

**Part I**

**Report  
on**

**Understanding Capacity of Gram-Panchayats  
in the BRGF Districts of  
Bihar, Orissa and Chhattisgarh**

**Submitted to:**  
**Ministry of Panchayati Raj**  
(Govt. of India)

**Submitted by**



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## EXECUTIVE SUMMARY

The introduction of Panchayati Raj system signified the beginning of a new era of participatory development and laid the foundation of 'democratic decentralization' to:

- promote people's participation in rural development programmes;
- provide an institutional framework for popular administration;
- act as a medium of social and political change;
- facilitate local mobilization; and
- prepare and assist in the implementation of development plans.

The Gram Panchayat plays a significant role in the democratic decentralization process, as it is the institution at the bottom level of the system; drawing villagers closer to participate in decision-making instances. The path of decentralization has been successful in some parts of the country; but disparities are present in certain regions/districts in terms of effectiveness of implementation, functioning of the Panchayati Raj Institutions (PRIs), and self-generated development initiatives.

In the light of above, a detailed study/survey on understanding capacities of gram-panchayats in the BRGF Districts for development initiatives was undertaken by Drishtee Foundation, with a grant support from the Ministry of Panchayati Raj (Govt. of India), vide their Letter No. T-11013/10/2007-Trg dated 31.3.2007.

For this an exhaustive survey was undertaken at gram-panchayat level, during April 2007 to January 2008, in the backward districts of 3 identified states - Bihar, Orissa and Chhattisgarh. The primary focus of the study was to understand the capacities of gram-panchayats for development initiatives and help design/develop training needs for building capacity of elected members of gram-panchayats; a tool towards good governance and local level development

As a part of the study, a Gram Panchayat level survey was undertaken in total 4292 Gram-Panchayats (GPs), out of total 4320 GPs planned, in the BRGF districts of the three identified states - Bihar, Orissa and Chattisgarh. A break up of the Surveyed Districts and GPs in the three States is presented below.

### Surveyed Districts and GPs in the three States

Sr. No.	State	BRGF Districts nos. covered	GPs Planned	GPs Surveyed		Shortfall In GPs
				Phase I	Phase II	
1	Bihar	13	2820	2502	216	28
2	Orissa	09	1000	1000	44	-
3	Chhattisgarh	06	500	504	26	-
	<b>Total</b>		<b>4320</b>	<b>4006</b>	<b>286</b>	<b>28</b>

The survey was carried out in two phases: in Phase-I primary data was gathered from GPs on one-to-one basis, while in Phase-II visits were made to few good and poor governance GPs in the three states, for focused group discussion of GP members.

Main findings/conclusions from the study, coupled with the learning from a SWOT analysis, include:

(i) Panchayat members do not take self-initiatives on generating development programs, nor are they aware on the village development process and local resource mobilization, taxation, etc.

(ii) The needs of villagers are not assessed for development initiatives, it is as per GP Pradhan's choice which suits his needs or as pressured by the dominant caste groups.

(iii) The structure created for people's participation is adequate, but the processes are not adhered to as required, and hence needs supervision to ensure proper utilization of institutional tools.

(iv) Most of the time the meeting agenda is not discussed and passed from the gram sabha by a handful of dominant people in GPs. This procedure is followed quite frequently by the Pradhans/Secretary.

(v) Representation of women, backward castes like SC/ST is only on paper. Dominance of various caste groups, unsocial elements and factional fights hinders the functioning of the gram-panchayats for rural development.

(vi) Greater inclusion of common people in decision-making processes is needed; making use of already existing Gram Sabha; seeking to increase participation of minorities (women and backward castes).

(vii) Policy level changes are required to: a) properly assess the developmental needs of community/panchayat-stakeholders and improve the allocation and utilization of funds; b) increase administrative control in order to have an effective system of accountability of elected representatives.

(viii) Majority of GP members reported that they did not receive training, and if some Pradhans did receive training, it was inadequate as it was only for a day.

(ix) State-wise comparison reveals, Bihar is the most backward state of the three states studied. Chhattisgarh is better among all the three states. Orissa has a long history of PRI in the state and therefore the Gram Pradhans were more aware of their roles than those from other two states.

(x) Avg. Budget allocation per GP shows that there is disparity in the distribution of funds per GP from state to state; Bihar receiving the lowest amount per GP as compared to other states.

Weak leaders, delay in funding process, lack of understanding of roles and responsibilities of the elected representatives, overindulging officials, excessive political interference, lack of training, poverty, illiteracy and negligible participation of women are the main issues which needs immediate attention in order to empower the Gram panchayats in the BRGF districts. Thus, the panchayats in the BRGF districts of these three states have great room for improvement and require capacity building.

A SWOT analysis was also undertaken to understand the strengths, weaknesses, opportunities and threats for effective functioning of Gram Panchayat in backward districts. This helped in designing the training guidelines/framework for capacity building of gram-panchayats.

Taking into consideration the learnings and insights gained from the GP level survey, secondary research and the SWOT Analysis; a Training Guidelines/Framework for capacity building of gram-panchayat stakeholders is suggested in this report, based on three approaches - (i) Bottom-up approach, to build the Attitudes, Skills and Knowledge of GP members; (ii) Partnership/Handholding approach, to strengthen the relationships between organizations working at the GP level; and (iii) Community Organizing approach, to draw community members into a greater participation in the development of their villages.

The study report consists of two parts: the Part-I contains the summary findings in respect of capacities in gram-panchayats and the SWOT Analysis, and the Part-II highlights the approaches and training guidelines/framework required for capacity building of the stakeholders of gram panchayat, in these backward districts.

This study report, on survey findings and training guidelines for capacity building of Gram Panchayats in BRGF Districts, is being presented to the Ministry of Panchayati Raj (Govt. of India). Based on the study report, the government can plan its support towards implementation of the capacity building measures/training guidelines in the gram-panchayats of backward districts. Additionally, the GP level data compiled for 4292 GPs shall be useful to the Ministry for sharing it on Govt.'s Panchayat Portal for beneficiaries.

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**1.1 Background**

India lives in its villages, and therefore the concept of good governance has assumed a greater significance. Even more, as the country now spreads over 608 districts, 5906 intermediate/mandal panchayats, and 2,69,671 village panchayats, the government at the centre and in the states are welfare oriented. Although billions of rupees are pumped into the rural areas for the welfare of the rural masses by the centre and the states, all is not well at different levels of governance and more particularly at the gram-panchayat level in the BRGF districts.

For good governance, there are certain indicators like morality, accountability, responsive, transparency, people's participation, equity, welfare orientated and above all corruption free. And to understand it at the grassroot level requires an in-depth study, particularly on the capacities and roles of gram-panchayats in rural development.

The recent study undertaken in the BRGF Districts of three states, focuses primarily on understanding the capacities of gram-panchayats for development initiatives and to help design/develop training needs for building capacity of elected members of gram-panchayats; a tool towards good governance and local level development. For this an exhaustive survey was undertaken at gram-panchayat level, during April 2007 – January 2008, in the backward districts of three identified states - Bihar, Orissa and Chhattisgarh.

**1.2 Panchayati Raj - Institutional Vehicles for Development**

Panchayati Raj Institutions (PRI) – the grass-roots units of self-government – have been proclaimed as the vehicles of socio-economic transformation in rural India. The Ministry of Panchayati Raj in its effort to strengthen the PRIs, has taken several important steps in addressing and advocating the regional imbalances and inter-state inequalities in the conduct of the Panchayati Raj Institutions. The Mid-Term Appraisal of the Tenth Five Year Plan highlighted that regional imbalance had increased, particularly over the past 15 years. Therefore, Backward Regions Grants Fund (BRGF) has been designed to redress these imbalances in development. The fund is aimed at catalyzing development in backward areas by: (a) providing local infrastructure; (b) promoting good governance and agrarian reforms; and (c) converging - through supplementary infrastructure and capacity building - the existing development inflows into these districts as part of a well conceived participatory district plan. To achieve the stated objectives there should be decentralized governance vis-a-vis good governance.

### **1.3 About the Study**

As a part of the total study, a Gram Panchayat level survey was undertaken in total 4292 GPs (gram-panchayats), out of 4320 GPs planned, in the BRGF districts of the three identified states - Bihar, Orissa and Chattisgarh.

- In **Bihar**, for the study purpose, a total of 2718 GPs were randomly selected from the 13 BRGF districts out of 36 BRGF districts in the state.
- In **Orissa**, a total of 1044 GPs were randomly selected from the 9 BRGF districts out of 19 BRGF districts in the state.
- In **Chhattisgarh**, a total of 530 GPs were randomly selected from the 6 BRGF Districts out of total 13 BRGF districts in the state.

The GP level survey was undertaken in two phases: In Phase-I primary data was gathered from GPs on one-to-one basis, while in Phase-II visits were made to few good and poor governance GPs in the three states for focused group discussion of GP stakeholders. Together, in both the phases, a total of 4292 GPs were covered in the three states.

This study report contains summary findings on the gram-panchayats surveyed, its effectiveness towards socio-economic development, the limiting factors and constraints that need attention vis-à-vis capacity building of the elected members in the GPs - for better self-governance and planning/implementation of schemes and programmes for development.

The report consists of two parts: the Part-I contains the survey findings in respect of capacities in gram-panchayats and discusses the issues and gaps in the light of best practices gathered from various other states to address these issues. The findings help to draw attention on critical facts regarding socio-economic status in the surveyed GPs. Based on the learning from the survey and its analysis, the Part-II of the report highlights the approaches and training guidelines/framework that are required for capacity building of the stakeholders of gram panchayats, in these backward districts.

### **1.4 About Drishtee Foundation**

*Drishtee Foundation*, a not-for-profit organization, is working in the domain of ICTs for rural communities to harness the potential of ICTs for increasing opportunities for the disadvantaged/grassroots people - using 'institutional approach' and 'institutional linkages' to empower, build capacity and help access technology-led developmental services for their well-being and sustained

development. Its activities encompass **Research, Promotion, Projects Implementation** activities, in rural India.

At present DF's programs/initiatives, for the rural community, is running across 15 Districts of 5 States in rural India and caters to rural users. Each initiative undertaken in the verticals of education, health, water, micro-finance, rural BPO, etc. at village level has impacted the rural community and has also initiated a change process towards betterment; enriching lives in rural areas.

### **1.5 Project Overview**

A detailed study/survey, on understanding Capacities of Gram-Panchayats in BRGF Districts for development initiatives, was undertaken by Drishtee Foundation with the grant support from the Ministry of Panchayati Raj (Govt. of India), vide their Letter No. T-11013/10/2007-Trg dated 31.3.2007.

The primary objective of this study is to understand the capacities of gram-panchayats for development initiatives and help design/develop training needs for capacity building of gram-panchayats in backward districts. As a part of the study, a gram-panchayat level survey was undertaken for the proposed 4320 GPs in the BRGF districts of the 3 identified states - Bihar, Chhattisgarh and Orissa.

As per the scope of study and taking into consideration the three-tier structure of PRIs, the study needed a detailed survey to understand the capacities and problems/issues in all the proposed 4320 nos. Gram Panchayats (GPs) spread out in three states of Bihar, Orissa and Chhattisgarh.

### **2.1 Study Objectives**

The main objectives of the survey constitute the following:

1. To collect, compile and share Gram-Panchayats data on the government's Panchayat Portal, so that it benefits the panchayat and its beneficiaries.
2. To understand the capacity of the gram-panchayats and the best practices, so as to help design a comprehensive training manual for capacity building of GP members.

### **2.2 Research Methodology**

Following methodology was adopted for the study/survey project :-

- Design the detailed Survey Questionnaire.
- Pilot test the designed questionnaire in 2 GPs of Buxar district (Bihar).
- Restructure and finalize the Questionnaire based on the test inputs.
- Design Application Software for data entry purpose.
- Conduct Survey (Phase-I) in planned 4320 GPs of Bihar, Chhattisgarh and Orissa.
- Carry out Secondary Research on PRIs as-well-as on Best Practices and Training programmes prevailing for good governance and for rural development.
- Scrutinize and cross check the survey data received.
- Data entry of the survey data collected from GPs.
- Data Analysis and Data-Tables generation, using software.
- In Phase-II Survey - to identify, visit and study 2-3% of surveyed GPs (from phase-I) that demonstrated either poor or good governance practices.
- Document the Training Guidelines/Framework for GPs in BRGF districts.
- Prepare the Final Study Report.

For the above, a strategic plan including resource planning and detail project scheduling was prepared, for timely deployment of necessary resources. A dedicated Project Team, from planning to complete execution, which included field executives/surveyors, software developers, data-entry staff, analysts and

researchers were deployed. The survey was conducted through trained surveyors to administer the questionnaire in all GPs to collect data/responses for necessary analysis. An On-line Application Software was developed for data-entry and data-processing purpose. Quality checks performed by a special team on survey data/responses collected as-well-as on data entered.

The primary survey was carried out in two phases: In Phase-I primary data was gathered from GPs on one-to-one basis, while in Phase-II visits were made to few good and poor governance GPs, in the three states, for focused group discussion with GP members.

### **2.3 Project Period & Activities**

**Project Period:** 01 April, 2007 to 10 March, 2008

A brief on the project activities undertaken for the study purpose is provided below in the table, for understanding the major activities and their duration.

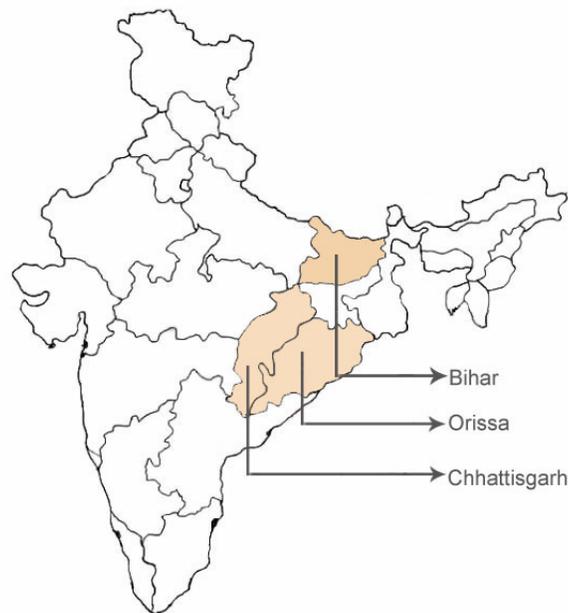
<b>Activities</b>	<b>Activity Duration</b>	<b>Output / Outcome</b>
1. Planning the major activities and resources for the project	01Apr - 10Apr 2007	Project Plan
2. Draft Questionnaire design	14Apr - 30Apr 2007	Draft Questionnaire
3. Secondary Research	01May - 30Aug 2007	Best practices prevalent in other states
4. Test the questionnaire in two identified GPs (of Buxar)	05May - 10May 2007	Test result on Qre.
5. Finalizing the survey questionnaire and Print	13May - 15May 2007	Final Questionnaire
6. Software design for data entry	15May - 20Jul 2007	Data entry software
7. (Phase-I) - Conduct Survey in 4320 GPs in BRGF districts of Bihar, Chhattisgarh and Orissa	16May - 30Nov 2007	Survey data on GPs (interruptions delayed the activity completion)
8. Filled questionnaire verification	15Oct - 30Nov 2007	
9. (Phase-II) - Visit 2-3 % of the surveyed GPs which demonstrate good or poor governance.	05Dec - 22 Dec 2007	Understanding reasons on governance & practices
10. Survey Data Entry in software	01Oct - 22Dec 2007	Structured data for analysis
11. Data Analysis & Data Tables	26Dec - 25Jan 2008	Analyzed data tables for report
12. Documenting the Training Guidelines/Contents for GP Members	15Jan - 10Feb 2008	Training Manual for Capacity Building of GPs
13. Final Report preparation	15Feb - 10Mar 2008	Final Report

### Impediments faced during survey:

- Non participative attitude of Panchayat Pradhans in many GPs in furnishing complete survey data.
- Certain GPs, in all the three states, required 2-3 visits for interviews/collecting responses from Pradhans/members.
- Incessant Rains in all the states and Floods in many parts of Bihar, delayed the completion of survey activities.
- Un-accessible road conditions in many parts of survey districts.

### 2.4 Survey Districts and GPs Covered

In the two phases of primary survey, a total of 4292 GPs were covered (out of 4320 GPs planned) from the states of Bihar, Orissa and Chhattisgarh; Remaining 28 GPs (of Bihar) were left out due to the constraints faced during survey, which has been mentioned above.



The table below shows state-wise the backward districts with their GPs numbers that were subjected to survey in these states..

**Table : Surveyed Districts and GPs in the three States**

Sr. No.	State	BRGF Districts nos. covered	GPs Planned	GPs Surveyed		Shortfall In GPs
				Phase I	Phase II	
1	Bihar	13	2820	2502	216	28
2	Orissa	09	1000	1000	44	-
3	Chhattisgarh	06	500	504	26	-
	<b>Total</b>		<b>4320</b>	<b>4006</b>	<b>286</b>	<b>28</b>

The total numbers of panchayats, at each level, for the three identified states are as tabulated below.

**Table: State-wise Number of Panchayats at each level**

Sr. No.	State	Total BRGF Districts in state covered	Zilla Parisads	Panchayat Samitis	Gram Panchayat
1	Bihar	36	38	531	8471
2	Orissa	19	30	314	6234
3	Chhattisgarh	13	16	146	9139

### BRGF Districts Surveyed

The BRGF districts covered under survey were selected based on certain criteria and aiming at better representation of the backward districts in that state. The Figures 2.1, 2.2 and 2.3 depicts the BRGF Districts and the Number of GPs covered in each state, for the study purpose.

#### Bihar:

Bihar is located in the eastern part of the country and spread across 94,163.00 sq kms. With a population of approx. 90 million, 37 million of them below poverty line, the state has a per capita income of around Rs. 6,400, representing one of the most densely populated agglomerations of poor people. The state has total 8471 gram-panchayats.

For the study purpose, a total of 2502 GPs were randomly selected from the 13 BRGF districts, out of 36 BRGF districts in the state. The figure 2.1 depicts the BRGF Districts and the number of GPs covered in Bihar.

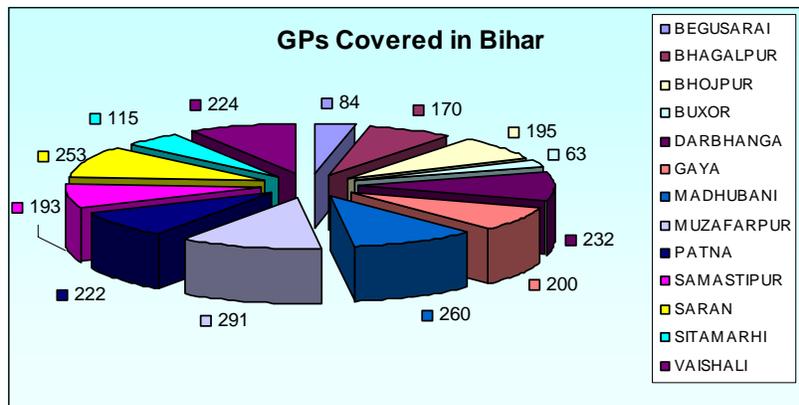


Fig. 2.1 : BRGF Districts surveyed in Bihar

#### Orissa:

Located on India's east coast and spread across 2,973,190 sq km, Orissa has a population of approx. 36, 804,660 and a per capita income of Rs. 10,000. About 87% of the population lives in the villages. Despite its generous endowment of

mineral wealth, forests, lakes, rivers, a long coastline, and a rich and ancient history, almost half the populations live below the poverty line. The state has total 6234 gram-panchayats.

A total of 998 GPs were surveyed in 9 BRGF Districts of Orissa, out of its 19 backward districts, and is as shown below.

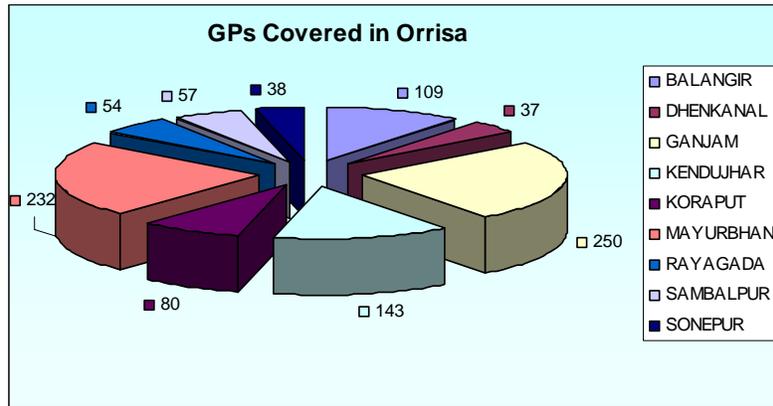


Fig: 2.2 : BRGF Districts surveyed in Orissa

**Chhattisgarh:**

Chhattisgarh is a state in central India, which came into existence on 1.11.2000, and has total 16 Districts, with population of 20,833,803, covering area of 192,000 km<sup>2</sup>. Its large power surplus is attracting power-intensive industries to the State. The state has total 9139 gram-panchayats. The first elections to the three levels of Panchayats, after the formation of Chhattisgarh State, were held in January 2005.

A total of 504 GPs in 6 BRGF Districts were surveyed in the state, out of its 13 backward districts, and is as shown below.

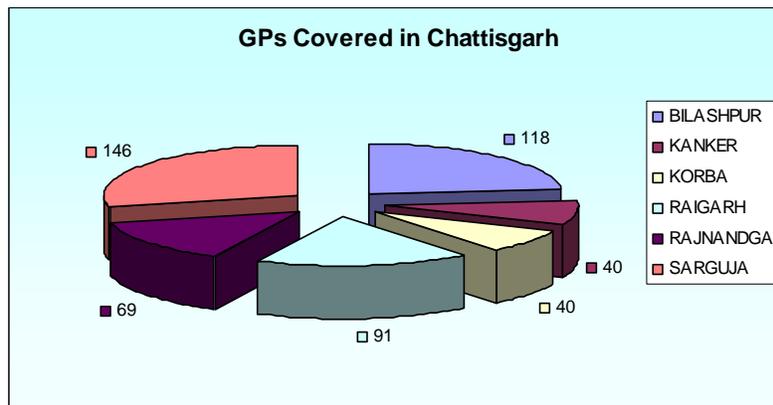


Fig: 2.3 : BRGF Districts surveyed in Chhattisgarh

The survey data collected from GPs was analyzed for the study purpose and is presented as summary findings in the next chapter.

This chapter covers the summary findings and analysis of 4292 Gram Panchayats (GPs) surveyed in the BRGF Districts of Bihar, Orissa and Chhattisgarh, out of total 4320 GPs planned, for understanding the capacities of gram-panchayats for development initiatives.

**3.1 Surveyed GPs - Demographic Profile & Elected Members**

The demographic profile of GPs surveyed and the general profile of the Gram Pradhans and the Panchayat Members interviewed in GPs of the states are as given below, state-wise.

**Bihar:**

**Gram Pradhans**

- 40.24% are in the age group 21-35 yrs., 46.80% in the age group of 36-50, and only 13.0% above 50yrs; indicating young leadership representation at the GP level.
- 55.0% Pradhans are male and 45.0% are female.
- 92.3% Pradhans were elected first time for the GP.
- Caste-wise break-up - 17.7% belongs to SC, 0.40% to ST, OBC is 44.7 % and General is 37.1%.
- 23% Pradhans are literate but did not go to school, 16.9% passed 8<sup>th</sup> standard and 60.1% are educated up to postgraduate. (Refer Table 1.1, Annexure-I)

**Table: Demographic Profiles of the Surveyed GPs in Bihar**

S.No	Particulars	Percentage
1	Population Male	53
2	Population Female	47
3	SC Population	20
4	ST population	.06
5	BPL population	69
6	Literacy rate	47.3
7	Male	52
8	Female	33

Source: Surveyed Data (Refer table no-1.3)



Interviewing Pradhan and Members at Panchayat Bhavan, GP-Khaira (Bihar)



Panchayat Bhavan in GP-Rewa (Bihar)

## Gram Panchayat Members

- On average, 51% of Gram Panchayat members are male and 49% are female.
- Gender wise, SC category has 14.7% males and 14.7% female members; under OBC 24.3% are males and 18.3% are females; in general category only 10% are males and 8% are female panchayat members.
- Out of total panchayat members, only 0.3% male and 0.01% female members are computer literate.  
(Refer Table 1.2, Annexure- I)

## Orissa:

### Gram Pradhan

- Majority of Pradhans (60.8%) are in the age groups of 21-35. 27.5% are in the age group 36-50 and only 11.6 % are above 50.
- Gender-wise distribution of Pradhans in Orissa is 63.1 % males and 36.8% are females. From the total population, 12.7% belongs to SC category, 57.9% to ST, OBC is 23.9 % and 5.4% are general.

Table: Demographic Profile of the Surveyed GPs in Orissa

S.No	Particulars	Percentage
1	Population Male	52
2	Population Female	48
3	SC Population	16.4
4	ST population	31.2
5	BPL population	71
6	Literacy rate total	47
7	Male	52
	Female	33

Source: Surveyed Data (Refer table no.2.3)

- Only 4.3% of Pradhans are computer literates.
- 9.7% Pradhans are literate but did not go to school, 21.4% passed 8th standard and 66.8% are educated up to postgraduate level. 89.5% Pradhans were first time elected to GP.

(Refer Table 2.1, Annexure II)



Panchayat Bhawan, GP- Saintpur (Balangir, Orissa)



Health Centre, GP-Pratappur, (Ganjam, Orissa)

## Gram Panchayat members

- On average, 63% GP members are male and 37% are female.
- On average, 11.4% males and 8.1% females belonged to SC category, 28.4% males and 14.6% females belonged to ST category, and 18.7 % males and 9.7% females belong to OBC category. Under general category, 4% are male and 0.8% is female members.
- Out of all the surveyed GPs, only 11.5% male gram panchayat members and 3.2% female members are computer literates.  
(Refer Table 2.2, Annexure II)



Panchayat Bhawan, GP-Sakri (Bilashpur)



Construction of well, GP-Sheraguda, (Ganjam, Orissa)

## Chhattisgarh

### **Gram Panchayats**

- On average, 44.8% Pradhans are in the age groups of 21-35 yrs, 44.0% are in age group 36-50, and only 12.7 % are above 50 yrs..
- Gender-wise, 70.2 % males and 29.7% females. Out of this 12.3% belongs to SC category, 64.9% ST, OBC is 19.2 % and 3.6% are in general category.
- On average, 26.6% Pradhans were literate but did not go to school, 23.4% passed 8<sup>th</sup> standard and 50% were educated up to postgraduate.
- 81.4% Pradhans are elected first time to GP.
- In all the surveyed GPs, only 5.2% Pradhans were computer literate.  
(Refer Table 3.1, Annexure III)

**Table: Demographic Profile of the Surveyed GPs in Chhattisgarh**

S.No	Particulars	Percentage
1	Population Male	53
2	Population Female	47
3	SC Population	20.9
4	ST population	31
5	BPL population	54.7
6	Literacy rate total	45.3
7	Male	52
8	Female	33

## **Gram Panchayat Members**

- Gender-wise, 67.7% GP members are male and 32.3% are female.
- On average, 13.5% male and 6.2% female belonged to SC category, 33.3 % males and 14.6% females belonged to ST, and 16.7 % male members and 8.3% females from OBC. The general category panchayat members males were only 4%.
- In total from all surveyed GPs, only 25 male members are computer literate. (Refer Table 3.2, Annexure III)

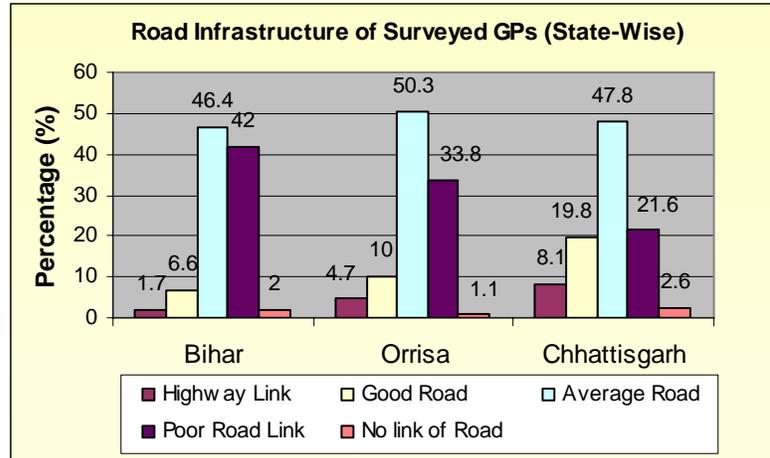
### **3.2 Infrastructure - Roads, Communication, Electrification & Education**

Rural infrastructure plays a significant role in the socio-economic development of villages, as well as on the well-being of its inhabitants. But the GP representatives lack the role clarity and capability to plan and enhance rural infrastructure that can pave the path towards development. The main findings on the infrastructure, from the surveyed GPs, are as follows.

#### **Roads:**

- Road condition in surveyed GPs, in all the three states, was observed to be from 'average' to 'poor' only; less than 10% of roads were in good condition.
- In Bihar 42% of GPs, 33.8 % in Orissa and 21.6% in Chattisgarh have poor road links, whereas average road links were observed in 46.4% GPs in Bihar, 50.3 % in Orissa and 47.8% GPs in Chattisgarh.
- Among all districts in each state, Bhagalpur district (For Bihar) stands better with 62.9% GPs having average roads; Koraput district (For Orissa) has 73.8 % GPs with average roads and Kanker district (Chhattisgarh) presents 60% of GPs having average road links.
- On average, the GPs distances from District HO were 32.8 kms in Bihar, 49.8 Kms in Orissa and 40.2 Km in Chhattisgarh. And the average distance of GPs from highway is around 13.3 kms in Bihar, 23.7 km in Orissa and 16.7 kms in Chhattisgarh.

