perspective plans. The capacity building structure of Bihar is given in Figure No.2.7.4

Figure No. 2.7.4: Capacity Building Structure of Bihar



Source: Data Furnished from SIRD & PRIs

5. Chhattisgarh

SIRD has been designated as the Nodal Agency for capacity building in Chhattisgarh and the fund was directly transferred to SIRD based on the five year plan and annual plan prepared by it.

SIRD has prepared training modules and imparted training to master trainers. Foundation courses and refresher courses were conducted for elected representatives and

functionaries. SATCOM Centre has been created in the SIRD and ‘receiving centres’(sub centres of SATCOM) in 110 Intermediates Panchayats. A total of 110 Block Resource Centres (BRCs) and 709 Community Resource Centres (CRCs) also have been organized. Orientation workshops were conducted at the Intermediate Panchayat level (*Janpad Panchayat*). In addition to elected representatives and functionaries, representatives of Self Help Groups (SHGs) and Village Monitoring Committee (VMCs) members also were trained.

SIRD has set up libraries at Gram Panchayat level and provided reading materials in Hindi and English. Publicity was given to the scheme through media campaign also. Moreover, trainings were conducted in all the years which improved awareness and visibility of elected representatives and functionaries. The services of TSIs have been availed in the State to prepare Perspective Plans also. The capacity building structure of Chhattisgarh is given in Figure No.2.7.5

Figure No. 2.7.5: Capacity Building Structure of Chhattisgarh



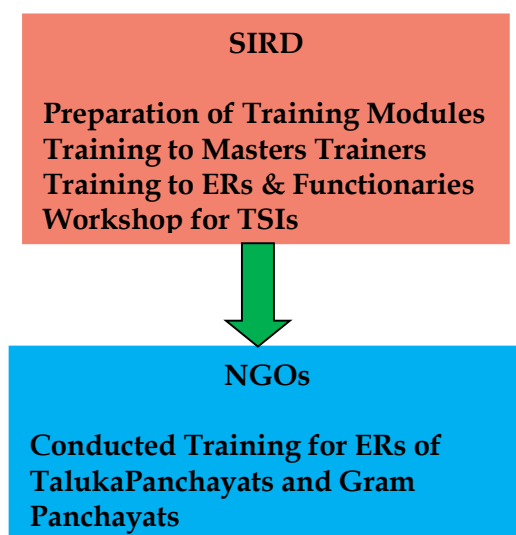
Source: Data Furnished from SIRD & PRIs

6. Gujarat

Capacity building of elected representatives, functionaries and voluntary groups were undertaken by the State Institute of Rural Development (SIRD), Gujarat in collaboration with NGOs. Training modules has been prepared by experts and faculty members. Basic orientation courses in the beginning and refresher courses in subsequent years have been conducted. Special capacity building programmes were organized for women, Schedules

Castes and Scheduled Tribes. The subjects covered in the trainings were BRGF guidelines, Gram Panchayat Plan, Panchayati Raj, Decentralized Planning etc. The training techniques include power point presentation, lectures, games, group activities etc. The NGOs associated with capacity building were Raman Consultancy, TRIOS, Viksat, Wapcosh and Random. One NGO per district is assigned. The services of TSIs were obtained for preparation of perspective plans. The capacity building structure of Gujarat is given in Figure No.2.7.6

Figure No. 2.7.6: Capacity Building Structure of Gujarat



Source: Data Furnished from SIRD & PRIs

7. Haryana

The State has received Rs. 8.92 crores as capacity Development fund for the two BRGF Districts and was able to utilize Rs. 7.12 crores. The capacity building programme has been entrusted with the State Institute of Rural Development (SIRD), Nilokkery.

Basic orientations courses and basic functional courses have been organized by the institute for the elected representatives and functionaries. The institute has organized separate Training Programmes for Zilla Parishats, Panchayat Samities and Gram Panchayats. Separate short duration awareness courses were organized for the women

elected representatives. The institute has also undertaken nearly 700 Gram Sabha campaigns to create awareness among the Gram Sabha members. Exposure visits were organized for the elected representatives. The subjects trained in the basic functional courses include role of PRIs in BRGF, record maintenance & office management, MIS & e-governance, role of three tiers of Panchayats in decentralized planning, convergence and disaster management. The Institute has printed newsletters and sent to all Gram Panchayats. Moreover, computers have been provided to selected Gram Panchayats in the BRGF districts.

8. Himachal Pradesh

Himachal Pradesh Institute of Public Administration has organized Training of Trainers programme for the selected trainers from the BRG districts. The subjects trained include BRGF guidelines, decentralized planning, sectoral programmes, micro plan at Gram Panchayat level and integration of plans at Block and District level. The resource persons and master trainers of the Institute imparted training to the elected representatives. Re orientation programmes also were conducted during 2011-12, 2012-13 and 2013-14. The State has received Rs. 9.72 crore as capacity building fund and was able to utilize the full amount.

9. Jammu & Kashmir

Jammu & Kashmir Institute of Management Public Administration & Rural Development (JKIMPARD) was the Nodal Agency appointed for capacity building. At the time of introduction of BRGF there were no elected representatives in the Panchayati Raj Institutions. Elections to the *Halqua Panchayat* were held in the year 2011-12 only.

The District Panchayat Officers were designated as nodal officers for organizing capacity building programmes at district and sub district levels. A total of 105 Departmental Resource Persons (DRPs) were identified from among the block development officers, inspectors, and secretaries of the *Halqua Panchayat* by the District Panchayat Officers and training of trainers programmes organized by JKIMPARD. Foundation course and

basic functional courses were organized by the institute. Consequent to the elections to the Panchayat, the DRPs were provided refresher courses. The DRPs were sent to APARD Andhra Pradesh, Abdul Nazeer Sahib State Institute of Rural Development Mysore, YASHADA Pune and SIRD Rajasthan.

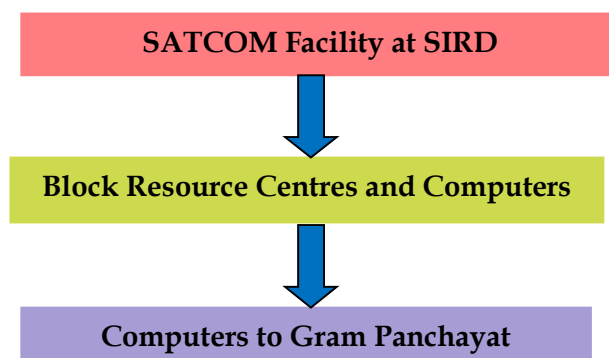
Foundation courses and functional courses were organized for the Sarpanches and elected members at Block and Sub block levels. Trainings focused on sectoral areas were conducted for the elected representatives and functionaries during four years from 2011-12. More than three hundred Sarpanches were provided exposure cum training visits to APARD and ANSSIRD. Moreover, Rural Resource Centres were established in selected block also. But the provisions to appoint additional staff were not utilized in the State.

10. Jharkhand

Elections to the Panchayati Raj Institutions were held in the State in 2010 only and at the time of introduction of BRGF there were no elected members. Hence no attempts for capacity building have been undertaken in the State.

But Resource centres were constructed at Block level and Gram Panchayats were provided with computers. Satellite training infrastructure was constructed at the SIRD also. The capacity building structure of Jharkhand is given in Figure No.2.7.7

Figure No. 2.7.7: Capacity Building Structure of Jharkhand



Source: Data Furnished from SIRD & PRIs

11. Karnataka

Karnataka State received Rs.29.58 crores for capacity development and was able to utilize 91.99 per cent of the funds received. Abdul Nazeer Sahib Institute of Rural Development has been appointed as the nodal agency for imparting trainings to the elected representatives and functionaries of the six BRGF districts in the State. The institute has prepared training modules covering decentralized planning, programme implementation, rural development, health, education sanitation and nutrition. The institute has also periodically revisited and revised the modules. Training of Trainers (ToT) programme was conducted for the selected resource persons.

SIRD has provided support for the preparation of perspective district plans for all the BRGF districts and the support of the technical support institutions were not availed. Trainings were conducted for officers of the Panchayati Raj and line departments, elected representatives, implementing staff, representatives of non governmental organizations and Community Based Organizations. The subjects included in the trainings were project implementation, resource mobilization, participatory planning, conduct of *Jamabandi*, office procedures, conduct of meeting and preparation of budget.

In-house trainings and trainings based on SATCOM facilities also were undertaken by the institute. CB funds were used for construction of hostel and modernization of the SATCOM. The capacity building of officials and the elected representatives of the urban local bodies were undertaken by the State Institute of Urban Development and the SIRD has transferred the required funds to the institute. Re orientation courses also have been conducted effectively in the State.

12. Kerala

Though the State was entitled to receive Rs.18.00 crore under the capacity building stream it was failed to absorb the whole amount. The State has received only Rs.5.95 crores and was able to utilize only Rs.3.82 crores. The Panchayati Raj Institutions and urban local bodies have experience in each and every process of decentralized planning since 1997.

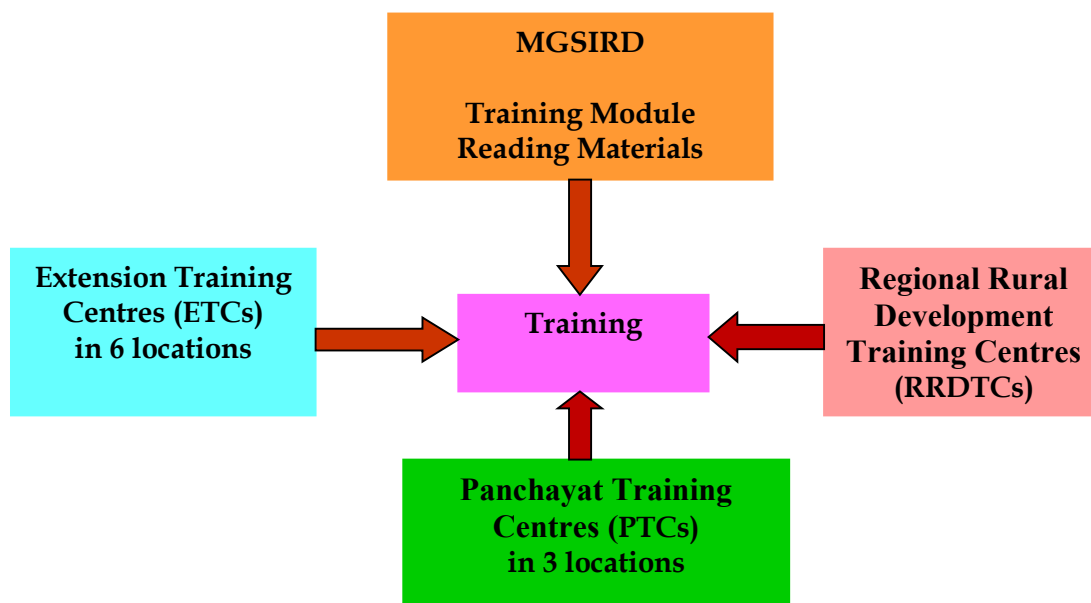
The capacity building programmes were entrusted with Kerala Institute of Local Administration (KILA) which is a pioneer in imparting training in the decentralized planning.

The Institute has organized CB programme together for the two districts. Basic functional course for officials transferred from line departments to Panchayats, training programmes on watershed development and natural resource management, training for women and child development, trainings to institutionalize Gram Sabhas, SHGs and other micro level institutions etc were the training programmes undertaken by the Institute. A helpline has been established at KILA for the scheme. Panchayat Resource Centres (BRCs) at block level also have been established in the two districts. Exposure visit to beacon Panchayats was another activity undertaken. The funds were also used to strengthen the institute through setting up video conferencing facility, purchasing lap tops, LCD projects and furniture to the institute. Handbooks on MGNREGS, food security, Panchayat administrative etc also have been prepared by the institute. An evaluation study on the implementation of the scheme also has been undertaken by the institute.

13. Madhya Pradesh

The Mahatma Gandhi State Institute of Rural Development has prepared the training modules and prepared reading materials. The training has been imparted to the elected representatives and functionaries through SIRD, Regional Rural Development Training Centres of SIRD, Extension Training Centres (ETCs) in six locations and Panchayat Training Centres (PTCs) in three locations. Moreover, Block Resource Centres (BRCs) have been constructed at *Janpad Panchayat* level. Technical Support Institutions (TSIs) were engaged for each district to prepare district perspective plans. The capacity building structure of Madhya Pradesh is given in Figure No.2.7.8.

Figure No. 2.7.8: Capacity Building Structure of Madhya Pradesh



Source: Data Furnished from SIRD & PRIs

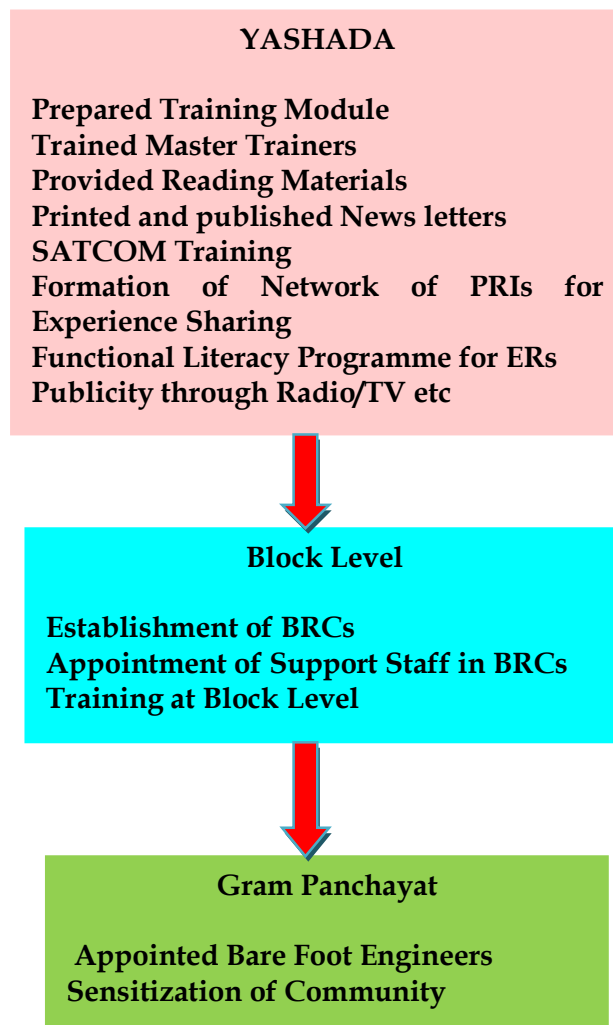
14. Maharashtra

The State Government appointed YASHADA as the Nodal Agency for capacity building programme for BRGF. According to the information from YASHADA the total number of elected representatives and officials to be trained were 1.10 lakh out of which 1.04 were from Gram Panchayat level. Training has been imparted in a decentralized manner through Master Trainers trained by YASHADA and employing infrastructure facilities of local institutions especially NGOs. The training modules for induction courses and foundation courses and reading materials were prepared and printed. The total number of master trainers trained was 634. There were 43 Master Trainers for Ahmednagar and 35 for Amaravathy. During the year 2008-09, 24542 persons were trained, out of which 18275 were elected representatives from Gram Panchayats, 442 from Intermediate Panchayats and 218 from Zilla Parishads. The number of officials trained at District/Block level is 1398 and at Gram Panchayats level the number is 4209.

The capacity development activities include foundation courses, functional literacy programme, building ICT skills, formation of networks of PRIs for experience sharing, satellite based training, installation of helpline and formation of Block Resource Centres (BRCs). Newsletter with the name “*Gram Yash Vartha*” has been printed and films for awareness creation were produced. SATCOM facilities have been utilized for refresher trainings. Laptops, computers and office furniture were provided for the BRCs.

The subjects trained include concept of micro planning, effective service delivery in Gram Panchayats, functional literacy, IT awareness programme, integrated watershed management programme and village sanitation. YASHADA has also established toll free helpline for providing information and clarifications, and this facility was availed by more than 12000 persons per year. As per the details of training 1087 persons were trained in selected PRIs in Ahmednagar while only 664 were trained in Amaravathy. The capacity building structure of Maharashtra is given in Figure No.2.7.9

Figure No. 2.7.9: Capacity Building Structure of Maharashtra



Source: Data Furnished from SIRD & PRIs

15. Manipur

The State has received Rs. 12.14 corers as capacity building fund and was able to utilize the whole amount. The village council members were trained on functioning of Gram Sabha, decentralized planning, and people's participation. The members of the Autonomous District Council members were also provided basic functional course.

16. Meghalaya

As coming under 6th Schedule of the Constitution, the State of Meghalaya has no Panchayati Raj Institutions. The Village Employment Councils (VECs) were the authorized bodies for the implementation. VEC consists of all the job card holders and it has an elected programme implementing executive council with one chairman, secretary and three members. The capacity building task in the State was entrusted with the State Institute of Rural Development (SIRD) Meghalaya. The institute has organized foundation course, functional courses and refresher courses to officers of various departments and office bearers of VECs and area employment councils. ICT skill development programmes and skill development courses also were conducted. More than a dozen subjects were discussed in the basic functional courses. Skill development courses on agriculture extension, animal husbandry, plumbing, minor electrical works etc. also were undertaken. Refresher courses have been conducted on maintenance of record, local level planning, social audit, transparency and monitoring and evaluation. A functional literacy course for the illiterate office bearers of VEC also has been undertaken by the institute. The State was able to utilize 98.67 per cent of capacity building funds released.

17. Mizoram

Though guidelines of the scheme has proposed that the village councils existing in the BRGF districts are to be entrusted with the planning and implementation, the scheme was implemented by the District Level Planning and Implementing Committee in Lawngtlai district. The State received Rs.8.83 crores as capacity building fund and has utilized the whole amount. The State Institute of Rural Development has been designated as the implementing agency for capacity building.

The SIRD recruited 15 persons on fixed pay to impart the trainings since no reputed firm was available to outsource capacity building. The institute has organized basic orientation and foundation course for office bearers of village councils, officials of various

departments, representatives of CBOs and SHG. Trainings have been organized from 2008-09 to 2014-15. Out of the stakeholders interviewed including village council members 41 have claimed that they have received training on the scheme.

18. Nagaland

Nagaland has received Rs. 23.40 crores for capacity development and was able to utilize Rs. 18.90 crores. The capacity building Programmes were organized by the State Institute of Rural Development (SIRD). District resource persons were selected from the BRGF districts and imparted training who in turn has trained the village level members and other functionaries. SIRD undertook Gram Sabha level campaigns also for large scale community mobilization exercise. The institute has also conducted thematic trainings on various subjects at the institute every year for the village council members and functionaries.

In addition to training, helpline have been established connecting all the villages and computers provided to all village councils. Reading materials on BRGF and decentralized planning has been produced by the Institute in various local dialects and distributed. More over newspapers have been printed and distributed to all the villages free of cost. Documentary films also have been produced by the institute. Extension training centre, Tuensan was strengthened by providing infrastructure facilities and has been developed as a resource centre for BRGF. Five vehicles also were purchased for the training institutes.

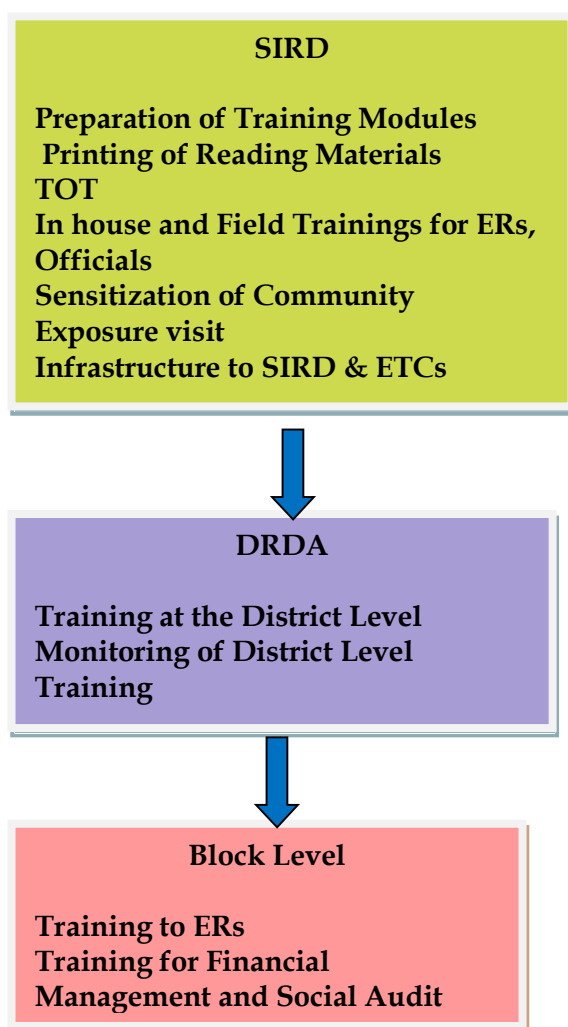
19. Odisha

In Odisha, State Institute of Rural Development (SIRD) was the Nodal Agency for capacity building. It has prepared the training modules, printed reading materials and conducted Training of Trainers (TOT). In house trainings were conducted by SIRD and field training also was conducted. At the district level, training programmes were organized by District Rural Development Agencies (DRDAs) in collaboration with the BDOs. The DRDA has organized Intermediate Panchayat level trainings also. SIRD had

conducted 148 field training programme on financial management. From 2008-09 to 2014-15 the SIRD has conducted 3244 training sessions on BRGF.

Community has been imparted training for the conduct of social audit and fund provided for the social audit each year. The SIRD has conducted exposure visits also for elected representatives and functionaries. In addition to these infrastructure facilities, construction of hostels was provided to training centres under BRGF. Technical Support Institutions (TSIs) were engaged to prepare perspective plans in the districts. The capacity building structure of Odisha is given in Figure No.2.7.10

Figure No. 2.7.10: Capacity Building Structure of Odisha



Source: Data Furnished from SIRD & PRIs

20. Punjab

The State was eligible to get Rs. 9.00 crores as capacity building fund, but was able to receive only Rs. 4.58 crores. The SIRD acted as the Nodal Agency for capacity building programmes. It has developed materials for capacity building. Resource persons were selected from a pool of retired officers, existing line departments' officials and NGO activists etc and were imparted training for 8-10 days. These resource persons have imparted training to Gram Panchayats members at the grass root level. Capacity building programmes for the members and officials of the Zilla Parishad also were conducted by the SIRD. In continuation to the basic orientation training, thematic trainings on various subjects also have been conducted in the subsequent years.

21. Rajasthan

The first national workshop on BRGF has been organized at the Indira Gandhi Panchayati Raj and Gramin Vikas Sansthan, Jaipur and the State Government has entrusted the task of capacity building under the scheme with the institute. The institute organized ToT for resource persons in the year 2007 and has trained 400 resource persons selected from among the CEO's, CPOs, BDOs, CDPO's, PEs, representatives of NGOs and former PRI members of the 12 BRGF districts.

Workshop on BRGF for Zilla Parishad members and DPC members were conducted at the district level and trainings were conducted for the Panchayat Samiti members at the Samiti level. The Gram Panchayats were grouped in to clusters of 10 to 15 and workshops organized at the cluster level for Sarpanches, Panches and Gram Sevaks. Refresher courses also have been undertaken by the institute for the resource persons. BRGF scheme, decentralized planning, convergence, social audit etc were the subjects included in the training programmes.

The institute has also imparted skill development programmes to hand pump mechanics and *barefoot engineers*. More than 500 youths were trained as *barefoot engineers* and around 100 as hand pump mechanics. The State received Rs.65.79 crores for capacity

building and has utilized Rs.55.56 crores for the programme. In the field survey conducted in 24 Gram Panchayats and four urban local bodies 153 elected representatives and functionaries have opined that they have received training and the trainings were effective.

22. Sikkim

Though the State was eligible to receive Rs.9.00 crores for capacity building it was able to absorb Rs.6.43 crores only. Out of the allocation received, Rs.5.53 crores have been utilized by the State for capacity building and for infrastructure development of the training institutions. The capacity building funds were directly transferred to the SIRD Sikkim which acted as the nodal agency for capacity building.

The SIRD conducted ToT programmes and workshops on BRGF for elected representatives and functionaries of PRIs and ULBs. It is found that 27 field facilitators were appointed at cluster level to support the Gram Panchayat Unions in decentralized planning. Consequent to the elections to the PRIs more than 100 newly elected representatives have been provided foundation course during 2007-08. Refresher courses on decentralized planning were conducted during the subsequent years to the field facilitators, elected representatives and Panchayat Inspectors. During the year 2009-10, total 47 functionaries were trained on *plan plus*. ToT on web enabled software *plan plus* for decentralized planning has also been organized for DPOs and Panchayat inspectors. It is noticed that utilizing the capacity building fund training infrastructure has been strengthened in SIRD, ETCs and regional training centres.

23. Tamil Nadu

The State received Rs. 32.21 crores for capacity building and has utilized the whole amount. The State Government has appointed the State Institute for Rural Development (SIRD) as the nodal agency for capacity building. The institute organized a six day ToT for trainers during the year 2007-08. In the same year four days foundation course has been conducted for the chairmen of the Panchayat Unions. Separate programme have

been organized by the institute to impart training to District Collectors and DPC members.

Four day training programme was undertaken to build the capacity of officials. During 2008-09 Master Trainers were trained and have constituted a group of 44 Resource Persons at State level and 660 Resource Persons at district level. Basic orientation courses were organized at the district level for the Gram Panchayat Presidents and Members. Reorientation programmes have been organized in the subsequent years separately for the Chairpersons and Members of the Panchayat Union and Members of the District Panchayat. Though the Village Panchayats have not implemented the scheme in the State, basic functional courses had been organized for the clerks of the Village Panchayat, community welfare workers and agricultural extension officers. More than a dozen subjects were covered in the training programmes. During the field visit, 156 elected representatives (contacted & interviewed) have claimed that they have participated in the training programmes. The subjects trained include Panchayati Raj administration, accounts and audit, establishment matters, computer applications, various Centrally Sponsored Schemes (CSS), State schemes, disaster management, social audit and decentralized planning.

24. Telangana

The State of Telangana was constituted in 2014 and hence the CB fund was not provided.

25. Tripura

The State of Tripura received Rs.4.87 cores for capacity building activities and the State was able to utilize the funds fully. The capacity building task has been entrusted with the State Institute of Public Administration and Rural Development (SIPARD) Tripura. SIPARD has organized a training of trainers programme and 30 trainers were imparted two weeks training. Through the trainers, foundation course with duration of six days was conducted at SIPARD and DZP training centre Ambassa. In continuation to the foundation course basic functional course also has been organized. Training on

accounting and auditing has been imparted to 300 officials of Gram Panchayats and villages coming under Autonomous District Councils. The subjects trained include Panchayati Raj, decentralized planning, scheme implementation, transparency and accountability, convergence and social audit. Basic computer training also has been imparted to elected representatives and officials.

In addition to the capacity building activities one training centre has been established at the District Panchayat building, Ambassa. Planning cells were set up at block level. The funds were used for construction/ extension of *Panchayat Ghar* and for providing computers, printers and UPS to Gram Panchayats and ADC villages. Telephones and internet connections also were provided to the entire village Panchayats. Two computer labs, one at District Panchayat Ambassa and one at SIPARD also have been set up using the CB funds. Though capacity building activities were conducted to the functionaries of the Gram Panchayats, they have not implemented the scheme in the State.

26. Uttar Pradesh

The State Level Programme Management Unit (PMU) was designated as the Nodal Agency to impart trainings and the SIRD was entrusted with the co-ordination of training programmes. Training programmes were conducted in the State during 2009-10, 2010-11 and 2011-12 at the State, District and Intermediate levels (*Kshethra*). The training modules were prepared by Sabhaji Sikshan Kendra, Luknow and it has conducted the Training of Trainers (TOT) for the master trainers. The trainings at the District level and Intermediate Panchayat level (*Kshethra*) were conducted by SIRD in collaboration with Non-Governmental Organizations and Master Trainers.

The subjects trained include decentralization, role of three tier Panchayats, 73rd and 74th Constitutional Amendments, Panchayati Raj Act and Rules, Panchayat Committee, Financial Management, Communication skills, Office Management, various development schemes and Backward Region Grant Funds (BRGF) Schemes. The trainings were participatory and tools like flip chart, white board, projector, role play, motivation movies

etc were employed. Training programmes for the implementation of the scheme have been conducted in all the BRGF districts during the period from 2009-2010 to 2011-2012. The year wise participation in the trainings are provided in Table No. 2.7.3

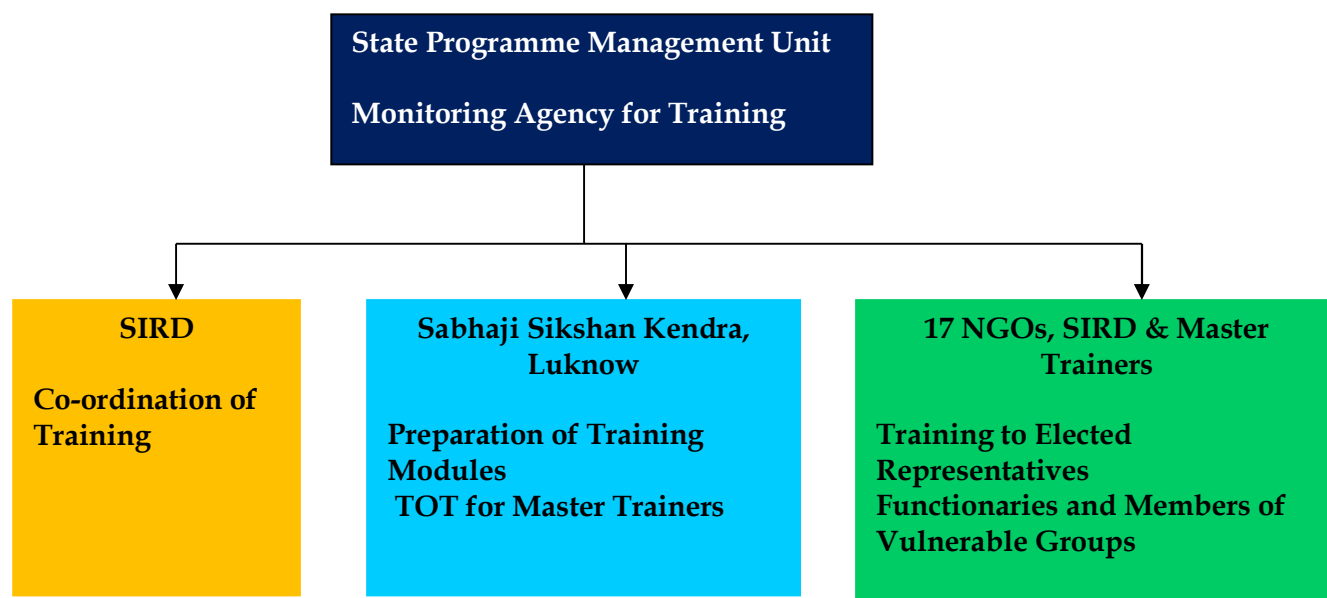
Table No. 2.7.3: Year Wise Participation in the Trainings

Year	ERs of Village Panchayat	ERs of Kshethra Panchayat	ERs of Zilla Panchayat	ERs of ULBs	DPC Members	Officials	Vulnerable Groups
2009-10	Nil	33431	1359	Nil	Nil	656	61051
2010-11	11904	Nil	Nil	Nil	Nil	1125	49233
2011-12	218784	Nil	Nil	Nil	Nil	1378	109457

Source: Information Provided by the PMU (BRGF), Govt. of UP

The elected functionaries of the Village Panchayats were given training during 2010-2011 and 2011-2012 while the elected representatives of the other two tiers were given training only in 2009-2010. Training for the officers and representatives for vulnerable groups were imparted in three years. Elected representatives of the ULBs, members of the DPC, representatives from TSIs and NGOs were not covered under the programme. The role of the SIRD in the implementation of the training programme was very little. Training programmes were organized at 50 centres in the BRGF districts. The capacity building structure of Uttar Pradesh is given in Figure No.2.7.11.

Figure No. 2.7.11: Capacity Building Structure of Uttar Pradesh



Source: Data Furnished from SIRD & PRIs

The State Institute of Rural Development (SIRD) which was expected to play a pivotal role has not taken the issue seriously. The private agencies selected to impart training conducted it in a conventional mode. The rationale of the programme was neither internalized nor communicated to the trainees. Hence the scheme was just taken as any other Centrally Sponsored Programme to be implemented in a lethargic mode.

27. Uttarakhand

Uttarakhand was eligible to get Rs.27.00 crores for capacity building. But the State could not receive the whole amount. Only Rs.13.52 crores were received by the State and was able to utilize 99.83 per cent of the funds received. The capacity building programme has been undertaken by the Uttarakhand Institute of Rural Development and Panchayati Raj. The Institute organized ToT programme, and capacity building activities conducted for the elected representatives and functionaries at the institute and extensions training centres. Foundation courses and induction programmes also have been conducted. According to the Institute a total of 28532 elected representatives from three tier Panchayati Raj Institutions were trained.

In addition to CB activities, 100 *Panchayat bhawan* were constructed and computerized. Resource centre have been established in selected blocks and Gram Panchayats. Out of the 12 Gram Panchayats visited in the State, 31 elected representatives have opined that they have attended the capacity building programmes and that more than three subjects including BRGF scheme, decentralized planning and social audit have been discussed in these trainings.

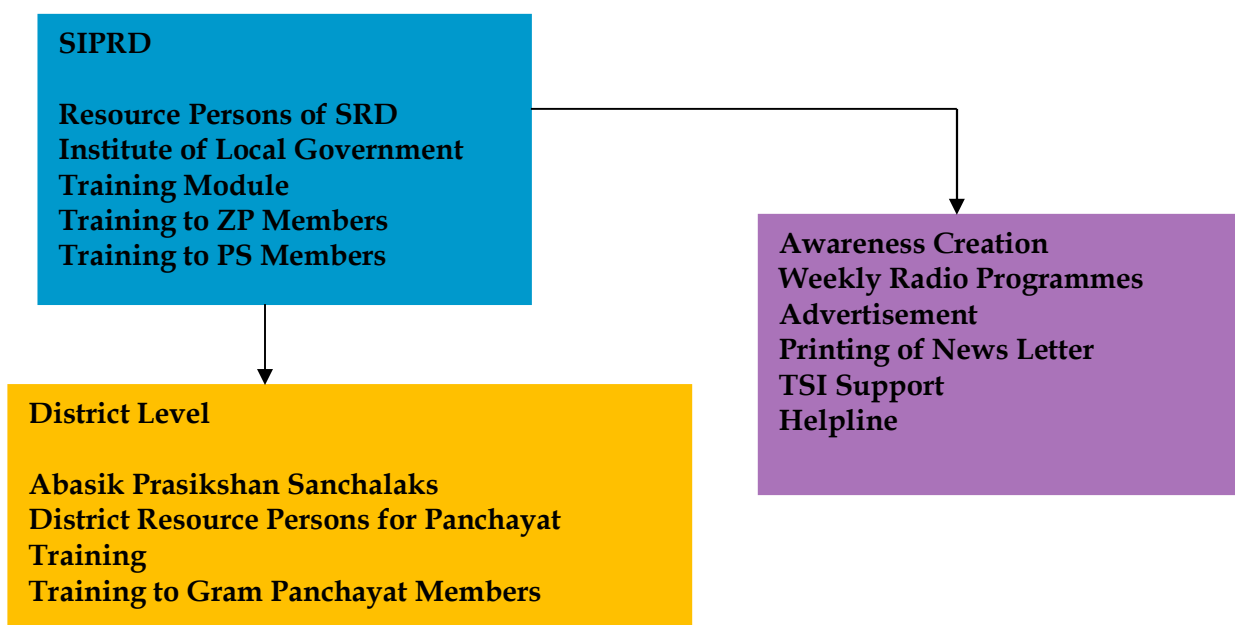
28. West Bengal

The capacity building activities in the State were organized in convergence with other capacity building programmes especially with SRD (Strengthening Rural Decentralization) programme and this has avoided the overlapping of activities. The State has prepared a perspective plan for capacity building for the initial five years. One of the activities was conducting of survey, analysis of backwardness and development of baseline. Moreover, IT support was provided to Gram Panchayats and has established a computer based Gram Panchayat Management System (GPMS) and Integrated Fund Management System (IFMS) at the Intermediate Panchayat level. Supports were provided for training institutions including State Institut of Panchayat and Rural Development (SIPRD), Institute of Local Government, extension training centres and permanent district training centres. The capacity building funds were used to establish a Panchayat and Rural Development helpline at the State level. Trainings were conducted at the district level. Learning materials through multiple media has been procured and developed to build community awareness.

In West Bengal it was not only capacity building and training but also an exercise of providing handholding support to the PRIs and ULBs, for planning and integration of plans in to District plans was made. Support was provided for the District Planning Committees (DPCs) also for integration of plans and to prepare district plans. Technical assistance was provided for planning and implementation through availing services of resource institutions and resource persons.

For awareness creation among common people, monthly bulletin has been prepared, printed, published and distributed widely. Advertisements have been made in newspapers, televisions and radios and weekly radio programmes conducted. The capacity building for the Panchayat Samiti and Zilla Parishad members were conducted by the SIPRD employing the services of resource persons of Strengthening Rural Decentralization Programme (SRD) cell and line departments. The Gram Panchayat functionaries were trained by six to eight trained District Resource Persons (DRCs) for Panchayat training co-ordinated by two resident training facilitators (*Abasik Prasikshan Sanchalaks*). Interactive sections, multimedia presentation, case studies, videos, brainstorming group works etc were employed as tools for training. The capacity building structure of West Bengal is given in Figure No.2.7.12.

Figure No. 2.7.12: Capacity Building Structure of West Bengal



Source: Data Furnished from SIRD& PRIs

Conclusion

The opportunities and funds provided for capacity building under BRGF were not utilized fully by the States. But innovative steps had been taken by the States of Maharashtra, Meghalaya, Nagaland and West Bengal. Functional literacy courses were conducted in the States of Maharashtra, Meghalaya and Andhra Pradesh. Additional functionaries were provided in the States of Maharashtra, Sikkim and West Bengal only. Helpline has been established and maintained in the States of Karnataka, Kerala, Maharashtra, Nagaland and West Bengal. SATCOM facilities were established in the States of Andhra Pradesh, Assam, Chhattisgarh, Jharkhand, Karnataka and Maharashtra. Trainings for SHGs and CBOs were conducted in the States of Arunachal Pradesh, Chhattisgarh, Karnataka, Maharashtra, Nagaland, Tripura and West Bengal.

None of the States were able to avail and utilize the allocations under the capacity building component, fully. However, the percentage of utilization of capacity building fund towards the released amount is commendable. Capacity building exercise was done mainly for the elected representatives in position at the time of introduction of the scheme. Commendable attempts were not made to build the capacity of newly elected representatives. In most of the States the capacity building programmes were organized without conducting need assessment. In the States of Meghalaya and Nagaland earnest attempts are seen made to improve the capacity of village level bodies though there were no PRIs. The scheme provided for the building of the capacity of elected representatives in all the BRGF districts. Though the scheme has been designed to fill the critical gaps in development through participatory planning and strengthening of Panchayati Raj Institutions, almost all the States have given priority to the development of infrastructure, whereas the strengthening of Panchayati Raj Institutions and urban local bodies had largely been neglected.

2.8. Time Frame Taken to Implement the Project after Initial Funding

2.8.1. Introduction

The Panchayati Raj Institutions and Urban Local Governments have formulated the annual plans through a participatory process. Generally, it is presumed that the planning process is a time consuming one and each step needs certain protocol checklist. As it is observed, the final stage of implementation would consume more time span among the planning steps. Generally, the nature of release of development fund and the procedures relating to its flow to the implementing agencies is observed as one of the impediments for the speedy and timely implementation of projects. In the context of the above observations of the time frame to implement the projects may be worthwhile to understand the case of projects under BRGF. The specific task placed here is to appraise the time taken in completion of an activity / work after initial funding was made to the Panchayati Raj Institutions and urban local bodies.

2.8.2. Objectives

To assess the time taken for the completion of a work/activity after initial funding was made to the implementing entities.

2.8.3. Methodology

Specific questions were listed in the ‘asset schedule’ to find out the time taken in completion of an activity / work after initial funding was made to the implementing entities. While analyzing the data it had been classified in to six divisions based on the duration of time for the completion of the work such as

- projects that have been completed within a month,
- projects completed within two months (more than one month and less



Play Ground constructed under BRGF in Bungtlang GP, Bungtlang Block, Lawntlai District, Mizoram

than two months), iii. projects completed within four months (more than two months and less than four months) iv. projects completed within eight months (more than four months and less than eight months), v. projects completed within one year (more than eight months and less than one year), vi. projects that have taken more than one year for completion. Moreover, the details of projects that have been abandoned also were examined. In addition to the process of asking questions, the files related to the assets verified also have been examined.

2.8.4. Presentation and Discussion of Data

The time frame taken to complete 2910 assets verified from 712 local bodies (Panchayati Raj Institutions and Urban Local Governments) visited from 28 States are provided in Table No.2.8.1

Table No.2.8.1. Details of Time Frame Taken to Complete the Project

Sl No	Name of State	No. of Assets Verified	No. of Assets completed within One Month	Assets Completed between 1 and 2 Months	Assets completed between 2 and 4 months	Assets completed between 4 and 8 months	Assets completed between 8 months and 1 years	Assets that have taken more than 1 year for completion	Assets not yet completed
1	Andhra Pradesh	70	12	24	8	21	3	2	0
2	Arunachal Pradesh	60	0	2	10	27	10	11	0
3	Assam	130	5	5	36	34	34	9	7
4	Bihar	270	21	36	52	79	56	26	0
5	Chhattisgarh	133	10	10	25	41	27	20	0
6	Gujarat	85	6	8	29	27	11	4	0
7	Haryana	70	8	9	8	21	18	6	0
8	Himachal Pradesh	70	16	8	17	19	5	5	0
9	Jammu & Kashmir	99	7	20	36	26	0	10	0
10	Karnataka	140	48	35	18	17	13	9	0
11	Kerala	59	3	2	7	15	14	18	0
12	Jharkhand	89	3	6	12	4	13	49	2
13	Madhya Pradesh	227	2	5	16	63	67	70	4
14	Maharashtra	140	5	19	19	58	23	16	0

15	Manipur	37	0	2	7	6	6	16	0
16	Meghalaya	54	0	4	5	12	6	27	0
17	Mizoram	60	1	0	14	14	11	20	0
18	Nagaland	117	2	3	28	39	23	22	0
19	Odisha	210	30	19	35	53	33	40	0
20	Punjab	27	0	5	4	6	6	6	0
21	Rajasthan	138	31	25	34	23	12	13	0
22	Sikkim	58	2	16	13	9	11	7	0
23	Tamil Nadu	103	5	9	20	26	30	13	0
24	Telangana	140	40	33	33	22	6	6	0
25	Tripura	37	0	0	5	12	5	15	0
26	Uttar Pradesh	109	14	31	30	16	8	10	0
27	Uttarakhand	38	4	0	6	2	6	20	0
28	West Bengal	140	9	15	21	45	15	35	0
	Total	2910	284	351	548	737	472	505	13

Source: Asset Schedule

The time frame required to complete a project is depended upon number of factors including the size of the project. Projects like brick soling and concreting of roads, installation of hand pump and solar light and digging of a bore well can be completed within a very short time span, while the construction of a building requires at least six months for its completion. The time frame is also influenced by the availability of funds and technical persons. It is seen that majority of works initiated in all the local bodies have taken two months to eight months for completion. The percentage of works completed under each time frame category are provided in Table No.2.8.2.

Table No.2.8.2: Percentage of Projects Completed under Various Categories of Time Frames

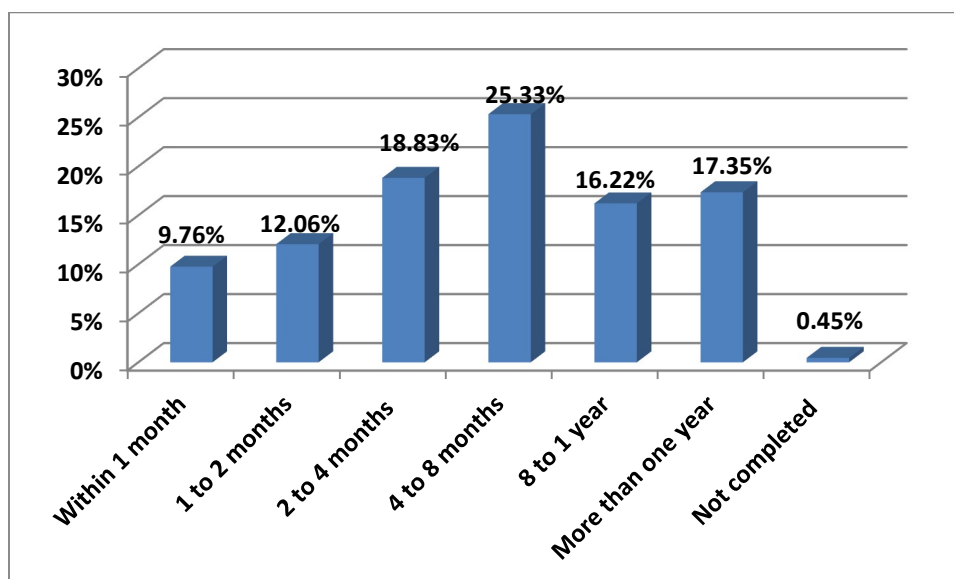
Sl. No	State	Percentage of Assets Completed						
		Within 1 Month	More than One Month to Two Months	More than Two Months to Four Months	More than Four Months to Eight Months	More than Eight Months to One Year	More than One Year	Not Completed
1	Andhra Pradesh	17.14	34.29	11.43	30.00	4.29	2.85	0.00
2	Arunachal Pradesh	0.00	3.33	16.67	45.00	16.67	18.33	0.00
3	Assam	3.85	3.85	27.69	26.15	26.16	6.92	5.38
4	Bihar	7.78	13.33	19.26	29.26	20.74	9.63	0.00
5	Chhattisgarh	7.52	7.52	18.80	30.83	20.30	15.04	0.00

6	Gujarat	7.05	9.41	34.12	31.76	12.94	4.71	0.00
7	Haryana	11.43	12.86	11.43	30.00	25.71	8.57	0.00
8	Himachal Pradesh	22.86	11.43	24.29	27.14	7.14	7.14	0.00
9	Jammu & Kashmir	7.07	20.20	36.37	26.26	0.00	10.10	0.00
10	Karnataka	34.28	25.00	12.86	12.14	9.29	6.43	0.00
11	Kerala	5.08	3.39	11.86	25.42	23.73	30.51	0.01
12	Jharkhand	3.37	6.74	13.48	4.49	14.61	55.06	2.25
13	Madhya Pradesh	0.88	2.20	7.05	27.75	29.52	30.84	1.76
14	Maharashtra	3.57	13.57	13.57	41.43	16.43	11.43	0.00
15	Manipur	0.0	5.41	18.92	16.22	16.22	43.24	0.0
16	Meghalaya	0.00	7.41	9.26	22.22	11.11	50.0	0.00
17	Mizoram	1.67	0.0	23.33	23.33	18.33	33.33	0
18	Nagaland	1.71	2.56	23.93	33.33	19.66	18.81	0.0
19	Odisha	14.28	9.05	16.67	25.24	15.71	19.05	0.00
20	Punjab	0.00	18.52	14.82	22.22	22.22	22.22	0.0
21	Rajasthan	22.46	18.12	24.64	16.67	8.70	9.41	0.00
22	Sikkim	3.45	27.59	22.41	15.52	18.97	12.07	0.00
23	Tamil Nadu	4.85	8.74	19.42	25.24	29.13	12.62	0.00
24	Telangana	28.57	23.57	23.57	15.71	4.29	4.29	0.00
25	Tripura	0.00	0.00	13.51	32.43	13.51	40.54	0.00
26	Uttar Pradesh	12.84	28.44	27.52	14.68	7.34	9.17	0.00
27	Uttarakhand	10.53	0.00	15.79	5.26	15.79	52.63	0
28	West Bengal	6.42	10.71	15.00	32.14	10.71	25.00	0.000
	Total	9.76	12.06	18.83	25.33	16.22	17.35	0.45

Source : Table No.2.8.1

It is seen that 9.76 per cent projects have been completed within one month while 17.35 per cent have taken more than one year for completion. More than 12 per cent works were completed in a time frame of one to two months, 18.83 per cent works initiated have taken two to four months while 25.33 per cent were completed within a time frame of four to eight months. The time frame taken to complete the projects at national level is presented in Figure 2.8.1.