The figure below depicts the status of roads in the surveyed GPs of the three states, in term of percentage GPs.



A few photographs of the road condition in the three states are shown below. Chhattisgarh state has better roads in GPs than the other states surveyed.



Road Condition in GPs of Bihar



Road condition in a GP of Orissa

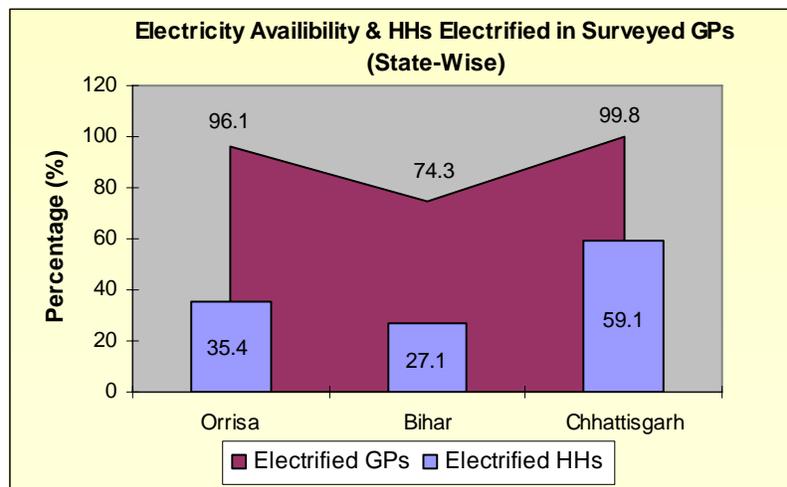


Road condition in a GP of Chhattisgarh

### Electricity:

- On Rural Electrification, the percentages of GPs electrified was 74.3% in Bihar, 96.1% in Orissa and 99.8% in Chhattisgarh; showing better status on electrification in Chhattisgarh state.
- On electricity availability hours (per day), Bihar GPs get only 3.3 hrs of electricity in a day, Orissa GPs get 15.5 hrs and Chhattisgarh GPs get 14.8 hrs. Chhattisgarh has better status in electricity availability hrs.
- On Household Electrification in GPs, Patna district (Bihar) stands better with 27.1% HHs electrified in its GPs, Ganjam district (Orissa) with 35.4% households, and Bilaspur district (Chhattisgarh) with 74.1 % households electrified. Chhattisgarh stands better among all three states in percentage HHs electrified.

The graph below shows state-wise the status of %HHs electrified against the % Electrified GPs in the surveyed GPs.



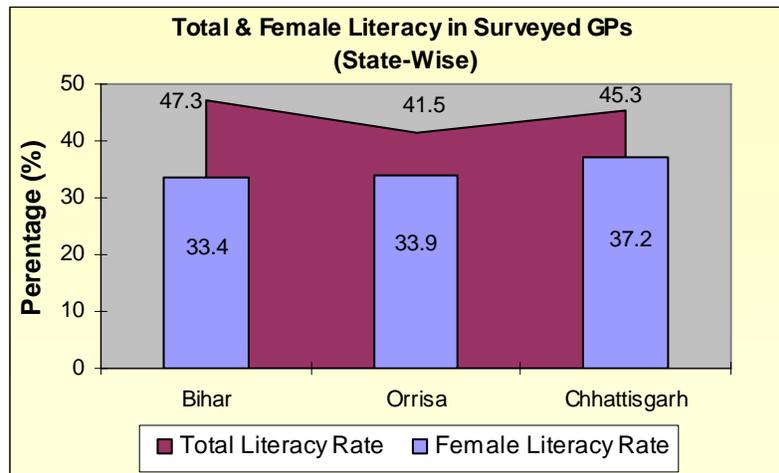
### Tele-Communication:

- On average, 4-5 nos. telephone booths (PCO) exist per district in the GPs of Bihar, 3 nos. per district in Orissa, and only 1 no. per district in GPs of Chhattisgarh.
- Only 4.6% GPs have computer Institutes which are situated on an average distance of 21.7 kms from the GPs.

### Education:

Rural female literacy rate is one of the major factors contributing to backwardness of GPs.

- In surveyed GPs, on average, the Female Literacy Rate is observed to be 47.3% in Bihar, 41.5% in Orissa and 45.3% in Chhattisgarh. Among all the three states, Female literacy is better in Chhattisgarh which has helped to enhance other development activities in the state (refer below graph).



- On educational institutes, total 12,571 govt. run primary school exists in Bihar, 6412 nos. in Orissa and 1312 nos. in Chhattisgarh. Total 4346 High schools in Bihar, 2082 nos. in Orissa and 582 nos. in Chhattisgarh. Higher Secondary schools are observed to be lesser in numbers in GP - 77 higher secondary schools in Bihar, 155 nos. in Orissa and 61 nos. in Chhattisgarh.

Even though there are so many schools in GPs, their functional status with students' attendance is observed to be dismal even after providing books and midday meals to come to school. There are many drop outs from schools.

- District-wise analysis of educational institute infrastructure shows Muzaffarpur district is best in Bihar; Mayurbhanj district in Orissa, and Sarguja district in Chhattisgarh.

(Refer Table 1.4 & 1.5 of Annexure-I; Table 2.4 & 2.5 of Annexure II; and Table 3.4 & 3.5 of Annexure III)

### **3.3 Natural Disaster in GPs**

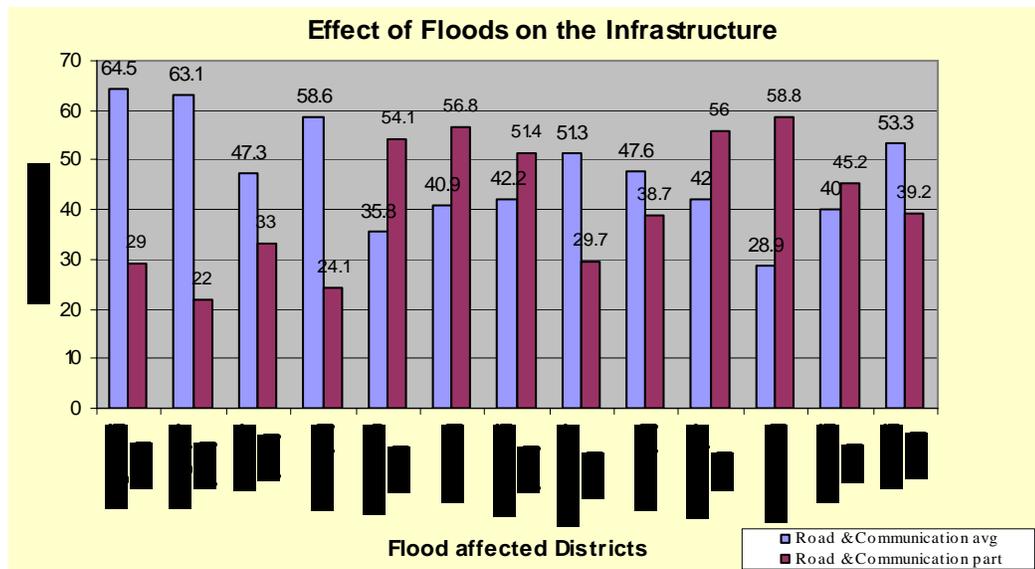
Recurrent natural disaster, like floods and droughts, can disrupt human activities and play havoc with rural development, depending on its type and severity.

Bihar and Orissa are affected by natural disaster. Bihar is a flood prone area and many of its districts are affected by flood for 2-3 months every year. In Orissa, some of the districts are affected by both floods and draught, but for a month only.



Photographs: Flood water in Bihar

- 80.7% GPs of surveyed districts in Bihar are flood prone area, and 76.5% GPs experience floods for 3 months in a year. Bhagalpur, Darbhanga, Samastipur and Sitamarhi are the districts in Bihar that are most affected by floods.
- In Bihar, recurrent floods affect the rural infrastructure badly. Districts which are flood prone had bad roads infrastructure, as the mud roads are washed out every year due to floods. The figure below depicts the effect of floods on rural infrastructure, district-wise.



- Above graph on natural disaster shows that districts like Samastipur, Sitamarhi and Darbhanga of Bihar which are affected by floods for three months annually have partial road and communication links as compared to the other districts.

- In Orissa 67.9% GPs are affected by draught and 26% by floods. Koraput district is least prone to draught. The worst flood affected GPs (68.4%) are in Sonepur district.
- In Chhattisgarh, 81.9% GPs are draught prone and Bilaspur district GPs being the most affected (97.5% GPs) by draught.  
(Refer Table 1.6 of Annexure I, Table 2.6 of Annexure II, and Table 3.6 of Annexure III)

### **3.4 Reasons for Backwardness in Developmental Initiatives**

On analyzing the developmental parameters for backwardness in GPs, the facts reveal that education, irrigation water, road links and communication are the main reasons for backwardness. These were also the major developmental work taken up by funds in the GPs of the three states. In Bihar, electricity was also an additional factor causing backwardness.

#### **Bihar**

- The main reasons for backwardness are Education, Electricity, Roads and Tele-Communication. The other reasons which are off-shoots from above are irrigation, unemployment, health, sanitation and drinking water.
- District-wise analysis shows, Begusarai (22.95% GPs) and Sitamarhi (22.63% GPs) were most backward in terms of Education; Samastipur (27.45% GPs) followed by Gaya (23.35%) and Vaishali (23.08%) were most backward in Electricity. Roads and tele-communication infrastructure was bad in almost all the GPs, with Darhanga (25.48%), Samastipur (24.96%) and Sitamarhi (24.16%) being the most affected districts.  
(Refer Table 1.7, Annexure I)

#### **Orissa**

- The main reasons for backwardness of the GPs in Orissa are - Potable Water, Education, Roads and Communication. Some other secondary reasons were health, sanitation, electricity and irrigation.
- District wise analysis reveals that all the districts are backward in potable water, except Rayagada (6.04% GPs) and Sonepur (6.19% GPs). Koraput district (34.18% GPs) was the most backward in education. Roads and communication infrastructure was bad in almost all the GPs.  
(Refer Table 2.7, Annexure II)

## Chhattisgarh

- Education, Unemployment and Irrigation Water are the primary reasons for backwardness in Chhattisgarh. The other secondary reasons are potable water and roads & communication.
- District-wise analysis shows, Korba (30.26% GPs) and Bilaspur (24.92% GPs) are backward in education, Kanker (28.57% GPs) and Bilaspur (12.29% GPs) was most backward in unemployment, and Raigarh (14.35% GPs) and Rajnangoan (26.40% GPs) districts in irrigation.  
(Refer Table 3.7, Annexure III)

Correlation between the Gram Pradhan's education level and the developmental activities undertaken by them in GPs were further studied, and the relationship matrix (refer below table) is as provided below.

**Table: Correlation between Pradhan's Literacy and the Services delivered**

Educational Qualification of Pradhan	→	Bihar-2502			Orissa-1000			Chhattisgarh-504		
		Only Literate	Upto 8th	Above 8th	Only Literate	Upto 8th	Above 8th	Only Literate	Upto 8th	Above 8th
Services Delivered	↓	575 (23.0)	424 (16.9)	1503 (60.1)	100 (10.0)	214 (21.4)	686 (68.6)	134 (26.6)	119 (23.6)	251 (49.8)
Education	Nos	455	328	1163	32	74	206	105	86	203
	%	79.1	77.4	77.4	32.0	34.6	30.1	78.4	72.3	80.9
Health	Nos	220	209	676	14	34	74	67	58	133
	%	38.3	49.3	45.0	14.0	15.9	10.8	50.0	48.7	53.0
Drinking Water	Nos	366	281	1026	54	117	357	105	96	222
	%	63.7	66.3	68.3	54.0	54.7	52.2	78.4	80.7	88.4
Women & child development	Nos	243	220	726	25	41	119	62	61	149
	%	42.3	51.9	48.3	25.0	19.2	17.4	46.3	51.3	59.4
Social Welfare	Nos	319	283	880	19	49	122	47	44	112
	%	55.5	66.7	58.5	19.0	22.9	17.8	35.1	37.0	44.6
Electrification	Nos	298	225	799	25	66	132	82	72	170
	%	51.8	53.1	53.2	25.0	30.8	19.3	61.2	60.5	67.7
Roads	Nos	490	347	1267	76	152	527	104	85	217
	%	85.2	81.8	84.3	76.0	71.0	77.0	77.6	71.4	86.5
Poverty Alleviation	Nos	277	170	686	23	50	144	72	70	164
	%	48.2	40.1	45.6	23.0	23.4	21.1	53.7	58.8	65.3
Census on BPL	Nos	430	278	1021	33	68	140	89	76	190
	%	74.8	65.6	67.9	33.0	31.8	20.5	66.4	63.9	75.7
Other	Nos	86	54	197	17	25	105	14	16	27
	%	15.0	12.7	13.1	17.0	11.7	15.4	10.4	13.4	10.8

Analysis shows that in Bihar, Gram Pradhans who are literate but did not go to school performed better and provided more/better services than those who had formal education up to eight standards or above. In Orissa, it was a mixed

response however, the Pradhans who studied up to 8<sup>th</sup> standard carried out more/better work, and in Chhattisgarh most of the Pradhans who studied up to 8<sup>th</sup> Std. and above provided better services.

### **3.5 Level of Awareness on Panchayat Functions, Roles and Responsibility**

The ability to function effectively depends partly on how well informed the local representatives are of their own powers and responsibilities and partly on whose interest they represent. Interviews with representatives from GP and Block level show that the majority is unfamiliar with the role they are expected to play for rural development and well-being of villagers. The facts on level of awareness of panchayat representatives in GPs are as given below, state-wise.

**Table: Awareness Level on Roles & Responsibility**

State	No. of Surveyed GPs	Awareness Level of Pradhan (on Roles & Responsibility of GP)					
		Fully Aware		Partially Aware		Not Aware	
		Nos.	%	Nos	%	Nos	%
Bihar	2502	1818	72.7	680	27.2	4	0.15
Orissa	998	577	57.8	416	41.7	5	0.5
Chhattisgarh	504	348	69.0	153	30.3	3	0.6

#### **Bihar**

- GP members are aware of all the 29 functions; most of the responses were generic in nature and village development considered as important function. Apart from this, roads, communication, education, electrification, drinking water, implementation of schemes and programmes, employment and health were perceived to be other functions.
- On roles and responsibilities, 72.7% GPs show that their Pradhans are fully aware of it whereas the remaining GPs are partially aware. Additionally, 98.6% GP's Panchayat Members are observed to be fully aware. The Pradhans are aware on the broader level but when it comes to finer points vis-a-vis roles, they are not aware to that extent.  
(Refer Table 1.8 & 1.9, Annexure I)

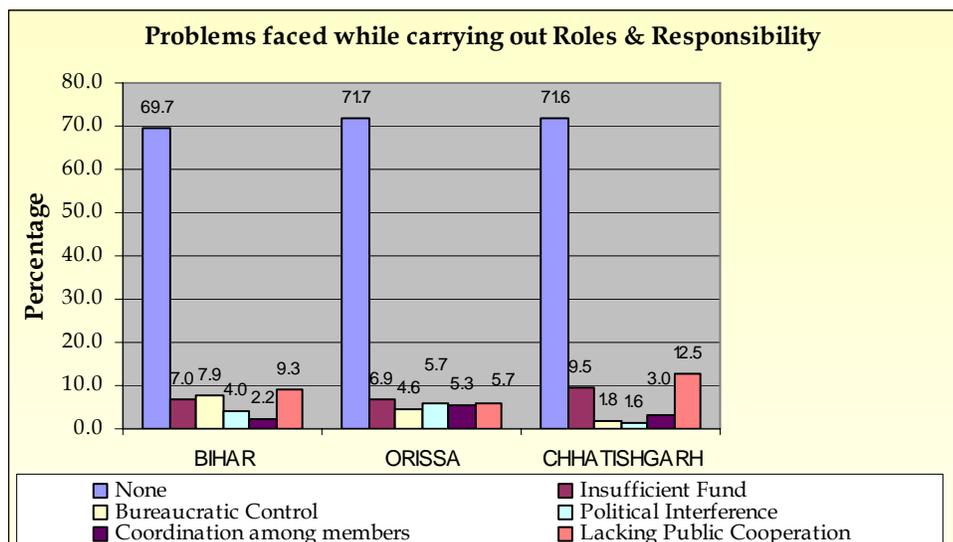
#### **Orissa**

- Across districts, awareness on different functions was reported by the Gram Pradhans. In general, poverty alleviation and solving village disputes/differences were viewed as most important functions.

- 57.8% GPs Pradhan are fully aware and rest is partially aware on the roles and responsibilities of gram-panchayats, whereas 96.9% GPs panchayat-members were reported to be aware of their roles/responsibilities. (Refer Table 2.8 & 2.9, Annexure II)

### Chhattisgarh

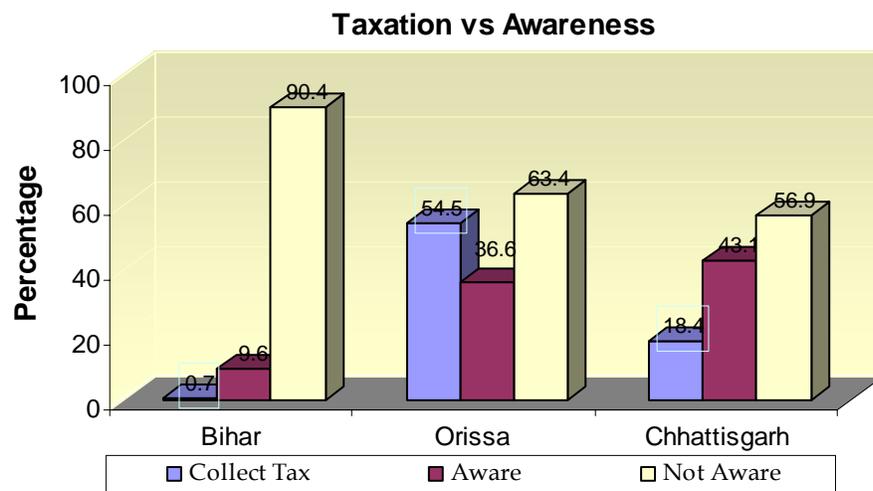
- Across districts, village development was observed to be the main function. Sorting out village problems, poverty alleviation and implementation of schemes and programmes were mentioned as priority areas.
- District wise analysis shows that GPs in Korba and Raigarh district are less aware about the functions of gram panchayat.
- 69% GPs Pradhan are fully aware and rest partially aware about their roles and responsibilities. 84.5% GPs panchayat-members are aware of their major roles/responsibilities. (Refer Table 3.8 & 3.9, Annexure III)
- Across the three states, majority of the Gram Pradhan’s reported that they do not face any problems in conducting day to day panchayat business, but some GPs reported problems like - Bureaucratic control, insufficient funds, political interference and coordination among panchayat members, which were perceived by them as major hurdles in effectively assuming their roles and responsibility. Stae-wise break-up of Problems faced has been shown in the figure below. (Refer Table 1.10, Annexure I; Table 2.10, Annexure II; Table 3.10 of Annexure III)



### 3.6 Taxation

- In Bihar, only 0.7% GPs is collecting Taxes. The taxes are collected on buildings, grazing lands and shops and markets. Out of those who do not collect any tax (99.3% GPs), only 9.5% GPs were aware about the taxation.
- In Orissa, 54.5% GPs reported that they collect tax from shops/markets, fairs and festivals, grazing lands, fisheries, cycle rickshaw stand and on drinking water. From remaining, who does not collect tax, only 16.6% GPs are aware of it and rest not aware. The main reason for not being able to collect tax was lack of community support.
- In Chhattisgarh, 18.4% GPs collect tax on buildings, drinking water, shops/markets and fisheries. Out of the remaining, 35.1% GPs are aware about taxation.

The below figure depicts the above facts for the surveyed GPs in three states. (Refer Table 1.11, Annexure I; Table 2.11, Annexure II; and Table 3.11, Annexure III)



### 3.7 Training

Awareness raising and capacity building of GP member are important for better planning and self-governance. For elected members, it has to start first with the awareness on their roles and responsibilities and then on the project planning, budgeting and implementation for development projects.

State-wise, the training programmes attended by GP members and its usefulness are as mentioned below.

## Bihar

- 72.7% GPs representatives reported that they did not receive any training. And those who received it were imparted training on Central Govt. Schemes like NREGA (16.5%) and GP Management (83.5%). Of these only 18.8% GPs found it very helpful.
- On future training needs, 86.3% GPs said they need training.

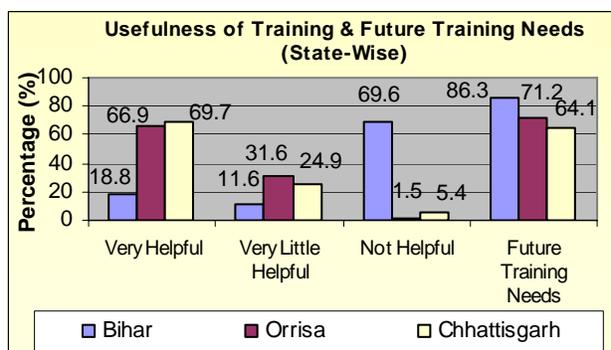
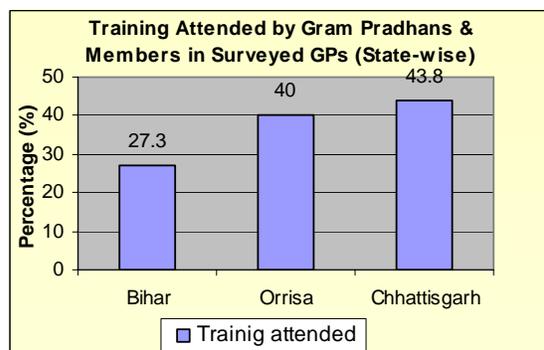
## Orissa

- 40 % GPs Pradhan attended training; of which 66.9 % found the training to be very useful and 1.5% found training not useful at all.
- On future training needs, 71.2% GPs expressed that they need training.

## Chhattisgarh

- Out of 43.8% GPs who received training, 23.5% received on NREGA and 76.5% on GP Management, and 69.7% found training to be very useful.
- 64.1% Pradhans needs future training to get well versed with the functioning of panchayats and remaining 35.9% were not interested on any type of trainings.
- Gram Pradhans and Panchayat members of Chhattisgarh have received more training as compared to others states.

State-wise comparison shows that Bihar was the most neglected state in respect of imparting training to Gram Pradhans and Panchayat members, which is evident from the survey data and the graphs provided below.



- Most of the Gram Pradhans/members were interested for training in Roles & Responsibilities, Computer trainings, Maintaining Accounts, Preparation of budgets, training related to the functioning of GPs, and regarding schemes and programmes.

(Refer Table 1.12 & 1.13 of Annexure I; Table 2.12 & 2.13 of Annexure II; and Table 3.12 and 3.13 of Annexure III)

### **3.8 Project Planning & Implementation**

The elected representatives of GPs need to be trained on planning, budgeting and implementing village level projects for development, based on the community needs.

The survey data/facts depict the following on the role of project planning and implementation.

#### **Bihar**

- 99.6% GPs in Bihar have involvement of Panchayat members in making development project plans, with 37.3% presenting full involvement, while 62.4% take only advice.
- Among districts, Bhagalpur presents highest percentage of GPs (48.2%) with development work made at Panchayat level. Least participation takes place in Buxar (23.8%) and Patna (26.1%).
- 96.2% GPs do not receive funds as per their development budget. 83.55% GPs do not receive funds on time and 97.5% GPs are not able to divert funds to any other priority developmental work.

#### **Orissa**

- 80.7% GPs have Panchayat members involved in the project planning. 13.5% have direct involvement of Panchayat Members, whereas 86.4% GPs take only advice.
- 11.5% GPs involve the Panchayat Members in budget preparation as per developmental plan. Approx. 81.9% GPs do not receive funds as per budget or get funds on time, and 91.9% are not able to divert funds to some other developmental work/priority areas.

#### **Chhattisgarh**

- 84.3% GPs involve Panchayat members in development planning. 29.9% GPs are fully involved, whereas 70.1% only gave advice at the planning stage. Only 5.4% GPs receive funds as per budget.
- District wise, Bilaspur (14.4% GPs) followed by Rajnandagoan (15.9% GPs) reported getting lesser funds than others.
- 34.9% GPs are satisfied with the timely receipt of funds, and 65.1% are not. As compared to other two states, Chattisgarh is better in utilizing the funds on priority basis: 23.6% GPs are able to use funds for other development activities.

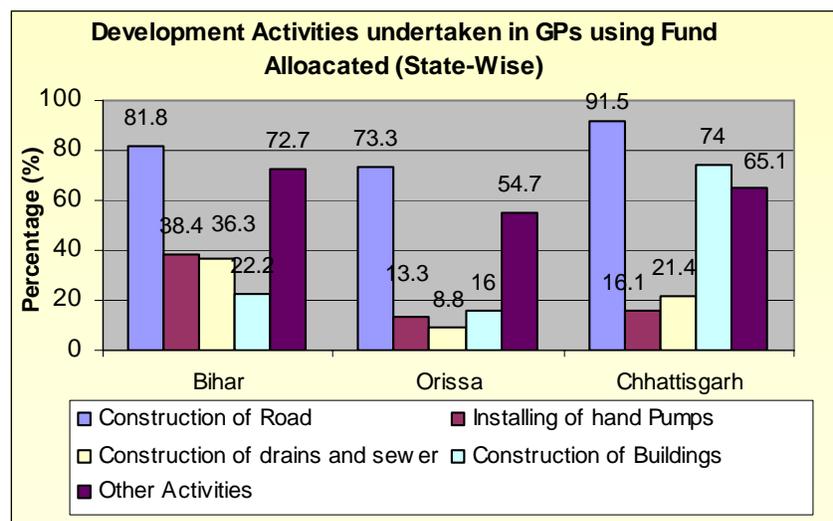
(Refer Table 1.14, Annexure I; Table 2.14, Annexure II; and Table 3.14, Annexure III)

### 3.9 Fund Allocation and Utilization

The amount of funds that is being made available to GPs has little monitoring and no accountability, thus is not effectively utilized for its purpose and is a source of corruption. With panchayats acting as contractors for govt. funded projects, there is a lucrative source of income to elected members. It is therefore in the interest of these groups to retain the system, rather than using their powers to generate funds or mobilize local resources. The limited economic perspective among GP representatives for local development initiatives needs an attitudinal change and capability development among them.

Development activities in GPs were analyzed in relation to funds allocated and utilized. In the three states, the majority of funds utilized are in road construction; the complete break up of funds utilization per state is as shown below.

State	Construction of Road		Installing of hand Pumps		Construction of drains and sewer		Construction of Buildings		Other Activities	
	No.	%	No.	%	No.	%	No.	%	No.	%
Bihar	2047	81.8	962	38.4	908	36.3	555	22.2	1820	72.7
Orissa	732	73.3	133	13.3	88	8.8	160	16.0	546	54.7
Chhattishgarh	461	91.5	81	16.1	108	21.4	373	74.0	328	65.1

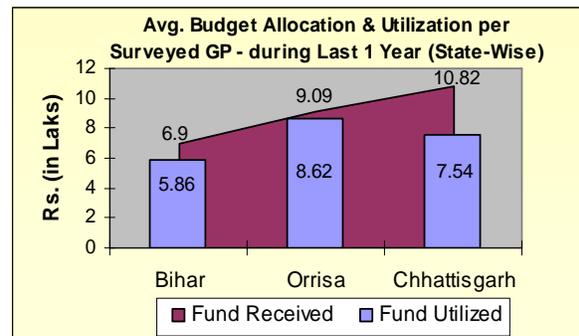
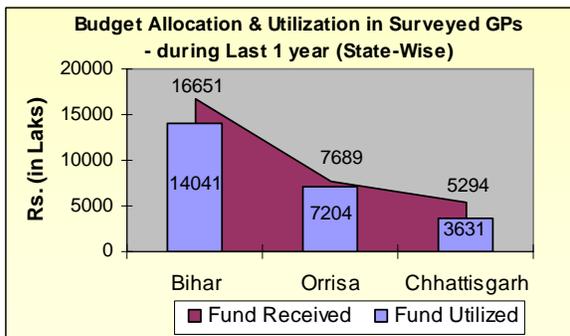


(For district wise information - Refer Table 1.15, Annexure I; Table 2.15, Annexure II; and Table 3.15 Annexure III)

During the past one year, the fund allocation to GPs for aforesaid development activities is as given below:

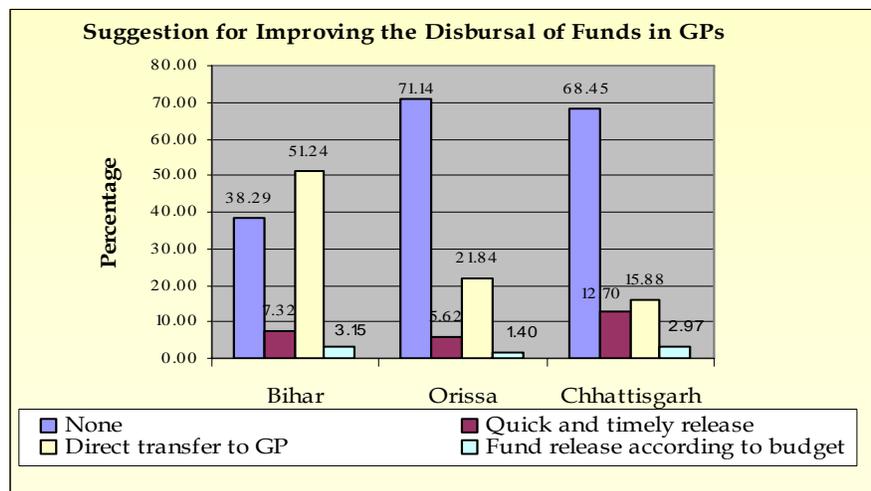
Table: Budget Allocation in Surveyed GPs					
State	No. of GPs	Budget Allocation (Approx.) During last one year		Avg. budget allocation per GP During last one year	
		Receipt (Rs. in Lakhs)	Utilized (Rs. in Lakhs)	Receipt (Rs. in Lacs)	Utilized (Rs. in Lacs)
		(,00,000)	(,00,000)	(,00,000)	(,00,000)
Bihar	2502	16651.00	14041.00	6.90	5.86
Orrisa	998	7689.00	7204.00	9.09	8.62
Chhattisgarh	504	5294.00	3631.00	10.82	7.54

**Note:** Fund utilization figures are less than receipt, as some activities that were in progress in GPs were not accounted for.



- Avg. Budget allocation per GP shows that there is disparity in the distribution of funds per GP from state to state; Bihar receiving the lowest amount per GP as compared to other states.

The responses collected on the suggestions for fund disbursals in GPs, for developmental activities, have been summarized and presented below.



- Though majority of the gram-pradhans do not have any suggestions for improvement in fund disbursal for development activities, some of the main suggestions were – (i) timely release of funds, (ii) funds to be transferred directly to GP and (iii) to disburse as per budget.  
(Refer Table 1.16, Annexure I, Table 2.16, Annexure II and table 3.16, Annexure III)

### **3.10 Major Problems & Issues in GPs**

Survey data reveals that there are certain Issues and Gaps, in the functioning of gram panchayats in all the three States that needs to be addressed – so as to raise the quality output towards inclusive growth and development. The major problems/gaps observed were –

#### **Gram Sabha Meetings**

- Gram Sabha is not effectively held for its original purpose. It is held mainly for discussing centrally sponsored schemes and accounts.
- Active participation of villagers in Gram Sabha is low, as they find it not up to their interest nor they understand the information being communicated.
- Many a time, villagers are not able to discuss/voice their issues freely as the dominant people/group does not allow them to speak (mainly in Bihar).
- In Orissa, if Palli Sabha (apart from Gram-Sabha) passes the village development plan, it generally does not find place in the 5 yrs plan which leads to dissatisfaction among the panchayat members.
- In Bihar, in good number of GPs, the Pradhans are illiterate and inexperienced and hence are not able to conduct the gram-sabha process effectively. Moreover, the elected members lacks knowledge and capability on their roles and responsibility, therefore these Gram Sabha meetings are limited to paper work only.
- Most of the time the agenda is not discussed and passed from the gram sabha by a handful of dominant people in Gram Panchayats. This procedure is followed quite frequently by the Pradhans/secretary.
- Monthly meetings of Gram Panchayat purposely get adjourned and held at the convenience of male members/Pradhan/Secretary, excluding women's participation.
- Gram Sabha meetings are perceived as a formality only to maintain the records in panchayat office and for ulterior motives.

### **Development Activity - Planning and Budgeting**

- Mostly construction related activities are undertaken by the GPs, which do not promote participation of the village poor.
- Pradhans and Gram Panchayat members lack the willpower and initiatives to deal with other much needed developmental activities, like health, livelihood, watershed, forestry related programmes etc. It is most often the Pradhan - Secretary Friendship that leads to various financial irregularities and corruption.
- There are various village committees for many development activities, but none are active and hence no progress on development.

### **Peoples Participation**

- Representation of women, backward castes like SC/ST is only on paper. Dominance of various caste groups, unsocial elements and factional fights hinders the functioning of the gram-panchayats for rural development.
- Where women are elected as Pradhans or Panchayat Members, their men folk take the decisions. In Bihar, 45% of Pradhans were women, but when the research team tried to speak to them they shield away letting their husband/male part to respond on their behalf.

### **Central/State Govt. Schemes**

- Selection criteria are often not met for the beneficiaries on schemes. It is at the wish of Pradhans and/or Panchayat members' to choose the beneficiaries depending upon the cuts/bribes paid.
- In many cases, beneficiaries lists are manipulated and the account is opened in wrong name.
- The needs of villages are not assessed for development initiatives, it is as per Pradhan's choice which suits his needs or as pressured by the dominant caste groups.
- Schemes are often not implemented properly as there are loopholes or no laid down procedures. For e.g. in some GPs of Orissa, the job cards are not made under NREGA and if made they are in fake names.

### **Funds Receipt & Utilization**

- Villagers are generally unaware or do not have complete information on schemes and funds available. There is very little knowledge in villages about the funds received and the heads under which they are utilized.
- Funds are not released in time. People suspect misappropriation of funds and the villagers on daily wages suffer due to the delay.
- Mandatory provision of keeping monthly record of expenditure and displaying it on notice board of the Panchayat Office is not followed. This leads to corruption and misappropriation of funds.
- Corruptions among officials are rampant. They demand commission for releasing funds or approving a work order.
- Funds are purposely delayed and then pressure is put on Pradhans to show as receipt in the records for the financial year.
- Funds received under particular programme/scheme cannot be diverted to other priority work/needs. In many GPs, the funds received from the states are spent on salary, etc.

### **Trainings**

- Majority of GP respondents reported that they did not receive training, and if some Pradhans did receive training, it was inadequate as it was only for a day.
- Most of the training done was under some central government schemes like NREGA etc, and not for planning and better governance.
- Most of the elected representatives belonging to the SC/ST categories lacked any experience and also understanding about their roles and responsibilities. They reported some training on village development and self-governance will help them greatly.
- In Orissa, the Pradhans were provided with handbook on PRI which they found helpful to certain extent.

### **Record Keeping and Building Database**

- Most of Pradhans interviewed were not able to respond on the record keeping and database.
- The data related to panchayat is entered in computer at the block level.
- The panchayat Secretary keeps the data manually for the gram panchayat. Knowledge of computer and the understanding of Information Communication Technology (ICT) was lacking across all the states. In comparison to other states, Orissa GPs were better.

### **Monitoring and Evaluation**

- There are monitoring and evaluation committees in place in almost all GPs. The only issue related to M&E is regarding corruption; with committees demanding commissions for providing work completion report.
- GP respondents view the monitoring committee work as an eye wash only and not in true spirit and purpose, as because of corrupt practices prevailing.

### **Taxation**

- Most of the Stakeholders did not have much idea about the provision of the taxes.
- Tax Collection by the gram panchayat (wherever it is levied) is not effective as there is shortage of manpower.

### **Accounting and bookkeeping**

- The books and accounting are taken care of by the panchayat secretary. They feel overburdened and at the same time the Pradhans and other panchayat members are little aware about the accounts.

### **NGOs/CBOs/SHGs**

Other institutions operating in villages were also studied to assess the role they play in the rural development. The traditional institutes (NGOs, SHGs, Civil Societies, etc.) have a high degree of acceptability within the community, but they have closed membership and are influenced by caste dynamics and no longer play a significant socio-economic role.

- In some GPs there are NGOs working on sanitation work or on upliftment. Presence of SHGs in GPs are not perceived as beneficial to the village by panchayat pradhan or members; nor as a tool for development.

### **Bureaucratic Control**

- Many Pradhans expressed that there is too much bureaucratic control, right from the dissemination of information to release of funds. Many a time it is felt that the elected representatives are working under the officials and less on self-governance.

Thus, the panchayats in the BRGF districts of these three states have great room for improvement and require capacity building. Weak leaders, delay in funding process, lack of understanding of roles and responsibilities of the elected representatives, overindulging officials, excessive political interference, lack of training, poverty, illiteracy and negligible participation of women are the main issues which needs immediate attention in order to empower the Gram Panchayats in the BRGF districts.

The survey carried out in the BRGF district of the three states and presented in Chapter 3 of this report, highlights the key gaps and issues that hinder the proper functioning of GPs as-well-as to become efficient elements within a decentralized governance system.

Some of these gaps and issues are: weak leadership, lack of motivation and education, low understanding of roles and responsibilities; gram-sabha not effectively functioning, inefficient funding process, corruption and excessive bureaucracy as part of the complete decentralized system; negligible participation of grass-roots, including that of women and minorities; and finally low levels of socio-economic development; poverty and illiteracy.

A SWOT analysis can shed further light on this topic, and will be an additional element to help enhance the capacity of GPs in BRGF districts.

**4.1 SWOT Analysis - on the role of Gram-Panchayat in backward districts**

A SWOT analysis has been undertaken to understand the strengths, weaknesses, opportunities and threats for effective functioning of Gram Panchayat in backward districts.

<p style="text-align: center;"><b>Strengths</b></p> <ul style="list-style-type: none"> <li>• Panchyati Raj Act in place</li> <li>• GPs Election held on time</li> <li>• Gram Sabha proceedings in place</li> <li>• Villagers awareness on local development needs</li> <li>• Representation of people from all major sections/castes in GP</li> <li>• Availability of labour/local resources.</li> </ul>	<p style="text-align: center;"><b>Weaknesses</b></p> <ul style="list-style-type: none"> <li>• Weak on socio-economic factors</li> <li>• Large population below poverty line.</li> <li>• Lack of Infrastructure in GPs</li> <li>• Poor Leadership Quality of GP Pradhan</li> <li>• Poor Literacy rate, esp. female literacy</li> <li>• Poor skill-set of GP members</li> <li>• Poor Co-ordination among GP members</li> <li>• Gram Sabha not effectively functioning</li> <li>• Development not always based on local needs, but more scheme centered</li> <li>• Inactive village committees</li> </ul>
<p style="text-align: center;"><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>• Use Gram Sabha for local level development initiatives</li> <li>• Participative framework for development</li> <li>• Support from State/Central Govt.</li> <li>• Funding Support for Schemes &amp; Programs implementation</li> <li>• Support for Training/Capacity building</li> <li>• Support from local NGOs, SHGs and other local organizations, if present</li> </ul>	<p style="text-align: center;"><b>Threats/Challenges</b></p> <ul style="list-style-type: none"> <li>• Bureaucratic controls</li> <li>• Presence of dominant caste/people</li> <li>• Unsocial elements in villages</li> <li>• Natural Disaster</li> <li>• Corrupt officials</li> </ul>

If appropriate measures on capacity building and quality support are provided to the GP members and officials, then the strengths and opportunities offered by the Panchayat will certainly over-ride the weakness and threats.

## **4.2 Conclusion**

Looking at the gaps and issues identified in previous chapters of this report, as well as the elements coming from the SWOT analysis, one can arrive at the following conclusion:

(i) Panchayat Pradhans and members are mostly involved in implementing programs that come from the central or state government, and do not take self-initiatives on generating development programs.

Additionally, they are not aware about the village development process and the local resource mobilization, taxation etc., and are highly dependent on the government funds coming under various schemes.

(ii) There is an immediate necessity for capacity building of the functionaries and elected representatives belonging to the Gram Panchayats, first in terms of their roles and responsibilities, and second on their skills and knowledge sets.

(iii) Greater level of inclusion of common people in decision-making processes is needed; making good use of already existing Gram Sabha; seeking also to increase the participation of minorities (women and backward castes).

(iv) Policy level changes are required to: a) increase communication between different stages of the government so as to properly assess the specific needs at different levels, and improve the allocation and utilization of funds; b) increase administrative control in order to have an effective system of accountability of elected representatives, making them accountable through Social Audit and the Right to Information Act;

(v) ICT resources are not utilized by Pradhans and Panchayat members. It was observed that use of computer was almost nil at GP level and computer literacy of GP members was negligible.

(vi) State-wise comparison on panchayats capacities, reveals that Bihar is the most backward state of the three states studied. Chhattisgarh is better among all the three states. Orissa has a long history of PRI in the state and therefore, the Gram Pradhans were more aware of their roles than those from other two states; but the panchayats, in all of these three states, requires capacity building for its effective functioning.

Looking at above facts and conclusion, the following suggestions are being made as a means towards achieving decentralized governance vis-à-vis good governance.

### **4.3 Suggestions**

- The Gram Pradhans and Panchayat Members should be trained on their roles and responsibilities and other developmental issues relating to the functioning of the Gram Panchayats.
- Gender specific training should be imparted by female trainer to the female pradhans and panchayat members.
- To increase participation of villagers in the gram panchayat, awareness generation should be done in a campaign mode.
- Gram Sabha should be held regularly and the quorum should be met for resolution to be passed.
- NGOs/CBOs interface with the gram panchayat should be encouraged, where present, so that NGOs/CBOs can be involved in strategies of development and poverty alleviation.
- Policy level changes should be made for timely Fund flow to the gram panchayats.
- Promote public-private partnerships by mobilizing the community to participate in and demand a greater say in the delivery of government services.
- Social Audit should be encouraged with the citizen report card on the performance of the panchayats.
- Awareness on the Right to Information Act should be generated in the villages, so that villagers can use them for their benefit.
- ICTs (information and communication technologies) can help to promote transparency and accountability as-well-as enabling swift delivery of information to common citizen.

The Part-II of this report emphasizes on the capacity building areas and training needs for Gram Panchayats in the backward districts.

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**ANNEXURE - I**

**Data Output - Bihar (District-wise)**

**Table 1.1 - General Profile of Gram Pradhans**

Surveyed District Name	No. of Surveyed GPs	Age-Group (in Yrs.)						Gender of Pradhan				Caste Group								Literacy Level						Re-elected GP Nos.	
		21-35		36-50		> 50		Male		Female		SC		ST		OBC		General		Literate but not attend school		Literate up to 8 <sup>th</sup> Class		Highly Literate			
		Nos	%	Nos	%	Nos	%	Nos	%	Nos	%	Nos	%	N	%	Nos	%	Nos	%	Nos	%	Nos	%	Nos	%		Nos
BEGUSARAI	84	27	32.1	39	46.4	18	21.4	51	60.7	33	39.3	25	29.8	0	0.0	30	35.7	29	34.5	21	25.0	13	15.5	50	59.5	1	1.2
BHAGALPUR	170	58	34.1	96	56.5	16	9.4	95	55.9	75	44.1	17	10.0	1	0.6	125	73.5	27	15.9	51	30.0	23	13.5	96	56.5	9	5.3
BHOJPUR	195	72	36.9	102	52.3	21	10.8	101	51.8	94	48.2	29	14.9	0	0.0	95	48.7	71	36.4	69	35.4	32	16.4	94	48.2	4	2.0
BUXOR	63	25	39.7	31	49.2	7	11.1	32	50.8	31	49.2	12	19.0	0	0.0	27	42.9	24	38.1	15	23.8	11	17.5	37	58.7	7	11.1
DARBHANGA	232	85	36.6	115	49.6	32	13.8	134	57.7	98	42.2	43	18.5	2	0.9	90	38.8	97	41.8	56	24.1	27	11.6	149	64.2	26	11.2
GAYA	200	77	38.5	99	49.5	24	12.0	103	51.5	97	48.5	57	28.5	0	0.0	84	42.0	59	29.5	75	37.5	36	18.0	89	44.5	17	8.5
MADHUBANI	260	103	39.6	125	48.0	32	12.3	146	56.2	114	43.8	38	14.6	1	0.4	114	43.8	107	41.1	48	18.5	57	21.9	155	59.6	23	8.8
MUZAFARPU	291	125	42.9	120	41.2	46	15.8	161	55.3	130	44.7	42	14.4	2	0.7	146	50.2	101	34.7	40	13.7	49	16.8	202	69.4	34	11.7
PATNA	222	99	44.6	89	40.1	34	15.3	122	54.9	100	45.0	40	18.0	1	0.4	91	41.0	90	40.5	54	24.3	22	10.0	146	65.8	17	7.6
SAMASTIPU	193	92	47.7	76	39.4	25	12.9	99	51.3	94	48.7	58	30.0	0	0.0	69	35.7	66	34.2	31	16.1	49	25.4	113	58.5	13	6.7
SARAN	253	106	41.9	125	49.4	22	8.7	141	55.7	112	44.3	27	10.7	0	0.0	89	35.2	137	54.1	56	22.1	42	16.6	155	61.3	19	7.5
SITAMARHI	115	43	37.4	55	47.8	17	14.8	71	61.7	44	38.3	12	10.4	1	0.9	63	54.8	39	34.0	23	20.0	20	17.4	72	62.6	9	7.8
VAISHALI	224	95	42.4	99	44.2	30	13.4	121	54.0	103	46.0	44	19.7	2	0.9	96	42.8	82	36.6	36	16.1	43	19.2	145	64.7	15	6.7
<b>TOTAL</b>	<b>2502</b>	<b>1007</b>	<b>40.2</b>	<b>1171</b>	<b>46.8</b>	<b>324</b>	<b>13.0</b>	<b>1377</b>	<b>55.0</b>	<b>1125</b>	<b>45.0</b>	<b>444</b>	<b>17.7</b>	<b>10</b>	<b>0.4</b>	<b>1119</b>	<b>44.7</b>	<b>929</b>	<b>37.1</b>	<b>575</b>	<b>23.0</b>	<b>424</b>	<b>16.9</b>	<b>1503</b>	<b>60.1</b>	<b>194</b>	<b>7.7</b>

**Table 1.2 - General Profile of Members of Gram Panchayat**

Surveyed District Name	No. of Surveyed GPs	Avg. No. of permanent members in GP					Caste-wise average no. of Panchayat Members in a GP																Computer Literate Members					
		Total		Male		Female	SC				ST				OBC				General				Male		Female			
		Nos	%	Nos	%	Nos	M	%	F	%	M	%	F	%	M	%	F	%	M	%	F	%	Nos	%	Nos	%		
BEGUSARAI	84	13	15.5	7	8.3	6	7.1	2	2.4	2	2.4	0	0.0	0	0.0	4	4.8	3	3.5	2	2.4	1	1.2	7.7	9.1	0	0.0	
BHAGALPUR	170	14	8.2	7	4.1	7	4.1	2	1.2	1	0.6	0	0.0	0	0.0	4	2.4	3	1.7	2	1.2	1	0.6	7.1	4.1	0	0.0	
BHOJPUR	195	15	7.7	8	4.1	7	3.6	2	1.0	2	1.0	0	0.0	0	0.0	4	2.1	3	1.5	2	1.0	1	0.5	6.7	3.6	0	0.0	
BUXOR	63	15	23.8	8	12.7	7	11.1	2	3.2	2	3.2	0	0.0	0	0.0	4	6.3	4	6.3	2	3.2	1	1.6	6.7	10.6	0	0.0	
DARBHANGA	232	15	6.5	8	3.4	7	3.0	2	0.9	2	0.9	0	0.0	0	0.0	3	1.3	3	1.3	2	0.9	2	0.9	13.3	5.6	0	0.0	
GAYA	200	14	7.0	7	3.5	7	3.5	3	1.5	3	1.5	0	0.0	0	0.0	3	1.5	3	1.5	1	0.5	1	0.5	7.1	3.5	2	1.0	
MADHUBANI	260	15	5.8	8	3.1	7	2.7	2	0.8	2	0.8	0	0.0	0	0.0	4	1.5	3	1.2	2	0.8	2	0.8	13.3	5.0	4	1.5	
MUZAFARPUR	291	15	5.2	8	2.7	7	2.4	2	0.7	2	0.7	0	0.0	0	0.0	3	1.0	3	1.0	2	0.7	2	0.7	13.3	4.5	4	1.4	
PATNA	222	15	6.8	8	3.6	7	3.1	2	0.9	2	0.9	0	0.0	0	0.0	4	1.8	3	1.4	1	0.4	1	0.4	6.7	3.0	0	0.0	
SAMASTIPUR	193	14	7.2	7	3.6	7	3.6	3	1.5	2	1.0	0	0.0	0	0.0	3	1.5	3	1.5	1	0.5	1	0.5	7.1	3.6	0	0.0	
SARAN	253	14	5.5	7	2.8	7	2.8	2	0.8	2	0.8	0	0.0	0	0.0	4	1.6	3	1.2	2	0.8	2	0.8	14.3	5.5	2	0.8	
SITAMARHI	115	15	13.0	8	7.0	7	6.1	2	1.7	2	1.7	0	0.0	0	0.0	4	3.5	3	2.6	2	1.7	1	0.9	6.7	5.7	8	6.9	
VAISHALI	224	15	6.7	8	3.6	7	3.1	3	1.3	3	1.3	0	0.0	0	0.0	3	1.3	3	1.3	1	0.4	1	0.4	6.7	3.0	0	0.0	
<b>TOTAL</b>	<b>2502</b>	<b>218</b>	<b>8.7</b>	<b>112</b>	<b>4.5</b>	<b>106</b>	<b>4.2</b>	<b>32</b>	<b>1.3</b>	<b>32</b>	<b>1.3</b>	<b>0</b>	<b>0.0</b>	<b>0</b>	<b>0.0</b>	<b>53</b>	<b>2.1</b>	<b>40</b>	<b>1.6</b>	<b>22</b>	<b>0.9</b>	<b>17</b>	<b>0.7</b>	<b>7.8</b>	<b>20</b>	<b>0.8</b>	<b>6</b>	<b>0.2</b>

**Table 1.3 – Districts & Surveyed GPs Profile**

Surveyed District Name	No. of Surveyed GPs	Rural Population in Surveyed GPs			SC Population		ST Population		BPL Population %	Household Nos.	Literacy Rate					
		Total	Male	Female							Male		Female		Total	
		Nos.	Nos.	Nos.	Nos.	%	Nos.	%	%		HH Nos.	Nos.	%	Nos.	%	Nos.
BEGUSARAI	84	833370	436562	396808	190767	22.9	0	0.0	63.83	101897	254952	58.4	128169	32.3	379183	45.5
BHAGALPUR	170	1663346	878119	785227	191965	11.5	2600	0.1	98.78	239290	428522	48.8	222219	28.3	640388	38.5
BHOJPUR	195	2343275	1232322	1110953	574922	24.5	88	0.003	70.94	238246	702423	57.0	364392	32.8	1405965	60.0
BUXOR	63	674001	357833	316168	110841	16.4	450	0.06	70.52	70781	213626	59.7	109394	34.6	325542	48.3
DARBHANGA	232	2500891	1326201	1174690	492196	19.7	0	0.0	66.68	304147	656469	49.5	849301	72.3	1558055	62.3
GAYA	200	2072452	1085509	986943	595739	28.7	1000	0.04	60.64	244665	530814	48.9	278318	28.2	1212384	58.5
MADHUBANI	260	2780675	1468725	1311950	430643	15.5	250	0.008	68.10	409232	641833	43.7	300436	22.9	934307	33.6
MUZAFARPUR	291	3061951	1623560	1438391	617576	20.2	821	0.02	80.82	479413	806909	49.7	445901	31.0	1616710	52.8
PATNA	222	2681556	1425926	1255630	648486	24.2	3057	0.1	65.98	332381	710111	49.8	337764	26.9	1027036	38.3
SAMASTIPUR	193	2201395	1150872	1050523	433103	19.7	0	0.0	62.39	276185	631829	54.9	292045	27.8	931190	42.3
SARAN	253	2906603	1525429	1381174	545926	18.8	2637	0.09	53.01	351689	799325	52.4	419877	30.4	1200427	41.3
SITAMARHI	115	1208709	644762	563947	231087	19.1	7500	0.62	63.06	180283	284340	44.1	137603	24.4	506449	41.9
VAISHALI	224	2482881	1298833	1184048	494885	20.0	76	0.003	60.28	315220	781897	60.2	436914	36.9	1224060	49.3
<b>TOTAL</b>	<b>2502</b>	<b>27411105</b>	<b>14454653</b>	<b>12956452</b>	<b>5558136</b>	<b>20.3</b>	<b>18479</b>	<b>0.06</b>	<b>68.07</b>	<b>3543429</b>	<b>7443050</b>	<b>51.5</b>	<b>4322333</b>	<b>33.4</b>	<b>12961696</b>	<b>47.3</b>

**Table 1.4 - Gram Panchayat Infrastructure**

Surveyed District Name	No. of Surveyed GPs	Road Condition (in GP Nos.)										Average Distance from District HO	Average Distance from NH	Electricity Availability in Panchayat				Avg. Elect. Avail Hrs. in a Day	No. of HHs Electrified		Avg. No. of PCO booth in GPs
		Highway Link		Good Road		Average Road		Poor Road Link		No Road Link				(in GP Nos.)					Nos	%	
		Nos	%	Nos	%	Nos	%	Nos	%	Nos	%			Yes	%	No	%				
BEGUSARAI	84	0	0	7	8.3	42	50.0	35	41.7	0	0	11.66	4.8	82	97.6	2	2.4	4	38210	37.5	3.27
BHAGALPUR	170	4	2.4	20	11.8	107	62.9	37	21.8	2	1.2	29.64	8.66	156	91.8	14	8.2	4.3	77145	32.2	3.8
BHOJPUR	195	2	1.0	23	11.8	90	46.2	77	39.5	3	1.5	30.08	14.3	134	68.7	61	31.3	3	72631	30.5	4.5
BUXAR	63	3	4.8	5	7.9	31	49.2	24	38.1	0	0	25.06	12.38	58	92.0	5	8.0	2.30	22788	32.2	2.26
DARBHANGA	232	0	0	14	6.0	82	35.3	127	54.7	7	3.0	32.14	21.8	158	68.1	74	31.9	2.22	66639	21.9	5.2
GAYA	200	6	3.0	22	11.0	90	45.0	78	39.0	2	1.0	33.3	16.3	126	63.0	74	37.0	2.04	59452	24.3	2.24
MADHUBANI	260	2	0.8	6	2.3	115	44.2	129	49.6	8	3.1	36.5	11.5	205	78.8	55	21.2	3.55	81502	19.9	3.8
MUZAFARPUR	291	12	4.1	21	7.2	148	50.9	87	29.9	7	2.4	30.11	11.7	244	83.8	47	16.2	4.14	132933	27.7	7.25
PATNA	222	4	1.8	17	7.7	113	50.9	81	36.5	6	2.7	41.3	7.0	199	89.6	23	10.4	7.8	195449	58.8	5
SAMASTIPUR	193	0	0	2	1.0	81	42.0	108	56.0	2	1.0	32.5	20.9	62	32.1	131	67.9	0.77	27026	9.8	1.62
SARAN	253	5	2.0	9	3.6	99	39.1	129	51.0	11	4.3	36.8	14.0	167	66.0	86	34.0	2.2	73498	20.9	5.5
SITAMARHI	115	2	1.7	5	4.3	46	40.0	52	45.2	2	1.7	49.8	8.9	95	82.6	20	17.4	4.36	28139	15.6	7.6
VAISHALI	224	3	1.3	15	6.7	118	52.7	88	39.3	0	0	26.08	13.7	173	77.2	51	22.8	2.24	84294	26.7	4.0
<b>TOTAL</b>	<b>2502</b>	<b>43</b>	<b>1.7</b>	<b>166</b>	<b>6.6</b>	<b>1162</b>	<b>46.4</b>	<b>1052</b>	<b>42.0</b>	<b>50</b>	<b>2.0</b>	<b>32.8</b>	<b>13.3</b>	<b>1859</b>	<b>74.3</b>	<b>643</b>	<b>25.7</b>	<b>3.3</b>	<b>959706</b>	<b>27.1</b>	<b>4.5</b>

**Table 1.5 - Educational and other Institutes in Panchayats**

District Name	Nos. of Surveyed GPs	Educational Institutes in Gram Panchayats					Presence of Computer Institute/Kiosk in GP		If not present, then Average Distance of Computer Institute from GPs
		Primary School		High School		Higher Secondary School	No. of GPs		
		Govt. (Nos.)	Pvt. (Nos.)	Govt. (Nos.)	Pvt. (Nos.)	Nos.	Yes (Nos.)	%	
BEGUSARAI	84	303	143	126	5	1	2	2.4	9.02
BHAGALPUR	170	758	62	265	19	5	1	0.6	23.9
BHOJPUR	195	985	208	400	65	2	4	2.0	17.2
BUXOR	63	387	35	111	4	0	4	6.3	20.3
DARBHANGA	232	1044	90	335	37	2	5	2.2	27.8
GAYA	200	1168	92	412	12	3	9	4.5	22.5
MADHUBANI	260	1290	119	461	39	1	11	4.2	25.8
MUZAFARPUR	291	1555	181	465	119	9	14	4.8	23.2
PATNA	222	1328	152	434	49	41	9	4.1	15.9
SAMASTIPUR	193	836	12	284	9	2	2	1.0	19.2
SARAN	253	1277	142	465	28	5	12	4.8	25.6
SITAMARHI	115	536	68	192	16	2	3	2.6	15.1
VAISHALI	224	1104	48	396	10	4	38	17.0	22.2
<b>TOTAL</b>	<b>2502</b>	<b>12571</b>	<b>1352</b>	<b>4346</b>	<b>404</b>	<b>77</b>	<b>114</b>	<b>4.6</b>	<b>21.7</b>

**Table 1.6 - Natural Disaster in the Gram Panchayats**

Surveyed District Name	Nos. of Surveyed GPs	Type of Natural Disaster in Gram Panchayats				Severity of Natural Disaster (Flood) in Gram Panchayats						Severity of Natural Disaster (Drought) in Gram Panchayats					
		Flood		Drought		All Year		3 Months in a year		Rarely		All Year		3 Months in a year		Rarely	
		Nos	%	Nos	%	Nos	%	Nos	%	Nos	%	Nos	%	Nos	%	Nos	%
BEGUSARAI	84	31	36.9	63	75.0	0	0	5	16.1	26	83.9	0	0	0	0	63	100
BHAGALPUR	170	168	98.8	3	1.8	0	0	167	99.4	1	0.6	0	0	3	100	0	0
BHOJPUR	195	91	46.7	158	81.0	0	0	19	20.9	72	79.1	0	0	29	18.4	129	81.6
BUXAR	63	29	46.0	45	71.4	0	0	23	79.3	6	20.7	0	0	15	33.3	30	66.7
DARBHANGA	232	229	98.7	26	11.2	2	0.9	225	98.3	2	0.8	1	3.8	25	96.2	0	0
GAYA	200	43	22.0	167	83.5	0	0	18	41.9	25	58.1	5	3.0	61	36.5	101	60.5
MADHUBANI	260	249	95.8	43	16.5	4	1.6	216	86.7	29	11.6	1	2.3	22	51.2	20	46.5
MUZAFARPUR	291	263	90.4	96	33.0	5	1.9	234	89.0	24	9.2	1	1.0	85	88.5	10	10.4
PATNA	222	191	86.0	44	19.8	0	0	141	73.8	50	26.2	0	0	19	43.2	25	56.8
SAMASTIPUR	193	193	100.0	12	6.2	0	0	164	85.0	29	15.0	0	0	10	83.3	2	16.7
SARAN	253	204	80.6	75	29.6	1	0.5	111	54.4	92	45.1	4	5.3	42	56.0	29	38.7
SITAMARHI	115	115	100.0	10	8.7	1	0.9	113	98.3	1	0.9	0	0	10	100	0	0
VAISHALI	224	212	94.6	31	13.8	1	0.5	109	51.4	102	48.1	1	3.2	13	41.9	17	54.1
<b>TOTAL</b>	<b>2502</b>	<b>2019</b>	<b>80.7</b>	<b>773</b>	<b>30.9</b>	<b>14</b>	<b>0.07</b>	<b>1545</b>	<b>76.5</b>	<b>459</b>	<b>22.7</b>	<b>13</b>	<b>1.7</b>	<b>334</b>	<b>43.2</b>	<b>426</b>	<b>55.1</b>