Figure No.2.8.1: The Status of National Average (Across the States) of Works Completed within each Time Frame after the Introduction

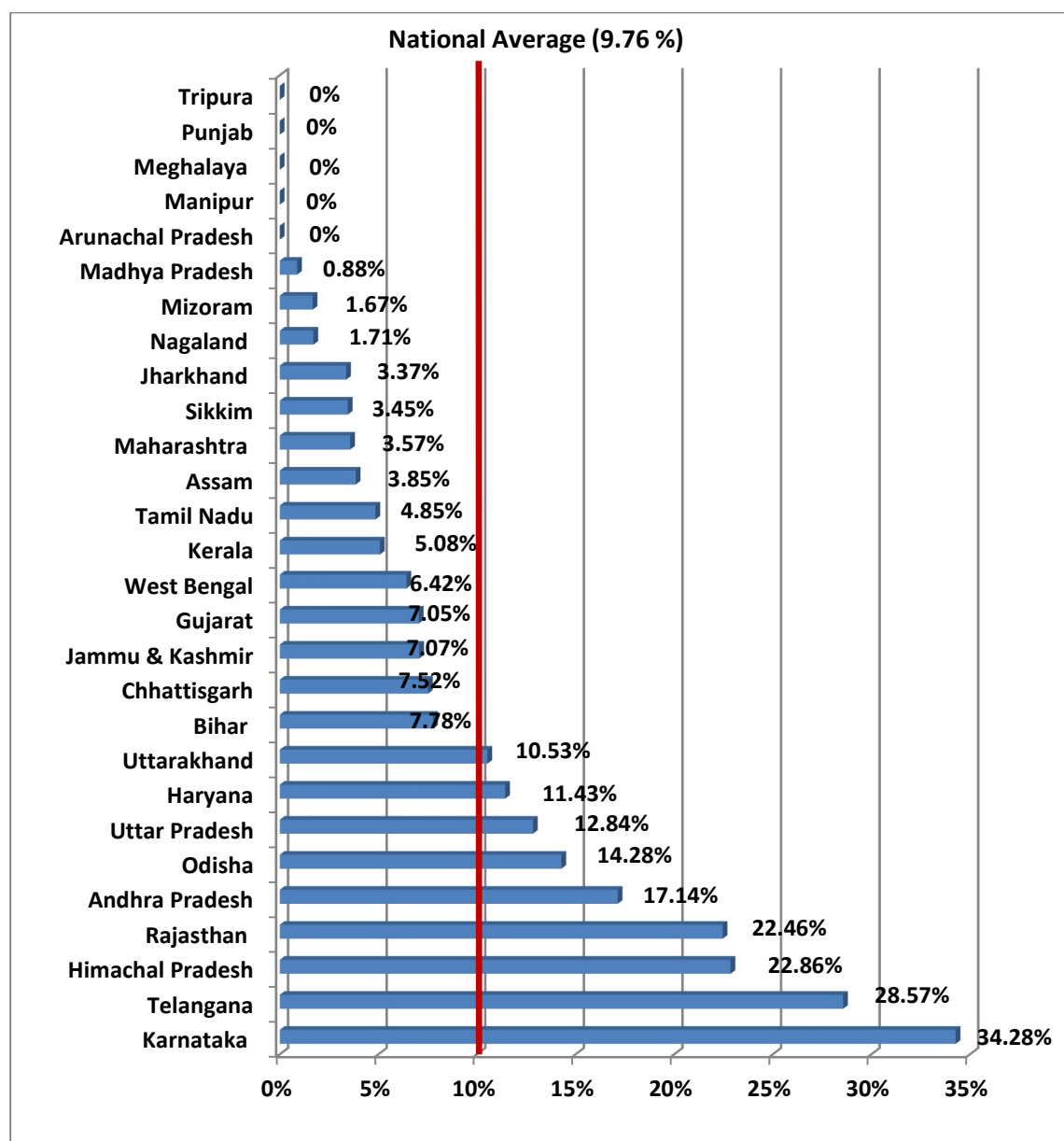


Source : Table No.2.8.2

a) Assets Completed within one Month

It is noted that 34.28 per cent projects initiated in Karnataka have been completed within one month followed by 28.57 per cent in Telangana, 22.86 per cent in Himachal Pradesh , 17.14 per cent in Andhra Pradesh, 14.28 in Odisha and 12.84 in Uttar Pradesh. In the States of Arunachal Pradesh, Manipur, Meghalaya, Punjab and Tripura none of the projects initiated have been completed within one month, while the percentage is very low in the States of Nagaland, Mizoram and Madhya Pradesh. Construction of bore well, boundary walls, electrification, pipe line extension, fencing, hand pumps etc. are the main items of works that have been completed in this time frame. The percentage of assets completed within one month is depicted in the Figure No.2.8.2.

Figure No.2.8.2 Percentage of Assets completed within One Month



Source: Table No.2.8.2

b) Assets Completed between More One Month and Two Months

The projects completed in this category of time frame include, brick soling of roads, concreting of roads etc in addition to the items of works such as construction of borewell, boundary walls, electrification, pipe line extension, fencing, hand pumps. Andhra

Pradesh have completed 34.29 per cent works in this time frame followed by 28.44 per

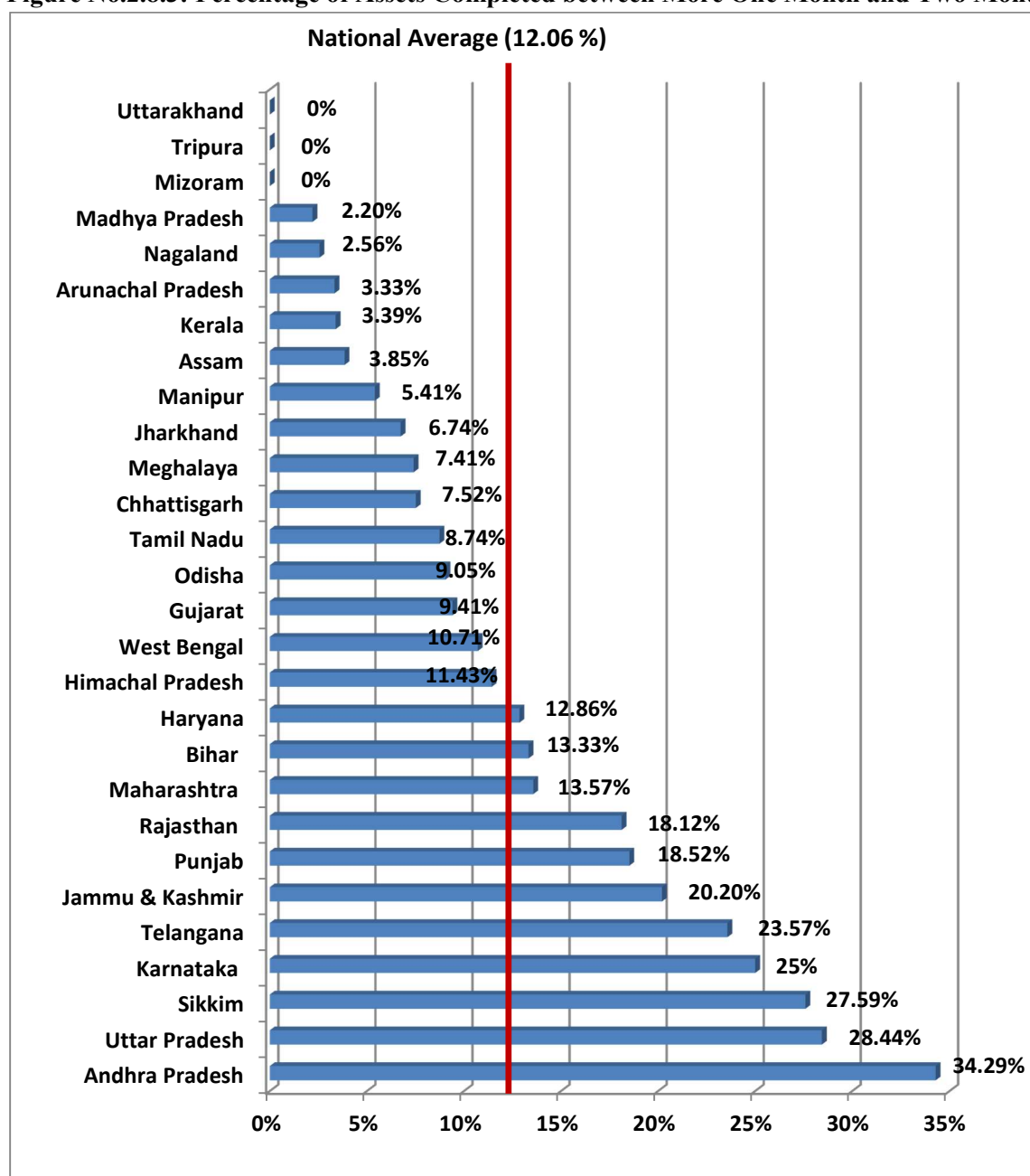


Construction of CC road under BRGF in Borigumma GP, Koraput District, Odisha State

cent in Uttar Pradesh, 27.59 per cent in Sikkim, 25 per cent in Karnataka, 23.57 per cent in Telangana and 20.20 per cent in Jammu & Kashmir. None of the projects were completed in this time frame in the States of Tripura, Mizoram and

Uttarakhand. The percentage is below five per cent in the States of Arunachal Pradesh, Assam, Kerala, Madhya Pradesh and Nagaland. The percentage of projects completed between more than one month and two months is depicted in Figure No.2.8.3

Figure No.2.8.3: Percentage of Assets Completed between More One Month and Two Months



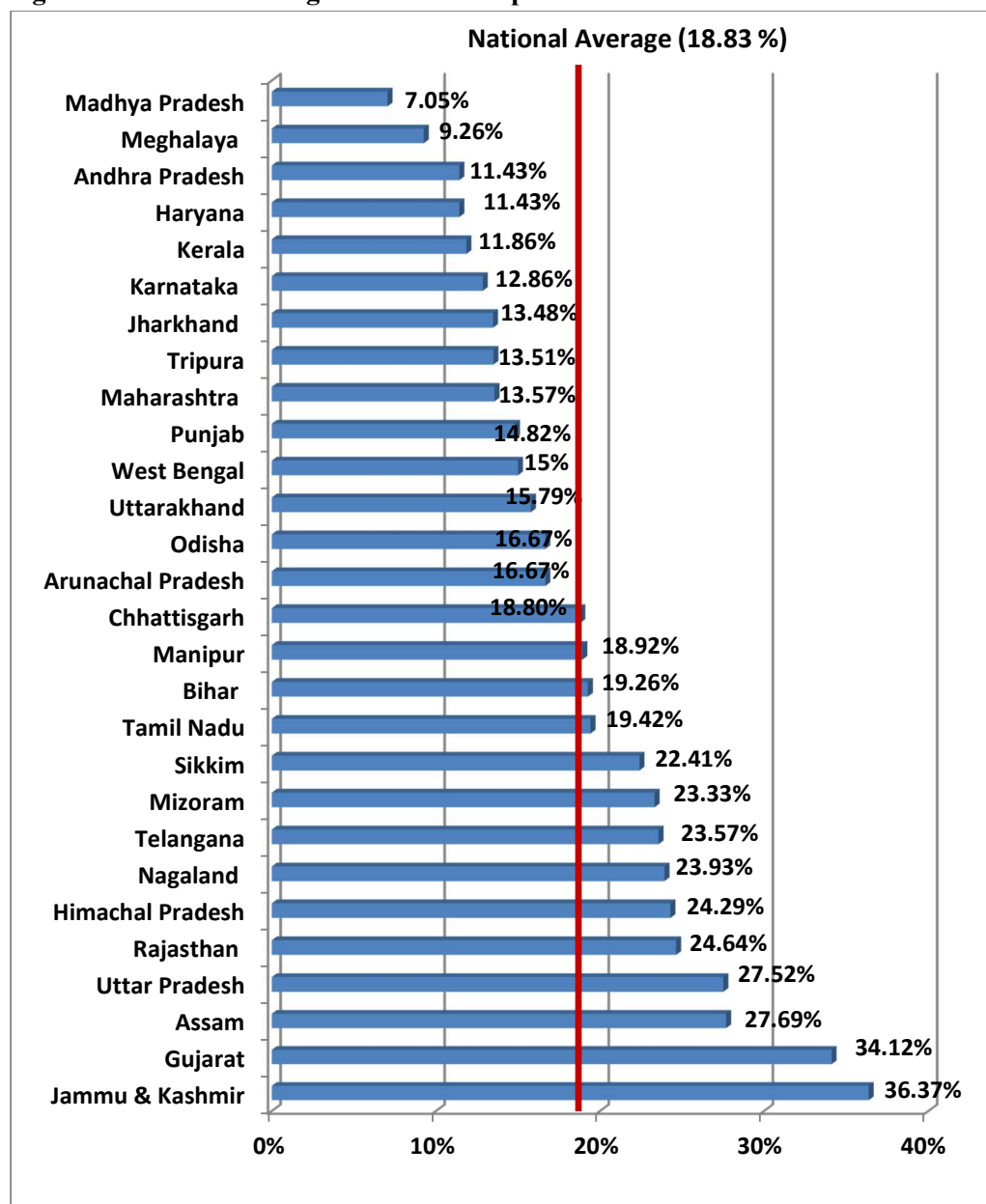
Source: Table No.2.8.2

c) Assets Completed between More Two Months and Four Months

The average of the projects completed in this time frame in all the States is 18.83 per cent. Jammu & Kashmir has completed 36.37 per cent projects in this time frame. The other States that stand above national average are Gujarat (34.12%), Assam (27.69%), Uttar Pradesh (27.52%), Rajasthan (24.64%), Himachal Pradesh (24.29 %), Nagaland

(23.93%), Telangana (23.57%), Mizoram (23.33%), Sikkim (22.41%), Tamil Nadu (19.42%), Bihar (19.26%) and Manipur (18.92%). The percentage of assets completed during the period is provided in Figure No.2.8.4

Figure No.2.8.4 Percentage of Assets Completed between More Two Months and Four Months



Source: Table 2.8.2

(d) Assets Completed between More Four Months to Eight Months

Improvement of roads, construction of drainages, small buildings like Anganwadi



**Construction of PDS outlet under BRGF in A. Kalapur Village,
Sivaganga District, Tamil Nadu State**

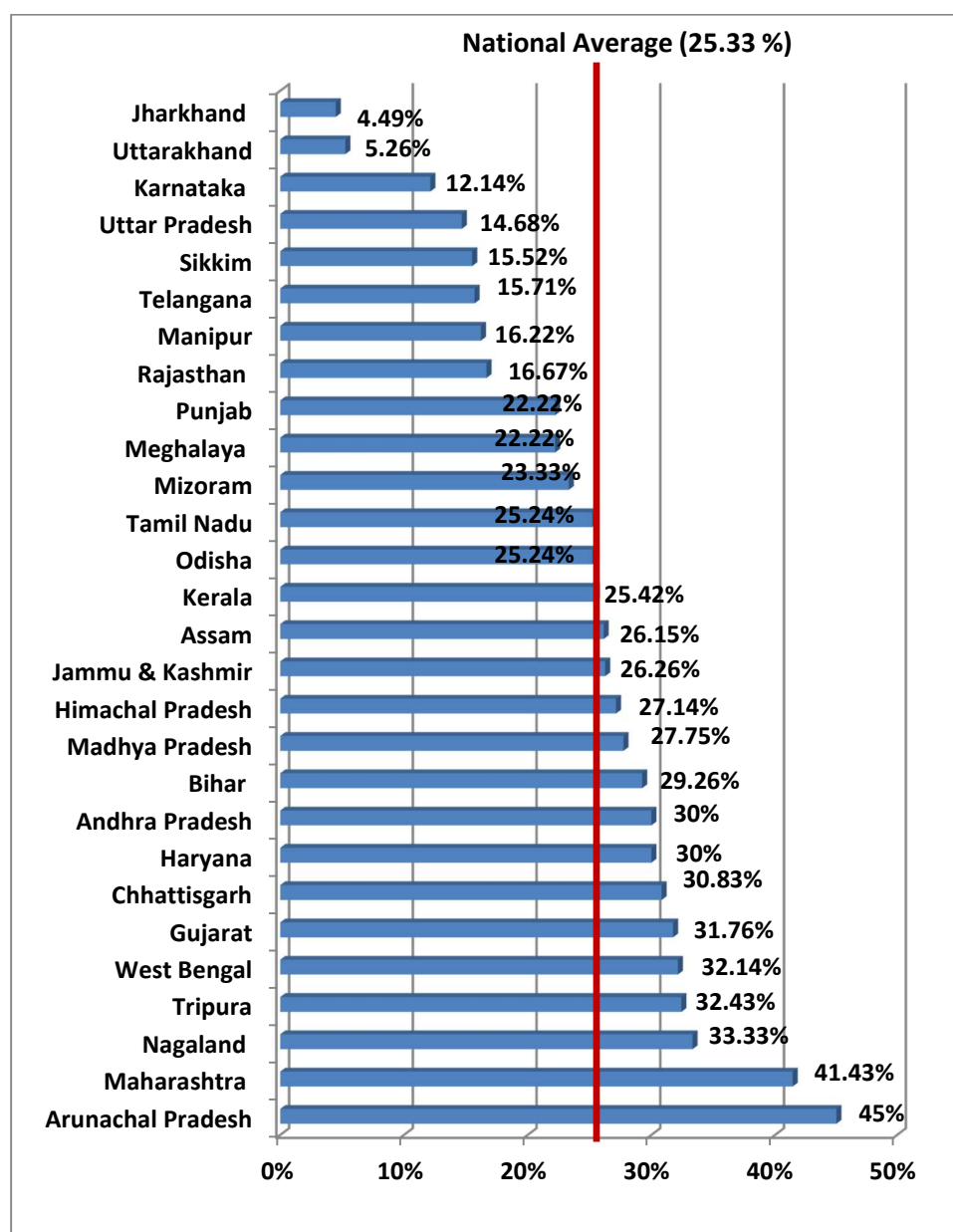
centres, PDS shops, extension of school buildings etc. are the types of works completed in this time frame.

The highest number of assets is seen completed in this time frame. The national average of assets completed in this time frame is 25.33 per cent.

The highest number of works

completed in this time frame is in Arunachal Pradesh and it is 45 per cent. In Maharashtra, where the Gram Panchayats only have implemented the projects and 41.43 per cent assets were completed in this time frame. More than 30 per cent assets were completed in this time frame in the States of Chhattisgarh, Gujarat, Nagaland, Tripura and West Bengal in addition to Maharashtra and Arunachal Pradesh. The percentage of assets completed between during the period are illustrated in figure No.2.8.5.

Figure No.2.8.5 Percentage of Assets Completed between More than Four Months and Eight Months



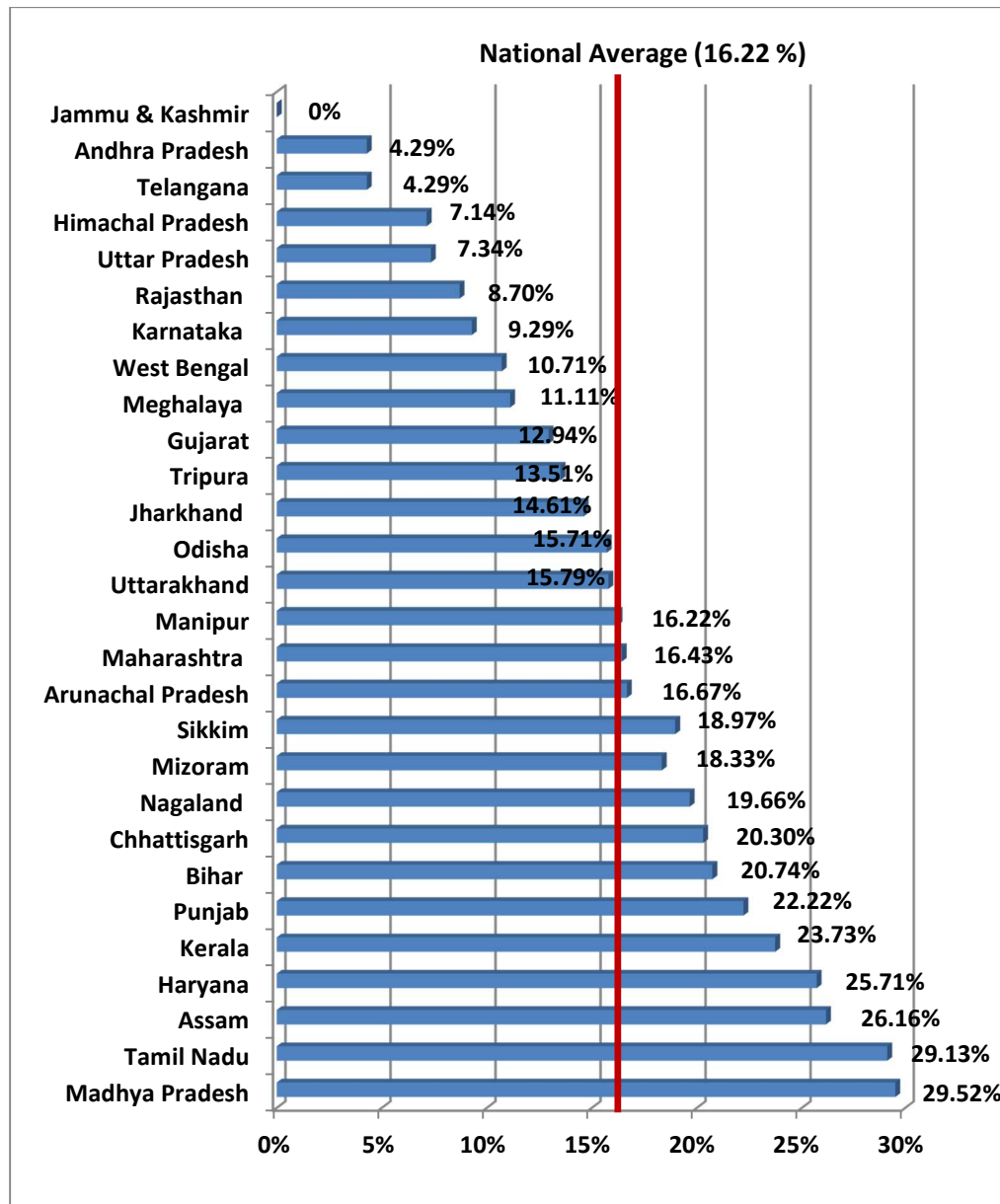
Source: Table No.2.8.2

e) Assets Completed between More than Eight Months and One Year

All categories of works are seen completed in this time frame. It is noticed that 29.52 per cent of works in Madhya Pradesh are completed in this time frame followed by 29.13 per cent in Tamil Nadu and 26.15 per cent works in Assam. The national average of works completed in this time frame is 16.22 per cent. The other States coming above this

percentage are Haryana (25.71%), Kerala (23.73%), Punjab (22.22%), Bihar (20.74%), Chhattisgarh (20.30%), Nagaland (19.66%), Mizoram (18.33%), Sikkim (18.97%), Arunachal Pradesh (16.67%) and Maharashtra (16.43%). The percentage of works completed within the time span are depicted in Figure No.2.8.6

Figure No.2.8.6 Percentage of Assets Completed between More Eight Months and One Year



Source: Table No.2.8.2

f) Assets taken more than One Year for Completion

It is identified that 82.2 per cent of assets verified have been seen completed within one year in all the States. The national average of assets taken more than one year for completion is 17.35 per cent and the States coming above the national average are Jharkhand (55.06%), Uttarakhand (52.63%), Meghalaya (50%), Manipur (43.24%), Tripura (40.54%), Mizoram (33.33%), Madhya Pradesh (30.84%), Kerala (30.51%), West Bengal (25%), Punjab (22.22%), Odisha (19.05%), Nagaland (18.81%) and Arunachal Pradesh (18.33%). Almost all the ‘delayed projects’ are under the category of



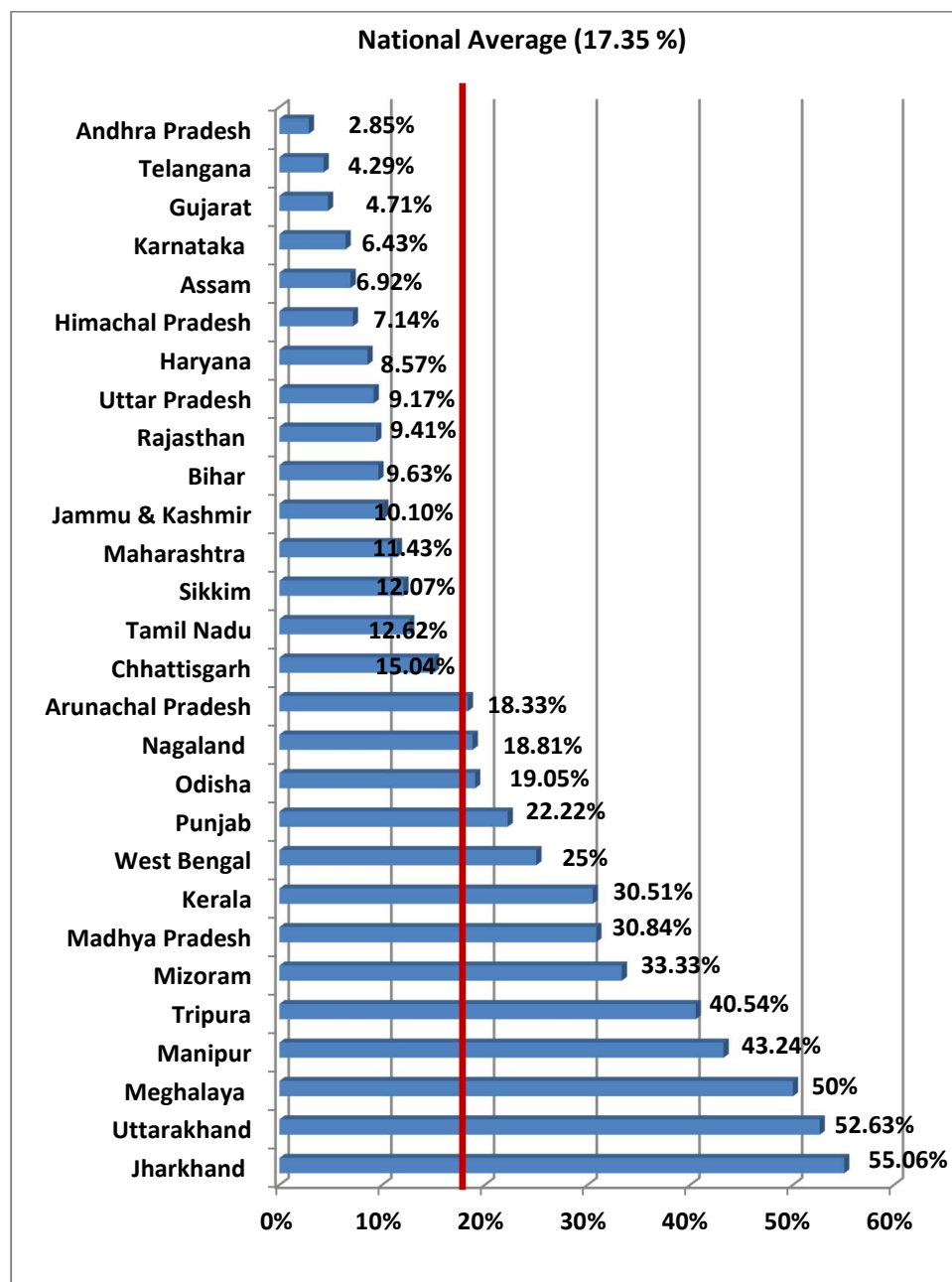
Gram Panchayat Building constructed under BRGF in Tand Balidih GP, Bokaro District, Jharkhand State

‘construction of building projects’. Out of the above 13 States, the Gram Panchayats have not been involved in the implementation in majority (nine) of States. In Kerala it is seen that projects entrusted with the line departments (irrigation

canal and lift irrigation works by minor irrigation department, drinking water project by water authority, paddy godown construction by agricultural department) have taken more than one year for the completion.

In Punjab and Jharkhand the ‘delayed projects; are mainly multistoried buildings. It has also been noted that the PRIs and ULBs have initiated projects only after the receipt of allocations and hence the projects completed in the time frame of more than one year were not due to the non receipt or delayed allocation of funds but due to other administrative and technical reasons. The percentage of assets taken more than one year for completion is represented in Figure No.2.8.7

Figure No. 2.8.7: Percentage of Assets Taken More than One Year for Completion



Source: Table No.2.8.2

2.8.5. Conclusion

Generally it was hypothesized that the implementing entities especially the local governments may take long span of time to complete any activity/ work and therefore undue delay in the completion of work may be expected. However, no ‘undue delay’ was

noticed in completion of the works undertaken by the Panchayati Raj Institutions and Urban Local Bodies in the BRGF districts. The works delayed are seen in districts where the PRIs especially the Gram Panchayats / village level bodies had not involved in the implementation process. In the States where only Panchayati Raj Institutions and Urban Local Bodies have implemented the scheme, majority of works are seen completed in time, though there were few exceptional cases of delay. The reasons for the ‘delayed projects’ cannot be attributed to the non availability of funds in time.

2.9. Fund Allocation

2.9.1. Introduction

Generally, development schemes are supposed to implement the full spectrum of activity of a project within the time span of the financial year. The fund flow has to be designed in such a way for meeting the time frame of the project activity. The assured nature of fund flow may be one of the factors which determine the success of the scheme implementation. The fund flow is usually measured on a quarterly or half yearly basis. There may be impediments in the flow of funds which in turn may affect the implementation process. In some cases the funds allotted for a particular activity in financial year may not be adequate due to various reasons. As a result, the implementing agency will be forced to wait for funds in subsequent years for completing the works. Allocation and release of the funds under BRGF were done through two streams viz (i) development fund and (ii) capacity building fund. Apart from the minimum amount of Rs. 10.00 crores fixed for each district selected, the remaining was distributed on the basis of area and population. The States were allowed to design a normative formula for the allocation of funds among ULBs and PRIs and for the vertical and horizontal allocation among the PRIs. Some of the States have followed the normative formula proposed in the guidelines while some have minimized the implementing agencies in either to one or two tiers of PRIs, apart from ULBs. In this background the fund flow under BRGF has to be examined in detail.

2.9.2. Objective

To assess whether there was a timely and smooth flow of funds under BRGF to the PRIs and ULBs in a financial year or they needed to wait for funds in subsequent years for completing the works initiated.

2.9.3. Methodology

While preparing the schedules separate questions were included for the collection of data on allocation, release and expenditure under the scheme. Moreover, the timeframe taken to complete the construction of each asset also has been collected through the schedule for verification of assets. The purpose was to see whether funds allocated under the plans for an activity in a particular financial year were adequate or not. Apart from the particular questions on this issue, there were additional queries to capture the qualitative data on the implementation process. Based on the duration of construction of asset two classifications were made (i) time taken less than one year (ii) time taken more than one year. The reasons for the delay in implementation of works (more than one year) were specifically taken. The agencies through which the funds were transferred were captured through interaction with the elected functionaries, representatives, officials and stakeholders.

2.9.4 Presentation Discussion of Data

Out of the 28 States Madhya Pradesh was the only State that was able to avail development fund in the initial year. The States of Arunachal Pradesh, Gujarat, Jammu & Kashmir, Jharkhand, Maharashtra, Punjab, Sikkim, Tamil Nadu, Tripura, Uttarakhand and Uttar Pradesh were provided fund @ Rs.10 lakhs only per BRGF district during the second year. The States of Gujarat, Karnataka, Kerala, Maharashtra, Mizoram, Punjab and Uttarakhand failed to receive funds for the year 2008-09. The allocation release and utilization of funds by the States are provided in table No.2.9.1.

Table.No. 2.9.1: Allocation, Release and Utilization of Development Funds by each State(Rs. in Crores)

Sl No	Name of State	Item	2006-07	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15	Total
1	Andhra Pradesh	Allocation	236.31	335.28	335.28	335.28	335.28	376.77	376.77	462.10	123.09	2916.16
		Release	0	303.18	250.38	335.28	335.34	360.52	324.75	325.62	43.80	2278.87
		Utilization	0	303.18	250.38	335.28	335.34	360.52	324.75	289.53	35.33	2234.31
2	Arunachal Pradesh	Allocation	12.30	14.47	14.47	14.47	14.47	15.38	15.38	18.86	17.05	136.85
		Release	0	0.10	11.07	11.77	12.70	10.70	13.09	0	15.35	74.78
		Utilization	0	0.10	11.07	11.77	12.70	10.70	13.09	0	14.95	74.38
3	Assam	Allocation	134.44	157.19	157.19	157.19	157.19	166.75	192.76	236.39	213.64	1572.74
		Release	0	61.08	53.23	56.03	126.04	49.63	141.11	67.99	139.41	694.52
		Utilization	0	61.08	53.23	56.03	126.04	49.63	127.39	63.24	101.85	638.49
4	Bihar	Allocation	486.48	602.99	602.99	602.99	602.99	652.05	684.70	839.80	758.93	5833.92
		Release	0	541.78	421.54	493.21	708.91	408.58	490.51	485.80	206.52	3756.85
		Utilization	0.0	541.78	421.54	493.21	708.91	407.30	442.0	303.82	0	3318.56
5	Chhattisgarh	Allocation	184.50	235.48	235.48	235.48	235.48	256.80	269.75	330.83	298.96	2282.76
		Release	0	226.22	192.44	207.60	263.36	246.94	229.37	192.56	218.26	1776.75
		Utilization	0	226.22	192.44	207.60	263.36	246.94	229.37	169.89	76.27	1612.09
6	Gujarat	Allocation	81.40	101.31	101.31	101.31	101.31	109.64	109.64	134.48	121.49	961.89
		Release	0	0.60	0	91.17	101.31	109.64	55.70	42.87	60.03	461.32
		Utilization	0	0.60	0	91.17	101.31	109.64	50.05	28.55	15.54	396.86
7	Haryana	Allocation	24.38	28.44	28.44	28.44	28.44	30.15	30.15	36.98	33.42	268.84
		Release	0	25.80	22.45	19.35	37.53	17.63	30.56	25.25	12.98	191.55
		Utilization	0	25.80	22.45	19.35	37.53	17.63	30.56	21.75	0	175.07
8	Himachal Pradesh	Allocation	24.39	28.50	28.50	28.50	28.50	30.22	30.22	37.09	33.52	269.44
		Release	0	25.85	21.52	25.65	28.50	21.62	35.19	27.79	11.92	198.04
		Utilization	0	25.85	21.52	25.65	28.50	21.62	35.19	27.79	11.92	198.04
9	Jammu & Kashmir	Allocation	23.04	45.85	45.85	45.85	45.85	49.06	68.98	84.58	76.43	485.49
		Release	0	0.30	40.77	0	41.26	30.40	35.52	20.40	45.67	214.32
		Utilization	0	0.30	40.77	0	29.07	16.05	26.19	12.78	21.78	146.94
10	Jharkhand	Allocation	268.39	322.56	322.56	322.56	322.56	345.31	365.16	447.89	404.73	3121.72
		Release	0	2.10	290.27	209.18	322.56	183.60	166.60	40.85	261.17	1476.33
		Utilization	0	2.10	290.27	209.18	321.57	171.33	118.56	33.39	33.53	1179.93
11	Karnataka	Allocation	77.53	103.17	103.17	103.17	103.17	113.91	125.06	153.41	139.63	1022.22
		Release	0	84.97	0	94.88	113.48	90.05	102.82	71.22	46.53	603.95

12	Kerala	Utilization	0	84.97	0	94.88	113.48	86.33	91.27	68.44	34.03	573.40
		Allocation	26.41	32.33	32.33	32.33	32.33	34.83	34.83	42.73	38.61	306.73
		Release	0	21.38	0	22.21	30.31	34.66	19.56	0	29.20	157.320
13	Madhya Pradesh	Utilization	0	21.38	0	22.21	30.31	34.66	19.56	0	28.91	157.03
		Allocation	337.49	428.40	428.40	428.40	428.40	466.50	556.88	682.99	616.56	4374.02
		Release	20.05	380.82	300.44	309.99	511.80	390.96	455.33	279.21	221.22	2869.82
14	Maharashtra	Utilization	20.05	380.82	300.44	309.99	511.80	390.96	420.16	222.92	186.34	2743.48
		Allocation	189.15	253.57	253.57	253.57	253.57	280.56	280.56	344.10	310.95	2419.60
		Release	0	1.20	0	228.19	278.95	250.03	260.97	236.82	229.81	1485.97
15	Manipur	Utilization	0	1.20	0	228.19	278.95	250.03	260.97	230.66	76.61	1326.61
		Allocation	34.69	39.09	39.09	39.09	39.09	40.93	40.93	50.20	45.18	368.29
		Release	0	34.96	10.02	27.71	52.30	31.49	20.86	37.93	34.81	250.08
16	Meghalaya	Utilization	0	34.96	10.02	27.71	52.30	31.49	20.86	37.93	34.81	250.08
		Allocation	33.63	37.01	37.01	37.01	37.01	38.44	38.44	47.15	42.60	348.30
		Release	0	0.30	33.61	21.14	47.42	22.56	34.21	31.54	0	190.78
17	Mizoram	Utilization	0	0.30	33.61	21.14	47.42	22.56	34.21	16.12	0	175.36
		Allocation	21.54	22.98	22.98	22.98	22.98	23.58	23.58	28.91	26.12	215.65
		Release	0	19.17	0	19.28	26.68	23.58	19.16	25.36	23.14	156.37
18	Nagaland	Utilization	0	19.17	0	19.28	26.68	23.58	19.16	25.36	23.14	156.37
		Allocation	33.64	37.04	37.04	37.04	37.04	38.48	58.53	71.79	64.87	415.47
		Release	0	32.19	30.31	37.04	37.04	38.48	37.31	9.12	56.67	278.16
19	Odisha	Utilization	0	32.19	30.31	37.04	37.04	38.48	37.31	8.87	1.02	222.26
		Allocation	254.35	305.67	305.67	305.67	305.67	320.96	340.03	417.01	376.83	2931.86
		Release	0	264.62	227.84	200.40	385.20	320.96	223.69	283.63	167.85	2074.19
20	Punjab	Utilization	0	264.62	227.84	200.40	385.20	320.96	204.03	173.81	0.64	1777.50
		Allocation	12.94	15.65	15.65	15.65	15.65	16.80	16.80	20.60	18.62	148.36
		Release	0	0.10	0	14.08	17.22	14.50	12.04	0	14.18	72.12
21	Rajasthan	Utilization	0	0.10	0	14.08	17.22	14.50	12.04	0	14.18	72.12
		Allocation	187.68	250.99	250.99	250.99	250.99	277.45	291.30	357.28	322.84	2440.51
		Release	0	302.10	183.50	109.34	296.23	277.45	253.41	62.30	211.45	1695.78
22	Sikkim	Utilization	0	302.10	183.50	109.34	296.23	277.45	253.41	62.30	176.85	1661.18
		Allocation	11.53	12.97	12.97	12.97	12.97	13.58	13.58	16.66	15.05	122.28
		Release	0	0.10	11.67	10.86	15.08	13.58	9.68	8.68	11.47	81.12
23	Tamil Nadu	Utilization	0	0.10	11.67	10.86	15.08	13.58	9.68	8.68	1.56	71.21
		Allocation	84.94	108.04	108.04	108.04	108.04	117.74	117.74	144.41	130.49	1027.48
		Release	0	0.60	97.21	62.09	108.04	100.03	95.51	94.42	42.42	600.32

24	Telangana	Utilization	0	0.60	97.21	62.09	108.04	100.03	95.51	65.85	0	529.33
		Allocation	0	0	0	0	0	0	0	0	89.42	89.42
		Release	0	0	0	0	0	0	0	0	89.42	89.42
25	Tripura	Utilization	0	0	0	0	0	0	0	0	45.52	45.52
		Allocation	11.14	12.21	12.21	12.21	12.21	12.66	12.66	15.53	14.03	114.86
		Release	0	0.10	10.98	7.69	12.21	12.66	12.66	12.90	12.63	81.83
26	Uttar Pradesh	Utilization	0	0.10	10.98	7.69	12.21	12.66	12.66	12.90	12.63	81.83
		Allocation	476.28	602.09	602.09	602.09	602.09	655.05	667.17	818.17	739.36	5764.39
		Release	0	3.40	541.74	559.61	640.02	528.60	207.65	273.35	346.86	3101.23
27	Uttarakhand	Utilization	0	3.40	541.74	559.61	640.02	527.90	196.84	247.29	268.96	2985.76
		Allocation	36.11	41.85	41.85	41.85	41.85	44.24	44.24	54.25	49.02	395.26
		Release	0	0.30	0	0	37.66	27.55	46.84	22.79	0	135.14
28	West Bengal	Utilization	0	0.30	0	0	37.66	27.55	46.84	22.79	0	135.14
		Allocation	180.16	244.90	244.90	244.90	244.90	272.14	272.14	333.81	301.65	2339.50
		Release	0	188.35	142.55	170.58	265.68	194.02	296.53	91.04	226.64	1575.39
		Utilization	0	188.35	142.55	170.58	265.68	194.02	293.62	67.30	21.28	1343.38

Source: MoPR, Govt. of India.

The release from Ministry of Panchayati Raj is received by the finance departments of concerned States and then transferred to the nodal department. The nodal departments in all States were either Panchayat Department or Panchayati Raj and Rural Development Department. Funds were directly transferred to the accounts of the PRIs and ULBs in West Bengal and Madhya Pradesh. In the States of Maharashtra, Haryana, Manipur, Nagaland and Meghalaya the funds from the State were transferred to district rural development agencies whereas funds were transferred to Zilla Panchayats in Karnataka, Punjab and Rajasthan. The funds allocation in different States has been observed to be in various patterns in each State.

1. Andhra Pradesh

The three tier Panchayati Raj Institutions and Urban Local Bodies have implemented the scheme in the State. Funds received from the MoPR were transferred to Panchayati Raj and Rural Development Department, which in turn have re allocated the funds to the CEO of the Zilla Parishad. The Zilla Parishad has transferred the funds to the accounts of other tiers of PRIs and Urban Local Bodies. The State has followed its own criteria for the allocation of funds among PRIs and Urban Local Bodies. The urban – rural division of funds were based on population. Among the Panchayati Raj Institution funds were divided in the ratio of 20 to Zilla Parishad, 30 to Mandal Panchayats and 50 to Gram Panchayats. It was identified that 50 per cent funds for each Panchayats in each tier were divided based on population and the balance based on Scheduled Caste and Schedule Tribe population. The horizontal division of funds among Urban Local Bodies was based on general population (50 %) and slum population (50%).

2. Arunachal Pradesh

Gram Panchayats were not provided with funds in the State. The scheme has been implemented by the Zilla Panchayat, Intermediate Panchayat and line departments. The Rural Development and Panchayati Raj Department have received the funds and transferred the same to the District Collector, Upper Subansiri district after retaining five per cent funds at the State level. The District Collector has re allocated the same

to the implementing entities. No specific criteria has been followed for the reallocation of funds except the plan proposals

3. Assam

In Assam the three tier Panchayati Raj Institutions and ULBs have implemented the scheme in the districts where there are Panchayati Raj Institutions. The Urban Local Bodies were provided with 25 per cent funds and the balance 75 per cent is divided among Zilla Parishads, Anchalik Panchayats and Gram Panchayats in the ratio 20:30:50. The horizontal division of funds among PRIs was based on population. From the Panchayati Raj department funds were allocated to the CEOs of Zilla Parishads and funds allocated among PRIs by the CEOs.

In Kokrajhar district, coming under Bodo land Territorial Council (BTC), 16 line departments, Urban Local Bodies, block development offices and the DRDAs have implemented the project. The funds were allocated among the agencies by the DRDAs.

4. Bihar

The three tier Panchayats and the Urban Local Bodies have implemented the project. The Panchayati Raj and Rural Development Department has been designated as the nodal agency and it has allocated funds to the Deputy Development Commissioner cum Chief Executive Officer of Zilla Parishad. The Urban Local Bodies and PRIs were provided funds in the ratio 14:86. The vertical division of fund among Gram Panchayats, Panchayat Samitis and Zilla Parishads were in the ratio 70:30:10. The DDC cum CEO has been directed to transfer the fund to the core bank accounts of the PRIs and ULBs.

5. Chhattisgarh

The fund division among PRIs and ULBs were in the ratio 87:13. Panchayat Samitis were not entrusted with the task of implementation. The Zilla Parishads, Gram Panchayats and ULBs were the implementing entities. Funds were received by the CEO of the Zilla Parishad. The Gram Panchayats were to prepare action plans and

after getting approval the project is implemented. Funds were allocated to the Panchayat Samitis based on the amount required for the Gram Panchayats for payment of the works completed by them.

6. Gujarat

The funds received from the MoPR have been reallocated to the BRGF districts by the High Power Committee (HPC) constituted at the State level. Separate Programme Management Units (SPMU) was constituted at the district level under the Chairmanship of District Development Officer (DDO). Funds were received by the DDO and redistributed among PRIs and ULBs.

7. Haryana

Funds from the Ministry were received by the Panchayati Raj and Rural Development Department and transferred to the Deputy Commissioner and Chairman of District Rural Development Agency. The DRDAs have reallocated to the district, block, Gram Panchayats and ULBs. No specific criterion is seen followed in the state for the vertical and horizontal allocation of funds.

8. Himachal Pradesh

In the State of Himachal Pradesh funds from the Rural Development and Panchayati Raj Department were received by the District Panchayati Raj Officer and the Secretary of Zilla Parishad. Out of the total funds 10 per cent has been allocated to the Urban Local Bodies. It has been said that the funds were divided vertically among Zilla Parishad, Panchayat Samitis and Gram Panchayats in the ratio 20:30:50. But in practice the allocation was based on projects received, and all the projects including that of Zilla Parishads and Gram Panchayats were implemented by the Panchayat Samitis.

9. Jammu & Kashmir

Line departments and the Block Development offices only have implemented the scheme in the State. The fund received at the State level was transferred to the District Collector. The Chief Planning Officer (CPO) of the district has been designated as the

nodal officer and the CPO has allocated the funds received by the District Collector and block development offices. The fund allocation was based on the project proposals submitted and no allocation criteria are seen followed in the State.

10. Jharkhand

The funds were transferred to the Zilla Parishads only and they have implemented the scheme.

11. Karnataka

In the State of Karnataka the three tier Panchayati Raj Institutions and the Urban Local Bodies have implemented the scheme. Funds received by the Rural Development and Panchayati Raj department at the State level were re allocated to the CEOs of the Zilla Parishads of BRGF districts who in turn have re allocated the same to three tiers of PRIs and district urban development officer. In the initial years i.e., from 2007-08 to 2011-12 out of the total fund 14 per cent were set apart for urban local bodies, 14 per cent for Zilla Parishads, 24 per cent for Taluka Panchayats and 43 per cent to Gram Panchayats. Five per cent funds were kept aside for data base management, monitoring, evaluation and office automation (1 per cent for State headquarters, four per cent for PRIs). The district urban development officer has reallocated the funds among the urban local bodies in the district. From the year 2012-13 the allocation criteria has been revised. The urban – rural allocation was made in the ratio 20:80. The vertical allocation among Zilla Parishad Taluk Panchayats and Gram Panchayats were in the ratio 10:20:70.

12. Kerala

The fund received in the consolidated fund of the State was transferred to the local self government department. In the initial years the district planning officers have acted as the nodal officer and funds were transferred to the implementing entities. From the year 2010 onwards poverty alleviation unit of the District Panchayat (DRDA) was made the nodal office for the implementation and funds were transferred to the ULBs and Panchayati Raj Institutions based on project proposals. No specific

criteria has been seen followed in the State for allocation of funds and it has been found that some of the Gram Panchayats visited have not received any funds under the scheme.

13. Madhya Pradesh

The allocation among PRIs and ULBs was in the ratio 87:13 based on population. After the consolidation of district plans allocations were made to the three tiers based on the project size falling under the administrative and financial powers vested with each tier (up to Rs. 5 lakhs Gram Panchayats ; 5 to 10 lakhs Panchayat Samitis and above 10 lakhs Zilla Parishads). Funds to the PRIs were directly transferred from the State through Rapid Telegraphic Transfer of Funds (RTTF). The funds to the Urban Local Bodies were transferred through the district office of the urban administration.

14. Maharashtra

Funds received at the State level were transferred to Zilla Parishads / DRDA. Five per cent funds were kept aside for data base management, monitoring, evaluation and office automation (1 per cent for State headquarters, four per cent for PRIs). The balance 95 per cent was allocated to the Panchayat Samitis and ULBs. The following formula has been prescribed by the State for the allocation of funds to GPs/ULBs with less than 5 lakh population. Initially Rs.1.00 lakh each for every GPs/ULB's was allotted. The balance fund was allocated on the following basis

Based on population of GPs/ULBs -40%

Based on SC/ST population -10%

Backwardness of the GPs/ULBs-40%

Performance incentives -10%

The criteria of backwardness was constructed by the planning department, whereas performance incentives by the Rural Development Department. Under the leadership of the Chief Executive Officer of the Zilla Parishad, who is also in charge of the DRDA had reallocated the amount among urban local bodies and Panchayat Samitis. The Panchayat Samitis have again reallocated the amount to Gram Panchayats based

on the above referred criteria. The Gram Panchayats and Urban Local Bodies only have implemented the project in the State.

15. Manipur

Funds were transferred to the District Rural Development Agencies of the BRGF districts. From the year 2007-08 to 2011-12 the DRDA Chandel, the visited district has retained 16.5 per cent funds and have implemented schemes directly. The balance funds have been reallocated among the Development Officers equally who in turn have reallocated the funds among the Village Development Agencies based on backwardness of the villages and project proposals submitted.

16. Meghalaya

In the State of Meghalaya Village Employment Committees were the implementing entities. Funds from the State have been transferred to the District Rural Development Agencies which in turn reallocated funds among the Village Employment Councils (VECs) have based on the annual action plan proposals submitted by them. No specific criteria are seen adopted for allocation to the VECs except the annual action plan.

17. Mizoram

In the State of Mizoram the scheme was implemented by the district planning and implementation committees chaired by the Deputy Commissioner of the District. The project officer of the District Rural Development Agency acted as the secretary of the committee. Funds received by the Rural Development Department of the State has received the funds from the Ministry of Panchayati Raj and re allocated to the District Planning and Implementation Committee through the DRDAs and payments to the projects were made by the DRDA.

18. Nagaland

The Village Development Boards (VDBs) under the Village Councils and the ULBs were the implementing entities in the State. Funds has been received by the Rural Development Department and reallocated to the districts. The District Rural Development Agencies chaired by the Deputy Commissioner have reallocated the funds among the Village Councils and ULBs based on the annual action plans

submitted. No any other specific criteria have been adopted for fund allocation among ULBs and VCs and for horizontal allocation among the VCs and ULBs.

19. Odisha

The Panchayati Raj and Rural Development Department has been designated as the nodal department for the implementation of BRGF. The funds were divided among the ULBs and PRIs in the ratio 25:75. In Odisha among the Panchayati Raj Institutions only Panchayat Samitis have implemented the scheme while the Zilla Parishads and Gram Panchayats were permitted to propose works corresponding to 20 per cent and 50 per cent of the allocation. From the nodal department funds were transferred to the District Rural Development Agencies (DRDAs) which in turn have reallocated them to the Panchayat Samitis.

20. Punjab

The funds received by the nodal department have been transferred to the CEO of the Zilla Parishad. Though the three tiers of Panchayati Raj Institutions and ULBs have implemented the scheme it is seen that no criteria has been followed in the State for vertical and horizontal allocation among the planning entities.

21. Rajasthan

The nodal agency for the scheme was Panchayati Raj and Rural Development Department. The fund received by the nodal department has been transferred to the CEOs of the concerned Zilla Parishads. In the initial year, i.e., from 2007-08 to 2011-12 the scheme was implemented by the ULBs and Gram Panchayats only and the funds were divided among the PRIs and ULBs based on population. The horizontal allocation was made based on population. From the year 2012-13 in addition to the ULBs and Gram Panchayats, the other two tiers viz Zilla Parishads and Panchayat Samitis implemented the scheme and the fund division among the three tiers were in the ratio 10:15:75 among Zilla Parishad, Panchayat Samiti and Gram Panchayat.

22. Sikkim

Only the district of North Sikkim has been included in the scheme. But the State government has extended a request to consider all the four districts as backward and allocated funds to the other three districts also based on project proposals. The State is having only Zilla Parishads and Gram Panchayats. It has been stated that the funds were divided among the Zilla Parishad and Gram Panchayat in the ratio 30:70 but actually this ratio has not been followed. No criteria have been followed for the horizontal allocation of funds other than the annual action plan.

23. Tamil Nadu

In Tamil Nadu only the Intermediate Panchayats have implemented the scheme. Funds received in the consolidated fund of the State were transferred to the Rural Development and Panchayati Raj Department. The department in turn has transferred the funds to the District Collector (DRDAs). From the District Rural Development Agencies the reallocation to the Panchayat Unions were made based on population.

24. Telangana

Funds transferred to the State Panchayati Raj and Rural Development Department was transferred to the CEO of the Zilla Parishads who in turn have allocated funds to Urban Local Bodies and the PRIs. The urban – rural division of funds was on the basis of urban and rural population. The vertical allocation among Zilla Parishad, Mandal Panchayats and Gram Panchayats were in the ratio 20:30:50.

25. Tripura

In the State of Tripura though there existed the Panchayati Raj Institutions, line departments only have implemented the scheme. Funds received by the Panchayati Raj and Rural Development Department and transferred to the accounts of the deputy director of planning of Dhalai district. Fund reallocation among the line departments were based on the projects proposal received.

26. Uttar Pradesh

The Urban Local Bodies, Zilla Parishads, Kshetra Panchayats and Gram Panchayats have implemented the schemes. The ratio of fund division among ULBs and PRIs were in the ratio 20:80. Among the PRIs Gram Panchayats were provided with 70 per cent funds, Kshetra Panchayats 20 per cent and Zilla Parishads 10 per cent. The State government transferred the funds for each district to the Apar Mukhya Adhikaris (AMA) of the Zilla Parishads who in turn had reallocated the funds.

27. Uttarakhand

In the State of Uttarakhand District level planning and monitoring units were formed and the District Panchayat Raj Officer was the nodal officer of the district. Only the Zilla Parishads, Panchayat Samitis and ULBs have implemented the scheme. It was seen that 10 per cent funds have been allocated to the Urban Local Bodies. The balance funds were divided among the Zilla Parishads and Panchayat Samiti in the ratio 20:80.

28. West Bengal

Five per cent of the funds received by the State have been set apart at the State level for planning, monitoring and for the payment of honorarium to the *Jeevik Sahayaks*. The formula for fund division recommended by the State Finance Commission has been followed for the division of funds among ULBs and PRIs. The allocation of funds among the ZPs, Panchayat Samitis and Gram Panchayats was in the ratio 20:20:60. The funds were directly transferred to the PRIs and ULBs from the Panchayat Directorate.

Delay in transfer of funds has been reported by the PRIs and ULBs in most of the States. But funds have been transferred without any delay in the States of Maharashtra, West Bengal, Madhya Pradesh and Andhra Pradesh. However, it is noticed that this delay has not affected the implementation of projects by the PRIs. The total number of assets verified and number of assets completed within one year and that have taken more than one year are provided in Table No. 2.9.2

Table No. 2.9.2: Number of Assets towards Timeframe for Completion of Assets

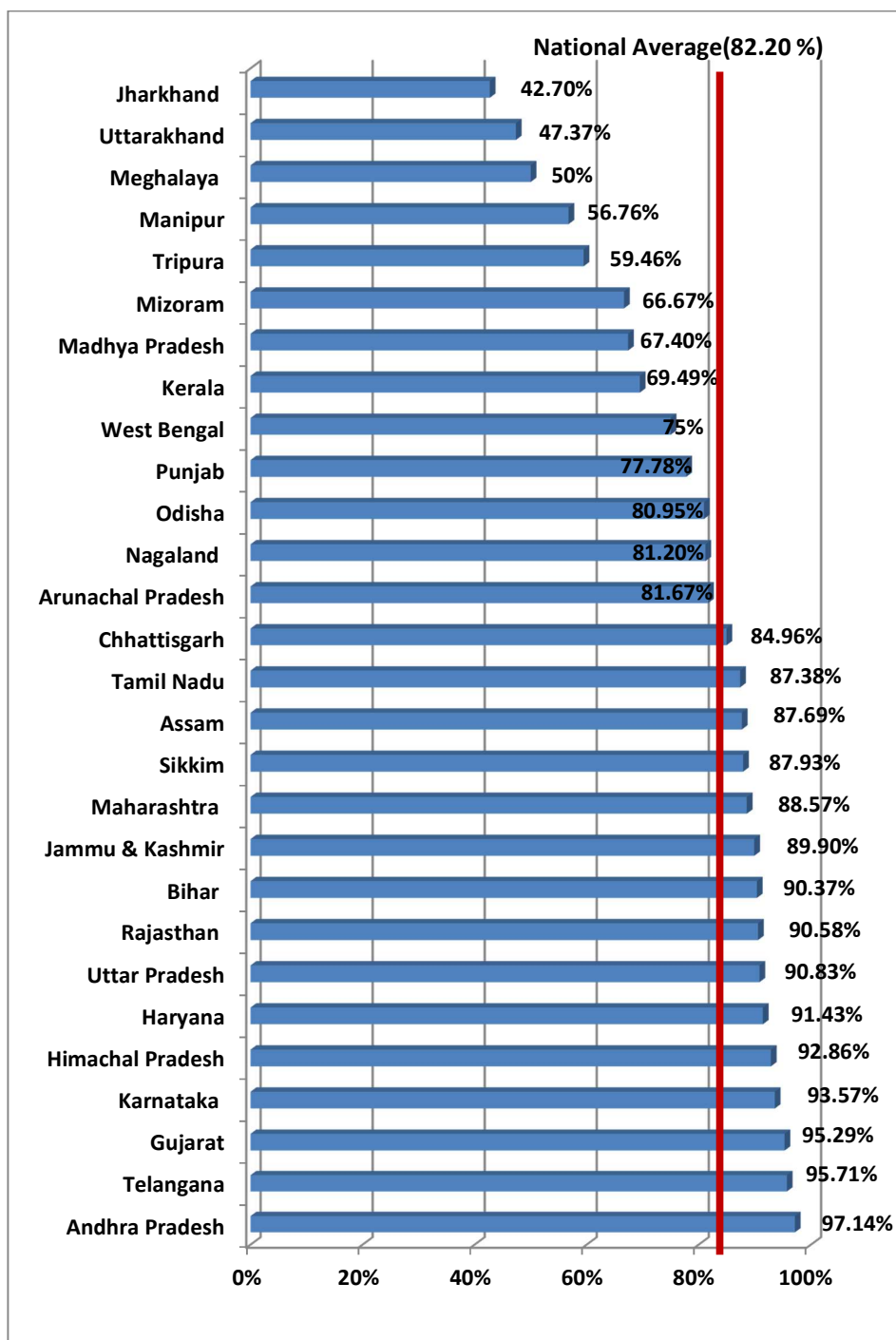
Sl No	Name of State	No. of Assets Verified	No. of Assets Completed within one year	Percentage	No. of Assets taken more than 1 year for Complete	Percentage
1	Andhra Pradesh	70	68	97.14	2	2.86
2	Arunachal Pradesh	60	49	81.67	11	18.33
3	Assam	130	114	87.69	9	6.92
4	Bihar	270	244	90.37	26	9.63
5	Chhattisgarh	133	113	84.96	20	15.04
6	Gujarat	85	81	95.29	4	4.71
7	Haryana	70	64	91.43	6	8.57
8	Himachal Pradesh	70	65	92.86	5	7.14
9	Jammu & Kashmir	99	89	89.90	10	10.10
10	Jharkhand	89	38	42.70	49	55.06
11	Karnataka	140	131	93.57	9	6.43
12	Kerala	59	41	69.49	18	30.51
13	Madhya Pradesh	227	153	67.40	70	30.84
14	Maharashtra	140	124	88.57	16	11.43
15	Manipur	37	21	56.76	16	43.24
16	Meghalaya	54	27	50.0	27	50.0
17	Mizoram	60	40	66.67	20	33.33
18	Nagaland	117	95	81.20	22	18.80
19	Odisha	210	170	80.95	40	19.05
20	Punjab	27	21	77.78	6	22.22
21	Rajasthan	138	125	90.58	13	9.42
22	Sikkim	58	51	87.93	7	12.07
23	Tamil Nadu	103	90	87.38	13	12.62
24	Telangana	140	134	95.71	6	4.29
25	Tripura	37	22	59.46	15	40.54
26	Uttar Pradesh	109	99	90.83	10	9.17
27	Uttarakhand	38	18	47.37	20	52.63
28	West Bengal	140	105	75.00	35	25.00
	Total	2910*	2392	82.20	505	17.35

Source: Asset Schedule

* 13 assets are not completed

Out of the 2910 assets verified 82.20 per cent assets were completed within one year. Assets that have taken more than one year for completion are mainly in the States of Jharkhand (55.06%), Uttarkhand (52.63 %), Meghalaya (50 %), Manipur (43.24 %) and Tripura (40.54 %). Neither the Gram Panchayats nor the village level institutions, envisaged for planning and implementation, have implemented the scheme in these States. The percentage of verified assets completed within one year from its initiation are given in Figure No. 2.9.1

Figure No. 2.9.1 Percentage of Assets Completed within One Year from the Verified Assets



Source: Table No.2.9.2

It is seen that the local bodies in the States of Andhra Pradesh, Assam, Bihar, Chhattisgarh, Gujarat, Haryana, Himachal Pradesh, Jammu & Kashmir, Karnataka, Maharashtra, Rajasthan, Sikkim, Tamil Nadu, Telangana and Uttar Pradesh have

completed more than the national average of 82.20 per cent of works initiated within one year.

Conclusion

One of the aims of the scheme was to strengthen the Panchayati Raj Institutions and Urban Local Bodies through engaging them in participatory planning and implementation. It has been found that in the States where the local bodies have actively involved in the process of planning and implementation, all the major activities initiated were implemented within the particular financial year. Only 17.35 per cent works have taken more than one year for completion. Hence it is presumed that the slight delay in the transfer of funds have not affected the pace of implementation of the scheme.

2.10. Quality of Assets

2.10.1. Introduction

The general assumption is that the quality of rural public infrastructure/ assets often remains low. The quality of assets is influenced by technical expertise, effective technical supervision who is engaged in the construction of the asset, quality of procured materials for construction of assets and peoples participation. It is generally considered to be ‘one of the most corruption ridden sectors in rural economy’. The



Construction of Health Centre under BRGF in Mohanpur GP, Dhalai District, Tripura State

assumptions and allegations can be extended to urban settings too. Lack of transparency in procurement procedures, lack of technical efficiency and supervision and lack of qualified contractors, corruption among officials including different

stakeholders, poor monitoring mechanism, etc., have been cited as major reasons for this. Anecdotally public works are rife with corruption and claims of impropriety exist throughout the implementation process which has resulted in the poor quality of asset creation. The poor quality of assets increases the governance deficit on the one side and reduces the capacity of the State to deliver public goods on the other. In the above backdrop, it is rewarding to assess the quality of the assets created under BRGF.

2.10.2. Objectives

To assess the quality of various assets created under BRGF.

2.10.3. Methodology

Different attempts were made to assess the quality of assets created under the scheme. There was a specific question in the ‘asset schedule’ to assess the quality of asset. (Refer question No.3). Instructions were given to field investigators to locate the assets created under the scheme and verify it’s physical status and five options (i) best (ii) very good (iii) good (iv) poor and (v) very poor were given to mention. The field investigators were trained to keep a common understanding to make the quality

assessment without individual pre conceived notion. It was also supplemented by another attempt of assessing the quality of asset by the local community benefited by the respective assets. Provisions were included in the schedule to capture the perceptions of the local community towards the quality of assets. Since the local stakeholders are vested with local wisdom, they are the 'best evaluators' to comment on the quality of assets. As in the case of investigators the local



Construction of road under BRGF in Chajjala Upper GP, Poonch District, Jammu & Kashmir State

community/ stakeholders were allowed to mark the quality of asset on a scale with five choice viz. (i) best, (ii) very good, (iii) good (iv) poor and (v) very poor. Five assets created in the each local body visited were selected and in local bodies where the number of assets created are less than five the existing assets from the selected districts were verified. The total number of assets verified in each State, the number of Gram Panchayats and Urban Local Bodies visited and the number of local people whose opinions have been captured are provided in Table No. 2.10.1

Table No. 2.10.1: Details of Local Bodies visited, Number of Assets Verified and the Number of Local Community Whose Opinions were collected

SL. No	State	No of Local Bodies			No of Assets verified	No of State holders whose opinions were captured
		Gram Panchayat	Urban bodies	Local		
1	Andhra Pradesh	12	2		70	140
2	Arunachal Pradesh	12	-		60	120
3	Assam	24	2		130	260
4	Bihar	48	6		270	540
5	Chhattisgarh	24	4		133	280
6	Gujarat	24	3		85	270
7	Haryana	12	2		70	140
8	Himachal Pradesh	12	2		70	140
9	Jammu Kashmir	24	3		99	270
10	Jharkhand	36	4		89	380
11	Karnataka	24	4		140	280
12	Kerala	12	2		59	120
13	Madhya Pradesh	48	8		227	560
14	Maharashtra	24	4		140	280
15	Manipur	14	-		37	140

16	Meghalaya	12	1	54	130
17	Mizoram	12	-	60	120
18	Nagaland	24	2	117	260
19	Odisha	36	6	210	420
20	Punjab	12	2	27	54
21	Rajasthan	24	4	138	280
22	Sikkim	12	1	58	130
23	Tamil Nadu	24	4	103	280
24	Telangana	24	4	140	280
25	Tripura	12	2	37	140
26	Uttar Pradesh	48	8	109	237
27	Uttarakhand	12	2	38	140
28	West Bengal	24	4	140	280
	Total	626	86	2910	6671

Source: Asset Schedule

Two stakeholders of each verified asset were interviewed and where the assets are less than five, opinions of more stakeholders on the existing assets have captured. A total of 2910 assets created in 626 Gram Panchayats and 86 Urban Local Bodies were physically verified and the opinions of 6671 community members were captured from all the local bodies visited.

2.10.4 Presentation and discussion of data

The quality of assets (verified) were assessed based on five parameters and the details are provided in Table No. 2.10.2.

Table No. 2.10.2 Details of Quality of Assets Verified

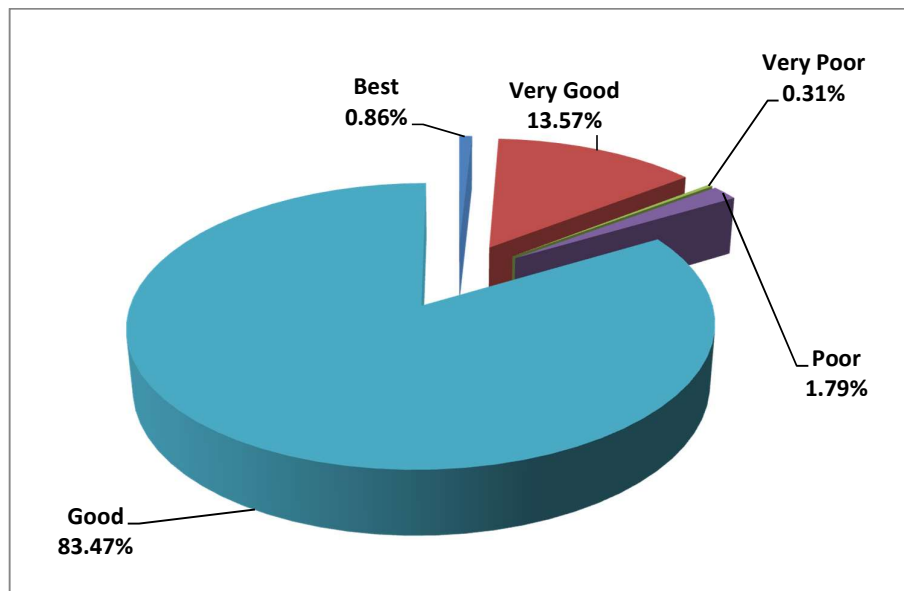
Sl. No	State	No of Assets verified	Quality of Assets				
			Best	Very Good	Good	Poor	Very Poor
1	Andhra Pradesh	70	0	19	51	0	0
2	Arunachal Pradesh	60	0	3	54	2	1
3	Assam	130	0	1	129	0	0
4	Bihar	270	0	99	171	0	0
5	Chhattisgarh	133	0	0	133	0	0
6	Gujarat	85	0	0	84	1	0
7	Haryana	70	0	9	52	6	3
8	Himachal Pradesh	70	0	0	70	0	0
9	Jammu Kashmir	99	0	0	96	3	0
10	Jharkhand	89	3	23	61	2	0
11	Karnataka	140	4	2	129	3	2
12	Kerala	59	2	10	44	2	1
13	Madhya Pradesh	227	0	49	163	15	0
14	Maharashtra	140	13	49	76	2	0
15	Manipur	37	1	3	33	0	0
16	Meghalaya	54	0	0	53	1	0
17	Mizoram	60	0	0	60	0	0
18	Nagaland	117	0	0	117	0	0
19	Odisha	210	0	0	210	0	0

20	Punjab	27	0	13	14	0	0
21	Rajasthan	138	0	14	123	1	0
22	Sikkim	58	0	0	58	0	0
23	Tamil Nadu	103	1	37	64	1	0
24	Telangana	140	1	55	73	9	2
25	Tripura	37	0	4	33	0	0
26	Uttar Pradesh	109	0	1	105	3	0
27	Uttarakhand	38	0	1	37	0	0
28	West Bengal	140	0	3	136	1	0
	Total	2910	25	395	2429	52	9

Source: Asset Schedule

Out of the 2910 assets verified 0.86 per cent is having best quality and 0.31 per cent is very poor. The percentage of assets coming under all categories are given in Figure No.2.10.1

Figure No. 2.10.1: Percentage of Various Categories of Assets



Source: Table 2.10.2

Three assets in Haryana, two each in Karnataka and Telangana and one each in Arunachal Pradesh and Kerala are rated as 'very poor' and these nine assets are defunct. The detailed list of very poor assets are provided in Table No. 2.10.3

Table No. 2.10.3: List of Very Poor Assets Verified

Sl. No	State	District	Block	PRIs /ULBs	Name of Asset
1	Arunachal Pradesh	Upper Subansiri	Taliha	Jaring VI	Water Supply Scheme
2	Haryana	Sirsa	Barghuba	Bhiwan	Anganwadi Building
3	Haryana	Sirsa	Odan	Odan	Class room for Govt Senior Secondary School
4	Haryana	Sirsa	Sirsa	Bajekan	Pipeline for irrigation
5	Karnataka	Davangare	Harihar	Gattar	R O Plant for school
6	Karnataka	Davangare	Harihar	Bhanuvalli	Water Purifying System in four Schools
7	Kerala	Palakkad	Palakkad	Keralassery	Bore well for Water Supply
8	Telangana	Adilabad	Kaddarm	Kalleda	Side drain
9	Telangana	Nalgonda	Bibi Nagar	Gudur	Community Hall

Source: Asset Schedule

It is noticed that 52 assets verified are seen in poor condition. The highest number of poor assets are found in Madhya Pradesh (15) followed by Telangana (9), Haryana (6) Jammu Kashmir, Karnataka and Uttar Pradesh (3 each) Arunachal Pradesh, Jharkhand, Kerala and Maharashtra (2 each) and Gujarat, Meghalaya, Rajasthan, Tamil Nadu and West Bengal (1 each).

In the State of Arunachal Pradesh land development work for community garden in Block Kojap-II village of Nacho Block is seen in an abandoned condition. The water supply scheme in Tator Tani IV of Daparjo block is seen partially functional. The quality of the Panchayat Bhavan building built by Vaghrali Gram Panchayat in



Construction of 11 KV line under BRGF Titaguri VCDC, Kokrajar Block, Kokrajar District, Assam State

Nanded Taluka of Narmada District of Gujarat is below average. In the State of Jharkhand the Panchayat Bhavans constructed in Usra Gram Panchayat and Kulhi Panchayat in Dulmi Block of Ram Garh District are only partially completed

The classroom built in Johrar Rohi Gram Panchayat in Sirsa District of Haryana State is in poor quality. Two Anganwadi building in the same Panchayat also lack quality. The other poor quality assets in the State are Ayush centre upgradation in Bhavdin Gram Panchayat, water harvesting system and construction of additional class room in Panniwala Mota Gram Panchayat.

A protection wall and pathway constructed in Khorpara Halqua Panchayat of Tangdar Block in Kupwara District of Jammu Kashmir State is without appropriate quality. The latrine constructed near the mazjid by Handwara Municipality is seen not used and the Staff quarters initiated by Kupwara Municipality lack finishing works.

In the State of Karnataka construction of Anganwadi toilet at Kasipura camp village of Kabbala Gram Panchayat of Davangere district is in poor quality. Water purification system for schools in Bhanuvalli Gram Panchayat and installation of R O unit in school in Gutter Gram Panchayat in Davangere district also lacks quality.

The extension work of Gram Panchayat office by Perumatty Gram Panchayat and the construction of CADA canal in Elappully Gram Panchayat of Chittur block in Palakkad District of Kerala State also lack quality.

In Madhya Pradesh, an Anganwadi building started by Motigarh Gram Panchayat of Bijawar block in Chhatarpur district, community hall building initiated by Barkoha Gram Panchayat in Chhatarpur block, Anganwadi building started by Rayapura Gram



Building for Veterinary Sub Centre constructed under BRGF in Baleecha GP, Girwa Block, Udaipur District, Rajasthan

Panchayat in Sheopur block of Sheopur district and veterinary hospital building in the Same Gram Panchayat still remain as incomplete structures. A building constructed to accommodate Primary Health Centre in Chobar Gram Panchayat in Raj Nagar block of Chhatarpur district also seen

kept idle. Two houses constructed in Bichhna Gram Panchayat of Katniblock in Katni district are having poor quality. One house each constructed at Kachhgaonadeeni, Piprouth and Vijagravgarh Gram Panchayats of Katni district lack quality. Two houses each constructed at Thibgoan Bujurg & Magariya Gram Panchayat and one house at Bid Gram Panchayat in Khargone district is having poor quality.

The community latrine constructed in ST colony in Satral Gram Panchayat of Rahuri Block in Ahmed Nagar District of Maharashtra is also lacking quality. Water tank constructed at Deoliprava Munciplaity in the same district also having poor quality.

An AEC office building initiated in Umdihar Village of Umleg Block in Ribhoi District of Meghalaya has been seen abandoned without completion.

The Sulabh complex constructed by Sakumber Municipality in Udaipur District in Rajasthan also seen kept idle.

The construction of BT Road in Mudikkakarai Village of Kalayar Koyil Block in Sivaganga District of Tamil Nadu State is noticed in poor quality.

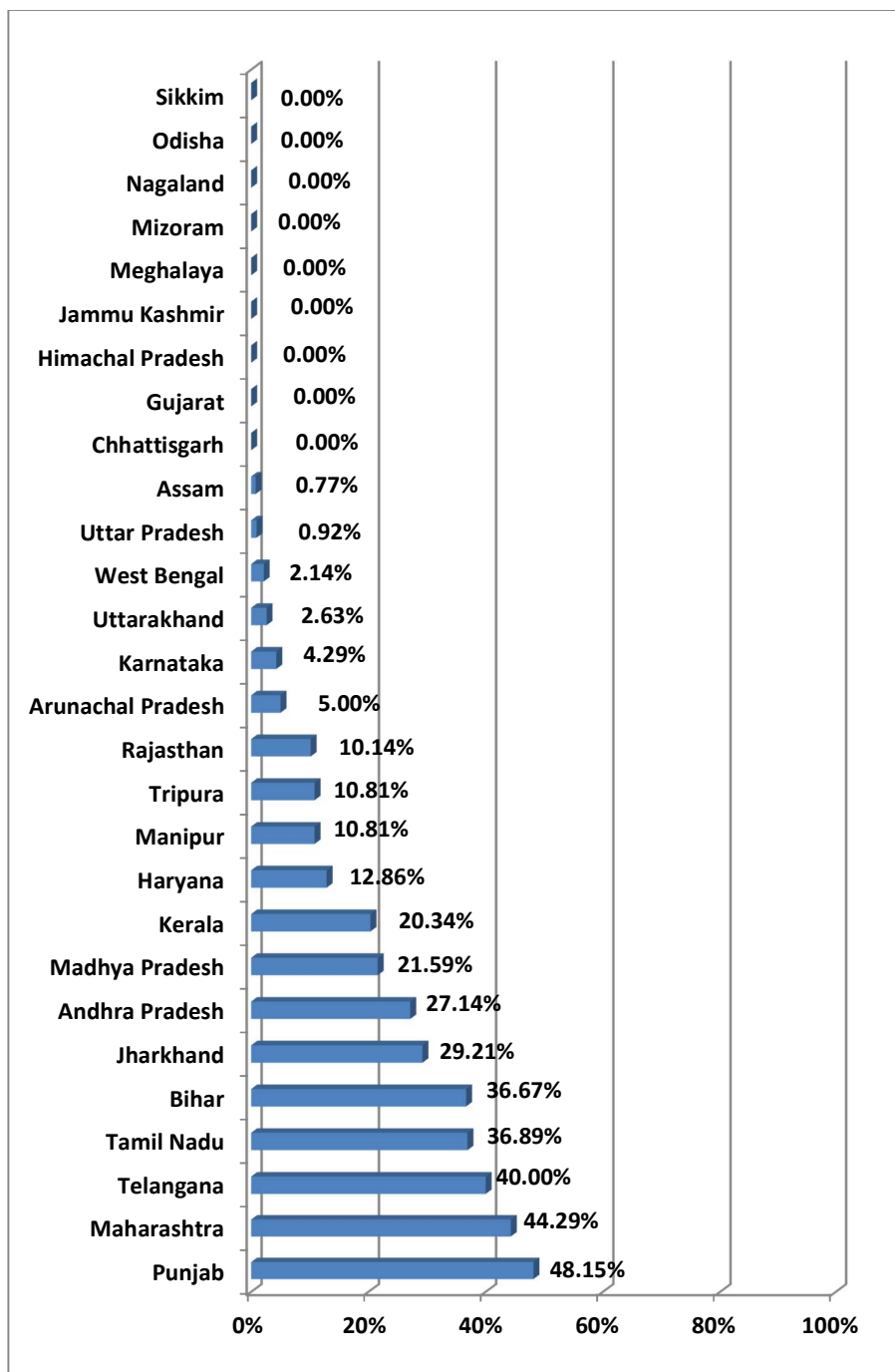
In Telangana State construction of more than four side drains in Dharmajipet Gram Panchayat of Kaddam Block in Adilabad district and the construction of a road by Thallapet Gram Panchayat in Dandepally Block of the same district are not seen constructed properly. The Mandalsamakhya building constructed by Bibi Nagar Gram Panchayat and BC community hall initiated by Venkiriya Gram Panchayat of Bibinagar Mandal in Nalgonda district and the bathroom and water tank initiated by Sureppally Gram Panchayat of Bangir block in same district also lack quality.

In Uttar Pradesh the sachivalaya constructed by Wajidpur Gram Panchayat in Etah District, Panchayat Bhavan in Gujari Gram Panchayat and Resource centre in Rangaon Gram Panchayat of Raibardi district is lacking prescribed quality.

The only one asset constructed in poor quality in West Bengal is the Urinal Block constructed by Garkamalpur Gram Panchayat in Purba Medinipur District.

Percentage of ‘best’ and ‘very good’ quality assets out of the verified assets in each State are depicted in Figure No. 2.10.2.

Figure No. 2.10.2: Percentage of Assets in ‘Best’ and ‘Very Good’ Quality



Source: Table 2.10.2

The percentage of assets in best and very good quality out of the verified assets is highest in the State of Punjab (48.15 %) followed by 44.29 per cent in Maharashtra, 40 per cent in Telangana, 36.89 per cent in Tamil Nadu, 36.67 per cent in Bihar, 29.21 per cent in Jharkhand and 27.14 per cent in Andhra Pradesh. Out of the verified assets no assets are found in ‘best’ and ‘very good’ quality in the States of Sikkim, Odisha, Nagaland, Mizoram, Meghalaya, Jammu Kashmir, Himachal Pradesh, Gujarat and Chhattisgarh. However, considerable number of assets under the classification of ‘good’ quality was available in the States (Table No.2.10.2).

The percentage of works in good and very good quality is slightly below the national



**Building for Village Court constructed under BRGF
Laiching Minou Village, Machi Block in Chandel
District, Manipur State**

average of 97.04 per cent in the States of Jammu Kashmir (96.97%), Arunachal Pradesh (95%), Jharkhand (94.38%), Karnataka (93.57%), Madhya Pradesh (93.39%), Kerala (91.53%), Telangana (91.43%), Maharashtra (89.29 %) and Haryana (87.14 %). It

is seen that 13 best quality works were found in Maharashtra, four in Karnataka, three in Jharkhand, two in Kerala and one each in Manipur, Tamil Nadu and Telangana. The details of assets found in Best quality are provided in Table No. 2.10.4.

Table No. 2.10.4: Details of Assets Constructed in Best Quality

Sl. No	State	District	Block	Local body	Asset
1.	Jharkhand	Bokaro	Khuntri	Jarigh	G.P. Building
2.	Jharkhand	Ramgarh	Pintrajora	Chass	C.C.Road
3.	Jharkhand	Ramgarh	Mandu	Budkelumba	G.P Building
4.	Karnataka	Bidar	Bhalki	Telgaon	Protection wall for Govt. HRPS
5.	Karnataka	Bidar	Bhalki	Telgaon	Providing drinking water unit in school
6.	Karnataka	Bidar	Bhalki	Telgaon	Solar system in Gram Panchayat

7.	Karnataka	Bidar	Bhalki	Telgaon	office solar system Gram Panchayat in office Solar street light
8.	Kerala	Palakkadu	Ottappalam	Chalavara	Electrification of Anganwadi
9.	Kerala	Palakkadu	Ottppalam	ChittoorThathamangalom Municipality	Gas crematorium
10.	Maharashtra	Ahmednagar	Akole	Godservady	Compound Wall to School
11.	Maharashtra	Ahmednagar	Akole	Godservady	construction of 'Otta'
12.	Maharashtra	Ahmednagar	Akole	Induri	compound wall to health centre.
13.	Maharashtra	Ahmednagar	Akole	Induri	Construction of drainage
14.	Maharashtra	Ahmednagar	Akole	Samserpur	Graveyard
15.	Maharashtra	Ahmednagar	Akole	Vithe	Retaining wall
16.	Maharashtra	Ahmednagar	Akole	Vithe	Community hall
17.	Maharashtra	Ahmednagar	Akole	Vithe	Construction of water tank
18.	Maharashtra	Ahmednagar	Nagar	Dehere	SC colony retaining wall
19.	Maharashtra	Ahmednagar	Rahuri	Wampuri	Paving Block in SC colony
20.	Maharashtra	Ahmednagar	Rahuri	Municipality	Graveyard
21.	Maharashtra	Amaravathy	Chikkaldava	Badanapur	C.C. Road
22.	Maharashtra	Amaravathy	Chikkaldava	Badanapur	Compound Wall to School
23.	Manipur	Chandel	Moreh	Hill Tribal council	Construction of guest house and Office
24.	Tamil Nadu	ThiruvannaMalai	Cheyar	Nedumpirai	Water Supply Scheme
25.	Telangana	Nalgonda	Bhangir	Bhangir	Office Building

Source: Asset Schedule

Perception of the community on the quality of assets also has been obtained through separate schedules. A total of 6671 stakeholders pertaining to the 2910 assets verified were interviewed. Quality of assets according to the opinion of the local community are provided in Table No. 2.10.5.

Table No. 2.10.5 Quality of Assets Created According to the Community Members /Stakeholders Interviewed

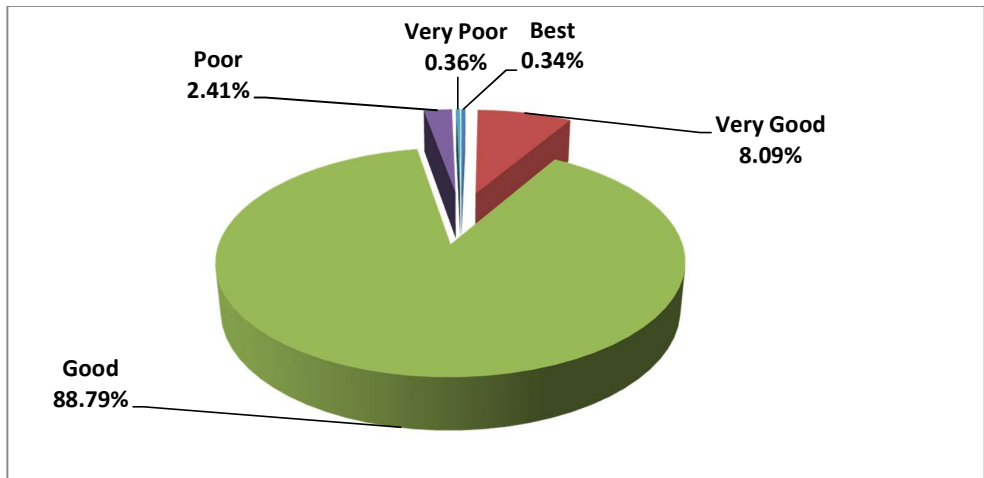
SL. No	State	No of Community Members/Stakeholders intervened	Perception of the Stakeholders				
			Best	Very Good	Good	Poor	Very Poor
1	Andhra Pradesh	140	0	7	131	2	0
2	Arunachal Pradesh	120	0	6	108	6	0
3	Assam	260	0	6	254	0	0
4	Bihar	540	0	39	493	8	0
5	Chhattisgarh	280	0	0	280	0	0
6	Gujarat	270	0	2	258	10	0
7	Haryana	140	0	22	108	6	4
8	Himachal Pradesh	140	0	0	138	2	0
9	Jammu Kashmir	270	0	0	222	48	0
10	Jharkhand	380	8	141	212	14	5
11	Karnataka	280	0	25	252	1	2
12	Kerala	120	0	15	105	0	0
13	Madhya Pradesh	560	0	95	428	33	4
14	Maharashtra	280	10	38	230	-	2
15	Manipur	140	0	0	138	2	0
16	Meghalaya	130	0	0	130	0	0
17	Mizoram	120	0	20	99	1	0
18	Nagaland	260	0	0	260	0	0
19	Odisha	420	0	0	420	0	0
20	Punjab	54	0	8	46	0	0
21	Rajasthan	280	0	15	254	10	1
22	Sikkim	130	0	0	130	0	0
23	Tamil Nadu	280	4	44	232	0	0
24	Telangana	280	1	57	203	14	5
25	Tripura	140	0	0	140	0	0
26	Uttar Pradesh	237	0	0	234	2	1
27	Uttarkhand	140	0	0	140	0	0
28	West Bengal	280	0	0	278	2	0
	Total	6671	23	540	5923	161	24

Source: Stakeholder Schedule

Out of the 6671 community members opined 23 were having opinion that the assets were constructed in best quality while 540 have told that the assets are in very good quality. It is identified that 88.79 per cent stakeholders were of opinion that the quality of assets is good. As per the understanding of the 2.41 per cent of the stakeholders, the assets are having poor quality and 0.36 per cent having the opinion that assets are

in very poor quality. Quality of assets according to the perception of the stakeholders is given in Figure No. 2.10.3.

Figure No. 2.10.3: Quality of Assets according to Stakeholder’s Perception



Source: Table No. 2.10.5

It is identified that 3.57 per cent community members in Maharashtra, 2.11 per cent in Jharkhand, 1.43 per cent in Tamil Nadu and 0.36 per cent in Telangana had opined



Construction of PHC Quorters under BRGF Passing Saffo GP, Passing Dzongu Block, North Sikkim, Sikkim State

that the assets benefited by them are in best quality. According to 37.11 per cent stakeholders in Jharkh and the assets are beneficial to themand are in very good quality followed by 20.36 per cent in Telangana, 16.96 per cent in

Madhya Pradesh, 16.67 per cent in Mizoram, 15.71 per cent in Haryana and Tamil Nadu, 14.81 per cent in Punjab, 13.57 per cent in Maharashtra and 12.5 per cent in Kerala. Less than 10 per cent of the stakeholders opined that assets are in very good quality in Karnataka (8.93%), Bihar (7.22%), Rajasthan (5.36%), Andhra Pradesh (5%), Arunachal Pradesh (5%), Assam (2.31%) and Gujarat (0.74%).

All the community members interviewed in the State of Chhattisgarh, Meghalaya, Nagaland, Odisha, Sikkim, Tripura and Uttarakhand have said that the assets are in good quality.

More than 17 per cent of the stakeholders in Jammu & Kashmir have the opinion that the quality of assets created are poor followed by 5.89 per cent in Madhya Pradesh, 5 per cent in Arunachal Pradesh and Telangana, 4.29 per cent in Haryana, 3.7 per cent in Gujarat, 3.68 per cent in Jharkhand and 3.57 per cent in Rajasthan. Less than two per cent of the stakeholders opined that assets are in poor quality in Bihar, Himachal Pradesh, Manipur, Andhra Pradesh, Uttar Pradesh, Mizoram, West Bengal and Karnataka. The 24

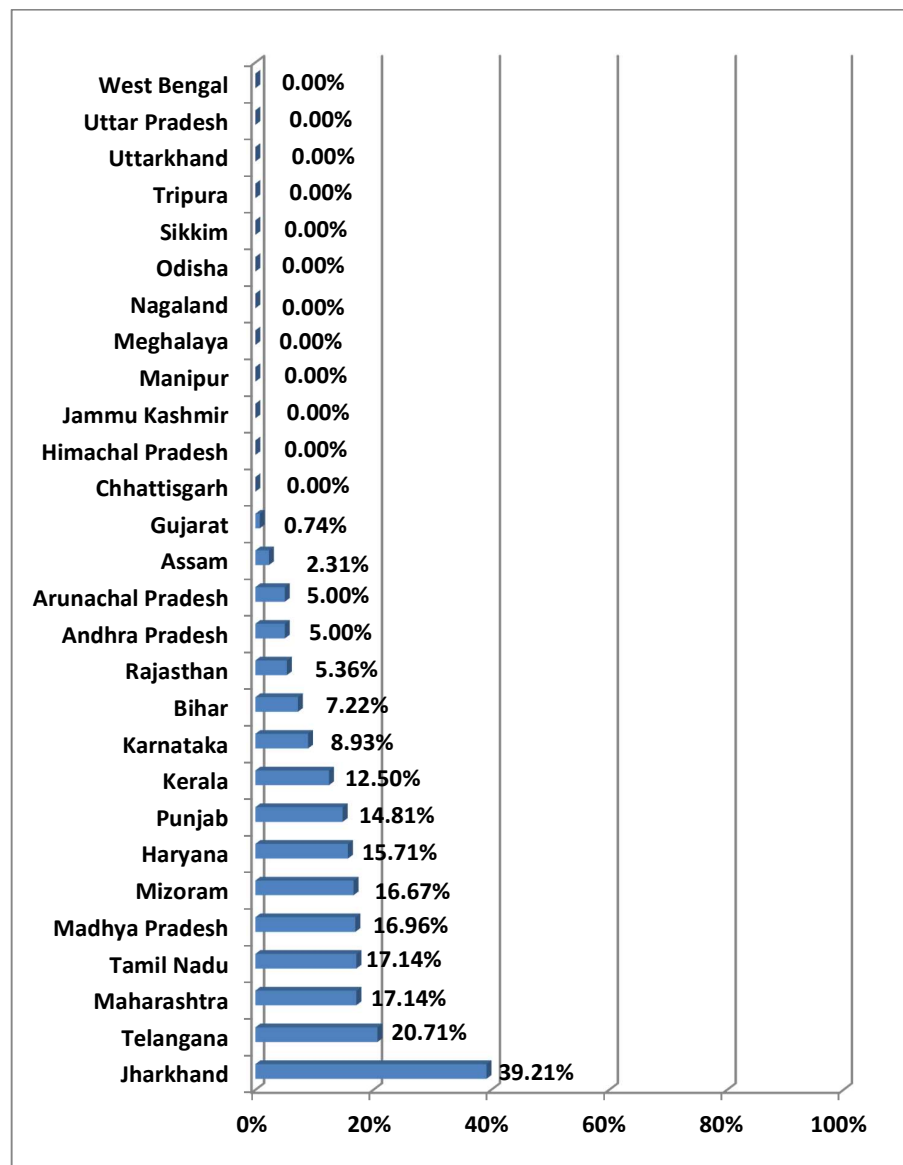
community members according to whom the quality is very poor and they are from the States of Jharkhand (5), Telangana (5), Haryana (4), Madhya Pradesh (4), Karnataka (2), Maharashtra, (2) Rajasthan

(1) and Uttar Pradesh (1), The Percentage of stakeholders who commented that the assets as 'best' and 'very good' are presented in Figure No. 2.10.4.



Construction of Kitchen for VDB under BRGF in Old Risethsi Village, Kiphire District, Nagaland State

Figure No. 2.10.4: Percentage of Stakeholders Opined the Assets in 'Best' and 'Very Good' Quality.



Source: Table No. 2.10.5

Out of the 6671 stakeholders interviewed, 39.21 per cent in the State of Jharkhand opined that the assets are in best and very good quality followed by 20.71 per cent in Telangana, 17.14 per cent each in Maharashtra and Tamil Nadu, 16.96 per cent in Madhya Pradesh, 16.67 per cent in Mizoram, 15.71 per cent in Haryana and 14.81 per cent in Punjab. None of the stakeholders interviewed has the opinion that assets are in best and very good quality in the States of Chhattisgarh, Himachal Pradesh, Jammu Kashmir, Manipur, Meghalaya, Nagaland, Odisha, Sikkim, Tripura, Uttarakhand,

Uttar Pradesh and West Bengal. However, considerable number of ‘good’ quality assets were seen in the States (Table No.2.10.5).

2.10.5. Conclusion

The filed evidences suggest that the general hypothesis which often put in the picture that the quality of rural public infrastructure/ assets remains low and asset creation under public domain to be “one of the most corruption ridden sectors in rural economy” has been nullified in the specific case BRGF . The field data from the local bodies visited revealed that almost all the assets created under the scheme had been constructed in good quality. Within the socio political and legal context the scheme implementation has allowed assuring quality in asset creation with verifying success. The implementation process had created an enabling environment which ensures participation and transparency. Some of the administrative pre requisites which are essential for local involvement and vigilance in the domain of public asset creation had been noticed in the implementation process. The success story offers details as to how it can be sustained and replicated in other environmental settings and domain.