**Table 1.7 - Reasons for Backwardness of Gram Panchayat**

Districts →	BEGUSARAI		BHAGALPUR		BHOJPUR		BUXAR		DARBHANGA		GAYA		MADHUBANI	
No. of Surveyed GPs →	84		170		195		63		232		200		260	
Reasons for Backwardness of Gram Panchayat ↓	GP Nos.													
	Nos.	%												
Lack of Industry	8	3.28	25	5.18	31	5.47	11	6.25	23	3.37	13	2.20	22	2.90
Drinking Water	4	1.64	43	8.90	34	6.00	5	2.84	27	3.95	20	3.38	28	3.69
Education	56	22.95	75	15.53	63	11.11	26	14.77	107	15.67	89	15.06	118	15.57
Electricity	39	15.98	77	15.94	124	21.87	38	21.59	105	15.37	138	23.35	104	13.72
Irrigation	9	3.69	14	2.90	87	15.34	22	12.50	28	4.10	107	18.10	51	6.73
Natural Disaster	4	1.64	23	4.76	5	0.88	3	1.70	54	7.91	2	0.34	58	7.65
Poverty	29	11.89	19	3.93	5	0.88	4	2.27	14	2.05	11	1.86	20	2.64
Road and Communication	40	16.39	81	16.77	117	20.63	32	18.18	174	25.48	139	23.52	173	22.82
Unemployment	45	18.44	62	12.84	46	8.11	18	10.23	56	8.20	41	6.94	81	10.69
Drainage System	3	1.23	3	0.62	5	0.88	5	2.84	24	3.51	1	0.17	16	2.11
Health	5	2.05	26	5.38	21	3.70	8	4.55	48	7.03	14	2.37	57	7.52
Sanitation	0	0.00	28	5.80	6	1.06	1	0.57	6	0.88	5	0.85	14	1.85
Housing Facility	2	0.82	7	1.45	23	4.06	3	1.70	17	2.49	11	1.86	16	2.11
<b>Total</b>	<b>244</b>	<b>100.0</b>	<b>483</b>	<b>100.0</b>	<b>567</b>	<b>100.0</b>	<b>176</b>	<b>100.0</b>	<b>683</b>	<b>100.0</b>	<b>591</b>	<b>100.0</b>	<b>758</b>	<b>100.0</b>

**Table 1.7 (Contd.)**

Districts →	MUZAFFARPUR		PATNA		SAMASTIPUR		SARAN		SITAMARHI		VAISHALI	
No. of Surveyed GPs →	191		222		193		253		115		224	
Reasons for Backwardness of Gram Panchayat ↓	GP Nos.		GP Nos.		GP Nos.		GP Nos.		GP Nos.		GP Nos.	
	Nos	%	Nos.	%								
Lack of Industry	23	2.76	17	2.61	38	6.77	20	2.69	17	5.20	42	6.59
Drinking Water	50	6.01	30	4.61	12	2.14	31	4.17	5	1.53	44	6.91
Education	152	18.27	118	18.13	69	12.30	108	14.54	74	22.63	96	15.07
Electricity	148	17.79	79	12.14	154	27.45	125	16.82	39	11.93	147	23.08
Irrigation	32	3.85	54	8.29	37	6.60	70	9.42	12	3.67	44	6.91
Natural Disaster	49	5.89	38	5.84	28	4.99	26	3.50	28	8.56	2	0.31
Poverty	33	3.97	12	1.84	10	1.78	10	1.35	6	1.83	5	0.78
Road and Communication	149	17.91	122	18.74	140	24.96	158	21.27	79	24.16	127	19.94
Unemployment	92	11.06	65	9.98	46	8.20	100	13.46	34	10.40	77	12.09
Drainage System	27	3.25	17	2.61	4	0.71	25	3.36	9	2.75	12	1.88
Health	46	5.53	49	7.53	13	2.32	56	7.54	12	3.67	28	4.40
Sanitation	8	0.96	11	1.69	2	0.36	4	0.54	4	1.22	1	0.16
Housing Facility	23	2.76	39	5.99	8	1.43	10	1.35	8	2.45	12	1.88
<b>Total</b>	<b>832</b>	<b>100.0</b>	<b>651</b>	<b>100.0</b>	<b>561</b>	<b>100.0</b>	<b>743</b>	<b>100.0</b>	<b>327</b>	<b>100.0</b>	<b>637</b>	<b>100.0</b>

**Table 1.8 - Awareness Level on Roles & Responsibility**

Surveyed District Name	No. of Surveyed GPs	Awareness Level of Pradhan (Roles & Responsibility of Panchayats)						Awareness Level of Panchayat Members (Guidelines Provided by PRI)						Received PRI Guidelines issued by State/Central Govt.			
		Fully Aware		Partially Aware		Not Aware		Aware		Not Aware		Only few members are aware		Yes		No	
		Nos.	%	Nos.	%	Nos.	%	Nos.	%	Nos.	%	Nos.	%	Nos.	%	Nos.	%
BEGUSARAI	84	56	66.7	28	33.3	0	0	80	95.2	0	0	4	4.8	79	94.0	5	6.0
BHAGALPUR	170	104	61.2	66	38.8	0	0	169	99.4	1	0.6	0	0	136	80.0	34	20.0
BHOJPUR	195	75	38.5	119	61.0	1	0.5	194	99.5	0	0	1	0.5	132	67.7	63	33.3
BUXAR	63	40	63.5	23	36.5	0	0	62	98.4	0	0	1	1.6	58	92.1	5	7.9
DARBHANGA	232	198	85.3	34	14.7	0	0	224	96.6	7	3.0	1	0.4	143	61.6	89	38.4
GAYA	200	143	71.5	57	28.5	0	0	199	99.5	1	0.5	0	0	187	93.5	13	6.5
MADHUBANI	260	189	72.7	71	27.3	0	0	256	98.5	3	1.2	1	0.4	184	70.8	76	29.2
MUZAFARPUR	291	200	68.7	88	30.2	3	1.0	282	96.9	6	2.1	3	1.0	115	39.5	176	60.5
PATNA	222	156	70.3	66	29.7	0	0	222	100	0	0	0	0	212	95.5	10	4.5
SAMASTIPUR	193	180	93.3	13	6.7	0	0	191	99.0	0	0	2	1.0	180	93.3	13	6.7
SARAN	253	177	70.0	76	30.0	0	0	252	99.6	0	0	1	0.4	246	97.2	7	2.8
SITAMARHI	115	94	81.7	21	18.3	0	0	114	99.1	1	0.9	0	0	68	59.1	47	40.9
VAISHALI	224	206	92.0	18	8.0	0	0	222	99.1	0	0	2	0.9	215	96.0	9	4.0
<b>TOTAL</b>	<b>2502</b>	<b>1818</b>	<b>72.7</b>	<b>680</b>	<b>27.2</b>	<b>4</b>	<b>0.15</b>	<b>2467</b>	<b>98.6</b>	<b>19</b>	<b>0.7</b>	<b>16</b>	<b>0.63</b>	<b>1955</b>	<b>78.1</b>	<b>547</b>	<b>21.8</b>

**Table 1.9 - Prime Responsibilities of Gram Panchayat**

Districts →	BEGUSARAI		BHAGALPUR		BHOJPUR		BUXAR		DARBHANGA		GAYA		MADHUBANI	
No. of Surveyed GPs →	84		170		195		63		232		200		260	
Important functions and responsibilities of Gram Panchayat ↓														
	Nos.	%												
Drinking Water Facility	24	7.55	54	8.13	42	5.36	11	5.95	40	4.90	48	6.91	27	2.87
Electrification	29	9.12	27	4.07	19	2.43	6	3.24	15	1.84	18	2.59	10	1.06
Employment	14	4.40	37	5.57	27	3.45	15	8.11	67	8.20	48	6.91	33	3.50
Growth of Education	39	12.26	36	5.42	33	4.21	15	8.11	92	11.26	46	6.62	77	8.17
Health Facility	16	5.03	35	5.27	6	0.77	10	5.41	82	10.04	39	5.61	47	4.99
Implement the Schemes and Programs	4	1.26	61	9.19	74	9.45	14	7.57	76	9.30	43	6.19	60	6.37
Road and Communication	57	17.92	54	8.13	51	6.51	19	10.27	56	6.85	66	9.50	41	4.35
Sanitation & Personal Hygiene	15	4.72	29	4.37	21	2.68	1	0.54	9	1.10	25	3.60	35	3.72
Sort Out Village Problems	5	1.57	41	6.17	81	10.34	10	5.41	65	7.96	47	6.76	72	7.64
Village Development	40	12.58	90	13.55	98	12.52	19	10.27	131	16.03	102	14.68	194	20.59
<b>Total</b>	<b>318</b>	<b>100.00</b>	<b>664</b>	<b>100.00</b>	<b>783</b>	<b>100.00</b>	<b>185</b>	<b>100.00</b>	<b>817</b>	<b>100.00</b>	<b>695</b>	<b>100.00</b>	<b>942</b>	<b>100.00</b>

**Table 1.9 (Contd.)**

Districts →	MUZAFFARPUR		PATNA		SAMASTIPUR		SARAN		SITAMARHI		VAISHALI	
No. of Surveyed GPs →	191		222		193		253		115		224	
Important functions and responsibilities of Gram Panchayat ↓												
	Nos.	%	Nos.	%	Nos.	%	Nos.	%	Nos.	%	Nos.	%
Drinking Water Facility	28	2.63	20	2.99	79	12.02	16	2.55	22	4.93	50	7.97
Electrification	32	3.01	9	1.35	9	1.37	12	1.91	28	6.28	17	2.71
Employment	46	4.32	52	7.78	70	10.65	21	3.34	22	4.93	39	6.22
Growth of Education	104	9.77	62	9.28	95	14.46	56	8.92	54	12.11	33	5.26
Health Facility	50	4.70	20	2.99	55	8.37	69	10.99	34	7.62	27	4.31
Implement the Schemes and Programs	114	10.71	70	10.48	38	5.78	33	5.25	42	9.42	57	9.09
Road and Communication	63	5.92	31	4.64	63	9.59	45	7.17	40	8.97	61	9.73
Sanitation & Personal Hygiene	17	1.60	15	2.25	12	1.83	17	2.71	3	0.67	51	8.13
Sort Out Village Problems	97	9.12	62	9.28	6	0.91	24	3.82	34	7.62	39	6.22
Village Development	200	18.80	108	16.17	63	9.59	161	25.64	65	14.57	83	13.24
<b>Total</b>	<b>1064</b>	<b>100.00</b>	<b>668</b>	<b>100.00</b>	<b>657</b>	<b>100.00</b>	<b>628</b>	<b>100.00</b>	<b>446</b>	<b>100.00</b>	<b>627</b>	<b>100.00</b>

**Table 1.10 - Problems faced in effective Functioning of Panchayat**

Districts →	BEGUSARAI		BHAGALPUR		BHOJPUR		BUXOR		DARBHANGA		GAYA		MADHUBANI	
No. of Surveyed GPs →	84		170		195		63		232		200		260	
Problems faced by Mukhia ↓	Nos.	%	Nos.	%	Nos.	%	Nos.	%	Nos.	%	Nos.	%	Nos.	%
None	65	77.4	86	50.6	126	64.6	29	46.0	135	58.2	134	67	140	53.8
Insufficient funds	4	4.8	17	10.0	16	8.2	2	3.2	16	6.9	19	9.5	25	9.6
Interference of bureaucracy	1	1.2	24	14.1	15	7.7	7	11.1	28	12.1	15	7.5	25	9.6
No public cooperation	4	4.8	23	13.5	6	3.1	18	28.6	36	15.5	10	5	13	5.0
Political Pressure	6	7.1	20	11.8	20	10.3	7	11.1	15	6.5	22	11	25	9.6
Lack of coordination among the members	4	4.8	0	0.0	12	6.2	0	0.0	2	0.9	0	0	32	12.3
<b>Total</b>	<b>84</b>	<b>100.0</b>	<b>170</b>	<b>100.0</b>	<b>195</b>	<b>100.0</b>	<b>63</b>	<b>100.0</b>	<b>232</b>	<b>100.0</b>	<b>200</b>	<b>100</b>	<b>260</b>	<b>100</b>

**Table 1.10 (Contd.)**

Districts →	MUZAFFARPUR		PATNA		SAMASTIPUR		SARAN		SITAMARHI		VAISHALI	
No. of Surveyed GPs →	191		222		193		253		115		224	
Problems faced by Mukhia ↓	Nos.	%	Nos.	%	Nos.	%	Nos.	%	Nos.	%	Nos.	%
None	182	62.5	127	57.2	140	72.5	145	57.3	78	67.8	168	75.0
Insufficient funds	16	5.5	21	9.5	3	1.6	27	10.7	5	4.3	11	4.9
Interference of bureaucracy	22	7.6	28	12.6	9	4.7	31	12.3	9	7.8	20	8.9
No public cooperation	49	16.8	36	16.2	27	14.0	8	3.2	19	16.5	16	7.1
Political Pressure	22	7.6	8	3.6	11	5.7	23	9.1	3	2.6	9	4.0
Lack of coordination among the members	0	0.0	2	0.9	3	1.6	19	7.5	1	0.9	0	0.0
<b>Total</b>	<b>291</b>	<b>100.0</b>	<b>222</b>	<b>100.0</b>	<b>193</b>	<b>100.0</b>	<b>253</b>	<b>100.0</b>	<b>115</b>	<b>100.0</b>	<b>224</b>	<b>100.0</b>

**Table 1.11 - Tax Collection & Tax Awareness**

Details of Tax	No of Surveyed GPs	No. of GPs who Collect Taxes		No. of GPs. who do not Collect Tax but ....				Sources of tax collection (for those GPs who collect Tax)					
				Only Aware		Not Aware		Tax on Building		Tax on Shops/Market		Tax on Agri. /Grazing Land	
				Yes	%	Yes	%	No	%	No	%	No	%
BEGUSARAI	84	0	0	11	13.1	73	86.9	0	0	0	0	0	0
BHAGALPUR	170	0	0	10	5.9	160	94.1	0	0	0	0	0	0
BHOJPUR	195	0	0	24	12.3	171	87.7	0	0	0	0	0	0
BUXAR	63	0	0	4	6.3	59	93.6	0	0	0	0	0	0
DARBHANGA	232	4	1.7	48	20.7	180	77.6	0	0	4	100	0	0
GAYA	200	0	0	4	2.0	196	98.0	0	0	0	0	0	0
MADHUBANI	260	5	1.9	14	5.4	241	92.7	0	0	5	100	0	0
MUZAFARPUR	291	2	0.7	29	10.0	260	89.3	0	0	1	50.0	1	50.0
PATNA	222	0	0	18	8.1	204	91.9	0	0	0	0	0	0
SAMASTIPUR	193	0	0	52	26.9	141	73.1	0	0	0	0	0	0
SARAN	253	0	0	8	3.2	245	96.9	0	0	0	0	0	0
SITAMARHI	115	6	5.2	12	10.4	97	84.3	1	16.7	4	66.6	1	16.7
VAISHALI	224	0	0	4	1.8	220	98.2	0	0	0	0	0	0
<b>Total</b>	<b>2502</b>	<b>17</b>	<b>0.7</b>	<b>238</b>	<b>9.5</b>	<b>2247</b>	<b>89.8</b>	<b>1</b>	<b>5.9</b>	<b>14</b>	<b>82.3</b>	<b>2</b>	<b>11.7</b>

**Table 1.12 - Trainings Attended & Future Training Needs**

Surveyed District Name	No. of Surveyed GPs	Any Training attended by Panchayat members				Attended Specific Training				Usefulness of the Training						Future Training Needs			
		Nos. of Surveyed GPs				NREGA		GP Management		Very Helpful		Very little helpful		Not Helpful					
		Yes	%	No	%	Nos.	%	Nos.	%	Nos.	%	Nos.	%	Nos.	%	Yes	%	No	%
BEGUSARAI	84	35	41.7	49	58.3	35	41.7	49	58.3	35	41.7	0	0.0	49	58.3	76	90.5	8	9.5
BHAGALPUR	170	47	27.6	123	72.4	23	13.5	147	86.47	33	19.4	21	12.4	116	68.2	142	83.5	28	16.5
BHOJPUR	195	113	57.9	82	42.1	82	42.0	113	57.9	34	17.4	77	39.5	84	43.1	176	90.3	19	9.7
BUXOR	63	22	34.9	41	65.1	6	9.5	57	90.4	16	25.4	7	11.1	40	63.5	61	96.8	2	3.2
DARBHANGA	232	61	26.3	171	73.7	27	11.6	205	88.4	64	27.6	34	14.7	134	57.7	193	83.2	39	16.8
GAYA	200	73	36.5	127	63.5	45	22.5	155	77.5	55	27.5	17	8.5	128	64.0	187	93.5	13	6.5
MADHUBANI	260	55	21.2	205	78.8	27	10.4	233	89.6	42	16.2	11	4.2	207	79.6	229	88.1	31	11.9
MUZAFARPUR	291	88	30.2	203	69.8	64	22.0	227	78.0	67	23.0	47	16.2	177	60.8	189	64.9	102	35.1
PATNA	222	111	50.0	111	50.0	75	33.8	147	66.2	70	31.5	33	14.9	119	53.6	198	89.2	24	10.8
SAMASTIPUR	193	9	4.7	184	95.3	1	0.5	192	99.5	12	6.2	3	1.6	178	92.2	190	98.4	3	1.6
SARAN	253	31	12.3	222	87.7	6	2.37	247	97.6	8	3.2	21	8.3	224	88.6	220	87.0	33	13.0
SITAMARHI	115	16	13.9	99	86.1	8	6.9	107	93.1	21	18.3	8	7.0	86	74.7	81	70.4	34	29.6
VAISHALI	224	23	10.3	201	89.7	15	6.7	209	93.3	13	5.8	11	4.9	200	89.3	218	97.3	6	2.7
<b>TOTAL</b>	<b>2502</b>	<b>684</b>	<b>27.3</b>	<b>1818</b>	<b>72.7</b>	<b>414</b>	<b>16.5</b>	<b>2088</b>	<b>83.5</b>	<b>470</b>	<b>18.8</b>	<b>290</b>	<b>11.6</b>	<b>1742</b>	<b>69.6</b>	<b>2160</b>	<b>86.3</b>	<b>342</b>	<b>13.7</b>

**Table 1.13 - Suggested Topics for the Training**

Districts →	BEGUSARAI		BHAGALPUR		BHOJPUR		BUXAR		DARBHANGA		GAYA		MADHUBANI	
No. of Surveyed GPs →	84		170		195		63		232		200		260	
Future Training ↓	Nos.	%	Nos.	%	Nos.	%	Nos.	%	Nos.	%	Nos.	%	Nos.	%
Roles and responsibilities of panchayat members	0	0	1	0.6	3	1.5	1	1.6	4	1.7	3	1.5	5	1.9
Computer Training	7	8.3	37	21.8	25	12.9	26	41.3	90	38.8	75	37.5	58	22.3
Training on maintaining accounts	3	3.6	7	4.1	0	0	2	3.2	0	0	1	0.5	2	0.8
Training on preparing budget	5	6.0	1	0.6	1	0.5	0	0	1	0.4	1	0.5	2	0.8
Training relating to functioning of panchayat office	18	21.4	63	37.1	100	51.3	18	28.6	72	31.0	68	34.0	119	45.8
Regarding new schemes and programs	43	51.2	33	19.4	47	27.3	14	22.2	26	11.2	39	19.5	43	16.5
<b>Total</b>	<b>76</b>	<b>90.48</b>	<b>142</b>	<b>83.53</b>	<b>176</b>	<b>90.26</b>	<b>61</b>	<b>96.82</b>	<b>193</b>	<b>83.19</b>	<b>187</b>	<b>93.5</b>	<b>229</b>	<b>88.08</b>

**Table 1.13 (Contd.)**

Districts →	MUZAFFARPUR		PATNA		SAMASTIPUR		SARAN		SITAMARHI		VAISHALI	
No. of Surveyed GPs →	191		222		193		253		115		224	
Future Training ↓	Nos.	%	Nos.	%	Nos.	%	Nos.	%	Nos.	%	Nos.	%
Rights and responsibilities of panchayat members	1	0.3	1	0.5	1	0.5	8	3.2	2	1.7	4	1.8
Computer Training	90	30.9	52	23.4	168	87.0	55	21.7	45	39.1	143	63.8
Training on maintaining accounts	1	0.3	6	2.7	0	0	2	0.8	0	0	0	0
Training on preparing budget	5	1.7	0	0	0	0	0	0	0	0	0	0
Training relating to functioning of panchayat office	68	23.4	113	50.9	19	9.8	125	49.4	16	13.9	67	29.9
Regarding new schemes and programs	24	8.2	26	11.7	2	1.0	30	11.9	19	16.5	4	1.8
<b>Total</b>	<b>189</b>	<b>98.95</b>	<b>198</b>	<b>89.19</b>	<b>190</b>	<b>98.44</b>	<b>220</b>	<b>86.96</b>	<b>82</b>	<b>71.30</b>	<b>218</b>	<b>97.32</b>

**Table 1.14 - Participation in Project Planning & Implementation**

Surveyed District Name	No. of Surveyed GPs	Involvement of Panchayat members while making development project plan				Level of Participation of Panchayat Members				Involvement of Panchayat members while making budget plan for dev. work				Do you get enough money as per your budget of development work				Are you satisfied with the timing of receipt of fund				Are you able to divert the fund for any other prioritized development work			
		GP Nos.				Dev. work made on Panchayat level		Only taking advice of Panchayat members		GP Nos.				GP Nos.				GP Nos.				GP Nos.			
		Yes	%	No	%	Nos	%	Nos	%	Yes	%	No	%	Yes	%	No	%	Yes	%	No	%	Yes	%	No	%
BEGUSARAI	84	84	100	0	0	16	19.0	68	81.0	5	5.9	79	94.1	24	28.6	60	71.4	0	0	84	100	1	1.2	83	98.8
BHAGALPUR	170	169	99.4	1	0.6	82	48.2	87	51.2	74	43.5	95	55.9	4	2.4	166	97.6	15	8.8	155	91.2	1	0.6	169	99.4
BHOJPUR	195	195	100	0	0	88	45.1	107	54.9	76	39.0	119	61.0	4	2.1	191	97.9	15	7.7	180	92.3	8	4.1	187	95.9
BUXOR	63	63	100	0	0	15	23.8	48	76.2	8	12.7	55	87.3	5	7.9	58	92.1	2	3.2	61	96.8	2	3.2	61	96.8
DARBHANGA	232	232	100	0	0	85	36.6	147	63.4	69	29.7	163	70.3	6	2.6	226	97.4	18	7.8	214	92.2	8	3.4	224	96.6
GAYA	200	200	100	0	0	76	38.0	124	62.0	61	30.5	139	69.5	4	2.0	196	98.0	7	3.5	191	95.5	3	1.5	197	98.5
MADHUBANI	260	259	99.6	1	0.4	88	33.8	171	65.8	56	21.5	203	78.1	2	0.8	258	99.2	11	4.2	249	95.8	3	1.2	257	98.8
MUZAFARPU	291	286	98.3	5	1.7	103	35.4	183	62.9	82	28.2	204	70.1	24	8.2	267	91.7	70	24.1	221	75.9	28	9.6	263	90.4
PATNA	222	222	100	0	0	58	26.1	164	73.9	44	19.8	178	80.2	15	6.8	207	93.2	14	6.3	208	93.7	0	0	222	100
SAMASTIPUR	193	193	100	0	0	91	47.1	102	52.9	77	39.9	116	60.1	1	0.5	192	99.5	4	2.1	199	97.9	1	0.5	192	99.5
SARAN	253	253	100	0	0	90	35.6	163	64.4	83	32.8	170	67.2	1	0.4	252	99.6	252	99.6	1	0.4	1	0.4	252	99.6
SITAMARHI	115	113	98.3	2	1.7	54	46.9	59	51.4	46	40.0	67	58.3	2	1.7	113	98.2	13	11.3	102	88.7	4	3.5	111	96.5
VAISHALI	224	224	100	0	0	87	38.8	137	61.2	72	32.1	152	67.9	2	0.9	222	99.1	0	0	224	100	1	0.4	223	99.6
<b>TOTAL</b>	<b>2502</b>	<b>2493</b>	<b>99.6</b>	<b>9</b>	<b>0.3</b>	<b>933</b>	<b>37.3</b>	<b>1560</b>	<b>62.4</b>	<b>753</b>	<b>30.1</b>	<b>1740</b>	<b>69.5</b>	<b>94</b>	<b>3.7</b>	<b>2408</b>	<b>96.2</b>	<b>421</b>	<b>16.8</b>	<b>2089</b>	<b>83.5</b>	<b>61</b>	<b>2.43</b>	<b>2441</b>	<b>97.5</b>

**Table 1.15 - Funds Allocation & Utilization**

Surveyed District Name	No. of Surveyed GPs	Budget Allocation (Approx.) During last one year		Avg. budget allocation per GP During last one year		Construction of Road		Installing of hand Pumps		Construction of drains and sewer		Construction of Buildings		Other Activities	
		Receipt (in Laks)	Utilize (in Laks)	Receipt (in Laks)	Utilize (in Laks)	GP Nos.		GP Nos.		GP Nos.		GP Nos.		GP Nos.	
		(,00,000)	(,00,000)	(,00,000)	(,00,000)	Nos	%	Nos	%	Nos	%	Nos	%	Nos	%
BEGUSARAI	84	552	512	6.57	6.09	79	94.0	50	59.5	23	27.4	32	38.1	71	84.5
BHAGALPUR	170	1022	921	6.47	5.83	142	83.5	39	22.9	57	33.5	45	26.5	120	70.6
BHOJPUR	195	1463	1393	7.50	7.14	166	85.1	134	68.7	126	64.6	47	24.1	147	75.4
BUXAR	63	436	377	7.51	6.51	55	87.3	29	46.0	31	49.2	12	19.0	51	81.0
DARBHANGA	232	1622	1335	7.47	6.18	195	84.0	92	39.6	127	54.7	46	19.8	121	52.2
GAYA	200	1314	1218	6.57	6.09	157	78.5	151	75.5	77	38.5	18	9.0	154	77.0
MADHUBANI	260	2137	1700	8.22	6.53	224	86.1	125	48.0	62	23.8	43	16.5	219	84.2
MUZAFARPUR	291	1515	1018	6.03	4.22	240	82.5	36	12.4	74	25.4	94	32.3	116	39.9
PATNA	222	1465	1231	6.75	5.67	146	65.8	114	51.3	58	26.1	31	14.0	172	77.5
SAMASTIPUR	193	1254	1093	6.63	5.78	176	91.2	66	34.2	55	28.5	20	10.4	184	95.3
SARAN	253	1586	1242	6.26	4.91	181	71.5	41	16.2	72	28.4	77	30.4	215	85.0
SITAMARHI	115	554	416	5.17	4.16	89	77.4	32	27.8	45	39.1	35	30.4	53	46.1
VAISHALI	224	1731	1585	7.72	7.07	197	87.9	53	23.7	101	45.0	55	24.6	197	87.9
<b>TOTAL</b>	<b>2502</b>	<b>16651</b>	<b>14041</b>	<b>6.90</b>	<b>5.86</b>	<b>2047</b>	<b>81.8</b>	<b>962</b>	<b>38.4</b>	<b>908</b>	<b>36.3</b>	<b>555</b>	<b>22.2</b>	<b>1820</b>	<b>72.7</b>

NOTE: Other Activities include - 1. Construction and repairing of pond/canal/dam, 2. Plantation, 3. Garden, 4. Sanitation, 5. Small repairing and construction work, 6. Pension and salary distribution, 7. Street light, etc.