2.11. Usage of Assets

2.11.1. Introduction

One among the objectives of the BRGF scheme was to reduce the overall backwardness and providing improved conditions of infrastructure. An investment on productive community assets in convergence with the existing flagship programmes was also expected to reflect in the long term economic benefits to the society. Generally, these assets are not expected to be consumed or converted in to cash and therefore in some case it is also referred as capital assets. The usage of the assets is measured in terms of economic and social values that an individual of local community and society owns and controls with the expectation of present value and future benefit. In the financial accounting an asset is an economic resource for potential growth whereas in the social accounting it is a community asset for well being. The usage of assets and their value in the local socio economic structure is the determining factor of the sustainability of the assets created. Under BRGF scheme different forms of assets have been created on the assumption that it benefits to the local community and therefore the assets are viewed on the



Construction of Toilet Complex under BRGF in New Thehari Municipality, Tehri Garhwal District, Uttarakhand State

perspective of its present and future utility. Therefore, it is worthwhile to discuss the overall usage of the assets created under the scheme and the focus is how the assets are being used and managed by the community and the role of assets as a catalyst in the local economic growth.

2.11.2. Objectives

To assess the usage of assets created for the purpose for which they are created.

2.11.3. Methodology

A precise question capable to capture the utility of assets has been incorporated in the asset schedule. The field investigators have been trained to locate the assets created under the scheme and to verify its present and future usage. Three options viz. “fully used” “partially used” and “not at all used” were provided for their comment. While assessing the utility of the asset, the field investigators were trained to capture the opinion of the local community also in addition to their own judgment. In the schedule designed to capture the perceptions of the community also a question has been incorporated with the same options (i.e. fully used, partially used, and not at all used). A sample was designed and accordingly either five assets from each village visited or the available assets if the number of assets created are less than five in the visited village were selected. Accordingly, 2910 assets created in 712 local bodies have been verified and opinions of 6661 stakeholders from 28 States were collected. Moreover, the field investigators were instructed to provide their own perceptions also regarding the status, usage and maintenance of assets.



Porter track constructed under BRGF from Hill top to colony Taliha to Dupit, Eba-I GP, Taliha Block, Upper Subansiri District, Arunachal Pradesh

2.11.4. Presentation and Discussion of Data

The usage of assets according to the evaluation by the field investigators are provided in Table No. 2.11.1.

Table No. 2.11.1 Usage of Assets based on Verification of Assets

Sl. No	Name of State	Number of Assets Verified	Usage of Assets		
			Fully Used	Partially Used	Not at all Used
1	Andhra Pradesh	70	70	0	0
2	Arunachal Pradesh	60	57	2	1
3	Assam	130	113	17	0
4	Bihar	270	269	1	0
5	Chhattisgarh	133	133	0	0
6	Gujarat	85	84	0	1
7	Haryana	70	64	4	2
8	Himachal Pradesh	70	60	10	0
9	Jammu & Kashmir	99	70	24	5
10	Jharkhand	89	78	9	2
11	Karnataka	140	128	12	0
12	Kerala	59	55	1	3
13	Madhya Pradesh	227	223	1	3
14	Maharashtra	140	121	18	1
15	Manipur	37	37	0	0
16	Meghalaya	54	52	1	1
17	Mizoram	60	60	0	0
18	Nagaland	117	114	2	1
19	Odisha	210	198	12	0
20	Punjab	27	26	1	0
21	Rajasthan	138	134	4	0
22	Sikkim	58	58	0	0
23	Tamil Nadu	103	101	2	0
24	Telangana	140	131	5	4
25	Tripura	37	37	0	0
26	Uttar Pradesh	109	101	5	3
27	Uttarakhand	38	29	8	1
28	West Bengal	140	139	0	1
	Total	2910	2742	139	29

Source: Asset Schedule Data

Out of the 2910 assets verified 2742 are under the ‘fully use’ category (94.23 %), 139 (4.78 %) are ‘partially use’ and 29 (1%) ‘not at all used’. Out of the 29 assets which are classified under ‘not at all used’, five are in Jammu & Kashmir, four in Telangana, three each in Kerala, Madhya Pradesh and Uttar Pradesh, two each in Haryana and Jharkhand. Only one asset each in the States of Arunachal Pradesh, Gujarat,

Maharashtra, Meghalaya, Nagaland, Uttarakhand and West Bengal locates under the 'not at all used' category.

The land development work done in Kojap-II village of Nacho Block in Upper Subansari district of Arunachal Pradesh for community Garden is in an abandoned situation at present.

The Gram Panchayat Bhawan constructed in Vaghrali Gram Panchayat belonging to Nanded Block of Narmada District in Gujarat also is seen not used and kept idle.

In the State of Haryana Odan Gram Panchayat of Odan Block in Sirsa district an additional class room has been constructed for the government senior secondary school. The education committee of the district has certified that the construction is unfit for conducting classes and hence it has become an idle asset. In the same district, the irrigation pipeline laid in Bajekan Gram Panchayat in Sirsa block has been seen dismantled.

In Jammu Kashmir five assets are seen not used by the community for want of completion of work. These incomplete and not used assets are:- (i) the retaining wall initiated in Mangnar Halqua Panchayat of Poonch block in Poonch District, (ii) toilet unit started in Chajjala Upper Halqua Panchayat of Mankote Block in the same district, (iii) culvert work started in Tangdar, Halqua Panchayat of Tangdar block in Kupwara district, (iv) Halqua Panchayat building initiated in Machipura Panchayat of Handwara block in Kupwara and (v) the construction of pathway with protection wall in Khorpara village of Tangdar block of the same district. These assets can be made fully useful if it can be completed using funds from any other sources.

The Ramgarh Zilla Parishad in Jharkhand has constructed a Gram Panchayat Bhawan in Usra Gram Panchayat of Dulmi block at a cost of Rs.18 lakhs and the same is still kept idle for want of finishing works. The same is the case with another Panchayat Bhawan constructed in Jamira Gram Panchayat of the same block. It has also observed in the field investigation that the Gram Panchayat Bhawan constructed in various Panchayats are partially used and some are seldom used.

The Keralassery Gram Panchayat in the district of Palakkad in Kerala has burrowed a borewell at Thadukkasseri, but the same has been abandoned for want of water. The irrigation canal constructed by command area development authority in Elappully Gram Panchayat of Chittoor block is also seen in an abandoned condition. The extension work for Gram Panchayat building in Perumatty Gram Panchayat of the same district remains incomplete and hence not at all used.

In Madhya Pradesh the community hall constructed at a cost of Rs.12.25 lakh in Barkoha Gram Panchayat of Chhattarpur Block in Chhattarpur district is still not opened for the public for want of finishing works. Chobar Gram Panchayat in Rajnagar block of the same district has constructed a community hall at a cost of Rs.5 lakh during the year 2013-14 and the same is at present used by the people as a cattle shed. The building constructed to accommodate the primary health centre in the same Gram Panchayat is still kept idle. The PHC has not been shifted to the new building.

Satral Gram Panchayat in Rahuri block of Ahmednagar District in Maharashtra has constructed a community latrine for a group of households in the Scheduled Tribe colony but the same is not at all used due to its unsuited site.

The building constructed for an office of the AEC in Umdihar village of Umleg block in Ribhoi district of Meghalaya is the only work noticed in an abandoned condition.

The school building constructed in Kisetong village of Kiphire block of Kiphire district at a cost of Rs.4,16,000/- in the year 2008-09 is the only work in Nagaland that has not been used for the purpose for which it was constructed.

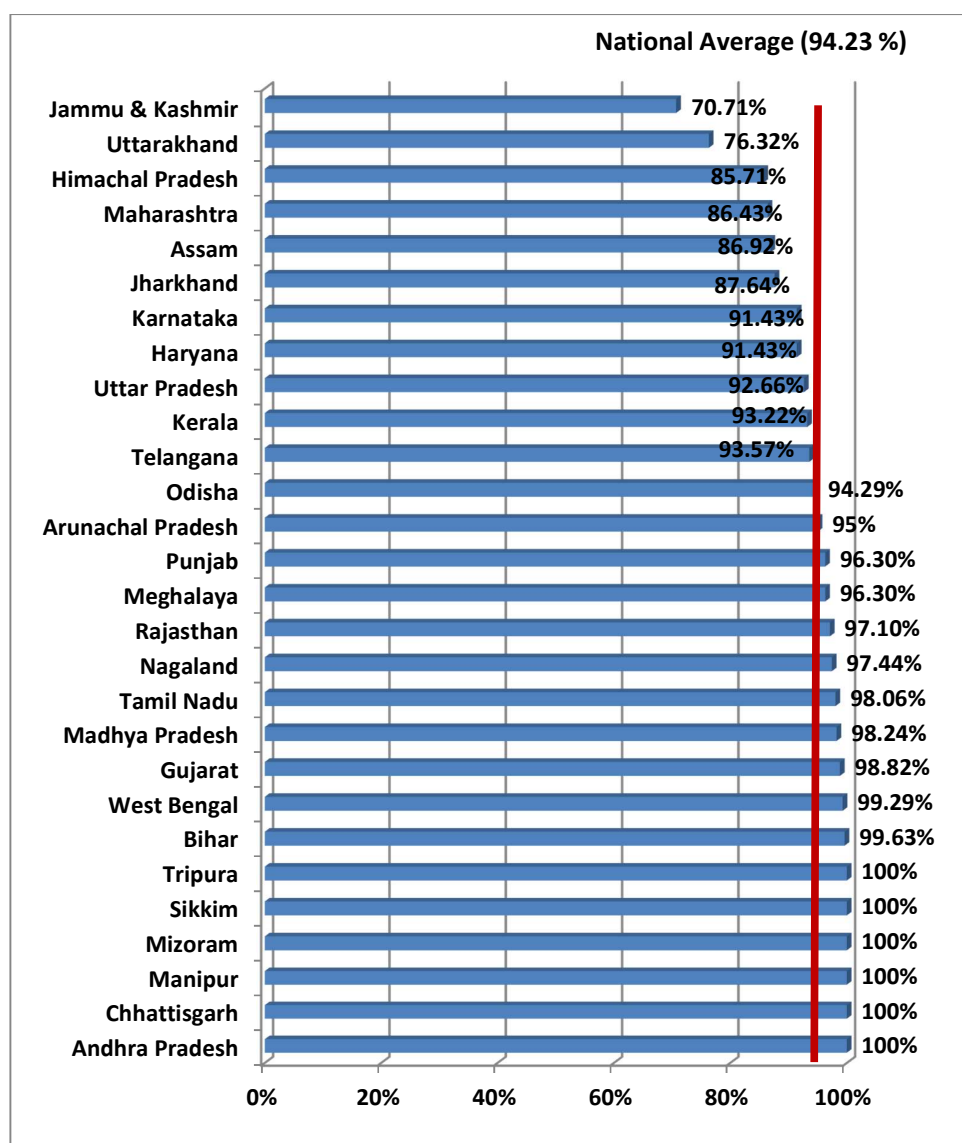
The community hall constructed at a cost of Rs.3,00,000/- in Gundur Gram Panchayat of Bibinagar Mandal in Nalgonda district and the Mandal Samakhya building constructed at a cost of Rs.3,00,000 in Bibinagar Gram Panchayat of the same block and district are seen kept idle in the State of Telangana. The other assets not at all used in the State are partially completed Mandal Parishad building in Peddur Gram Panchayat of Kaddam Mandal in Adilabad district and the side drain constructed in Kalleda Gram Panchayat coming under the same Mandal.

The Nandivel constructed at a cost of Rs.2.50 lakhs by Narendra Nagar Municipality in Uttarakhand also has been not used by the community. Out of the four Sachivalayas verified in Uttar Pradesh three are fully dysfunctional. Leakage from the RCC roof, poor plastering and theft of doors, windows and electrical fittings are the reason for the present condition. These are found in Wajidpur Gram Panchayat of Sitalpur Kshetra Panchayat in Etah District, Jalukheda Gram Panchayat in Awaghr Kshetra Panchayat of the same district and Gujari Gram Panchayat of Sathaon Kshetra Panchayat in Raibareilly district of UP.

The urinal block constructed at Selimchesati Sangha in Garkamalpur Gram Panchayat in Purba Medinipur district of West Bengal is the other asset not at all used.

The partially used assets are mainly Gram Panchayat Bhawans in certain States, Rajiv Gandhi Seva Kendras, community halls and such other constructions which are used occasionally only. Percentage of 'fully used' assets out of the verified assets in each States are shown in Figure No.2.11.1.

Figure No. 2.11.1 Percentage of ‘Fully Used’ Assets based on the Verified Assets



Source: Table No. 2.11.1

All the assets verified in the States of Andhra Pradesh, Chhattisgarh, Manipur, Mizoram, Sikkim and Tripura are fully used. The States where the percentage of assets ‘fully used’ is below the national average of 94.23 per cent are Assam, Haryana, Himachal Pradesh, Jammu & Kashmir, Jharkhand, Karnataka, Kerala, Maharashtra, Telangana, Uttarakhand and Uttar Pradesh.

The perceptions of the community on the usage of assets constructed under the scheme also have been assessed and the details are provided in Table No. 2.11.2. Out of the 6661 community members interviewed 6235 (93.61%) opined that the assets

created are ‘fully used’ and according to 5.43 per cent the assets are only partially used. The percentage of stakeholders who have opined that the assets are ‘not at all used’ is less than one per cent. The observations of the field investigators tally with the perceptions of the stakeholders.

Table No.2.11.2 : Details of Usage of Assets according to the Perception of the Stakeholders

SI No	Name of State	Number of stakeholders interviewed	Usage of Assets		
			Fully Used	Partially Used	Not at all Used
1	Andhra Pradesh	140	140	0	0
2	Arunachal Pradesh	120	112	6	2
3	Assam	260	236	24	0
4	Bihar	540	524	14	2
5	Chhattisgarh	280	278	2	0
6	Gujarat	270	260	0	10
7	Haryana	140	132	4	4
8	Himachal Pradesh	140	138	2	0
9	Jammu & Kashmir	270	106	164	0
10	Karnataka	280	274	4	2
11	Kerala	120	118	2	0
12	Jharkhand	380	358	17	5
13	Madhya Pradesh	560	544	2	14
14	Maharashtra	280	256	21	3
15	Manipur	140	140	0	0
16	Meghalaya	130	115	15	0
17	Mizoram	120	116	4	0
18	Nagaland	260	258	2	0
19	Odisha	420	399	21	0
20	Punjab	54	53	1	0
21	Rajasthan	280	256	23	1
22	Sikkim	130	130	0	0
23	Tamil Nadu	280	273	7	0
24	Telangana	280	246	21	13
25	Tripura	130	130	0	0
26	Uttar Pradesh	237	225	6	6
27	Uttarakhand	140	140	0	0
28	West Bengal	280	278	0	2
	Total	6661	6235	362	64

Source: Schedule for the collection of the perceptions of the stakeholders

Two water supply schemes in the Upper Subaniri district which are partially functional are the assets commented by the stakeholders of Arunachal Pradesh are ‘partially used’

According to the community member’s opinion the SHG training centre built in Jagi Bhagatgaon Gram Panchayat, building for ex-servicemen constructed by Charaibahi Gram Panchayat both in Morigaon district, two checkdams and community halls constructed in various places etc are the partially used assets in Assam.

Shopping complex constructed in Kathihar Municipality and one Kalabhavan are the ‘partially used asset’ in Bihar according to the community members. One Rajiv Gandhi Seva Kendra constructed by Kanharपुरी Gram Panchayat in Kurudblock in Chhattisgarh is now being used as class rooms for high school in the Gram Panchayat.

In Haryana one Anganwadi building built by Bhiwan Gram Panchayat in Bara Gudha Panchayat Samiti in Sirsa district is said to be ‘partially used’ for want of children. The water harvesting system constructed at the schools in Panniwala Mota Gram Panchayat of Odhan Panchayat Samiti in the same district also has been opined as ‘partially use’ due to water leakage from the pipe.

One bore well and two open wells constructed in Nahan Gram Panchayat of Nahan block in Sirmaur district of Himachal Pradesh are ‘partially used’. Bore well in Bankala Gram Panchayat and the store room constructed for Nauni Gram Panchayat both of the same block also is ‘not fully utilized’. In the Pacchad Block of the same district irrigation tank in Bag Pashog Gram Panchayat, community centre in Dilman Gram Panchayat, water supply scheme in JamanKj Ser Gram Panchayat and community hall in Sarahan Gram Panchayat are also ‘partially used assets’. The building constructed of SHG in Bhangani Gram Panchayat of Pondasahib block also is another ‘partially used asset’ in the State.

It is noted that 24 assets verified in Jammu & Kashmir are seen ‘partially used’. Two water tanks constructed at a cost of Rs.0.5 lakh in Khanater Dalera Halqua Panchayat, Gram Panchayat building constructed at a cost of Rs.18.88 lakhs in Ajote Panchayat, footpath in Manger Panchayat of Poonch block in Poonch district are ‘partially used’.

Three retaining walls and footsteps constructed by Gohlad Mustafa Nagar Gram Panchayat, two public toilets constructed in Dharana Lower Gram Panchayat and a tractor road constructed in Bhera Gram Panchayat of Mendhar block in the same district also are seen 'not fully made use of'. The other two 'partially used assets' in the district are tractor road in Mankota lower and toilet block constructed in Poonch Municipality, play ground in Shahlal Panchayat of Handwara block, construction of drain at a cost of Rs.0.3 lakhs and lane with retaining wall in Panzagum C Gram Panchayat, fencing to graveyard in Reddi Panchayat, a latrine in the same Panchayat, bathroom and Panchayat Bhawan in Chokibal Panchayat of Reddi in Kupwara district also are 'not seen used fully'. Drainages constructed in Tangdar B and Khorpara Panchayats of Tangdar Block in Kupwara are also partially functional.

One anganwadi building constructed in Usra Gram Panchayat of Dulmi block in Jharkhand is kept idle since it has not been handed over to the anganwadi. The Gram Panchayat Bhawans constructed in Gram Panchayats of Usra and Kulhi of Dulmi Block, Budkalelumpa in Mandu Block, Chalkari North in Petarwar block, Hochar & Husirin Kanker Block, Orla in Mandu block etc are partly used asset in Jharkhand State.

Water purification units in the government schools of Bhanuvally and Guttur Gram Panchayats in Harihar Block of Davangare District in Karnataka will function only if the water cartridge is filled and often the filling is delayed and hence are partially used. School compound walls constructed in Kulagatte and Chikadadakatte Gram Panchayats in Honnali Block of the same district are not constructed in all the sides of the compound. School toilet unit in Kunkova Panchayat of the same block lacks regular water supply. The other partially used assets are school compound wall in Garaga and Rudrapura Panchayat of Chennagiri Block, two Anganwadi toilets constructed in Kabbala Panchayat and community hall in Rudrapura Gram Panchayat of Davangare District of Karnataka.

The paddy godown constructed in Elappully Gram Panchayat of Chittoor Block in Palakkadu district is the only partially used asset in Kerala.

One cultural centre and one community hall are noticed to be partially used in Madhya Pradesh according to stakeholders' opinion. One community hall constructed

in Sarwarkheda Gram Panchayat in Chikkaldara Block of Amaravathi District, Community hall constructed by Vithe Gram Panchayat in Akole Block, Lady's gymnasium in Rahuri Municipality, street lighting done by Deolipravara Municipality in Ahmednagar District etc are the partially used assets in Maharashtra.

In the State of Meghalaya the bridge constructed over river Umbhang in Umkadhar Village of Jirang Block in Ribhoi District is partially used for non-completion of approach road. The village rest house constructed in Samphure Village in the Longmatra Block in Kiphrie district of Nagaland State is partially used according to the community members.

Additional class rooms constructed for Indira Gandhi Women's College by Brajrajnagar Municipality, Market complex constructed in Ramenda Gram Panchayat in Jharsuguda District, Rooms for High School building in the same Gram Panchayat and two community halls are the partially used assets in Odisha.

The community centre constructed at a cost of Rs. 3.84 lakhs is the only partially used asset in Punjab and the same is in Dharampur Gram Panchayat of Mukerian Block of Hoshiarpur District.

One CC road constructed under the scheme in Jasol Gram Panchayat of Balothra Block in Barmer District and the Shopping Complex in Kaprau Gram Panchayat of Chohtan Block in the Barmer District of Rajasthan are not fully used according to the stakeholders. A boundary wall not on all sides in Bhatewar Gram Panchayat of Bhinder Block and the five seated sulabh complex constructed by Salumber Municipality in Udaipur District also are partially used assets in Rajasthan.

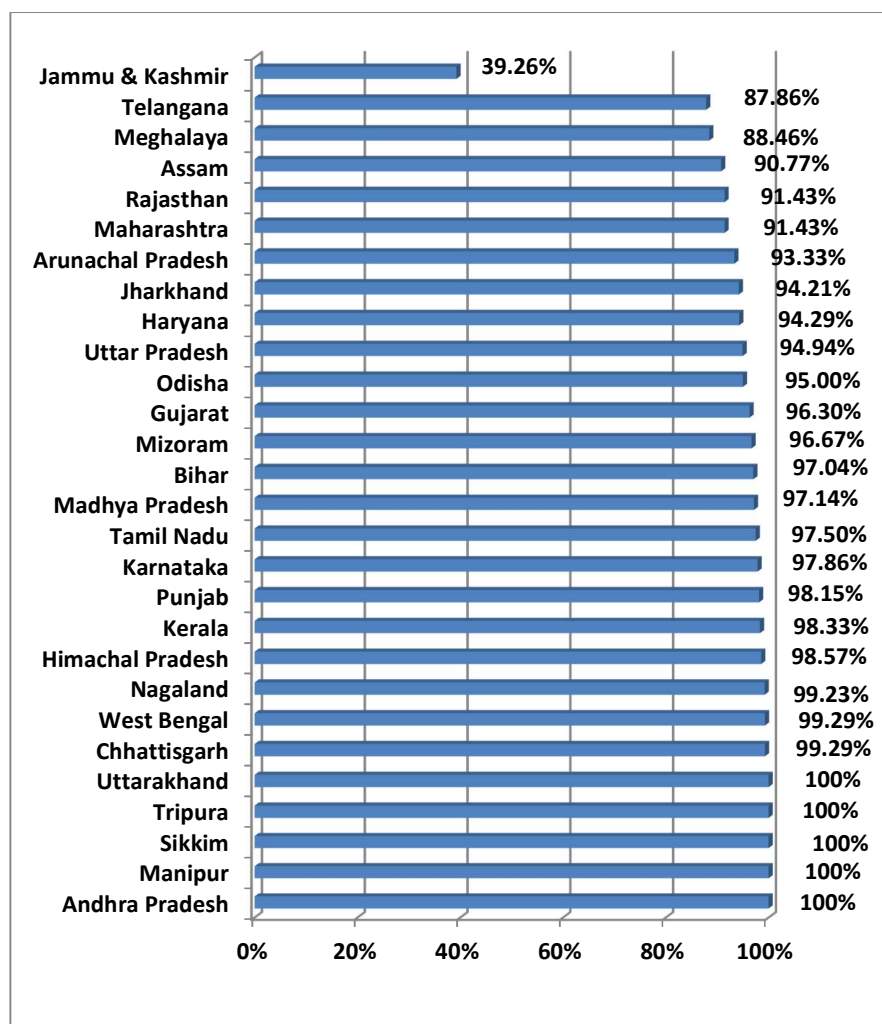
One sluice valve in Kannankottai Gram Panchayat of Devakkotai Block in Sivaganga District and a retaining wall in Akalapur Gram Panchayat in Singampunari Block of the same district are partially used as per the opinion of stakeholders interviewed in Tamil Nadu.

Community hall constructed for SC community by Bibinagar Panchayat and community hall for BC community constructed by Venkiriya Panchayat of Bibinagar Block in Nalgonda District of Telangana have been opined as 'partially used' by the community. The other partially used assets in the State are drainage

works in Mavala Panchayat of Adilabad Block, Lingapur Panchayat of Dandepally Block and Dharmajipet Panchayat of Kaddam Block in Adilabad District.

One culvert constructed by Harchandrapur Kshetra Panchayat, Block Resource Centre by Lalganj Kshetra Panchayat, CC Roads in Harchandrapur Kshetra Panchayat etc are the partially used assets noticed in Uttar Pradesh. The percentage of stakeholders opined the assets are fully used in each State is illustrated in Figure No. 2.11.2

Figure 2.11.2 Percentage of Stakeholders Opined the Assets are ‘Fully Used’



Source: Table No 2.11.2

All the community members interviewed in the States of Andhra Pradesh, Manipur, Sikkim, Tripura and Uttarakhand opined that the assets related to them are fully used. More than 90 per cent stakeholders have told that the assets are fully used in the States of Arunachal Pradesh, Assam, Bihar, Chhattisgarh, Gujarat, Haryana, Himachal

Pradesh, Jharkhand, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Mizoram, Nagaland, Odisha, Punjab, Rajasthan, Tamil Nadu, Uttar Pradesh and West Bengal . Only 39.26 per cent of people interviewed in Jammu Kashmir have admitted that the assets are fully used. It is 88.46 per cent in Meghalaya and 87.86 per cent in Telangana

Conclusion

Field evidences suggest that assets created under the scheme are long term physical pieces of community property which bridge the existing development gaps in the selected areas of villages and urban settings guaranteeing quality of social life. The field data collected from the 712 local bodies across the 28 States revealed that grater part of the volume of assets created under the scheme is in full use, though there are variations among States. In all the local bodies visited the majority of the assets have the high potential and which serves as capital assets. Under BRGF, different forms of assets are created by the assumption that it benefits the local community. Their perception towards the utility of assets has confirmed the above assumption. In terms of both the financial and social accounting, the verified assets have proved to be resources for local economic development and wellbeing of the community.

2.12. Capacity of PRIs to Maintain the Assets

2.12.1. Introduction

The BRGF scheme has directly and indirectly resulted in the creation of various forms of assets since asset creation is a direct corollary of the development activities. There are fragile and sturdy types of assets. However all forms of assets need maintenance immediately or in course of time. The creation of the assets may be a top agenda of the PRIs and ULBs whereas maintenance of assets is not the main concern. A general tendency is seen that the enthusiasm for the creation of assets may not be sustained in the maintenance of the same. Creation of an asset may bring high degree of visibility and political mileage to those who implement it. Generally the perception is that maintenance of the asset may not bring any additional political benefit to anyone. Non maintenance / poor maintenance of the assets may be due to other factors too. The capacity of the PRIs and the ULBs is a determining factor in keeping the assets intact. The assets constructed by the higher tiers of Panchayats also are in Gram Panchayat areas and the assets are entrusted with the Gram Panchayats. The deficiency in the resource envelope and lack of technical personal are also reasons for poor maintenance of the assets. The most important thing is that, ‘the maintenance of assets’ has not been internalized as a step in the planning process. In this contest it is worthwhile to notice how the assets created are being maintained. Here an attempt is also made to see whether the PRIs and ULBs have the capacity to maintain the assets created.



Construction of Gram Panchayat Building under BRGF in Bhangani GP, Sirmaur District, Himachal Pradesh State

2.12.2. Objective

To assess the capacity of PRIs to maintain the assets created.

2.12.3. Methodology

Selected assets created under BRGF had been identified and verified. The present situation of the assets had been examined and it was documented. The assets which require immediate maintenance and maintenance in future had been listed. Financial capacity of the local governments, technical competency and managerial skills of the local governments towards the maintenance of assets had been discussed with the elected representatives, officials and the local community. Separate questions regarding whether funds were earmarked for maintenance of assets, and details of maintenance of assets were included in the asset schedule also. The planning process under the scheme was closely examined to see whether asset maintenance was grafted as a step in the exercise.

2.12.4. Presentation and Discussion of Data

The first step in the maintenance of assets is to keep an asset register, from which the details such as dimensions of the asset, year of construction, etc., will be available. In the schedule for verification of assets the question on “whether the assets have been entered in the asset register” was included. The details of PRIs and ULBs that maintain the asset register up to date are provided in Table No.2.12.1.

Table No. 2.12.1: Number of PRIs and ULBs Maintain the Asset Register

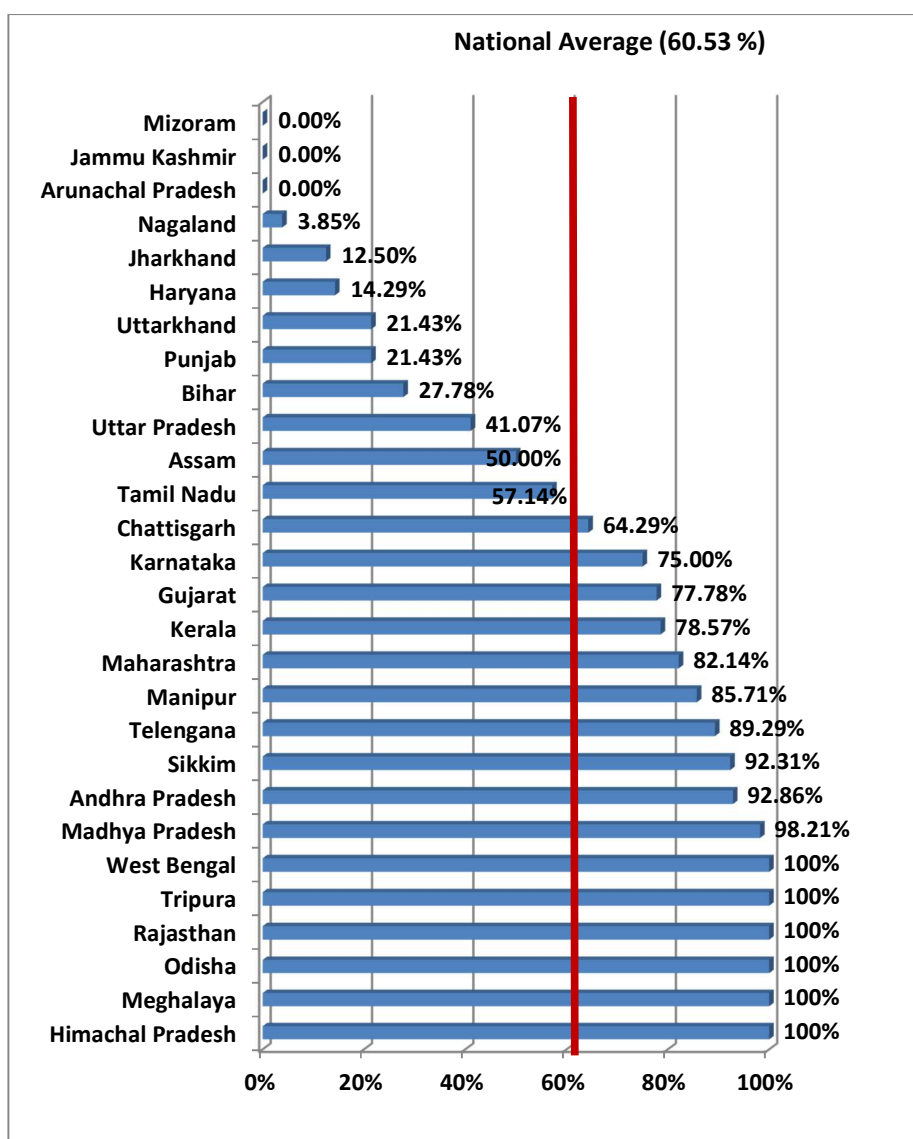
Sl. No	Name of State	Number of Local Bodies Visited	Number of Local Bodies Maintained Asset Register	Number of Local Bodies that have Maintained Asset Register Up to Date
1.	Andhra Pradesh	14	13	13
2.	Arunachal Pradesh	12	0	0
3.	Assam	26	13	13
4.	Bihar	54	15	12
5.	Chhattisgarh	28	18	16
6.	Gujarat	27	21	20
7.	Haryana	14	2	2
8.	Himachal Pradesh	14	14	11
9.	Jammu Kashmir	27	0	0
10.	Jharkhand	40	5	5

11.	Karnataka	28	21	7
12.	Kerala	14	11	9
13.	Madhya Pradesh	56	55	53
14.	Maharashtra	28	23	23
15.	Manipur	14	12	10
16.	Meghalaya	13	13	13
17.	Mizoram	12	0	0
18.	Nagaland	26	1	1
19.	Odisha	42	42	40
20.	Punjab	14	3	3
21.	Rajasthan	28	28	25
22.	Sikkim	13	12	12
23.	Tamil Nadu	28	16	16
24.	Telangana	28	25	23
25.	Tripura	14	14	14
26.	Uttar Pradesh	56	23	19
27.	Uttarakhand	14	3	3
28.	West Bengal	28	28	28
	Total	712	431	391

Source: Data Collected from Local Bodies

Out of the 712 local bodies visited 60.53 per cent are maintaining asset register and out of which 54.92 per cent are keeping the register up to date. In the States of Arunachal Pradesh and Jammu Kashmir none of the local bodies maintain asset register. The Village Councils are not maintaining the same in Mizoram whereas all the Village Employment Committees maintain asset register in Meghalaya. The percentage of local bodies maintaining asset register and keeping them up to date are presented in Figure No. 2.12.1.

Figure No. 2.12.1: Local Bodies Maintained Asset Register

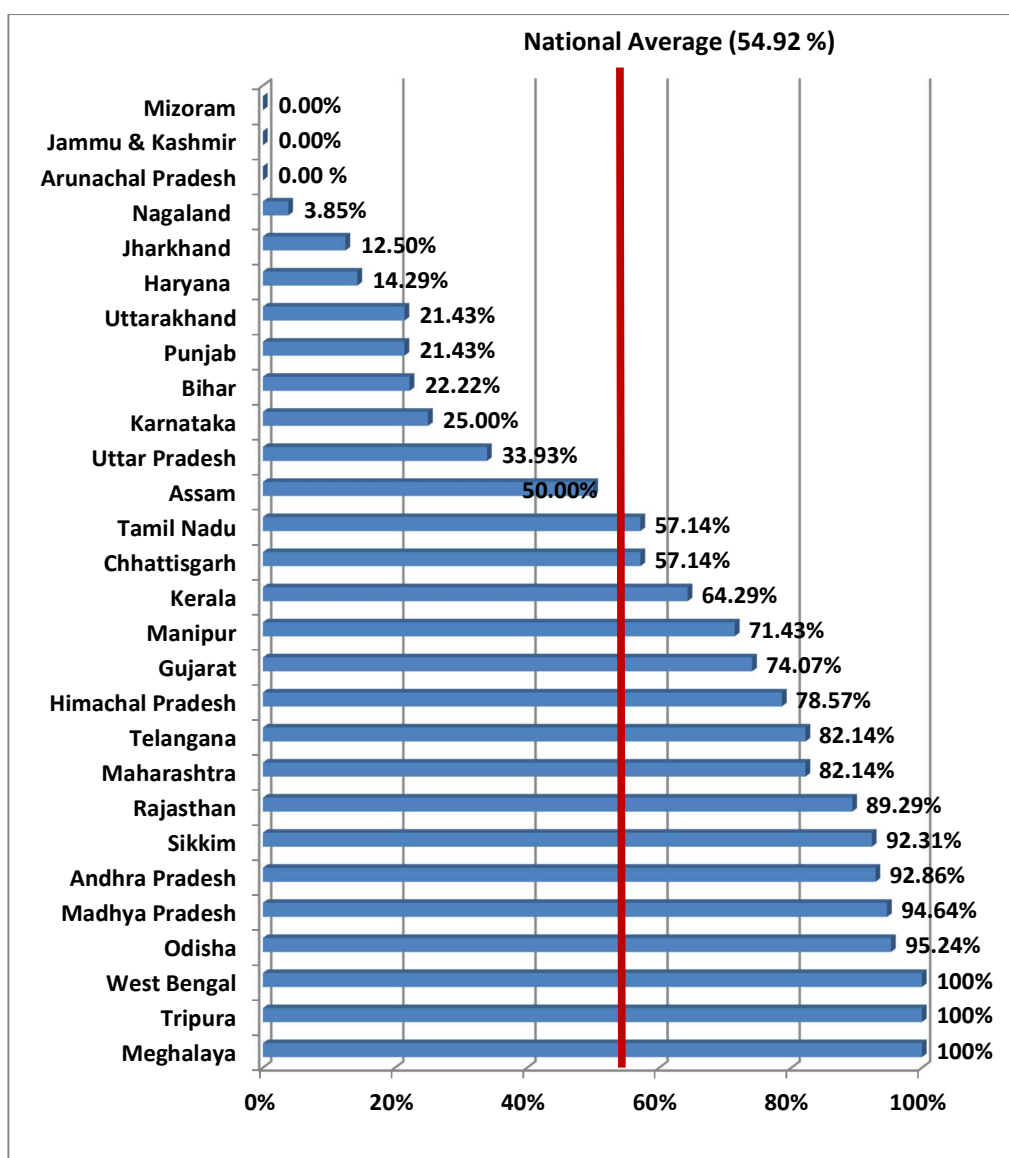


Source: Table 2.12.1

The percentage of Gram Panchayats and Urban Local Bodies that are maintaining asset register is above the national average of 60.53 in the States of Andhra Pradesh, Chhattisgarh, Gujarat, Himachal Pradesh, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Manipur, Meghalaya, Odisha, Rajasthan, Sikkim, Telangana, Tripura, and West Bengal. All the local bodies (visited) maintain asset register in the States of Himachal Pradesh, Meghalaya, Odisha, Rajasthan, Tripura and West Bengal.

It is seen that all the local bodies which maintain asset register are not making them up to date. The percentage of local bodies that keep the register up to date are depicted in Figure No. 2.12.2.

Figure No. 2.12.2 :Local Bodies Maintained Asset Register up to Date



Source: Table 2.12.1

All the local bodies are seen keeping their asset register up to date in the States of Meghalaya, Tripura and West Bengal only. The national average is 54.92. The local bodies in Andhra Pradesh, Chhattisgarh, Gujarat, Himachal Pradesh, Kerala, Madhya Pradesh, Maharashtra, Manipur, Odisha, Rajasthan, Sikkim, Tamil Nadu and Telangana are above the national average.

The number of assets requiring maintenance and the number of local bodies earmarked funds for maintenance also have been collected through the asset schedules. The details are provided in Table No. 2.12.2. Out of the 2910 assets

physically verified, 94 assets (3.23 %) requires maintenance. The local bodies in the State of Karnataka and the Village Council in the State of Meghalaya have earmarked necessary resources from their own funds for maintenance

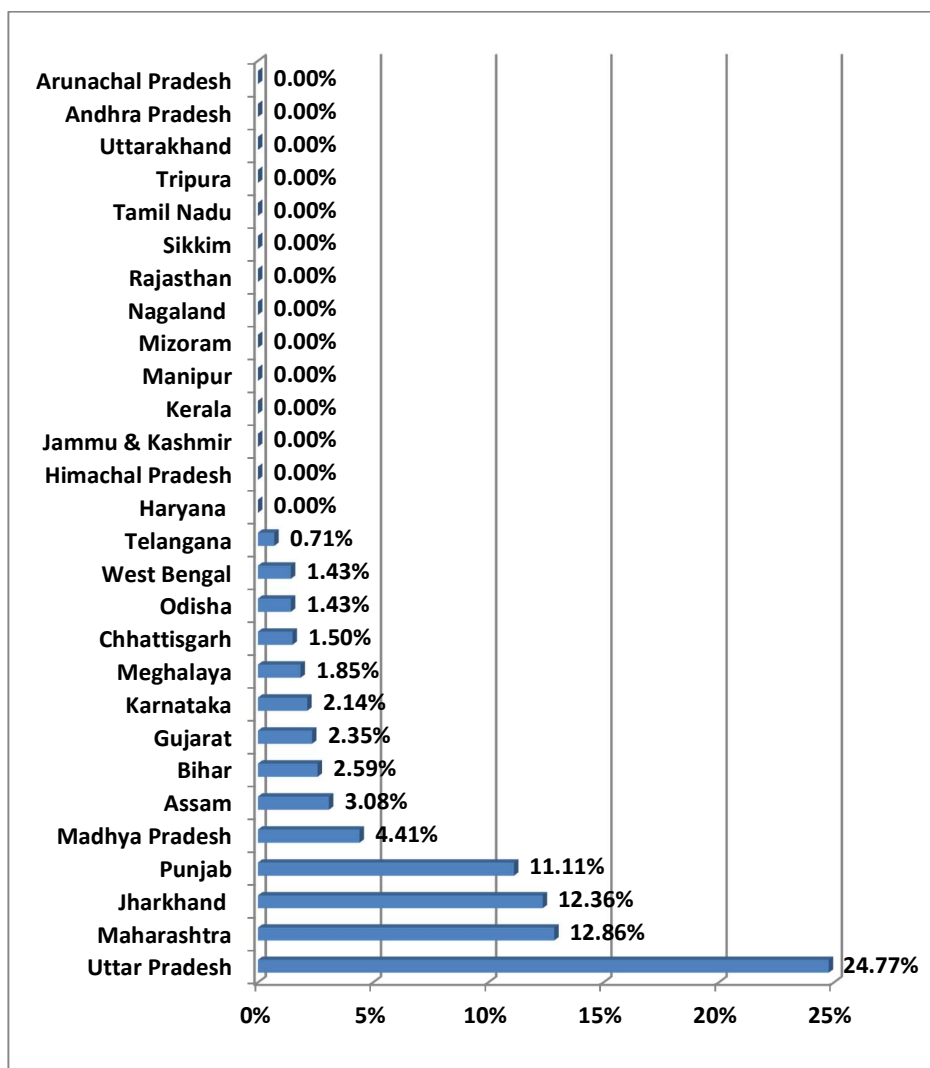
Table No. 2.12.2: Details of Assets Requiring Maintenance and Availability of Funds for Maintenance

Sl. No	Name of State	Number of Assets Verified	Number of Assets Requiring Maintenance	Whether Funds have been Earmarked for Maintenance under BRGF
1.	Andhra Pradesh	70	0	No
2.	Arunachal Pradesh	60	0	No
3.	Assam	130	4	No
4.	Bihar	270	7	No
5.	Chhattisgarh	133	2	No
6.	Gujarat	85	2	No
7.	Haryana	70	0	No
8.	Himachal Pradesh	70	0	No
9.	Jammu Kashmir	99	0	No
10.	Jharkhand	89	11	No
11.	Karnataka	140	3	Yes
12.	Kerala	59	0	No
13.	Madhya Pradesh	227	10	No
14.	Maharashtra	140	18	No
15.	Manipur	37	0	No
16.	Meghalaya	54	1	Yes
17.	Mizoram	60	0	No
18.	Nagaland	117	0	No
19.	Odisha	210	3	No
20.	Punjab	27	3	No
21.	Rajasthan	138	0	No
22.	Sikkim	58	0	No
23.	Tamil Nadu	103	0	No
24.	Telangana	140	1	No
25.	Tripura	37	0	No
26.	Uttar Pradesh	109	27	No
27.	Uttarakhand	38	0	No
28.	West Bengal	140	2	No
	Total	2910	94	-

Source: Asset Schedule

The percentage of assets requiring maintenance in each State are provided in Figure No. 2.12.3.

Figure No.2.12.3. Percentage of Assets Require Maintenance Based on Verified Assets



Source: Table 2.12.2

The highest percentage of assets requiring maintenance is in Uttar Pradesh (24.77) followed by Maharashtra (12.86), Jharkhand (12.36) and Punjab (11.11). The assets created in fourteen States don't require maintenance works at present. Assets requiring maintenance works have been found in the States of Madhya Pradesh (4.41%), Assam (3.08%), Bihar (2.59%), Gujarat (2.35%), Karnataka (2.14%), Meghalaya



Construction of Foot Bridge over River Umran Connecting Mawlong to Qusnina under BRGF in Ri-Bhoi District, Meghalaya State

(1.85%), Chhattisgarh (1.50 %), Odisha (1.43%), West Bengal (1.43%) and Telangana (0.71%). No separate funds were earmarked from the BRGF allocation for the maintenance. However, some of the local bodies have met the maintenance charges from their own resources and funds received under National Finance Commission Recommendations.

In the State of Jharkhand the Olra Gram Panchayat in Mandu Block of Ramgarh District has set apart Rs. 1.50 lakh from its own funds for the maintenance of Gram Panchayat building. The Budkaldumpa Gram Panchayat in the same block has set apart Rs.4.00 lakhs from its own fund for the maintenance of Panchayat Bhawan. The Manaty Gram Panchayat in Kanker Block of Ranchi District have already maintained the Gram Panchayat building spending Rs.1,28,000/- from the grants awarded by the 14th National Finance Commission. Chandra Gram Panchayat in Ormanchi block of Ranchi district has provided Rs.50000/- from its own fund for maintenance of Gram Panchayat building.



**Gram Panchayat Building under BRGF Jai Nagar GP,
Ramgarh District, Jharkhand State**

The PDS godown and shops constructed by the Gram Panchayats in Madhya Pradesh have been transferred to the government department and the anganwadi to the ICDS and the Gram Panchayats claimed that the

maintenance expenses will be met by the concerned departments. The stadium and gymnasium, constructed by Khargone Municipality in Madhya Pradesh is maintained by the sports council. The maintenance charges and recurring expenses of the community hall constructed by Chattarpur Municipality is met by the Municipality from its own fund. The streetlights installed by the Rajpipla Nagara Palika in Gujarat are maintained by the Municipality from its own fund. Ten Gram Panchayats out of 12 visited in Amaravathi district of Maharashtra have set apart funds for the maintenance of assets created. These Gram Panchayats have set apart funds received by them as per the recommendations of the National Finance Commission.

The Telgaon Gram Panchayat in Bhalki Block of Bidar District in Karnataka have get apart Rs. 40000/- for the maintenance of drinking water supply scheme. Moreover, the Panchayat is spending Rs.4000/- per year for the maintenance of solar system installed in the Gram Panchayat and Rs. 3000/- per year for the maintenance of solar street lights.

The urban local bodies have various own sources of revenue and they are collecting the revenue and have the capacity to maintain the assets created. But most of the Gram Panchayats are provided with limited source of own revenue and many of the Gram Panchayats visited are lacking financial capacity to manage the assets created.

2.12.5. Conclusion

The BRGF scheme has succeeded in the creation of assets, both in rural and urban areas by the implementing entities i.e. the PRIs and the ULBs. All forms of assets need maintenance after a period of time. Generally, it is noticed that maintenance of assets is not the main concern of the agency that created the assets. As a result, the public assets are kept in poor status of maintenance. The poor maintenance of the assets is often caused by a number of reasons. The major reasons are listed as the deficit in capacity to maintain the assets by the concerned agencies, lack of resources, shortage of technical personnel and over emphasis of political expediency over economic rationality. However, the detailed examination of the status of assets created by the PRIs and ULBs in the selected States revealed that majority of the assets are registered in the 'asset register' and maintained properly, though there are variations, among States. It gives an impression that the capacity of PRIs and ULBs to maintain assets created is subjected to enabling factors.

2.13. Social Audit

2.13.1. Introduction

Social audit has been recognized as a mechanism for effective monitoring by the stakeholders as far as the public works are concerned. Other inbuilt procedures and systems for monitoring are the audit of accounts and works, review by the committees at different levels and the regular inspection of works by the higher authorities. Under BRGF scheme the local fund audit or audit by a panel of the Chartered Accountants or the Accountant General of the State along with Action Taken Reports (ATRs) are the essential requirements to release further installments of funds. But in these audits the stakeholders benefitted with the assets are not involved. Hence social audit is very significant since it involves the public action of the local citizenry. In the process of social audit, the quality and utility of the assets are effectively assessed in the stakeholders' perspective. Hence the guidelines for BRGF had highlighted the importance of social audit and vigilance at the grassroots level. Social audit has been recommended at the Gram Sabha / Ward Sabha level in Gram Panchayats and at the Area Sabha/ Ward Committee level in Urban Local Bodies (ULBs). It also suggested that notice boards shall be displayed at work sites indicating the names of the schemes, and sources of funds to enable the local community to know about the schemes. Panchayats are also directed to display public boards with all the details of the scheme including dates of approval, expected date of completion etc. A separate booklet on verification of works was also suggested in the programme guidelines.