**Table 1.16 - Suggestions on Improvement of Funds Disbursal to Panchayats**

Districts →	BEGUSARAI		BHAGALPUR		BHOJPUR		BUXOR		DARBHANGA		GAYA		MADHUBANI	
No. of Surveyed GPs →	84		170		195		63		232		200		260	
Suggestions ↓	Nos.	%	Nos.	%	Nos.	%	Nos.	%	Nos.	%	Nos.	%	Nos.	%
None	30	35.30	50	28.90	47	24.10	8	12.70	42	17.95	26	13.00	62	23.31
Don't Know/Can't Say	37	43.53	50	28.90	31	15.90	10	15.87	56	23.93	42	21.00	47	17.67
Quick and timely release	11	12.94	20	11.56	14	7.18	8	12.70	26	11.11	21	10.50	12	4.51
Direct transfer to G.P.	4	4.71	40	23.12	101	51.79	26	41.27	82	31.05	96	48.00	117	43.98
Funding officer should be honest	0	0.00	1	0.58	0	0.00	0	0.00	0	0.00	1	0.50	1	0.38
Cheque payment, instead of direct transfer to Bank A/c	0	0.00	0	0.00	0	0.00	7	11.11	0	0.00	11	5.50	6	2.26
Release Funds according to budget	2	2.35	10	5.78	2	1.03	2	3.17	18	7.69	3	1.50	14	5.26
Independent Charge, instead of joint a/c	1	1.18	2	1.16	0	0.00	2	3.17	10	4.27	0	0.00	7	2.63
<b>Total</b>	<b>85</b>	<b>100.00</b>	<b>173</b>	<b>100.00</b>	<b>195</b>	<b>100.00</b>	<b>63</b>	<b>100.00</b>	<b>234</b>	<b>100.00</b>	<b>200</b>	<b>100.00</b>	<b>266</b>	<b>100.00</b>

**Table 1.16 (Contnd.)**

Districts →	MUZAFFARPUR		PATNA		SAMASTIPUR		SARAN		SITAMARHI		VAISHALI	
No. of Surveyed GPs →	191		222		193		253		115		224	
Suggestions	Nos.	%	Nos.	%	Nos.	%	Nos.	%	Nos.	%	Nos.	%
None	57	19.52	45	20.18	19	9.64	25	9.84	24	20.69	4	1.77
Don't Know/Can't Say	75	25.68	25	11.21	5	2.54	40	15.75	23	19.83	21	9.33
Quick and timely release	21	7.19	17	7.62	16	8.12	7	2.76	6	5.17	4	1.78
Direct transfer to G.P.	131	44.86	126	56.50	139	70.56	180	70.87	52	44.83	189	84.00
Funding officer should be honest	1	0.34	2	0.90	2	1.02	0	0.00	0	0.00	0	0.00
Cheque payment	3	1.03	0	0.00	1	0.51	1	0.39	5	4.31	6	2.67
Funds release according to budget	3	1.03	7	3.14	11	5.58	1	0.39	5	4.31	1	0.44
Independent charge	1	0.34	1	0.45	4	2.03	0	0.00	1	0.86	0	0.00
<b>Total</b>	<b>292</b>	<b>100.00</b>	<b>223</b>	<b>100.00</b>	<b>197</b>	<b>100.00</b>	<b>254</b>	<b>100.00</b>	<b>116</b>	<b>100.00</b>	<b>225</b>	<b>100.00</b>

**ANNEXURE - II**

**Data Output - Orrisa (District-wise)**

**Table 2.1 - General Profile of Gram Pradhans**

Surveyed District Name	No. of Surveyed GPs	Age						Gender of Pradhan				Caste								Literacy Rate						Re-elected	
		21-35		36-50		> 50		Male		Female		SC		ST		OBC		General		Literate but not attend school		Literate up to 8 <sup>th</sup> Class		Highly Literate		GP Nos.	
		Nos	%	Nos	%	Nos	%	Nos	%	Nos	%	Nos	%	N	%	Nos	%	N	%	Nos	%	Nos	%	Nos	%	Nos	%
BALANGIR	109	68	62.4	28	25.7	13	11.9	69	63.3	40	36.7	18	16.5	33	30.3	52	47.7	6	5.5	10	9.2	19	17.4	68	73.4	12	11.0
DHENKANAL	37	19	51.4	11	29.7	7	18.9	22	59.5	15	40.5	10	27.0	4	10.8	19	51.4	4	10.8	2	5.4	6	16.2	21	78.3	4	10.8
GANJAM	250	126	50.4	80	32.0	44	17.6	161	64.4	89	35.6	69	27.6	24	9.6	120	48.0	37	14.8	27	10.7	67	26.8	156	62.5	31	12.4
KENDUJHAR	143	97	67.8	31	21.7	15	10.5	91	63.6	52	36.4	8	5.6	121	84.6	12	8.4	2	1.4	4	2.8	23	16.1	116	81.1	13	9.1
KORAPUT	80	58	72.6	20	25.0	2	2.5	50	62.5	30	37.5	1	1.3	78	97.5	1	1.3	0	0	17	21.3	30	37.5	33	41.2	7	8.8
MAYURBHAN	230	143	62.1	67	29.1	20	8.7	151	65.7	79	34.3	1	0.4	229	99.6	0	0	0	0	9	3.9	41	17.8	180	78.2	19	8.3
RAYAGADA	54	36	66.7	13	24.1	5	9.3	32	59.3	22	40.7	1	1.9	53	98.1	0	0	0	0	13	24.1	17	31.5	24	44.4	6	11.1
SAMBALPUR	57	38	66.7	15	26.3	4	7.0	35	61.4	22	38.6	11	19.3	29	50.9	16	28.1	1	1.8	5	8.8	4	7.1	48	84.2	9	15.8
SONEPUR	38	22	57.9	10	26.3	6	15.8	19	50.0	19	50.0	8	21.1	7	18.4	19	50.0	4	10.5	10	26.3	7	17.4	21	55.2	4	10.4
Total	998	607	60.8	275	27.5	116	11.6	630	63.1	368	36.8	127	12.7	578	57.9	239	23.9	54	5.4	97	9.7	214	21.4	667	66.8	105	10.5

**Table 2.2 - General Profile of Members of Gram Panchayat**

Surveyed District Name	No. of Surveyed GPs	Avg. No. of permanent members in GP					Caste of average panchayat members																Computer Literate Members				
		Total		Male		Female		SC				ST				OBC				General				Male		Female	
		Nos	%	Nos	%	Nos	%	M	%	F	%	M	%	F	%	M	%	F	%	M	%	F	%	Nos	%	Nos	%
BALANGIR	109	14	9	64.3	5	35.7	1	7.1	1	7.1	2	14.3	1	7.1	4	28.6	2	14.3	1	7.1	0	0	6	0.6	0	0	
DHENKANAL	37	14	9	64.3	5	35.7	2	14.3	2	14.3	1	7.1	1	7.1	4	28.6	2	14.3	2	14.3	1	7.1	1	0.3	0	0	
GANJAM	250	15	10	66.7	5	33.3	2	13.3	1	6.7	1	6.7	1	6.7	5	33.3	2	13.3	2	13.3	0	0	8	0.3	3	0.2	
KENDUJHAR	143	13	8	61.5	5	38.5	1	7.7	1	7.7	5	38.4	2	15.4	2	15.4	1	7.7	0	0	0	0	5	0.4	0	0	
KORAPUT	80	13	8	61.5	5	38.5	2	15.4	1	7.7	5	38.4	3	23.0	1	7.7	1	7.7	0	0	0	0	3	0.4	0	0	
MAYURBHAN	230	14	9	64.3	5	35.7	1	7.1	1	7.1	6	42.8	3	21.4	2	14.3	1	7.1	0	0	0	0	6	0.3	0	0	
RAYAGADA	54	13	8	61.5	5	38.5	1	7.7	1	7.7	6	46.1	3	23.0	1	7.7	1	7.7	0	0	0	0	4	0.9	0	0	
SAMBALPUR	57	13	8	61.5	5	38.5	2	15.4	1	7.7	4	30.7	2	23.0	2	15.4	1	7.7	0	0	0	0	6	1.2	0	0	
SONEPUR	38	14	9	64.3	5	35.7	2	14.3	1	7.1	5	35.7	2	14.3	2	14.3	1	7.1	0	0	0	0	0	0	0	0	
Total	998	123	78	63.4	45	36.6	14	11.4	10	8.1	35	28.4	18	14.6	23	18.7	12	9.7	5	4.0	1	0.8	39	0.4	3	0.08	

**Table 2.3 - Districts & Surveyed GPs Profile**

Surveyed District Name	No. of Surveyed GPs	Total Population			SC Population		ST Population		BPL Population %	Household Nos.	Literacy Rate						
		Male		Female							Male		Female		Total		
		Nos.	%	Nos.	%	Nos.	%	Nos.			%	Nos.	%	Nos.	%	Nos.	%
BALANGIR	109	595180	302073	293107	116440	19.6	129314	21.7	65.7	132964	137745	45.6	102705	34.0	115513	38.24	
DHENKANAL	37	197877	102714	95163	39153	19.8	15091	7.6	71.56	37898	68818	67.0	30095	29.3	66251	64.5	
GANJAM	250	1632224	853608	778616	339488	20.8	82436	5.1	70.44	372418	419122	49.1	358515	42.0	364491	42.7	
KENDUJHAR	143	768789	394799	373990	95215	12.4	361604	47.0	82.0	179450	193452	49.0	138969	35.2	167000	42.3	
KORAPUT	80	431533	223953	207580	79635	18.5	206240	47.8	70.18	110809	152960	68.3	51509	23.0	66066	29.5	
MAYURBHANJ	230	1301947	664244	637703	119492	9.2	692476	53.2	69.76	313630	314187	47.3	258391	38.9	261712	39.4	
RAYAGADA	54	230250	116733	113517	32954	14.3	129687	56.3	72.43	51426	51012	43.7	45993	39.4	42491	36.4	
SAMBALPUR	57	342482	177897	164585	72163	21.1	133717	39.0	63.70	85513	94819	53.3	61730	34.7	79698	44.8	
SONEPUR	38	222968	111617	111351	46443	20.8	33370	15.0	65.52	50709	50004	44.8	32146	28.8	39401	35.3	
<b>Total</b>	<b>998</b>	<b>5723250</b>	<b>2947638</b>	<b>2775612</b>	<b>940983</b>	<b>16.4</b>	<b>1783935</b>	<b>31.2</b>	<b>70.97</b>	<b>1334817</b>	<b>1533099</b>	<b>52.01</b>	<b>999904</b>	<b>33.9</b>	<b>1222091</b>	<b>41.5</b>	

**Table 2.4 - Gram Panchayat Infrastructure**

Surveyed District Name	No. of Surveyed GPs	Road Condition (in Gp Nos.)										Average Distance from District HO	Average Distance from NH	Electricity availability in Panchayat				Avg. Elect. Avail Hrs.	No. of HHs Electrified in GPs		Avg. No. of PCO booth in GPs
		Highway Link		Good Road		Average Road		Poor Road Link		No Road Link				(in GP Nos.)							
		Nos	%	Nos	%	Nos	%	Nos	%	Nos	%			Yes	%	No	%		Hrs.	Nos	
BALANGIR	109	2	1.8	16	14.7	57	52.3	31	28.4	3	2.7	39.4	37.2	109	100	0	0	14.7	49080	36.9	1
DHENKANAL	37	1	2.7	1	2.7	19	51.3	16	43.2	0	0	37.5	16.5	36	97.3	1	2.7	14	14441	38.1	4
GANJAM	250	7	2.8	22	8.8	161	64.4	59	23.6	1	0.4	61.1	27.4	245	98.0	5	2.0	17.9	160875	43.1	5
KENDUJHAR	143	10	7.0	20	14.0	47	32.9	65	45.5	1	0.7	60.5	18.1	130	90.9	13	9.1	12.0	66608	37.1	2
KORAPUT	80	1	1.3	4	5.0	59	73.8	16	20.0	0	0	42.4	9.9	79	98.7	1	1.3	16.2	23183	20.9	1
MAYURBHAN	230	12	5.2	12	5.2	107	46.5	97	42.2	2	0.9	48.1	25.3	221	96.1	9	3.9	16.1	92891	29.6	3
RAYAGADA	54	6	11.1	16	29.6	16	29.6	15	27.8	1	1.9	36.0	15.4	48	88.9	6	11.1	15.8	16538	32.1	1
SAMBALPUR	57	8	14.0	7	12.3	21	36.8	19	33.3	2	3.5	41.7	12.6	57	100	0	0	16.5	31119	36.4	3
SONEPUR	38	0	0	2	5.3	15	39.5	20	52.6	1	2.6	33.5	35.9	35	92.1	3	7.9	9.4	18414	36.3	2
<b>Total</b>	<b>998</b>	<b>47</b>	<b>4.7</b>	<b>100</b>	<b>10.0</b>	<b>502</b>	<b>50.3</b>	<b>338</b>	<b>33.8</b>	<b>11</b>	<b>1.1</b>	<b>49.8</b>	<b>23.7</b>	<b>960</b>	<b>96.1</b>	<b>38</b>	<b>3.8</b>	<b>15.5</b>	<b>473149</b>	<b>35.4</b>	<b>3</b>

**Table 2.5 - Educational and other Institutes in Panchayats**

Surveyed District Name	No. of Surveyed GPs	Educational Institutes in Gram Panchayats					Computer Institute/Kiosk in GP		If no then average dist. (in KM) of Computer Institute from GPs
		Primary School		High School		Higher Secondary School	No. of GPs		
		Govt. (Nos)	Pvt. (Nos.)	Govt. (Nos.)	Pvt. (Nos.)	Nos.	Yes (Nos.)	%	
BALANGIR	109	656	5	234	3	21	0	0	15.7
DHENKANAL	37	173	12	64	0	10	0	0	22.7
GANJAM	250	1415	39	466	6	30	0	0	15.5
KENDUJHAR	143	904	16	353	3	28	0	0	17.9
KORAPUT	80	596	11	133	5	2	0	0	19.2
MAYURBHANJ	230	1552	7	525	5	35	0	0	18.6
RAYAGADA	54	421	6	84	1	2	0	0	19.6
SAMBALPUR	57	375	10	130	3	13	0	0	18.1
SONEPUR	38	320	0	93	1	14	0	0	15.1
<b>Total</b>	<b>998</b>	<b>6412</b>	<b>106</b>	<b>2082</b>	<b>27</b>	<b>155</b>	<b>0</b>	<b>0</b>	<b>17.5</b>

**Table 2.6 - Natural Disaster in the Gram Panchayats**

Surveyed District Name	No. of Surveyed GPs	Natural Disaster in Gram Panchayats						Frequency of Reoccurrence of Natural Disaster (Flood)						Frequency of Reoccurrence of Natural Disaster (Drought)						Frequency of Reoccurrence of Natural Disaster (Cyclone)					
		Flood		Drought		Cyclone		All Year		3 Months in a year		Rarely		All Year		3 Months in a year		Rarely		All Year		3 Months in a year		Rarely	
		Nos	%	Nos	%	Nos	%	Nos	%	Nos	%	Nos	%	Nos	%	Nos	%	Nos	%	Nos	%	Nos	%	Nos	%
<b>BALANGIR</b>	<b>109</b>	24	22.0	89	81.7	0	0	7	29.2	4	16.7	13	54.2	3	3.4	26	29.2	60	67.4	0	0	0	0	0	0
<b>DHENKANAL</b>	<b>37</b>	6	16.2	27	73.0	0	0	0	0	0	0	6	100	0	0	14	51.9	13	48.1	0	0	0	0	0	0
<b>GANJAM</b>	<b>250</b>	75	30.0	131	52.4	34	13.6	0	0	12	16.0	63	84.0	2	1.5	15	11.5	114	87.0	0	0	1	2.9	33	97.1
<b>KENDUJHAR</b>	<b>143</b>	45	31.5	112	78.3	2	1.4	0	0	4	8.9	41	91.1	0	0	1	0.9	111	99.1	0	0	0	0	2	100
<b>KORAPUT</b>	<b>80</b>	13	16.3	39	48.8	1	1.3	2	15.4	9	69.2	2	15.4	1	2.6	12	30.8	26	66.7	1	100	0	0	0	0
<b>MAYURBHANJ</b>	<b>230</b>	44	19.1	167	72.6	4	1.7	3	6.8	36	81.8	5	11.4	4	2.4	14	8.4	149	89.2	0	0	1	25.0	3	75.0
<b>RAYAGADA</b>	<b>54</b>	12	22.2	37	68.5	6	11.1	0	0	3	25.0	9	75.0	0	0	3	8.1	34	91.9	0	0	0	0	6	100
<b>SAMBALPUR</b>	<b>57</b>	15	26.3	39	68.4	0	0	0	0	2	13.3	13	86.7	0	0	5	12.8	34	87.2	0	0	0	0	0	0
<b>SONEPUR</b>	<b>38</b>	26	68.4	37	97.4	0	0	0	0	2	7.7	24	92.2	0	0	3	8.1	34	91.9	0	0	0	0	0	0
<b>Total</b>	<b>998</b>	<b>260</b>	<b>26.0</b>	<b>678</b>	<b>67.9</b>	<b>47</b>	<b>4.7</b>	<b>12</b>	<b>4.6</b>	<b>72</b>	<b>27.7</b>	<b>176</b>	<b>67.7</b>	<b>10</b>	<b>1.5</b>	<b>93</b>	<b>13.7</b>	<b>575</b>	<b>84.8</b>	<b>1</b>	<b>2.1</b>	<b>34</b>	<b>72.3</b>	<b>12</b>	<b>25.5</b>

**Table 2.7 - Reasons for Backwardness of Gram Panchayat**

Districts →	BALANGIR		DHENKANAL		GANJAM		KENDUJHAR		KORAPUT		MAYURBHANJ		RAYAGADA		SAMBALPUR		SONEPUR	
No. of Surveyed GPs →	109		37		250		143		80		230		54		57		38	
Reasons for Backwardness of Gram Panchayat ↓	GP Nos.																	
	Nos.	%																
Lack of Industry	12	3.88	7	6.60	5	0.70	0	0.00	3	1.53	0	0.00	1	0.67	1	0.62	0	0.00
Drinking Water	65	21.04	22	20.75	100	14.04	78	18.75	18	9.18	146	21.86	9	6.04	35	21.60	7	6.19
Education	40	12.94	13	12.26	107	15.03	25	6.01	67	34.18	70	10.48	34	22.82	25	15.43	17	15.04
Electricity	28	9.06	14	13.21	38	5.34	74	17.79	38	19.39	107	16.02	17	11.41	13	8.02	16	14.16
Irrigation	30	9.71	13	12.26	63	8.85	51	12.26	16	8.16	50	7.49	10	6.71	9	5.56	18	15.93
Natural Disaster	1	0.32	0	0.00	7	0.98	0	0.00	0	0.00	2	0.30	2	1.34	2	1.23	2	1.77
Poverty	8	2.59	1	0.94	25	3.51	6	1.44	4	2.04	21	3.14	16	10.74	5	3.09	0	0.00
Road and Communication	56	18.12	19	17.92	118	16.57	99	23.80	12	6.12	128	19.16	24	16.11	36	22.22	18	15.93
Unemployment	19	6.15	7	6.60	88	12.36	17	4.09	28	14.29	49	7.34	11	7.38	19	11.73	5	4.42
Drainage System	1	0.32	0	0.00	10	1.40	1	0.24	0	0.00	1	0.15	0	0.00	0	0.00	0	0.00
Health & Sanitation	49	15.86	10	9.43	142	19.94	65	15.63	9	4.59	79	11.83	25	16.78	17	10.49	30	26.55
Housing Facility	0	0.00	0	0.00	9	1.26	0	0.00	1	0.51	15	2.25	0	0.00	0	0.00	0	0.00
<b>Total</b>	<b>309</b>	<b>100.00</b>	<b>106</b>	<b>100.00</b>	<b>712</b>	<b>100.00</b>	<b>416</b>	<b>100.00</b>	<b>196</b>	<b>100.00</b>	<b>668</b>	<b>100.00</b>	<b>149</b>	<b>100.00</b>	<b>162</b>	<b>100.00</b>	<b>113</b>	<b>100.00</b>

**Table 2.8 - Awareness Level on Roles & Responsibility**

Surveyed District Name	No. of Surveyed GPs	Awareness Level of Pradhan (Roles & Responsibility of Panchayats)						Awareness of Panchayat Members (Guidelines Provided by PRI)						Received PRI Guideline issued by State/Central Govt.			
		Fully Aware		Partially Aware		Not Aware		Aware		Not Aware		Only few members are aware		Yes		No	
		Nos.	%	Nos.	%	Nos.	%	Nos.	%	Nos.	%	Nos.	%	Nos.	%	Nos.	%
BALANGIR	109	65	59.6	42	38.5	2	1.8	107	98.2	2	1.8	0	0	46	42.2	63	57.8
DHENKANAL	37	20	54.1	17	45.9	0	0	37	100	0	0	0	0	18	48.6	19	51.4
GANJAM	250	148	59.2	101	40.4	1	0.4	237	94.8	13	5.2	0	0	126	50.4	124	49.6
KENDUJHAR	143	79	55.2	63	44.1	1	0.7	141	98.6	2	1.4	0	0	77	53.8	66	46.2
KORAPUT	80	62	77.5	18	22.5	0	0	80	100	0	0	0	0	36	45.0	44	55.0
MAYURBHANJ	230	126	54.8	104	45.2	0	0	226	98.3	4	1.7	0	0	157	68.3	73	31.7
RAYAGADA	54	11	20.4	43	79.6	0	0	46	85.2	7	13.0	1	1.9	23	42.6	31	57.4
SAMBALPUR	57	37	64.9	19	33.3	1	1.8	57	100	0	0	0	0	36	63.2	21	36.8
SONEPUR	38	29	76.3	9	23.7	0	0	36	94.7	2	5.3	0	0	28	73.7	10	26.3
<b>Total</b>	<b>998</b>	<b>577</b>	<b>57.8</b>	<b>416</b>	<b>41.7</b>	<b>5</b>	<b>0.5</b>	<b>967</b>	<b>96.9</b>	<b>30</b>	<b>3.0</b>	<b>1</b>	<b>0.1</b>	<b>547</b>	<b>54.8</b>	<b>451</b>	<b>45.2</b>

**Table 2.9 - Prime Responsibilities of Gram Panchayat**

Districts →	BALANGIR		DHENKANAL		GANJAM		KENDUJHAR		KORAPUT		MAYURBHANJ		RAYAGADA		SAMBALPUR		SONEPUR	
No. of Surveyed GPs →	109		37		250		143		80		230		54		57		38	
Important functions and responsibilities of Gram Panchayat ↓	GP Nos.		GP Nos.		GP Nos.		GP Nos.		GP Nos.									
	Nos.	%	Nos.	%	Nos.	%	Nos.	%	Nos.	%								
Drinking Water Facility	53	11.6	18	10.2	48	5.1	48	7.6	18	6.4	80	7.8	4	2.9	17	7.1	8	5.0
Electrification	32	7.0	17	9.7	32	3.4	9	1.4	21	7.4	29	2.8	3	2.2	12	5.0	2	1.3
Employment	16	3.5	0	0.0	45	4.8	30	4.7	13	4.6	21	2.1	1	0.7	8	3.3	23	14.5
Growth of Education	34	7.5	19	10.8	51	5.5	13	2.1	17	6.0	32	3.1	11	8.1	14	5.9	3	1.9
Health Facility	19	4.2	12	6.8	44	4.7	29	4.6	10	3.5	29	2.8	7	5.1	7	2.9	12	7.5
Implement the Schemes and Programs	15	3.3	9	5.1	56	6.0	81	12.8	8	2.8	90	8.8	9	6.6	19	7.9	4	2.5
Road and Communication	43	9.4	10	5.7	61	6.5	78	12.3	17	6.0	103	10.1	9	6.6	18	7.5	18	11.3
Sanitation & Personal Hygiene	16	3.5	4	2.3	19	2.0	12	1.9	2	0.7	41	4.0	7	5.1	3	1.3	5	3.1
Sort Out Village Problems	44	9.6	21	11.9	123	13.2	56	8.9	40	14.1	111	10.9	10	7.4	26	10.9	13	8.2
Village Development	62	13.6	30	17.0	197	21.1	85	13.4	52	18.4	158	15.5	46	33.8	42	17.6	30	18.9
<b>Total</b>	<b>456</b>	<b>100</b>	<b>176</b>	<b>100</b>	<b>934</b>	<b>100</b>	<b>632</b>	<b>100</b>	<b>283</b>	<b>100</b>	<b>1021</b>	<b>100</b>	<b>136</b>	<b>100</b>	<b>239</b>	<b>100</b>	<b>159</b>	<b>100</b>

**Table 2.10 - Problems faced in effective Functioning of Panchayat**

Districts →	BALANGIR		DHENKANAL		GANJAM		KENDUJHAR		KORAPUT		MAYURBHANJ		RAYAGADA		SAMBALPUR		SONEPUR	
No. of Surveyed GPs →	109		37		250		143		80		230		54		57		38	
Problems faced by Mukhia ↓	Nos.	%	Nos.	%	Nos.	%	Nos.	%	Nos.	%	Nos.	%	Nos.	%	Nos.	%	Nos.	%
	None	92	84.4	5	13.5	221	88.4	106	74.1	58	72.5	207	90.0	34	63.0	47	82.5	29
Insufficient funds	8	7.3	3	8.1	7	2.8	8	5.6	5	6.25	9	3.9	6	11.1	4	7.0	2	5.3
Interference of bureaucracy	0	0.0	10	27.0	7	2.8	6	4.2	5	6.25	2	0.9	0	0.0	0	0.0	0	0.0
No public cooperation	4	3.7	12	32.4	8	3.2	11	7.7	9	11.25	7	3.0	2	3.7	2	3.5	3	7.9
Political Pressure	0	0.0	4	10.8	3	1.2	11	7.7	3	3.75	5	2.2	3	5.6	3	5.3	2	5.3
Lack of coordination among the members	5	4.6	3	8.1	4	1.6	1	0.7	0	0	0	0.0	9	16.7	1	1.8	2	5.3
<b>Total</b>	<b>109</b>	<b>100.0</b>	<b>37</b>	<b>100.0</b>	<b>250</b>	<b>100</b>	<b>143</b>	<b>100.0</b>	<b>80</b>	<b>100</b>	<b>230</b>	<b>100.0</b>	<b>54</b>	<b>100.0</b>	<b>57</b>	<b>100.0</b>	<b>38</b>	<b>100.0</b>

**Table 2.11 - Tax Collection & Tax Awareness**

Surveyed District Name	No. of Surveyed GPs	No. of GPs who Collect Tax		No. of GPs. who do not Collect Tax but ...				Sources of tax Collection (For those GPs who collect Tax)											
				Only Aware		Not Aware		Tax on Building		Tax on Drinking Water		Tax on Shops/Market		Tax on Agri. /Grazing Land		Tax on Cycle		Tax on Fisheries	
		Yes	%	Yes	%	No	%	Nos.	%	Nos.	%	Nos.	%	Nos.	%	Nos.	%	Nos.	%
BALANGIR	109	83	76.1	6	5.5	20	18.4	0	0	1	0.7	46	31.7	0	0	78	53.8	20	13.8
DHENKANAL	37	24	64.9	3	8.1	10	27.0	0	0	0	0	8	19.5	1	2.4	22	53.6	10	24.4
GANJAM	250	79	31.6	61	24.4	110	44.0	0	0	0	0	21	22.6	2	2.1	43	46.2	27	29.0
KENDUJHAR	143	74	51.7	26	18.2	43	30.1	0	0	1	0.9	28	25.2	4	3.6	63	56.7	15	13.5
KORAPUT	80	14	17.5	24	30.0	42	52.5	0	0	1	3.3	15	50.0	0	0	10	33.3	4	13.3
MAYURBHANJ	230	177	77.0	27	11.7	26	11.3	5	1.8	10	3.5	52	18.4	7	2.5	139	49.3	74	26.2
RAYAGADA	54	32	59.3	8	14.8	14	25.9	0	0	1	2.0	16	32.0	0	0	29	58.0	4	8.0
SAMBALPUR	57	32	56.1	7	12.3	18	31.6	0	0	2	3.4	24	41.4	6	10.3	19	32.7	7	12.1
SONEPUR	38	29	76.3	4	10.5	5	13.1	0	0	0	0	8	16.3	1	2.0	22	44.9	18	36.7
<b>Total</b>	<b>998</b>	<b>544</b>	<b>54.5</b>	<b>166</b>	<b>16.6</b>	<b>288</b>	<b>29.8</b>	<b>5</b>	<b>0.9</b>	<b>16</b>	<b>2.9</b>	<b>218</b>	<b>40.0</b>	<b>21</b>	<b>38.6</b>	<b>425</b>	<b>78.1</b>	<b>179</b>	<b>32.9</b>

**Table 2.12 - Trainings Attended & Future Training Needs**

Surveyed District Name	No. of Surveyed GPs	Any Training attended by Panchayat members				Name of the training				Usefulness of the Training						Future Training Needed			
		Nos. of Surveyed GPs				NREGA		GP Management		Very Helpful		Very little helpful		Not Helpful		Yes		No	
		Yes	%	No	%	Nos.	%	Nos.	%	Nos.	%	Nos.	%	Nos.	%	Yes	%	No	%
BALANGIR	109	52	47.7	57	52.3	49	94.2	3	5.8	34	65.4	17	32.7	1	1.9	81	74.3	28	25.7
DHENKANAL	37	19	51.4	18	48.6	10	52.6	9	47.4	10	52.6	7	36.8	2	10.6	25	67.6	12	32.4
GANJAM	250	78	31.2	172	68.8	71	91.0	7	9.0	68	87.2	10	12.8	0	0	158	63.2	92	36.8
KENDUJHAR	143	82	57.3	61	42.7	76	92.7	6	7.3	68	82.9	13	15.8	1	1.2	128	89.5	15	10.5
KORAPUT	80	15	18.8	65	81.3	10	66.7	5	33.3	13	86.7	2	13.3	0	0	57	71.3	23	28.8
MAYURBHANJ	230	84	36.5	146	63.5	82	97.6	2	2.4	33	39.3	50	59.5	1	1.2	166	72.2	64	27.8
RAYAGADA	54	18	33.3	36	66.7	9	50.0	9	50.0	4	22.2	14	77.8	0	0	33	61.1	21	38.9
SAMBALPUR	57	29	50.9	28	49.1	22	75.9	7	24.1	16	55.2	12	41.4	1	3.4	30	52.6	27	47.4
SONEPUR	38	22	57.9	16	42.1	16	72.7	6	27.3	21	95.4	1	4.6	0	0	33	86.8	5	13.2
<b>Total</b>	<b>998</b>	<b>399</b>	<b>40.0</b>	<b>599</b>	<b>60.0</b>	<b>345</b>	<b>86.5</b>	<b>54</b>	<b>13.5</b>	<b>267</b>	<b>66.9</b>	<b>126</b>	<b>31.6</b>	<b>6</b>	<b>1.5</b>	<b>711</b>	<b>71.2</b>	<b>287</b>	<b>28.8</b>