2.13.2. Objective

To assess the extent to which social audit has been conducted and its effectiveness as a monitoring system.

2.13.3. Methodology

While evaluating the efficiency of the programme, special empirical attention had been made to understand the status of the social audit developed by the Panchayats and Urban Local Bodies. A few questions were designed and included in the questionnaire addressed to the programme implementing agencies. The stakeholders awareness and role in social audit process were probed in detail through a set of

queries such as whether social audit has been conducted on the concerned work and if 'yes' the general comments on the conduct of social audit was also asked. In addition to this, special enquiry was made whether the social audit report had been discussed in the Gram Sabha / Ward Sabhas. The minutes of these committees were seriously scanned to ascertain the empirical evidences of the conduct of social audit process.

2.13.4 Presentation and Discussion of Data

The details of social audit conducted in Gram Sabha/ Ward Sabhas of the selected Gram Panchayats and Urban Local Bodies are provided in Table No.2.13.1

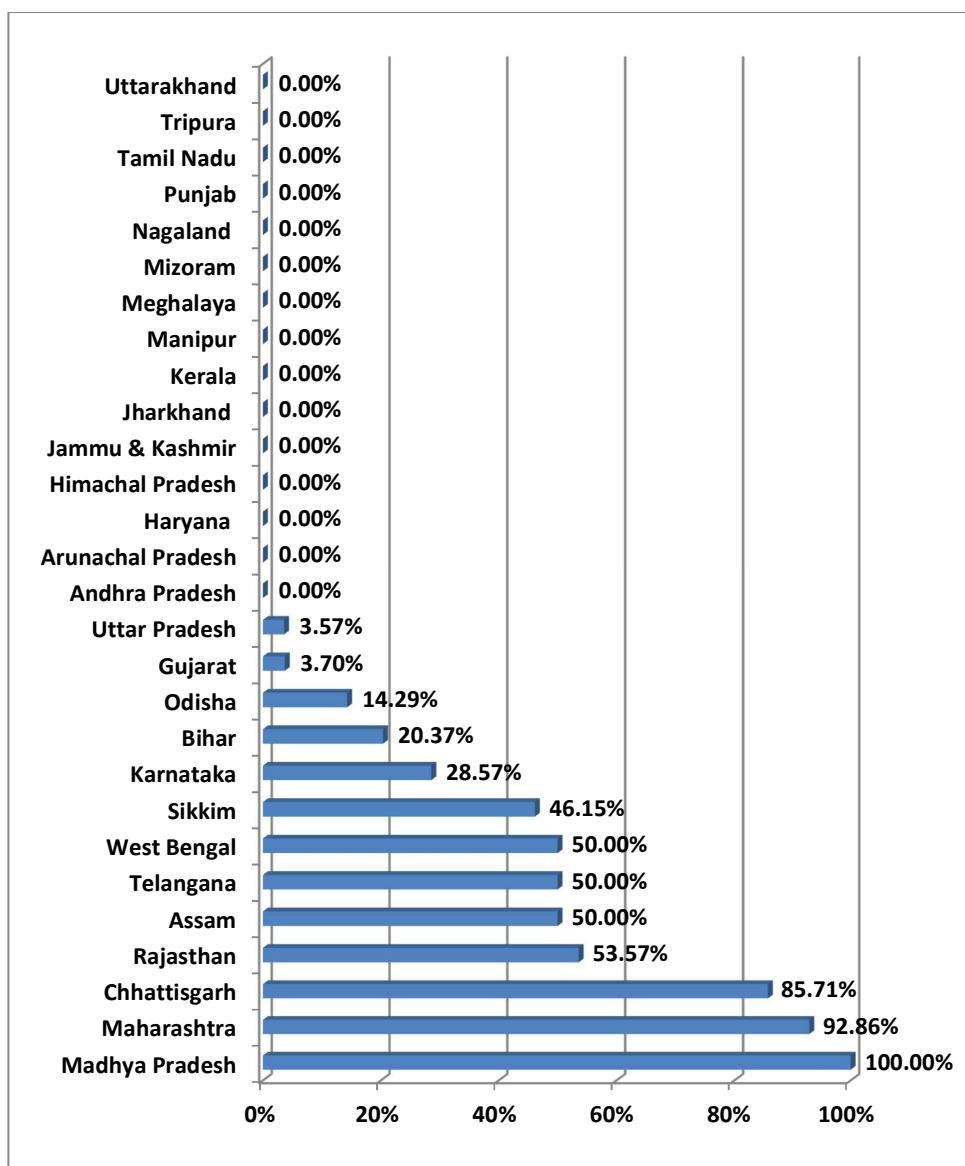
Table 2.13.1 Details of Local Bodies that have Conducted Social Audit

Sl. No	Name of State	Number of Local Bodies Visited	Number of Local Bodies that have Conducted Social Audit
1.	Andhra Pradesh	14	0
2.	Arunachal Pradesh	12	0
3.	Assam	26	13
4.	Bihar	54	11
5.	Chhattisgarh	28	24
6.	Gujarat	27	1
7.	Haryana	14	0
8.	Himachal Pradesh	14	0
9.	Jammu Kashmir	27	0
10.	Jharkhand	40	0
11.	Karnataka	28	8
12.	Kerala	14	0
13.	Madhya Pradesh	56	56
14.	Maharashtra	28	26
15.	Manipur	14	0
16.	Meghalaya	13	0
17.	Mizoram	12	0
18.	Nagaland	26	0
19.	Odisha	42	6
20.	Punjab	14	0
21.	Rajasthan	28	15
22.	Sikkim	13	6
23.	Tamil Nadu	28	0
24.	Telangana	28	14
25.	Tripura	14	0
26.	Uttar Pradesh	56	2
27.	Uttarakhand	14	0
28.	West Bengal	28	14
	Total	712	196

Source: Data Collected from the Concerned Gram Panchayats/ULBs

Only 27.53 per cent out of the 712 Gram Panchayats and Urban Local Bodies visited have conducted Social Audit. The percentage of local bodies that have conducted social audit is provided in Figure No 2.13.1

Figure No. 2.13.1 Local Bodies that have Conducted Social Audit



Source: Table 2.13.1

All the local bodies have conducted Social Audit in Madhya Pradesh. More than 92 per cent of the local bodies have conducted social audit in Maharashtra followed by 85.71 per cent in Chhattisgarh, 53.57 per cent in Rajasthan, 50 per cent each in Assam, Telangana and West Bengal, 46.15 per cent in Sikkim and 28.57 per cent in Karnataka. In the State of Bihar the percentage of local bodies that have conducted

social audit is 20.37. In Odisha only 14.29 per cent of Panchayats have conducted social audit. The other two States which have reported social audit have been conducted are Gujarat (3.70%) and Uttar Pradesh (3.57 %). Gram Panchayats have not implemented the BRGF in the States of Arunachal Pradesh, Jharkhand, Jammu & Kashmir, Tamil Nadu and Uttarakhand There are no Panchayati Raj Institutions in the States of Manipur, Meghalaya, Mizoram and Nagaland. Therefore, the space for conducting social audit at the Gram Sabha in these States is very limited. The responses of the stakeholders interviewed on the conduct of social audit in Gram Panchayats are provided in Table No. 2.13.2.

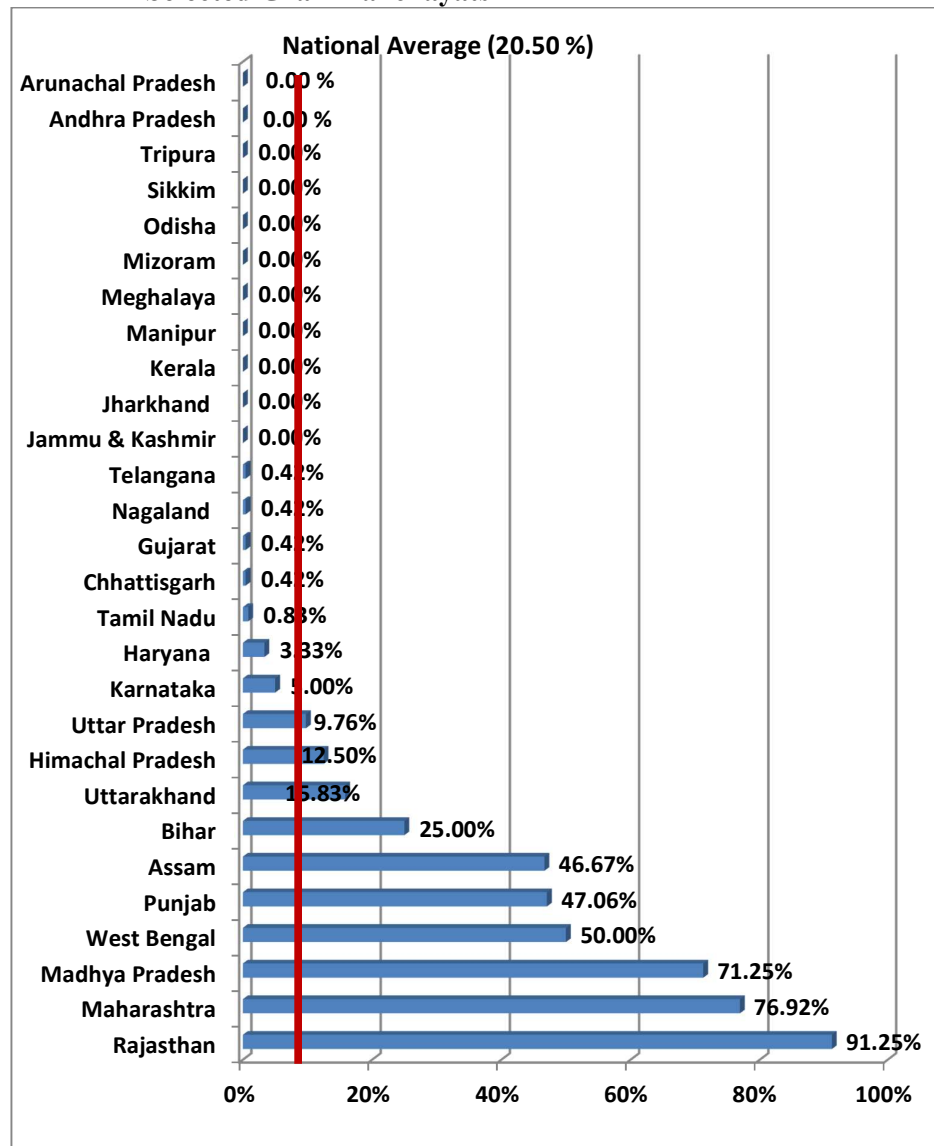
Table No. 2.13.2: Responses of the Stakeholders on Social Audit from Gram Panchayats

Sl. No	Name of State	No. of Stake Holders Interviewed	Stakeholders			
			Affirmed Audit Conducted	Social was	Opined that Social Audit was Conducted	No Unaware of Social Audit Conducted or Not
1.	Andhra Pradesh	120	0		120	0
2.	Arunachal Pradesh	120	0		120	0
3.	Assam	240	112		128	0
4.	Bihar	480	120		360	0
5.	Chhattisgarh	240	1		239	0
6.	Gujarat	240	1		239	0
7.	Haryana	120	4		51	65
8.	Himachal Pradesh	120	15		4	101
9.	Jammu Kashmir	240	0		240	0
10.	Jharkhand	360	0		360	0
11.	Karnataka	240	12		130	98
12.	Kerala	100	0		97	3
13.	Madhya Pradesh	480	342		138	0
14.	Maharashtra	260	200		41	19
15.	Manipur	140	0		140	0
16.	Meghalaya	120	0		120	0
17.	Mizoram	120	0		120	0
18.	Nagaland	240	1		96	143
19.	Odisha	360	0		1	359
20.	Punjab	34	16		4	14
21.	Rajasthan	240	219		15	6
22.	Sikkim	120	0		120	0
23.	Tamil Nadu	240	2		212	26
24.	Telangana	240	1		157	82
25.	Tripura	120	0		110	10
26.	Uttar Pradesh	164	16		73	75
27.	Uttarakhand	120	19		58	43
28.	West Bengal	240	120		120	0
Total		5858	1201		3613	1044

Source: Data Collected through the Schedule for Interview with Stakeholders

Only 20.50 per cent of stakeholders in the rural areas have affirmed that social audit of the scheme has been conducted in the Gram Sabhas. More than 61 per cent has told that social audit has not been conducted while 17.82 per cent out of the 5858 community members interviewed in the Gram Panchayats told that they are unaware of whether social audit was conducted or not. Percentage of stakeholders opined that social audit was conducted in the selected Gram Panchayats is shown in Figure No 2.13.2.

Figure No 2.13.2 :Percentage of Stakeholders Opined Social Audit was conducted in Selected Gram Panchayats



Source: Table No. 2.13.2

In the State of Rajasthan 91.25 per cent of community members out of the 240 in the Gram Panchayats have affirmed that social audit has been conducted. The percentage of stakeholders told that social audit has been conducted is above the national average of 20.50 per cent in the states of Maharashtra (76.92 %), Madhya Pradesh (71.25 %), West Bengal (50 %), Punjab (47.06 %), Assam (46.67 %) and Bihar (25 %). In the States of Andhra Pradesh, Arunachal Pradesh, Jammu Kashmir, Jharkhand, Kerala, Manipur, Meghalaya, Mizoram, Odisha, Sikkim and Tripura none of the stake holders opined that social audit was undertaken in the Gram Sabhas.

In the selected urban local bodies, 803 stakeholders were interviewed and their opinion on social audit also has been taken. Only 16.94 per cent stakeholders have affirmed positively on the conduct of social audit in the Ward Sabhas. The State wise details of the opinion of the stake holders on the conduct of social audit in urban local bodies are given in Table No. 2.13.3.

Table No. 2.13.3: Responses of Stakeholders on Social Audit from Urban Local Bodies

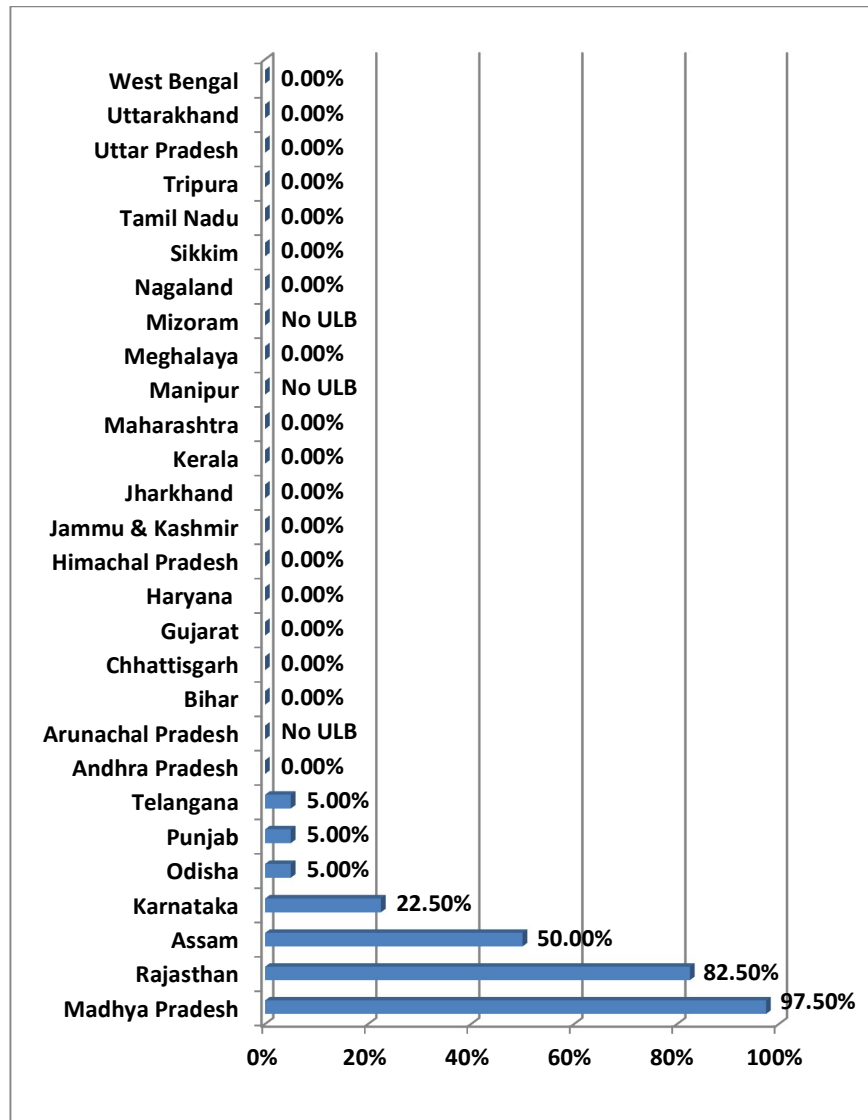
Sl. No	Name of State	No of Stakeholders Interviewed	Stakeholders Opined that		
			Social Audit has been Conducted	No Social Audit was Conducted	Unaware of Social Audit
1.	Andhra Pradesh	20	0	20	0
2.	Arunachal Pradesh	-	-	-	-
3.	Assam	20	10	10	0
4.	Bihar	60	0	60	0
5.	Chhattisgarh	40	0	40	0
6.	Gujarat	30	0	30	0
7.	Haryana	20	0	20	0
8.	Himachal Pradesh	20	0	0	20
9.	Jammu Kashmir	30	0	30	0
10.	Jharkhand	20	0	20	0
11.	Karnataka	40	9	17	14
12.	Kerala	20	0	20	0
13.	Madhya Pradesh	80	78	2	0
14.	Maharashtra	20	0	20	0
15.	Manipur	-	-	-	-
16.	Meghalaya	10	0	10	0
17.	Mizoram	-	-	-	-
18.	Nagaland	20	0	0	20
19.	Odisha	60	3	7	50
20.	Punjab	20	1	0	19
21.	Rajasthan	40	33	7	0
22.	Sikkim	10	0	10	0
23.	Tamil Nadu	40	0	40	0
24.	Telangana	40	2	21	17

25.	Tripura	10	0	20	0
26.	Uttarakhand	20	0	10	0
27.	Uttar Pradesh	73	0	18	55
28.	West Bengal	40	0	40	0
	Total	803	136	472	195

Source: Schedule for Interview of Stakeholders

Out of the 803 community members from the urban local bodies 58.78 per cent are of the opinion that social audit has not been conducted and 24.28 per cent are unaware of social audit. The Figure No 2.13.3 gives the percentage of the stakeholders from the urban local bodies) who stated affirmatively in the conduct of that social audit.

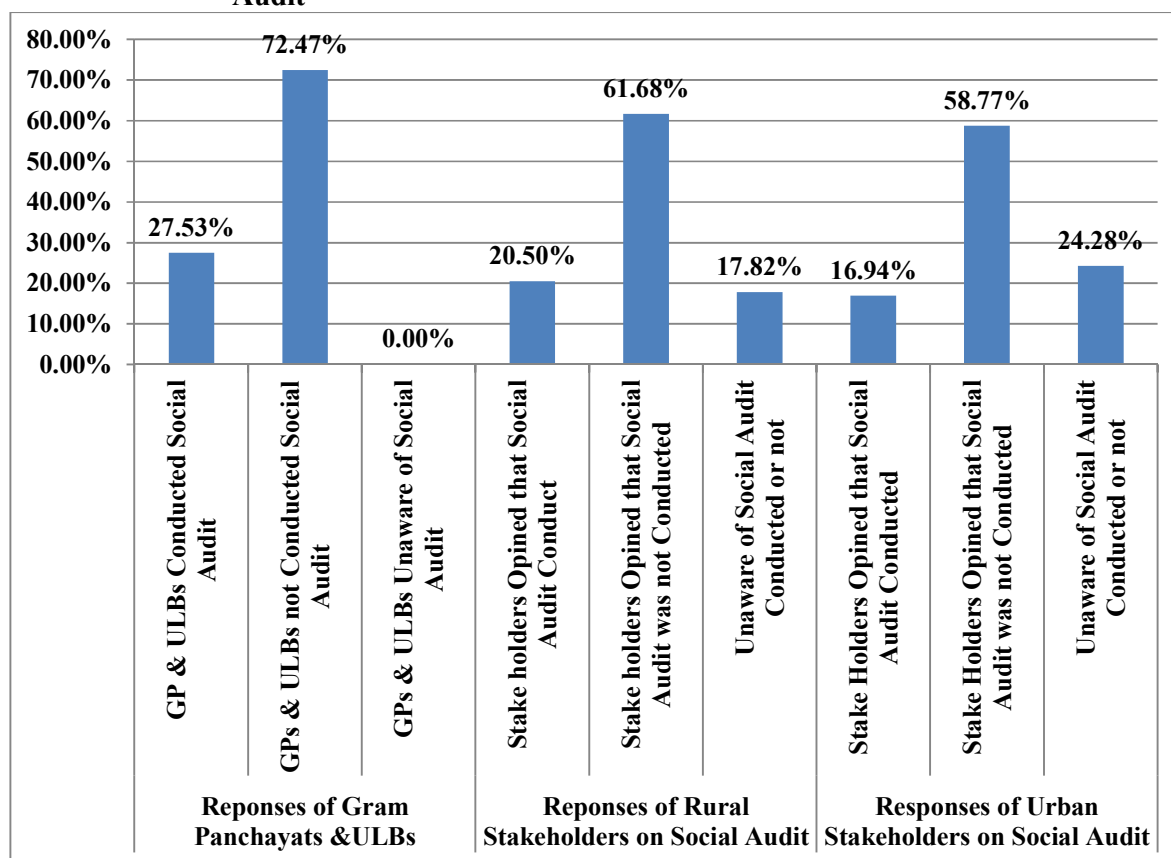
Figure No. 2.13.3: Percentage of Stakeholders Opined Social Audit Conducted in Selected Urban Local Bodies



Source: Table 2.13.3

Stakeholders in the Urban Local Bodies visited in the States of Assam, Karnataka, Madhya Pradesh, Odisha, Punjab, Rajasthan and Telangana only have positively opined on social audit. Out of the 80 community members interacted in Madhya Pradesh 78 (97.5 %) strongly opined that social audit has been conducted in the Ward Sabhas and it was followed by Rajasthan (82.5 %), Assam (50 %) and Karnataka (22.50%). Only five per cent stakeholders in Odisha, Punjab and Telangana opined that social audit has been conducted. The responses of Gram Panchayats & Urban Local Bodies and stakeholders about social audit is illustrated in Figure No 2.13.4.

Figure No. 2.13.4 :Responses of GPs & ULBs and Stakeholders on the conduct of Social Audit



Source: Table 2.13.1, 2.13.2 and 2.13.3

The varies perception, understanding and involvement of the stakeholders on the conduct of social audit had been reflected in their responses

Conclusion

The performance of local bodies in the conduct of social audit has a link with the performance of the institutions in convening the Gram Sabhas, planning process and trainings imparted to them. Though the audit by local fund authorities, internal audit by departments, audit by the Comptroller and Auditor General and by the Chartered Accountants have been conducted, the social audit in letter and spirit for awareness generation on the programmes or a vigilant monitoring by the community is not seen followed. The message given through the guidelines are not seen internalized by the implementing entities.

CHAPTER 3

Calculation of Performance Index

As per the terms of reference for the study, a Composite BRGF Index is to be prepared. To arrive at a cumulative measure from the analysis of four parameters, an overall value was assigned to each parameter and the value assigned is 2.5. To arrive at this overall value, questions from the (i) PRI Schedule, (ii) Assets Schedule, (iii) Stakeholder Schedule and (iv) Community Schedule (FGD format) were assigned to each parameter. Questions were assigned to each parameter and classified therein as indicators, based on the specific aspect of the parameter that a question represented. Each question was then assigned a marking scale so as to analyze the performance of each PRI and Municipality (Refer Annexure 1 for detailed Methodology).

Data from the field visits were used to mark the performance of every PRI and Municipality. However, the marks secured by a State for a particular parameter was calculated by dividing the marks obtained by that State for that parameter with the maximum marks that can be scored in that parameter and then multiplying the result with the overall value of 2.5. The overall score of a State was determined as the aggregate of the scores obtained in all the four parameters. The calculation tables of 28 States are given in Section Tables (Refer Table No. 3.1.1 to 3.28.4 in Section State Wise Calculation Tables of Performance Index)

3.1.Cumulative BRGF Performance Index

The Cumulative Performance Index is the summation of the following four parameters of the fulfilled objectives of BRGF according to the respective weightage for each parameter. They are (i) Assessment of whether BRGF helped to bridge critical gaps in local infrastructure and other development requirements which are not being adequately addressed through existing inflows, (ii) Assessment of whether the BRGF schemes strengthened Panchayat and Municipality level governance with appropriate capacity building and facilitated participatory planning, decision making,

implementation and monitoring that reflected local needs, (iii) Assessment of professional support provided to local bodies towards, planning, implementation and monitoring under BRGF, and (iv) Assessment of the improvement in performance and delivery of critical functions assigned to Panchayats and Municipalities and counter possible efficiency and equity losses an account of inadequate local capacity. The Cumulative BRGF Performance Index of 28 States is given in Table No. 3.1.5 to 3.28.5

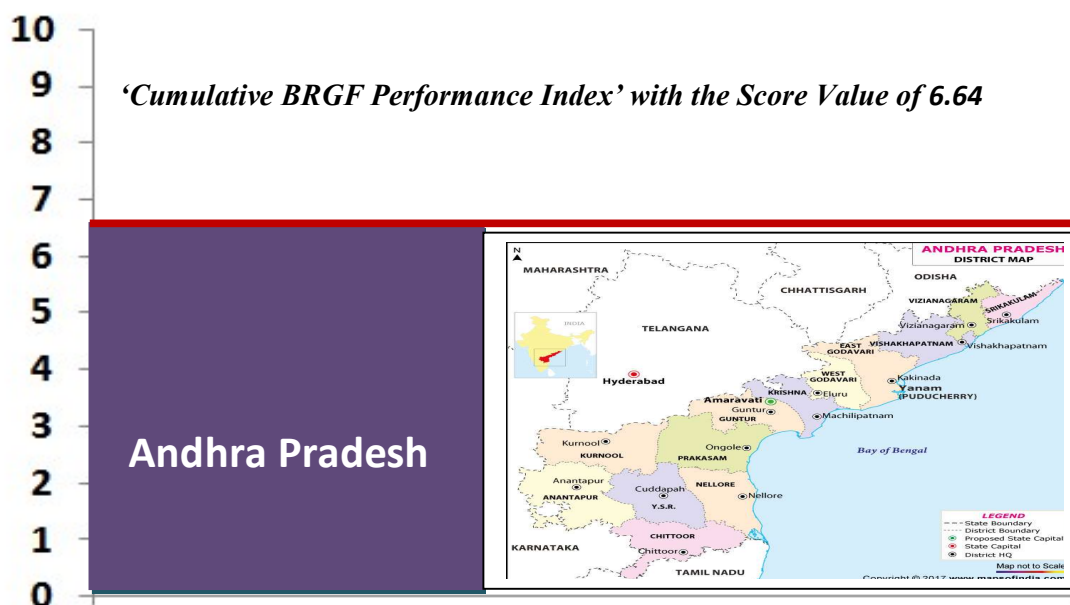
Table No. 3.1.5: Cumulative Performance Index of Andhra Pradesh

Sl No	Parameters	Weightage(Marks) Scored	Total Weightage(Marks)
1	Assessment of Whether BRGF helped to bridge critical gaps in local infrastructure and other development requirements which are not being adequately addressed through existing inflows	1.80	2.5
2	Assessment of whether the BRGF schemes strengthened Panchayat and Municipality level governance with appropriate capacity building and facilitated participatory planning, decision making implementation and monitoring that reflected local needs.	1.93	2.5
3	Assessment of professional support provided to local bodies towards, planning, implementation and monitoring under BRGF.	1.29	2.5
4	Assessment of the improvement in performance and delivery of critical functions assigned to Panchayats and municipalities and counter possible efficiency and equity losses an account of inadequate local capacity.	1.62	2.5
Aggregate Weightage Scored		6.64	10

Source: Calculated from Table No. 3.1.1 to Table No. 3.1.4

As per the methodology adopted and its measurement the State of **Andhra Pradesh** reaches the position in the ‘Cumulative BRGF Performance Index’ with the score value of **6.64** (on the scale of 0-10).

Figure No. 3.1. 'Cumulative BRGF Performance Index' of Andhra Pradesh



Source: Table No.3.1.5

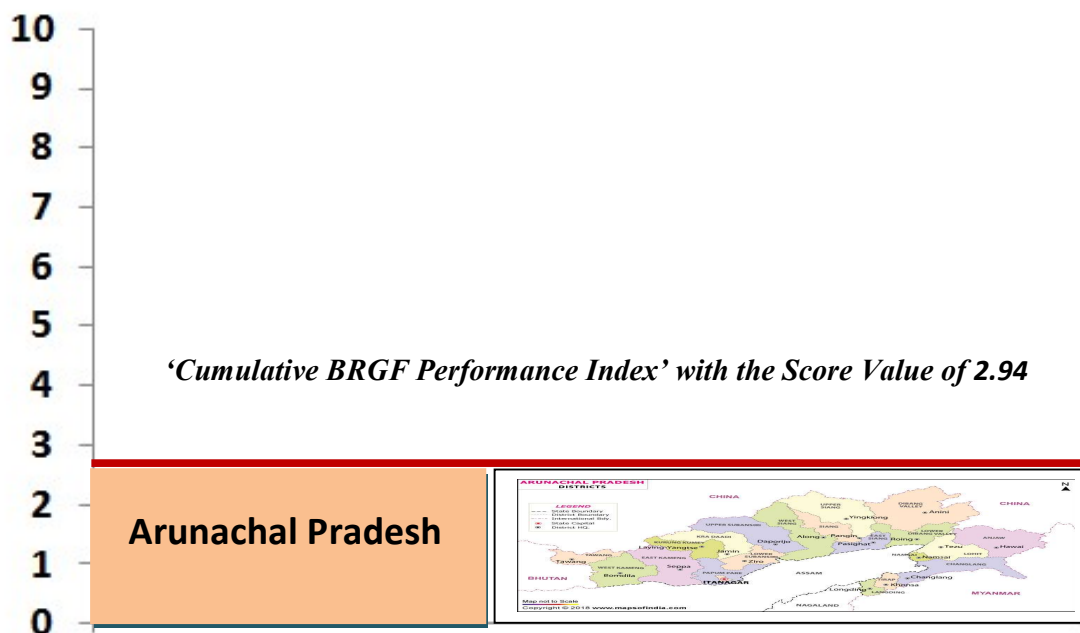
Table No. 3.2.5: Cumulative Performance Index of Arunachal Pradesh

Sl No	Parameters	Weightage(Marks) Scored	Total Weightage(Marks)
1	Assessment of Whether BRGF helped to bridge critical gaps in local infrastructure and other development requirements which are not being adequately addressed through existing inflows	1.34	2.5
2	Assessment of whether the BRGF schemes strengthened Panchayat and Municipality level governance with appropriate capacity building and facilitated participatory planning, decision making implementation and monitoring that reflected local needs.	0.65	2.5
3	Assessment of professional support provided to local bodies towards, planning, implementation and monitoring under BRGF.	0.38	2.5
4	Assessment of the improvement in performance and delivery of critical functions assigned to Panchayats and municipalities and counter possible efficiency and equity losses an account of inadequate local capacity.	0.57	2.5
Aggregate Weightage Scored		2.94	10

Source: Calculated from Table No. 3.2.1 to Table No. 3.2.4

As per the methodology adopted and its measurement the State of **Arunachal Pradesh** reaches the position in the ‘Cumulative BRGF Performance Index’ with the score value of **2.94** (on the scale of 0-10).

Figure No. 3.2. ‘Cumulative BRGF Performance Index’ of Arunachal Pradesh



Source: Table No.3.2.5

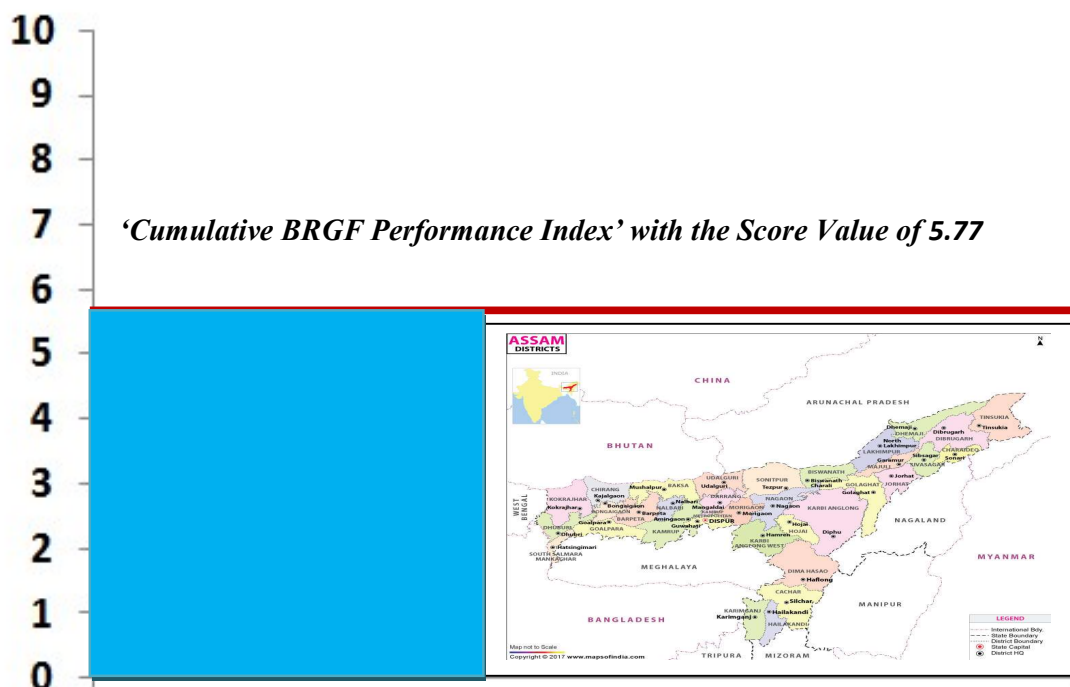
Table No. 3.3.5: Cumulative Performance Index of Assam

Sl No	Parameters	Weightage(Marks) Scored	Total Weightage(Marks)
1	Assessment of Whether BRGF helped to bridge critical gaps in local infrastructure and other development requirements which are not being adequately addressed through existing inflows	1.65	2.5
2	Assessment of whether the BRGF schemes strengthened Panchayat and Municipality level governance with appropriate capacity building and facilitated participatory planning, decision making implementation and monitoring that reflected local needs.	1.93	2.5
3	Assessment of professional support provided to local bodies towards, planning, implementation and monitoring under BRGF.	0.98	2.5
4	Assessment of the improvement in performance and delivery of critical functions assigned to Panchayats and municipalities and counter possible efficiency and equity losses an account of inadequate local capacity.	1.21	2.5
	Aggregate Weightage Scored	5.77	10

Source: Calculated from Table No. 3.3.1 to Table No. 3.3.4

As per the methodology adopted and its measurement the State of **Assam** reaches the position in the ‘Cumulative BRGF Performance Index’ with the score value of **5.77** (on the scale of 0-10).

Figure No. 3.3. ‘Cumulative BRGF Performance Index’ of Assam



Source: Table No.3.3.5

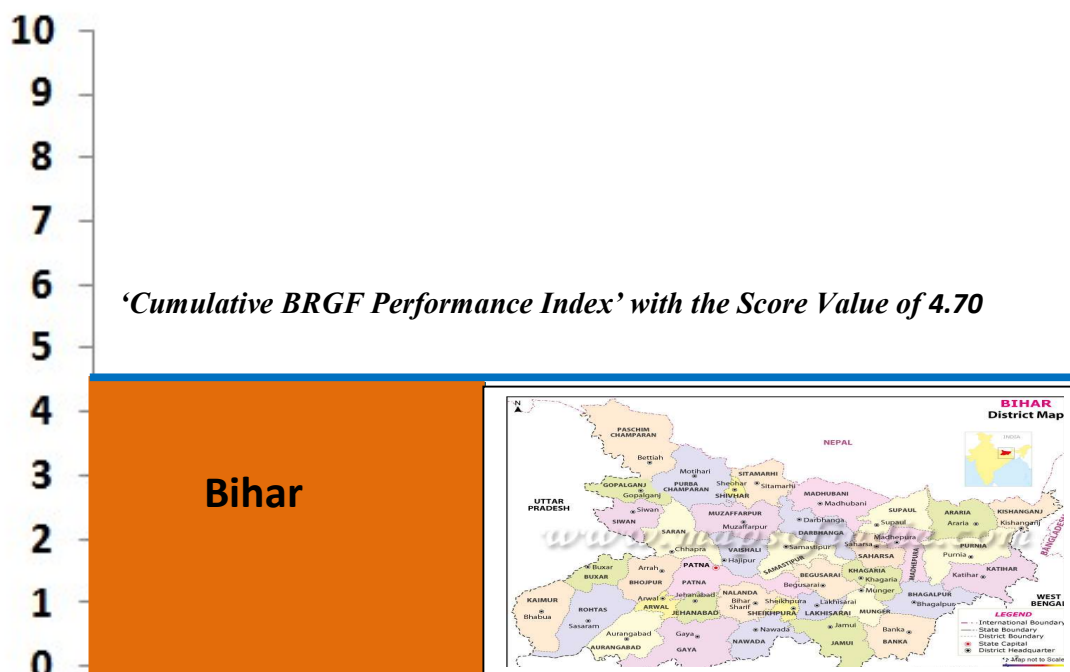
Table No. 3.4.5: Cumulative Performance Index of Bihar

Sl No	Parameters	Weightage(Marks) Scored	Total Weightage(Marks)
1	Assessment of whether BRGF helped to bridge critical gaps in local infrastructure and other development requirements which are not being adequately addressed through existing inflows	1.30	2.5
2	Assessment of whether the BRGF schemes strengthened Panchayat and Municipality level governance with appropriate capacity building and facilitated participatory planning, decision making implementation and monitoring that reflected local needs.	1.35	2.5
3	Assessment of professional support provided to local bodies towards, planning, implementation and monitoring under BRGF	0.98	2.5
4	Assessment of the improvement in performance and delivery of critical functions assigned to Panchayats and municipalities and counter possible efficiency and equity losses an account of inadequate local capacity.	1.07	2.5
	Aggregate Weightage Scored	4.70	10

Source: Calculated from Table No. 3.4.1 to Table No. 3.4.4

As per the methodology adopted and its measurement the State of **Bihar** reaches the position in the ‘Cumulative BRGF Performance Index’ with the score value of **4.70** (on the scale of 0-10).

Figure No. 3.4. ‘Cumulative BRGF Performance Index’ of Bihar



Source: Table No.3.4.5

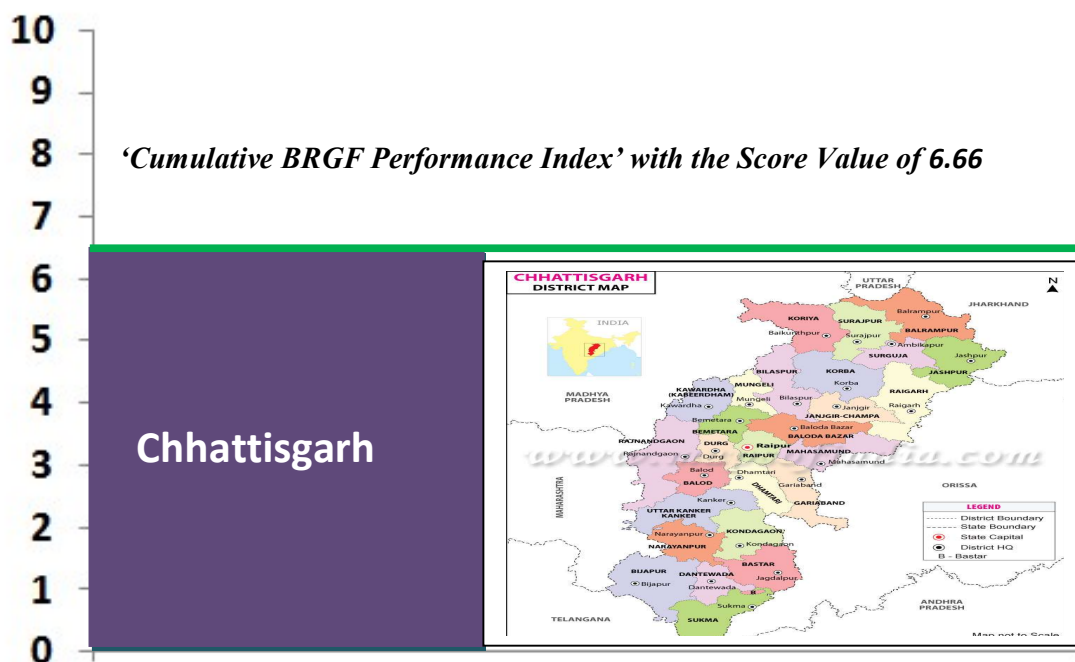
Table No. 3.5.5: Cumulative Performance Index of Chhattisgarh

Sl No	Parameters	Weightage(Marks) Scored	Total Weightage(Marks)
1	Assessment of Whether BRGF helped to bridge critical gaps in local infrastructure and other development requirements which are not being adequately addressed through existing inflows	1.87	2.5
2	Assessment of whether the BRGF schemes strengthened Panchayat and Municipality level governance with appropriate capacity building and facilitated participatory planning, decision making implementation and monitoring that reflected local needs.	1.90	2.5
3	Assessment of professional support provided to local bodies towards, planning, implementation and monitoring under BRGF.	1.29	2.5
4	Assessment of the improvement in performance and delivery of critical functions assigned to Panchayats and municipalities and counter possible efficiency and equity losses an account of inadequate local capacity.	1.60	2.5
Aggregate Weightage Scored		6.66	10

Source: Calculated from Table No. 3.5.1 to Table No. 3.5.4

As per the methodology adopted and its measurement the State of **Chhattisgarh** reaches the position in the ‘Cumulative BRGF Performance Index’ with the score value of **6.66** (on the scale of 0-10).

Figure No. 3.5. ‘Cumulative BRGF Performance Index’ of Chhattisgarh



Source: Table No.3.5.5

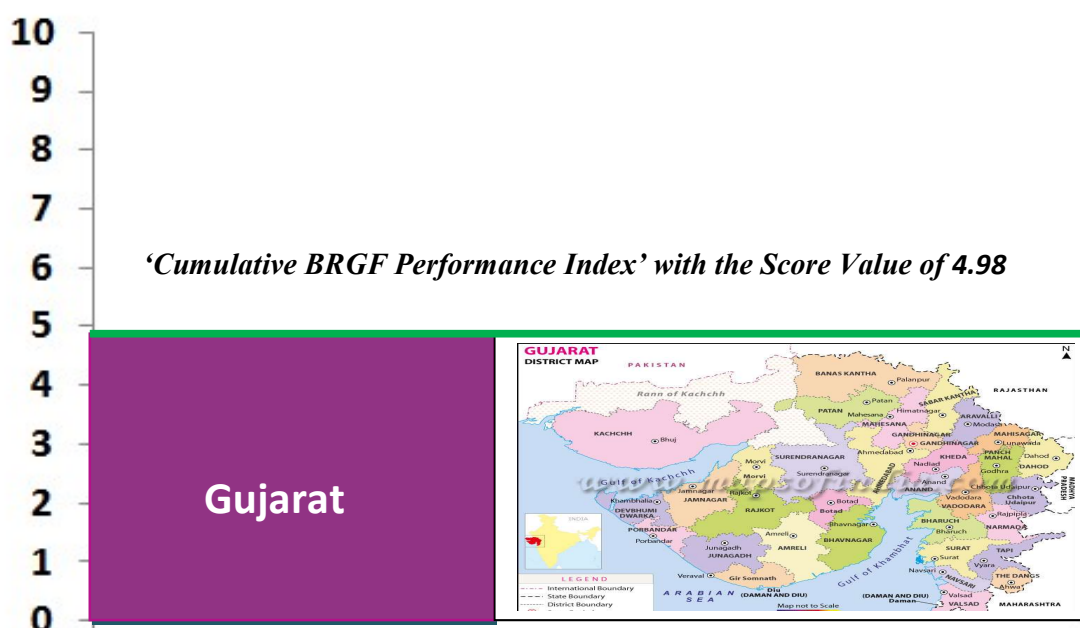
Table No. 3.6.5: Cumulative Performance Index of Gujarat

Sl No	Parameters	Weightage(Marks) Scored	Total Weightage(Marks)
1	Assessment of Whether BRGF helped to bridge critical gaps in local infrastructure and other development requirements which are not being adequately addressed through existing inflows	1.62	2.5
2	Assessment of whether the BRGF schemes strengthened Panchayat and Municipality level governance with appropriate capacity building and facilitated participatory planning, decision making implementation and monitoring that reflected local needs.	1.60	2.5
3	Assessment of professional support provided to local bodies towards, planning, implementation and monitoring under BRGF.	0.76	2.5
4	Assessment of the improvement in performance and delivery of critical functions assigned to Panchayats and municipalities and counter possible efficiency and equity losses an account of inadequate local capacity.	1.00	2.5
Aggregate Weightage Scored		4.98	10

Source: Calculated from Table No. 3.6.1 to Table No. 3.6.4

As per the methodology adopted and its measurement the State of **Gujarat** reaches the position in the ‘Cumulative BRGF Performance Index’ with the score value of **4.98** (on the scale of 0-10).

Figure No. 3.6. ‘Cumulative BRGF Performance Index’ of Gujarat



Source: Table No.3.6.5

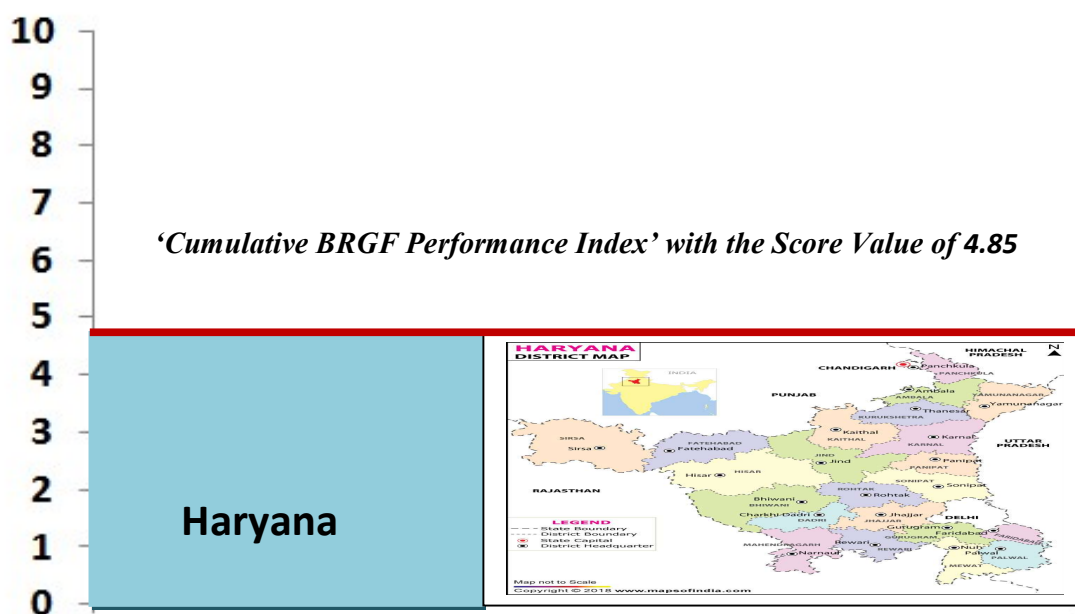
Table No. 3.7.5: Cumulative Performance Index of Haryana

Sl No	Parameters	Weightage(Marks) Scored	Total Weightage(Marks)
1	Assessment of Whether BRGF helped to bridge critical gaps in local infrastructure and other development requirements which are not being adequately addressed through existing inflows	1.23	2.5
2	Assessment of whether the BRGF schemes strengthened Panchayat and Municipality level governance with appropriate capacity building and facilitated participatory planning, decision making implementation and monitoring that reflected local needs.	1.23	2.5
3	Assessment of professional support provided to local bodies towards, planning, implementation and monitoring under BRGF	1.29	2.5
4	Assessment of the improvement in performance and delivery of critical functions assigned to Panchayats and municipalities and counter possible efficiency and equity losses an account of inadequate local capacity.	1.10	2.5
Aggregate Weightage Scored		4.85	10

Source: Calculated from Table No. 3.7.1 to Table No. 3.7.4

As per the methodology adopted and its measurement the State of **Haryana** reaches the position in the ‘Cumulative BRGF Performance Index’ with the score value of **4.85** (on the scale of 0-10).

Figure No. 3.7. ‘Cumulative BRGF Performance Index’ of Haryana



Source: Table No.3.7.5

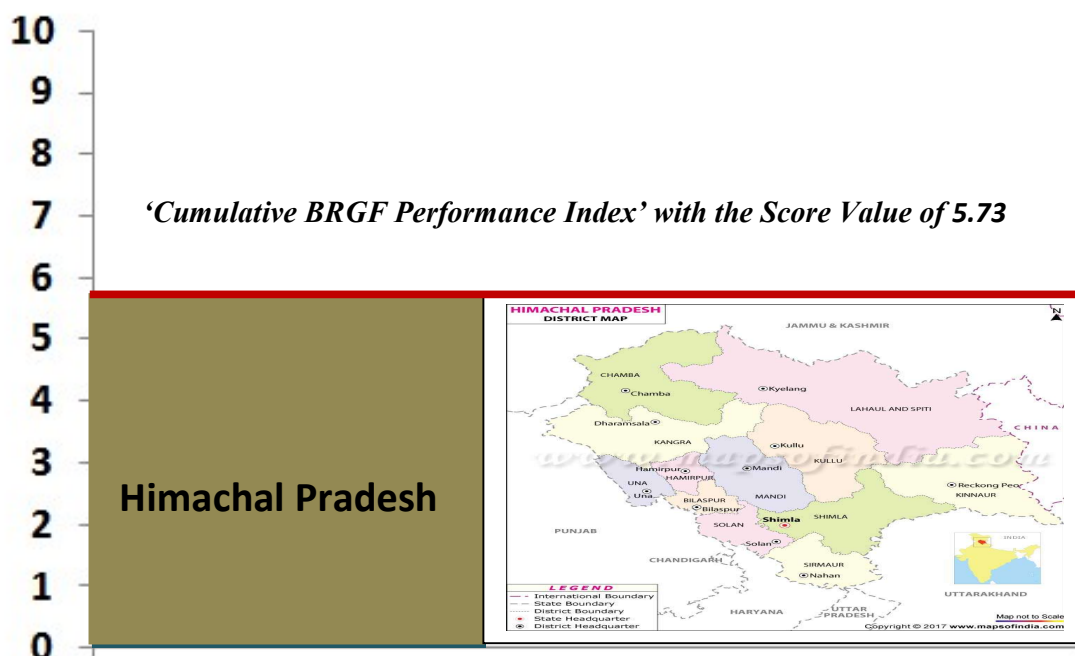
Table No. 3.8.5: Cumulative Performance Index of Himachal Pradesh

Sl No	Parameters	Weightage(Marks) Scored	Total Weightage(Marks)
1	Assessment of Whether BRGF helped to bridge critical gaps in local infrastructure and other development requirements which are not being adequately addressed through existing inflows	1.51	2.5
2	Assessment of whether the BRGF schemes strengthened Panchayat and Municipality level governance with appropriate capacity building and facilitated participatory planning, decision making implementation and monitoring that reflected local needs.	1.45	2.5
3	Assessment of professional support provided to local bodies towards, planning, implementation and monitoring under BRGF.	1.29	2.5
4	Assessment of the improvement in performance and delivery of critical functions assigned to Panchayats and municipalities and counter possible efficiency and equity losses an account of inadequate local capacity.	1.48	2.5
Aggregate Weightage Scored		5.73	10

Source: Calculated from Table No. 3.8.1 to Table No. 3.8.4

As per the methodology adopted and its measurement the State of **Himachal Pradesh** reaches the position in the ‘Cumulative BRGF Performance Index’ with the score value of **5.73** (on the scale of 0-10).

Figure No. 3.8. ‘Cumulative BRGF Performance Index’ of Himachal Pradesh



Source: Table No.3.8.5

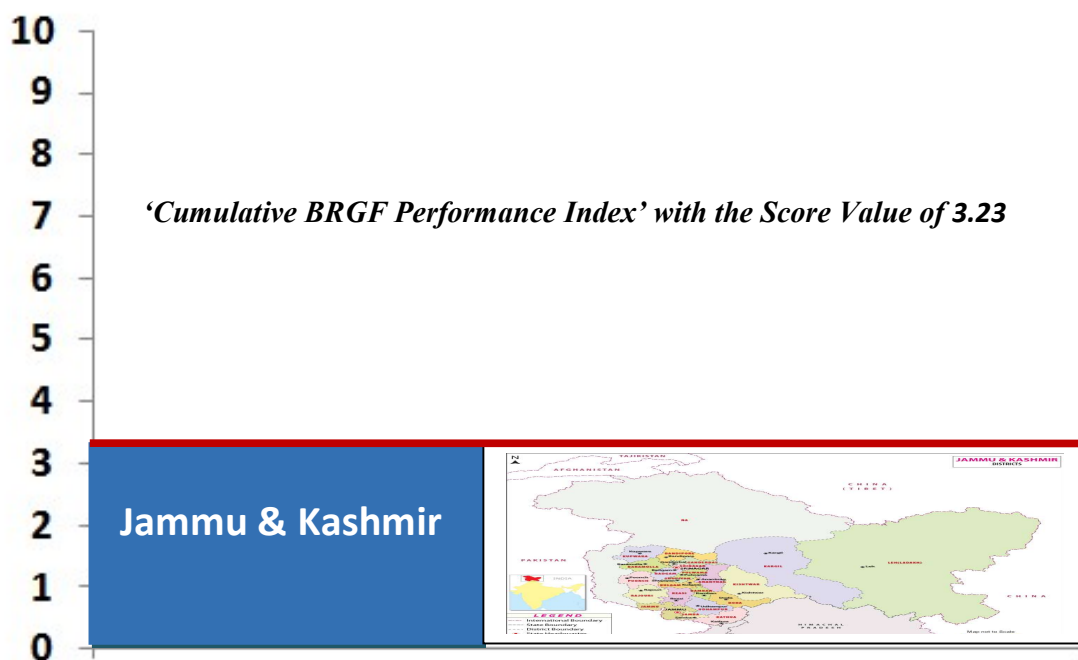
Table No. 3.9.5: Cumulative Performance Index of Jammu & Kashmir

Sl No	Parameters	Weightage(Marks) Scored	Total Weightage(Marks)
1	Assessment of Whether BRGF helped to bridge critical gaps in local infrastructure and other development requirements which are not being adequately addressed through existing inflows	0.99	2.5
2	Assessment of whether the BRGF schemes strengthened Panchayat and Municipality level governance with appropriate capacity building and facilitated participatory planning, decision making implementation and monitoring that reflected local needs.	0.55	2.5
3	Assessment of professional support provided to local bodies towards, planning, implementation and monitoring under BRGF.	1.14	2.5
4	Assessment of the improvement in performance and delivery of critical functions assigned to Panchayats and municipalities and counter possible efficiency and equity losses an account of inadequate local capacity.	0.55	2.5
Aggregate Weightage Scored		3.23	10

Source: Calculated from Table No. 3.9.1 to Table No. 3.9.4

As per the methodology adopted and its measurement the State of **Jammu & Kashmir** reaches the position in the ‘Cumulative BRGF Performance Index’ with the score value of **3.23** (on the scale of 0-10).

Figure No. 3.9. ‘Cumulative BRGF Performance Index’ of Jammu & Kashmir



Source: Table No.3.9.5

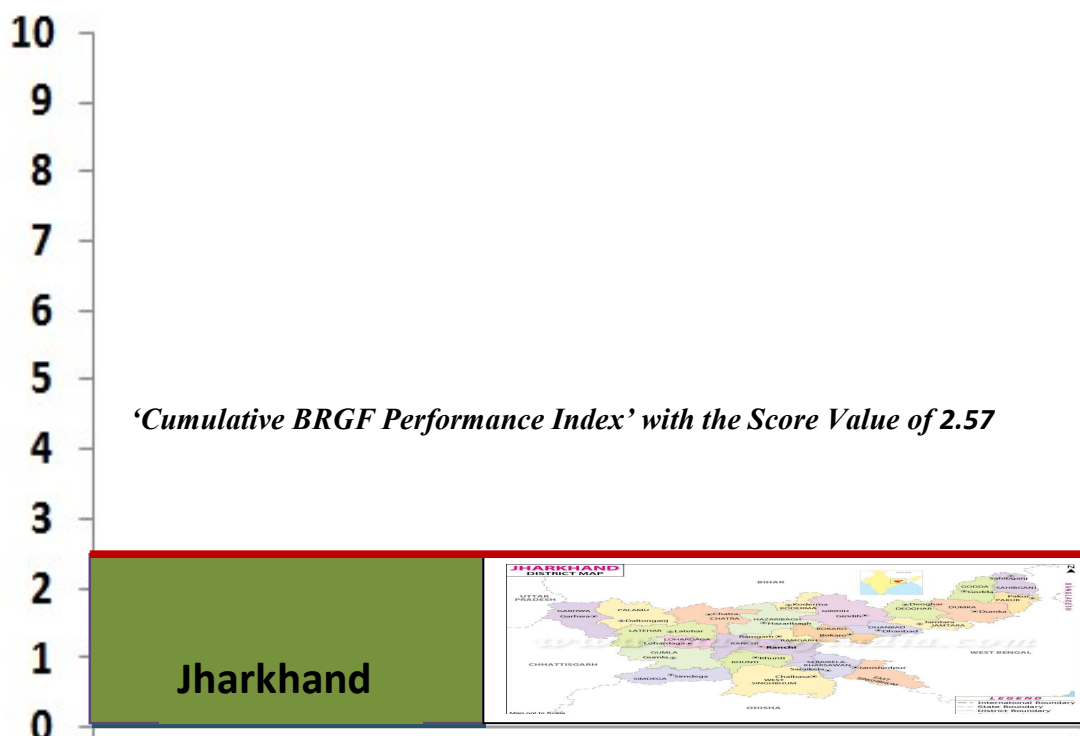
Table No. 3.10.5: Cumulative Performance Index of Jharkhand

Sl No	Parameters	Weightage(Marks) Scored	Total Weightage(Marks)
1	Assessment of Whether BRGF helped to bridge critical gaps in local infrastructure and other development requirements which are not being adequately addressed through existing inflows	1.16	2.5
2	Assessment of whether the BRGF schemes strengthened Panchayat and Municipality level governance with appropriate capacity building and facilitated participatory planning, decision making implementation and monitoring that reflected local needs.	0.73	2.5
3	Assessment of professional support provided to local bodies towards, planning, implementation and monitoring under BRGF.	0.30	2.5
4	Assessment of the improvement in performance and delivery of critical functions assigned to Panchayats and municipalities and counter possible efficiency and equity losses an account of inadequate local capacity.	0.38	2.5
	Aggregate Weightage Scored	2.57	10

Source: Calculated from Table No. 3.10.1 to Table No. 3.10.4

As per the methodology adopted and its measurement the State of **Jharkhand** reaches the position in the ‘Cumulative BRGF Performance Index’ with the score value of **2.57** (on the scale of 0-10).

Figure No. 3.10. ‘Cumulative BRGF Performance Index’ of Jharkhand



Source: Table No.3.10.5

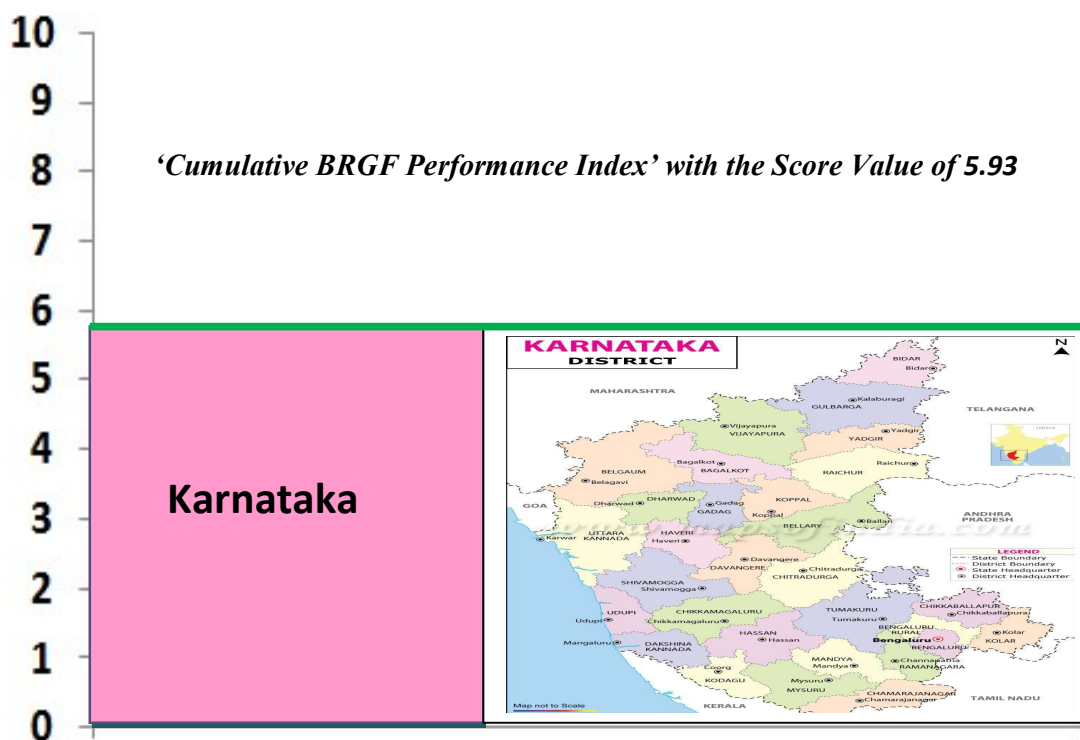
Table No. 3.11.5: Cumulative Performance Index of Karnataka

Sl No	Parameters	Weightage(Marks) Scored	Total Weightage(Marks)
1	Assessment of Whether BRGF helped to bridge critical gaps in local infrastructure and other development requirements which are not being adequately addressed through existing inflows	1.80	2.5
2	Assessment of whether the BRGF schemes strengthened Panchayat and Municipality level governance with appropriate capacity building and facilitated participatory planning, decision making implementation and monitoring that reflected local needs.	1.80	2.5
3	Assessment of professional support provided to local bodies towards, planning, implementation and monitoring under BRGF.	0.76	2.5
4	Assessment of the improvement in performance and delivery of critical functions assigned to Panchayats and municipalities and counter possible efficiency and equity losses an account of inadequate local capacity.	1.57	2.5
	Aggregate Weightage Scored	5.93	10

Source: Calculated from Table No. 3.11.1 to Table No. 3.11.4

As per the methodology adopted and its measurement the State of **Karnataka** reaches the position in the ‘Cumulative BRGF Performance Index’ with the score value of **5.93** (on the scale of 0-10).

Figure No. 3.11. ‘Cumulative BRGF Performance Index’ of Karnataka



Source: Table No.3.11.5

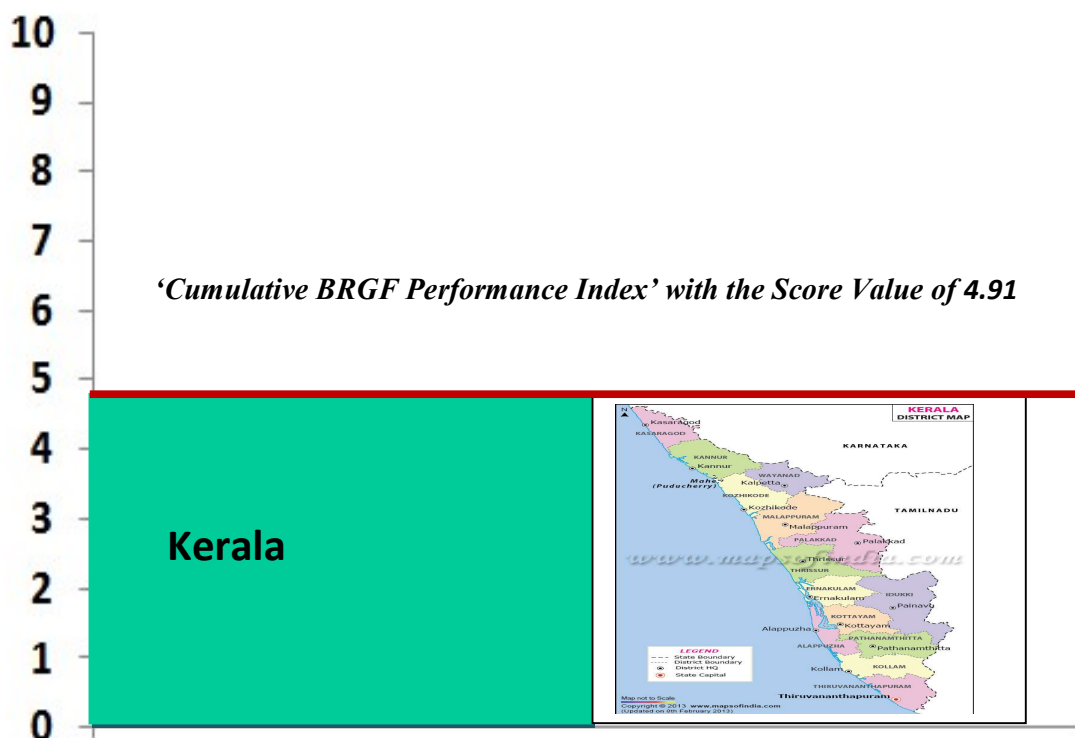
Table No. 3.12.5: Cumulative Performance Index of Kerala

SI No	Parameters	Weightage(Marks) Scored	Total Weightage(Marks)
1	Assessment of Whether BRGF helped to bridge critical gaps in local infrastructure and other development requirements which are not being adequately addressed through existing inflows	1.58	2.5
2	Assessment of whether the BRGF schemes strengthened Panchayat and Municipality level governance with appropriate capacity building and facilitated participatory planning, decision making implementation and monitoring that reflected local needs.	1.38	2.5
3	Assessment of professional support provided to local bodies towards, planning, implementation and monitoring under BRGF.	0.83	2.5
4	Assessment of the improvement in performance and delivery of critical functions assigned to Panchayats and municipalities and counter possible efficiency and equity losses an account of inadequate local capacity.	1.12	2.5
	Aggregate Weightage Scored	4.91	10

Source: Calculated from Table No. 3.12.1 to Table No. 3.12.4

As per the methodology adopted and its measurement the State of **Kerala** reaches the position in the ‘Cumulative BRGF Performance Index’ with the score value of **4.91** (on the scale of 0-10).

Figure No. 3.12. ‘Cumulative BRGF Performance Index’ of Kerala



Source: Table No.3.12.5

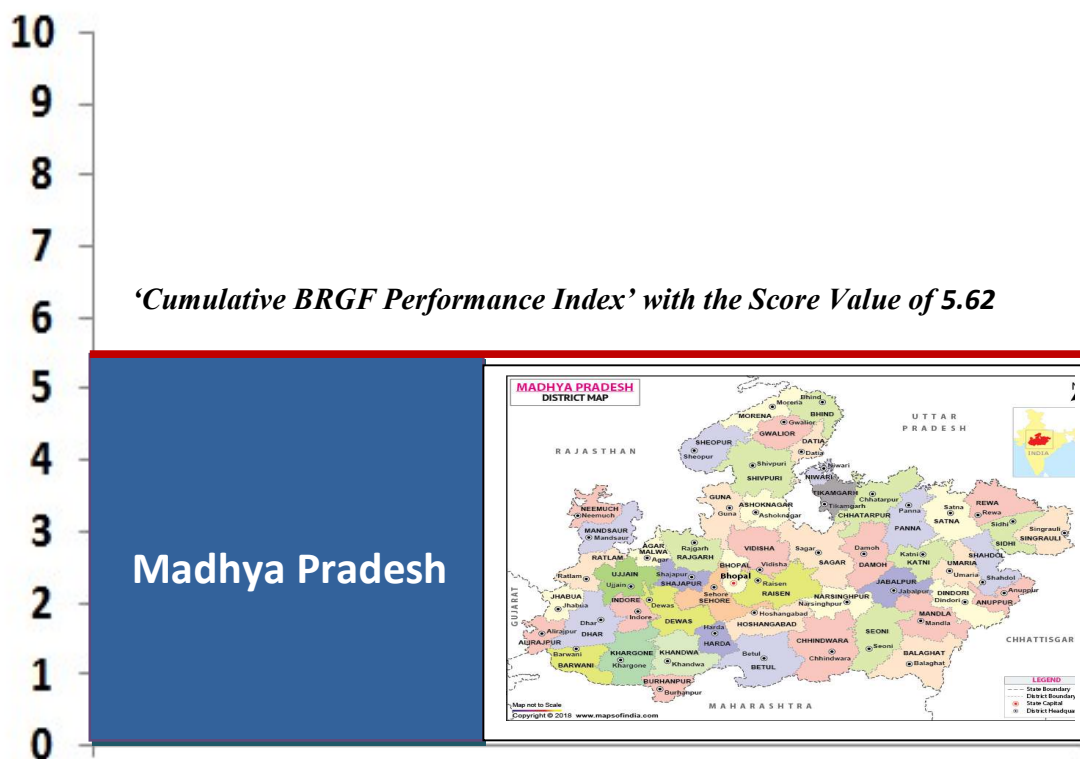
Table No. 3.13.5: Cumulative Performance Index of Madhya Pradesh

Sl No	Parameters	Weightage(Marks) Scored	Total Weightage(Marks)
1	Assessment of Whether BRGF helped to bridge critical gaps in local infrastructure and other development requirements which are not being adequately addressed through existing inflows	1.76	2.5
2	Assessment of whether the BRGF schemes strengthened Panchayat and Municipality level governance with appropriate capacity building and facilitated participatory planning, decision making implementation and monitoring that reflected local needs.	1.78	2.5
3	Assessment of professional support provided to local bodies towards, planning, implementation and monitoring under BRGF.	0.98	2.5
4	Assessment of the improvement in performance and delivery of critical functions assigned to Panchayats and municipalities and counter possible efficiency and equity losses an account of inadequate local capacity.	1.10	2.5
	Aggregate Weightage Scored	5.62	10

Source: Calculated from Table No. 3.13.1 to Table No. 3.13.4

As per the methodology adopted and its measurement the State of **Madhya Pradesh** reaches the position in the ‘Cumulative BRGF Performance Index’ with the score value of **5.62** (on the scale of 0-10).

Figure No. 3.13. ‘Cumulative BRGF Performance Index’ of Madhya Pradesh



Source: Table No.3.13.5

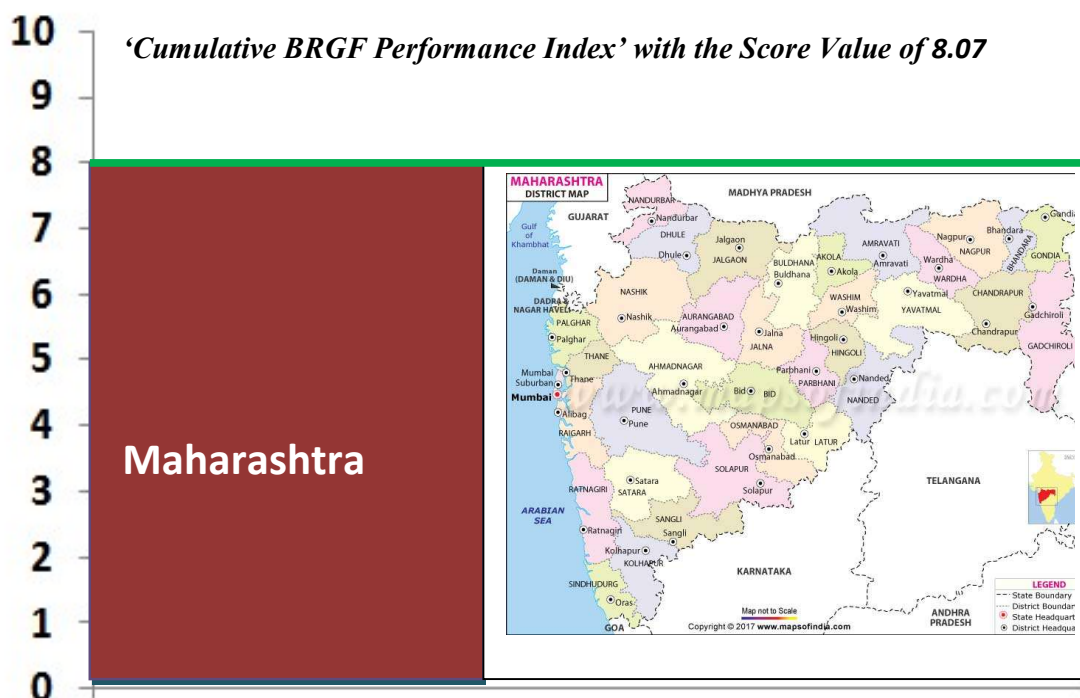
Table No. 3.14.5: Cumulative Performance Index of Maharashtra

Sl No	Parameters	Weightage(Marks) Scored	Total Weightage(Marks)
1	Assessment of Whether BRGF helped to bridge critical gaps in local infrastructure and other development requirements which are not being adequately addressed through existing inflows	2.11	2.5
2	Assessment of whether the BRGF schemes strengthened Panchayat and Municipality level governance with appropriate capacity building and facilitated participatory planning, decision making implementation and monitoring that reflected local needs.	2.18	2.5
3	Assessment of professional support provided to local bodies towards, planning, implementation and monitoring under BRGF.	1.97	2.5
4	Assessment of the improvement in performance and delivery of critical functions assigned to Panchayats and municipalities and counter possible efficiency and equity losses an account of inadequate local capacity.	1.81	2.5
	Aggregate Weightage Scored	8.07	10

Source: Calculated from Table No. 3.14.1 to Table No. 3.14.4

As per the methodology adopted and its measurement the State **Maharashtra** reaches the position in the ‘Cumulative BRGF Performance Index’ with the score value of **8.07** (on the scale of 0-10).

Figure No. 3.14. ‘Cumulative BRGF Performance Index’ of Maharashtra



Source: Table No.3.14.5

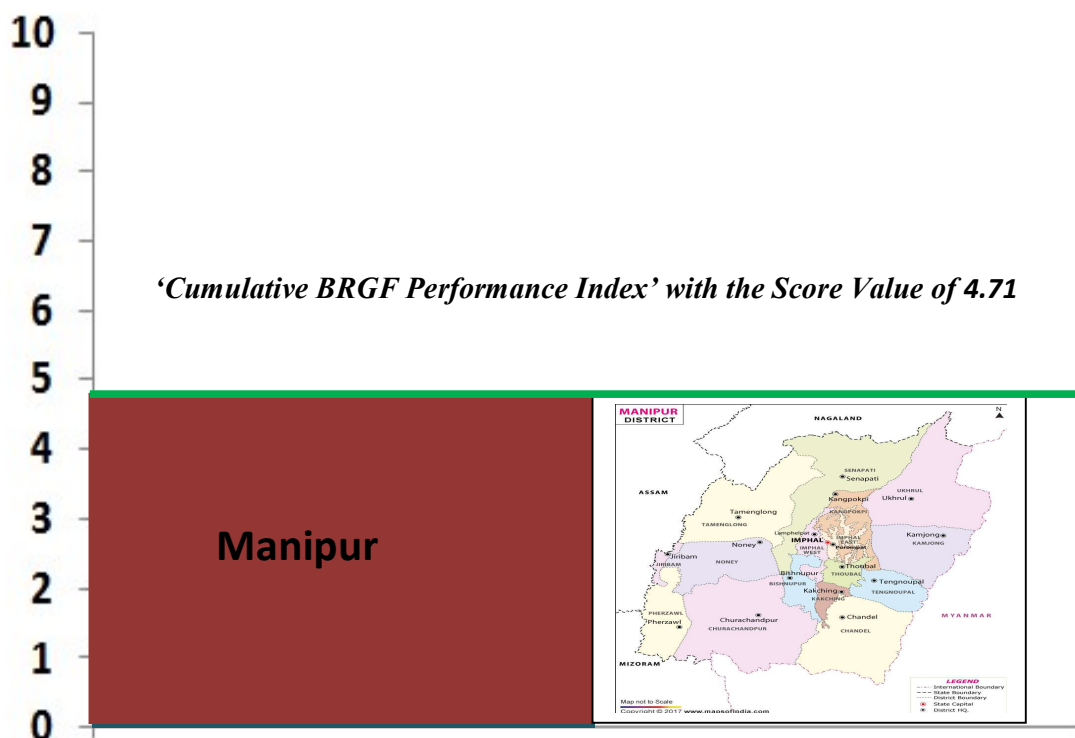
Table No. 3.15.5: Cumulative Performance Index of Manipur

Sl No	Parameters	Weightage(Marks) Scored	Total Weightage(Marks)
1	Assessment of Whether BRGF helped to bridge critical gaps in local infrastructure and other development requirements which are not being adequately addressed through existing inflows	1.62	2.5
2	Assessment of whether the BRGF schemes strengthened Panchayat and Municipality level governance with appropriate capacity building and facilitated participatory planning, decision making implementation and monitoring that reflected local needs.	1.35	2.5
3	Assessment of professional support provided to local bodies towards, planning, implementation and monitoring under BRGF.	0.76	2.5
4	Assessment of the improvement in performance and delivery of critical functions assigned to Panchayats and municipalities and counter possible efficiency and equity losses an account of inadequate local capacity.	0.98	2.5
	Aggregate Weightage Scored	4.71	10

Source: Calculated from Table No. 3.15.1 to Table No. 3.15.4

As per the methodology adopted and its measurement the State of **Manipur** reaches the position in the ‘Cumulative BRGF Performance Index’ with the score value of **4.71** (on the scale of 0-10).

Figure No. 3.15. ‘Cumulative BRGF Performance Index’ of Manipur



Source: Table No.3.15.5

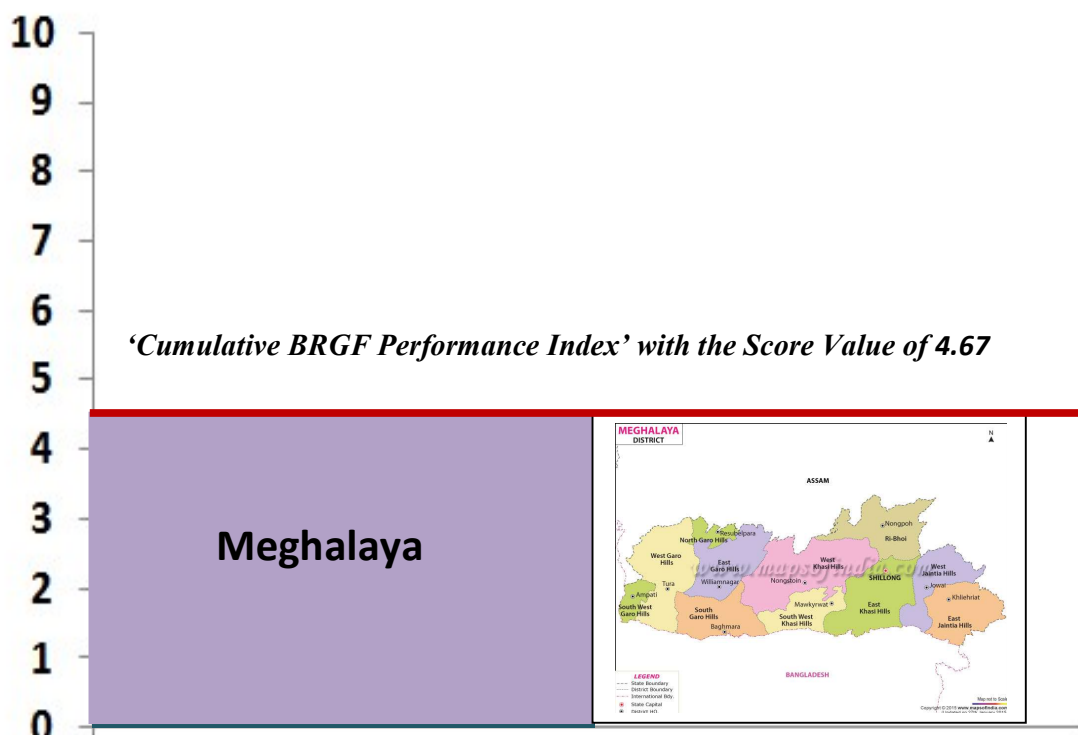
Table No. 3.16.5: Cumulative Performance Index of Meghalaya

Sl No	Parameters	Weightage(Marks) Scored	Total Weightage(Marks)
1	Assessment of Whether BRGF helped to bridge critical gaps in local infrastructure and other development requirements which are not being adequately addressed through existing inflows	1.30	2.5
2	Assessment of whether the BRGF schemes strengthened Panchayat and Municipality level governance with appropriate capacity building and facilitated participatory planning, decision making implementation and monitoring that reflected local needs.	1.18	2.5
3	Assessment of professional support provided to local bodies towards, planning, implementation and monitoring under BRGF.	1.14	2.5
4	Assessment of the improvement in performance and delivery of critical functions assigned to Panchayats and municipalities and counter possible efficiency and equity losses an account of inadequate local capacity.	1.05	2.5
	Aggregate Weightage Scored	4.67	10

Source: Calculated from Table No. 3.16.1 to Table No. 3.16.4

As per the methodology adopted and its measurement the State of **Meghalaya** reaches the position in the ‘Cumulative BRGF Performance Index’ with the score value of **4.67** (on the scale of 0-10).

Figure No. 3.16. ‘Cumulative BRGF Performance Index’ of Meghalaya



Source: Table No.3.16.5

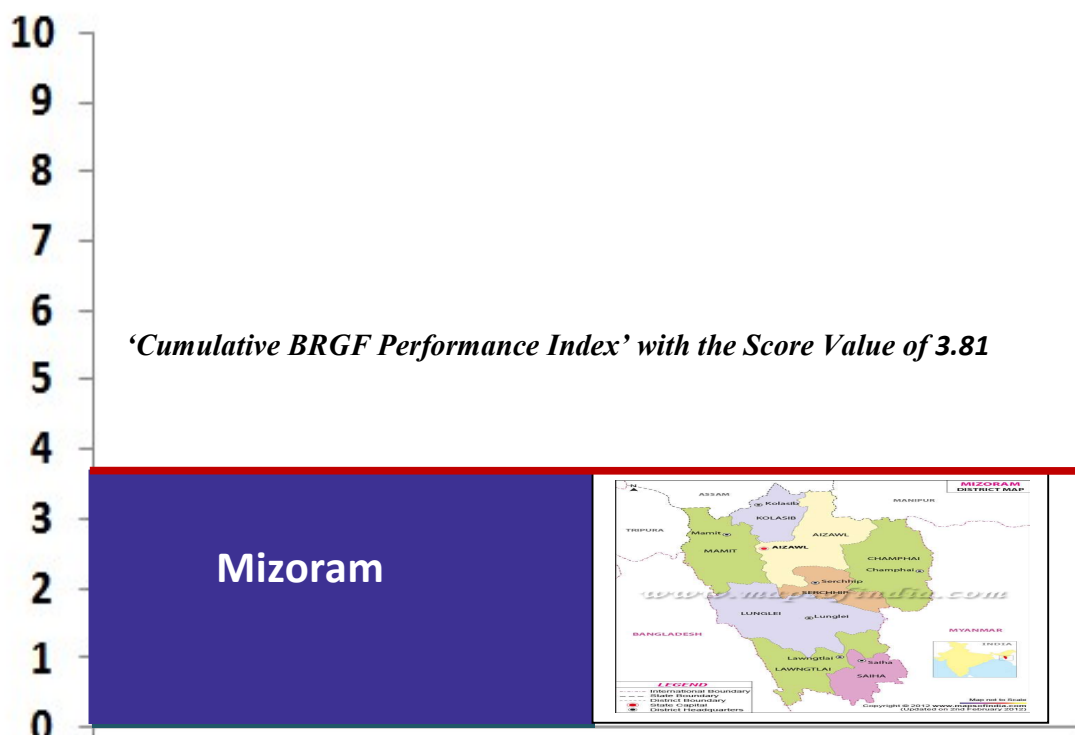
Table No. 3.17.5: Cumulative Performance Index of Mizoram

SI No	Parameters	Weightage(Marks) Scored	Total Weightage(Marks)
1	Assessment of Whether BRGF helped to bridge critical gaps in local infrastructure and other development requirements which are not being adequately addressed through existing inflows	1.48	2.5
2	Assessment of whether the BRGF schemes strengthened Panchayat and Municipality level governance with appropriate capacity building and facilitated participatory planning, decision making implementation and monitoring that reflected local needs.	0.83	2.5
3	Assessment of professional support provided to local bodies towards, planning, implementation and monitoring under BRGF.	0.76	2.5
4	Assessment of the improvement in performance and delivery of critical functions assigned to Panchayats and municipalities and counter possible efficiency and equity losses an account of inadequate local capacity.	0.74	2.5
	Aggregate Weightage Scored	3.81	10

Source: Calculated from Table No. 3.17.1 to Table No. 3.17.4

As per the methodology adopted and its measurement the State of **Mizoram** reaches the position in the ‘Cumulative BRGF Performance Index’ with the score value of **3.81** (on the scale of 0-10).

Figure No. 3.17. ‘Cumulative BRGF Performance Index’ of Mizoram



Source: Table No.3.17.5

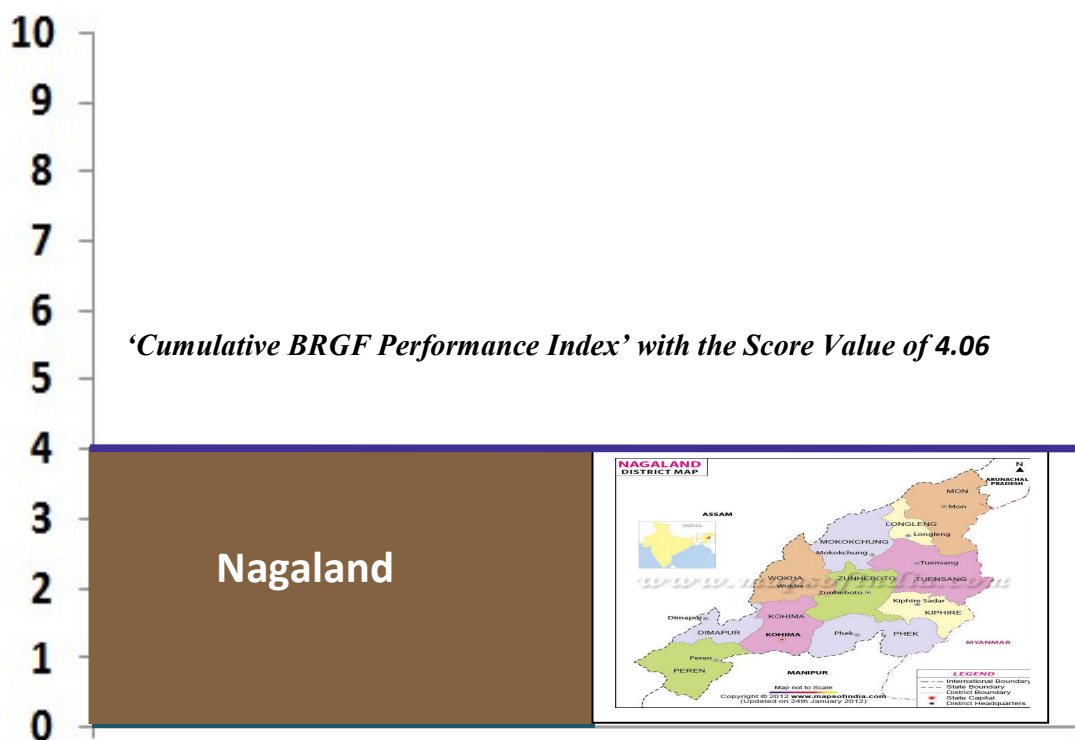
Table No. 3.18.5: Cumulative Performance Index of Nagaland

Sl No	Parameters	Weightage(Marks) Scored	Total Weightage(Marks)
1	Assessment of Whether BRGF helped to bridge critical gaps in local infrastructure and other development requirements which are not being adequately addressed through existing inflows	1.65	2.5
2	Assessment of whether the BRGF schemes strengthened Panchayat and Municipality level governance with appropriate capacity building and facilitated participatory planning, decision making implementation and monitoring that reflected local needs.	1.08	2.5
3	Assessment of professional support provided to local bodies towards, planning, implementation and monitoring under BRGF.	0.38	2.5
4	Assessment of the improvement in performance and delivery of critical functions assigned to Panchayats and municipalities and counter possible efficiency and equity losses an account of inadequate local capacity.	0.95	2.5
	Aggregate Weightage Scored	4.06	10

Source: Calculated from Table No. 3.18.1 to Table No. 3.18.4

As per the methodology adopted and its measurement the State of **Nagaland** reaches the position in the ‘Cumulative BRGF Performance Index’ with the score value of **4.06** (on the scale of 0-10).

Figure No. 3.18. ‘Cumulative BRGF Performance Index’ of Nagaland



Source: Table No.3.18.5

Table No. 3.19.5: Cumulative Performance Index of Odisha

Sl No	Parameters	Weightage(Marks) Scored	Total Weightage(Marks)
1	Assessment of Whether BRGF helped to bridge critical gaps in local infrastructure and other development requirements which are not being adequately addressed through existing inflows	1.58	2.5
2	Assessment of whether the BRGF schemes strengthened Panchayat and Municipality level governance with appropriate capacity building and facilitated participatory planning, decision making implementation and monitoring that reflected local needs.	1.70	2.5
3	Assessment of professional support provided to local bodies towards, planning, implementation and monitoring under BRGF.	1.21	2.5
4	Assessment of the improvement in performance and delivery of critical functions assigned to Panchayats and municipalities and counter possible efficiency and equity losses an account of inadequate local capacity.	1.50	2.5
	Aggregate Weightage Scored	5.99	10

Source: Calculated from Table No. 3.19.1 to Table No. 3.19.4

Figure No. 3.19. ‘Cumulative BRGF Performance Index’ of Odisha

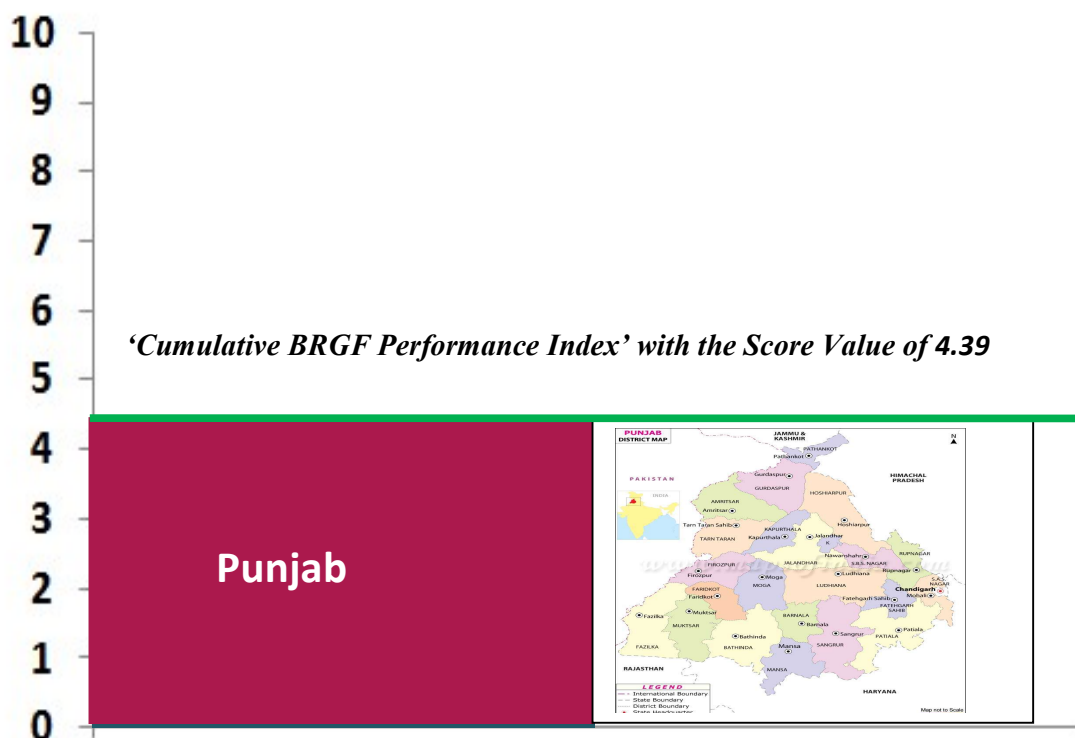


Sl No	Parameters	Weightage(Marks) Scored	Total Weightage(Marks)
1	Assessment of Whether BRGF helped to bridge critical gaps in local infrastructure and other development requirements which are not being adequately addressed through existing inflows	1.34	2.5
2	Assessment of whether the BRGF schemes strengthened Panchayat and Municipality level governance with appropriate capacity building and facilitated participatory planning, decision making implementation and monitoring that reflected local needs.	1.03	2.5
3	Assessment of professional support provided to local bodies towards, planning, implementation and monitoring under BRGF.	1.14	2.5
4	Assessment of the improvement in performance and delivery of critical functions assigned to Panchayats and municipalities and counter possible efficiency and equity losses an account of inadequate local capacity.	0.88	2.5
	Aggregate Weightage Scored	4.39	10

397

As per the methodology adopted and its measurement the State of **Punjab** reaches the position in the ‘Cumulative BRGF Performance Index’ with the score value of **4.39** (on the scale of 0-10).