**Table 2.13 - Suggested Topics for the Training**

Districts →	BALANGIR		DHENKANAL		GANJAM		KENDUJHAR		KORAPUT		MAYURBHANJ		RAYAGADA		SAMBALPUR		SONEPUR	
No. of Surveyed GPs →	109		37		250		143		80		230		54		57		38	
Future Training ↓	Nos.	%	Nos.	%	Nos.	%	Nos.	%	Nos.	%	Nos.	%	Nos.	%	Nos.	%	Nos.	%
Rights and responsibilities of panchayat members	1	0.9	1	2.7	1	0.4	1	0.7	0	0	7	3.0	2	3.7	0	0	0	0
Computer Training	52	46.79	13	35.1	114	45.6	48	33.6	51	63.8	104	45.2	15	27.8	11	19.3	18	47.4
Training on maintaining accounts	1	0.9	0	0	2	0.8	17	11.9	1	1.3	6	2.6	4	7.4	2	3.5	2	5.3
Training on preparing budget	0	0	0	0	1	0.4	2	1.4	0	0	2	0.9	0	0	0	0	0	0
Training relating to functioning of panchayat office	17	15.6	4	10.8	16	6.4	54	37.8	5	6.3	32	13.9	8	14.8	11	19.3	7	18.4
Regarding new schemes and programs	10	9.2	7	18.9	24	9.6	6	4.2	0	0	15	6.5	4	7.4	6	10.5	6	15.8
<b>Total</b>	<b>81</b>	<b>74.3</b>	<b>25</b>	<b>67.6</b>	<b>158</b>	<b>63.2</b>	<b>128</b>	<b>89.5</b>	<b>57</b>	<b>71.2</b>	<b>166</b>	<b>72.2</b>	<b>33</b>	<b>61.1</b>	<b>30</b>	<b>52.6</b>	<b>33</b>	<b>86.8</b>

**Table 2.14 - Participation in Project Planning & Implementation**

Surveyed District Name	No. of Surveyed GPs	Involvement of Panchayat members while making development project plan				Level of Participation of Panchayat Members				Involvement of Panchayat members while making budget plan for dev. work				Do you get enough money as per your budget of development work				Are you satisfied with the timing of receipt of fund				Are you able to divert the fund for any other prioritized development work			
		GP Nos.	%	GP Nos.	%	Dev. work made on Panchayat level	Only taking advice of panchayat members	GP Nos.	%	GP Nos.	%	GP Nos.	%	GP Nos.	%	GP Nos.	%	GP Nos.	%						
BALANGIR	109	96	88.1	13	11.9	10	10.4	86	89.6	8	8.3	88	91.7	15	13.8	94	86.2	14	12.8	95	87.2	6	5.5	103	94.5
DHENKANAL	37	24	64.9	13	35.1	6	25.0	18	75.0	6	25.0	18	75.0	1	2.7	36	97.3	3	8.1	34	91.9	2	5.4	35	94.6
GANJAM	250	204	81.6	46	18.4	22	10.8	182	89.2	19	9.3	185	90.7	44	17.6	206	82.4	69	27.6	181	72.4	38	15.2	212	84.8
KENDUJHAR	143	102	71.3	41	28.7	4	3.9	98	96.1	4	3.9	98	96.1	34	23.8	109	76.2	14	9.8	129	90.2	2	1.4	141	98.6
KORAPUT	80	62	77.5	18	22.5	10	16.1	52	83.9	7	11.3	55	88.7	14	17.5	66	82.5	31	38.8	49	61.2	5	6.3	75	93.8
MAYURBHAN	230	201	87.4	29	12.6	27	13.5	174	86.5	25	12.4	176	87.5	42	18.3	188	81.7	46	20.0	184	80.0	16	7.0	214	93.0
RAYAGADA	54	45	83.3	9	16.7	8	17.8	37	82.2	6	13.3	39	86.7	4	7.4	50	92.6	7	13.0	47	87.0	7	13.0	47	87.0
SAMBALPUR	57	47	82.5	10	17.5	18	38.3	29	61.7	14	29.8	33	70.2	7	12.3	50	87.7	12	21.0	45	79.0	3	5.3	54	94.7
SONEPUR	38	24	63.1	14	36.8	4	16.7	20	83.3	4	16.7	20	83.3	20	52.6	18	47.4	8	21.1	30	78.9	2	5.2	36	94.7
<b>Total</b>	<b>998</b>	<b>805</b>	<b>80.7</b>	<b>193</b>	<b>19.3</b>	<b>109</b>	<b>13.5</b>	<b>696</b>	<b>86.4</b>	<b>93</b>	<b>11.5</b>	<b>712</b>	<b>88.5</b>	<b>181</b>	<b>18.1</b>	<b>817</b>	<b>81.9</b>	<b>204</b>	<b>20.5</b>	<b>794</b>	<b>79.5</b>	<b>81</b>	<b>8.1</b>	<b>917</b>	<b>91.9</b>

**Table 2.15 - Funds allocation & Utilization**

Surveyed District Name	No. of Surveyed GPs	Budget Allocation (Approx.) During last one year		Avg. budget allocation per GP During last one year		Construction of Road		Installing of hand Pumps		Construction of drains and sewer		Construction of Buildings		Other Activities	
		Receipt (in Lakhs)	Utilize (in Lakhs)	Receipt (in Laks)	Utilize (in Laks)	GP Nos.		GP Nos.		GP Nos.		GP Nos.		GP Nos.	
		(,00,000)	(,00,000)	(,00,000)	(,00,000)	Nos	%	Nos	%	Nos	%	Nos	%	Nos	%
BALANGIR	109	745	689	7.16	6.69	89	81.7	12	11.0	5	4.6	18	16.5	78	71.6
DHENKANAL	37	173	136	4.96	4.02	25	67.6	34	91.9	0	0	5	13.5	14	37.8
GANJAM	250	1339	1203	6.25	5.64	180	72.0	37	14.8	32	12.8	43	17.2	124	49.6
KENDUJHAR	143	976	902	9.48	9.02	94	65.7	6	4.2	1	0.7	16	11.2	64	44.8
KORAPUT	80	865	982	10.95	10.95	70	87.5	18	22.5	31	38.8	20	25.0	55	68.8
MAYURBHANJ	230	1848	1622	10.80	9.71	146	63.5	7	3.0	7	3.0	8	3.5	116	50.4
RAYAGADA	54	597	571	12.43	11.91	46	85.2	8	14.8	4	7.4	25	46.3	16	29.6
SAMBALPUR	57	588	556	10.89	10.29	45	78.9	6	10.5	5	8.8	12	21.1	45	78.9
SONEPUR	38	558	543	14.69	14.31	37	97.4	5	13.2	3	7.9	13	34.2	34	89.5
<b>Total</b>	<b>998</b>	<b>7689</b>	<b>7204</b>	<b>9.09</b>	<b>8.62</b>	<b>732</b>	<b>73.3</b>	<b>133</b>	<b>13.3</b>	<b>88</b>	<b>8.8</b>	<b>160</b>	<b>16.0</b>	<b>546</b>	<b>54.7</b>

**NOTE:** Other activities done i.e. 1. Construction and repairing of pond/canal/dam, 2. Plantation, 3. Garden 4. Sanitation, 5. Small repairing and construction work, 6. Area of pension and salary distribution etc.

**Table 2.16 - Suggestions on improvement of Funds Disbursal to Panchayats**

Districts →	BALANGIR		DHENKANAL		GANJAM		KENDUJHAR		KORAPUT		MAYURBHANJ		RAYAGADA		SAMBALPUR		SONEPUR	
No. of Surveyed GPs →	109		37		250		143		80		230		54		57		38	
Suggestions ↓	Nos.	%	Nos.	%	Nos.	%	Nos.	%	Nos.	%	Nos.	%	Nos.	%	Nos.	%	Nos.	%
None	13	11.9	6	16.2	86	34.4	64	44.8	25	31.4	147	63.9	0	0	5	8.8	2	5.2
Don't Know/Can't Say	54	49.5	2	5.4	107	42.8	52	36.4	16	20.0	10	4.3	51	94.4	30	52.6	27	71.1
Quick and timely release	6	5.5	10	27.0	5	2.0	2	1.4	3	3.8	23	10.0	1	1.9	5	8.8	1	2.6
Direct transfer to G.P.	34	31.2	19	51.4	52	20.8	23	16.1	33	41.3	44	19.2	1	1.9	15	26.4	8	21.1
Funding officer should be honest	0	0	0	0	2	0.8	0	0	4	5.0	1	0.4	0	0	0	0	0	0
Cheque payment, instead of direct transfer to Bank A/c	1	0.9	0	0	0	0	3	2.1	0	0	9	3.9	0	0	1	1.8	0	0
Release Funds according to budget	0	0	0	0	1	0.4	0	0	0	0	1	0.4	0	0	1	1.8	0	0
Independent Charge, instead of joint a/c	1	0.9	0	0	1	0.4	0	0	0	0	0	0	1	1.9	0	0	0	0
<b>Total</b>	<b>109</b>		<b>37</b>		<b>254</b>		<b>144</b>		<b>81</b>		<b>235</b>		<b>54</b>		<b>57</b>		<b>38</b>	

**ANNEXURE - III**

**Data Output - Chattisgarh (District-wise)**

**Table 3.1 - General Profile of Gram Pradhans**

Surveyed District Name	No. of Surve-yed GPs	Age Group						Gender of Pradhan				Caste Group								Literacy Rate						Re-lected GP Nos.	
		21-35		36-50		> 50		Male		Female		SC		ST		OBC		General		Literate but not attend school		Literate up to 8 <sup>th</sup> Class		Highly Literate		Nos	%
		Nos	%	Nos	%	Nos	%	Nos	%	Nos	%	Nos	%	N	%	Nos	%	N	%	Nos	%	Nos	%	Nos	%		
BILASHPUR	118	56	47.5	41	34.7	21	17.8	80	67.8	38	32.2	31	26.3	33	28.0	45	38.1	9	7.6	29	24.5	17	14.4	72	61.1	21	17.8
KANKER	40	15	37.5	24	60.0	1	2.5	26	65.0	14	35.0	4	10.0	36	90.0	0	0	0	0	11	27.5	12	30.0	17	42.5	3	7.5
KORBA	40	16	40.0	19	47.5	5	12.5	23	57.5	17	42.5	3	7.5	37	92.5	0	0	0	0	8	20.0	9	22.5	23	57.5	8	20.0
RAIGARH	91	42	46.2	41	45.1	8	8.8	68	74.7	23	25.3	11	12.1	52	57.1	25	27.5	3	3.3	20	22.0	23	25.3	48	52.7	9	9.9
RAJNANDGA	69	28	40.6	32	46.4	9	13.0	53	76.8	16	23.2	6	8.7	34	49.2	24	34.8	5	7.2	12	17.3	21	30.4	36	52.1	20	29.0
SARGUJA	146	69	41.8	65	44.5	20	13.7	104	71.2	42	28.8	7	4.8	135	92.5	3	2.1	1	0.7	54	37.0	36	24.7	56	38.4	33	22.6
<b>Total</b>	<b>504</b>	<b>226</b>	<b>44.8</b>	<b>222</b>	<b>44.0</b>	<b>64</b>	<b>12.7</b>	<b>354</b>	<b>70.2</b>	<b>150</b>	<b>29.7</b>	<b>62</b>	<b>12.3</b>	<b>327</b>	<b>64.9</b>	<b>97</b>	<b>19.2</b>	<b>18</b>	<b>3.6</b>	<b>134</b>	<b>26.6</b>	<b>118</b>	<b>23.4</b>	<b>252</b>	<b>50.0</b>	<b>94</b>	<b>18.6</b>

**Table 3.2 - General Profile of Members of Gram Panchayats**

Surveyed District Name	No. of Surve-yed GPs	Avg. No. of permanent members in GP					Caste -wise average no. of Panchayat Members in a GP																Computer Literate Members			
		Male		Female		Total	SC				ST				OBC				General				Male		Female	
		Nos	%	Nos	%	Nos.	M	%	F	%	M	%	F	%	M	%	F	%	M	%	F	%	Nos	%	Nos	%
BILASHPUR	118	11	64.7	6	35.3	17	3	17.6	1	5.9	2	11.7	1	5.9	5	29.4	2	11.7	1	5.9	0	0	15	1.1	0	0
KANKER	40	10	66.7	5	33.3	15	3	20.0	1	6.7	6	40.0	3	20.0	1	6.7	1	6.7	0	0	0	0	0	0	0	0
KORBA	40	11	68.7	5	31.3	16	2	12.5	1	6.2	7	43.7	3	18.7	2	12.5	1	6.2	0	0	0	0	0	0	0	0
RAIGARH	91	11	68.7	5	31.3	16	2	12.5	1	6.2	6	40.0	3	18.7	3	18.7	1	6.2	1	6.2	0	0	5	0.5	0	0
RAJNANDGA	69	11	68.7	5	31.3	16	1	6.2	1	6.2	5	31.2	2	18.7	3	18.7	2	12.5	1	6.2	0	0	1	0.1	0	0
SARGUJA	146	11	68.7	5	31.3	16	2	12.5	1	6.2	6	40.0	2	18.7	2	12.5	1	6.2	1	6.2	0	0	4	0.2	1	0.1
<b>Total</b>	<b>504</b>	<b>65</b>	<b>67.7</b>	<b>31</b>	<b>32.3</b>	<b>96</b>	<b>13</b>	<b>13.5</b>	<b>6</b>	<b>6.2</b>	<b>32</b>	<b>33.3</b>	<b>14</b>	<b>14.6</b>	<b>16</b>	<b>16.7</b>	<b>8</b>	<b>8.3</b>	<b>4</b>	<b>4.1</b>	<b>0</b>	<b>0</b>	<b>25</b>	<b>0.4</b>	<b>1</b>	<b>0.01</b>

**Table 3.3 - Districts & Surveyed GPs Profile**

Surveyed District Name	No. of Surveyed GPs	Rural Population in Surveyed GPs			SC Population		ST Population		BPL Population %	Household Nos.	Literacy Rate					
		Male	Female	Total	Nos.	%	Nos.	%			Male		Female		Total	
		Nos.	Nos.	Nos.	Nos.	%	Nos.	%	%	HH Nos.	Nos.	%	Nos.	%	Nos.	%
BILASHPUR	118	218904	182441	401345	95911	23.9	70679	17.6	95.9	68921	135501	61.9	69510	38.1	193448	48.2
KANKER	40	34118	32195	66313	9732	14.7	37747	56.9	53.8	13678	19242	56.4	14487	45.0	33488	50.5
KORBA	40	55433	47116	102549	23832	23.2	42269	41.2	54.7	20350	27494	49.6	12532	26.6	39276	38.3
RAIGARH	91	98443	89918	188361	37570	19.9	62903	33.4	56.3	38123	53257	54.1	37765	42.0	86646	46.0
RAJNANDGA	69	65080	60071	125151	19542	15.6	40395	32.3	56.7	26577	37616	57.8	26010	43.3	63952	51.1
SARGUJA	146	174723	157741	332464	68361	20.5	133308	40.1	57.6	57829	85788	49.1	51739	32.8	134315	40.4
<b>Total</b>	<b>504</b>	<b>646701</b>	<b>569482</b>	<b>1216183</b>	<b>254948</b>	<b>20.9</b>	<b>387301</b>	<b>31.0</b>	<b>54.7</b>	<b>225478</b>	<b>358898</b>	<b>55.5</b>	<b>212043</b>	<b>37.2</b>	<b>551125</b>	<b>45.3</b>

**Table 3.4 - Gram Panchayat Infrastructure**

Surveyed District Name	No. of Surveyed GPs	Road Condition (in GP Nos.)										Average Distance from District HO	Average Distance from NH	Electricity availability in Panchayat (in GP Nos.)				Avg. Elect. Avail. Hrs.	No. of HHS Electrified in GPs		Avg. No. of PCO booth in GPs
		Highway Link		Good Road		Average Road		Poor Road Link		No Road Link				Yes	%	No	%		Nos	%	
		Nos	%	Nos	%	Nos	%	Nos	%	Nos	%	KMs	KMs	Yes	%	No	%	Hrs.	Nos	%	
BILASHPUR	118	13	11.0	27	22.9	44	37.2	29	24.6	5	4.2	23.9	14.6	118	100	0	0	16.2	51072	74.1	3
KANKER	40	1	2.5	2	5.0	24	60.0	13	32.5	0	0	37.2	4.5	40	100	0	0	14.7	6790	49.6	1
KORBA	40	1	2.5	14	35.0	19	47.5	6	15.0	0	0	32.3	17.8	40	100	0	0	11.8	11625	57.1	1
RAIGARH	91	7	7.7	16	17.6	48	52.7	19	20.9	1	1.1	46.3	26.7	91	100	0	0	16.2	20780	54.5	1
RAJNANDGA	69	3	4.3	20	29.0	32	46.4	13	18.8	1	1.4	49.0	20.4	69	100	0	0	18.1	15812	59.5	1
SARGUJA	146	16	11.0	21	14.4	74	50.7	29	19.9	6	4.1	48.3	13.7	145	99.3	1	0.7	12.2	27152	46.9	1
<b>Total</b>	<b>504</b>	<b>41</b>	<b>8.1</b>	<b>100</b>	<b>19.8</b>	<b>241</b>	<b>47.8</b>	<b>109</b>	<b>21.6</b>	<b>13</b>	<b>2.6</b>	<b>40.2</b>	<b>16.7</b>	<b>503</b>	<b>99.8</b>	<b>1</b>	<b>0.2</b>	<b>14.8</b>	<b>133231</b>	<b>59.1</b>	<b>1</b>

**Table 3.5 - Educational and other Institutes in Panchayats**

Surveyed District Name	No. of Surveyed GPs	Educational Institutes in Gram Panchayats					Computer Institute/Kiosk in GP		If no, then average distance (in k.m.) of Computer Institute from GPs
		Primary School		High School		Higher Secondary School	No. of GPs		
		Govt. (Nos)	Pvt. (Nos.)	Govt. (Nos.)	Pvt. (Nos.)	Nos.	Yes (Nos.)	%	Avg. Distance (in KMs)
BILASHPUR	118	244	76	118	37	31	0	0	13.4
KANKER	40	112	16	46	9	2	0	0	105
KORBA	40	114	10	43	3	1	0	0	16.9
RAIGARH	91	203	31	103	13	10	0	0	14.9
RAJNANDGA	69	180	17	71	5	6	0	0	14.7
SARGUJA	146	459	48	201	21	11	0	0	13.4
<b>Total</b>	<b>504</b>	<b>1312</b>	<b>198</b>	<b>582</b>	<b>88</b>	<b>61</b>	<b>0</b>	<b>0</b>	<b>13.9</b>

**Table 3.6 - Natural Disaster in the Gram Panchayats**

Surveyed District Name	No. of Surveyed GPs	Natural Disaster in Gram Panchayats						Frequency of Reoccurrence of Natural Disaster (Flood)						Frequency of Reoccurrence of Natural Disaster (Drought)						Frequency of Reoccurrence of Natural Disaster (Cyclone)					
		Flood		Drought		Cyclone		All Year		3 Months in a year		Rarely		All Year		3 Months in a year		Rarely		All Year		3 Months in a year		Rarely	
		Nos	%	Nos	%	Nos	%	Nos	%	Nos	%	Nos	%	Nos	%	Nos	%	Nos	%	Nos	%	Nos	%	Nos	%
BILASHPUR	118	4	3.4	115	97.5	0	0	1	25.0	1	25.0	2	50.0	13	11.3	41	35.7	61	53.1	0	0	0	0	0	0
KANKER	40	3	7.5	23	57.5	1	2.5	0	0	2	66.7	1	33.3	0	0	6	26.1	17	73.9	0	0	0	0	1	100
KORBA	40	2	5.0	31	77.5	4	10.0	0	0	0	0	2	100	0	0	9	29.0	22	71.0	0	0	1	25.0	3	75.0
RAIGARH	91	0	0	68	74.7	4	4.4	0	0	0	0	0	0	2	2.9	18	26.5	48	70.5	0	0	0	0	4	100
RAJNANDGA	69	2	2.9	56	81.2	0	0	0	0	1	50.0	1	50.0	0	0	11	19.6	45	80.4	0	0	0	0	0	0
SARGUJA	146	1	0.7	120	82.2	2	1.4	0	0	0	0	1	100	0	0	29	24.2	91	75.9	0	0	0	0	2	100
<b>Total</b>	<b>504</b>	<b>12</b>	<b>2.4</b>	<b>413</b>	<b>81.9</b>	<b>11</b>	<b>2.2</b>	<b>1</b>	<b>8.3</b>	<b>4</b>	<b>33.3</b>	<b>7</b>	<b>58.3</b>	<b>15</b>	<b>3.6</b>	<b>114</b>	<b>27.6</b>	<b>284</b>	<b>68.7</b>	<b>0</b>	<b>0</b>	<b>1</b>	<b>9.1</b>	<b>10</b>	<b>99.9</b>

**Table 3.7 - Reasons for Backwardness of Gram Panchayat**

Districts →	BILASHPUR		KANKER		KORBA		RAIGARH		RAJNANDGAON		SARGUJA	
No. of Surveyed GPs →	118		40		40		91		69		146	
Reasons for Backwardness of Gram Panchayat ↓	GP Nos.		GP Nos.		GP Nos.		GP Nos.		GP Nos.		GP Nos.	
	Nos.	%	Nos.	%	Nos.	%	Nos.	%	Nos.	%	Nos.	%
Lack of Industry	7	2.33	1	0.95	0	0.00	6	2.53	8	4.49	5	1.44
Drinking Water	22	7.31	17	16.19	12	15.79	23	9.70	10	5.62	49	14.08
Education	75	24.92	19	18.10	23	30.26	59	24.89	39	21.91	74	21.26
Electricity	21	6.98	12	11.43	12	15.79	12	5.06	4	2.25	61	17.53
Irrigation	31	10.30	11	10.48	7	9.21	34	14.35	47	26.40	48	13.79
Natural Disaster	6	1.99	0	0.00	0	0.00	1	0.42	1	0.56	3	0.86
Poverty	42	13.95	3	2.86	2	2.63	13	5.49	12	6.74	16	4.60
Road and Communication	37	12.29	7	6.67	12	15.79	35	14.77	27	15.17	41	11.78
Unemployment	37	12.29	30	28.57	5	6.58	25	10.55	17	9.55	36	10.34
Drainage System	9	2.99	2	1.90	0	0.00	3	1.27	2	1.12	0	0.00
Health & Sanitation	14	4.65	2	1.90	3	3.95	22	9.28	11	6.18	12	3.45
Housing Facility	0	0.00	1	0.95	0	0.00	4	1.69	0	0.00	3	0.86
<b>Total</b>	<b>301</b>	<b>100.00</b>	<b>105</b>	<b>100.00</b>	<b>76</b>	<b>100.00</b>	<b>237</b>	<b>100.00</b>	<b>178</b>	<b>100.00</b>	<b>348</b>	<b>100.00</b>

**Table 3.8 - Awareness Level on Roles & Responsibility**

Surveyed District Name	No. of Surveyed GPs	Awareness Level of Pradhan (Roles & Responsibility of Panchayats)						Awareness of Panchayat Members (Guidelines Provided by PRI)						Received PRI Guideline issued by State/Central Govt.			
		Fully Aware		Partially Aware		Not Aware		Aware		Not Aware		Only few members are aware		Yes		No	
		Nos.	%	Nos.	%	Nos.	%	Nos.	%	Nos.	%	Nos.	%	Nos.	%	Nos.	%
BILASHPUR	118	98	83.1	19	16.1	1	0.8	101	85.6	10	8.5	7	5.9	64	54.2	54	45.8
KANKER	40	25	62.5	15	37.5	0	0	34	85.0	6	15.0	0	0	5	12.5	35	87.5
KORBA	40	29	72.5	11	27.5	0	0	33	82.5	5	12.5	2	5.0	22	55.0	18	45.0
RAIGARH	91	56	61.5	34	37.4	1	1.1	66	72.5	22	24.2	3	3.3	31	31.1	60	65.9
RAJNANDGA	69	41	59.4	28	40.6	0	0	65	94.2	4	5.8	0	0	32	46.4	37	53.6
SARGUJA	146	99	66.8	46	31.5	1	0.7	127	87.0	18	12.3	1	0.7	72	49.3	74	50.7
<b>Total</b>	<b>504</b>	<b>348</b>	<b>69.0</b>	<b>153</b>	<b>30.3</b>	<b>3</b>	<b>0.6</b>	<b>426</b>	<b>84.5</b>	<b>65</b>	<b>12.9</b>	<b>13</b>	<b>2.6</b>	<b>226</b>	<b>44.8</b>	<b>278</b>	<b>55.1</b>

**Table 3.9 - Prime Responsibilities of Gram Panchayat**

Districts →	BALANGIR		DHENKANAL		GANJAM		KENDUJHAR		KORAPUT		MAYURBHANJ	
No. of Surveyed GPs →	109		37		250		143		80		230	
Important functions and responsibilities of Gram Panchayat ↓	Nos.	%	Nos.	%	Nos.	%	Nos.	%	Nos.	%	Nos.	%
	Drinking Water Facility	30	7.3	10	6.3	2	2.2	17	5.4	2	1.1	11
Electrification	9	2.2	13	8.2	1	1.1	6	1.9	3	1.6	11	3.1
Employment	26	6.4	7	4.4	2	2.2	1	0.3	4	2.1	6	1.7
Fulfill Basic Needs	32	7.8	4	2.5	2	2.2	17	5.4	9	4.8	2	0.6
Growth of Education	39	9.5	11	7.0	3	3.3	18	5.8	7	3.7	15	4.2
Health Facility	31	7.6	6	3.8	5	5.6	17	5.4	5	2.7	24	6.7
Implement the Schemes and Programs	19	4.6	7	4.4	2	2.2	32	10.3	15	8.0	21	5.9
Poverty Alleviation	2	0.5	14	8.9	0	0.0	2	0.6	1	0.5	11	3.1
Preparing Budget	3	0.7	0	0.0	2	2.2	1	0.3	9	4.8	5	1.4
Sort Out Village Problems	38	9.3	17	10.8	17	18.9	30	9.6	24	12.8	42	11.8
Village Development	53	13.0	22	13.9	25	27.8	56	17.9	46	24.6	96	27.0
<b>Total</b>	<b>409</b>	<b>100.0</b>	<b>158</b>	<b>100.0</b>	<b>90</b>	<b>100.0</b>	<b>312</b>	<b>100.0</b>	<b>187</b>	<b>100.0</b>	<b>356</b>	<b>100.0</b>

**Table 3.10 - Problems faced in effective Functioning of Panchayat**

Districts →	BALANGIR		DHENKANAL		GANJAM		KENDUJHAR		KORAPUT		MAYURBHANJ	
No. of Surveyed GPs →	109		37		250		143		80		230	
Problems faced by Mukhiya ↓	Nos.	%	Nos.	%	Nos.	%	Nos.	%	Nos.	%	Nos.	%
None	67	56.8	19	47.5	22	55	66	72.5	49	71.0	94	64.4
Insufficient funds	15	12.7	5	12.5	3	7.5	9	9.9	7	10.1	26	17.8
Interference of bureaucracy	3	2.5	1	2.5	2	5	3	3.3	2	2.9	2	1.4
No public cooperation	21	17.8	10	25	11	27.5	9	9.9	6	8.7	10	6.8
Political Pressure	4	3.4	0	0	0	0	3	3.3	2	2.9	5	3.4
Lack of coordination among the members	8	6.8	5	12.5	2	5	1	1.1	3	4.3	9	6.2
<b>Total</b>	<b>118</b>	<b>100.0</b>	<b>40</b>	<b>100</b>	<b>40</b>	<b>100</b>	<b>91</b>	<b>100.0</b>	<b>69</b>	<b>100.0</b>	<b>146</b>	<b>100.0</b>

**Table 3.11 - Tax Collection & Tax Awareness**

Surveyed District Name	No. of Surveyed GPs	No. of GPs who Collect Tax		No. of GPs who do not Collect Tax				Sources of tax Collection (For those GPs who collect Tax)											
				Only Aware		Not Aware		Tax on Building		Tax on Drinking Water		Tax on Shops/Market		Tax on Agri./Grazing Land		Tax on Cycle		Tax on Fisheries	
		Nos	%	Nos.	%	Nos.	%	Nos.	%	Nos.	%	Nos.	%	Nos.	%	Nos.	%	Nos.	%
BILASHPUR	118	27	22.9	36	30.5	55	46.6	2	5.1	15	38.5	11	28.2	1	2.6	9	23.1	1	2.6
KANKER	40	11	27.5	6	15.0	23	57.5	2	11.1	6	33.3	6	33.4	0	0	4	22.2	0	0
KORBA	40	3	7.5	20	50.0	17	42.5	1	25.0	1	25.0	2	50.0	0	0	0	0	0	0
RAIGARH	91	24	26.4	18	19.8	49	53.8	20	57.1	2	5.7	8	22.8	1	2.9	4	11.4	0	0
RAJNANDGAON	69	11	15.9	35	50.7	23	33.4	5	33.3	2	13.3	5	33.4	1	6.7	2	13.3	0	0
SURGUJA	146	17	11.6	62	42.5	67	45.9	3	12.0	4	16.0	8	32.0	2	8.0	8	32.0	0	0
<b>Total</b>	<b>504</b>	<b>93</b>	<b>18.4</b>	<b>177</b>	<b>35.1</b>	<b>234</b>	<b>46.4</b>	<b>33</b>	<b>35.5</b>	<b>30</b>	<b>32.2</b>	<b>40</b>	<b>43.0</b>	<b>5</b>	<b>5.4</b>	<b>27</b>	<b>29.0</b>	<b>1</b>	<b>1.0</b>

**Table 3.12 - Trainings Attended & Future Training Needs**

Surveyed District Name	No. of Surveyed GPs	Any Training attended by Panchayat members				If attended - Name of the training				Usefulness of the Training						Future Training Needed			
		Nos. of Surveyed GPs				NREGA		GP Management		Very Helpful		Very little helpful		Not Helpful					
		Yes	%	No	%	Nos	%	Nos.	%	Nos	%	Nos.	%	Nos.	%	Yes	%	No	%
BILASPUR	118	68	57.6	50	42.4	1	1.5	67	98.5	38	55.9	23	33.8	7	10.3	83	70.3	35	29.7
KANKER	40	8	20.0	32	80.0	1	12.5	7	87.5	2	25.0	5	62.5	1	12.5	29	72.5	11	27.5
KORBA	40	20	50.0	20	50.0	16	80.0	4	20.0	15	75.0	4	20.0	1	5.0	22	55.0	18	44.5
RAIGARH	91	32	35.2	59	64.8	2	6.2	30	93.7	25	78.1	5	15.6	2	6.2	44	48.3	47	51.7
RAJNANDGA	69	30	43.5	39	56.5	8	26.7	22	73.3	21	70.0	9	30.0	0	0	37	53.6	32	46.4
SURGUJA	146	63	43.2	83	56.8	24	38.1	39	61.9	53	84.1	9	14.3	1	1.6	108	74.0	38	26.0
<b>TOTAL</b>	<b>504</b>	<b>221</b>	<b>43.8</b>	<b>283</b>	<b>56.1</b>	<b>52</b>	<b>23.5</b>	<b>169</b>	<b>76.5</b>	<b>154</b>	<b>69.7</b>	<b>55</b>	<b>24.9</b>	<b>12</b>	<b>5.4</b>	<b>323</b>	<b>64.1</b>	<b>181</b>	<b>35.9</b>

**Table 3.13 - Suggested Topics for the Training**

Districts →	BILASHPUR		KANKER		KORBA		RAIGARH		RAJNANDGAON		SURGUJA	
No. of Surveyed GPs →	118		40		40		91		69		146	
Future Training Needed ↓	Nos.	%	Nos.	%	Nos.	%	Nos.	%	Nos.	%	Nos.	%
Roles and responsibilities of Panchayat Members	12	10.2	1	2.5	1	2.5	6	6.6	3	4.3	5	3.4
Computer Training	25	21.2	22	55.0	18	45.0	18	19.8	17	24.6	50	34.2
Training on maintaining accounts	4	3.4	0	0	0	0	0	0	9	13.0	7	4.8
Training on preparing budget	0	0	0	0	0	0	0	0	1	1.4	0	0
Training relating to functioning of panchayat office	30	25.4	5	12.5	1	2.5	14	15.4	2	2.9	34	23.3
Regarding new schemes and programs	12	10.2	1	2.5	2	5.0	6	6.6	5	7.2	12	8.2
<b>Total</b>	<b>83</b>	<b>70.3</b>	<b>29</b>	<b>72.5</b>	<b>22</b>	<b>55.0</b>	<b>44</b>	<b>48.3</b>	<b>37</b>	<b>53.6</b>	<b>108</b>	<b>74.0</b>

**Table 3.14 - Participation in Project Plannig & Implementation**

Surveyed District Name	No. of Surveyed GPs	Involvement of Panchayat members while making development project plan				Level of Participation of Panchayat Members				Involvement of Panchayat members while making budget plan for dev. work				Do you get enough money as per your budget of development work				Are you satisfied with the timing of receipt of fund				Are you able to divert the fund for any other prioritized development work			
		GP Nos.				Dev. work made on Panchayat level		Only taking advice of panchayat members		GP Nos.				GP Nos.				GP Nos.				GP Nos.			
		Yes	%	No	%	Nos	%	Nos.	%	Yes	%	No	%	Yes	%	No	%	Yes	%	No	%	Yes	%	No	%
BILASPUR	118	77	65.2	41	34.8	15	19.5	62	80.5	12	15.6	65	84.4	17	14.4	101	85.6	42	35.6	76	64.4	26	22.0	92	78.0
KANKER	40	27	67.5	13	32.5	7	26.0	20	74.0	6	22.2	21	77.8	17	42.5	23	57.5	13	32.5	27	67.5	6	15.0	34	85.0
KORBA	40	24	60.0	16	40.0	5	20.8	19	79.2	5	20.8	19	79.2	15	37.5	25	62.5	19	47.5	21	52.5	7	17.5	33	82.5
RAIGARH	91	87	95.6	4	4.4	23	26.4	64	73.6	17	19.5	70	80.5	28	30.8	63	69.2	33	36.3	58	63.7	36	39.6	55	60.4
RAJNANDGA	69	68	98.6	1	1.4	22	32.4	46	67.6	19	27.9	49	72.1	11	15.9	58	84.1	16	23.2	53	76.8	9	13.0	60	87.0
SURGUJA	146	142	97.3	4	2.7	55	38.7	87	61.3	43	30.3	99	69.7	40	27.4	106	72.6	53	36.3	93	63.7	35	24.0	111	76.0
<b>TOTAL</b>	<b>504</b>	<b>425</b>	<b>84.3</b>	<b>79</b>	<b>15.7</b>	<b>127</b>	<b>29.9</b>	<b>298</b>	<b>70.1</b>	<b>102</b>	<b>24.0</b>	<b>323</b>	<b>76.0</b>	<b>128</b>	<b>25.4</b>	<b>376</b>	<b>74.6</b>	<b>176</b>	<b>34.9</b>	<b>328</b>	<b>65.1</b>	<b>119</b>	<b>23.6</b>	<b>385</b>	<b>76.4</b>

**Table 3.15 - Funds allocation & Utilization**

Surveyed District Name	No. of Surveyed GPs	Budget Allocation (Approx.) During last one year		Avg. budget allocation per GP During last one year		Construction of Road		Installing of hand Pumps		Construction of drains and sewer		Construction of Buildings		Other Activities	
		Receipt (in Lakhs)	Utilize (in Lakhs)	Receipt (in Laks)	Utilize (in Laks)	GP Nos.		GP Nos.		GP Nos.		GP Nos.		GP Nos.	
		(,00,000)	(,00,000)	(,00,000)	(,00,000)	Nos	%	Nos	%	Nos	%	Nos	%	Nos	%
BILASPUR	118	2910	1367	26.22	12.43	105	89.0	33	28.0	29	24.6	91	77.1	90	76.3
KANKER	40	286	286	7.14	7.13	35	87.5	4	10.0	6	15.0	22	55.0	31	77.5
KORBA	40	236	227	6.06	5.83	33	82.5	6	15.0	13	32.5	28	70.0	22	55.0
RAIGARH	91	638	541	7.17	6.08	90	99.1	13	14.3	19	20.9	76	83.5	57	62.6
RAJNANDGA	69	446	432	6.66	6.45	67	97.1	7	10.1	13	18.8	54	78.3	54	78.3
SURGUJA	146	778	778	5.44	5.77	131	89.7	18	12.3	28	19.2	102	69.9	74	50.7
<b>TOTAL</b>	<b>504</b>	<b>5294</b>	<b>3631</b>	<b>10.82</b>	<b>7.54</b>	<b>461</b>	<b>91.5</b>	<b>81</b>	<b>16.1</b>	<b>108</b>	<b>21.4</b>	<b>373</b>	<b>74.0</b>	<b>328</b>	<b>65.1</b>

NOTE: Other activities done i.e. 1. Construction and repairing of pond/canal/dam, 2. Plantation, 3.Garden 4. Sanitation, 5. Small repairing and construction work, 6.Arear of pension and salary distribution etc.

**Table 3.16 - Suggestions on improvement of Funds disbursal to Panchayats**

Districts →	BILASHPUR		KANKER		KORBA		RAIGARH		RAJNANDGAON		SURGUJA	
No. of Surveyed GPs →	118		40		40		91		69		146	
Suggestions ↓	Nos.	%	Nos.	%	Nos.	%	Nos.	%	Nos.	%	Nos.	%
None	55	46.6	20	50.0	22	55.0	41	35.1	45	65.2	68	46.6
Don't Know/Can't Say	4	3.4	3	7.5	8	20.0	15	16.5	4	5.8	33	22.6
Quick and timely release	17	14.4	2	5.0	4	10.0	11	12.1	7	10.1	23	15.8
Direct transfer to G.P.	29	24.5	14	35.0	2	5.0	21	23.1	13	28.8	19	13.1
Funding officer should be honest	3	2.5	1	2.5	1	2.5	2	2.2	1	1.4	3	2.1
Cheque payment	3	2.5	0	0	1	2.5	0	0	0	0	1	0.7
Funds release according to budget	7	5.9	0	0	2	5.0	4	4.4	0	0	2	1.4
Independent charge	4	3.3	1	2.5	0	0	1	1.1	0	0	0	0
<b>Total</b>	<b>122</b>		<b>41</b>		<b>40</b>		<b>95</b>		<b>70</b>		<b>149</b>	

**Questionnaire for Panchayat Pradhan (Mukhiya)**

**Instructions for filling the questionnaire:**

1. This questionnaire has to be filled by panchayat pradhan/mukhiya only.
2. Please ensure that all questions are answered. (For any query feel free to contact us).
3. Make sure that your writing is legible.
4. Please affix Panchayat Pradhan's latest passport size photograph in the space provided.

Affix  
Panchayat  
Pradhan's  
photograph

Panchayat Name:	Block:
District:	State:

**(A) INFORMATION ON PANCHAYAT**

**Panchayat Pradhan Profile**

1. Name of Panchayat Pradhan (Mukhiya)				
2. Age				
3. Gender	a) Male	b) Female		
4. Social category <b>(Please tick any one)</b>	a) SC	b) ST	d) OBC	e) General
5. Educational Qualification				
6. Are you Computer Literate?	a) Yes	b) No		
7. Have you ever been elected before?	a) Yes	b) No		

**Panchayat and its members**

1. When was the last panchayat elections held in your panchayat? <b>(Month and year of elections)</b>	-----Month <table style="display: inline-table; border: 1px solid black; width: 40px; height: 20px; vertical-align: middle;"></table> <table style="display: inline-table; border: 1px solid black; width: 40px; height: 20px; vertical-align: middle;"></table> <table style="display: inline-table; border: 1px solid black; width: 40px; height: 20px; vertical-align: middle;"></table> <table style="display: inline-table; border: 1px solid black; width: 40px; height: 20px; vertical-align: middle;"></table> Year			
2. Please mention the No. of Panchayat Members in your panchayat <b>(Including Mukhiya)</b>	Permanent Member (Nos.)		Temporary Member (Nos.)	
	Male <table style="display: inline-table; border: 1px solid black; width: 30px; height: 20px; vertical-align: middle;"></table> <table style="display: inline-table; border: 1px solid black; width: 30px; height: 20px; vertical-align: middle;"></table>	Female <table style="display: inline-table; border: 1px solid black; width: 30px; height: 20px; vertical-align: middle;"></table> <table style="display: inline-table; border: 1px solid black; width: 30px; height: 20px; vertical-align: middle;"></table>	Male <table style="display: inline-table; border: 1px solid black; width: 30px; height: 20px; vertical-align: middle;"></table> <table style="display: inline-table; border: 1px solid black; width: 30px; height: 20px; vertical-align: middle;"></table>	Female <table style="display: inline-table; border: 1px solid black; width: 30px; height: 20px; vertical-align: middle;"></table> <table style="display: inline-table; border: 1px solid black; width: 30px; height: 20px; vertical-align: middle;"></table>
3. Amongst the permanent panchayat members mentioned above. Please specify the number of members in each category described below.	Male members		Female members	
	<b>SC</b>			
	<b>ST</b>			
	<b>OBC</b>			
	<b>General</b>			
	<b>Others (Please specify).....</b>			
4. Please specify the <b>No. of Computer literate Panchayat members</b> (Those who have any computer related formal education/course or who can operate computers)	Male Nos. <table style="display: inline-table; border: 1px solid black; width: 40px; height: 20px; vertical-align: middle;"></table> <table style="display: inline-table; border: 1px solid black; width: 40px; height: 20px; vertical-align: middle;"></table>		Female Nos. <table style="display: inline-table; border: 1px solid black; width: 40px; height: 20px; vertical-align: middle;"></table> <table style="display: inline-table; border: 1px solid black; width: 40px; height: 20px; vertical-align: middle;"></table>	

### Information on Panchayat Profile

Q.1 Please provide the following information related to your Gram Panchayat.

1. Total Number of Villages in Panchayat	
2. Total number of households in Panchayat	
3. Total Population of Panchayat	

Please provide the breakup of the above mentioned population as per below	
1. Total Male Population (Nos.)	
2. Total Female Population (Nos.)	
3. % Population Below Poverty Line (BPL %)	
4. Number of households Below Poverty Line	
5. Literacy Rate (% Population)	
6. Literacy among Male (% Population)	
7. Literacy among Female (% Population)	
8. Total Scheduled Caste Population (Nos.)	
9. Total Scheduled Tribe Population (Nos.)	

<b>Economic Details of the Panchayat</b>	
1. No. of Rural Banks	
2. No. of Small Scale Industries	

1. Is there any rural handicraft in your panchayat which is one of the livelihood sources for villagers?	
a) Yes	b) No
2. If answered "yes" to the above question then please specify the name of the handicraft and provide a brief description about it.	

<b>Role of NGOs</b>	
Please provide the following information about the NGOs working in your area	
1. Specify the number of NGOs working in your Panchayat	

2. For each NGO working in the panchayat please provide the <b>names of NGOs &amp; their activity areas</b>	
Name of the NGO	Activity Area
1.	
2.	
3.	
4.	
5.	
6.	
7.	

**Note:** if number of NGOs is more than 7, then use separate sheet for above information

3. Do NGOs working in your panchayat provide you the details of their work?	
a) Yes	b) No

<b>Panchayat Connectivity</b>				
1. Please specify the kind of road link available at your panchayat. <b>(Tick any one)</b>				
a) Highway link	b) Good Road	c) Average	d) Poor Road Link	e) No Proper Road
2. Specify the distance of Panchayat from the district headquarter/town				<input type="text"/> <input type="text"/> Km.
3. Specify the distance of the nearest National highway from panchayat				<input type="text"/> <input type="text"/> Km.
4. What is the most common mode of transport used by villagers to travel to nearest district town?				

<b>Electricity and Telecommunication status in Panchayat</b>	
1. Please specify the number of households in panchayat having electricity connection <b>(Nos.)</b>	<input type="text"/>
2. Please specify the number of hours for which electricity is available per day <b>(in 24 hrs)</b>	<input type="text"/> <input type="text"/> hrs.
3. Please specify the number of households in panchayat having telephone connection <b>(Nos.)</b>	<input type="text"/>
4. How many STD/PCO booths are there in the GP?	<input type="text"/> <input type="text"/> Nos.

<b>Other Service Centers</b>	
1. Is there any kiosk (Information Center) located in your Panchayat (A <b>kiosk</b> is a shop having computer and other related hardware connected with internet connection and providing various community services like information, computer education, digital photography, agri-related products and services etc.)	
a) Yes	b) No
2. Is there any computer institute in your Panchayat	
a) Yes	b) No
3. If answered "No" to the above question then how far is the nearest computer institute from the panchayat?	<input type="text"/> <input type="text"/> Km.

<b>Natural Disasters</b>	
1. Which of the following natural disaster is most recurring at your panchayat? <b>(Tick the suitable)</b>	a) Flood b) Earthquake c) Drought d) Cyclone
2. What is the frequency of recurrence of the above mentioned natural disaster?	
a) Throughout the year	b) For three month in a year
	c) Rarely

<b>Educational Institutes</b>		
Please provide the information about the educational institutes present in your panchayat.		
	<b>Govt.</b>	<b>Private</b>
Primary School <b>(Nos.)</b>		
High School <b>(Nos.)</b>		
Higher Secondary School <b>(Nos.)</b>		

Q.2 Please list down the three major reasons of backwardness of your area and which needs immediate attention.
Problem 1:
Problem 2:
Problem 3:

## (B) ROLES AND RESPONSIBILITIES OF PANCHAYATS

Q.3 Are you aware of the functions and responsibilities of gram panchayat ( <b>Tick any one</b> )		
a) Fully aware	b) Partly aware	c) Not aware

Q.4 Please list down the important functions and responsibilities of gram panchayats
1. _____
2. _____
3. _____
4. _____
5. _____
6. _____

Q.5 Are the members of panchayat familiar with the guidelines provided by PRI (Panchayati Raj Institution)?		
a) Yes	b) No	c) Only few members are aware

Q.6 Have you received the guidelines issued by State Govt. or concerned ministry?	
a) Yes	b) No

Q.7 If answered "Yes" to the above question, then who provided you the guidelines?

Q.8 Amongst the following services areas, please tick the areas in which the services have been delivered to the panchayat citizens.	
Services	Tick against the service provided by your panchayat
1. Primary Education	
2. Adult and non-formal education	
3. Primary health care	
4. Drinking water and sanitation	
5. Women and child development	
6. Social welfare	
7. Rural electrification	
8. Road and infrastructure development	
9. Poverty alleviation	
10. Census on BPL	
11. Promotion of Cottage Industries.	
12. Others (please specify)	

Q.9 Does your panchayat collect any taxes? <b>(Tick any one)</b>	
a) Yes	b) No

Q.10 If answered "Yes" then please mention the nature of taxes collected by your panchayat.	
1. _____	
2. _____	
3. _____	
4. _____	
5. _____	
6. _____	
Q.11 If your panchayat does not collect any taxes then, are you aware about any taxes which come under the purview of Panchayat? <b>(Tick any one)</b>	
a) Yes	b) No

Q.12. Please specify in detail the problems faced by you in effectively carrying out the roles, responsibilities and functions of panchayat. <b>(If any)</b>

### Projects Planning and Implementation

Q.13 How do you identify the need for development program in your panchayat?	
Q.14 Does your panchayat members are involved in the Annual plan preparation for development projects implemented in your area?	
a) Yes	b) No
Q.15 If answered "Yes" to the above question then specify your extent of involvement in the planning by ticking any one of the following. <b>(Tick any one)</b>	
a) Project plans initiates at panchayat level	
b) Plans do not initiate at panchayat level but panchayat members are consulted for any inputs/views on the plan before implementation.	
Q.16 Are panchayat members involved in the budgeting of the development projects implemented in your area? <b>(Tick any one)</b>	
a) Yes	b) No
Q.17a. Do you receive fund amount as per the budget prepared/approved?	
a) Yes	b) No
Q.17b. Are the granted funds received for development projects are sufficient? <b>(Tick any one)</b>	
a) Yes	b) No funds are always less than the planned amount

Q.18 Average time taken to receive the fund for the project/activity after the plan is approved?	<input type="text"/>	<input type="text"/>	Months
Q.19 Are you satisfied with the time taken by the funding agencies to disburse project funds?			
a) Yes		b) No	
Q.20 Are you able to divert the fund for a development work which you feel is more important for the panchayat than the project for which fund is received?			
a) Yes		b) No	
Q.21 Please specify the name of the agency to whom the fund utilization report is submitted?			
Q.22 Apart from the panchayats which other agencies are involved in project implementation in the village?			
Name of the agencies:			

Q.23 Please tick the activities in which you feel that Gram. Panchayat should have active participation? <b>(Tick the suitable)</b>	
a) Planning of developmental activities for Panchayat villages	<input type="checkbox"/>
b) Budgeting of the planned activities	<input type="checkbox"/>
c) Implementation of the development activities in panchayat	<input type="checkbox"/>
d) Others ( please specify if you feel any other activity)	<input type="checkbox"/>

### Fund flow System

Q.24 Please provide the following details regarding annual budget of your Panchayat for the years 2005 – 06 and 2006 – 07?		
	<b>Budget amount received (Rs.)</b>	<b>Amount utilized out of the received amount (Rs.)</b>
<b>Year 2005 – 06</b>		
<b>Year 2006 – 07</b>		

Q.25 Please provide the following details for the development projects undertaken by your panchayat during last two years.		
<b>Mention the names of project/development activities</b> undertaken by your panchayat.	<b>Budget amount received (Rs.)</b>	<b>Amount utilized out of the received amount (Rs.)</b>
1. Construction of roads		
2. Installing hand pumps		
3. Construction of drains and sewer		
4. Construction of buildings		
<b>If other activities are undertaken then write their names below</b>		

Q 26. Out of the developmental activities undertaken by you which one activity has provided most satisfaction to the villagers?

Q.27 What are your suggestion for the improving the disbursal of funds to the panchayats?

**Meetings and record keeping**

Q.28 Do you regularly conduct meetings (Gram Sabhas) as per the laid down procedures?  
a) Yes | b) No

Q.29 How many meetings of Panchayat members have been conducted in **last one year**?  
  (Specify the Nos.)

Q.30 Do you keep records of panchayat meetings?  
a) Yes | b) No

Q.31 Is there any prescribed format to keep record of the panchayat meetings?  
a) Yes | b) No

Q.32 What is the process of keeping the record?  
a) Manually | b) Computerized

Q.33 Specify the reasons for which meeting of Panchayat members are conducted?

1.....

2.....

3.....

4.....

Q.34(a) Please specify the way in which records are maintained by the panchayat. **(Tick all that applies for your panchayat)**

	Manually	Records which are computerized	Records which need to be computerized
a) Planning and budgeting			
b) Project implementation records			
c) Fund utilization records			
d) Meetings			
e) Office expenses			
f) Others (specify)			

Q.34(b) Please specify the names of the softwares used by your panchayat office for maintaining the records?

**Audit**

Q.35 Does regular auditing of accounts of your panchayat takes place?	
a) Yes	b) No
Q.36 Please specify the month/year when the panchayat records were last audited?	
Month _____	Year _____
Q.37 Mention the name of the auditing agency which conducted the audit?	

**Training**

Q.38 Have the panchayat members attended any training program at block/state level for effective functioning of PRIs (Panchayats)?				
a) Yes		b) No		
Q.39 If "Yes" then, please write below the name of the training (attended) in the first column and provide the information relevant to each training in other columns.				
Training name	Where was it conducted	Duration of Training (In Days)	When was it conducted (Month & Year)	Name of the Training agencies
Q.40 According to you, was these trainings helpful to carry out panchayat duties more efficiently? (Tick any one)				
a) Very helpful		b) Very little helpful		c) Not helpful at all
Q.41 Do you need any further training for effective functioning of panchayat, record maintenance and understanding the future areas of planning and development of your panchayat.				
a) Yes		b) No		
Q.42 If answered "Yes" to the above question then what training would you like to have in future?				

Date .....
----- <b>Signature of Panchayat Pradhan</b> <b>(With Seal / Ruber Stamp)</b>
Telephone/Mobile number _____

## **Guideline for FGD with Sarpanch/ Panchayat members/ Village committee members**

**For Research Officer:** The following questions are given as guidance to obtain qualitative information from Sarpanch, members of the village committees and other Panchayat members on the below given topics/issues. Kindly be focused to elicit information keeping in mind what type of planning and the systems works behind each topic. Also, look into what are the processes in place, its effectiveness, records etc and their suggestions as how to overcome the problems, if any.

### **Opening**

- What do you feel about your Gram Panchayat in terms of backwardness?

### **Gram Sabha Meetings**

- What is the composition of Gram Sabha?
- What are the problems faced by you in calling the meetings?
- Period of Gram Sabha Meeting held and for what reason. Kindly give some example.
- Importance of Gram Sabha.
- What are the problems faced by the villagers and the GP members during the meeting.
- Explain the functioning of the village different committees.

### **Development Activity Planning & Budgeting**

- How do you plan for the development work?
- How you make the budget for development work and what is the process.

### **Implementation of Central Schemes/State Schemes**

- What are the schemes of Central Government your Panchayat is implementing.
- What are the problems faced in implementing those schemes.
- Who all are the stakeholders (for e.g. GPs, villagers, State/Central Govt. employees, ZPs, beneficiaries etc).
- Were you given training on how to implement the schemes? Who monitors it?
- What is the process of funds receipt? What are the / channels? Give example of any scheme.
- What was the improvement in the village after the implementation of the scheme?

### **Fund Utilisation**

- What are the channels through which the funds are received? For the development work taken independently/or through the participation in the Central govt. schemes. (Give reasons for the delay in receiving the fund and utilization.)
- What are your suggestions to improve the process?

### **Monitoring and Evaluation**

- How monitoring of the development project activities are done. Who does the monitoring?
- Who all are involved in the evaluation? How is evaluation of the activities done?

### **Record Keeping & building database**

- Who keeps the record and how?
- What types of records are kept at the panchayat and how do you access it.
- Any Computerize work done in GP.

### **Accounting & Book keeping**

- Who maintains the accounts and what is the process of accounts record keeping?
- Have you ever given training in basic accounting?

### **Trainings (on PRI's functions, skill development, specific schemes or projects)**

- Have you get any training? What is the process of training?
- Who provides the trainings? Is it effective and according to your requirement?
- Any further training you need in future?

### **NGOs/SHGs involvement & Support**

- Does any NGOs/SHGs working in your GP? If yes, then any participation for the development of GP.
- How do think that the NGO/CSOs can bring change or development in the villages?

### **Any Special Comment**

- Any type of problems faced by you to effectively carrying out the responsibility of GP?
- Any overall suggestion about the entire system and procedure followed in GP?

## **Part II**

# **Training Guidelines / Framework for Capacity Building of Panchayats in BRGF Districts**

**Submitted by**



**Drishtee Foundation**  
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**1.1 Introduction**

The introduction of Panchayati Raj system signified the beginning of a new era of participatory development and laid the foundation of 'democratic decentralization' to:

- promote people's participation in rural development programmes;
- provide an institutional framework for popular administration;
- act as a medium of social and political change;
- facilitate local mobilization; and
- prepare and assist in the implementation of development plans.

However, the objectives were not achieved by most of the states creating disparities in the decentralization process of Panchayati Raj Institution (PRI). Still, there are states like West Bengal, Karnataka, Andhra Pradesh, Kerala, Rajasthan, and Madhya Pradesh that have made success and have their best practices in various developmental areas to share with other states that are lagging in proper implementation of panchayat system, particularly in the BRGF districts.

For Panchayati Raj to succeed at the local levels, the elected representatives of gram-panchayat must understand their duties and responsibilities and work for overall welfare of the people whom they represent; must adopt participatory approach for development; understand the needs and aspirations of the villagers; must possess the necessary skill-set for effective planning and implementing programmes for development; and work in an impartial manner, free from communal and caste prejudices, and to a certain extent from narrow political/self interests. Thus, a standard and regular programme of capacity building for the elected members of panchayats and other functionaries is required to help strengthen the gram-panchayats for its effective functioning.

The exhaustive survey carried out in the BRGF district of three states (Bihar, Orissa and Chhattisgarh) brings out various Issues and Gaps in effective functioning of the Gram-Panchayat, which have been highlighted in Part-I of this report. Having identified the issues and gaps as-well-as understanding the strengths, weaknesses, opportunities and threats for effective functioning of Gram Panchayat in these backward districts; the next step is to design/develop the training needs/guidelines for building capacity of the elected members of gram-panchayat and officials - to help in good governance and local level development.

The training guidelines/framework for capacity building of gram-panchayats has been designed and is presented in the next chapter. It addresses the three different approaches (i) Bottom-up approach, (ii) Partnerships/Handholding approach, and (iii) Community Organizing approach, and within each approach its training contents/topics with time-line, as shown at Figure-2 and Table-I. This supplements the existing training program that these panchayats have.

It is also suggested that this training guidelines/framework for capacity building of gram-panchayats are taken up for elected representatives and officials on their joining their office, as per the time-line provided, so that in the next 2-3 yrs they are capacitated to the desired level to help function effectively and provide better services.

## 1.2 Stakeholders of Gram Panchayat

Apart from the elected members there are other stakeholders of the gram-panchayat, as depicted in the figure below, who also needs some training depending on their role and involvement for good governance and integrated development. The nature and extent of the training to provide to each of these stakeholders is left with the decision maker.

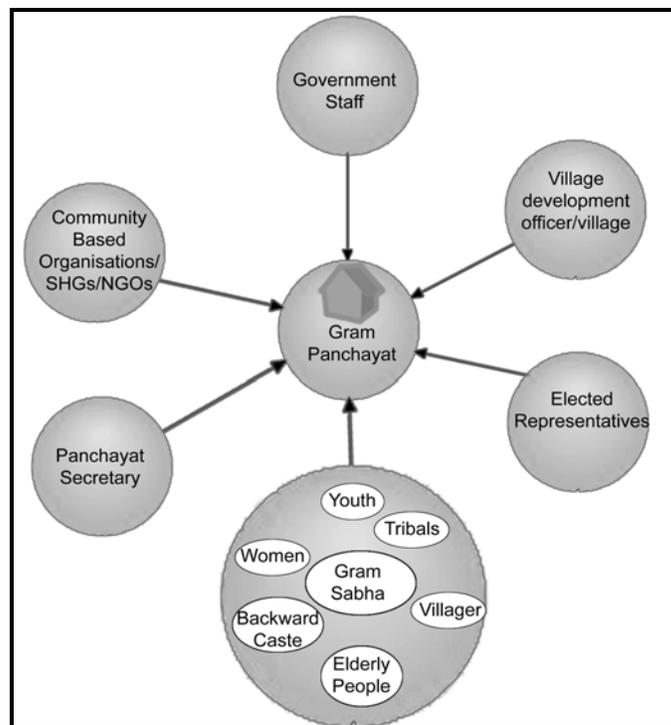


Figure 1: Stakeholders of the Gram Panchayat

## CHAPTER II: CAPACITY BUILDING - APPROACHES & TRAINING GUIDELINES

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The three approaches (with practical examples) and the training guidelines/framework, for capacity building of panchayats in backward districts, is as detailed below.

### **2.1 The Bottom-up Approach**

In this approach the emphasis is to build the skills of GP Members to undertake various activities. The strategy for this approach is to update the Attitude, Skills and Knowledge (ASK) of the elected representatives/functionaries at the village and block/district level through regular training and refresher courses. An example for this approach, as a best practice, has also been provided for understanding.