Figure No. 3.20. ‘Cumulative BRGF Performance Index’ of Punjab



Source: Table No.3.20.5

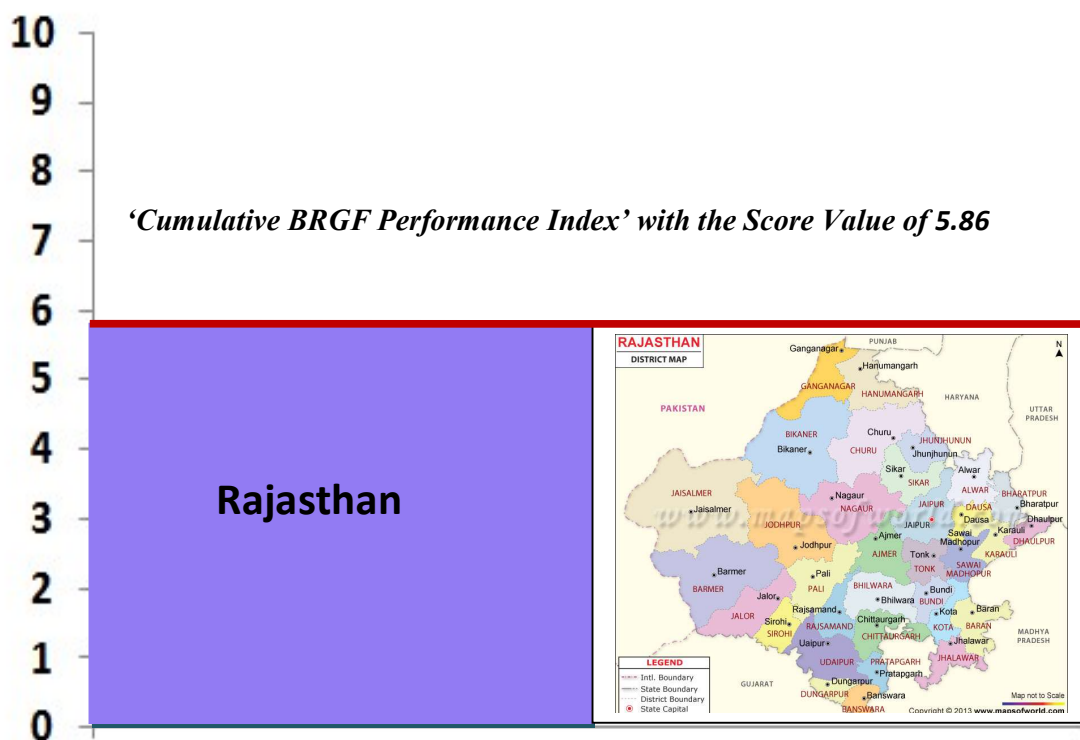
Table No. 3.21.5: Cumulative Performance Index of Rajasthan

Sl No	Parameters	Weightage(Marks) Scored	Total Weightage(Marks)
1	Assessment of Whether BRGF helped to bridge critical gaps in local infrastructure and other development requirements which are not being adequately addressed through existing inflows	1.65	2.5
2	Assessment of whether the BRGF schemes strengthened Panchayat and Municipality level governance with appropriate capacity building and facilitated participatory planning, decision making implementation and monitoring that reflected local needs.	1.75	2.5
3	Assessment of professional support provided to local bodies towards, planning, implementation and monitoring under BRGF.	0.98	2.5
4	Assessment of the improvement in performance and delivery of critical functions assigned to Panchayats and municipalities and counter possible efficiency and equity losses an account of inadequate local capacity.	1.48	2.5
	Aggregate Weightage Scored	5.86	10

Source: Calculated from Table No. 3.21.1 to Table No. 3.21.4

As per the methodology adopted and its measurement the State of **Rajasthan** reaches the position in the ‘Cumulative BRGF Performance Index’ with the score value of **5.86** (on the scale of 0-10).

Figure No. 3.21. ‘Cumulative BRGF Performance Index’ of Rajasthan



Source: Table No.3.21.5

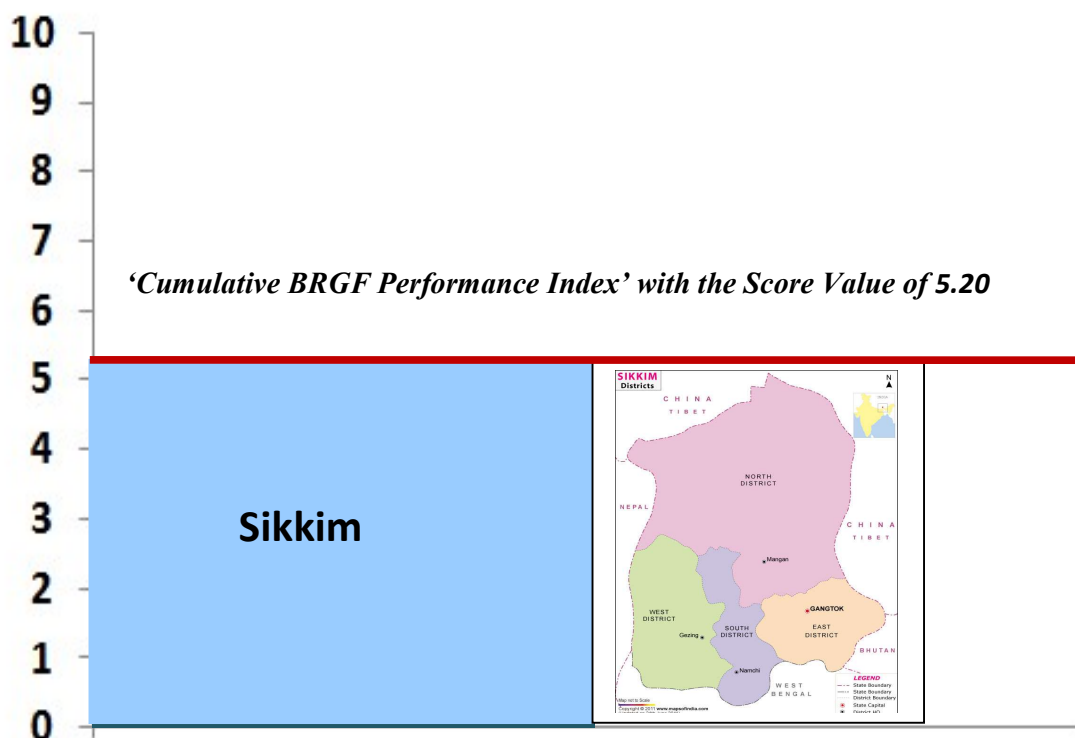
Table No. 3.22.5: Cumulative Performance Index of Sikkim

Sl No	Parameters	Weightage(Marks) Scored	Total Weightage(Marks)
1	Assessment of Whether BRGF helped to bridge critical gaps in local infrastructure and other development requirements which are not being adequately addressed through existing inflows	1.76	2.5
2	Assessment of whether the BRGF schemes strengthened Panchayat and Municipality level governance with appropriate capacity building and facilitated participatory planning, decision making implementation and monitoring that reflected local needs.	1.68	2.5
3	Assessment of professional support provided to local bodies towards, planning, implementation and monitoring under BRGF.	0.38	2.5
4	Assessment of the improvement in performance and delivery of critical functions assigned to Panchayats and municipalities and counter possible efficiency and equity losses an account of inadequate local capacity.	1.38	2.5
	Aggregate Weightage Scored	5.20	10

Source: Calculated from Table No. 3.22.1 to Table No. 3.22.4

As per the methodology adopted and its measurement the State of **Sikkim** reaches the position in the ‘Cumulative BRGF Performance Index’ with the score value of **5.20** (on the scale of 0-10).

Figure No. 3.22. ‘Cumulative BRGF Performance Index’ of Sikkim



Source: Table No.3.22.5

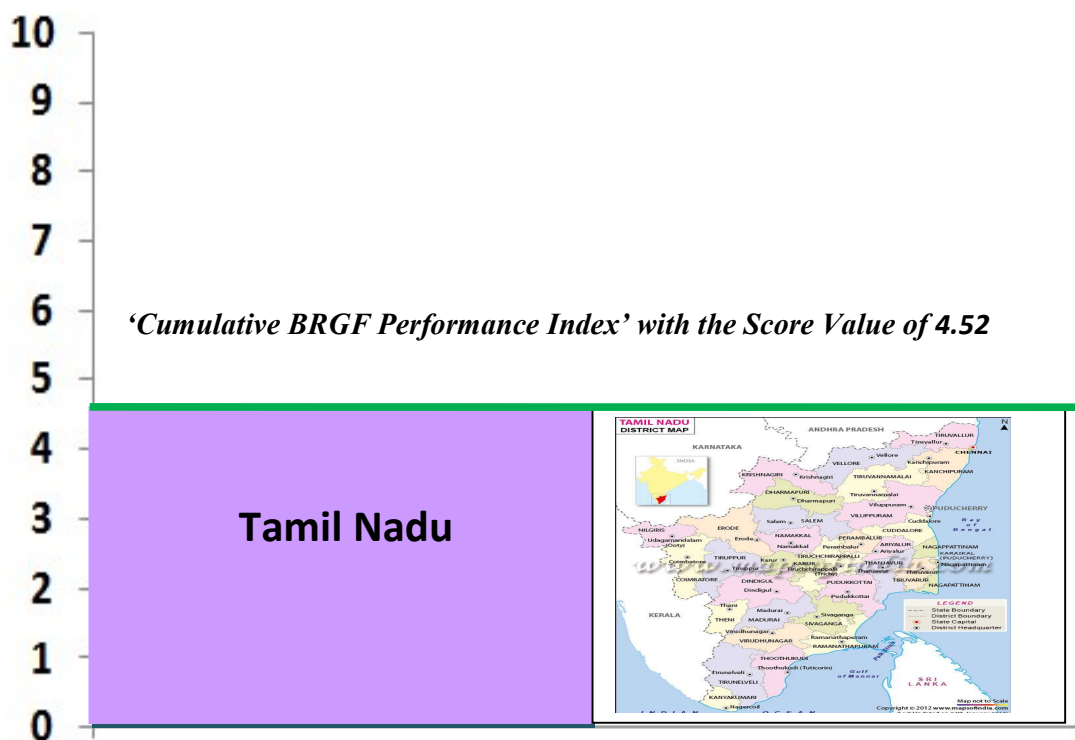
Table No. 3.23.5: Cumulative Performance Index of Tamil Nadu

Sl No	Parameters	Weightage(Marks) Scored	Total Weightage(Marks)
1	Assessment of Whether BRGF helped to bridge critical gaps in local infrastructure and other development requirements which are not being adequately addressed through existing inflows	1.62	2.5
2	Assessment of whether the BRGF schemes strengthened Panchayat and Municipality level governance with appropriate capacity building and facilitated participatory planning, decision making implementation and monitoring that reflected local needs.	1.40	2.5
3	Assessment of professional support provided to local bodies towards, planning, implementation and monitoring under BRGF.	0.38	2.5
4	Assessment of the improvement in performance and delivery of critical functions assigned to Panchayats and municipalities and counter possible efficiency and equity losses an account of inadequate local capacity.	1.12	2.5
	Aggregate Weightage Scored	4.52	10

Source: Calculated from Table No. 3.23.1 to Table No. 3.23.4

As per the methodology adopted and its measurement the State of **Tamil Nadu** reaches the position in the ‘Cumulative BRGF Performance Index’ with the score value of **4.52** (on the scale of 0-10).

Figure No. 3.23. ‘Cumulative BRGF Performance Index’ of Tamil Nadu



Source: Table No.3.23.5

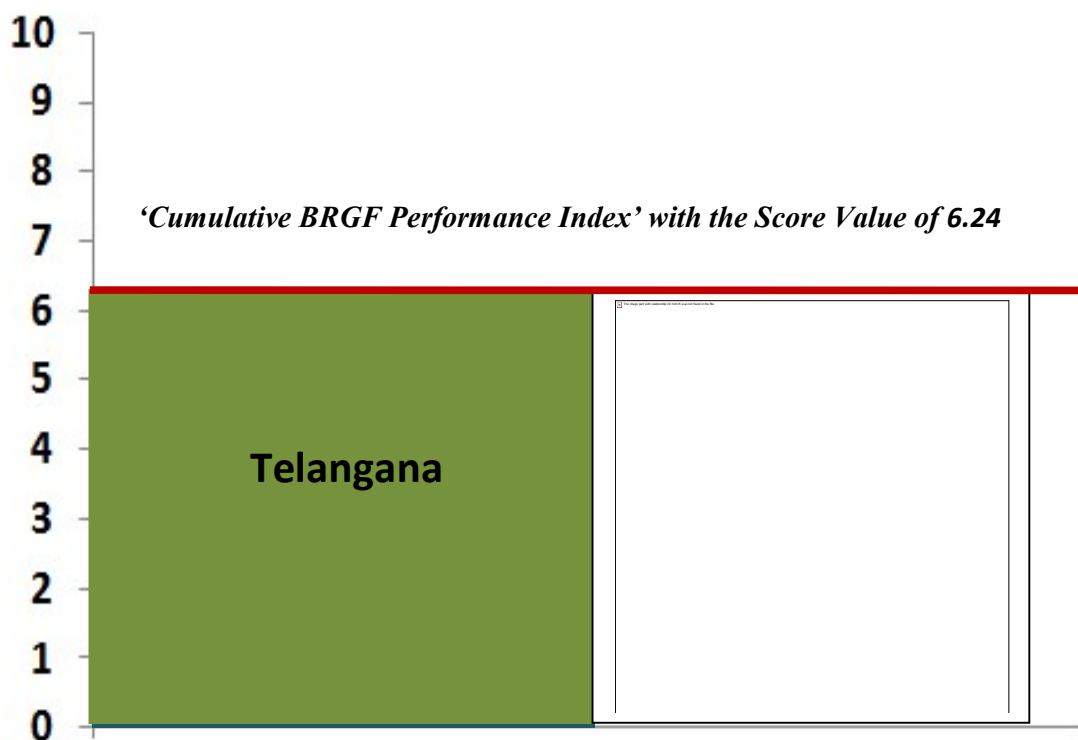
Table No. 3.24.5: Cumulative Performance Index of Telangana

Sl No	Parameters	Weightage(Marks) Scored	Total Weightage(Marks)
1	Assessment of Whether BRGF helped to bridge critical gaps in local infrastructure and other development requirements which are not being adequately addressed through existing inflows	1.73	2.5
2	Assessment of whether the BRGF schemes strengthened Panchayat and Municipality level governance with appropriate capacity building and facilitated participatory planning, decision making implementation and monitoring that reflected local needs.	1.85	2.5
3	Assessment of professional support provided to local bodies towards, planning, implementation and monitoring under BRGF.	1.14	2.5
4	Assessment of the improvement in performance and delivery of critical functions assigned to Panchayats and municipalities and counter possible efficiency and equity losses an account of inadequate local capacity.	1.52	2.5
	Aggregate Weightage Scored	6.24	10

Source: Calculated from Table No. 3.24.1 to Table No. 3.24.4

As per the methodology adopted and its measurement the State of **Telangana** reaches the position in the ‘Cumulative BRGF Performance Index’ with the score value of **6.24** (on the scale of 0-10).

Figure No. 3.24. ‘Cumulative BRGF Performance Index’ of Telangana



Source: Table No.3.24.5

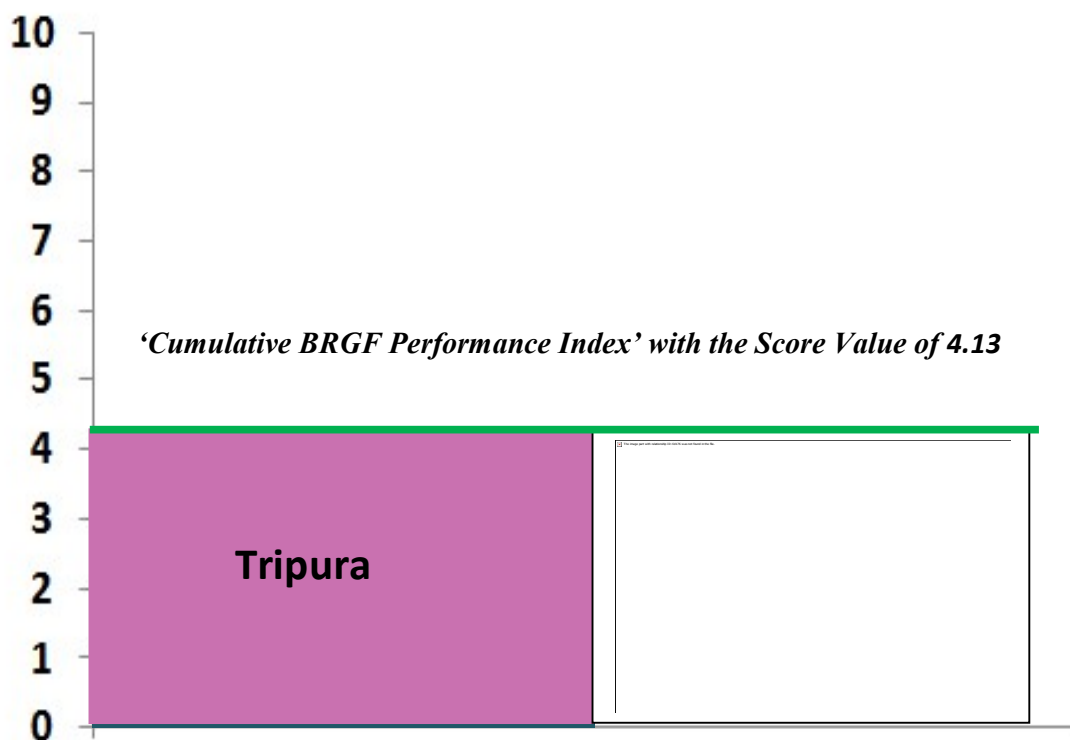
Table No. 3.25.5: Cumulative Performance Index of Tripura

Sl No	Parameters	Weightage(Marks) Scored	Total Weightage(Marks)
1	Assessment of Whether BRGF helped to bridge critical gaps in local infrastructure and other development requirements which are not being adequately addressed through existing inflows	1.44	2.5
2	Assessment of whether the BRGF schemes strengthened Panchayat and Municipality level governance with appropriate capacity building and facilitated participatory planning, decision making implementation and monitoring that reflected local needs.	0.98	2.5
3	Assessment of professional support provided to local bodies towards, planning, implementation and monitoring under BRGF.	0.76	2.5
4	Assessment of the improvement in performance and delivery of critical functions assigned to Panchayats and municipalities and counter possible efficiency and equity losses an account of inadequate local capacity.	0.95	2.5
	Aggregate Weightage Scored	4.13	10

Source: Calculated from Table No. 3.25.1 to Table No. 3.25.4

As per the methodology adopted and its measurement the State of **Tripura** reaches the position in the ‘Cumulative BRGF Performance Index’ with the score value of **4.13** (on the scale of 0-10).

Figure No. 3.25. ‘Cumulative BRGF Performance Index’ of Tripura



Source: Table No.3.25.5

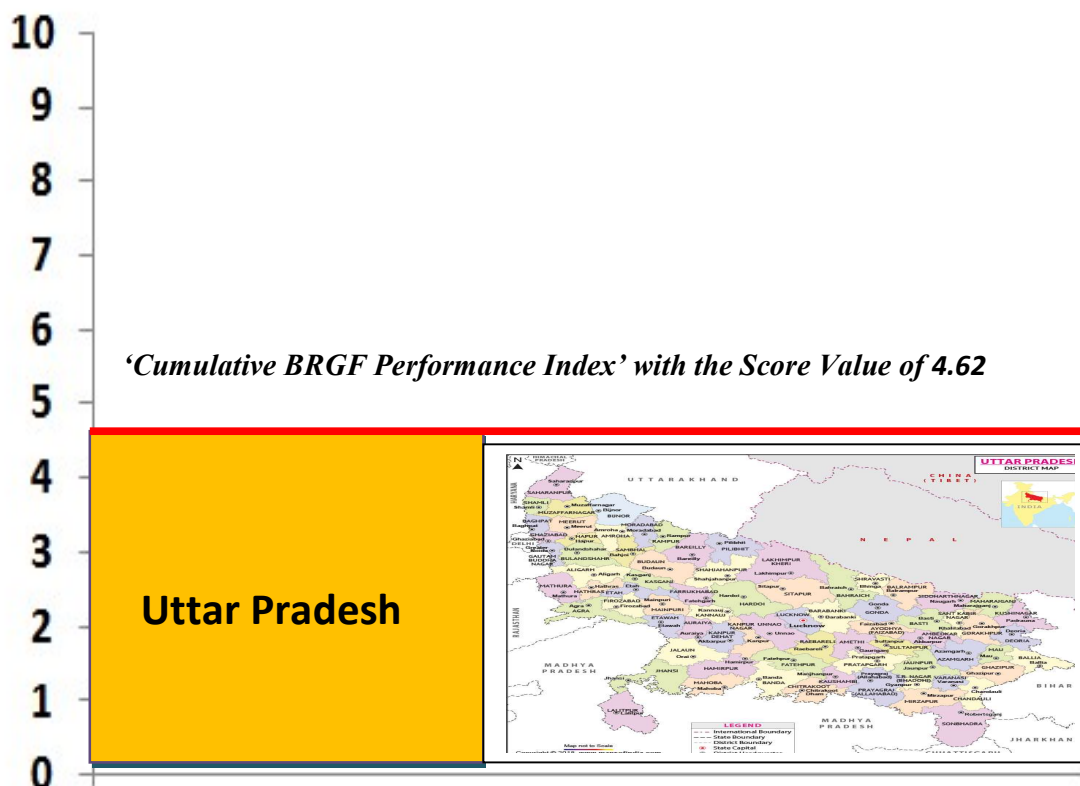
Table No. 3.26.5: Cumulative Performance Index of Uttar Pradesh

Sl No	Parameters	Weightage (Marks) Scored	Total Weightage (Marks)
1	Assessment of Whether BRGF helped to bridge critical gaps in local infrastructure and other development requirements which are not being adequately addressed through existing inflows	1.48	2.5
2	Assessment of whether the BRGF schemes strengthened Panchayat and Municipality level governance with appropriate capacity building and facilitated participatory planning, decision making implementation and monitoring that reflected local needs.	1.38	2.5
3	Assessment of professional support provided to local bodies towards, planning, implementation and monitoring under BRGF.	0.76	2.5
4	Assessment of the improvement in performance and delivery of critical functions assigned to Panchayats and municipalities and counter possible efficiency and equity losses an account of inadequate local capacity.	1.00	2.5
	Aggregate Weightage Scored	4.62	10

Source: Calculated from Table No. 3.9.1 to Table No. 3.9.4

As per the methodology adopted and its measurement the State of **Uttar Pradesh** reaches the position in the ‘Cumulative BRGF Performance Index’ with the score value of **4.62** (on the scale of 0-10).

Figure No. 3.26. Cumulative BRGF Performance Index’ of Uttar Pradesh



Source: Table No.3.26.5

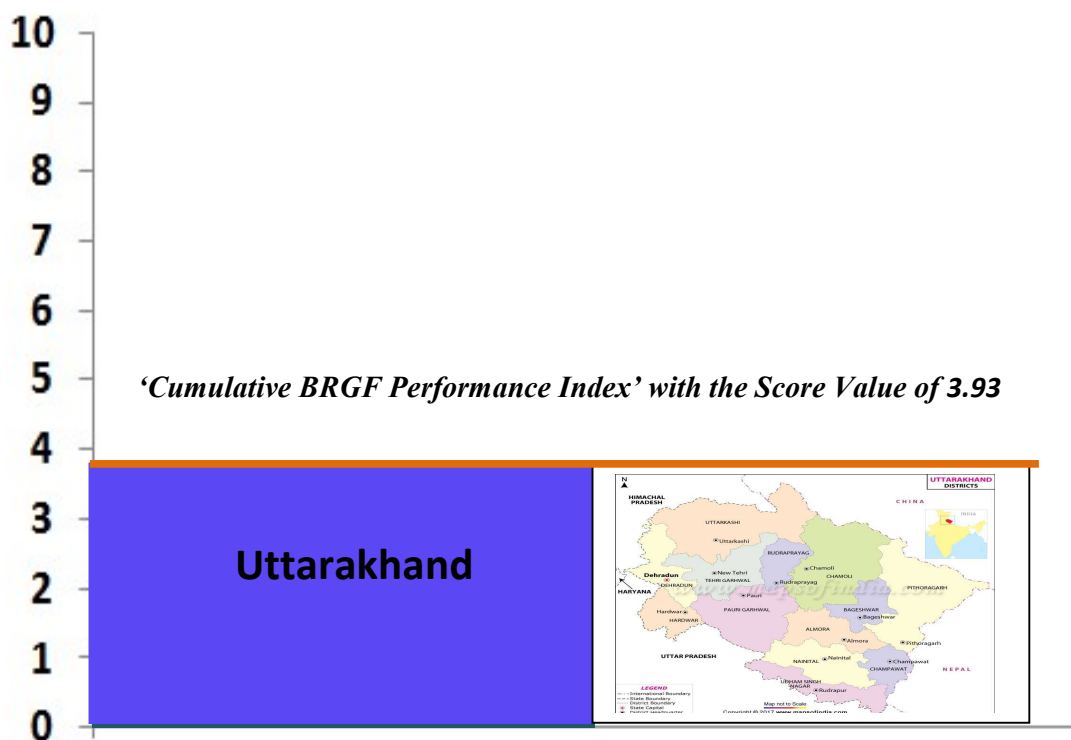
Table No. 3.27.5: Cumulative Performance Index of Uttarakhand

Sl No	Parameters	Weightage(Marks) Scored	Total Weightage(Marks)
1	Assessment of Whether BRGF helped to bridge critical gaps in local infrastructure and other development requirements which are not being adequately addressed through existing inflows	1.30	2.5
2	Assessment of whether the BRGF schemes strengthened Panchayat and Municipality level governance with appropriate capacity building and facilitated participatory planning, decision making implementation and monitoring that reflected local needs.	0.80	2.5
3	Assessment of professional support provided to local bodies towards, planning, implementation and monitoring under BRGF.	1.21	2.5
4	Assessment of the improvement in performance and delivery of critical functions assigned to Panchayats and municipalities and counter possible efficiency and equity losses an account of inadequate local capacity.	0.62	2.5
	Aggregate Weightage Scored	3.93	10

Source: Calculated from Table No. 3.27.1 to Table No. 3.27.4

As per the methodology adopted and its measurement the State of **Uttarakhand** reaches the position in the ‘Cumulative BRGF Performance Index’ with the score value of **3.93** (on the scale of 0-10).

Figure No. 3.27. ‘Cumulative BRGF Performance Index’ of Uttarakhand



Source: Table No.3.27.5

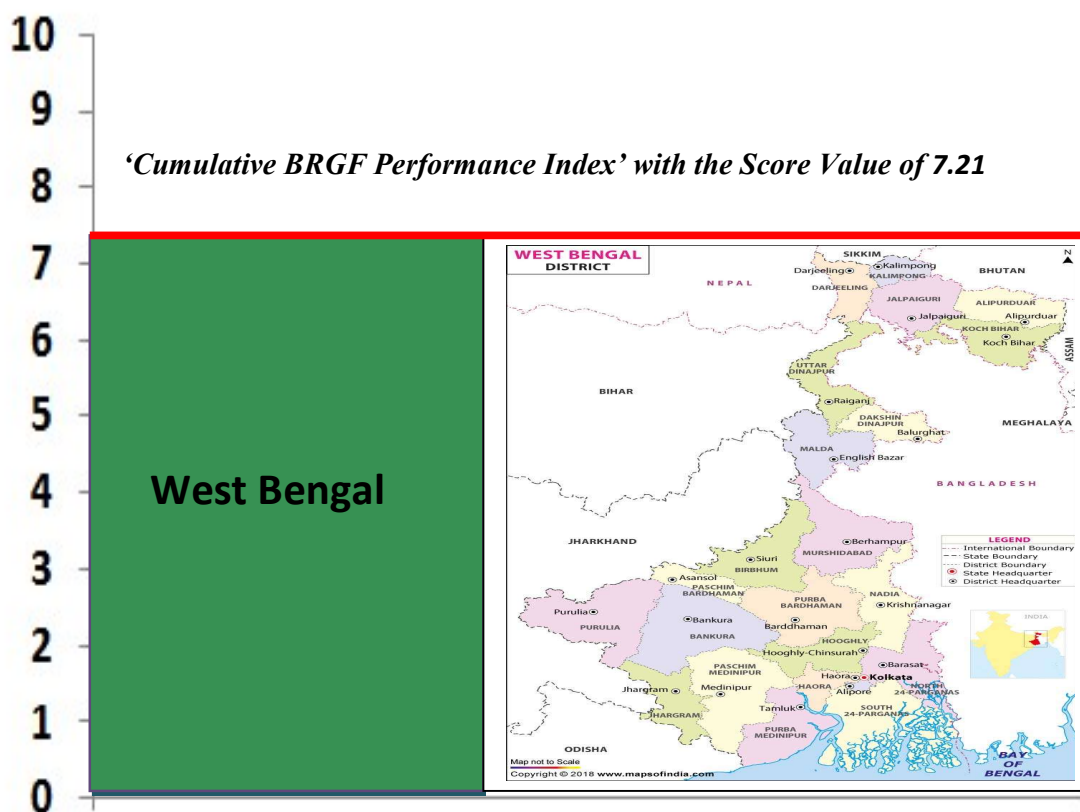
Table No. 3.28.5: Cumulative Performance Index of West Bengal

Sl No	Parameters	Weightage(Marks) Scored	Total Weightage(Marks)
1	Assessment of Whether BRGF helped to bridge critical gaps in local infrastructure and other development requirements which are not being adequately addressed through existing inflows	1.97	2.5
2	Assessment of whether the BRGF schemes strengthened Panchayat and Municipality level governance with appropriate capacity building and facilitated participatory planning, decision making implementation and monitoring that reflected local needs.	2.13	2.5
3	Assessment of professional support provided to local bodies towards, planning, implementation and monitoring under BRGF.	1.44	2.5
4	Assessment of the improvement in performance and delivery of critical functions assigned to Panchayats and municipalities and counter possible efficiency and equity losses an account of inadequate local capacity.	1.67	2.5
	Aggregate Weightage Scored	7.21	10

Source: Calculated from Table No. 3.28.1 to Table No. 3.28.4

As per the methodology adopted and its measurement the State of **West Bengal** reaches the position in the ‘Cumulative BRGF Performance Index’ with the score value of **7.21** (on the scale of 0-10).

Figure No. 3.28. Cumulative BRGF Performance Index’ of West Bengal



Source: Table No.3.28.5

The weightage scored by each State for each of the cited four parameters and the Cumulative Performance Index (CPI) are provided in Table No. 3.29 and Figures Nos. 3.29, 3.30, 3.31 and 3.32. As per the methodology adopted and the measurement so derived, the State of Maharashtra attains the top position in the Cumulative BRGF Performance Index among the 28 States in the country. It was followed by West Bengal (7.21), Chhattisgarh (6.66), Andhra Pradesh (6.64), Telangana (6.24), Odisha (5.99), and Karnataka (5.93).

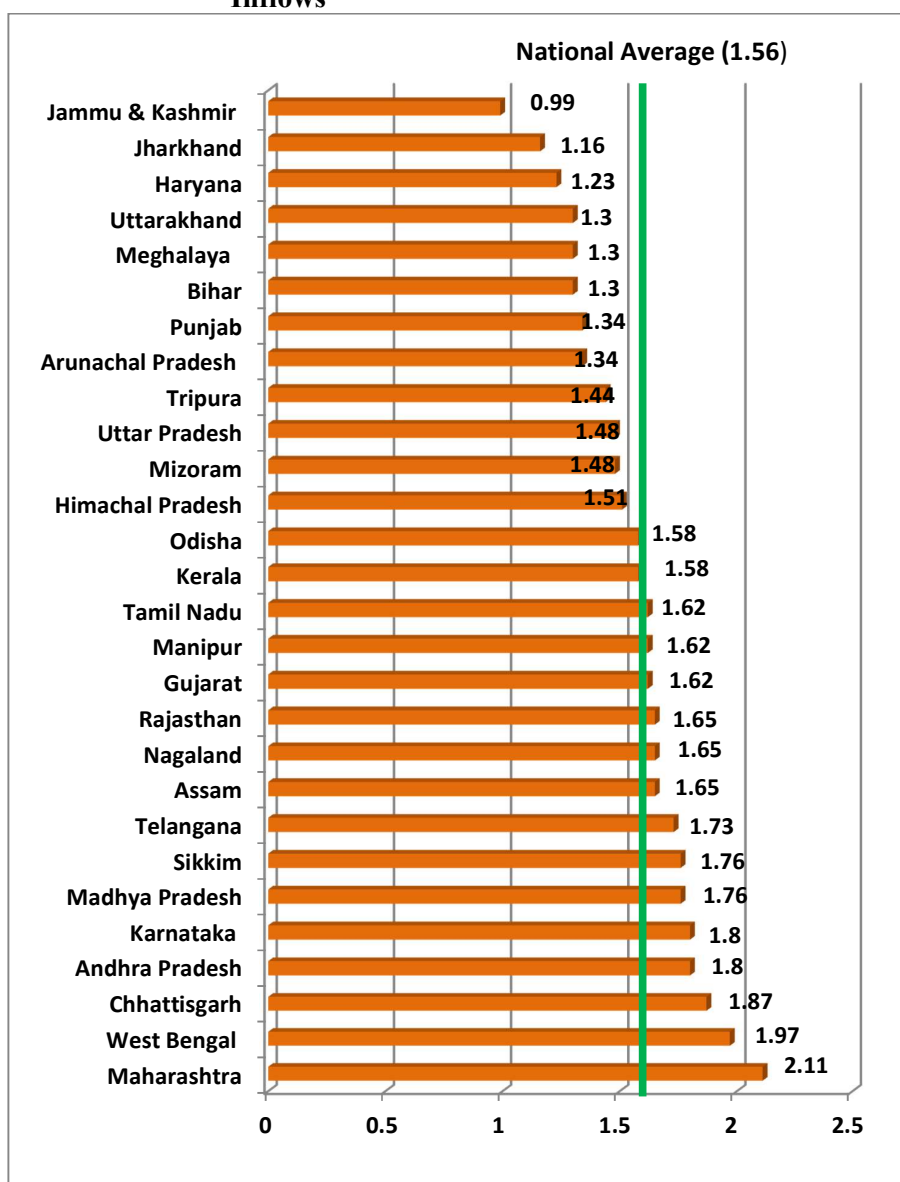
Table No.3.29: Weightage Scored for Each Parameter and Cumulative BRGF Index in 28 States

Sl. No	Name of State	Assessment of whether BRGF helped to bridge critical gaps in local infrastructure and other development requirements which are not being adequately addressed the existing inflows	Assessment of whether BRGF strengthened PRI& ULBs level governance with appropriate capacity building and facilitated participatory planning, decision making, implementation & monitoring that reflected local needs	Assessment of Professional support provided towards planning implementation and monitoring under BRGF	Assessment of improvement in performance and delivery of critical functions assigned to Panchayats and ULBs and counter possible efficiency and equity losses on account of inadequate local capacity	Cumulative Performance Index(CPI) of the extent of fulfillment of the objectives of BRGF
1	2	3	4	5	6	7
1.	Andhra Pradesh	1.80	1.93	1.29	1.62	6.64
2.	Arunachal Pradesh	1.34	0.65	0.38	0.57	2.94
3.	Assam	1.65	1.93	0.98	1.21	5.77
4.	Bihar	1.30	1.35	0.98	1.07	4.70
5.	Chhattisgarh	1.87	1.90	1.29	1.60	6.66
6.	Gujarat	1.62	1.60	0.76	1.00	4.98
7.	Haryana	1.23	1.23	1.29	1.10	4.85
8.	Himachal Pradesh	1.51	1.45	1.29	1.48	5.73
9.	Jammu & Kashmir	0.99	0.55	1.14	0.55	3.23
10.	Jharkhand	1.16	0.73	0.30	0.38	2.57
11.	Karnataka	1.80	1.80	0.76	1.57	5.93
12.	Kerala	1.58	1.38	0.83	1.12	4.91
13.	Madhya Pradesh	1.76	1.78	0.98	1.10	5.62
14.	Maharashtra	2.11	2.18	1.97	1.81	8.07
15.	Manipur	1.62	1.35	0.76	0.98	4.71
16.	Meghalaya	1.30	1.18	1.14	1.05	4.67
17.	Mizoram	1.48	0.83	0.76	0.74	3.81
18.	Nagaland	1.65	1.08	0.38	0.95	4.06
19.	Odisha	1.58	1.70	1.21	1.50	5.99
20.	Punjab	1.34	1.03	1.14	0.88	4.39
21.	Rajasthan	1.65	1.75	0.98	1.48	5.86
22.	Sikkim	1.76	1.68	0.38	1.38	5.20
23.	Tamil Nadu	1.62	1.40	0.38	1.12	4.52
24.	Telangana	1.73	1.85	1.14	1.52	6.24
25.	Tripura	1.44	0.98	0.76	0.95	4.13
26.	Uttar Pradesh	1.48	1.38	0.76	1.00	4.62
27.	Uttarakhand	1.30	0.80	1.21	0.62	3.93
28.	West Bengal	1.97	2.13	1.44	1.67	7.21

Source: Data Computed

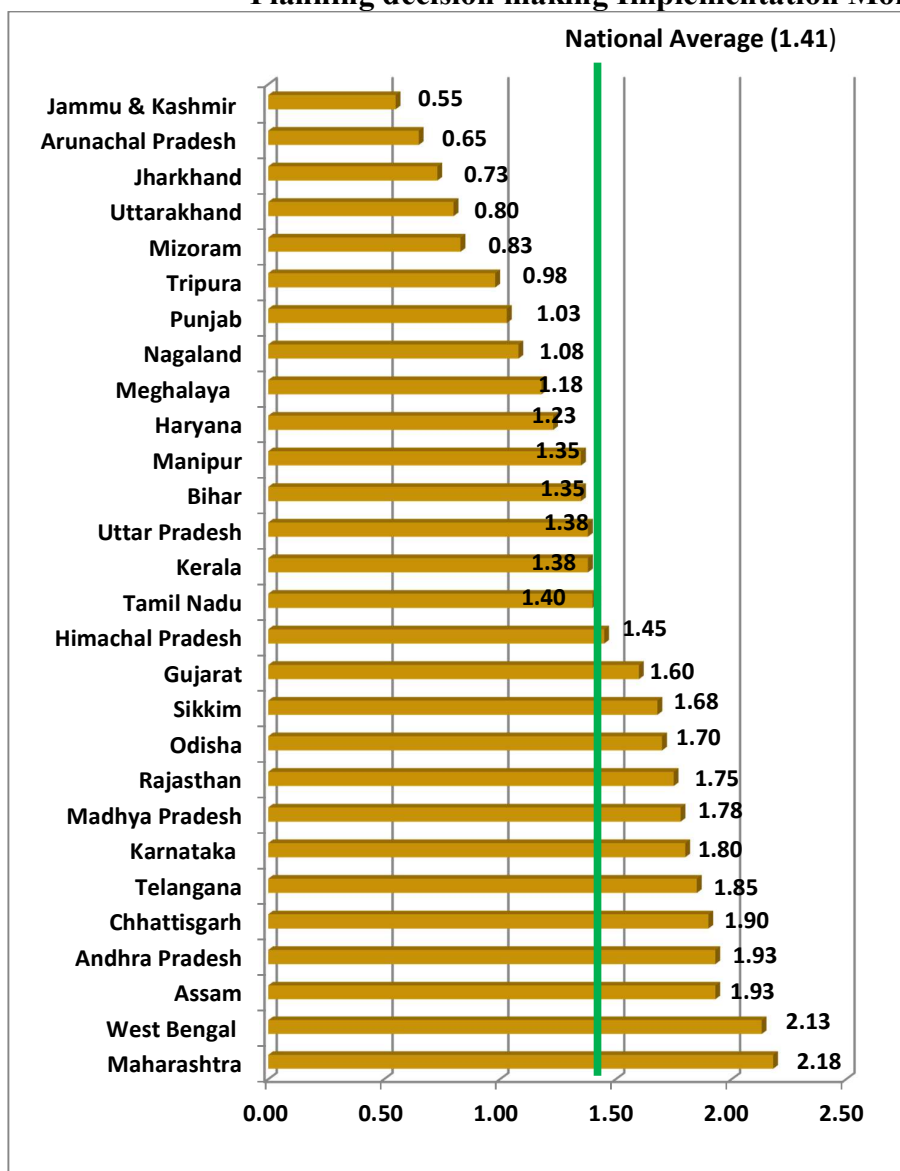
The weightage scored by each parameter and cumulative performance index of the selected States is illustrated in Figure No. 3.29 to Figure No. 3.33

Figure No. 3.29: Assessment of whether BRGF Helped to Bridge Critical Gaps in Local Infrastructure and other Development Requirements which are Not Being Adequately Addressed the Existing Inflows



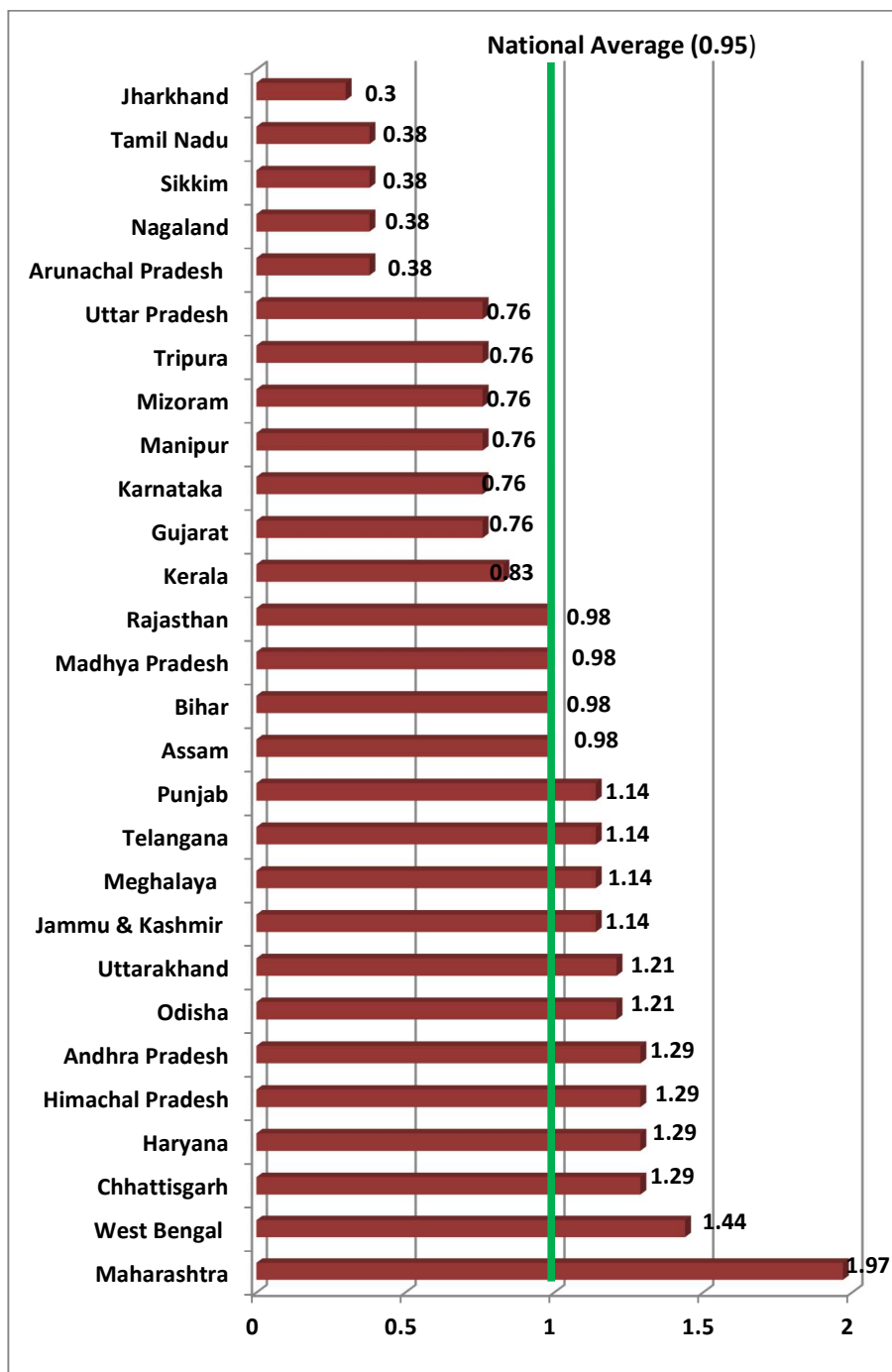
Source: Table No. 3.29

Figure No. 3.30: Assessment of whether BRGF Strengthened PRIs & ULBs Level Governance with Appropriate CV and Facilitated Participatory Planning decision making Implementation Monitoring



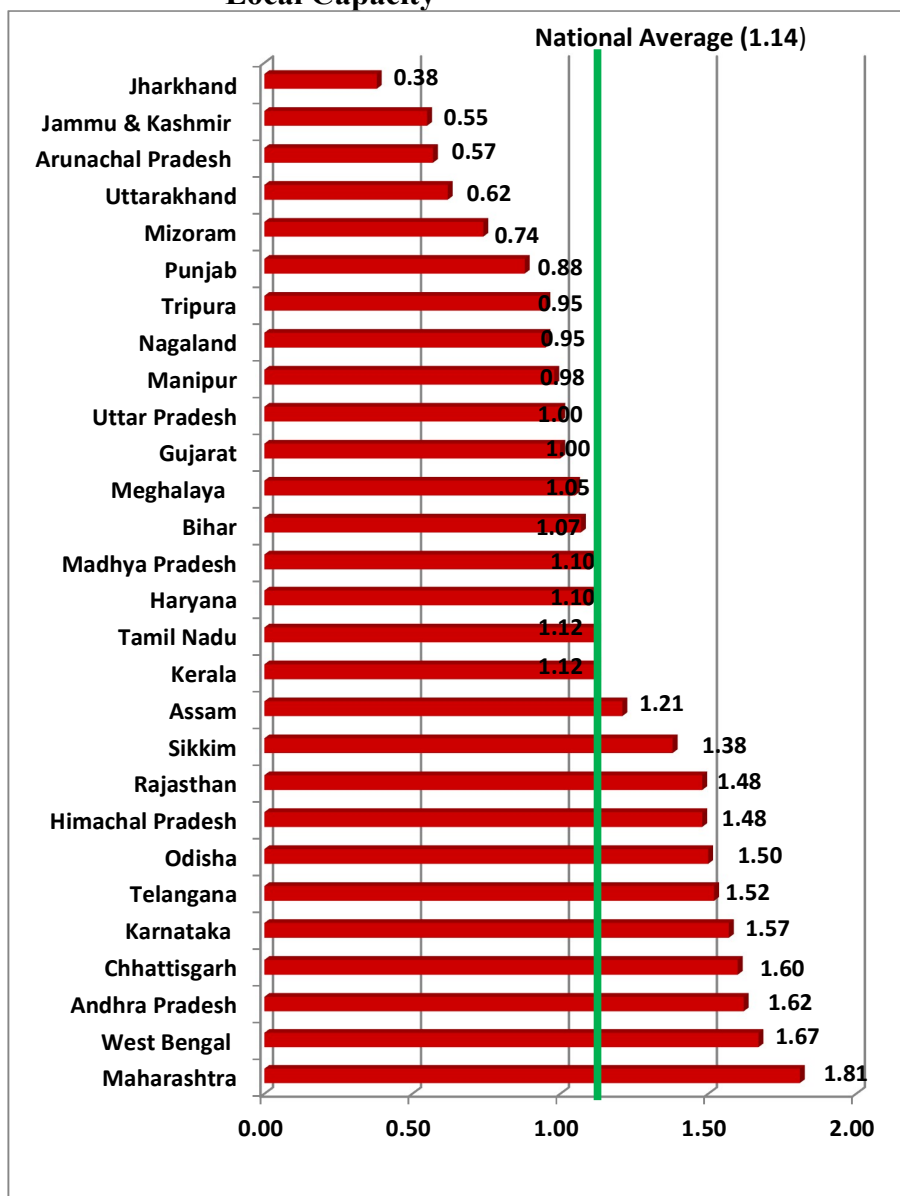
Source: Table No.3.29

Figure No. 3.31: Assessment of Professional Support provided towards Planning Implementation and Monitoring



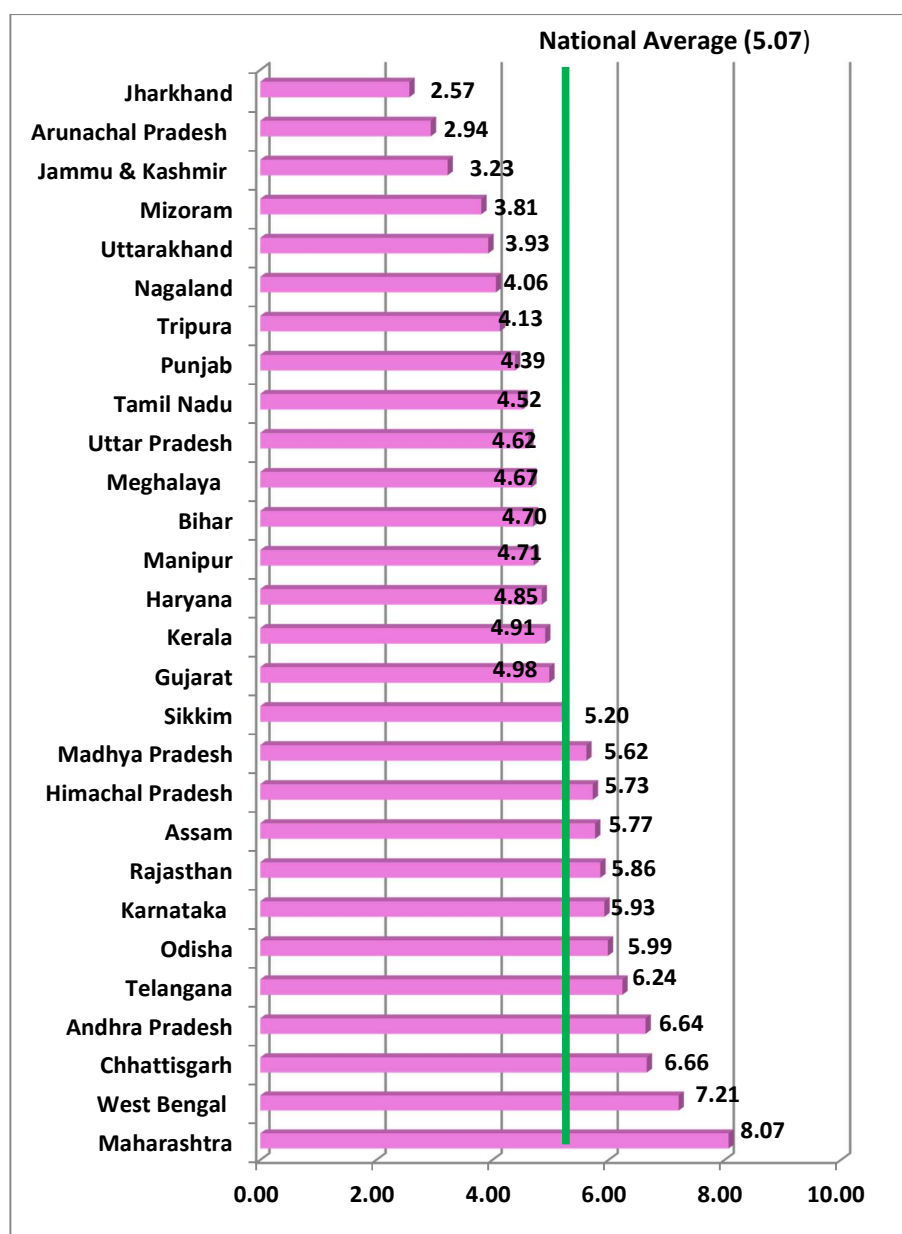
Source: Table No. 3.29

Figure No. 3.32: Assessment of improvement in Performance and Delivery of Critical Functions Assigned to Panchayats and ULBs and Centre Possible efficiency and equity to assess as account of inadequate Local Capacity



Source: Table No. 3.29

Figure No. 3.33: Cumulative Performance Index (CPI) of the Extent of Fulfillment of the Objectives of BRGF



Source: Table No. 3.29

Parameter 1 (It has been explained in Chapter 1 under methodology)

Out of the four parameters assessed, the highest national average is for Parameter 1 (Assessment of whether BRGF helped to bridge critical gaps in local infrastructure and other development requirements which are not being adequately addressed

through existing inflows) and the score value is 1.56 out of 2.5 and it is more than 62 per cent. The major purpose of BRGF is to bridge critical gaps in the local infrastructure. From the highest percentage (62 %) for the national average of this parameter we can appraise that the scheme had succeeded to fulfill the major objective of BRGF. In this parameter there are 16 States having the score value above the national average (Refer Figure No. 3.29 and Table No. 3.29). Here, Maharashtra scores the top with a value of 2.11 and followed by West Bengal (1.97) and Chhattisgarh (1.87). Total there are 12 States having score value below the national average. The least score for this parameter is for the State of Jammu & Kashmir with a score value of 0.99. There are four States, Himachal Pradesh, Mizoram, Uttar Pradesh and Tripura which has scored less by 0.05, 0.08, 0.08 and 0.12 points to reach the national average, respectively.