The broad areas of training to cover in this approach are as follows:

- Historical background of the 73rd Amendment
- Decentralized governance and participatory developments.
- Three-tier structure of PRI and their relationship/functions.
- Gram Sabhas & Gram Panchayat - Process and Functions
- Roles and Responsibilities of elected members of Gram Panchayat.
- Concept of Ideal Village
- Local level development.
- Basic Accounting and record keeping.
- Fund Generation (How to levy taxes and its utilization)
- Leadership Training.
- Communication Skill Training.
- Gender, Equity & Social Justice based training.

#### **Training Methods**

- Lectures
- Interactive sessions
- Experience sharing
- Film shows
- Exposure Visits

#### **Training Provider**

- SIRD , NGOs (like Drishtee Foundation), DRC, etc.

#### **Approaches for Capacity Building**

1. **Bottom-up approach**, e.g. provision of building the Attitude, Skills and, Knowledge (ASK) of the GP members to undertake various developmental activities;
2. **Partnership / Handholding approach**, which involves strengthening the relationships between organizations working at the gram panchayat level; and
3. **Community Organizing approach** in which individual community members are drawn into participating in the development of their village and have a say in its betterment.

### **Example of the Bottom-Up Approach: People's Planning Campaign in Kerala.- An Example of Participatory Planning.**

The People's Planning Campaign has succeeded in providing a concrete methodology for participatory planning for local level development. The salient features of this methodology are described below, stage-by-stage.

**1. Need Identification:** Community needs are identified through a Gram Sabha meeting. Suitable time-period and environment is to be provided to mobilize maximum participation in Gram Sabha.

Statistics reveal that about 10-12% of the rural population has participated in the Gram Sabhas held as part of the People's Planning Campaign. The Gram Sabha meetings were held in a semi structured manner with plenary sessions and sub group sessions dealing with specific developmental issues. The decisions were minuted and forwarded to the Panchayats. Each Gram Sabha was chaired by the elected member and has an official as its Coordinator.

**2. Situation Analysis:** Based on the demands emanating from the first special Gram Sabha and based on developmental data, both primary and secondary Development Reports were prepared and printed in the case of each PRI in the state. These reports describe the status in each sector of development with reference to available data, analysis of problems, and pointing out the directions for further development. This is a one-time exercise and the reports are revised before the next five year plan.

**3. Strategy Setting:** Based on the Gram Sabha feed back and the Development Report, a one day seminar was held at the PRI level in which participation of experts, elected members, representatives nominated by Gram Sabhas, and practitioners from public is ensured. The development seminars suggest the broad priorities and general strategies of development projects to be taken up for a particular year.

**4. Translating into Project:** The ideas thrown up by the above three stages were translated in the form of projects by Task Forces at the PRI level. For each PRI, there were about 12 Task Forces dealing with different sectors of development. Each Task Force is headed by an elected member and is convened by the concerned Govt. Official. The Vice Chairman of the Task Force is normally a non-government expert in the sector. The projects are prepared in the suggested format outlining the objectives, describing the benefits, explaining the funding and detailing the mode of execution and phasing of the project.

**5. Plan Finalization:** For the projects, based on the allocation communicated, the concerned PRI finalizes its plan for the year and this plan is submitted to the DPCs through the Expert Committees. The Panchayat is free to take up any project, irrespective of its cost, subject of course to the resources actually available and within the sectoral limits.

**6. Plan Vetting:** The Expert Committee at the block or district level, vets the projects for their technical viability and conformity as per the mandatory government guidelines on planning and costing, and then forwards it to the DPC. They cannot change priorities or projects; they can only ask for rectification.

**7. Plan Approval:** The DPC gives the formal approval to the plans after which the PRI can start implementation. It is to be noted that the DPC also cannot change the priority of a PRI. It can only ensure that government guidelines are followed.

Administrative approval for implementation is given project wise by the PRI. Every PRI has unlimited powers of administrative sections subject to the limits of its financial.

The Campaign was facilitated by about 650 key resource persons at the state level. About 10,000 District Resource Persons and 100,000 Local Resource Persons (100 per Village Panchayat) – all of them got trained on the basics.

## **2.2 Partnership / Handholding Approach**

This approach involves strengthening of the relationships among organizations working at the gram panchayat level. The strategy under this approach is to develop partnerships between organizations (NGOs) or groups of people (SHGs, CBOs etc) present at the village or block level. This provides opportunities for the two-way flow of information/knowledge between the prominent members of the community, including community leaders, community advocates and representatives, and the gram panchayat; so that a bonding takes place among the agents in the development of the village. (Refer below example).

The training areas for gram panchayat - to build a partnership with the grassroot/home grown organizations are as follows:

- Village level activity planning involving PRA methodologies.
- Social Auditing.
- Generating Resources for development of GP.
- Participatory Planning for social development and poverty alleviation.
- Local Resource Mapping of the village, i. e. for water, forest and soil, and to have a strategy for management.

### **Training Methods**

- Participative methodologies/tools - like Venn (Chapatti) diagram, Seasonal calendar, Priority matrix etc.
- On site training, etc.

### **Training provider**

- NGOs, Research Institutes, District Resource Centres.

**Example of the Partnership Approach: Water and Sanitation by the Government of Tamilnadu in Cuddalore District since 1990. - An Example of Community Participation.**

The project was selected as a best practice due to its (i) demand driven approach with community participation and (ii) demand driven gender balanced approach at all levels. With the financial support of DANIDA, Government of Tamil Nadu has implemented this project in the two districts, Cudullore and Villupuram, since 1996. Total 462 village panchayats were covered by this project.

Water and sanitation committees, user groups and voluntary committees were formed and they were helped to organize and manage their own village self-sufficiency in water and sanitation programme. The water user groups, which constituted more women, have been trained in operation and maintenance to facilitate good system management in collaboration with pump operators and hand pump mechanics.

Since the women were primary water users in villages, equal access to training in system operations and gender sensitization was given special emphasis. Women's role in the project included defining problem, analysis, identification of alternative technology, and finalization of the needs; in addition as informants on issues connected with location of site for new bore wells and stand posts, selecting the suitable candidates for hand pump maintenance. Few of them came forward to get trained in hand pumps mechanism and masonry works out of the schemes completed.

**Project Impact**

In Cuddalore district, until March 2001, the project received demands for rejuvenation/augmentation of water supply facilities from another 204 nos. village panchayats. Total 88 schemes have been completed and handed over to the Village panchayats for maintenance. Work is in progress in the rest of the panchayats. About 2 lakh rural populations have been benefited.

With the project success there was recognition and visibility of women's services as equal to men; the role of women is recognized as user groups, mechanics, masons and contractors. Increased participation of women as motivators, hand-pumps and power-pumps mechanics and masons; Special efforts are made through self-help groups and local motivators for rural sanitation promotion; Women self help groups facilitated the participation of women in the water user groups.

### **2.3 The Community Organizing Approach**

Community mobilization/organising approach aims to transform individuals from passive recipients of services to active participants. Therefore, it has been noticed that the most successful programs are those which are initiated and run by the members of the local community. If the community of a particular village is empowered with village information and its development needs, most of the program can be effectively implemented and the success can be achieved easily.

The broad areas of training under this approach include:

- Gram Sabha mobilization and managing meeting for development work.
- Central/State Govt. Schemes.
- Strengthening Gram Sabha and facilitating a process of people's participation.
- Knowledge of ICT methodologies.
- Advocacy & Campaign through mass media.
- Right to Information Act

#### **Training Methods**

- Participative
- On-site training
- Interactive methods
- Role Plays
- Audio-visual Aids

#### **Training Provider**

- NGOs, Research Institutes, District Resource Centre, etc.

#### **Example of the Community Organising Approach: Sant Gadgebaba Campaign (SGBC): an example of Village Empowerment in Maharashtra.(2000)**

The Sant Gadge Baba Campaign is not a program or scheme but a campaign to educate and motivate rural communities. Interested villages register to participate in the competition and implement various specified works that lead to an environmentally clean and sustainable village. The village through their own resources and labour undertakes all the works. The villages are then evaluated by independent committees on the specified criteria and other aspects like equity, innovations etc. The villages that score highest marks are awarded 'prizes' at different levels - block, district, region and state.

Three villages are selected for awards at each level. Following are the salient features of SGBC:

- It is a competition for 'clean village' award where villages participate voluntarily. The gram panchayats take the lead in mobilizing communities and deciding the actions to be undertaken. There is no pre-designed external input and these external inputs are decided by community.
- Communities undertake work on their own with their own resources with no subsidy from the State.
- A 'Neutral Committee' evaluates the competing villages at 5 levels: sub-block, block, district, region and state. The evaluation committee is from other geographical area to ensure impartiality in the process.
- Award money given as a token of appreciation of the community's collective action towards building a positive physical and social environment in the villages. This has to be used for village development activities. Recognition of efforts at highest level ensures continuous participation.

This program has gained momentum and has been welcomed by all the sections in the state. What started as a rural campaign in the year 2000 has now been extended to the urban areas.

Almost all villages of the State participate in this annual competition and take up works as per their need and priority with their own resources. It is estimated that each year, the participating villages have implemented various works worth Rs.300-400 crores. These works include construction of latrines, drains, soak pits, garbage bins, compost pits, solar lights etc. The total award money offered by the GOM at all levels is about Rs. 6.6 crores every year. The SGBC has also been very effective in promoting social harmony in the rural areas.

The major lessons emerging from the initial stages of this campaign are:

- It leads to social harmony only.
- Positive energy harnessed by one campaign can be used successfully for others.
- Creating awareness leading to change in priority is biggest challenge.
- Communities (led by the Gram Panchayats) can do better when 'truly enabled'.
- Sanitation drive needs 'community focus'.
- Incentives and recognition, rather than direct subsidies, prompt communities to act.
- SGBC- is a 'community initiative in which Government participates'.

While the above approaches and the strategies are discussed with the focus on elected representatives, it is pertinent to look at the other stakeholders in the Gram Panchayat who directly or indirectly have an impact upon the functioning of the Panchayat.

## **2.4 Strategies for Capacity Building of other Stakeholders in Gram Panchayats**

### **2.4.1 Panchayat Functionaries**

Government functionaries were identified as an important stakeholder in the functioning of Gram Panchayat. They should be capacitated from time to time with the updates in the areas.

The training areas for the government functionaries may include the following, apart from the introductory topics about PRI and its history, which can be common to all:

- Their Roles & Responsibilities
- Project Management
- Networking, Communication & Coordination
- Planning
- Basic Accounting
- Budgeting
- Monitoring & Implementation etc.
- Use of ICT (information and communication technology)
- Centre/State Govt. Schemes

Emerging areas like Natural Disaster Management, Micro-level planning, Environment management etc. can also be included in training programmes.

### **2.4.2 Women in Gram Panchayat**

Rural women are also important stakeholders, not only on their general role they play but also as an elected women representative. They are now getting actively involved in political administration and needs to be specially trained on their new roles and responsibilities.

Two aspects of effectiveness need to be considered for women; (i) effectiveness in participating in overall operations and (ii) involvement in the development issues. Women's low self-esteem at the household level and their new role in local politics where they are now expected to function as leaders creates a contradiction between women's role at home and in local government. Their issues and problems needs attention, and training should be organized to empower them with right attitude, knowledge and skills.

The training areas for the elected women representatives should be focused on information, education and sensitization. The broad capacity building areas can be as follows:

- Functional literacy
- New role & responsibilities vs. domestic roles
- Personality oriented training like; public speaking, presentation skills
- Communication skills
- Community participation & Organization skills.
- Other skill building areas like; organizing and convening a meeting, problem solving skills, conflict resolution, negotiation skills, making an application and agenda etc.
- Technology oriented skills; like computers, ICT usage, etc. (Use of ICT at the grass roots level not only for dissemination of information, for capacity building as a means to achieve e-local governance and increase transparency and greater democratization, but also to connect communities and build solidarity.)
- Sensitization through mass media like radio programmes, films etc.
- Leadership Training.

**Note:**

Training Contents, as guideline, have been provided for few courses at the end of this Part-II Report (**Annexure I- VIII**).

## 2.5 Overall Strategy for Capacity Building of Gram-Panchayats

Capacity building can be viewed as ‘participatory analysis of needs of people by people themselves’ and ‘monitoring and evaluations of systems by people that supplant those needs’.

Therefore, a suitable strategy is required for capacity building of GP stakeholders. While each of the proposed approaches helps capacity building to a specific level/domain and changes in one domain can impact other domains; however to build overall capacity, all the three approaches must be taken up, as per the training phases shown at below Figure-2 with its details at Table-I.

It is suggested to take up the training phases as soon as the elected representatives/officials joins office, and as per the time-line provided, so that in the next 2-3 yrs they are capacitated to the desired level to help function effectively and provide better services.

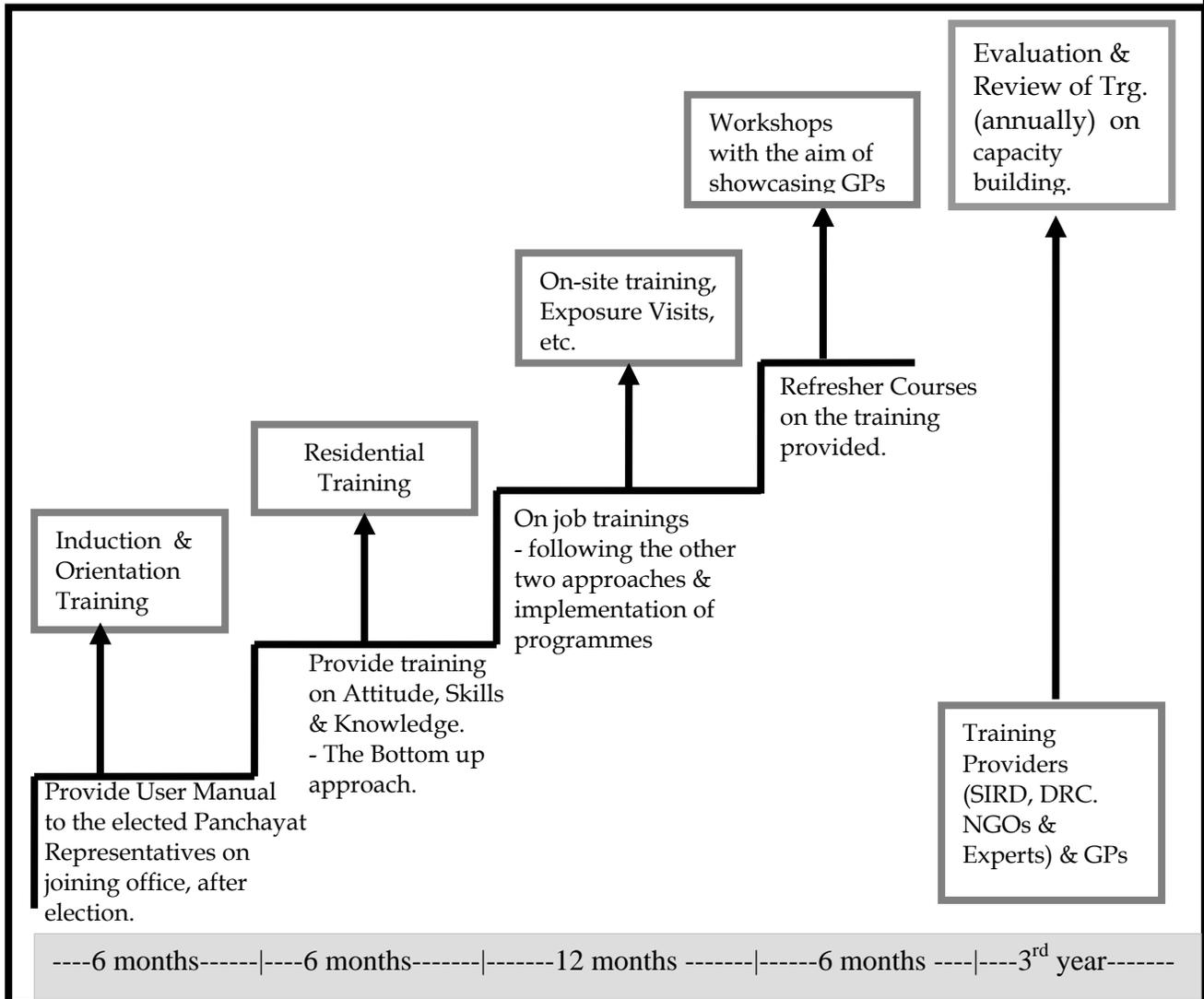


Figure-2 : Training Phases for Capacity Building of Gram-Panchayat Stakeholders

## **2.6 Conclusion**

Capacity building of gram-panchayats in the BRGF districts empowers stakeholders to work for the overall development of gram panchayat not only at the elected representative level, but providing infrastructural support, creating an enabling environment by interventions at block/district level administration, empowerment of women pradhans & panchayat members, awareness generation among the villagers, and providing IT enabled services.

Thus, considering the issues and gaps brought forward from GP level survey as well as the elements emerging from the SWOT analysis for effective functioning of gram panchayats in these backward districts, an attempt has been made to suggest a capacity building framework/guidelines for the panchayat stakeholders based on the three broad approaches (i) Bottom-up approach, (ii) Partnership/Handholding approach, and (iii) Community Organizing approach - that helps in good governance and local level development.

The training guidelines/framework, as suggested here, can be taken up by the Min. of Panchayati Raj for building capacity and strengthening the gram-panchayats in the BRGF districts, for its effective functioning within the decentralized governance system.

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**Table-I : Framework for Capacity Building - Training Areas/Contents**

Phase-wise Training Programme	Training Areas/Contents	Stakeholders					No. of days for training	Time Frame
		Pradhan	GP members	Panchayat Secretary	Women Pradhan	Govt. Functionaries		
<b>Orientation/ Induction</b> (provide PRI Manual to the Elected representatives. Hand out to other participants)	Overview of Historical background of the 73rd amendment	√	√	√	√	√	<b>Total 3 days,</b> except functional literacy courses of 6 months.	Within first 6 months of joining office.  0 - 6 <sup>th</sup> Month.
	Decentralized Governance and participatory development	√	√	√	√	√		
	Three tier structure of PRIs and their relation ship.	√	√	√	√	√		
	Concept of ideal village	√	√	√	√	√		
	Functional literacy courses (In case of those illiterate)	√	√		√			
<b>Residential Training</b>	Basic accounting and record keeping *@	√	√		√		<b>Total 10 days,</b> except (*) marked courses, which are 1 month course as per Annx.	In next 6month duration.  7th Month - 12thMonth.
	Resource/Fund generation/Taxation	√	√		√			
	Social Auditing @	√	√		√			
	Computer Courses * @	√	√	√	√			
	Use of ICT Methodologies and its importance @	√	√	√	√			
	Project Planning & Implementation			√		√		
	Coordination			√		√		
	Communication Skills	√	√	√	√	√		
	Leadership Skills	√	√		√			
	Right to Information @	√	√		√			
	Central/State Govt schemes	√	√	√	√	√		

### Framework for capacity building of various stakeholders in the effective functioning of the Gram Panchayats

Phase-wise Training Programme	Training Areas/Contents	Stakeholders					No. of days for training	Time Frame
		Pradhan	GP members	Panchayat Secretary	Women Pradhan	Govt. Functionaries		
<b>On the job training</b>	Resource mapping through PRA methodologies @	√	√	√	√		5 - 7 days	12 Months duration.  13th Month - 24 <sup>th</sup> Month.
	Activity planning	√	√		√			
	Exposure Visits	√			√			
	Advocacy & campaign	√	√		√			
	People's participation	√	√		√			
<b>Refresher Courses</b>	Areas taken from the phases on skill building & on the job trainings						3 - 5 days	6 Months duration. 25 <sup>th</sup> Month - 30 <sup>th</sup> Month
		√	√	√	√	√		
<b>Workshops/ Seminar</b>	Experience sharing	√	√		√		2 - 3 days	Same as above.  25 <sup>th</sup> Month - 30 <sup>th</sup> Month
	Showcasing achievements	√	√	√	√			
	Networking	√	√		√			

**Note:** 1) @ marked training contents, as guidelines, has been provided in Annexures I - VIII

2) Annual Review and Evaluation by appropriate agency to help gauge capacity building and for any course/s updating.

**Resource Mapping**

The purpose of resource mapping is to assess the resource potential of the village and its development. Resources are natural, physical, human and financial. This exercise gives information regarding the following factors.

- Nature/types of resources available and used in the village
- Ownership pattern of the resources
- Infrastructure available to use the resources
- Implication for planning

Sample record sheets to record resources details/inventory for resource planning are as given below:

**1) Livelihood details**

Type of Occupation	Number of Persons engaged	No. of Households engaged	
<ul style="list-style-type: none"><li>• Cultivation</li><li>• Agricultural labour</li><li>• Non Agricultural Labour</li><li>• Fishing</li><li>• Betel Vine</li><li>• Petty Business</li><li>• Service</li><li>• Others (specify)</li></ul>			

**Inventory for Physical Resource Planning :**

Sl. No.	Infrastructure type	Yes/ No (√ or X)	Distance Types	Tel. No.
1.	GP Head quarter			
2.	Block Head quarter			
3.	Schools			
4.	Community center			
5.	Temple			
6.	Electrification			
7.	Telephone connectivity			
8.	PDS Outlet			
9.	Grocery Shop			
10.	Post Office			

11.	Police Station/ Outpost			
12.	Health Facilities	Health sub center		
		PHC		
		ANM		
		AWW		
		Private Practitioner		
13.	TV/ Radio/ VHF			
14.	Road Connectivity			
15.	Livestock centers/LI			
16.	Any Other			

**Other Resources:**

Resource Type Details Nos.	Owner's name	Contact	Telephone No.	Remarks
Transportation and Communication				
<ul style="list-style-type: none"> <li>• Bullock cart</li> <li>• Tractor</li> <li>• Trekker</li> <li>• Trolley, rickshaw,</li> <li>• Four wheelers</li> <li>• Boat Important</li> <li>• telephone numbers</li> <li>• Any other</li> </ul>				
Other resources <ul style="list-style-type: none"> <li>• Generator set</li> <li>• Pump set</li> <li>• lantern</li> <li>• Petromax</li> <li>• Gas light</li> <li>• Solar light</li> </ul>				
<ul style="list-style-type: none"> <li>• Temporary Shelter</li> <li>• Tents</li> <li>• Tarpaulins</li> <li>• Bamboo</li> <li>• Polythene</li> </ul>				
<ul style="list-style-type: none"> <li>• Containers Tankers</li> <li>• Overhead tankers</li> <li>• Jerry cane</li> <li>• Big vessels</li> </ul>				

Note: Such sheets can be prepared for other resources needs and planning

**Steps in Social Audit in local bodies**

1. Clarity of purpose and goal of the local elected body.
2. Identify stakeholders with a focus on their specific roles and duties. It is particularly important that marginalized social groups, which are normally excluded, have a say on local development issues and activities and have their views on the actual performance of local elected bodies.
3. Definition of performance indicators which must be understood and accepted by all. Indicator data must be collected by stakeholders on a regular basis.
4. Regular meetings to review and discuss data/information on performance indicators.
5. Follow-up of social audit meeting with the panchayat body reviewing stakeholders' actions, activities and viewpoints, making commitments on changes and agreeing on future action as recommended by the stakeholders.
6. Establishment of a group of trusted local people including elderly people, teachers and others who are committed and independent, to be involved in the verification and to judge if the decisions based upon social audit have been implemented.
7. The findings of the social audit should be shared with all local stakeholders. This encourages transparency and accountability.
8. A report of the social audit meeting should be distributed for Gram Panchayat auditing. In addition, key decisions should be written on walls and boards and communicated orally.

**ICT Intervention in the GPs**

Following areas/points to cover in the training:

- Importance of ICT in PRI.
- Describe the changing role of PRIs and explain use of ICT for the benefits of rural masses.
- Identify the need and importance of ICT intervention in local governance;
- Highlight the application areas of ICT in PRIs; and
- Explain the concept of e-panchayat and its challenges.

Give Examples of other states also who have adopted the technology, if possible to arrange a visit to a telecenter/information kiosk..

**Basic Computer Course**

Course Duration: Total 23 days

Following topics to cover in the training:-

S.No	Topics	Duration- 1 Month	
		Theory (in Days)	Practical (in Days)
1	Fundamentals of Computers - I	1	-
2	Fundamentals of Computers - II	2	-
3	Microsoft - Paint	2	2
4	MS Word	2	2
5	MS Excel	2	2
6	MS PowerPoint	2	2
7	Flowcharting	-	2
8	Concepts of Internet	1	1

*Drishtee* imparts the above computer training programme through its 2200 kiosks/vistaar/village resource centres in rural areas.

**Basic Accounting and Book Keeping**

Course Duration: Total 40 Hours

Following topics to cover in the training:-

<b>S. No</b>	<b>Topics</b>	<b>Duration (with Practical session) 40 Hrs</b>
1	Accounting- meaning, objectives, Accounting as source of information.	<b>4 hrs</b>
2	Internal and external users of Accounting information and their needs.	<b>4 hrs</b>
3	Basic Accounting Terms - Asset, Liability, Capital, Expense, Income, Expenditure, Revenue, Debtors, Creditors, Goods, Cost, Gain, Stock, Purchase, Sales, Loss, Profit, Voucher, Discount, Transaction, Drawings	<b>7 hrs</b>
4	Accounting Mechanism -Single Entry and Double Entry;	<b>4 hrs</b>
5	Voucher and Transactions: Origin of Transactions- Source Documents and Vouchers, preparation of Vouchers; Debit and Credit; Purchase order; Invoice etc	<b>6 hrs</b>
6	Recording of Transactions	<b>3 hrs</b>
7	Books of original entry - Journal, Special Purpose Books: i) Cash Book - Simple, ii) Cashbook with Bank column and Petty Cashbook.	<b>5 hrs</b>
8	Ledger meaning, utility, format; posting from Journal and Subsidiary books.	<b>3 hrs</b>
9	Bank Reconciliation, Profit & loss A/c and Balance sheets.	<b>4 hrs</b>

**Participatory Planning in Local Governance**

**Steps to follow:**

1. Conduct gram sabhas to identify the needs of the people
  - Mobilization of people
  - Adopting small group approach
  - Preparation of a model agenda for gram sabhas
  - Adopt a Semi-structured questionnaire approach derived from the PRA techniques for discussions
2. Assessment of the local resources and problems and accordingly formulate development reports
  - Generate a comprehensive database for every locality for local level planning
  - Identification of significant ecological variations in the village through RRA and PRA
  - Preparation of development reports that includes the information about the local economic, social, geographical and human resources information
3. Preparation of project proposals through specific task forces
  - Preparation of a common project format that clearly defines the objectives, beneficiaries, activities, organizations involved, financial analysis, assessment and monitoring arrangements
4. Formulation of local plans by elected bodies
  - Choice of the projects and programmes to be included in the annual plans
  - Design the structure of plan document and the procedures for its adoption by the decision makers
  - Adoption of resolution by the elected representatives of the local bodies that enunciates the inter-sectoral and the intra-sectoral priorities
5. Formulation of plans at the higher levels
  - Higher levels have to coordinate, integrate, and fill in gaps of the local plans
  - Integration of local level plans with the block or district level plans

6. Appraisal and approval of plans by an expert committee

(Source: Kurian Thomas and Ramkumar Bendapudi, Participatory Planning, Centre for Good Governance)

### Tips for Preparing Agenda

Some of the important tips are highlighted here:

#### **Phrase each agenda item as an imperative.**

For instance, not "TSC" but "Resolve issues in TSC."

This sets a mental framework for attendees to actually do something.

#### **Make agenda items**

Not "Resolve issues in TSC", but rather "Resolve labour issues in TSC." Make agenda items describe a goal that's objectively measurable.

#### **Allocate time to each agenda item**

If time is not allocated, no body will be able to tell whether the meeting is running late or by how much.

#### **Deal with overruns honestly .**

If an item takes longer than planned, time should not be shortened for other item. But halt discussion, and decide which later agenda item(s) can be postponed or shifted to committee.

#### **Have a timekeeper**

The facilitator has enough work to do, especially if the facilitator is also chair.

#### **Exploit order**

Address those items first which will have an impact on related items on the agenda, so that those related items can be judged at that stage itself.

#### **Address emotionally charged items early**

Charged items require energy, and they're also dangerous. Address them while everyone is fresh. Leaving them for the end as a way of managing time doesn't actually work. The tension will only build if it is left for the end.

#### **Ask everyone for contributions in advance**

Prepare a draft agenda items in advance and then circulate it to other stakeholders and ask them their agenda item for the discussion. This should be done in advance otherwise making an agenda at the time of meeting may lead to chaos.

Note: TSC is Total Sanitation Campaign

**Sample Application under RTI Act**

**Name of the Applicant**

Address

Telephone/Mobile No.

**Public Information Officer**

Department Name (e.g. Gram Panchayat)

Place (e.g. Sanitation)

**Subject: Application under the RTI Act 2005**

Dear Sir/Madam,

Please provide the following information with respect to sanitary services of the (area/ward) in which my house falls for the (period ....):

1. The list of all sweepers and sanitation officials with their addresses and contact numbers working in this area.
2. Please provide me a hierarchical chart outlining who reports to whom, the attendance process, and how they get paid their wages and salaries.
3. Please provide me a copy of the attendance register for this area for the stated period.
4. Please provide me a copy of the muster roll for this area for the stated period.
5. Please mention against each sweeper and official his/her geographical area, working hours, functional job responsibilities, & what he/she is supposed to be doing in that area.
6. Please provide the names, addresses and contact numbers of the supervisory officials right upto the Sanitary Superintendent.

Kindly send the above information through post on my address.

I am depositing Rs\_\_\_\_\_ /- as an application fee. (Receipt No.\_\_\_\_\_)

Thanking You,

Applicant's Name & Signature

Place; Date