Parameter 2 (*It has been explained in Chapter 1 under methodology*)

The national average for Parameter 2 (Assessment of whether the BRGF schemes strengthened Panchayat and Municipality level governance with appropriate capacity building and facilitated participatory planning, decision making implementation and monitoring that reflected local needs) is 1.41 and it is 56.4 per cent. One of the major objectives of BRGF is to strengthen Panchayat and Municipality level governance with appropriate capacity building. Being attaining 56.4 per cent as the national average, one can make an inference that the scheme has succeeded to fulfill this objective to a larger extent. The highest value is scored by Maharashtra with a value of 2.18 and the lowest is scored by Jammu & Kashmir and the value is 0.55 (Refer Figure No. 3.30 and Table No. 3.29). Thirteen States are having the score value above the national average and these States are Maharashtra, West Bengal, Assam, Andhra Pradesh, Chhattisgarh, Telangana, Karnataka, Madhya Pradesh, Rajasthan, Odisha, Sikkim, Gujarat and Himachal Pradesh.

Parameter 3 *(It has been explained in Chapter 1 under methodology)*

Out of the four parameters, the lowest national average is for the Parameter 3 (Assessment of professional support provided to local bodies towards, planning, implementation and monitoring under BRGF) and the value is only 0.95 which comes only 38 per cent. The lowest value for this parameter is found in the State of Jharkhand with a score value of 0.3 followed by Tamil Nadu, Sikkim, Nagaland and Arunachal Pradesh with a score value of 0.38 each (Refer Figure No. 3.31 and Table No. 3.29). Twelve States having the score value below the national average. The highest score value for this parameter is in the State of Maharashtra and the value is 1.97 followed by West Bengal with a score value of 1.44. The lowest national average for this parameter gives an inference that the scheme would have been succeeded higher index of achievement if it could have been provided by sufficient professional support.

Parameter 4 *(It has been explained in Chapter 1 under methodology)*

National average for Parameter 4 (Assessment of the improvement in performance and delivery of critical functions assigned to Panchayats and Municipalities and counter possible efficiency and equity losses an account of inadequate local capacity) is 1.14 and it is 45.6 per cent. Eleven States are having score value higher than the national average and these States are Maharashtra, West Bengal, Andhra Pradesh, Chhattisgarh, Karnataka, Telangana, Odisha, Himachal Pradesh, Sikkim, Rajasthan and Assam. (Refer Figure No. 3.32 and Table No. 3.29). The highest score value for this parameter is in the State of Maharashtra with a score value of 1.81 followed by West Bengal (1.67) and Andhra Pradesh (1.62). The lowest score value is 0.38 in the State of Jharkhand followed by Jammu & Kashmir (0.55) and Arunachal Pradesh (0.57).

Cumulative Performance Index *(It has been explained in Chapter 1 under methodology)*

The State of Maharashtra attains the top position with a score value of 8.07 in the Cumulative BRGF Performance Index among the 28 States in the country followed by

West Bengal (7.21), Chhattisgarh (6.66), Andhra Pradesh (6.64), Telangana (6.24), Odisha (5.99), and Karnataka (5.93). (Refer Figure No. 3.33 and Table No. 3.29). When converting the score value into percentage, the State of Maharashtra has scored 8.70 per cent, West Bengal 72.10 per cent and Chhattisgarh 66.60 per cent. All the four parameters are highest in the State of Maharashtra followed by West Bengal. Out of the four parameters Chhattisgarh attains the third position in two parameters (Parameter 1 and 3). Andhra Pradesh and Assam attain the third position in one parameter each. National average of cumulative index is 5.07 and it is equivalent to 50.70 per cent. The cumulative index is below the national average in Jharkhand, Arunachal Pradesh, Jammu & Kashmir, Mizoram, Uttarakhand, Nagaland, Tripura, Punjab, Tamil Nadu, Uttar Pradesh, Meghalaya, Bihar, Manipur, Haryana, Kerala and Gujarat.

CHAPTER 4

Major Findings, Observations, Gaps, Recommendations and Conclusion

4.1. Major Findings & Observations

4.1.1. Involvement of Grassroots Level Governments in Planning

The scheme has been designed for the preparation of plans by the Panchayati Raj Institutions and Urban Local Bodies in a participatory mode. The Gram Panchayats and Urban Local Bodies were required to convene Gram Sabha / Area Sabhas/Ward Sabhas and assess the felt needs of the community. Moreover a baseline survey also was to be conducted. Before the conduct of Gram Sabhas the sensitization of the community had been done effectively in Assam, Bihar, Himachal Pradesh, Maharashtra, Odisha and West Bengal. In Maharashtra the Gram Panchayats and Urban Local Bodies only were involved in planning process while in Odisha only the Intermediate Panchayats were entrusted with the funds. Halqua Panchayats were not entrusted with the planning and implementation process in Jammu & Kashmir. The District Planning and Implementation Board had implemented the schemes in Mizoram. In the State of Jharkhand funds were provided to the Zilla Parishads only. In Assam the scheme was implemented through line departments and block development officers in the districts coming under 6th Schedule Areas while the steps for the decentralized planning were followed in the other districts. Though Gram Sabhas were involved in planning process, the implementation of the schemes was undertaken by Intermediate Panchayats and line departments in Tripura. In the States of Odisha and Tamil Nadu Intermediate Panchayats only had implemented the scheme. In the State of Kerala Gram Panchayats were provided funds based on the projects and no criteria for division of funds were followed. In Maharashtra Gram Panchayats only had planned and implemented the scheme while the other two tiers provided technical support and guidance.

Services of the technical support institutions were obtained in all the States but it was limited to the preparation of perspective plans and annual action plans for the first year only. The felt needs of the community had been identified through Gram Sabhas. The annual plans prepared by the Gram Panchayats were consolidated by the Panchayat Samitis including their own plans and in turn it had been consolidated at the district level incorporating the plans of the Zilla Parishads and Urban Local Bodies and the consolidated district plans submitted to District Planning Committees for approval. The district plans approved by the DPCs were submitted to the HPC for approval at the State level.

Out of the 712 local bodies across 28 States 324 had conducted baseline survey. Base line survey had been conducted by all the Gram Panchayats and Urban Local Bodies in Andhra Pradesh, Chhattisgarh, Haryana, Himachal Pradesh, Maharashtra and Meghalaya. More than 90 per cent local bodies had conducted baseline survey in the States of Manipur and Mizoram. Baseline survey had not been undertaken by the local bodies in Arunachal Pradesh, Jharkhand, Nagaland and Tripura. Below 20 per cent GPs/ULBs had conducted base line survey in Bihar, Gujarat, Madhya Pradesh and Uttar Pradesh. The national average of local bodies conducted baseline survey was 45.51 per cent. Cent per cent local bodies had consolidated the baseline survey in the States of Chhattisgarh, Haryana, Himachal Pradesh and Meghalaya.

More than 67 per cent of GPs/ULBs only had identified felt need from the Gram Sabha. All the local bodies in the States of Andhra Pradesh, Chhattisgarh, Himachal Pradesh, Meghalaya, Odisha, Tripura and West Bengal have convened Gram / Ward Sabhas and had identified the felt needs of the local community. More than 75 per cent local bodies had performed the exercise in the States of Kerala, Madhya Pradesh, Maharashtra, Mizoram, Nagaland, Rajasthan Tamil Nadu and Telangana. No attempt was made by the local bodies in Arunachal Pradesh and Jammu and Kashmir to ascertain the felt needs of the community. All the local bodies in the States of Andhra Pradesh, Chhattisgarh, Meghalaya, Odisha, Telangana and West Bengal had prioritized the projects in the Gram/Ward Sabhas. The prioritization was not conducted in Jammu & Kashmir and Mizoram. It is seen that 538 local bodies out of

the 712 visited had presented their annual action plans before the Gram Sabha/Ward Sabha. All of the Gram Panchayats in the States of Andhra Pradesh, Arunachal Pradesh, Chhattisgarh, Himachal Pradesh, Madhya Pradesh, Maharashtra, Meghalaya, Telangana, Tripura and West Bengal were presented Annual action plans. Only 37.08 per cent of the local bodies visited had convened special Gram Sabhas for implementation of the BRGF plan. Only 25 per cent of the visited local bodies had conducted social audit. All the local bodies had conducted social audit in Madhya Pradesh only. None of the local governments in the States of Andhra Pradesh, Arunachal Pradesh, Haryana, Himachal Pradesh, Jammu and Kashmir, Jharkhand, Kerala, Manipur, Meghalaya, Mizoram, Nagaland, Punjab, Sikkim, Tamil Nadu, Telangana, Tripura and Uttarakhand had conducted social audit of the scheme.

Out of the 6661 stakeholders interviewed 3153 had claimed that they had suggested works in the Gram Sabhas and 685 confirmed participation in the plan preparation activities. Only 5.60 per cent of the stakeholders said that they had associated with the implementation of work. More than 61 per cent of the stakeholders said that they were aware of the work and the approval of the action plan during the implementation.

4.1.2. District Plan

One of the objectives of the scheme was to strengthen local governance including its planning capabilities. District has been identified and accepted as the sub state level planning unit under BRGF. Moreover as per the provisions contained in article 243ZD District Planning Committees have been made mandatory at the district level. Detailed guidelines on district planning process have been issued by the Planning Commission also. The DPCs have to assess the resource envelop of the district and the same were to be communicated to the planning entities, so that all the centrally and State Sponsored Schemes can be incorporated in the consolidated district plans. Though such an attempt had been seen made in the perspective plans, the annual district plan prepared in every district were only a consolidation of annual action plans of the PRIs and the ULBs. But the scheme had contributed to the constitution of District Planning Committees in all the districts. It is observed that the DPCs lack a secretariat and poor expertise for the preparation of district plans. The District Planning Committees

except in West Bengal, Karnataka and Kerala are not having sufficient technical staff exclusively for district planning. Perspective plans were prepared by 36 districts out of the 52 visited. None of the districts visited had incorporated Centrally Sponsored Schemes (CSSs) and State Sponsored Schemes (SCSs) in their district plans. In the State of Mizoram, list of works were furnished to the Blocks by the Village Councils for consolidation and submission to the District Planning and Implementation Committee which directly had prepared the annual action plans, approved it and furnished to the High Power Committee. In Meghalaya, Manipur and Nagaland the village level bodies prepared the action plans which were consolidated by the Blocks and submitted to the DRDAs for consolidation with Urban Local Bodies and for submitted for approval by the District Planning Committees. In the State of Jammu Kashmir annual plans were prepared and approved by the District Planning and Development Committee but the *Pradhans* were consulted before the preparation of plans.

Out of the 52 districts visited assistance of Technical Support Institutions (TSIs) were obtained in 42 districts and the support was limited to the preparation of District Perspective Plans only.

4.1.3. Institutional Structure

The High Power Committees (HPC) had been constituted in all the States. The High Power Committees in West Bengal and Maharashtra had conducted periodic review meetings and regularly monitored the process and the HPC in Uttar Pradesh, Uttarakhand and Punjab had constituted a State level Programme Management Unit (PMU) to monitor and review the implementation of the scheme. BRGF turned to be a cause for the constitution of DPCs in the States like Andhra Pradesh, Assam, Jharkhand, Manipur, Punjab, Sikkim, Tripura, Uttarakhand, Maharashtra and Gujarat. In all the States, except the States coming under the Sixth Schedule, DPC had 'acknowledged' as the institution which was preliminary responsible for approval, monitoring and supervision of BRGF. In all the States where three tier PRIs exist except Maharashtra, Tamil Nadu, Arunachal Pradesh and Odisha the three tier Panchayati Raj Institutions had prepared and implemented plans under BRGF. In

Meghalaya, Mizoram, Nagaland District Development and Planning Committees had been constituted in place of DPC for approval and monitoring.

Though District Panchayats are having necessary administrative, technical and accounting functionaries for the planning, execution and monitoring of the scheme it had not been properly placed in the scheme implementation. In all the States the block development offices were actively involved in providing guidance, technical support and monitoring of the scheme. The plans were consolidated at the block level and BDOs have conducted review and monitoring meetings regularly. Block Resource Centres had been constituted in the States of Assam, Andhra Pradesh, Arunachal Pradesh, Chhattisgarh, Haryana, Himachal Pradesh, Madhya Pradesh, Maharashtra, Odisha, Rajasthan, Tamil Nadu and West Bengal.

To overcome the problem of deficiency in functionaries, the Panchayats can be augmented by appointing trained community level persons for agriculture, gender empowerment community volunteer and trained *barefoot engineers*. Out of the 712 local bodies visited only 32 local bodies had appointed additional staff.

4.1.4. Administrative and Technical Capabilities

Technical support had been provided to the Gram Panchayats from the Panchayat Samitis. Gram Panchayats in the States of Assam, Gujarat, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Rajasthan, Sikkim, Telangana, Tripura and West Bengal are having staff other than the Secretary to manage the activities of the Panchayats. One Secretary is holding the charge of a number of Panchayats in Arunachal Pradesh, Jharkhand and Uttar Pradesh. There is only one Secretary to manage the whole affairs of the Gram Panchayat in Andhra Pradesh, Bihar, Chhattisgarh, Haryana, Himachal Pradesh, Jammu and Kashmir, Odisha, Punjab and Uttarakhand. Functionaries for the technical activities are available in the Gram Panchayats in the States of Kerala, Sikkim and West Bengal.

Out of the 626 Gram Panchayats visited only 27 per cent had stated that they had adequate functionaries. All the Gram Panchayats in the States of Kerala and West Bengal are having functionaries while 91.67 per cent in Gujarat and 75 per cent in

Sikkim are having adequate functionaries. Out of the 86 Urban Local Bodies visited 69 are having adequate functionaries. All the Urban Local Bodies visited in the States of Andhra Pradesh, Gujarat, Haryana, Himachal Pradesh, Jammu & Kashmir, Karnataka, Kerala, Meghalaya, Nagaland, Punjab, Rajasthan, Sikkim, Tamil Nadu, Telangana, Tripura and West Bengal reported that they have sufficient functionaries.

More than 34 per cent of the visited Gram Panchayats and 25.58 per cent of the Urban Local Bodies received technical support for the baseline survey. None of the Gram Panchayats/local organizations received support in the States of Arunachal Pradesh, Gujarat, Jammu & Kashmir, Jharkhand, Madhya Pradesh, Nagaland and Tripura. More than 37 per cent of the local bodies are having functionaries aware of BRGF. Out of the 712 local bodies visited 482 had uploaded action plan in the plan plus. . All local bodies had uploaded their action plans in the States of Andhra Pradesh, Haryana, Himachal Pradesh, Jammu Kashmir, Madhya Pradesh, Meghalaya, Punjab, Tripura, Uttarakhand, Uttar Pradesh and West Bengal. More than 97 per cent of the assets verified were found in good quality and out of the 6661 stakeholders interviewed 93.60 per cent opined that the assets of which they were the beneficiaries were used fully. It is seen that 60.67 per cent of the local bodies only had maintained asset register. None of the local bodies visited in Arunachal Pradesh and Jammu Kashmir had maintained asset register.

4.1.5. Mitigation of Backwardness

Though the funds received by the Panchayats were comparatively less, all the planning entities had made efforts to mitigate the backwardness in infrastructure. The assets created were mainly roads, culverts, buildings for anganwadis and Panchayats and community halls. Out of the total works taken up in 712 local bodies 45.84 per cent works were related with road connectivity and 8.53 per cent related to drinking water. The investment pattern of local bodies varies from State to State. Drinking water projects including construction of bore wells had been undertaken by the PRIs. Buildings for primary health centres and schools also had been given priority in the service sector. Construction of civic amenities including community halls, resource centers, *Rajiv Gandhi Seva Kendras*, burial grounds, bus stands, parking grounds etc.

had contributed for the improvement of social status of the stakeholders/local community. The PRIs/ Local Organizations in the States of Arunachal Pradesh, Assam, Haryana, Jammu Kashmir, Kerala, Maharashtra, Manipur and Sikkim had invested funds in productive sector. Some local bodies had taken up projects in garbage disposal, street lighting, provision of markets, bus waiting shelters and public toilets. Out of the 712 local bodies visited only 323 (45.37%) had prepared plans to bridge the gaps. All the selected local bodies in the States of Andhra Pradesh, Chhattisgarh and Odisha had prepared plans to bridge gaps.

The size of funds received by the Gram Panchayats and Urban Local Bodies was comparatively very low and hence the projects undertaken by them also were small in size. The actual reasons for backwardness were not seen assessed. However, the assets created under the scheme had partially succeeded in improving social and physical infrastructure in the respective domain.

4.1.6. Convergence

Attempts to converge the scheme with other centrally/ State sponsored schemes (SSSs) had been made by only a few PRIs and ULBs. Out of the 2910 verified assets only 5.22 per cent of the assets were made in convergence with other funds. The local bodies visited in the States of Arunachal Pradesh, Bihar, Mizoram, Odisha and Sikkim had not made any convergence. More than 37 per cent of the assets verified in Punjab had made convergence followed by 28.95 per cent in Uttarakhand and 23.57 per cent in Telangana. In general, the PRIs had attempted convergence of BRGF funds with various sources of funds such as own fund, National Finance Commission Grants, MGNREGS, Other Centrally Sponsored Schemes (CSS), State Sponsored Schemes (SSS), MPLADS, MLA fund, funds from other tiers of PRIs and donations. Urban Local Bodies had converged their projects with their own funds and National Finance Commission Grants only. The construction of *Rajiv Gandhi Seva Kendras* in the States of Chhattisgarh, Himachal Pradesh, Karnataka and Uttarakhand are seen converged with MGNREGS. No attempts were made to converge the construction of community toilets with SBM funds in the visited local bodies.

In most of the States convergence had been noticed only funding of gaps in the investment for an asset from own fund of the PRIs/ULBs or from the funds received through National Finance Commission awards. Lack of clarity among the stakeholders in applying the concept of convergence and synergistic mode with other schemes was noticed.

4.1.7. Capacity Building under BRGF

Separate allocations of funds at the rate of one crore per one year for each BRGF district had been earmarked for capacity building. But none of the States covered under the study had fully utilized the capacity building funds. The total allocation of fund under capacity building was Rs.2313.00 crores and only 43.92 per cent of it was actually released. Out of the released funds the States had utilized 85.57 per cent. West Bengal was able to receive 83.78 per cent of the funds allocated and Sikkim, Nagaland and Maharashtra had received more than 70 per cent of the eligible fund. The State of Arunachal Pradesh, Chhattisgarh, Himachal Pradesh, Madhya Pradesh, Maharashtra Manipur, Mizoram, Punjab, Tamil Nadu, Tripura and West Bengal had utilized the whole amount received for capacity building. Jammu & Kashmir and Jharkhand had utilized only 58 per cent of the fund released. Out of the nine years of the scheme implementation, none of the 28 States were able to receive the eligible funds for every year. West Bengal was provided funds for eight years. Madhya Pradesh and Meghalaya were able to receive funds for seven years.

Innovative steps in training had been taken by the States of Maharashtra, Meghalaya, Nagaland and West Bengal. SATCOM facilities were established in the States of Andhra Pradesh, Assam, Chhattisgarh, Jharkhand, Karnataka and Maharashtra. In the States of Meghalaya and Nagaland earnest attempts are seen made to improve the capacity of village level bodies though there were no PRIs. Though the scheme had been designed to fill the critical gaps in development through participatory planning and strengthening of Panchayati Raj Institutions, almost all the States had given priority to the development of infrastructure, whereas the strengthening of Panchayati Raj Institutions and urban local bodies had largely been neglected.

4.1.8. Time Frame for the Completion of the Projects after initial Funding

The time frame required to complete a project is depended upon the size of the project. Most of the PRIs and ULBs had undertaken projects with less out lay and these are seen completed within six or eight months. Only the construction of building had taken more than eight months and it was due to the complicity in the nature of works rather than non-availability of funds. More than 65 per cent of the works verified were completed within eight months. More than 50 per cent of the works verified in Karnataka, Telangana and Andhra Pradesh had completed within two months. Only less than five per cent of the verified works were completed within two months in Arunachal Pradesh, Madhya Pradesh, Mizoram, Nagaland and Tripura. Only 17.35 per cent of the assets verified had taken more than one year for completion. More than 50 per cent of the assets verified in Jharkhand, Meghalaya and Uttarkahand had taken more than one year for completion. The works delayed are seen in districts where the PRIs especially the Gram Panchayats and village level bodies had not involved in the implementation process.

4.1.9. Fund Allocation

The funds were received at the State level by the concerned Finance Departments and transferred to the nodal departments. The nodal departments in all States were either Panchayat Department or Panchayati Raj and Rural Development Department. Funds were directly transferred to the accounts of the PRIs and ULBs in West Bengal and Madhya Pradesh. In the States of Maharashtra, Haryana, Manipur, Nagaland and Meghalaya the funds from the State were transferred to District Rural Development Agencies whereas funds were transferred to Zilla Panchayats in Karnataka, Punjab and Rajasthan. The several windows in the transfer of funds had caused some delays in most of the States. But funds have been transferred without any delay in the States of Maharashtra, West Bengal, Madhya Pradesh and Andhra Pradesh. Funds were allocated to the DRDAs in Odisha which in turn had redistributed the funds among Panchayat Samitis. In the States of Madhya Pradesh and West Bengal the funds were directly transferred to the accounts of the PRIs from the State level.

4.1.10. Quality of Assets

Most of the assets created by the PRIs and ULBs were seen completed in good quality. The field data revealed that out of the 2910 assets verified 25 assets was in best quality, 395 was in very good quality, 2429 was in good quality, 52 was in poor quality and nine was in very poor quality. Three assets in Haryana, two each in Karnataka and Telangana and one each in Arunachal Pradesh and Kerala were the very poor assets verified. The highest number of poor assets were found in Madhya Pradesh (15) followed by nine in Telangana, six in Haryana, three each in Jammu Kashmir, Karnataka and Uttar Pradesh, two each in Arunachal Pradesh, Jharkhand, Kerala and Maharashtra and one each in Gujarat, Meghalaya, Rajasthan, Tamil Nadu and West Bengal. Out of the 6671 community members interviewed 0.34 per cent opined that assets are in best quality, 8.09 per cent opined that assets are in very good quality and 88.79 per cent said that assets are in good quality. Only 2.41 per cent reported that assets are in poor quality and 0.36 per cent said that assets are in very poor quality. All the community members interviewed in the State of Assam, Chhattisgarh, Kerala, Meghalaya, Nagaland, Odisha, Punjab, Sikkim, Tamil Nadu, Tripura and Uttarakhand said that the assets benefited by them are in best, very good and good quality. Scheme implementation had allowed assuring quality in asset creation with verifying success. The implementation process had created an enabling environment which ensures participation, transparency and vigilance in the domain of public asset creation.

4.1.11. Utility of Assets

Out of the 2910 assets verified 2742 (94.23%) were fully used, 139 (4.78%) were partially used and 29 (1%) not at all used. Out of the 29 assets not used five were in Jammu & Kashmir, four in Telangana, three each in Kerala, Madhya Pradesh and Uttar Pradesh, two each in Haryana and Jharkhand. Only one asset each in the States of Arunachal Pradesh, Gujarat, Maharashtra, Meghalaya, Nagaland, Uttarakhand and West Bengal fall under the not at all used category. All the assets verified in the States of Andhra Pradesh, Chhattisgarh, Manipur, Mizoram, Sikkim and Tripura were fully used. Out of the 6661 community members interviewed 6235 (93.61%) opined

that the assets created are fully used and according to 5.43 per cent the assets are only partially used. The percentage of stakeholders who have opined that the assets are not at all used is only 0.96 per cent. All the community members interviewed in the States of Andhra Pradesh, Manipur, Sikkim, Tripura and Uttarakhand opined that the assets related to them are fully used. More than 90 per cent stakeholders had told that the assets are fully used in the States of Arunachal Pradesh, Assam, Bihar, Chhattisgarh, Gujarat, Haryana, Himachal Pradesh, Jharkhand, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Mizoram, Nagaland, Odisha, Punjab, Rajasthan, Tamil Nadu, Uttar Pradesh and West Bengal. Assets created under the scheme are long term physical pieces of community property which bridge the existing development gaps in the selected areas of villages and urban settings guaranteeing quality of social life.

4.1.12. Capacity of PRIs to Maintain the Assets

Generally, maintenance of assets is not the main concern of the agency that has created the assets as a result of which public assets are kept in poor status of maintenance. Out of the 712 local bodies visited 60.53 per cent are maintaining asset register and 54.92 per cent are keeping the register up to date. In the States of Arunachal Pradesh and Jammu Kashmir none of the local bodies maintain asset register. Though the assets verified in the PRIs and ULBs are in good quality these assets will require some form of maintenance in future. Most of the assets created are in Gram Panchayat and Urban Local Body areas. Urban Local Bodies generally have own sources of revenue and hence are capable to maintain the assets. But in the case of rural areas, all the three tiers PRIs (in majority of States) had created assets in the geographical area of the Gram Panchayats and the liability of maintenance was vested with them only whose own sources of revenue was insufficient for meeting the maintenance cost. Yet, it had been noticed that the maintenance of assets were undertaken by certain Gram Panchayats using own funds and the awards from the National Finance Commission. Out of the 2910 assets physically verified 94 assets (3.23 %) required maintenance. The local bodies in the State of Karnataka and the Village Council in the State of Meghalaya had earmarked necessary funds from their own funds for maintenance

4.1.13. Social Audit

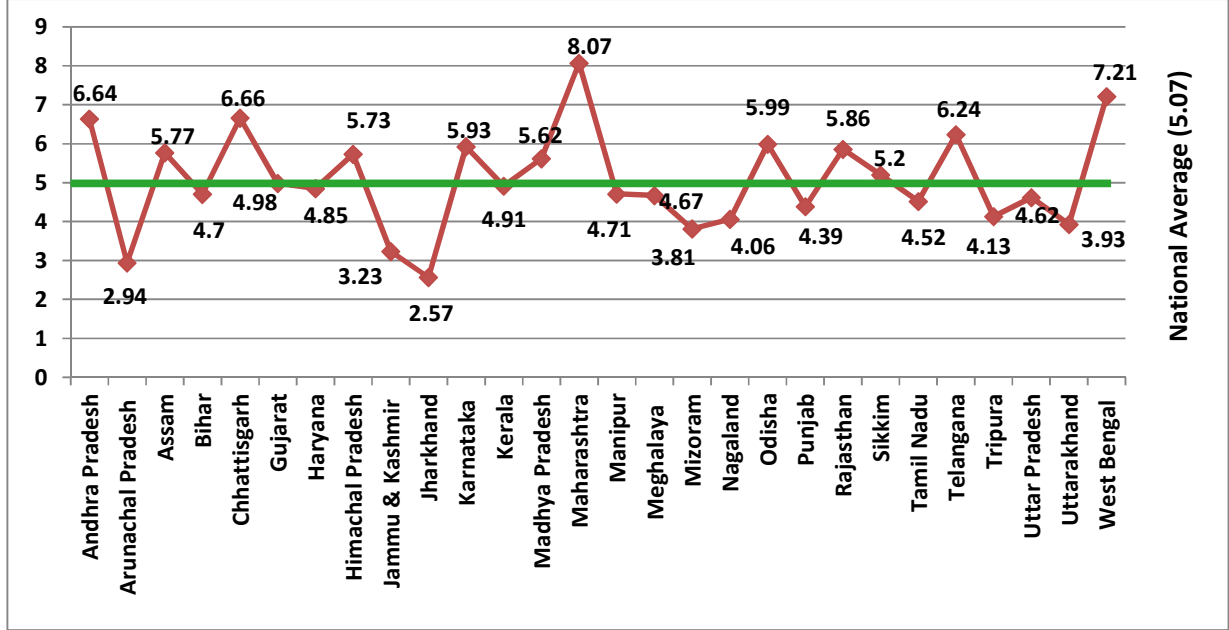
Social audit has been recognized as a mechanism for effective monitoring by the stakeholders for public works. Out of the 712 Gram Panchayats and Urban Local Bodies visited only 27.53 per cent had conducted Social Audit. All the local bodies had conducted Social Audit in Madhya Pradesh. More than 92 per cent of the local bodies had conducted social audit in Maharashtra followed by 85.71 per cent in Chhattisgarh, 53.57 per cent in Rajasthan, 50 per cent each in Assam, Telangana and West Bengal and 46.15 per cent in Sikkim. Out of the 5858 rural stakeholders only 20.50 per cent of stakeholders affirmed that social audit of the scheme had been conducted. More than 61 per cent has told that social audit had not been conducted while 17.82 per cent told that they are unaware of whether social audit was conducted or not. More than 91 per cent of the stakeholders in Rajasthan affirmed that social audit had been conducted. The performance of local bodies in the conduct of social audit seems to have a link with the performance of Gram Panchayats and trainings imparted to the elected representatives and functionaries. It was seen that the message given through the guidelines were not fully internalized by the implementing entities.

4.2. Cumulative BRGF Performance Index of the 28 States

The BRGF Cumulative Performance Index has four parameters and it is the summation of the parameters of the fulfilled objectives of BRGF. (For more details refer Chapter 3). They are (i) Assessment of whether BRGF helped to bridge critical gaps in local infrastructure and other development requirements which are not being adequately addressed through existing inflows, (ii) Assessment of whether the BRGF schemes strengthened Panchayat and Municipality level governance with appropriate capacity building and facilitated participatory planning, decision making implementation and monitoring that reflected local needs, (iii) Assessment of professional support provided to local bodies towards planning, implementation and monitoring under BRGF, and (iv) Assessment of the improvement in performance and delivery of critical functions assigned to Panchayats and Municipalities and counter possible efficiency and equity losses an account of inadequate local capacity. As per the methodology adopted and its measurement, the States have achieved the position

in the ‘Cumulative BRGF Performance Index’ with different score value between 8.07 (Maharashtra) and 2.57 (Jharkhand) (on the scale of 0-10). The Cumulative BRGF Performance Index of 28 States is shown in the Figure No. 4.1.

Figure No.4.1 Cumulative BRGF Performance Index of 28 States



Source: Table No.3.29

4.3. GAPS Identified and Recommendations

Sl. No	Area	Gaps	Recommendations
14.	Extent of Grass Roots Level Local Governments in Planning	viii. Sensitization of the local community not conducted effectively	h) Sensitization of the local community should be conducted at the State and district level through printed and electronic media
		ix. Baseline survey for need assessment was not properly done	i) A baseline survey in a participatory manner leading to a rich data base may be stipulated in similar programmes
		x. Baseline survey has not been consolidated and analyzed to assess the problems and possibilities	j) Prior to the initiation of such a programme sensitization of the community is a prerequisite. The Elected Representatives and functionaries are to be trained
		xi. Baseline survey in some States were conducted by the TSI without active involvement of people	k) Baseline survey by Gram Panchayat and Urban Local Bodies with peoples participation to be made mandatory
		xii. Gram Panchayat /ULB Level Perspective Plans not seen prepared	l) The Gram Panchayat and ULBs are to be trained to prepare a Village Level/Municipal Level Perspective Plan
		xiii. Only annual actions plans have been prepared based on the wish lists of the Gram Sabha / Area Sabha/ Ward Sabha and Elected Representatives	m) Annual plans shall be prepared based on the priorities fixed in the Village/Municipal level perspective plans
		xiv. Participation of people in the Gram Sabha/ Area Sabha/ Ward Sabha is comparatively less	n) The proposals given by the Gram Sabha/ Area Sabha/ Ward Sabha should form the annual action plan
15.	The Quality of District Plans	ix. The task of preparation of district plans were fully entrusted with the Technical Support Institutions(TSIs)	i) District plans should be prepared by the District Planning Committees with the support of Technical Support Institutions (TSIs)
		x. PRIs and ULBs are not referring to the perspective plans prepared at the time of preparation of annual plans	j) The PRIs and ULBs are to be involved actively in the preparation of District plans

16.	Institutional Structures and Quality of Programme Management	xi.	District plans are only a consolidation of action plans of PRIs and ULBs	k)	Resources available with the Line Departments and the resources anticipated for Centrally and State Sponsored Schemes are to be assessed by the DPC. Resource envelops to be informed to each planning entities in advance. All schemes implemented at the implementing agency level to be included in the district plans
		xii.	Services of TSIs were received only for the first year in most of the States	l)	If the service of the TSIs are employed it should be continued for all the years or till the PRIs and ULBs demand for technical support in planning
		xiii.	At the district level the monitoring was done chiefly by the CEO of the Zilla Parishad or the District Collector	m)	A planning cell consisting of experts may be constituted under the direct control of the DPC and it should be entrusted with the task for monitoring, evaluation and providing guidance
		xiv.	Lack of clarity and practical experience among major actors in district plan	n)	Elected members at the District level and District level functionaries of all line departments are to be trained for district planning
		xv.	District level head of Line Departments had not involved in the planning process.	o)	District and block level officials of the line departments are to be imparted training on district level planning
		xvi.	DPCs are not having necessary technical capacity for planning	p)	Technical capacity of the DPCs are to be strengthened
		vi.	The frequency of meetings of the high power committee was very limited. The minutes of the meetings of the HPC were not available in any of the States	i)	Attempts may be made to conduct regular HPC meetings and the details of the meetings may be placed in the public domain in similar cases
		vii.	In almost all the States except in West Bengal and Maharashtra DPCs have not attempted to review the planning and implementation process in a regular basis .	j)	Since the State level heads of departments and the Chief Secretary are vested with numerous tasks the constitution proposed for HPC may be reconsidered.
				k)	DPCs may be provided with a secretariat or a special

17.			planning cell to perform its responsibilities
		viii. At the District level there are multiple institutional structures. In some States the District Collector has monitored the programme while in some other States the CEO of the Zilla Parishad and in majority of States District Rural Development agencies. The roles of each entity is not clear in the domain of the governance of BRGF	l) Role clarity and responsibility may be ensured among the major actors at the district level
		ix. At the Block level though there are two institutional structures viz. the Block Development Officers and the Panchayat Samitis, the roles of each were not clear.	m) Programme management units at the block level chaired by the Chairpersons of the Panchayat Samitis may be made mandatory like the Taluk Programme Management Units (TPMUs) in the State of Gujarat
		x. HPC and DPCs acted only as plan approving agencies	n) Role of DPCs and HPCs should change from approving agencies to guidance co-ordination and providing support for the decentralized planning
	Administrative and Technical Capabilities of the Agencies towards Planning and Executing Various Activities	x. The five per cent funds earmarked for strengthening the institutional infrastructures and functionaries not utilized except in Maharashtra and West Bengal	h) Clear guidelines for utilizing the five per cent funds may be issued
		xi. The real factors for backwardness of the area (economic, socio-cultural, educational and health) has not been analyzed and the projects were limited to infrastructure development though there are some exceptions in certain States.	i) The reasons for the backwardness of the district as a whole and specific areas to be assessed by the District Planning Committee and areas of intervention to be informed to the planning entities
		xii. The planning entities have not attempted the possibilities of pooling of funds from other Centrally and State Sponsored Schemes.	j) The planning entities especially the Gram Panchayats and ULBs may be made aware of the CSS and SSS implemented in their areas
		xiii. The CBOs/NGOs are seen placed out of the	k) The CBOs/NGOs may be incorporated in the

			orbit of the scheme.		planning process in future schemes.
		xiv.	The technical and higher educational Institutions were not considered for providing technical support	l)	The technical and higher educational institutions in each districts/areas may be associated with the planning process in future schemes
		xv.	There has not been any rural urban linkage in planning	m)	DPCs may be made competent to establish rural urban linkages in planning
		xvi.	None of the planning entities have considered the human resources available to be utilized for development scheme	n)	The PRIs may be directed to consider human resource available as a resource for planning
		xvii.	No vision document prepared at the sub district/GP/ULB level	o)	It should be made mandatory for the GPs / ULBs and intermediate Panchayats to prepare vision document and perspective plans at their level.
		viii.	Annual plans were prepared only for the amount allocated for the scheme	p)	The planning entities are to be directed to prepare plans without considering the allocation and after preparing the annual plan covering all sectors funds to be provided to each project from all the resources available including MGNREGS, SBM, own fund, etc.
18.	Mitigation of Backwardness	iii.	The real factors for backwardness had not been assessed	c)	Factors of backwardness are to be assessed and schemes may be prepared to mitigate the same
		iv.	Mostly the plans were focused in infrastructure development	d)	It is better to fix a range with maximum and minimum for the investment in the domain of infrastructure.
19.	Convergence and Synergic Mode	v.	Actual convergence and synergistic mode was not seen applied in the implementation of projects	h)	The preparation of plans and action plans are done at various times under the CSS and SSS. Hence the planning entities may be directed to prepare their plans before the end of the previous financial year
		vi.	MGNREGS, the most potential scheme for convergence in the construction of infrastructure facilities had not been utilized except by a limited number of PRIs	i)	Special incentives may be provided for the PRIs and ULBs in proportion to the pooling of the funds from other schemes to their projects

20.	Training Component under Capacity Building	vii.	The possibilities of convergence with SBM funds even for toilet construction not seen explored	j)	Convergence with MGNREGS may be made mandatory for undertaking infrastructure projects like roads, drainages, platforms etc.
				k)	Convergence with SBM fund may be made mandatory for construction of toilets and solid waste management projects
				l)	Audit should be mandated to take the projects implemented under various schemes and the possibilities and lack of convergence.
		viii.	Lack of awareness of other schemes and experience for convergence	m)	The possibilities and availability of funds for Centrally and State Sponsored Schemes may be communicated to Gram Panchayats and ULBs in advance
				n)	Training on different CSSs and SSSs and the practical side of convergence may be imparted to the Elected Representatives and functionaries
		x.	All the States under this review failed to absorb the capacity building funds fully	l)	After initial funding, the Capacity Building Fund is to be provided on demand
		xi.	The provisions to impart functional literacy programme has been utilized in Maharashtra and Meghalaya only	m)	Special allocation may be provided for the functional literacy programmes for Elected Representatives
		xii.	Training was not a continuous process in most of the States	n)	Basic orientation programme and refresher courses are to be conducted for Elected Representatives every year.
		xiii.	The number of Elected Representatives and officials are very high and the training agencies especially the State Institute of Rural Developments are not having the capacity to effectively address the training need	o)	NGOs, Universities, Research Institutions and Colleges may be accredited to impart training and specific regions assigned to them
		xiv.	Capacity Development plans were not prepared based on a need assessment	p)	Need assessment may be made mandatory to approve the plans for capacity building

			xv.	Trainings were limited to a few number of subjects	q) Helplines as in Maharashtra and West Bengal are to be started at the State level and District level
					r) The effectiveness of training assessment should be linked with the improvement of performance of the PRIs
			xvi.	The quality of capacity building not seen monitored	s) Capacity Building activities are to be monitored at the State level by HPC or the Nodal Department
			xvii.	Elections to the PRIs are conducted after each five year period but trainings limited to the initial periods of introduction of the scheme	t) After each general election to the PRIs the training programmes are to be conducted
					u) Effective training on convergence to be provided
			xviii.	The academic institutions not incorporated in the capacity building process	v) Academic institutions may be empanelled. The empanelled intuitions may be given space to conduct capacity building exercise as per the requirements.
21.	Time taken to Complete Work	Frame to the	ii.	Construction works such as Shopping Complexes, Buildings for Gram Panchayats and Anganwadis took more time	d) There may be a special pathway analysis to time taken under the scheme
					e) Intricacies of works under construction activities may be released
					f) There should be some incentive for expenditure within or before time.
22.	Fund Allocation		vii.	The fund allocating windows (State, District/Zilla Parishad, Panchayat Samiti) caused certain delay in the allocation	g) Direct transfer of funds to the PRIs and ULBs accounts from the State as in Madhya Pradesh and West Bengal may be followed
			viii.	The allocation not informed in advance	h) Early announcement of budget figures may be ensured
			ix.	Parking of funds (at the Finance Department/ Nodal Department/ Zilla Parishads) noticed in some States	i) The time frame prescribed in the guidelines may be followed strictly

23.	Quality of Assets	x.	Gram Panchayats not provided with funds in Odisha, Jharkhand and Chhattisgarh, Tripura, Jammu & Kashmir, Arunachal Pradesh and Uttarakhand	j)	Funds should be provided mainly to Gram Panchayats. Implemented by Gram Panchayats and payment by Blocks (as in Chhattisgarh) may be avoided
		xi.	Sub plans for SC/ST/ women as stipulated in the guidelines not prepared in majority of States	k)	The monitoring agencies should monitor of the sub plans prepared and the funds allocated to the sub plans.
		xii.	There is wide variation in the per capita funds received by various States. Smaller States received more per capita funds while larger States received less per capita fund.	l)	Some suitable criteria may be adopted for the fund allocation
		ii.	Quality of assets constructed by external agencies for the Gram Panchayats (as in Jharkhand and Uttar Pradesh) are poor	d)	Provisions may be made for quality management system
				e)	Social audit to be strengthened and popularized
				f)	The services of National Level Monitors may be considered
24.	Usage of Assets	ii.	A limited number of assets are seen not used or partially used in various States	c)	Special teams may be constituted at the Block and District level for vetting of projects
25.	Capacity to Maintain Assets	iv.	All forms of assets need maintenance. Dearth of resource is the major reason for poor maintenance of assets	d)	The implementing entities may be directed to pay special attention to make the assets fully used
		v.	Deficit in capacity to maintain assets by the concerned agencies, shortage of technical personnel and over emphasis of political expediency over economic rationality is the other reasons	g)	Maintenance of assets may be considered as a step in the planning process
		vi.	Non maintenance of asset register	h)	Separate allocation may be suggested for maintenance
				i)	The implementing entities may be properly trained to maintain assets
				j)	The maintenance of assets register may be made mandatory for all PRIs and ULBs

26.	Social Audit	iv.	The social audit system is not very effective in ULBs	k) Maintenance of assets may be separate component under capacity building and training (CB & T)
				l) The PRIs and ULBs may be inspired to augment the collection of own resources by providing incentives
		v.	Lack of awareness on social audit	e) Social audit may be ensured as in the case of MGNREGS
				f) Special training programmes on social audit may be conducted
		vi.	Receipt, utilization of funds and the works have been monitored; but the processes of plan formulation, transparency, people's participation etc have not been monitored.	g) Awareness on social audit may be conducted among the general public through the medias
				h) The monitoring agencies at the higher level should be mandated to monitor the planning process also.

4.4. Conclusion

The major four objectives of BRGF are seen fulfilled to some extent in the 28 States covered in the study. The parameters such as mitigation of backwardness, quality and utility of assets, filling of gaps in infrastructure are seen fulfilled in various degrees in all the selected States. The formation of District Planning Committees (DPCs) as per the provision of article 243 ZD may be measured as another contribution of BRGF. The Panchayati Raj Institutions and the Urban Local Bodies, for the first time, has been involved in the planning process with definite steps. The assets under the scheme are seen created within the time limit. The capacity building process has become a tool for empowering the Elected Representatives of the PRIs and ULBs. The capacity building process and training has made a long standing impact and has contributed much to the preparation of Gram Panchayat Development Plan (GPDP) in the respective States under the 14th Finance Commission. There is goodwill towards the scheme from all the stake holders. Moreover a high demand is seen for a scheme like BRGF among the functionaries of PRIs and ULBs from all the States. Therefore, it may be suggested to revive the scheme by addressing the identified gaps and incorporating the above mentioned recommendations.
